



BOARD OF DIRECTORS
STATIONARY SOURCE COMMITTEE

May 8, 2024

BAY AREA
AIR QUALITY
MANAGEMENT
DISTRICT

COMMITTEE MEMBERS

VACANT – CHAIR
JOHN GIOIA
OTTO LEE
STEVE YOUNG

MARK ROSS – VICE CHAIR
KEN CARLSON
LYNDA HOPKINS
VICKI VEENKER

**MEETING LOCATION(S) FOR IN-PERSON ATTENDANCE BY
COMMITTEE MEMBERS AND MEMBERS OF THE PUBLIC**

**Bay Area Metro Center
Temazcal Room
375 Beale Street
San Francisco, CA 94105**

**Santa Rosa Junior College Campus
Doyle Library, Room 148
1501 Mendocino Ave.
Santa Rosa, CA, 95401**

**Office of Contra Costa County
Supervisor John Gioia
Conference Room
11780 San Pablo Ave., Suite D
El Cerrito, CA 94530**

**Office of Santa Clara County
Supervisor Otto Lee
70 W Hedding St
East Wing, 10th Floor
San Jose, CA 95110**

THE FOLLOWING STREAMING OPTIONS WILL ALSO BE PROVIDED

These streaming options are provided for convenience only. In the event that streaming connections malfunction for any reason, the Stationary Source Committee reserves the right to conduct the meeting without remote webcast and/or Zoom access.

The public may observe this meeting through the webcast by clicking the link available on the air district's agenda webpage at www.baaqmd.gov/bodagendas.

Members of the public may participate remotely via Zoom at <https://bayareametro.zoom.us/j/86334362982>, or may join Zoom by phone by dialing (669) 900-6833 or (408) 638-0968. The Webinar ID for this meeting is: 863 3436 2982

Public Comment on Agenda Items: The public may comment on each item on the agenda as the item is taken up. Members of the public who wish to speak on a matter on the agenda will have two minutes each to address the Committee on that agenda item, unless a different time limit is established by the Chair. No speaker who has already spoken on an item will be entitled to speak to that item again.

The Committee welcomes comments, including criticism, about the policies, procedures, programs, or services of the District, or of the acts or omissions of the Committee. Speakers shall not use threatening, profane, or abusive language which disrupts, disturbs, or otherwise impedes the orderly conduct of a Committee meeting. The District is committed to maintaining a workplace free of unlawful harassment and is mindful that District staff regularly attend Committee meetings. Discriminatory statements or conduct that would potentially violate the Fair Employment and Housing Act – i.e., statements or conduct that is hostile, intimidating, oppressive, or abusive – is *per se* disruptive to a meeting and will not be tolerated.

STATIONARY SOURCE COMMITTEE MEETING AGENDA

WEDNESDAY, MAY 8, 2024

10:00 AM

Chairperson, Vacant

1. **Call to Order - Roll Call**

The Committee Chair shall call the meeting to order and the Clerk of the Boards shall take roll of the Committee members.

2. **Pledge of Allegiance**

CONSENT CALENDAR (Item 3)

3. Approval of the Draft Minutes of the Stationary Source Committee Meeting of March 13, 2024

The Committee will consider approving the Draft Minutes of the Stationary Source Committee Meeting of March 13, 2024.

INFORMATIONAL ITEM(S)

4. Attainment Planning for the Primary Annual PM_{2.5} National Ambient Air Quality Standards

The Committee will receive an update on Air District planning work related to the recently adopted revisions to the federal primary annual PM_{2.5} National Ambient Air Quality Standards, including an overview of State Implementation Plans. This item will be presented by Mark Tang, Assistant Manager, Planning & Climate Protection Division.

5. Update on Mitigation Options for Woodsmoke Impacts

The Committee will receive a presentation on approaches for mitigating air quality and health impacts from residential wood combustion emissions. In addition, staff will provide an overview of regional woodsmoke emissions, existing Air District programs and policies that address woodsmoke and additional policy mechanisms the Air District is exploring to reduce woodsmoke emissions. This item will be presented by Dr. Julia Luongo, Senior Air Quality Engineer, Rules & Strategic Policy Division.

OTHER BUSINESS

6. Public Comment on Non-Agenda Matters

Pursuant to Government Code Section 54954.3, members of the public who wish to speak on matters not on the agenda will be given an opportunity to address the Committee. Members of the public will have two minutes each to address the Committee, unless a different time limit is established by the Chair. The Committee welcomes comments, including criticism, about the policies, procedures, programs, or services of the District, or of the acts or omissions of the Committee. Speakers shall not use threatening, profane, or abusive language which disrupts, disturbs, or otherwise impedes the orderly conduct of a Committee meeting. The District is committed to maintaining a workplace free of unlawful harassment and is mindful that District staff regularly attend Committee meetings. Discriminatory statements or conduct that would potentially violate the Fair Employment and Housing Act – i.e., statements or conduct that is hostile, intimidating, oppressive, or abusive – is per se disruptive to a meeting and will not be tolerated.

7. Committee Member Comments

Any member of the Committee, or its staff, on his or her own initiative or in response to questions posed by the public, may: ask a question for clarification, make a brief announcement or report on his or her own activities, provide a reference to staff regarding factual information, request staff to report back at a subsequent meeting concerning any matter or take action to direct staff to place a matter of business on a future agenda. (Gov't Code § 54954.2)

8. Time and Place of Next Meeting

Wednesday, June 12, 2024, at 10:00 a.m. at 375 Beale Street, San Francisco, CA 94105. The meeting will be in-person for the Stationary Source Committee members and members of the public will be able to either join in-person or via webcast.

9. Adjournment

The Committee meeting shall be adjourned by the Chair.

CONTACT:

MANAGER, EXECUTIVE OPERATIONS
375 BEALE STREET, SAN FRANCISCO, CA 94105
vjohnson@baaqmd.gov

(415) 749-4941
FAX: (415) 928-8560
BAAQMD homepage:
www.baaqmd.gov

- Any writing relating to an open session item on this Agenda that is distributed to all, or a majority of all, members of the body to which this Agenda relates shall be made available at the Air District's offices at 375 Beale Street, Suite 600, San Francisco, CA 94105, at the time such writing is made available to all, or a majority of all, members of that body.

Accessibility and Non-Discrimination Policy

The Bay Area Air Quality Management District (Air District) does not discriminate on the basis of race, national origin, ethnic group identification, ancestry, religion, age, sex, sexual orientation, gender identity, gender expression, color, genetic information, medical condition, or mental or physical disability, or any other attribute or belief protected by law.

It is the Air District's policy to provide fair and equal access to the benefits of a program or activity administered by Air District. The Air District will not tolerate discrimination against any person(s) seeking to participate in, or receive the benefits of, any program or activity offered or conducted by the Air District. Members of the public who believe they or others were unlawfully denied full and equal access to an Air District program or activity may file a discrimination complaint under this policy. This non-discrimination policy also applies to other people or entities affiliated with Air District, including contractors or grantees that the Air District utilizes to provide benefits and services to members of the public.

Auxiliary aids and services including, for example, qualified interpreters and/or listening devices, to individuals who are deaf or hard of hearing, and to other individuals as necessary to ensure effective communication or an equal opportunity to participate fully in the benefits, activities, programs and services will be provided by the Air District in a timely manner and in such a way as to protect the privacy and independence of the individual. Please contact the Non-Discrimination Coordinator identified below at least three days in advance of a meeting so that arrangements can be made accordingly.

If you believe discrimination has occurred with respect to an Air District program or activity, you may contact the Non-Discrimination Coordinator identified below or visit our website at www.baaqmd.gov/accessibility to learn how and where to file a complaint of discrimination.

Questions regarding this Policy should be directed to the Air District's Non-Discrimination Coordinator, Suma Peesapati, at (415) 749-4967 or by email at spesapati@baaqmd.gov.

