

AIR QUALITY and GHG IMPACT ANALYSES
COTTONWOOD VILLAGE RESIDENTIAL PROJECT
MORENO VALLEY, CALIFORNIA

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BACKGROUND

The Cottonwood Village development is located north of Cottonwood Avenue and east of Perris Boulevard in the City of Moreno Valley. The 9.32-acre site is currently vacant and proposes 92 multifamily (low-rise) residential dwelling units. Construction will require 1,265 CY of earthworks import. At project completion, 674 daily trips are anticipated to be generated by the proposed residential uses.

The project proposes 289 parking spaces of which 184 are provided in individual garages and 101 parking spots will be available on common areas.

There are surrounding existing residential uses on all four sides of the site. However, uses to the south are separated by Cottonwood Avenue so have a greater setback than those on the north, east and west sides. There will be a 6-foot CMU wall surrounding the site on the north, east and west. There is an approximate 45-foot setback from the closest on-site structure to the northern property line and a 50-foot setback to the eastern and western property line. The nearest existing off-site structures have a 10-20 foot setback from the shared property lines.

ATMOSPHERIC SETTING

The climate of the Moreno Valley area, technically called an interior valley sub-climate of Southern California's semi-arid climate, is characterized by warm summers, mild winters, infrequent rainfall, moderate afternoon breezes, and generally fair weather. The clouds and the fog that form along the region's coastline rarely extend as far inland as the San Jacinto Valley, and if they do, they usually burn off quickly after sunrise. The most important weather pattern is associated with the warm season airflow across populated areas of the Los Angeles Basin that brings polluted air into western Riverside County late in the afternoon. This transport pattern creates unhealthful air quality when the fringes of this "urban smog cloud" extend to the project site during the summer months.

Temperatures in Moreno Valley average a very comfortable 65°F year-round, with warm summer afternoons (95+ degrees) and often cool winter mornings (35 degrees). Rainfall in the project area can vary considerably in both time and space. Almost all the annual rainfall comes from the fringes of mid-latitude storms from late November to early April with summers often completely dry. Rainfall in the area averages 12.5 inches per year, but varies markedly from one year to the next.

Winds are an important factor in characterizing the local air quality environment because they both determine the regional pattern of air pollution transport and control the local rate of pollution dispersion. Daytime winds are from the NW at 6-8 mph as air moves regionally onshore from the cool Pacific Ocean to the warm Mojave Desert interior of Southern California. These winds allow for good local mixing, but they may bring air pollutants from urbanized coastal areas into interior valleys. Strong thermal convection in the summer ultimately dilutes the smog cloud from urbanized development, but the project area cannot completely escape the regional air quality degradation.

Light nocturnal winds result mainly from drainage of cool air off mountains east and south of the San Jacinto Valley toward the valley floor. Such winds are characterized by stagnation and poor local mixing. However, the origin of these winds in unpopulated mountain areas does not generally impair air quality.

In addition to winds that control the rate and direction of pollution dispersal, Southern California is notorious for strong temperature inversions that limit the vertical depth through which pollution can be mixed. In summer, coastal areas are characterized by a sharp discontinuity between the cool marine air at the surface and the warm, sinking air aloft within the high pressure cell over the ocean to the west. This marine/subsidence inversion allows for good local mixing, but acts like a giant lid over the basin. A second inversion type forms on clear winter nights when cold air off the mountains sinks to the valley floor while the air aloft over the valley remains warm. This forms radiation inversions. These inversions, in conjunction with calm winds, trap pollutants such as automobile exhaust near their source. While these inversions may lead to air pollution "hot spots" in heavily developed coastal areas of the basin, there is not enough traffic in inland valleys to cause any winter air pollution problems. Thus, while summers are periods of hazy visibility and occasionally unhealthful air, winter is often a period of spectacular visibility and excellent air quality in the project area.

AIR QUALITY SETTING

AMBIENT AIR QUALITY STANDARDS (AAQS)

In order to gauge the significance of the air quality impacts of the proposed project, those impacts, together with existing background air quality levels, must be compared to the applicable ambient air quality standards. These standards are the levels of air quality considered safe, with an adequate margin of safety, to protect the public health and welfare. They are designed to protect those people most susceptible to further respiratory distress such as asthmatics, the elderly, very young children, people already weakened by other disease or illness, and persons engaged in strenuous work or exercise, called "sensitive receptors." Healthy adults can tolerate occasional exposure to air pollutant concentrations considerably above these minimum standards before adverse effects are observed. Recent research has shown, however, that chronic exposure to ozone (the primary ingredient in photochemical smog) may lead to adverse respiratory health even at concentrations close to the ambient standard.

National AAQS were established in 1971 for six pollution species with states retaining the option to add other pollutants, require more stringent compliance, or to include different exposure periods. The initial attainment deadline of 1977 was extended several times in air quality problem areas like Southern California. In 2003, the Environmental Protection Agency (EPA) adopted a rule, which extended and established a new attainment deadline for ozone for the year 2021. Because the State of California had established AAQS several years before the federal action and because of unique air quality problems introduced by the restrictive dispersion meteorology, there is considerable difference between state and national clean air standards. Those standards currently in effect in California are shown in Table 1. Sources and health effects of various pollutants are shown in Table 2.

The Federal Clean Air Act Amendments (CAAA) of 1990 required that the U.S. Environmental Protection Agency (EPA) review all national AAQS in light of currently known health effects. EPA was charged with modifying existing standards or promulgating new ones where appropriate. EPA subsequently developed standards for chronic ozone exposure (8+ hours per day) and for very small diameter particulate matter (called "PM-2.5"). New national AAQS were adopted in 1997 for these pollutants.

Planning and enforcement of the federal standards for PM-2.5 and for ozone (8-hour) were challenged by trucking and manufacturing organizations. In a unanimous decision, the U.S. Supreme Court ruled that EPA did not require specific congressional authorization to adopt national clean air standards. The Court also ruled that health-based standards did not require preparation of a cost-benefit analysis. The Court did find, however, that there was some inconsistency between existing and "new" standards in their required attainment schedules. Such attainment-planning schedule inconsistencies centered mainly on the 8-hour ozone standard. EPA subsequently agreed to downgrade the attainment designation for a large number of communities to "non-attainment" for the 8-hour ozone standard.

