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AGENDA
AIR QUALITY ADVISORY COMMITTEE*
TUESDAY June 23, 2015
10:00 a.m. - 12:00 noon
East-West Gateway Board Room

I. Call to Order
-Michael Coulson, Chair, East-West Gateway Council of Governments
A. Minutes of May 26, 2015 Meeting

II. Great Streets Initiative Update
- Paul Hubbman, East-West Gateway Council of Governments

III. Emission Inventory Trends and Carbon Rule Plan Update
- Stephen Hall, Missouri Department of Natural Resources

IV. St. Louis Regional Clean Air Partnership Activities
- Susannah Fuchs, American Lung Association

V. American Fuel Group Report
- St. Louis Regional Clean Cities Program

VI. Update Activities of the States
- Missouri Department of Natural Resources
- Illinois Environmental Protection Agency

VII. Other Business - Next Meeting Date July 28, 2015

VIII. Adjournment

*Please note that this meeting will serve as a part of the Inter-Agency Consultation Process as detailed in the Missouri Transportation Conformity SIP.

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MINUTES
AIR QUALITY ADVISORY COMMITTEE
Tuesday, May 26, 2015
East-West Gateway Board Room

Members Present:
Michael Coulson, Chair, East-West Gateway Council of Governments
Emily Wilbur - Missouri Department of Natural Resources
Mike Henderson - Missouri Department of Transportation
David Bloomberg - Illinois Environmental Protection Agency
Christopher Schmidt - Illinois Department of Transportation
Betsy Tracy - Federal Highway Administration, Illinois

Others Present:
Kevin Herdler - St. Louis Regional Clean Cities
Heather Hamilton - U.S. Environmental Protection Agency Region 7
David Shanks - Boeing
Lisa Cagle - Citizens for Modern Transit
Curtis Jones - Illinois Department of Transportation
Segolene Renaze - Sierra Club
Andy Knott - Sierra Club
Joe Gray - Illinois Department of Transportation, District 8
Stacy Allen - Missouri Department of Natural Resources
Jay Turner - Washington University
Clara Souza - Washington University
Larry Gonzalez - U.S. Environmental Protection Agency Region 7 (telephone)

Staff:
Carol Lawrence

I. Call to Order
- Michael Coulson, Chair, East-West Gateway Council of Governments

The meeting of the Air Quality Advisory Committee (AQAC) was called to order by Chair Michael Coulson, East-West Gateway Council of Governments (EWG). Mr. Knott, Sierra Club, asked that the March minutes be revised to show that he was in attendance. With that change the minutes of the March 24, 2015 AQAC meeting were approved as circulated.

II. Roxana Air Quality Study
- Jay Turner, Ph.D., Washington University

In the past most of the research conducted by the Jay Turner Group at Washington University (Group) took place in the St. Louis area. But as the interest in and funding for air quality studies changes, the Group's boundary has expanded to work for Detroit MI, Fairbanks AK, Hong Kong government, Ulaan Bataar Mongolia and Denver, Tulsa and Santa Monica general aviation airports. Ulaan Bataar is the capital of Mongolia and 60 percent of the population still reside in yurts which use coal-fired stoves for heating. The U.S. government spent $17 million to change out one-half of

the stoves for cleaner burning coal stoves. The Group conducted a three year study and found that air quality was improved and the payback period for this investment was only four years. When the U.S. Environmental Protection Agency (EPA) made the lead standard more stringent, this shined a light on general aviation airports. Small piston-engine airplanes now emit more than 50 percent of the lead emitted in the U.S. The Group is working to gain a better understanding of how to collect samples, do modeling and estimate emissions from these facilities.

The July 2012-July 2015 Roxana Air Quality Study (RAQS) was conducted by Li Du, a doctoral student. The RAQS was funded by the Conoco-Phillips Company who operate a refinery in Roxana IL. Since the study began, Conoco-Phillips has split into two companies and the refinery is now owned by Phillips 66. Conoco-Phillips planned to expand their capacity in order to be able to exclusively use heavy crude oil from Canada. Several environmental groups challenged Conoco-Phillips' construction and operating permits. Eventually, Conoco-Phillips reached a settlement agreement with the American Bottoms Conservancy, the Environmental Integrity Project, the Natural Resources Defense Council and the national Sierra Club. These groups dropped their challenge in return for a number of activities, including the RAQS.

The objectives of the study were to conduct measurements near the refinery to understand what might be the community level exposure in Roxana and to understand the refinery's impact. The settlement agreement set out the information to be collected and the methods used. Data was to be collected on air toxic gases, fine particulate matter ($PM_{2.5}$) species; and hydrogen sulfide (H_2S). Air toxics are the chemicals found in gasoline. The Group was invited by the refinery and the environmental groups to conduct the study after the settlement agreement was made. Would have preferred to measure air toxic gases in real time and to not measure H_2S at all (already monitored extensively by the refinery). The Group was able to add the measurement of sulfur dioxide (SO_2) and meteorological parameters.