**BAY AREA AIR QUALITY MANAGEMENT DISTRICT
375 BEALE STREET, SAN FRANCISCO, CA 94105
FOR QUESTIONS PLEASE CALL (415) 749-4941**

**EXECUTIVE OFFICE:
MONTHLY CALENDAR OF AIR DISTRICT MEETINGS**

MAY 2024

<u>TYPE OF MEETING</u>	<u>DAY</u>	<u>DATE</u>	<u>TIME</u>	<u>ROOM</u>
Board of Directors Stationary Source Committee	Wednesday	8	10:00 a.m.	1st Floor, Temazcal Room
Board of Directors Community Equity, Health and Justice Committee	Wednesday	8	1:00 p.m.	1st Floor, Temazcal Room
Board of Directors Finance and Administration Committee	Wednesday	15	10:00 a.m.	1st Floor Board Room
Board of Directors Policy, Grants and Technology Committee	Wednesday	15	1:00 p.m.	1st Floor Board Room
Board of Directors Community Advisory Council Meeting	Thursday	16	6:00 p.m.	California State University East Bay Oakland Professional & Conference Center Trans Pacific Center 1000 Broadway, Suite 109 Oakland, CA 94607

JUNE 2024

<u>TYPE OF MEETING</u>	<u>DAY</u>	<u>DATE</u>	<u>TIME</u>	<u>ROOM</u>
Board of Directors Special Meeting as the Sole Member of the Bay Area Clean Air Foundation	Wednesday	5	9:45 a.m.	1st Floor Board Room
Board of Directors Meeting	Wednesday	5	10:00 a.m.	1st Floor Board Room
Board of Directors Stationary Source Committee	Wednesday	12	10:00 a.m.	1st Floor, Temazcal Room
Board of Directors Community Equity, Health and Justice Committee	Wednesday	12	1:00 p.m.	1st Floor, Temazcal Room
Board of Directors Finance and Administration Committee	Wednesday	26	10:00 a.m.	1st Floor, Temazcal Room

JULY 2024

<u>TYPE OF MEETING</u>	<u>DAY</u>	<u>DATE</u>	<u>TIME</u>	<u>ROOM</u>
Board of Directors Meeting - CANCELLED	Wednesday	10	10:00 a.m.	1st Floor Board Room
Board of Directors Stationary Source Committee	Wednesday	17	10:00 a.m.	1st Floor, Temazcal Room
Board of Directors Community Equity, Health and Justice Committee	Wednesday	17	1:00 p.m.	1st Floor, Temazcal Room
Board of Directors Community Advisory Council Meeting	Thursday	18	6:00 p.m.	1st Floor Board Room
Board of Directors Policy, Grants, and Technology Committee	Wednesday	24	10:00 a.m.	1st Floor, Temazcal Room

HL 5/1/2024 – 2:15 p.m.

G/Board/Executive Office/Moncal

BAY AREA AIR QUALITY MANAGEMENT DISTRICT

Memorandum

To: Vice-Chairperson Mark Ross and Members
of the Stationary Source Committee

From: Philip M. Fine
Executive Officer/APCO

Date: May 8, 2024

Re: Approval of the Draft Minutes of the Stationary Source Committee Meeting of
March 13, 2024

RECOMMENDED ACTION

Attached for your review and approval are the Draft Minutes of the Stationary Source Committee meeting of March 13, 2024.

BACKGROUND

None.

DISCUSSION

Attached for your review and approval are the Draft Minutes of the Stationary Source Committee Meeting of March 13, 2024.

BUDGET CONSIDERATION/FINANCIAL IMPACT

None.

Respectfully submitted,

Philip M. Fine
Executive Officer/APCO

Prepared by: Marcy Hiratzka
Reviewed by: Vanessa Johnson

ATTACHMENTS:

1. Draft Minutes of the Stationary Source Committee Meeting of March 13, 2024

Bay Area Air Quality Management District
375 Beale Street, Suite 600
San Francisco, CA 94105
(415) 749-5073

Stationary Source Committee
Wednesday, March 13, 2024

DRAFT MINUTES

This meeting was webcast, and a video recording is available on the website of the Bay Area Air Quality Management District at www.baaqmd.gov/bodagendas

CALL TO ORDER

1. **Opening Comments:** Stationary Source Committee (Committee) Vice Chairperson, Mark Ross, called the meeting to order at 10:00 a.m.

Roll Call:

Present, In-Person (Bay Area Metro Center, 375 Beale Street, Yerba Buena Room, San Francisco, California, 94105): Directors Ken Carlson and John Gioia.

Present, In-Person Satellite Location (Office of Contra Costa County Supervisor, John Gioia, Conference Room, 11780 San Pablo Ave., Suite D, El Cerrito, CA 94530): Vice Chairperson Mark Ross; and Director Steve Young.

Present, In-Person Satellite Location (Palo Alto City Hall, 250 Hamilton Ave., 7th Floor, Palo Alto, California, 94301): Director Vicki Veenker.

Present, In-Person Satellite Location (Office of Santa Clara County Supervisor Otto Lee, 70 W Hedding St., East Wing, 10th Floor, San Jose, California, 95110): Director Otto Lee.

Present, In-Person Satellite Location (Santa Rosa Junior College, Doyle Library, 1501 Mendocino Avenue, Room 148, Santa Rosa, California, 95401): Director Brian Barnacle.

Absent: Committee Chair John J. Bauters; and Director Lynda Hopkins.

2. **PLEDGE OF ALLEGIANCE**

CONSENT CALENDAR

3. APPROVAL OF THE DRAFT MINUTES OF THE STATIONARY SOURCE COMMITTEE MEETING OF FEBRUARY 14, 2024

Public Comments

No requests received.

Committee Comments

None.

Committee Action

Director Young made a motion, seconded by Director Barnacle, to **approve** the Draft Minutes of the Stationary Source Committee Meeting of February 14, 2024; and the motion **carried** by the following vote of the Committee:

AYES: Barnacle, Carlson, Gioia, Lee, Ross, Veenker, Young.

NOES: None.

ABSTAIN: None.

ABSENT: Bauters, Hopkins.

ACTION ITEM

4. UPDATES TO THE AIR DISTRICT'S INCIDENT RESPONSE PROGRAM

Dr. Meredith Bauer, Deputy Executive Officer of Engineering and Compliance, and Dr. Kate Hoag, Assistant Manager in the Meteorology and Measurement Division, gave the staff presentation *Updates to the Air District's Incident Response Program and Recommended Action to Fund Enhanced Monitoring*, including: outcome; outline; recommended action; Incident Response Program scope; recap of ad hoc meetings; improving coordination; improving communications; improving air monitoring: new program (Proposed Refinery Corridor Particulate Monitoring Program); additional monitoring measures to prioritize; future directions; and recommended action.

Public Comments

Public comments were given by Bob Brown, Western States Petroleum Association; Kathy Kerridge, Benecia Community Air Monitoring Program; Jan Warren, Interfaith Climate Action Network of Contra Costa County; Ken Szutu, Citizen Air Monitoring Network of Vallejo; Dr. Stephen Rosenblum, Palo Alto resident; Alysia Gadde, Healthy Martinez Refinery Accountability Group; Kevin Buchan, Western States Petroleum Association; Charles Davidson, Hercules resident; Ms. Margaret Gordon, West Oakland Environmental Indicators Project.

Committee Comments

The Committee and staff discussed concern about the perceived lack of communication from the Valero refinery in Benicia to the public, City of Benicia, and local fire department after a recent flaring incident; concerns that the air monitors at the Valero refinery do not detect all pollutants; which Board members currently sit on the Board’s Incident Response Ad Hoc Committee, and its intended function of advocating for improved incident monitoring; whether incident responses costs are being fully recovered; whether the Air District’s new Public Notification Tool (launched in September 2023) the works in collaboration with Bay Area counties’ community warning systems, and the desire that every entity’s message content and timing (regarding incidents) will be consistent with the others; the desire for incident messaging to include potential health impacts and safe levels of exposure; whether the cost of the proposed Refinery Corridor Particulate Monitoring Program will this be chargeable to fees or a separate budget item; and the current status of Air District Regulation 12-15 (Refining Emissions Tracking).

Committee Action

Director Gioia made a motion, seconded by Director Carlson, to recommend the Board of Directors **approve** the proposed enhanced monitoring for incident response utilizing reserves funding of \$1M that was set aside in the Fiscal Year Ending 2024 Board approved budget; and the motion **carried** by the following vote of the Committee:

- AYES: Barnacle, Carlson, Gioia, Lee, Ross, Veenker, Young.
- NOES: None.
- ABSTAIN: None.
- ABSENT: Bauters, Hopkins.

