

RESOLUTION NO. 91-135

**A RESOLUTION OF THE CITY COUNCIL OF
THE CITY OF PASO ROBLES
CALLING FOR A COMPLETE AND ADEQUATELY DOCUMENTED
CLEAN AIR PLAN FOR SAN LUIS OBISPO COUNTY**

WHEREAS, the City Council of the City of Paso Robles recognizes the need for environmental protection, and supports the concept of efficient and cost-effective measures to preserve and improve air quality for both the North County region and San Luis Obispo County; and

WHEREAS, the County of San Luis Obispo Air Pollution Control District (APCD) has proposed a Draft Clean Air Plan, dated June 1991; and

WHEREAS, for any Clean Air Plan to be both efficient and cost-effective, the plan needs to be technically accurate and economically feasible to implement, and should have a broad base of community understanding and support; and

WHEREAS, a reasonable and realistic Clean Air Plan should provide for more benefits than costs, and such benefits and costs should be clearly and thoroughly documented; and

WHEREAS, documentation of benefits and costs should include but not be limited to clear differentiation among sources of pollutants, including but not limited to migration of pollutants and differentiation between vehicular trips within and through San Luis Obispo County; and

WHEREAS, to obtain a broad base of community support, there needs to be both public understanding and an equal distribution of burdens in terms of social and economic costs; and

WHEREAS, any program that is subject to the California Environmental Quality Act (CEQA) should comply with the provisions of said act, both in terms of process and intent; and

WHEREAS, to be an efficient and cost-effective program, the costs and benefits of Program Administration should be clearly demonstrated to avoid creation of unnecessary bureaucratic processes that are counter-productive; and

WHEREAS, the Draft EIR for the APCD Clean Air Plan dated June 1991 does not clearly comply with the provisions of CEQA, in terms of process and intent, including but not limited to providing adequate documentation of the cost and benefit basis for the various program elements of the proposed plan; and

WHEREAS, the Draft Clean Air Plan dated June 1991 does not provide all of the appendices upon which the plan is based for the full length of the required public review period; and

WHEREAS, inadequate time has been provided to review the plan, draft EIR, and documentation, given the absence of adequate supporting documentation and both the volume and technical nature of what has been presented; and

WHEREAS, since the draft Clean Air Plan, Draft Environmental Impact Report, and available supporting Appendices do not clearly depict the relative costs and benefits of the respective programs proposed to address air quality concerns, implementation costs could substantially outweigh benefits for both program operation and administration; and

WHEREAS, the Draft Clean Air Plan does not equally spread the burden of preventing and mitigating air quality impacts, and places unfair burden on industry which provides productive jobs and support to the economy of San Luis Obispo County; and

WHEREAS, a balance of jobs and housing is needed to minimize Vehicle Miles Traveled (VMT), and a Clean Air Plan that is not efficient, effective, or equitable in its distribution of burdens would be counter-productive by thwarting efforts to provide a jobs/housing balance by potentially discouraging the retention of existing industry and the attraction of new industry needed to provide localized employment opportunities that prevent VMT impacts; and

WHEREAS, the Draft Plan does not clearly provide a demonstrated differentiation between air quality impacts from out-of-area migration of pollutants or transient traffic on state highways, and does not demonstrate the origins and destinations of trips within and emanating from San Luis Obispo County, and therefore does not provide an adequate and supportable data base upon which to project the actual sources of pollution impacting residents and industry within the County.

NOW, THEREFORE, BE IT FOUND, DETERMINED AND RESOLVED by the City Council of the City of Paso Robles that:

1. The City Council of the City of Paso Robles cannot support the June 1991 Draft Clean Air Plan as not being adequate with regard to public health, safety, and welfare, and does not find that the requirements of CEQA have been met in terms of both process and intent.

2. The City Council calls for the Air Pollution Control District to delay consideration of adopting a Clean Air Plan until complete and adequately documented costs and benefits for the respective program elements and their administration have been provided.

