

Community Air Protection Program

Wilmington, Carson, West Long Beach

Community Emissions Reduction Program

Staff Report

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For more information

Comments: Please submit written comments on this Staff Report by March 9, 2020 to: <https://www.arb.ca.gov/lispub/comm/bclist.php>

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Staff Recommendation

Staff recommends that the California Air Resources Board (CARB or Board) approve the Wilmington, Carson, West Long Beach community emissions reduction program developed pursuant to Assembly Bill (AB) 617¹ and direct CARB staff to work with the South Coast Air Quality Management District (South Coast AQMD) to take additional actions to strengthen implementation.

Background

CARB established the Community Air Protection Program (Program) to implement AB 617, which requires new community-focused action to reduce air pollution. On September 27, 2018, the Board selected the community of Wilmington, Carson, West Long Beach in South Coast AQMD, to develop a community emissions reduction program and a community monitoring plan as one of ten initial communities. The Board also approved the *Community Air Protection Blueprint*² (Blueprint), which, among other things, establishes criteria for developing and implementing community emissions reduction programs, contained in the *Blueprint Appendix C* and summarized in the *Checklist for Community Emissions Reduction Program Evaluation*³.

CARB staff reviewed the *Wilmington, Carson, West Long Beach Community Emissions Reduction Plan* (Plan)⁴, adopted by the South Coast AQMD Governing Board on September 6, 2019. This staff report summarizes the results of CARB staff's review and evaluation of the Plan to determine if it meets the criteria established in AB 617⁵ and the Blueprint, reflects community priorities, and is likely to reduce emissions and exposure to air pollution in the community.

Plan Overview

South Coast AQMD convened a community steering committee to develop the Plan. The community steering committee has 34 primary members⁶ and met 10 times between October 2018 and October 2019. South Coast AQMD also hosted a workshop in July 2019 to get the broader public's feedback on the Plan.

The Plan focuses on reducing exposure to nitrogen oxides (NO_x), volatile organic compounds (VOC), sulfur oxides (SO_x), and diesel particulate matter (DPM) from sources such as refineries and neighborhood oil drilling, heavy-duty diesel trucks, ports, and railyards, along with actions to reduce exposure to air pollution at schools and daycare centers, with 26 actions summarized in Figure 1⁷.

¹ Assembly Bill 617, Garcia, C., Chapter 136, Statutes of 2017.

² The Blueprint is available at: <https://ww2.arb.ca.gov/resources/documents/final-community-air-protection-blueprint>

³ The checklist for the Community Emissions Reduction Program begins on page C-41.

⁴ To review the Plan and associated documents, visit <http://www.aqmd.gov/nav/about/initiatives/community-efforts/environmental-justice/ab617-134/wilm>

⁵ California Health and Safety Code §44391.2.

⁶ See page 2-4 and 2-5 in the Plan for the community steering committee roster.

⁷ For the full list of strategies, see Chapter 5 of the Plan.

Figure 1. Excerpt from South Coast AQMD Board package for Agenda No. 25C September 6, 2019

What actions are in this Plan?

Refineries

- Develop rules to reduce emissions from flares, storage tanks, boilers, heaters, and other equipment
- Air measurements using advanced technology to find potential leaks
- Follow-up investigation and enforcement to ensure leaks are fixed
- Improve flare notifications

Neighborhood Truck Traffic

- Idling truck sweeps and truck enforcement in priority areas
- Work with cities to establish truck routes
- Incentive funds for cleaner trucks
- Outreach to truck owners on regulations and incentives
- Develop Ports Facility-Based Mobile Source Measure, Drayage Truck Rule, Advanced Clean Truck Rule, and Heavy-Duty Low NOx Rule

Ports

- Oil tanker surveillance, air measurements, and enforcement, where needed
- Develop At-Berth Rule, Rule 1142, Ports Facility-Based Mobile Source Measure
- Implement CAAP
- Incentives for cleaner ships, harbor craft, and cargo handling equipment

Railyards

- Develop Indirect Source Rule for Railyards, Drayage Truck Rule, TRU Regulation, CHE Rule
- Work with CARB to consider new requirements on locomotives
- Work with railyards to replace diesel equipment with cleaner technologies
- Work with local utilities to encourage zero-emission infrastructure

Oil Drilling & Production

- Screen all wells using advanced air measurement technology and collaboration with community organizations
- Follow-up investigation and enforcement to ensure leaks are fixed
- Develop rule requirements to reduce emissions and improve reporting
- Improve notifications and conduct community training