INFORMATIONAL ITEMS

5. UPDATE ON REGULATION 11: HAZARDOUS POLLUTANTS, RULE 18: REDUCTION OF RISK FROM AIR TOXIC EMISSIONS AT EXISTING FACILITIES (RULE 11-18)

Kevin Oei, Supervising Air Quality Engineer, Engineering Division, and Alex Sohn, Senior Air Quality Engineer, Rules & Strategic Policy Division, gave the staff presentation *Updates on Implementation and Rule Concepts for Rule 11-18: Reduction of Risk from Air Toxic Emissions at Existing Facilities*, including: outcome; outline; requested action; background; key steps to the Rule 11-18 implementation process; implementation procedures; challenges with Rule 11-18 implementation; Rule 11-18 program updates; Step 1: near-term program improvements; Step 2: proposed rule amendment concepts; public comments; and next steps.

Public Comments

Public comments were given by Kathy Kerridge, Benecia Community Air Monitoring Program; Ms. Margaret Gordon, West Oakland Environmental Indicators Project; Dr. Stephen Rosenblum, Palo Alto resident; Jan Warren, Interfaith Climate Action Network of Contra Costa County; and Ken Szutu, Citizen Air Monitoring Network of Vallejo.

Committee Comments

The Committee and staff discussed concerns regarding the delayed rule implementation schedule; which facilities have yet to finalize their Health Risk Assessments (HRA) and submit their Risk Reduction Plans (RRP); the current status of the Dispute Resolution Panel Process; the manner in which panelists are selected; how frequently panelists may be needed; whether the panel makes the final decision regarding the resolution; quantifiable goals for the reduced implementation timeline; the suggestion of giving the Board another status update on the implementation of Rule 11-18, so that newer Board members can understand the purpose of the regulation, what a “good” HRA looks like, and what the Air District intends to do with the data being collected; and concerns about allowing facilities to conduct their own HRAs.

Committee Action

None; receive and file.

6. **INDIRECT SOURCE REGULATIONS**

Dr. Philip M. Fine, Executive Officer/Air Pollution Control Officer (APCO), gave the staff presentation *Indirect Source Regulations Overview*, including: outcome; outline; introduction and background; Goods Movement in California; indirect emissions infrastructure; growth of electronic commerce (e-commerce); COVID impacts on e-commerce; recent indirect source projects in the Bay Area; Air Quality impacts from indirect sources; indirect source impacts on Assembly Bill (AB) 617 communities; current regulatory landscape; California Environmental Quality Act (CEQA); CEQA best practices; California Air Resources Board (CARB) regulations; South Coast Air Quality Management District; San Joaquin Valley Air Pollution Control District; local ordinances; implementation challenges – case law, zero-emissions vehicles availability and adoption, electrification infrastructure; and next step discussion.

Public Comments

Public comments were given by Lin Griffith, Stop OAK Airport Expansion Coalition; Ms. Margaret Gordon, West Oakland Environmental Indicators Project; Jacob Klein, Sierra Club; Sarah Chen Small, Communities for a Better Environment; Zoe Jonick, 350 Bay Area; and Jan Warren, Interfaith Climate Action Network of Contra Costa County.

Committee Comments

The Committee and staff discussed the Richmond community’s desire for indirect source regulations, indicated during a roundtable discussion hosted by Director Gioia in 2023, in collaboration with Attorney General Rob Bonta; whether idling ordinances or regulations currently exist at buildings that attract mobile sources of pollution; whether airports may be considered eligible for indirect source regulations; the opinion that it would be more effective for air districts to advocate for this rather than local jurisdictions; whether indirect source regulations apply to both new and existing buildings; the suggestion of identifying a model ordinance; ways in which Board members can help with next steps; and the desire that this effort include the collaboration of many California air districts.

Committee Action

None; receive and file.

OTHER BUSINESS

7. PUBLIC COMMENT ON NON-AGENDA MATTERS

No requests received.

8. COMMITTEE MEMBER COMMENTS

None.

9. TIME AND PLACE OF NEXT MEETING

Wednesday, April 10, 2024, at 10:00 a.m. at 375 Beale Street, San Francisco, CA 94105. The meeting will be in-person for the Stationary Source Committee members and members of the public will be able to either join in-person or via webcast.

10. ADJOURNMENT

The meeting was adjourned at 12:31 a.m.

Marcy Hiratzka
Clerk of the Boards

BAY AREA AIR QUALITY MANAGEMENT DISTRICT

Memorandum

To: Vice-Chairperson Mark Ross and Members
of the Stationary Source Committee

From: Philip M. Fine
Executive Officer/APCO

Date: May 8, 2024

Re: Attainment Planning for the Primary Annual PM_{2.5} National Ambient Air Quality
Standards

RECOMMENDED ACTION

None; receive and file.

BACKGROUND

The Clean Air Act requires the United States Environmental Protection Agency (US EPA) to set National Ambient Air Quality Standards (NAAQS) for pollutants considered harmful to public health and the environment. Air quality standards define the maximum amount of these pollutants that can be present in ambient air to be considered healthy to breathe. On February 7, 2024, the US EPA revised the primary annual standard for particulate matter (PM) from 12 to 9 micrograms per cubic meter of air.

The revision to the primary annual PM NAAQS triggers several regulatory requirements including the initial designation process, whereby the US EPA reviews regional ambient air quality data to finalize area designations – either attainment or nonattainment. Should the region be designated nonattainment for the primary annual PM NAAQS, the Air District will be responsible for developing a federally approvable State Implementation Plan (SIP), which contains a collection of rules and other analyses to attain the standard by the attainment date.

DISCUSSION

When US EPA finalizes a revision to the NAAQS, the Clean Air Act (CAA) requires US EPA to designate whether all areas of the country meet or do not meet the revised standards. This process is called Initial Designations, and involves reviewing air monitoring trends in close partnership with the state and US EPA. Regions that do not meet the standard are designated nonattainment, while regions that meet the standard are designated attainment. Regions that are designated nonattainment must develop and submit a federally approvable SIP. Initial Designations for the recently revised primary annual PM_{2.5} NAAQS are expected to be finalized by February 2026.

Air basins designated as nonattainment are required to submit a SIP within 18 months of the effective date of the final designation rule. Air District staff estimate the effective date of the final designation rule will take place around February 2026 and thus the SIP will be due by approximately August 2027.

Areas designated nonattainment will then have approximately 5 years to attain the standard. The attainment date is expected to be by the end of 2032.

Table 1 illustrates the Initial Designations, SIP Development and SIP Implementation roadmap.

Table 1: Initial Designations, SIP Development and SIP Implementation Roadmap

Phase	2024	2025	2026	2027	2028	2029	2030	2031	2032	ATTAINMENT & ATTAINMENT DETERMINATION
Initial Designations 2 Years			FEBRUARY							
SIP Development 18 months from Effective Date of Final Designations				AUGUST						
SIP Implementation No later than the end of the sixth calendar year after Final Designations										

SIPs are a collection of regulations, analyses, and programs to implement, maintain, and enforce the NAAQS and to fulfill other requirements of the CAA. The following is a list of the types of SIPs:

- Infrastructure
- New Source Review
- Interstate Transport
- Nonattainment

Many components of the Infrastructure and Interstate Transport SIP’s are managed by the state (i.e., the California Air Resources Board) with local air district support, and the Air District maintains and administers a federally enforceable New Source Review Program codified under Regulation 2: Permits, Rule 2, New Source Review and Regulation 2: Permits, Rule 5, New Source Review of Toxic Air Contaminants. The Air District is primarily responsible for developing and implementing the region’s nonattainment SIP, if the San Francisco Bay Area is designated non-attainment.