Table 1

Ambient Air Quality Standards						
Pollutant	Averaging Time	California Standards ¹		National Standards ²		
		Concentration ³	Method ⁴	Primary ^{3,5}	Secondary ^{3,6}	Method ⁷
Ozone (O ₃) ⁸	1 Hour	0.09 ppm (180 µg/m ³)	Ultraviolet Photometry	—	Same as Primary Standard	Ultraviolet Photometry
	8 Hour	0.070 ppm (137 µg/m ³)		0.070 ppm (137 µg/m ³)		
Respirable Particulate Matter (PM ₁₀) ⁹	24 Hour	50 µg/m ³	Gravimetric or Beta Attenuation	150 µg/m ³	Same as Primary Standard	Inertial Separation and Gravimetric Analysis
	Annual Arithmetic Mean	20 µg/m ³		—		
Fine Particulate Matter (PM _{2.5}) ⁹	24 Hour	—	—	35 µg/m ³	Same as Primary Standard	Inertial Separation and Gravimetric Analysis
	Annual Arithmetic Mean	12 µg/m ³	Gravimetric or Beta Attenuation	12.0 µg/m ³	15 µg/m ³	
Carbon Monoxide (CO)	1 Hour	20 ppm (23 mg/m ³)	Non-Dispersive Infrared Photometry (NDIR)	35 ppm (40 mg/m ³)	—	Non-Dispersive Infrared Photometry (NDIR)
	8 Hour	9.0 ppm (10 mg/m ³)		9 ppm (10 mg/m ³)	—	
	8 Hour (Lake Tahoe)	6 ppm (7 mg/m ³)		—	—	
Nitrogen Dioxide (NO ₂) ¹⁰	1 Hour	0.18 ppm (339 µg/m ³)	Gas Phase Chemiluminescence	100 ppb (188 µg/m ³)	—	Gas Phase Chemiluminescence
	Annual Arithmetic Mean	0.030 ppm (57 µg/m ³)		0.053 ppm (100 µg/m ³)	Same as Primary Standard	
Sulfur Dioxide (SO ₂) ¹¹	1 Hour	0.25 ppm (655 µg/m ³)	Ultraviolet Fluorescence	75 ppb (196 µg/m ³)	—	Ultraviolet Fluorescence; Spectrophotometry (Pararosaniline Method)
	3 Hour	—		—	0.5 ppm (1300 µg/m ³)	
	24 Hour	0.04 ppm (105 µg/m ³)		0.14 ppm (for certain areas) ¹¹	—	
	Annual Arithmetic Mean	—		0.030 ppm (for certain areas) ¹¹	—	
Lead ^{12,13}	30 Day Average	1.5 µg/m ³	Atomic Absorption	—	—	High Volume Sampler and Atomic Absorption
	Calendar Quarter	—		1.5 µg/m ³ (for certain areas) ¹²	Same as Primary Standard	
	Rolling 3-Month Average	—		0.15 µg/m ³		
Visibility Reducing Particles ¹⁴	8 Hour	See footnote 14	Beta Attenuation and Transmittance through Filter Tape	No National Standards		
Sulfates	24 Hour	25 µg/m ³	Ion Chromatography			
Hydrogen Sulfide	1 Hour	0.03 ppm (42 µg/m ³)	Ultraviolet Fluorescence			
Vinyl Chloride ¹²	24 Hour	0.01 ppm (26 µg/m ³)	Gas Chromatography			

See footnotes on next page ...

For more information please call ARB-PIO at (916) 322-2990

California Air Resources Board (5/4/16)

Table 1 (continued)

1. California standards for ozone, carbon monoxide (except 8-hour Lake Tahoe), sulfur dioxide (1 and 24 hour), nitrogen dioxide, and particulate matter (PM10, PM2.5, and visibility reducing particles), are values that are not to be exceeded. All others are not to be equaled or exceeded. California ambient air quality standards are listed in the Table of Standards in Section 70200 of Title 17 of the California Code of Regulations.
2. National standards (other than ozone, particulate matter, and those based on annual arithmetic mean) are not to be exceeded more than once a year. The ozone standard is attained when the fourth highest 8-hour concentration measured at each site in a year, averaged over three years, is equal to or less than the standard. For PM10, the 24 hour standard is attained when the expected number of days per calendar year with a 24-hour average concentration above $150 \mu\text{g}/\text{m}^3$ is equal to or less than one. For PM2.5, the 24 hour standard is attained when 98 percent of the daily concentrations, averaged over three years, are equal to or less than the standard. Contact the U.S. EPA for further clarification and current national policies.
3. Concentration expressed first in units in which it was promulgated. Equivalent units given in parentheses are based upon a reference temperature of 25°C and a reference pressure of 760 torr. Most measurements of air quality are to be corrected to a reference temperature of 25°C and a reference pressure of 760 torr; ppm in this table refers to ppm by volume, or micromoles of pollutant per mole of gas.
4. Any equivalent measurement method which can be shown to the satisfaction of the ARB to give equivalent results at or near the level of the air quality standard may be used.
5. National Primary Standards: The levels of air quality necessary, with an adequate margin of safety to protect the public health.
6. National Secondary Standards: The levels of air quality necessary to protect the public welfare from any known or anticipated adverse effects of a pollutant.
7. Reference method as described by the U.S. EPA. An "equivalent method" of measurement may be used but must have a "consistent relationship to the reference method" and must be approved by the U.S. EPA.
8. On October 1, 2015, the national 8-hour ozone primary and secondary standards were lowered from 0.075 to 0.070 ppm.
9. On December 14, 2012, the national annual PM2.5 primary standard was lowered from $15 \mu\text{g}/\text{m}^3$ to $12.0 \mu\text{g}/\text{m}^3$. The existing national 24-hour PM2.5 standards (primary and secondary) were retained at $35 \mu\text{g}/\text{m}^3$, as was the annual secondary standard of $15 \mu\text{g}/\text{m}^3$. The existing 24-hour PM10 standards (primary and secondary) of $150 \mu\text{g}/\text{m}^3$ also were retained. The form of the annual primary and secondary standards is the annual mean, averaged over 3 years.
10. To attain the 1-hour national standard, the 3-year average of the annual 98th percentile of the 1-hour daily maximum concentrations at each site must not exceed 100 ppb. Note that the national 1-hour standard is in units of parts per billion (ppb). California standards are in units of parts per million (ppm). To directly compare the national 1-hour standard to the California standards the units can be converted from ppb to ppm. In this case, the national standard of 100 ppb is identical to 0.100 ppm.
11. On June 2, 2010, a new 1-hour SO_2 standard was established and the existing 24-hour and annual primary standards were revoked. To attain the 1-hour national standard, the 3-year average of the annual 99th percentile of the 1-hour daily maximum concentrations at each site must not exceed 75 ppb. The 1971 SO_2 national standards (24-hour and annual) remain in effect until one year after an area is designated for the 2010 standard, except that in areas designated nonattainment for the 1971 standards, the 1971 standards remain in effect until implementation plans to attain or maintain the 2010 standards are approved.
Note that the 1-hour national standard is in units of parts per billion (ppb). California standards are in units of parts per million (ppm). To directly compare the 1-hour national standard to the California standard the units can be converted to ppm. In this case, the national standard of 75 ppb is identical to 0.075 ppm.
12. The ARB has identified lead and vinyl chloride as 'toxic air contaminants' with no threshold level of exposure for adverse health effects determined. These actions allow for the implementation of control measures at levels below the ambient concentrations specified for these pollutants.
13. The national standard for lead was revised on October 15, 2008 to a rolling 3-month average. The 1978 lead standard ($1.5 \mu\text{g}/\text{m}^3$ as a quarterly average) remains in effect until one year after an area is designated for the 2008 standard, except that in areas designated nonattainment for the 1978 standard, the 1978 standard remains in effect until implementation plans to attain or maintain the 2008 standard are approved.
14. In 1989, the ARB converted both the general statewide 10-mile visibility standard and the Lake Tahoe 30-mile visibility standard to instrumental equivalents, which are "extinction of 0.23 per kilometer" and "extinction of 0.07 per kilometer" for the statewide and Lake Tahoe Air Basin standards, respectively.