Schools, Childcare Centers and Community Centers

- Clean Air Ranger Education (CARE) and Why Air Quality Matters (WHAM) programs at local schools
- Outreach to schools (partner with the LA County Public Health, LB Public Health)
- Asthma management programs
- Air filtration systems
- Increase green space and plant trees

More details provided in the CERP Chapter 5 on this webpage:
www.aqmd.gov/nav/about/initiatives/community-efforts/environmental-justice/ab617-134/wilm

Summary of CARB's Evaluation

CARB staff's review of the Plan follows the framework established in the Blueprint. In addition to the Plan itself, staff also reviewed meeting materials, public comment letters, and responses to comments posted to South Coast AQMD's website. During the Plan development process, CARB staff attended every Wilmington, Carson, West Long Beach community steering committee meeting and met regularly with South Coast AQMD staff. Finally, CARB also hosted a community meeting in Wilmington on January 16, in coordination with South Coast AQMD, to solicit additional community input to the CARB staff recommendations.

State law gives communities and air districts 12 months to develop a community emissions reduction program following CARB community selection. One year is a very short amount of time to organize a community steering committee, develop a process for operation of the steering committee, establish the technical foundation for understanding the community's air quality status, and develop the strategies to reduce air pollution emissions and exposure. Additionally, the Wilmington, Carson, West Long Beach community concurrently developed a community air monitoring plan.

To ensure that the Plan successfully delivers on the identified strategies, there are elements of the Plan that need additional clarification and detail as the Plan moves from the short time frame provided for development, into the implementation phase. While each of the initial communities and their community emissions reduction programs have now been approved by the air districts, the need to focus on strengthening the plans during implementation is a theme that applies to all communities, not just the Wilmington, Carson, West Long Beach community.

Therefore, CARB staff is recommending approval of the Plan with additional Board direction to CARB staff, South Coast AQMD, and the community steering committee to begin Plan implementation immediately, while taking specific steps to strengthen implementation of the Plan. These recommendations draw directly from the core principles of the Board-approved Blueprint.

Staff has organized the results of this review into two categories:

- Key strengths of the Plan, which highlights areas staff found particularly noteworthy; and
- Recommended actions to strengthen implementation, including areas where additional discussion, information, clarification, and detail will help ensure the Plan is successful and achieves emissions reductions in the Wilmington, Carson, West Long Beach community.

Key Strengths

CARB staff recognizes South Coast AQMD and the community steering committee for their commitment to work together while meeting the ambitious deadlines required by AB 617. During development of the Plan, South Coast AQMD took a number of measures to ensure accessibility and transparency, including streaming community steering committee meetings on Facebook Live and archiving the recordings on their program webpage, and posting bios

of steering committee members. The South Coast AQMD also provided individual steering committee members the opportunity to share their air pollution expertise and experiences within the community.

South Coast AQMD worked with the steering committee to identify key air quality priorities and developed a set of strategies designed to work together to address each priority. For example, actions to address leaks from active, inactive, and abandoned oil wells include air monitoring, collaboration with community organizations, improved community notification, enforcement, and proposed regulatory amendments. Notably, South Coast AQMD also set a specific emissions reduction goal of a 50 percent reduction in NOx emissions from oil refinery operations.

South Coast AQMD and the community steering committee drew from multiple sources of information to develop a strong technical foundation for the reduction strategies. This included a comprehensive three-year enforcement history, an interactive story map⁸ for the community, which was accessible through their website, and information from previous air quality studies, such as Multiple Air Toxics Exposure Study IV (MATES IV). South Coast AQMD also created a Technical Advisory Group composed of technical experts and community steering committee members, to help develop the technical components of the plan and provide an intermediary between technical experts within various agencies and community steering committee members.

Recommended Actions to Strengthen Implementation

Staff recognizes that the Plan is the culmination of an extensive amount of work in the first year of a new program. In future efforts, South Coast AQMD and CARB staff should work with the community steering committee to refine issues related to implementation as the strategies in the Plan move forward, as well as the periodic status reports required under AB 617.

To support implementation moving forward, CARB staff has developed a set of recommended actions in four key areas: reduction strategies, mobile and indirect sources, ensuring effective enforcement, and community-level technical foundation. Progress in implementing these recommendations should be included in the annual progress report required by the AB 617 statute.