3. Alternative air pollution control measures, which more equitably spread the burden of resolving air quality problems, should be given full consideration, along with a more thorough examination and analysis of the sources of air pollution.

4. Once adequate and complete documentation is provided, a new and more adequate public review period should be provided, including an opportunity for impacted sectors of the economy to asses the degree of impact and to work with APCD to formulate efficient and cost-effective means to address program impacts;

5. The City Council of the City of Paso Robles supports the concept of efficient and cost-effective means to preserve and improve the air quality of San Luis Obispo County, including an equitable distribution of social and economic cost, and therefore urges the Air Pollution Control District not to take well intentioned but nevertheless premature action, based on inadequately documented program costs and benefits, and for the APCD to avoid adopting a Clean Air Plan that could have long-term adverse impacts on the residents and economy of San Luis Obispo County.

PASSED AND ADOPTED THIS 25th day of September, 1991, by the following roll call vote:

AYES: Martin, Picanco, Reneau, Russell and Iversen

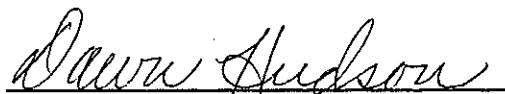
NOES: None

ABSENT: None



MAYOR CHRISTIAN E. IVERSEN

ATTEST:


CITY CLERK, DEPUTY

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X2: 102200

AIR POLLUTION CONTROL DISTRICT

COUNTY OF SAN LUIS OBISPO

2156 SIERRA WAY, SUITE B - SAN LUIS OBISPO, CALIFORNIA 93401 - (805) 549-5912



September 13, 1991

RECEIVED
CITY CLERK

SEP 17 1991

Chris Iversen, Mayor
City of Paso Robles
P.O. Box 307
Paso Robles, California 93447

CITY OF PASO ROBLES

Dear Mayor Iversen:

Subject: City Comments on the Draft Clean Air Plan

Having reviewed the staff report and proposed resolution it appears to me that the City is proceeding in an inappropriate and probably fruitless direction on this matter. I would encourage you to take no action on the draft Plan when it comes before you Tuesday and direct your staff to develop and submit constructive comments on the CAP and the accompanying Draft Environmental Impact Report, both content and process.

There are several points to be made but in general, we have been making every effort to address or accommodate all serious and reasonable comments on the Plan. Comments on the DEIR, as with all such documents, will be forwarded to the EIR consultant for response; legal issues will be reviewed with County Counsel and handled in whatever manner is appropriate.

In response to specific points raised in the memo to the Council let me first advise you that the public comment period was extended to September 30, 1991, providing more than enough time for comments. Although many air agencies did not prepare an EIR with their plan, we felt that such a document would provide assurances to us and to the public that the CAP would not result in significant negative environmental impacts. However, we do not concur in City staffs contention that additional economic impact analyses are required by CEQA.

Second, the requirements in the Plan that apply to industrial and certain commercial development, will be the same throughout the County and, indeed, nearly the entire State. If anything, this will eliminate incentives for business to move to other areas of the State where air quality regulations have previously been less stringent than here. I cannot imagine how the proposed plan would cause Paso Robles to not remain attractive to employers, and at the same time improve the jobs-housing balance throughout the County.

Finally, the Legislature laid out in some detail the requirements for air quality planning to achieve and maintain the air quality standards in California. Relying extensively on a Citizens Advisory Committee the District prepared a plan that best suited the air quality problem here as well as giving consideration to local needs, and at the same time staying within the letter and intent of the law. I invite the City of Paso Robles to address those specific areas of the plan that it feels should be changed.



1991 CLEAN AIR PLAN

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Control Measures

Emission Forecasts

Future Air Quality

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BACKGROUND

Clean air is a valuable and essential resource which affects many aspects of our daily lives. It is vital to our health and welfare, to the local agricultural economy, and to the aesthetic beauty and quality of life enjoyed by county residents. Unfortunately, it is a resource that is all too often taken for granted.