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**Table 2
Health Effects of Major Criteria Pollutants**

Pollutants	Sources	Primary Effects
Carbon Monoxide (CO)	<ul style="list-style-type: none"> • Incomplete combustion of fuels and other carbon-containing substances, such as motor exhaust. • Natural events, such as decomposition of organic matter. 	<ul style="list-style-type: none"> • Reduced tolerance for exercise. • Impairment of mental function. • Impairment of fetal development. • Death at high levels of exposure. • Aggravation of some heart diseases (angina).
Nitrogen Dioxide (NO ₂)	<ul style="list-style-type: none"> • Motor vehicle exhaust. • High temperature stationary combustion. • Atmospheric reactions. 	<ul style="list-style-type: none"> • Aggravation of respiratory illness. • Reduced visibility. • Reduced plant growth. • Formation of acid rain.
Ozone (O ₃)	<ul style="list-style-type: none"> • Atmospheric reaction of organic gases with nitrogen oxides in sunlight. 	<ul style="list-style-type: none"> • Aggravation of respiratory and cardiovascular diseases. • Irritation of eyes. • Impairment of cardiopulmonary function. • Plant leaf injury.
Lead (Pb)	<ul style="list-style-type: none"> • Contaminated soil. 	<ul style="list-style-type: none"> • Impairment of blood function and nerve construction. • Behavioral and hearing problems in children.
Respirable Particulate Matter (PM-10)	<ul style="list-style-type: none"> • Stationary combustion of solid fuels. • Construction activities. • Industrial processes. • Atmospheric chemical reactions. 	<ul style="list-style-type: none"> • Reduced lung function. • Aggravation of the effects of gaseous pollutants. • Aggravation of respiratory and cardio respiratory diseases. • Increased cough and chest discomfort. • Soiling. • Reduced visibility.
Fine Particulate Matter (PM-2.5)	<ul style="list-style-type: none"> • Fuel combustion in motor vehicles, equipment, and industrial sources. • Residential and agricultural burning. • Industrial processes. • Also, formed from photochemical reactions of other pollutants, including NO_x, sulfur oxides, and organics. 	<ul style="list-style-type: none"> • Increases respiratory disease. • Lung damage. • Cancer and premature death. • Reduces visibility and results in surface soiling.
Sulfur Dioxide (SO ₂)	<ul style="list-style-type: none"> • Combustion of sulfur-containing fossil fuels. • Smelting of sulfur-bearing metal ores. • Industrial processes. 	<ul style="list-style-type: none"> • Aggravation of respiratory diseases (asthma, emphysema). • Reduced lung function. • Irritation of eyes. • Reduced visibility. • Plant injury. • Deterioration of metals, textiles, leather, finishes, coatings, etc.

Source: California Air Resources Board, 2002.

Evaluation of the most current data on the health effects of inhalation of fine particulate matter prompted the California Air Resources Board (ARB) to recommend adoption of the statewide PM-2.5 standard that is more stringent than the federal standard. This standard was adopted in 2002. The State PM-2.5 standard is more of a goal in that it does not have specific attainment planning requirements like a federal clean air standard, but only requires continued progress towards attainment.

Similarly, the ARB extensively evaluated health effects of ozone exposure. A new state standard for an 8-hour ozone exposure was adopted in 2005, which aligned with the exposure period for the federal 8-hour standard. The California 8-hour ozone standard of 0.07 ppm is more stringent than the federal 8-hour standard of 0.075 ppm. The state standard, however, does not have a specific attainment deadline. California air quality jurisdictions are required to make steady progress towards attaining state standards, but there are no hard deadlines or any consequences of non-attainment. During the same re-evaluation process, the ARB adopted an annual state standard for nitrogen dioxide (NO₂) that is more stringent than the corresponding federal standard, and strengthened the state one-hour NO₂ standard.