Reduction Strategies

The Plan includes a set of emissions and exposure reduction strategies, which are generally responsive to community concerns and recommendations. However, community members have expressed the need to continue to discuss the specific types of incentive projects that will be funded, with a focus on zero emission technologies where feasible, as well as additional detail on criteria for project selection. This process has already begun with discussion of community steering committee priorities to determine locations for school filtration projects. South Coast AQMD has also continued to expand on metrics to track progress over the course of developing the Plan, however many are still high level in nature

⁸ For the Wilmington, Carson, West Long Beach Community Story Map visit: <https://scaqmd-online.maps.arcgis.com/apps/MapJournal/index.html?appid=f4089b44d00a4ada806cfa62309ab98e>

and would benefit from additional specificity as individual strategies are further developed. Some steering committee members also expressed the need to ensure that robust and permanent emissions reductions are realized through implementation of the ports Memorandum of Understanding (MOU). Finally, the Plan includes a process to periodically update the community steering committee with new information on air monitoring, focused enforcement activities, outreach efforts, and collaborations with other agencies and partners. This may require ongoing adjustments to the Plan strategies based on new information and continued discussion gained through implementation.

Therefore, to help clarify and enhance implementation, staff recommends that the Board direct CARB staff to work with South Coast AQMD and the community steering committee to undertake the following actions during the Plan implementation process:

1. Prioritize project types for incentive funding based on steering committee recommendations, including use of zero emission equipment wherever feasible, and identify funding sources for incentive-based and other strategies, including AB 617 incentive funds.
2. Define implementation steps and milestones for Plan actions that require further detail such as incentive funding, outreach, and exposure reduction measures for specified sensitive receptors in order to provide additional clarity on how these actions will be implemented.
3. Refine metrics for tracking progress to establish what constitutes a successful action.
4. Update the emissions reduction targets as new information becomes available for the regulatory and other strategies that currently do not have defined benefits.

Mobile and Indirect Sources

The impacts of mobile and indirect sources of emissions such as trucks and railyards were a significant community concern. Both CARB and South Coast AQMD are committed to a suite of measures to reduce emissions from these sources. The Plan includes South Coast AQMD's commitment to the proposed regulatory Indirect Source Rule (ISR) for railyards, and CARB's commitment to reduce railyard emissions. CARB and South Coast AQMD are developing a coordinated set of actions for rail, and have jointly held workshops to discuss concepts such as incentivizing fleet turnover, limiting re-manufacturing of older engines, and adopting U.S. EPA's idling limit. CARB's rulemaking efforts for trucks, and other freight sources are placing a focus on accelerating the transitions to zero emission technologies in light of the needs to reduce exposure in AB 617 communities. CARB is also supporting these efforts through development of the Freight Handbook, with a Concept Paper released in December 2019.

Therefore to further support and enhance strategy implementation, staff recommends that the Board direct CARB staff to work with South Coast AQMD to undertake the following actions during the Plan implementation process:

5. Provide ongoing reports back to the steering committee on collaboration with other agencies for designating truck routes and parking away from sensitive receptors.
6. Continue work on reducing impacts from ports and railyards, including development and implementation of South Coast AQMD's ports MOU, with consideration of any

additional mechanisms that may be needed to ensure anticipated exposure reductions are achieved.

7. Work with the steering committee to advance implementation of the strategies outlined in the Freight Handbook Concept Paper in the community.

Ensuring Effective Enforcement

Steering committee members expressed strong interest in the importance of effective and coordinated enforcement of both South Coast AQMD and CARB programs, particularly for heavy duty truck idling within the community. Staff recommends that the Board direct CARB staff to work with South Coast AQMD and the community steering committee to undertake the following action during Plan implementation:

8. Review the results of South Coast AQMD and CARB's enhanced enforcement activities with the community steering committee, discuss the steps taken to address any issues identified, and identify appropriate refinements to the focused enforcement activities within the community.

Community-Level Technical Foundation

The Plan relies upon a community-scale emissions inventory to estimate local source contributions to DPM and NO_x concentrations, and MATES IV modeling for estimated cancer risks. Community steering committee members have expressed interest in continuing to understand this data, and to bring updated data to the community as new information becomes available, such as through MATES V. Such updated data may be helpful to refine actions during Plan implementation. To help further characterize air quality in Wilmington, Carson, West Long Beach and to support tracking progress, staff recommends the Board direct CARB staff to work with South Coast AQMD to undertake the following and continue to share this information through the Technical Advisory Group:

9. Continue community air monitoring and the ongoing process to improve emissions inventory and air quality modeling by incorporating the newest resources and tools as they become available as part of Plan implementation and to characterize current air quality in the community.