State standards for ozone and fine particulate matter (PM10) are currently exceeded in San Luis Obispo County. As a result, the state Air Resources Board (ARB) has designated the county a nonattainment area for these pollutants. The California Clean Air Act (CCAA) requires the development of plans to achieve and maintain the state air quality standards by the earliest practicable date for all nonattainment areas in the state. These standards are generally more stringent than those enforced by the federal government. Adoption of emission controls to comply with the state law will thus ensure attainment of the federal standards.

The San Luis Obispo County Air Pollution Control District (District) is the agency charged with developing the attainment plan for this county. State law assigns to local districts the primary responsibility for control of air pollution from stationary sources. Districts are also responsible for developing and implementing all transportation control measures necessary to achieve the state standards.

The CCAA requires that plans to address attainment of the state ozone standard be developed and submitted to the ARB by mid-1991. Attainment plans for PM10 will not be required until 1994. Thus, the 1991 Clean Air Plan for San Luis Obispo County (Plan) focuses primarily on attainment and maintenance of the state and federal standards for ozone.

Ozone, the primary constituent of smog, is formed in the atmosphere through complex chemical reactions involving reactive organic gases (ROG) and oxides of nitrogen (NOx) in the presence of sunlight. Because of this relationship, ROG and NOx are often referred to as ozone "precursors". Ozone can cause such effects as damage to vegetation and cracking of rubber when present in relatively low concentrations. Exposure to higher concentrations can adversely impact public health by directly affecting the lungs, causing respiratory irritation and changes in lung function. Recent health effects studies have identified that long-term exposure to ozone can result in permanent lung damage to children and adults, causing loss of respiratory capacity.

The stringency of the emission controls required to attain the ozone standard is based on the severity of the nonattainment problem. The CCAA classifies nonattainment areas as either moderate, serious or severe, depending on existing air quality levels and the projected timeframe for attainment. Although official designations of severity have not yet been

made, San Luis Obispo County is expected to fall within the "serious" nonattainment category for ozone. As a result, the CCAA requires that the 1991 Plan include the following components:

- A District permitting system designed to allow no net increase in emissions of ROG or NOx from any new or modified permitted source of emissions in the county.
- Application of Best Available Retrofit Control Technology for existing stationary emission sources.
- Control programs for area and indirect sources of emissions.
- Implementation of reasonably available transportation control measures and demonstration of a "substantial reduction" in the growth rate of motor vehicle trips and miles travelled.
- Sufficient control strategies overall to achieve at least a 5% per year reduction in ROG and NOx emissions countywide, using 1987 emissions as the baseline level. Reductions are to be averaged over each consecutive three-year period and are to continue until attainment of the standards is demonstrated. The ARB has determined that a 40% reduction in emissions of ROG and NOx will be necessary to demonstrate attainment of the state ozone standard in this county.
- A demonstration that the plan contains all feasible control measures if the mandated emission reductions cannot be achieved.
- Preparation of annual progress reports for submittal to ARB, with a comprehensive plan update every 3 years until attainment is reached.

This Plan is designed to meet these requirements.

EXISTING AIR QUALITY

Ozone levels are measured continuously at six different monitoring locations in the county. Since 1987, the state ozone standard (0.09 ppm) has been violated on 20 separate days in this county. During that same period, ozone concentrations above the federal standard (0.12 ppm) were measured on only two days. Overall, ozone levels in Paso Robles, Atascadero and Nipomo are usually higher than those measured at the other monitoring locations.

An analysis of monitoring data for the years 1982 through 1989 indicates that, in general, the occurrence of elevated ozone concentrations and the number of days above the state standard are increasing. These trends tend to follow the rate of population growth experienced in this county over

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the same period. This analysis underscores the need for immediate action to implement emission reduction strategies that will bring the county back into compliance with the state air quality standards.