Nonattainment SIP

There are 5 major elements of a nonattainment SIP including:

Elements	Notes
Emissions Inventories	<ul style="list-style-type: none">• For Base year and projected attainment year
Control Measures	<ul style="list-style-type: none">• Reasonable available control measures (RACM)• Reasonably available control technologies (RACT)• To attain “as expeditiously as practicable”
Attainment Demonstration	<ul style="list-style-type: none">• Modeling of existing and future control measures to attain the standard• Air monitoring• Weight of evidence
Reasonable Further Progress and Quantitative Milestones	<ul style="list-style-type: none">• Project emissions reductions for milestone years• Milestone reports at 4.5 and 7.5 years from SIP due date
Contingency Measures	<ul style="list-style-type: none">• Additional measures to be implemented if the region does not attain by the attainment date

While Air District staff routinely conduct annual emissions inventories, the other elements of a nonattainment SIP would require considerable review to determine whether existing programs meet requirements or if new programs are needed to meet the requirements.

Other Considerations

Air District staff will also be required to ensure all control measures in the SIP are federally enforceable. This requirement relates to the potential to emit (PTE) limits for sources as established by the Clean Air Act. The Air District’s Permitting Program and Rule Development process typically incorporate the provisions of federal enforceability, but staff anticipate conducting further review of existing processes and programs to ensure compliance with this requirement.

Additionally, the Metropolitan Transportation Commission (MTC), the local Metropolitan Planning Organization, will be required to complete a Transportation Conformity Determination in consultation with the Air District. The Transportation Conformity Determination is an evaluation that the Regional Transportation Plan (RTP) conforms to the requirements of the CAA and does not interfere with attainment of NAAQS. MTC’s Plan Bay Area is the adopted RTP and Air District staff work closely with MTC on Transportation Conformity and will continue this partnership to complete the Determination.

Alternate Scenario – Attainment of the NAAQS and Particulate Matter Emissions Reduction Plan

There would be no SIP requirements should the air basin be designated attainment for the primary annual PM_{2.5} NAAQS. The Air District recognizes the health benefits associated with further reducing particulate matter emissions and an opportunity exists for the Air District to develop and adopt a regional fine particulate matter emissions reduction plan. Specifically, the Air District may consider the development of a comprehensive plan outlining emission reduction goals and strategies (including control measures) to reduce particulate matter emissions in the region, including measures that also focus on and directly benefit Overburdened Communities. While such a plan would have many elements similar to that of a federally enforceable SIP, timelines and milestones would not be constricted by the regulatory requirements of the Clean Air Act, providing additional time for robust community engagement and partnership.

Air District staff will update this Committee and the Board of Directors throughout 2024 and 2025 on the Initial Designation process, which will determine whether the Air District will be responsible for the development of a nonattainment SIP.

BUDGET CONSIDERATION/FINANCIAL IMPACT

None.

Respectfully submitted,

Philip M. Fine
Executive Officer/APCO

Prepared by: Mark Tang
Reviewed by: Wendy Goodfriend and Gregory Nudd

ATTACHMENTS:

1. Attainment Planning for the Primary Annual PM_{2.5} National Ambient Air Quality Standards Presentation



BAY AREA
AIR QUALITY
MANAGEMENT
DISTRICT

AGENDA: 4

Attainment Planning for the Primary Annual PM_{2.5} National Ambient Air Quality Standards

Stationary Source Committee
May 8, 2024

Mark Tang
Assistant Manager
Planning and Climate Protection Division
mtang@baaqmd.gov

Presentation Outcome



Provide information and context about attainment planning for the recently revised Annual PM_{2.5} National Ambient Air Quality Standards (NAAQS).

Provide an overview of preparing a State Implementation Plan, and alternatively a Particulate Matter (PM) Reduction Plan.

Presentation Outline



- National Ambient Air Quality Standards (NAAQS)
- Progress and Updates
- SIP Planning Roadmap
- Alternate Scenario: PM Reduction Plan
- Feedback and Questions

Presentation for Information Only



No action required.

National Ambient Air Quality Standards (NAAQS)



- U.S. Environmental Protection Agency (EPA) sets limits for concentrations of six pollutants in ambient (outdoor) air according to the Federal Clean Air Act
 - Criteria Pollutants: Carbon monoxide, ozone, lead, oxides of nitrogen, particulate matter (PM), and oxides of sulfur
 - Primary NAAQS: Health-based, to an adequate margin of safety
 - Secondary NAAQS: Welfare-based, e.g. visibility, damage to crops, vegetation, buildings, and animals
- EPA is required to review NAAQS every five years

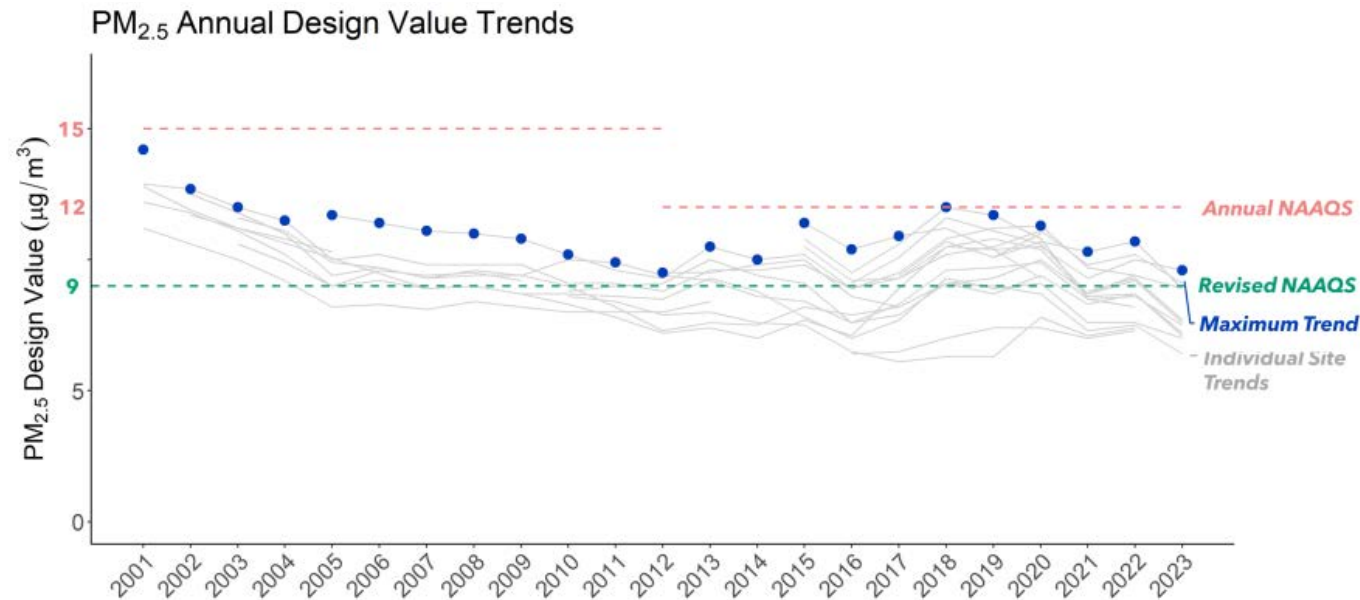
Progress and Updates



- Primary Annual PM_{2.5} NAAQS revised from 12 ug/m³ to 9.0 ug/m³ and promulgated on February 7, 2024 and effective May 6, 2024
- Will require new work should the region be designated nonattainment
- Air District team working on Initial Designations
- Updates to Air District Committees and Board of Directors through 2026

*State Implementation Plan (SIP)

PM_{2.5} Design Value Trends



- Preliminary 2023 PM_{2.5} data are close to the revised NAAQS
- Designations will rely on data from 2024 and possibly 2025
- Year-to-year variability makes predictions about future years difficult
- Additional reductions in PM_{2.5} will have public health benefits

Designations and Attainment Planning Roadmap (Nonattainment Scenario)



Phase	2024	2025	2026	2027	2028	2029	2030	2031	2032	ATTAINMENT & ATTAINMENT DETERMINATION
Initial Designations 2 Years			FEB							
SIP Development 18 months from Effective Date of Final Designations				AUGUST						
SIP Implementation No later than the end of the sixth calendar year after Final Designations										

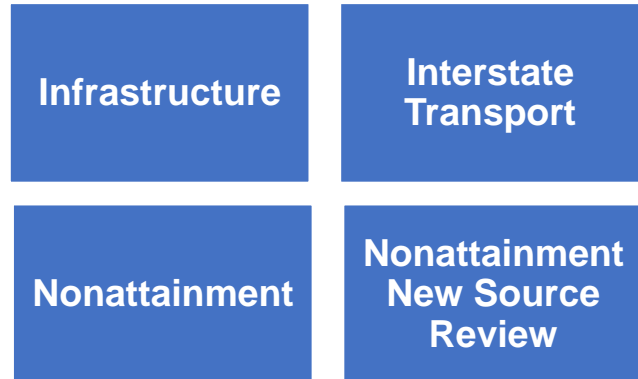
Designations and Attainment Planning Roadmap (Nonattainment Scenario) (cont.)



