

State of California Air Resources Board

Board Item Summary

Item # 24-4-2: Public Meeting to Consider the San Joaquin Valley 2024 State Implementation Plan for the 2012 12 µg/m³ Annual PM_{2.5} Standard, to Consider Amendments to the Agricultural Equipment Incentive Measure and the 1997 15 µg/m³ State Implementation Plan Revision, and to Hear an Implementation Update on the 2018 PM_{2.5} Plan

Staff Recommendation:

Staff recommends that the California Air Resources Board (CARB or Board):

1. Adopt the San Joaquin Valley 2024 PM_{2.5} Plan and CARB Staff Report, including the CARB aggregate emissions reduction commitment of 7.3 tons per day (tpd) oxides of nitrogen (NO_x) and 0.2 tpd fine particulate matter (<2.5 micrometer in diameter) (PM_{2.5}) in 2030, attainment demonstration, emission inventory, Best Available Control Measure/Best Available Control Technology demonstration, Most Stringent Measure demonstration, Reasonable Further Progress demonstration, quantitative milestones, contingency measures, and transportation conformity emission budgets;
2. Adopt the amendment to the Valley Incentive Measure to include quantification of emission reductions in 2023 as included in the CARB Staff Report;
3. Adopt the amendment to the 15 µg/m³ State Implementation Plan (SIP) Revision to allow the use of 5.0 tpd NO_x and 0.27 tpd PM_{2.5} in 2023 from the Valley Incentive Measure as a substitute measure to meet the 2023 aggregate emission reduction commitment as included in the CARB Staff Report;
4. Direct the Executive Officer to submit the 2024 PM_{2.5} Plan and CARB Staff Report including the amendments to the Valley Incentive Measure and 15 µg/m³ SIP Revision to the United States Environmental Protection Agency (U.S. EPA) as a revision to the California SIP;
5. Direct the Executive Officer to work with the San Joaquin Valley Air Pollution Control District (District) and U.S. EPA and take appropriate action to resolve any completeness or approvability issues that may arise regarding the SIP submissions; and
6. Authorize the Executive Officer to include in the SIP submittal any technical corrections, clarifications, or additions that may be necessary to secure U.S. EPA approval.

Discussion:

CARB and the San Joaquin Valley Air Pollution Control District (District) jointly developed the 2024 PM_{2.5} Plan following a thorough public process. The District Governing Board adopted the 2024 PM_{2.5} Plan on June 20, 2024. The Plan sets forth a strategy to attain the 12 µg/m³ annual PM_{2.5} standard by 2030. The Clean Air Act (Act) establishes SIP planning requirements for the areas that exceed the health-based national ambient air quality standards. These areas, known as nonattainment areas, must develop a SIP that demonstrates that they will attain the standard by specified dates and addresses other requirements. The San Joaquin Valley Air Basin is classified under the Act as a serious nonattainment area for the 12 µg/m³ annual PM_{2.5} standard and currently has an attainment deadline of 2025. As described in the 2024 PM_{2.5} Plan, due to the impracticability of attaining the standard by 2025, the District is requesting an attainment date extension to 2030.

Based on air quality modeling, the 2024 PM_{2.5} Plan demonstrates that the Valley will attain the 12 µg/m³ annual PM_{2.5} standard as soon as possible by the 2030 attainment deadline as a result of emissions reductions from implementing the CARB and District control measures. The 2024 PM_{2.5} Plan control strategy builds on current CARB and District controls on mobile, stationary, and area sources. These existing controls provide the bulk of the reductions needed for attainment in 2030. The 2024 PM_{2.5} Plan also relies on commitments from CARB and the District to strengthen or add new measures that provide the emissions reductions needed to demonstrate attainment. Commitments are in the form of both regulatory and incentive-based measures. Funding for the incentive-based measures has already been identified. CARB is committing in the 2024 PM_{2.5} Plan to aggregate emissions reductions of 7.3 tpd NO_x and 0.2 tpd PM_{2.5} in 2030. The District is committing in the 2024 PM_{2.5} Plan to aggregate emissions reductions of 0.02 tpd PM_{2.5} in 2030. Taken together, CARB and District measures implemented for the 2024 PM_{2.5} Plan will provide significant air quality benefits for the Valley and attainment of the 12.0 µg/m³ annual PM_{2.5} standard.

CARB is also proposing a SIP revision to amend the 2019 San Joaquin Valley Agricultural Equipment Incentive Measure (Valley Incentive Measure) to include a quantification of emission reductions from existing Carl Moyer Memorial Air Quality Standards Attainment Program (Carl Moyer) and Funding Agricultural Replacement Measures for Emission Reductions Program (FARMER) agriculture equipment projects for 2023. CARB is also proposing to amend the 15 µg/m³ SIP Revision to allow the use of the Valley Incentive Measure as a substitute measure to provide emission reductions needed to meet the 2023 aggregate emission reduction commitment in the 15 µg/m³ SIP Revision. The Carl Moyer and FARMER agriculture equipment projects completed by December 31, 2022, achieved 5.0 tpd of NO_x and 0.27 tpd of PM_{2.5} emission reductions, well in excess of the 3.0 tpd of NO_x and 0.04 tpd of PM_{2.5} aggregate commitment in the 15 µg/m³ SIP Revision. The amendment will include documentation that these reductions meet the SIP creditability

requirements. The Valley Incentive Measure also has furthered CARB's environmental justice objectives by reducing emissions in historically disadvantaged communities.

Summary and Impacts:

As detailed in the CARB Staff Report, CARB staff has reviewed the San Joaquin Valley 2024 PM2.5 Plan and has concluded that, together with the CARB Staff Report, it meets the requirements of the Act for the 12 µg/m³ annual PM2.5 standard for a serious nonattainment area requesting an attainment deadline extension. Act requirements met by the 2024 PM2.5 Plan include emission inventories, attainment demonstration, Most Stringent Measures, Reasonable Further Progress demonstration, quantitative milestones, motor vehicle emissions budgets, and discussion of contingency measures. Additional requirements as applicable under the 12 µg/m³ PM2.5 standard have already been addressed through separate submittals. If adopted, the 2024 PM2.5 Plan and the CARB Staff Report will be submitted to U.S. EPA as a revision to the California SIP. CARB and District measures implemented for the 2024 PM2.5 Plan will provide significant air quality benefits for the Valley and provide for attainment of the 12.0 µg/m³ annual PM2.5 standard.

CARB staff have determined that the Valley Incentive Measure provides permanent, surplus, enforceable, and quantifiable emission reductions for 2023 that can be used to meet the 15 µg/m³ SIP Revision 2023 aggregate commitment. If adopted, CARB will submit the portion of the CARB Staff Report that includes the amendments to the Valley Incentive Measure and 15 µg/m³ SIP Revision to U.S. EPA as a revision to the California SIP.