1987 EMISSIONS INVENTORY

Effective control strategies cannot be developed without an understanding of the type and number of emission sources contributing to the air quality problem. An emissions inventory is a comprehensive description of the sources of air pollution in a given region and a quantitative estimate of their emissions. In cooperation with the ARB, the District develops a complete emissions inventory each year for all sources in the county. The CCAA designates the 1987 inventory as the baseline for measuring progress toward attainment. Thus, a significant effort has gone into making this inventory as complete and accurate as possible. Emission inventories for future years will be compared to 1987 emission levels to determine progress in meeting the required 5% per year reductions in emissions of nonattainment pollutants or their precursors.

The baseline emissions inventory contains estimates of emissions which occurred in calendar year 1987, and classifies those emissions into various source categories. Two different reporting formats are used in this document. An annual inventory is presented which summarizes emissions of all pollutants in units of tons per year for each source category. This is the method typically used by the District for most reporting purposes. The CCAA, however, mandates the use of a new type of inventory for attainment planning. This "planning inventory" is designed to more accurately represent emissions that occur during the ozone season (May through October), when violations of the standard are more likely to occur. The planning inventory reports emissions in units of tons per day and includes data for only the pollutants ROG and NOx, the two precursors to ozone.

Total emissions of ROG countywide were calculated at 32.7 tons per day for the 1987 planning inventory. Figure ES-1 shows that over 40% of daily ROG emissions are attributable to on-road vehicles, primarily automobiles. Other mobile sources, such as off-road vehicles, trains, and aircraft contribute another 13% of these emissions. Solvent use and petroleum related activities constitute most of the remaining ROG emissions.

During 1987, total NOx emissions in the planning inventory were calculated to be 50.7 tons per day. As shown in Figure ES-1, fuel combustion generated about 40% of the daily NOx emissions in 1987, with the Morro Bay power plant the major contributor in this source category. On-road vehicles were also a significant component with 39% of daily NOx emissions. Most of the remaining NOx emissions were produced by other mobile sources, as described above.

CONTROL MEASURES

In developing this Plan to meet the requirements of the CCAA, primary emphasis was placed on evaluating strategies with the greatest potential for emission reductions. This process ultimately involved the analysis of 34 control measures for stationary sources and 15 transportation control measures, along with a series of air quality-related land use planning strategies. Detailed technical working papers documenting these analyses were developed for each measure. Evaluation of the measures included an assessment of technological feasibility, control efficiency, cost effectiveness, emission reduction potential, enforcement, legal authority, and potential environmental impacts.

Most of the measures evaluated have been proposed for adoption; some, however, are recommended for further study due to inconclusive information regarding their technical or economic feasibility. A rule adoption and implementation schedule was developed based on the technical feasibility, emission reduction potential, and cost effectiveness of individual control measures.

Following are examples of the primary emission control techniques used by many of the measures proposed for adoption in this Plan:

- Vapor Recovery: Many of the proposed ROG controls rely on the capture and destruction of vapors from industrial and commercial operations and equipment.
- Solvent Content Reduction: A reduction in the amount of reactive organic gases contained in paints, cleaning solvents and other products will reduce evaporative emissions from these sources.
- Improved Transfer Efficiency: Improved methods in the application of coatings (paints, primers, and other finishes) to various surfaces can substantially reduce ROG emissions from these sources.
- Improved Fuel Combustion: Adjusting fuel/air mixtures, retarding engine timing, use of low-NOx burners and other improvements in fuel burning can substantially reduce emissions of NOx from combustion sources.
- Electrification: The replacement of fuel burning engines with electric motors is proposed for selected stationary sources to reduce emissions of NOx and ROG.
- Chemical or Catalytic Reduction: Injection of ammonia or urea during combustion processes or the use of catalysts in the combustion exhaust stream can promote reactions which substantially reduce NOx emissions from industrial combustion sources.