Phase	2024	2025	2026	2027	2028	2029	2030	2031	2032	ATTAINMENT & ATTAINMENT DETERMINATION
Initial Designations			FEB							
SIP Development				AUGUST						
SIP Implementation										

SIP DEVELOPMENT

> The SIP is a collection of regulations, programs, and analyses to implement, maintain, and enforce the NAAQS and to fulfill other requirements of the Clean Air Act.



Nonattainment SIP Elements



Emissions Inventories

- Base year & projected attainment year

Control Measures

- Reasonably available control measures (RACM)
- Reasonably available control technologies (RACT)
- To attain “as expeditiously as practicable”

Attainment Demonstration

- Modeling of control measures
- Air monitoring
- Weight of evidence

Reasonable Further Progress (RFP) and Quantitative Milestones (QM)

- Projected emissions reductions for milestone years based on control measure implementation schedule
- Milestones and reports at 4.5 years and 7.5 years from SIP due date

Contingency Measures

- Additional measures to be implemented with minimal further action by the state if the region does not attain by the attainment date
- Excess emission reductions

Nonattainment SIP Elements (cont.)



Emissions Inventories

- Base year & projected attainment year

Control Measures

- Reasonably available control measures (RACM)
- Reasonably available control technologies (RACT)
- To attain “as expeditiously as practicable”

Attainment Demonstration

- Modeling of control measures
- Air monitoring
- Weight of evidence

Reasonable Further Progress (RFP) and Quantitative Milestones (QM)

- Projected emissions reductions for milestone years based on control measure implementation schedule
- Milestones and reports at 4.5 years and 7.5 years from SIP due date

Contingency Measures

- Additional measures to be implemented with minimal further action by the state if the region does not attain by the attainment date
- “Excess emission reductions”

Other Considerations for Nonattainment Designations



Federal Enforceability

- All limitations and conditions which are enforceable by the [EPA] Administrator¹
- Federally enforceable limits for sources established by Clean Air Act programs
 - Air District Permitting Program
 - Specific & Applicability
 - Public Comment Periods for Control Measures (Rules and Regulations)

Transportation Conformity

- Regional Transportation Plan (RTP) and federal Transportation Improvement Plan (TIP) Conformity Determination
- Within 1 year of the effective date of a nonattainment designation
- Metropolitan Planning Organization (MPO)
 - Metropolitan Transportation Commission in consultation with Air District
 - Plan Bay Area

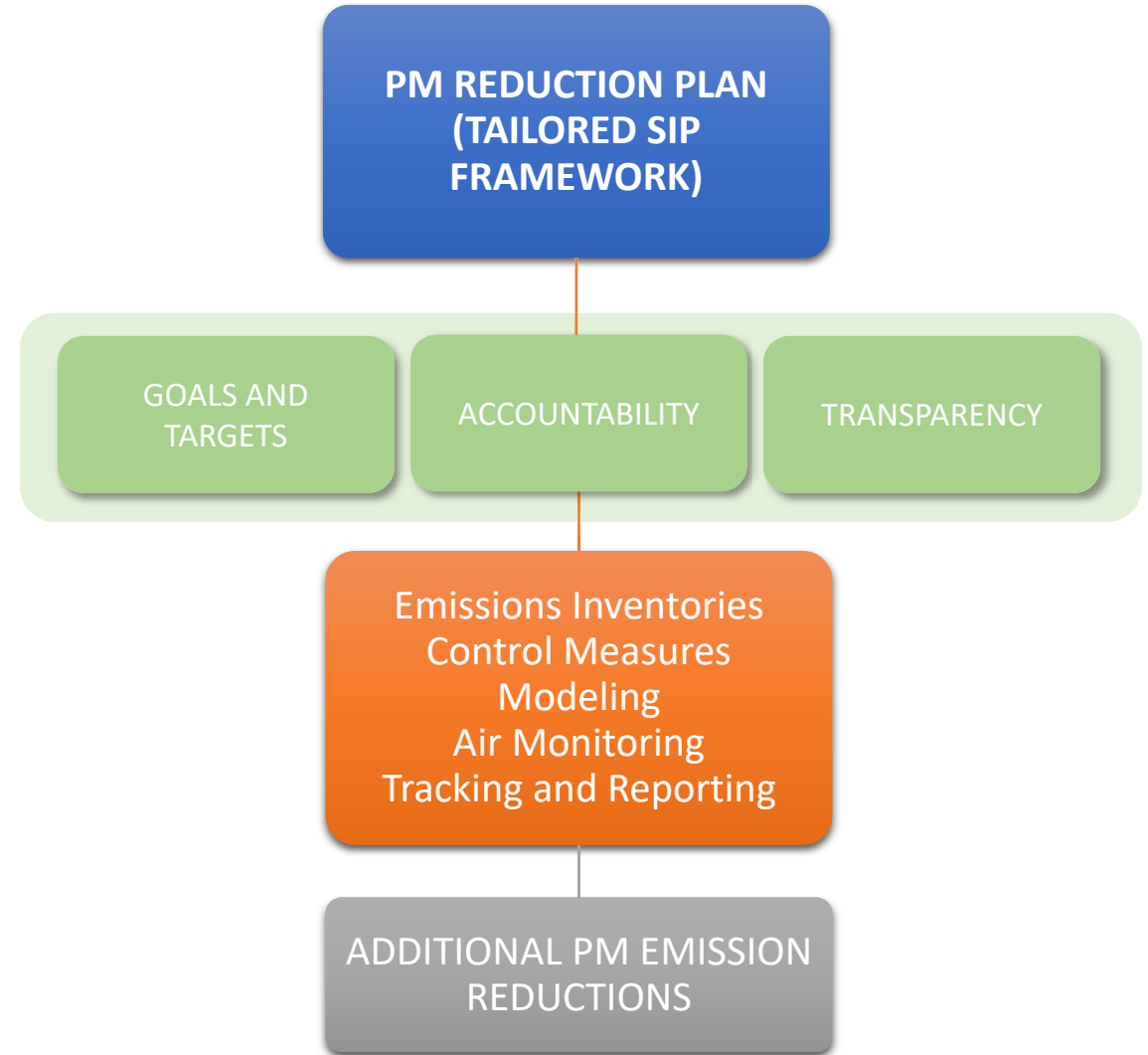
¹ United States Environmental Protection Agency, Federal Enforceability under PSD, April 1982, <https://www.epa.gov/sites/default/files/2015-07/documents/fednfrce.pdf>

Particulate Matter Reduction Plan (Attainment Scenario)



Attainment Scenario

- If designated ‘attainment’ for the Primary Annual $PM_{2.5}$ $9.0 \mu g/m^3$ NAAQS there is still an opportunity to reduce PM emissions further
- The Air District’s Advisory Council recognized “*there is no known threshold for harmful $PM_{2.5}$ health effects*” and recommended further actions to reduce PM exposure and achieve additional health benefits
- Tailor the SIP framework to regional needs
 - AB 617 and Community Emission Reduction Plans (CERP)
 - Incentives
 - Partnerships & Engagement



Next Steps



- Continue working on Initial Designations with planned updates to the Committee and Board
- Begin organizing and resourcing for development of a SIP or a Particulate Matter Reduction Plan

Questions



- Questions

BAY AREA AIR QUALITY MANAGEMENT DISTRICT

Memorandum

To: Vice-Chairperson Mark Ross and Members
of the Stationary Source Committee

From: Philip M. Fine
Executive Officer/APCO

Date: May 8, 2024

Re: Update on Mitigation Options for Woodsmoke Impacts

RECOMMENDED ACTION

None; receive and file.