South Roxana is south of the main refinery and Roxana is to the northwest. The footprint of the refinery is complicated as it a compilation of the Conoco-Phillips refinery and two other refineries nearby. The monitor station is located at the northwest corner of the refinery property inside the fence-line adjacent to the tank farm. This location was selected so the monitoring equipment would be one to two kilometers downwind of the main refinery unit operations accounting for the prevailing southerly winds.

One advantage to the type of measurements performed was that the Group was able to tailor their measurements of air toxic gases and particle composition collected over the last 2 ½ to three years to match the way measurements were being done by the Missouri Department of Natural Resources (MoDNR) at their Blair Street station in the City of St. Louis. Roxana and Blair Street are about 12 miles apart. The Blair Street station broadly represents the urban scale with local industry along the Mississippi and traffic. The same sampling methodology and laboratory analysis was done so could compare what is seen at the refinery to what is seen at Blair Street. Data also was gathered on the chemical composition of $PM_{2.5}$ ($PM_{2.5}$ speciation) from the Arnold West monitor (operated by MoDNR), the Granite City monitor (operated by Illinois Environmental Protection Agency [Illinois EPA]) and a monitor in Swansea IL (funded by Prairie State Generating as a condition of their construction permit). Every year there is more talk about regional transport and less about the influence of local sources on $PM_{2.5}$ concentrations. With this additional air toxics and $PM_{2.5}$ information, the Roxana measurements could be put into context.

Statistical analysis of air toxic gases (ones with high detectability) was performed to compare compounds observed at Roxana and Blair Street. Three categories of compounds were identified: compound with no difference in levels between the two sites; levels at Roxana are higher than Blair Street; and levels at Blair Street are higher than Roxana. The no difference category is dominated by chlorinated compounds which tend to have regional (background), if not continental, levels. These compounds have been phased out due concerns about stratospheric ozone. Compounds which are higher at Roxana are dominated by the detaxa-related compounds including benzene, toluene, ethylbenzene and xylene. These are compounds found in fuels and solvents or things that the refinery is making. At Blair Street, certain compounds are higher like acetylene and 1, 3-butadiene which are indicative of motor vehicle exhaust.

Statistical analysis was used to develop pollution roses which show pollution levels at Roxana and Blair Street along with and wind directions. For the air toxic gases which were higher at Roxana, when the winds were from the northwest or northeast, the concentration at Roxana was a little higher than Blair Street. when the winds were from the southeast from the refinery main unit operations, fence-line concentrations of air toxic gases are two times higher than at Blair Street. When factor into all wind directions, relatively small impact at the facility. This is an indicator of community-level exposure. However, from a policy perspective, that level is very low. All refineries now have a good detection program for leaks and fugitive emissions. The contribution of these compounds to the urban background levels is relatively small. That is good news.

Several years ago there were newspaper articles about a benzene plume in Roxana. The Conoco-Phillips refinery is one of few refineries in the U.S. which makes pure benzene. Several decades ago, under different ownership, an underground pipe distributing benzene to different sections of the refinery broke. There is a large plume of benzene underneath the refinery property trying to migrate west to the Mississippi River. The refinery is working very hard to keep the plume on their property and are slowly cleaning it up. Several years ago a consulting company did some measurements on properties in Roxana and reported some incredibly high benzene levels. This was reported in the newspapers and there was a lot of concern. EPA and Illinois EPA came to Roxana and took measurements but were not able to replicate the high measurements of the consultant. In the RAQS, found that if look at benzene by itself, levels at Blair Street are lower than Roxana. The Group then performed a statistical analysis to identify what was mixed hydrocarbon source (including benzene) and benzene acting by itself. Pure benzene source contributions at Roxana are relatively modest with no large excursions. The higher levels are lower by a factor of 10 even 100 less than what the consulting company found. These findings have been communicated to Illinois EPA and EPA Region 5 and all are on the same page that no one can replicate those levels. In the three years of the RAQS have not observed strong benzene levels.

When $PM_{2.5}$ mass measurements were compared, they were found to be relatively homogenous in the St. Louis region. Looking at $PM_{2.5}$ mass pollution rose for Roxana, no directional pattern was observed indicating no major local sources. Refinery is not major contributor to $PM_{2.5}$ mass. From the $PM_{2.5}$ measurements, could see Olin Brass mill pretty clearly. Could not been seen in terms of particle mass, but in terms of copper and certain other elements used to make brass.