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- Vehicle Trip Reduction: Use of carpooling, public transit, compressed work weeks, bicycling and other methods to reduce the number of trips made by private auto will reduce NOx, ROG and PM10 emissions throughout the region.
- New Source Review: New or modified sources requiring District permits must apply Best Available Control Technology and fully offset (reduce emissions at another source) all remaining ROG and NOx emissions from the proposed facility.
- Indirect Source Review: A series of proposed land use planning strategies and ongoing project review through the California Environmental Quality Act (CEQA) will reduce the increase in emissions from new commercial and residential development.

Development and implementation of District rules for the adopted control measures will occur over a five year period beginning in the fall of 1991 and continuing through 1995. Some measures will be phased, however, so that full implementation does not occur until after 1997. By the year 2000 it is expected that these controls will reduce emissions of ROG by 7.3 tons per day countywide, and will reduce overall NOx emissions by 17.3 tons per day.

EMISSION FORECASTS

Emission forecasts are estimates of future year emissions. These estimates are developed by examining the effects of economic growth, existing regulations, and proposed control measures on future year emission inventories. The resulting projections can be used for a variety of purposes, including modeling of future air quality, assessing the effectiveness of proposed control measures, analyzing new source impacts, and tracking future progress in reducing emissions.

The 1987 planning inventory was used to generate emission forecasts for the years 1994, 1997, 2000 and 2010. In Figure ES-2, forecasts of future emissions with and without implementation of the proposed control measures are compared to the CCAA emission reduction requirements. As shown in the first graph, the 33 tons/day of total ROG emissions generated in 1987 will gradually decline to about 31 tons/day in 1997 without implementation of the Clean Air Plan. This is primarily due to reductions in motor vehicle emissions from programs implemented by the state ARB. Implementation of the ROG controls proposed in this Plan will produce a much larger reduction during the same period, resulting in a 29% decrease in ROG emissions overall compared to 1987 levels. As shown in the graph, however, this reduction still falls short of the targets set by the CCAA. Furthermore, ROG emissions in both cases are projected to increase after the year 2000 as population and economic growth begin to overcome the reductions achieved by the proposed controls. This results in a gradually increasing gap between the reductions achieved and those required to demonstrate attainment of the standard.

The second chart in Figure ES-2 compares the projected future NOx emissions with and without Plan implementation to the emission reductions mandated by the CCAA. As shown in this chart, total NOx emissions countywide are forecast to decrease slightly through the year 2000 and then begin rising again if the NOx controls proposed in the Clean Air Plan are not adopted. In contrast, implementing the proposed controls will provide a steady decline in NOx emissions through the year 2000. During that period, it is estimated that these controls will produce a reduction in NOx emissions of nearly 44% overall compared to 1987 levels. Thus, as shown in the graph, the NOx emission reduction targets established by the CCAA can be met by implementing the proposed controls.

FUTURE AIR QUALITY

Because of the shortfall in ROG reductions, the District must demonstrate that all feasible ROG control measures have been proposed for adoption. Just prior to publication of this draft Plan, the ARB released a report listing the emission sources for which control measures are considered feasible for adoption. That list is presented in Chapter 9 and contains several ROG emission source categories which are not presently regulated by the District and were not included in the control measure evaluations conducted for this draft Plan. The District must therefore develop additional control measures for these source categories during the public review period for this draft Plan. The proposed controls and implementation schedules for these additional sources will be included in the final Plan prior to adoption by the Air Pollution Control District Board. It is anticipated that these measures will provide the additional reductions in ROG emissions necessary to meet the CCAA requirements.

Although the 1991 Clean Air Plan is primarily designed to attain and maintain the state ozone standard, implementation of the Plan will also have beneficial effects on other types of air pollution. For instance, in addition to being precursors to ozone, ROG and NOx emissions can also cause the formation of fine particles (PM10) in the atmosphere. These particles can cause adverse health impacts and contribute to reduced visibility. Limiting emissions of ROG and NOx to reduce ozone concentrations will therefore provide a corresponding decrease in secondary PM10 formation and should also improve regional visibility. Also, reducing vehicle use through transportation controls will reduce the generation of suspended dust caused by vehicle travel on paved and unpaved roads, a major source of PM10. Thus, measures which reduce vehicle trips and miles traveled will also provide a reduction in direct PM10 emissions.