BACKGROUND

Residential wood combustion is a significant source of fine particulate matter (PM_{2.5}) emissions in the Bay Area, especially during winter months. Woodsmoke also contains gaseous air toxics, including benzene. Air District staff are developing a white paper that describes our understanding of woodsmoke emissions and exposures in the Bay Area and outlines various policy options and considerations for strengthening current woodsmoke rules or programs.

The Air District's Advisory Council published a Particulate Matter Reduction Strategy Report in 2020 that "recognized that particulate matter is a major driver of health risks from Bay Area air quality." The Advisory Council also recognized "there is no known threshold for harmful PM_{2.5} health effects" and recommended further actions to reduce PM exposure and achieve additional health benefits. Therefore, staff are exploring potential woodsmoke policy initiatives with the objective of further mitigating exposure to particulate matter and its associated health risks. This pursuit is underscored by the concerns raised in Assembly Bill (AB) 617 communities. The West Oakland Community Action Plan (WOCAP) includes a strategy to explore the possibility of amending Rule 6-3 (Wood-Burning Devices) and/or Regulation 5 (Open Burning) to restrict recreational fires. Additionally, the Path to Clean Air Community Emissions Reduction Program (CERP) includes Health Action 2.5 to reduce exposure to wood burning in the Richmond-North Richmond-San Pablo community through incentive programs and evaluation of possible regulatory initiatives. In addition, on February 7, 2024, the U.S. Environmental Protection Agency (US EPA) strengthened the National Ambient Air Quality Standards for Particulate Matter (PM NAAQS) by setting the level of the primary (health-based) annual PM_{2.5} standard at 9.0 micrograms per cubic meter ($\mu\text{g}/\text{m}^3$). Additional PM_{2.5} emissions reductions may be required to meet and maintain the revised NAAQS of 9.0 $\mu\text{g}/\text{m}^3$.

DISCUSSION

Residential wood combustion is among the top four largest annual PM_{2.5} emissions categories in the Bay Area next to mobile on-road, refineries, and road dust emissions. During December and January, PM_{2.5} emissions from woodsmoke can account for about one-third of direct PM_{2.5} emissions in the Bay Area. Because woodsmoke also contains gaseous air toxics such as benzene, understanding and mitigating the impacts of this source sector is important from a human health perspective and for complying with ambient air quality standards for PM_{2.5}. Long-term annual and 24-hour PM_{2.5} trends show little improvement over the last 10 years and elevated daily PM_{2.5} concentrations continue to be measured at all monitoring sites in the Bay Area.

As part of white paper development, Air District staff are reviewing other regulations on wood burning, including at the federal and state levels, as well as at the local level in other air districts and cities. Emissions from wood burning devices are regulated at the federal level by the US EPA, and many state and local jurisdictions have their own regulations that often build upon US EPA standards. In particular, California air districts have some of the most stringent regulations in the United States concerning wood burning.

While the Air District has a number of existing rules, programs, and initiatives addressing woodsmoke emissions in the Bay Area, the white paper will explore potential options to improve these programs and achieve further emission reductions. These objectives can be realized through a spectrum of mechanisms, broadly falling into several categories: (1) policy mechanisms targeting the act of wood burning, (2) policy mechanisms directed at the devices engaged in wood burning, and (3) policy mechanisms for outreach designed to increase compliance and encourage voluntary reductions.

A wide range of potential policy options may be explored to address wood burning and woodsmoke emissions. Next steps in this policy initiative will be largely dependent on the overall desired outcomes and goals of the effort. Specifically, outcomes focused on (1) minimizing ambient burning or (2) eliminating ambient burning may involve different next steps regarding the types of policy options to evaluate, data collection and research, and specific equity, economic, and implementation impacts to consider. Staff are seeking input and direction on these desired outcomes and potential next steps.

The Air District anticipates releasing the woodsmoke white paper for public comment in the second or third quarter of 2024.

BUDGET CONSIDERATION/FINANCIAL IMPACT

None.

Respectfully submitted,

Philip M. Fine
Executive Officer/APCO

Prepared by: Julia Luongo, Ph.D.
Reviewed by: David Joe and Idania Zamora

ATTACHMENTS:

1. Update on Mitigation Options for Woodsmoke Impacts Presentation



BAY AREA
AIR QUALITY
MANAGEMENT
DISTRICT

AGENDA: 5

Update on Mitigation Options for Woodsmoke Impacts

**Stationary Source Committee
May 8, 2024**

**Julia Luongo, Ph.D.
Senior Air Quality Engineer
Rules & Strategic Policy
jluongo@baaqmd.gov**

Presentation Outcome



To inform the committee on the progress of the Woodsmoke White Paper and seek input on potential policy options and next steps.

Presentation Outline



- Background on Woodsmoke
- Current Air District Programs and Rules
- White Paper Development
- Policy Discussion
- Next Steps
- Feedback and Questions

Requested Action



None; This is an informational item.

Background on Woodsmoke



- Woodsmoke is a significant source of fine particulate matter (PM_{2.5}) and contains gaseous air toxics such as benzene and formaldehyde
- Woodsmoke is a unique source that presents challenges for understanding air quality impacts and for designing regulations
 - *Significant variation in emissions by time and location*
 - *Multiple types of devices and uses (e.g., aesthetics vs. home heating)*
- The Air District’s Advisory Council recognized “there is no known threshold for harmful PM_{2.5} health effects” and recommended further actions to reduce PM exposure and achieve additional health benefits