As part of EPA's 2002 consent decree on clean air standards, a further review of airborne particulate matter (PM) and human health was initiated. A substantial modification of federal clean air standards for PM was promulgated in 2006. Standards for PM-2.5 were strengthened, a new class of PM in the 2.5 to 10 micron size was created, some PM-10 standards were revoked, and a distinction between rural and urban air quality was adopted. In December, 2012, the federal annual standard for PM-2.5 was reduced from 15 µg/m³ to 12 µg/m³ which matches the California AAQS. The severity of the basin's non-attainment status for PM-2.5 may be increased by this action and thus require accelerated planning for future PM-2.5 attainment.

In response to continuing evidence that ozone exposure at levels just meeting federal clean air standards is demonstrably unhealthful, EPA had proposed a further strengthening of the 8-hour standard. A new 8-hour ozone standard was adopted in 2015 after extensive analysis and public input. The adopted national 8-hour ozone standard is 0.07 ppm which matches the current California standard. It will require three years of ambient data collection, then 2 years of non-attainment findings and planning protocol adoption, then several years of plan development and approval. Final air quality plans for the new standard are likely to be adopted around 2022. Ultimate attainment of the new standard in ozone problem areas such as Southern California might be after 2025.

In 2010 a new federal one-hour primary standard for nitrogen dioxide (NO₂) was adopted. This standard is more stringent than the existing state standard. Based upon air quality monitoring data in the South Coast Air Basin, the California Air Resources Board has requested the EPA to designate the basin as being in attainment for this standard. The federal standard for sulfur dioxide (SO₂) was also recently revised. However, with minimal combustion of coal and mandatory use of low sulfur fuels in California, SO₂ is typically not a problem pollutant.

BASELINE AIR QUALITY

There are no baseline air quality data available directly from the proposed project site. Long-term air quality monitoring for ozone, nitrogen oxides, and 10-micron diameter particulate matter (PM-10) is carried out by the South Coast Air Quality Management District (SCAQMD) at Perris, but the closest data resource for some gaseous and/or particulate species is in Riverside. Table 3 summarizes the last four years of currently available monitoring data from the SCAQMD.

- a. Photochemical smog (ozone) levels occasionally exceed standards. The 8-hour state ozone standard has been exceeded 18 percent of all days, the 1-hour state standard has been exceeded 8 percent of all days. The 8-hour federal standard has been exceeded 11 percent of all days in the past four years. While ozone levels are still high, they are much lower than 10 to 20 years ago. Attainment of all clean air standards in the project vicinity is not likely to occur soon, but the severity and frequency of violations is expected to continue to slowly decline during the current decade.
- b. Carbon monoxide measurements at the Riverside Rubidoux station fluctuate but the maximum 8-hour CO levels at the closest air monitoring station are less than the 25 percent of their most stringent standards because of continued vehicular improvements. These data suggest that baseline CO levels in the project area are generally healthful and can accommodate a reasonable level of additional traffic emissions before any adverse air quality effects would be expected.
- c. Respirable dust (PM-10) levels exceed the state standard on approximately 9 percent of measurement days, but the less stringent federal PM-10 standard has not been violated once for the same period. Particulate levels have traditionally been high in Riverside County because of agricultural activities, dry soil conditions and upwind industrial development.
- d. A substantial fraction of PM-10 is comprised of ultra-small diameter particulates capable of being inhaled into deep lung tissue (PM-2.5). Slightly more than one percent of all days exceeded the current national 24-hour standard of 35 $\mu\text{g}/\text{m}^3$ from 2016-2019. However, both the frequency of violations of particulate standards, as well as high percentage of PM-2.5, are air quality concerns in the project area.

Although complete attainment of every clean air standard is not yet imminent, extrapolation of the steady improvement trend suggests that such attainment could occur within the reasonably near future.

Table 3

**Air Quality Monitoring Summary (2016-2019)
(Number of Days Standards Were Exceeded, and
Maximum Levels During Such Violations)
(Entries shown as ratios = samples exceeding standard/samples taken)**

Pollutant/Standard	2016	2017	2018	2019
Ozone				
1-Hour > 0.09 ppm (S)	23	33	31	26
8-Hour > 0.07 ppm (S)	55	80	67	64
8- Hour > 0.075 ppm (F)	30	52	47	38
Max. 1-Hour Conc. (ppm)	0.131	0.120	0.117	0.118
Max. 8-Hour Conc. (ppm)	0.098	0.105	0.103	0.095
Carbon Monoxide				
1-Hour > 20. ppm (S)	0	0	0	0
1-Hour > 9. ppm (S, F)	0	0	0	0
Max 8-Hour Conc. (ppm)	1.4	1.7	2.0	1.2
Nitrogen Dioxide				
1-Hour > 0.18 ppm (S)	0	0	0	0
Max. 1-Hour Conc. (ppm)	0.064	0.063	0.055	0.056
Inhalable Particulates (PM-10)				
24-Hour > 50 µg/m ³ (S)	5/57	11/59	3/60	4/61
24-Hour > 150 µg/m ³ (F)	0/57	0/59	0/60	0/61
Max. 24-Hr. Conc. (µg/m ³)	76.	75.	64.	97.
Ultra-Fine Particulates (PM-2.5)				
24-Hour > 35 µg/m ³ (F)	4/357	6/353	2/354	4/352
Max. 24-Hr. Conc. (µg/m ³)	39.1	50.3	64.8	46.7

S=State Standard
F=Federal Standard

Source: South Coast AQMD
Perris Air Monitoring Station- Ozone and PM-10
Rubidoux Air Monitoring Station – Carbon Monoxide, Nitrogen Dioxide and PM-2.5

AIR QUALITY PLANNING

The Federal Clean Air Act (1977 Amendments) required that designated agencies in any area of the nation not meeting national clean air standards must prepare a plan demonstrating the steps that would bring the area into compliance with all national standards. The SCAB could not meet the deadlines for ozone, nitrogen dioxide, carbon monoxide, or PM-10. In the SCAB, the agencies designated by the governor to develop regional air quality plans are the SCAQMD and the Southern California Association of Governments (SCAG). The two agencies first adopted an Air Quality Management Plan (AQMP) in 1979 and revised it several times as earlier attainment forecasts were shown to be overly optimistic.