Emissions of 'greenhouse gases' and 'toxic air contaminants' will also be reduced by implementing this Plan. Greenhouse gases trap heat in the earth's atmosphere and are thought to be responsible for the apparent increase in global temperatures during recent years. Toxic air contaminants are of concern due to their suspected ability to cause

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long-term health effects such as cancer, reproductive damage and/or other problems. Many of the control measures proposed for adoption will help reduce emissions and ambient concentrations of both types of pollutants.

THE TASKS AHEAD

Implementation of the 1991 Clean Air Plan relies on a multilevel partnership between the public, private industry and various government agencies. At the federal level, the EPA and other agencies are charged with reducing emissions from federally controlled sources, such as airplanes. The ARB bears primary responsibility for controlling emissions from motor vehicles, fuels and consumer products at the state level. The District is the regional agency charged with the overall development and implementation of the Plan, as well as adopting and enforcing emission controls for industries, indirect sources, and some mobile sources and consumer products. Most of the proposed control measures will be adopted as District rules. At the local level, city and county governments and the San Luis Obispo Area Coordinating Council will play an important role. These entities are responsible for implementation and oversight of some of the proposed transportation control measures and land use planning strategies.

In addition to obtaining commitments from other agencies, adoption and implementation of this Plan will require a significant commitment on the part of the San Luis Obispo County Air Pollution Control District Board. Additional financial resources and staff will be required to develop the elements of this strategy, enforce its provisions, track progress, and evaluate the further study measures. The District must secure funding, primarily through increased fees, to cover the costs of increased rule development, permitting, and enforcement activities.

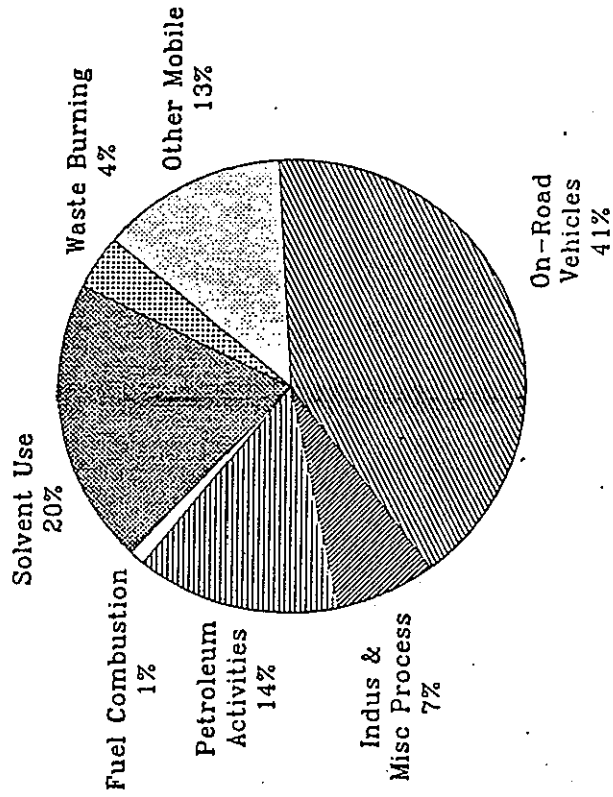
Finally, effective implementation of the measures proposed in this Plan requires the understanding and support of the private sector and the general public. A well planned public information and education program is essential to increase awareness of local issues and to emphasize the importance of individual, group, and community efforts towards improving the air quality of San Luis Obispo County.

The District has endeavored to make development of the Plan a public process from its inception. Several public study sessions were conducted initially to inform affected agencies and the general public about the requirements of the CCAA. Community Advisory and Technical Advisory Committees were then established and met regularly to review and discuss the Plan as it was developed. Committee membership covered a broad cross-section of those most directly affected by the Plan, with representatives from industry, government and citizen action groups.