Lanthanoids (or rare earth elements [REEs]) and in particular an element called lanthanum (La) were looked for in the refinery $PM_{2.5}$ mass emissions. La is present in soil and crustal materials and is in catalysts used by refinery in fluidized catalytic crackers (FCC). FCC is used to convert the big

hydrocarbons in crude oil into other products. Catalyst is always wearing down from particles rubbing against each other. This is the largest single source of particulate matter emissions in a refinery. Elevated La in ambient $PM_{2.5}$ could serve as a tracer for refinery FCC emissions. The analysis method was first proposed and demonstrated at the University of Houston. The Turner Group refined the methodology. Soil samples were collected in the St. Louis area but not downwind of the refinery. $PM_{2.5}$ samples were analyzed in the lab for REEs and the La and cerium (Ce) ratio in soil was identified. Also looked at several hundred sites where the U.S. Geological Survey (USGS) analyzed soil in the Midwest. USGS found a La/Ce ratio of 0.51-0.52 nanogram/cubic meter, which is similar to what the Turner Group identified. Higher La/Ce ratios indicate contributes from additional sources such as the FCC. If look at La, Ce and La/Ce pollution wind roses, these compounds are spiking when wind comes from the southeast which matches up with the location of the FCC. In 120 samples, the Group saw no excursion that suggested an upset of the FCC operation.

Hourly measurements of SO_2 downwind of the refinery were also collected. Over two years, the hourly values (0 to 50 parts per billion [ppb]) never reached even 2/3 of the SO2 standard (one-hour standard is 75 ppb). The SO_2 pollution wind rose indicates contributions from the main refinery unit to the southeast and the elemental sulfur recovery unit to the southwest. There is a weak signal from the northwest which may be the Wood River power plant (no SO_2 controls but burns low sulfur coal). It is may be seven to ten kilometers away. In the context of the SO_2 standard and context of regional contribution, impact of refinery is small.

Mr. Coulson, EWG, asked if EPA has standards for the air toxic gases. Dr. Turner, Washington University, replied that these gases are controlled through EPA Hazardous Air Pollutants (HAPs) program. There are health guidelines from the Centers for Disease Control (CDC) which state agencies use for reference. The RAQS numbers are well below the health-based levels. Mr. Coulson, EWG, asked if this concludes the monitoring at the refinery. Dr. Turner, Washington University, said that the monitoring ends in July and there is no interest from the refinery in it continuing. However, they are pleased with the results of the RAQS.

III Jefferson County Non-Attainment Area Plan for Sulfur Dioxide (SO_2) Standard
- Emily Wilbur, Missouri Department of Natural Resources

In June 2010 EPA lowered the one hour SO_2 standard to 75 parts per billion (ppb). Based on 2010-2012 monitoring data, EPA designated a portion of Jackson County (Kansas City area) and a portion of Jefferson County as being in non-attainment. It was the intent of EPA to issue the remaining designation decisions in a phased approach. At the time of the Jefferson County designation, the primary source contributing to the violating monitor was the Doe Run primary lead smelter in Herculaneum. It had the second highest monitor value in the U.S. after a volcano in Hawaii. The main control strategy identified in the 2011 consent decree between Doe Run and MoDNR was for smelter to close by the end of 2013. Once the smelter was shut down, levels dropped. In 2014 the highest value was 22 ppb. The data for 2013-2015 should show that this monitor is compliance with the SO_2 standard well before 2018. Given this unique situation, MoDNR decided to go with a different approach for the remaining large sources located near and in the non-attainment area. The Ameren Rush Island power plant is located close to the southern boundary of the Jefferson County non-attainment area. It is approximately 10 miles away from the violating monitor. North of the non-attainment area are the Ameren Meramec power plant and Ameren Labadie power plant. The

approach MoDNR is taking for the Jefferson County Non-Attainment State Implementation Plan (SIP) is to establish SO_2 emission limits for these facilities through a consent agreement between MoDNR and Ameren. The consent agreement will have a requirement for additional air monitoring around the Rush Island facility to determine its actual impact. MoDNR will also collect meteorological data. The monitoring data will help MoDNR to demonstrate compliance with the one-hour SO_2 standard. The Jefferson County SIP includes this enforceable agreement. The comment period for this SIP ran from March to May 7, 2015. At the April 30 meeting of the Missouri Air Conservation Commission (MACC) a public hearing was held. Comments were received from Washington University Environmental Law Clinic on behalf of the Sierra Club, EPA Region 7 and Ameren. A number of citizens urging action against the Ameren power plants. At the May 28 MACC, staff will propose that the Jefferson County SO2 SIP be adopted. Once the Commissioners act, MoDNR will submit the plan to EPA Region 7. April 6, 2015 was the deadline for all SO_2 SIPs to be submitted to EPA. MoDNR has been in contact with EPA Region 7 and they are aware that MoDNR is working on this SIP as well as the Jackson County SIP.