The 1990 Federal Clean Air Act Amendment (CAAA) required that all states with air-sheds with “serious” or worse ozone problems submit a revision to the State Implementation Plan (SIP). Amendments to the SIP have been proposed, revised and approved over the past decade. The most current regional attainment emissions forecast for ozone precursors (ROG and NO_x) and for carbon monoxide (CO) and for particulate matter are shown in Table 4. Substantial reductions in emissions of ROG, NO_x and CO are forecast to continue throughout the next several decades. Unless new particulate control programs are implemented, PM-10 and PM-2.5 are forecast to slightly increase.

The Air Quality Management District (AQMD) adopted an updated clean air “blueprint” in August 2003. The 2003 Air Quality Management Plan (AQMP) was approved by the EPA in 2004. The AQMP outlined the air pollution measures needed to meet federal health-based standards for ozone by 2010 and for particulates (PM-10) by 2006. The 2003 AQMP was based upon the federal one-hour ozone standard which was revoked late in 2005 and replaced by an 8-hour federal standard. Because of the revocation of the hourly standard, a new air quality planning cycle was initiated.

With re-designation of the air basin as non-attainment for the 8-hour ozone standard, a new attainment plan was developed. This plan shifted most of the one-hour ozone standard attainment strategies to the 8-hour standard. As previously noted, the attainment date was to “slip” from 2010 to 2021. The updated attainment plan also includes strategies for ultimately meeting the federal PM-2.5 standard.

Because projected attainment by 2021 required control technologies that did not exist yet, the SCAQMD requested a voluntary “bump-up” from a “severe non-attainment” area to an “extreme non-attainment” designation for ozone. The extreme designation was to allow a longer time period for these technologies to develop. If attainment cannot be demonstrated within the specified deadline without relying on “black-box” measures, EPA would have been required to impose sanctions on the region had the bump-up request not been approved. In April 2010, the EPA approved the change in the non-attainment designation from “severe-17” to “extreme.” This reclassification set a later attainment deadline (2024), but also required the air basin to adopt even more stringent emissions controls.

Table 4
South Coast Air Basin Emissions Forecasts (Emissions in tons/day)

Pollutant	2020^b	2025^b	2030^b
NOx	289	266	257
VOC	393	393	391
PM-10	165	170	172
PM-2.5	68	70	71

^a2015 Base Year.

^bWith current emissions reduction programs and adopted growth forecasts.

Source: California Air Resources Board, 2013 Almanac of Air Quality

In other air quality attainment plan reviews, EPA had disapproved part of the SCAB PM-2.5 attainment plan included in the AQMP. EPA stated that the current attainment plan relied on PM-2.5 control regulations that had not yet been approved or implemented. It was expected that a number of rules that were pending approval would remove the identified deficiencies. If these issues were not resolved within the next several years, federal funding sanctions for transportation projects could result. The 2012 AQMP included in the current California State Implementation Plan (SIP) was expected to remedy identified PM-2.5 planning deficiencies.

The federal Clean Air Act requires that non-attainment air basins have EPA approved attainment plans in place. This requirement includes the federal one-hour ozone standard even though that standard was revoked almost ten years ago. There was no approved attainment plan for the one-hour federal standard at the time of revocation. Through a legal quirk, the SCAQMD is now required to develop an AQMP for the long since revoked one-hour federal ozone standard. Because the current SIP for the basin contains a number of control measures for the 8-hour ozone standard that are equally effective for one-hour levels, the 2012 AQMP was believed to satisfy hourly attainment planning requirements.

AQMPs are required to be updated every three years. The 2012 AQMP was adopted in early 2013. An updated AQMP was required for completion in 2016. The 2016 AQMP was adopted by the SCAQMD Board in March, 2017, and has been submitted the California Air Resources Board for forwarding to the EPA. The 2016 AQMP acknowledges that motor vehicle emissions have been effectively controlled and that reductions in NOx, the continuing ozone problem pollutant, may need to come from major stationary sources (power plants, refineries, landfill flares, etc.) . The current attainment deadlines for all federal non-attainment pollutants are now as follows:

8-hour ozone (70 ppb)	2032
Annual PM-2.5 (12 µg/m ³)	2025
8-hour ozone (75 ppb)	2024 (old standard)
1-hour ozone (120 ppb)	2023 (rescinded standard)

24-hour PM-2.5 (35 µg/m³) 2019

The key challenge is that NO_x emission levels, as a critical ozone precursor pollutant, are forecast to continue to exceed the levels that would allow the above deadlines to be met. Unless additional stringent NO_x control measures are adopted and implemented, ozone attainment goals may not be met.

The South Coast AQMD has initiated the development of the 2022 AQMP but it is still in development. The proposed project does not relate to the AQMP in that there are no specific air quality programs or regulations governing residential projects. Conformity with adopted plans, forecasts and programs relative to population, housing, employment and land use is the primary yardstick by which impact significance of planned growth is determined. The SCAQMD, however, while acknowledging that the AQMP is a growth-accommodating document, does not favor designating regional impacts as less-than-significant just because the proposed development is consistent with regional growth projections. Air quality impact significance for the proposed project has therefore been analyzed on a project-specific basis.

AIR QUALITY IMPACT

STANDARDS OF SIGNIFICANCE

Air quality impacts are considered “significant” if they cause clean air standards to be violated where they are currently met, or if they “substantially” contribute to an existing violation of standards. Any substantial emissions of air contaminants for which there is no safe exposure, or nuisance emissions such as dust or odors, would also be considered a significant impact.

Appendix G of the California CEQA Guidelines offers the following four tests of air quality impact significance. A project would have a potentially significant impact if it:

- a. Conflicts with or obstructs implementation of the applicable air quality plan.
- b. Results in a cumulatively considerable net increase of any criteria pollutants for which the project region is non-attainment under an applicable federal or state ambient air quality standard.
- c. Exposes sensitive receptors to substantial pollutant concentrations.
- d. Creates objectionable odors affecting a substantial number of people.

Primary Pollutants

Air quality impacts generally occur on two scales of motion. Near an individual source of emissions or a collection of sources such as a crowded intersection or parking lot, levels of those pollutants that are emitted in their already unhealthful form will be highest. Carbon monoxide (CO) is an example of such a pollutant. Primary pollutant impacts can generally be evaluated directly in comparison to appropriate clean air standards. Violations of these standards where they are currently met, or a measurable worsening of an existing or future violation, would be considered a significant impact. Many particulates, especially fugitive dust emissions, are also primary pollutants. Because of the non-attainment status of the South Coast Air Basin (SCAB) for PM-10, an aggressive dust control program is required to control fugitive dust during project construction.