The 1991 Clean Air Plan for San Luis Obispo County is the result of these efforts.

Figure ES-1
 1987 PLANNING EMISSIONS INVENTORY
 San Luis Obispo County

ROG



NOx

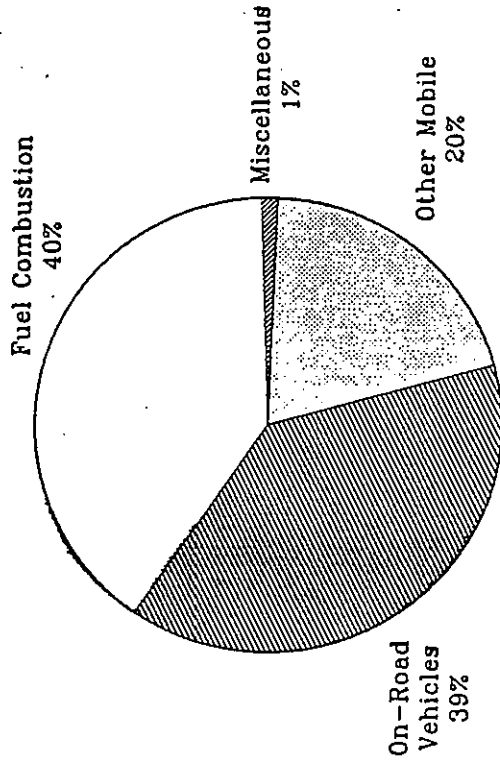
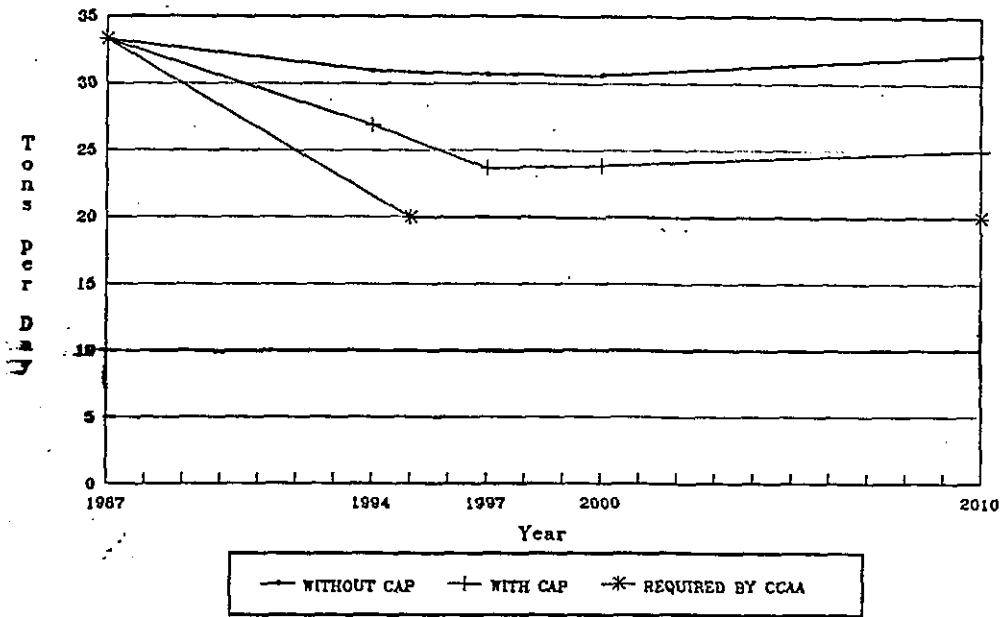


Figure ES-2

FORECAST FUTURE ROG AND NO_x EMISSIONS
IN SAN JUAN DEL RIO COUNTY

FORECAST ROG EMISSIONS COUNTYWIDE



Note: Table 9-5 provides a list of additional ROG control measures to address the emission reduction shortfall.

FORECAST NO_x EMISSIONS COUNTYWIDE