Impetus For This Policy Initiative



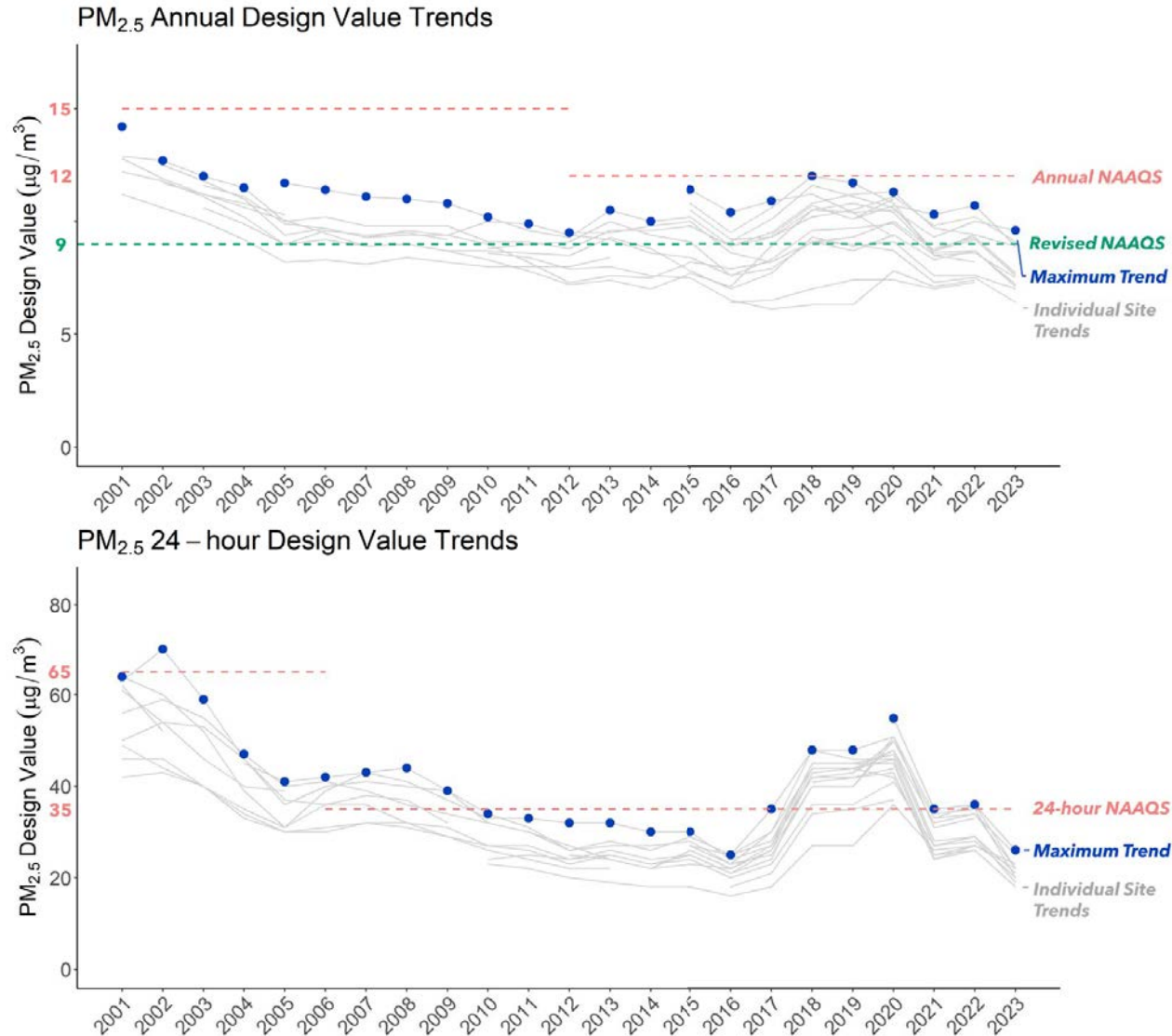
CERP Measures

- West Oakland Community Action Plan (WOCAP) – “Explore the possibility of amending Rule 6-3 to restrict recreational fires.”
- Richmond Path To Clean Air – “Reduce exposure to wood burning...through incentive programs and evaluation of possible regulatory initiatives.”

A Strengthened NAAQS for Particulate Matter

- Annual PM_{2.5} standard set at 9.0 ug/m³ to provide increased public health protection, consistent with the available health science
- While 24-hour PM_{2.5} standard was retained, majority of Clean Air Scientific Advisory Committee (CASAC) members recommended revising the level to 25-30 ug/m³
- CASAC noted that a strengthened annual standard alone may not be protective against short-term exposures

PM_{2.5} Design Value Trends



- Long-term annual and 24-hour PM_{2.5} trends show little improvement over the last 10 years and elevated daily concentrations continued to be measured at all monitoring sites in the Bay Area
- Additional reductions may be required to meet and maintain the revised NAAQS of 9.0 µg/m³
- Recent trends in the PM_{2.5} speciation data at San Jose-Jackson do not show a decrease in peak concentrations of major components associated with woodsmoke

Emissions Summary



- Staff is in the process of updating woodsmoke emissions estimates
- Woodsmoke is among the **top 4 largest PM_{2.5} emissions categories** next to mobile on-road, refineries, and road dust emissions
- During peak winter months (Dec-Jan), PM_{2.5} emissions from woodsmoke can account for approximately **one-third** of total Bay Area emissions

Wood-Burning Devices and Health Impacts



- In 2022, there were approximately **800,000 wood-burning fireplaces** and **90,000 woodstoves** installed in the Bay Area
- Fireplaces account for approximately two-thirds of the total PM_{2.5} emissions from wood burning
- Woodsmoke causes hundreds of new cases of asthma in children every year and is also likely responsible for hundreds of premature deaths every year

Woodburning Device Types and Alternatives



Fireplaces

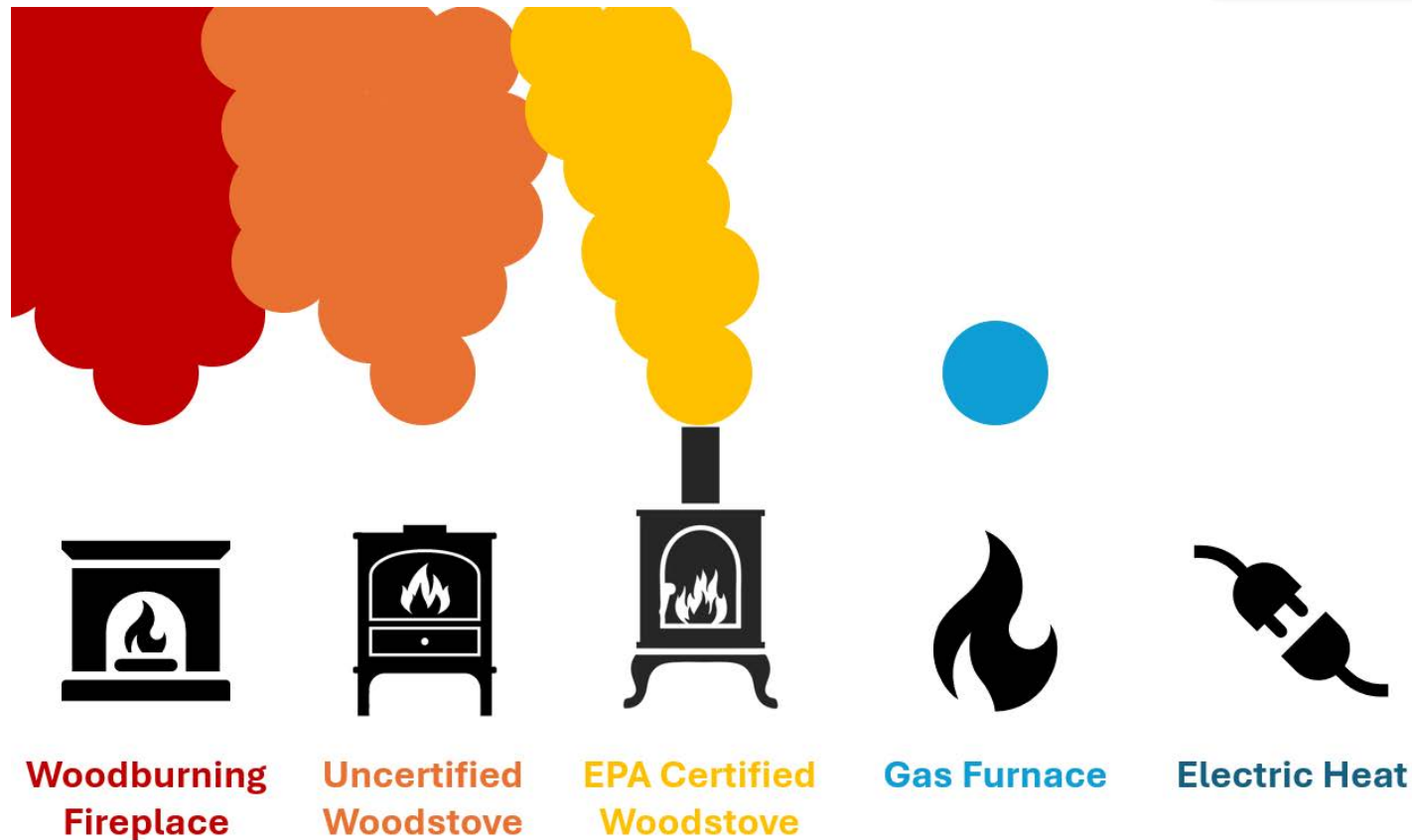


Fireplace Inserts and Wood Stoves



Certified by USEPA and
subject to emissions standards

Images sourced by [Clean HEET Program Guidance](#)



VERY DIRTY **VERY CLEAN**

Image adapted from [EPA Burn Wise](#)

Current Rules



Rule 6-3: Wood-burning Devices

- Bans wood burning when 24-hour PM_{2.5} levels are forecast to be above the federal standard (Spare the Air Alert), with some exemptions
- Prohibits the installation of a wood-burning device in new building construction (effective Nov. 1, 2016)
- Fireplace and chimney remodels costing more than \$15,000 and requiring a local building permit can only install a gas-fueled, electric, or EPA-certified device
- Excessive smoke is prohibited year-round

Regulation 5: Open Burning

- Recreational burning is subject to Rule 6-3 Mandatory Burn Bans

Regulation 1: General Provisions

- Residential cooking exclusion

Our Woodsmoke Programs



Spare The Air

- Alert called when air quality is forecast to be unhealthy
- Spare The Air Alert notifies the public when wood burning is not allowed
- Outreach done on wood burning ban and how to protect health
- Air quality resources and tips