Secondary Pollutants

Many pollutants, however, require time to transform from a more benign form to a more unhealthful contaminant. Their impact occurs regionally far from the source. Their incremental regional impact is minute on an individual basis and cannot be quantified except through complex photochemical computer models. Analysis of significance of such emissions is based upon a specified amount of emissions (pounds, tons, etc.) even though there is no way to translate those emissions directly into a corresponding ambient air quality impact.

Because of the chemical complexity of primary versus secondary pollutants, the SCAQMD has designated significant emissions levels as surrogates for evaluating regional air quality impact

significance independent of chemical transformation processes. Projects with daily emissions that exceed any of the following emission thresholds are recommended by the SCAQMD to be considered significant under CEQA guidelines.

Table 5
Daily Emissions Thresholds

Pollutant	Construction	Operations
ROG	75	55
NO _x	100	55
CO	550	550
PM-10	150	150
PM-2.5	55	55
SO _x	150	150
Lead	3	3

Source: SCAQMD CEQA Air Quality Handbook, November, 1993 Rev.

CONSTRUCTION ACTIVITY IMPACTS

CalEEMod was developed by the SCAQMD to provide a model by which to calculate both construction emissions and operational emissions from a variety of land use projects. It calculates both the daily maximum and annual average emissions for criteria pollutants as well as total or annual greenhouse gas (GHG) emissions.

The project site is located north of Cottonwood Avenue and east of Perris Boulevard in the City of Moreno Valley and proposes 92 multifamily dwellings. The site is currently vacant and is anticipated to require 1,265 CY of earthwork import from a 5-mile one-way trip distance.

Estimated construction emissions were modeled using CalEEMod2016.3.2 to identify maximum daily emissions for each pollutant during project construction. Construction was modeled in CalEEMod2016.3.2 using default construction equipment and schedule for a project of this size as shown in Table 6.

**Table 6
Construction Activity Equipment Fleet**

Phase Name and Duration	Equipment
Grading (20 days) 1,265 CY earthworks import.	1 Grader
	1 Excavator
	1 Dozer
	3 Loader/Backhoes
Construction (230 days)	1 Crane
	1 Generator Set
	3 Loader/Backhoes
	1 Welder
	3 Forklifts
Paving (20 days)	2 Pavers
	2 Paving Equipment
	2 Rollers

Utilizing the indicated equipment fleet and durations shown in Table 6 the following worst-case daily construction emissions are calculated by CalEEMod and are listed in Table 7.

Table 7
Construction Activity Emissions
Maximum Daily Emissions (pounds/day)

Maximal Construction Emissions	ROG	NO_x	CO	SO₂	PM-10	PM-2.5
2022	2.1	22.2	19.6	0.0	3.7	2.2
2023	29.6	15.7	19.2	0.0	1.7	0.9
SCAQMD Thresholds	75	100	550	150	150	55

Peak daily construction activity emissions are estimated to be below SCAQMD CEQA thresholds without the need for added mitigation. Emissions assume required the mandatory watering of exposed dirt surfaces three times daily during grading per the SCAQMD Rule 403.

Construction equipment exhaust contains carcinogenic compounds within the diesel exhaust particulates. The toxicity of diesel exhaust is evaluated relative to a 24-hour per day, 365 days per year, 70-year lifetime exposure. The SCAQMD does not generally require the analysis of construction-related diesel emissions relative to health risk due to the short period for which the majority of diesel exhaust would occur. Health risk analyses are typically assessed over a 9-, 30-, or 70-year timeframe and not over a relatively brief construction period due to the lack of health risk associated with such a brief exposure.

LOCALIZED SIGNIFICANCE THRESHOLDS

The SCAQMD has developed analysis parameters to evaluate ambient air quality on a local level in addition to the more regional emissions-based thresholds of significance. These analysis elements are called Localized Significance Thresholds (LSTs). LSTs were developed in response to Governing Board's Environmental Justice Enhancement Initiative 1-4 and the LST methodology was provisionally adopted in October 2003 and formally approved by SCAQMD's Mobile Source Committee in February 2005.

Use of an LST analysis for a project is optional. For the proposed project, the primary source of possible LST impact would be during construction. LSTs are applicable for a sensitive receptor where it is possible that an individual could remain for 24 hours such as a residence, hospital or convalescent facility.

LSTs are only applicable to the following criteria pollutants: oxides of nitrogen (NO_x), carbon monoxide (CO), and particulate matter (PM-10 and PM-2.5). LSTs represent the maximum emissions from a project that are not expected to cause or contribute to an exceedance of the most stringent applicable federal or state ambient air quality standard, and are developed based on the ambient concentrations of that pollutant for each source receptor area and distance to the nearest sensitive receptor.

LST screening tables are available for 25, 50, 100, 200 and 500 meter source-receptor distances. For this project, there are adjacent residences such that the most conservative 25-meter distance was modeled.

LST pollutant screening level concentration data is currently published for 1, 2 and 5 acre sites for varying distances. For this project, the most stringent thresholds for a 1-acre site were applied.

The following thresholds and emissions in Table 8 are therefore determined (pounds per day):

**Table 8
LST and Project Emissions (pounds/day)**

LST 1 acre/25 meters Perris Valley	CO	NOx	PM-10	PM-2.5
LST Thresholds	602	118	4	3
Max On-Site Emissions				
2022	20	22	4	2
2023	19	16	2	1

CalEEMod Output in Appendix

LSTs were compared to the maximum daily construction activities. As seen in Table 8, with required dust suppression, mitigated emissions meet the LST for construction thresholds. LST impacts are less-than-significant.

OPERATIONAL IMPACTS

The proposed residential uses will generate 674 daily trip-ends per the traffic study prepared for this project. Operational emissions were calculated using CalEEMod2016.3.2 for an assumed full occupancy year of 2023. The operational impacts are shown in Table 9.

**Table 9
Proposed Uses Daily Operational Impacts**

	Operational Emissions (lbs/day)					
Source	ROG	NOx	CO	SO₂	PM-10	PM-2.5
Area*	2.4	1.5	8.2	0.0	0.2	0.2
Energy	0.1	0.5	0.2	0.0	0.0	0.0
Mobile	0.2	6.0	15.7	0.1	4.9	1.3
Total	3.6	8.0	21.7	0.1	5.1	1.5
SCAQMD Threshold	55	55	550	150	150	55
Exceeds Threshold?	No	No	No	No	No	No

*assumes use of gas hearths if any (not wood burning)

Source: CalEEMod Output in Appendix

As shown, operational emissions will not exceed applicable SCAQMD operational emissions CEQA thresholds of significance.

CONSTRUCTION EMISSIONS MINIMIZATION

Construction activities are not anticipated to cause dust emissions to exceed SCAQMD CEQA thresholds. Nevertheless, emissions minimization through enhanced dust control measures is recommended for use because of the non-attainment status of the air and proximity of sensitive uses. Recommended measures include:

Fugitive Dust Control

- Apply soil stabilizers or moisten inactive areas.
- Water exposed surfaces as needed to avoid visible dust leaving the construction site (typically 2-3 times/day).
- Cover all stock piles with tarps at the end of each day or as needed.
- Provide water spray during loading and unloading of earthen materials.
- Minimize in-out traffic from construction zone
- Cover all trucks hauling dirt, sand, or loose material and require all trucks to maintain at least two feet of freeboard
- Sweep streets daily if visible soil material is carried out from the construction site

Similarly, ozone precursor emissions (ROG and NO_x) are calculated to be below SCAQMD CEQA thresholds. However, because of the regional non-attainment for photochemical smog, the use of reasonably available control measures for diesel exhaust is recommended. Combustion emissions control options include:

Exhaust Emissions Control

- Utilize well-tuned off-road construction equipment.
- Establish a preference for contractors using Tier 3 or better rated heavy equipment.
- Enforce 5-minute idling limits for both on-road trucks and off-road equipment.

GREENHOUSE GAS EMISSIONS

“Greenhouse gases” (so called because of their role in trapping heat near the surface of the earth) emitted by human activity are implicated in global climate change, commonly referred to as “global warming.” These greenhouse gases contribute to an increase in the temperature of the earth’s atmosphere by transparency to short wavelength visible sunlight, but near opacity to outgoing terrestrial long wavelength heat radiation in some parts of the infrared spectrum. The principal greenhouse gases (GHGs) are carbon dioxide, methane, nitrous oxide, ozone, and water vapor. For purposes of planning and regulation, Section 15364.5 of the California Code of Regulations defines GHGs to include carbon dioxide, methane, nitrous oxide, hydrofluorocarbons, perfluorocarbons and sulfur hexafluoride. Fossil fuel consumption in the transportation sector (on-road motor vehicles, off-highway mobile sources, and aircraft) is the single largest source of GHG emissions, accounting for approximately half of GHG emissions globally. Industrial and commercial sources are the second largest contributors of GHG emissions with about one-fourth of total emissions.

California has passed several bills and the Governor has signed at least three executive orders regarding greenhouse gases. GHG statutes and executive orders (EO) include AB 32, SB 1368, EO S-03-05, EO S-20-06 and EO S-01-07.

AB 32 is one of the most significant pieces of environmental legislation that California has adopted. Among other things, it is designed to maintain California’s reputation as a “national and international leader on energy conservation and environmental stewardship.” It will have wide-ranging effects on California businesses and lifestyles as well as far reaching effects on other states and countries. A unique aspect of AB 32, beyond its broad and wide-ranging mandatory provisions and dramatic GHG reductions are the short time frames within which it must be implemented. Major components of the AB 32 include:

- Require the monitoring and reporting of GHG emissions beginning with sources or categories of sources that contribute the most to statewide emissions.
- Requires immediate “early action” control programs on the most readily controlled GHG sources.
- Mandates that by 2020, California’s GHG emissions be reduced to 1990 levels.
- Forces an overall reduction of GHG gases in California by 25-40%, from business as usual, to be achieved by 2020.
- Must complement efforts to achieve and maintain federal and state ambient air quality standards and to reduce toxic air contaminants.

Statewide, the framework for developing the implementing regulations for AB 32 is under way. Maximum GHG reductions are expected to derive from increased vehicle fuel efficiency, from greater use of renewable energy and from increased structural energy efficiency. Additionally, through the California Climate Action Registry (CCAR now called the Climate Action Reserve), general and industry-specific protocols for assessing and reporting GHG emissions have been

developed. GHG sources are categorized into direct sources (i.e. company owned) and indirect sources (i.e. not company owned). Direct sources include combustion emissions from on-and off-road mobile sources, and fugitive emissions. Indirect sources include off-site electricity generation and non-company owned mobile sources.

THRESHOLDS OF SIGNIFICANCE

In response to the requirements of SB97, the State Resources Agency developed guidelines for the treatment of GHG emissions under CEQA. These new guidelines became state laws as part of Title 14 of the California Code of Regulations in March, 2010. The CEQA Appendix G guidelines were modified to include GHG as a required analysis element. A project would have a potentially significant impact if it:

- Generates GHG emissions, directly or indirectly, that may have a significant impact on the environment, or,
- Conflicts with an applicable plan, policy or regulation adopted to reduce GHG emissions.

Section 15064.4 of the Code specifies how significance of GHG emissions is to be evaluated. The process is broken down into quantification of project-related GHG emissions, making a determination of significance, and specification of any appropriate mitigation if impacts are found to be potentially significant. At each of these steps, the new GHG guidelines afford the lead agency with substantial flexibility.

Emissions identification may be quantitative, qualitative or based on performance standards. CEQA guidelines allow the lead agency to “select the model or methodology it considers most appropriate.” The most common practice for transportation/combustion GHG emissions quantification is to use a computer model such as CalEEMod, as was used in the ensuing analysis.

The significance of those emissions then must be evaluated; the selection of a threshold of significance must take into consideration what level of GHG emissions would be cumulatively considerable. The guidelines are clear that they do not support a zero net emissions threshold. If the lead agency does not have sufficient expertise in evaluating GHG impacts, it may rely on thresholds adopted by an agency with greater expertise.