Woodsmoke Enforcement

- Woodsmoke patrols are used to maximize area surveillance – particularly in known woodsmoke complaint areas and highly impacted areas
- First time violators have an opportunity to take the Air District's Wood Smoke Awareness Written Test in lieu of paying a fine



Woodsmoke Reduction Incentives Programs

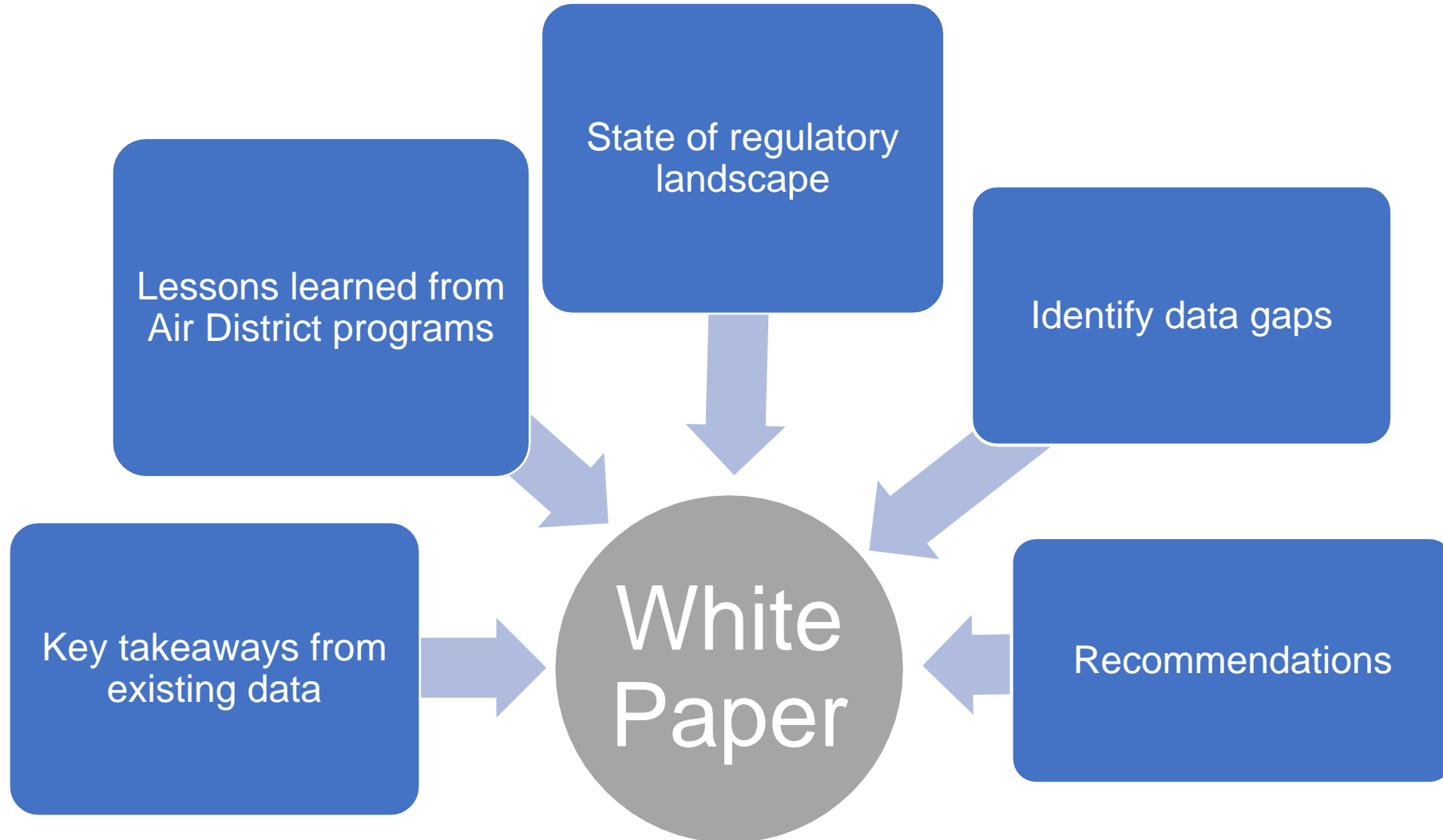
- Between 2016-2019, nearly \$3 million to approximately 1000 projects
- Launched Clean HEET program in March 2024 to help offset the cost of switching from a wood-burning stove or fireplace insert to an electric heat pump



Public Awareness

- Air District Rule 6-3: Wood-burning devices contains several awareness provisions:
 - Disclosure requirements for the sale/rental/leasing of real property
 - Device sale/installation public awareness labeling requirements
 - Labeling for solid fuel or wood sale

White Paper Development



Gap Analysis – Other Rules/Programs



Reviewed regulatory measures from the following jurisdictions:

- US Environmental Protection Agency – New Source Performance Standards for Wood Heaters
- South Coast Air Quality Management District – Rule 445: Wood Burning Devices
- San Joaquin Valley Air Pollution Control District – Rule 4901: Wood Burning Fireplaces and Wood Burning Heaters
- Sacramento Metropolitan Air Quality Management District – Rule 421: Mandatory Episodic Curtailment of Wood and Other Solid Fuel Burning
- Other states including Oregon, Washington, Colorado, Alaska, Utah, New York, Massachusetts
- Local ordinances – City of Berkeley, City of Oakland, City of Portland

Potential Policy Mechanisms



- Strategies for addressing woodsmoke emissions involve minimizing the act of wood burning (curtailment) or transitioning wood-burning devices to alternatives
- These objectives can be realized through mechanisms grouped into the following categories:

Policy
Mechanisms for
Burn
Curtailment

Policy
Mechanisms for
Wood-Burning
Devices

Policy
Mechanisms for
Outreach

Policy Mechanisms for Burn Curtailment



Tiered Burn Curtailment Program

- Multiple stages of curtailment for different devices
- Not recommended

Lower the Mandatory Burn Ban trigger threshold

- There are public health benefits to reducing PM_{2.5} concentrations below 35 ug/m³ for both short-term and long-term exposures

Ban all burning with some exemptions

- Exemptions could include heating, loss of or lack of utility service, financial hardship, etc.

Policy Mechanisms for Devices



Expand device types subject to rule requirements

- Such as outdoor cooking devices

Cleaner requirements for major fireplace/wood stove renovations

- Beyond current requirement of an EPA-certified wood-burning device

Robust incentives program

- Could target specific device types, activity type, or populations
- Scale and scope considerations

Decommission or replacement at point of property sale

- Could target specific device types

Policy Mechanisms for Outreach



Model ordinance to support local governments in resolving local woodsmoke disputes

- Consult with local governments on their existing woodsmoke ordinances (e.g. City of Berkeley)

Support increased compliance through education and public awareness

- Expanded outreach and public awareness efforts
- Additional educational opportunities (e.g., solid fuel point of sale)

Targeted outreach and incentives support to active wood burning populations

- Multi-faceted outreach on reducing both emissions and exposure

Potential Paths and Objectives



Path #1

**Minimize Ambiance
Burning**

Path #2

**Eliminate Ambiance
Burning**

Potential Paths May Employ a Suite of Policy Options



For example, a suite of policy options may involve:

Path #1

Minimize Ambiance Burning

- Lowering the burn ban threshold
- Increasing enforcement of burn restrictions
- Increasing voluntary reductions (incentives and/or outreach)

Path #2

Eliminate Ambiance Burning

- Banning burning year-round with exemptions
- Requiring decommissioning or replacement of wood-burning devices at point of property sale
- Accelerating voluntary device transition through incentives programs

Further Studies in the Next Phase of This Policy Initiative



- Equity lens on the potential policy path
- Emissions benefits analysis
- Economic considerations
- Implementation considerations
- Relevant data gaps
 - Device type and use populations (e.g., sole source of heat)
 - Outdoor woodburning sources

Next steps



- Release woodsmoke white paper in Q2/Q3 2024
- Public engagement on white paper findings and comments in Q3/Q4 2024

Feedback Requested



- Discussion on potential objectives and path forward