On December 5, 2008 the SCAQMD Governing Board adopted an Interim quantitative GHG Significance Threshold for industrial projects where the SCAQMD is the lead agency (e.g., stationary source permit projects, rules, plans, etc.) of 10,000 Metric Tons (MT) CO₂ equivalent/year. In September 2010, the SCAQMD CEQA Significance Thresholds GHG Working Group released revisions which recommended a threshold of 3,000 MT CO₂e for all land use projects. This 3,000 MT/year recommendation has been used as a guideline for this analysis. In the absence of an adopted numerical threshold of significance, project related GHG emissions in excess of the guideline level are presumed to trigger a requirement for enhanced GHG reduction at the project level.

PROJECT RELATED GHG EMISSIONS GENERATION

Construction Activity GHG Emissions

Project construction is assumed to occur over two calendar years. During project construction, the CalEEMod2016.3.2 computer model predicts that the construction activities will generate the CO₂e emissions identified in Table 10.

Table 10
Construction Emissions (Metric Tons CO₂e)

	CO₂e
Year 2022	396.8
Year 2023	60.0
Total	456.8
Amortized	15.2

CalEEMod Output provided in appendix

SCAQMD GHG emissions policy from construction activities is to amortize emissions over a 30-year lifetime. The amortized level is also provided. GHG impacts from construction are considered individually less-than-significant.

Project Operational GHG Emissions

The input assumptions for operational GHG emissions calculations, and the GHG conversion from consumption to annual regional CO₂e emissions are summarized in the CalEEMod2016.3.2 output files found in the appendix of this report.

The total operational and annualized construction emissions for the proposed project are identified in Table 11. The project GHG emissions are considered less-than-significant.

Table 11
Operational Emissions
(Metric Tons CO₂e)

Consumption Source	
Area Sources	21.6
Energy Utilization	282.4
Mobile Source	886.1
Solid Waste Generation	21.3
Water Consumption	46.5
Construction	15.2
Total	1,273.1
Guideline Threshold	3,000

CONSISTENCY WITH GHG PLANS, PROGRAMS AND POLICIES

The City of Moreno Valley published a Climate Action Plan (CAP) Draft on March 30, 2021¹. The Moreno Valley CAP is designed to reinforce the City’s commitment to reducing greenhouse gas (GHG) emissions and demonstrate how the City will comply with California’s GHG emission reduction standards. As a qualified GHG Reduction Strategy, the CAP plans to enable streamlined environmental review of future development projects in accordance with CEQA. The CAP includes:

- An inventory of the city’s GHG emissions; and
- Forecasts of future GHG emissions; and
- Actions that demonstrate the City of Moreno Valley’s commitment to achieve State GHG reduction targets by monitoring and reporting processes ensuring targets are met.

Transportation was found to be the largest contributor to GHG emissions. The following transportation measures could be applicable to residential projects:

ID	Transportation Measures	Assumed Effectiveness
TR-5	Implement trip reduction programs in new residential, commercial, and mixed-use development	5.0%
TR-9	Consider requiring new multi-family residential and mixed use development to reduce the need for external trips by providing useful services/facilities on-site such as an ATM, vehicle refueling, electric vehicle infrastructure, and shopping.	0.0%

Moreno Valley seeks to provide a range of new housing suited to people of all ages and income levels with an emphasis on increasing the diversity of housing types in the community and promoting construction of multi-family and mixed-use residential development in infill areas near employment and shopping and well-served by transit and public facilities. Under existing conditions, residential uses in the city are predominantly single-family homes and housing in total accounts for nearly 32 percent of land within the city limit.

The following strategies identified in the CAP represent opportunities to reduce residential emissions through energy-efficient improvements, energy audits, and citywide programs:

ID	Residential Measures	Assumed Effectiveness
R-1	Provide incentives such as streamlined permitting or bonus density for new multi-family buildings and re-roofing projects to install “cool” roofs consistent with the current California Green Building Code (CALGreen) standards for commercial and industrial buildings.	25.0%
R-2	Require new construction and major remodels to install interior real-time energy smart meters in line with current utility provider (e.g. MVU, SCE) efforts.	7.0%
R-3	Develop and implement program to incentivize single-family residential efficiency retrofits and participation in Moreno Valley Utility direct install program with the	15.0%

¹ <http://www.moval.org/cdd/documents/general-plan-update/draft-docs/ClimateActionPlan/Draft-MV-CAP.pdf>

	goal of a 50 percent energy reduction compared to baseline in 30 percent of the total single-family homes citywide by 2040.	
R-4	Prioritize cap and trade funds to assist low-income homeowners achieve energy-efficient improvements and fund weatherization programs.	3.7%
R-5	Apply for and prioritize Community Block Development Grant funds to assist low-income homeowners achieve energy-efficient improvements.	3.7%
R-6	Develop program and funding strategy to incentivize conversion of natural gas heated homes and nonresidential buildings to electricity	2.0%
R-7	Develop and implement program to incentivize multi-family residential efficiency audits and participation in Moreno Valley Utility direct install program with the goal of a 50 percent energy reduction in 30 percent of the projected amount of multi-family homes citywide by 2035	15.0%
R-8	Provide a toolkit of resources, including web-based efficiency calculators, for residents and businesses to analyze their greenhouse gas emissions in comparison to their neighborhood, the city, and the region.	0%
R-9	Develop and implement a competitive greenhouse gas reduction program with an award component between groups of citizens in the city.	0%

The City of Moreno Valley has already demonstrated its commitment to sustainability through a variety of programs and policies. These programs include Energy Efficiency and Conservation Block Grant (EECBG) funded energy upgrade projects, participation in the Community Energy Partnership, tracking of building energy use through the Energy Star Portfolio Manager, and the Solar Incentive Program for Moreno Valley Utility customers.

The proposed CAP has not yet been adopted (partially due to COVID related issues) and administration of the plan is still under discussion. Nevertheless, the ability of the project to comply with as many of these measures as possible will ensure a best faith effort to ensure the goals of the CAP will be met.

CALEEMOD2016.3.2 COMPUTER MODEL OUTPUT

- **DAILY EMISISONS**
- **ANNUAL EMISSIONS**