On March 2, 2015, U.S. District Court approved a consent decree between EPA, Sierra Club and the Natural Resources Defense Council targeting specific SO_2 sources. Designation recommendations are due to EPA in October 2015 with EPA making designations by July 2016. For Missouri, the sources to be evaluated include: the Kansas City Power and Light Sibley Generating Station in Jackson County; the Sikeston Power Station in Scott County; and the Ameren Labadie Power Plant in Franklin County. Based on Missouri regulations, the designation recommendations have to be adopted by the MACC. The recommendations have to be placed on public notice by July 25, 2015, a public hearing held and then adopted by MACC.

EPA is working on a data requirements rule to use for the next two phases of SO_2 designation recommendations to be published this summer or later. EPA is presenting three options for consideration which would affect which sources would need to be evaluated by the states. EPA's preferred option would focus on sources emitting 1,000 tons per year or greater if located in a Consolidate Metropolitan Statistical Area (CMSA) and sources emitting more than 2,000 tons per year if located outside of a CMSA. If EPA goes with the preferred option, it is anticipated that 20 sources in Missouri could be affected. If modeling used for a source, then designation will be made by EPA in December 2017. If go with monitoring data, the designation will take place in December 2020.

Mr. Coulson, EWG, said that an article in the St. Louis Post-Dispatch about the Jefferson County SIP indicated there was some debate about the use of modeling output for designations versus monitoring data. Mr. Gonzalez, EPA Region 7, said that EPA presented these options. A source could elect to do monitoring starting in 2017 and designation determination would be delayed until 2020 (three years of data). Mr. Bloomberg, Illinois Environmental Protection Agency (Illinois EPA), pointed out that these options only apply to future designations not for the 2016 designations. Mr. Gonzalez, EPA Region 7, said that sources which meet the criteria delineated in the March 2015 consent decree have to be modeled.

Mr. Gonzalez, EPA Region 7, said that EPA Region 7 responded to the Jefferson County SO_2 Attainment SIP and identified three significant issues. EPA continues to work with MoDNR. It is his view that this SIP will have to be revised in order to address some of EPA's comments. Mr. Knott, Sierra Club, said that he heard from the Washington University Environmental Law Clinic

that MoDNR has already tried to respond to some of EPA's concerns. Ms. Wilbur, MoDNR, said that before the Jefferson County Plan could be presented to the MACC for adoption, MoDNR had to address the comments received. These responses are available on the MoDNR website. Mr. Gonzalez, EPA Region 7, said that he will review those responses with others at Region 7 this week.

Mr. Shanks, Boeing, said that it was his understanding that some states were litigating the requirements of the March 2015 consent decree. Mr. Gonzalez, EPA Region 7, replied that even though there are states appealing EPA's decision to accept this consent decree, that does not affect EPA's schedule for the July 2016 designations.

Mr. Gonzalez, EPA Region 7, asked about the violating Missouri monitor. Ms. Wilbur, MoDNR, said that in addition to the three sources, a monitor in Iron County is currently violating the SO_2 standard at 76 ppb and is to be analyzed. The Doe Run secondary lead smelter is nearby. MoDNR has begun a conversation with Doe Run. Mr. Gonzalez, EPA Region 7, said that based on 2012-2014 monitoring data, this monitor is just above the standard.

IV American Fuel Group Report
- Kevin Herdler, St. Louis Regional Clean Cities Program

Six school buses were replaced using a Clean Diesel grant. The old buses were cut up. A new round of DERA grant proposals are due in June 2015. Proposals may include the re-powering two harbor boats and replacing two over-the-road trucks and some school buses. In June there will be training for firefighters and police on alternative fuel vehicles and what to do in the case of an emergency. One session is June 9 at the City of St. Louis Fire Department headquarters and another June 10 in St. Louis County. The compressed natural gas (CNG) refueling station near Edwardsville at New Poag Road and IL-255 is now open. Another CNG station located at 2nd and Miller in the City of St. Louis is expected to open by September 2015. This station will be used by Anheuser-Busch. Both stations will be open to the public.

Mr. Coulson, EWG, asked about river transportation and electric cars. Mr. Herdler, St. Louis Regional Clean Cities Program (SLCC), said that it appears that tug boats will be using liquefied natural gas (LNG) in the future. Three boats here may switch to LNG. Nissan USA is willing to invest in and bring in DC fast chargers. Tessla, the electric car manufacturer, is interested in establishing a national fast charging corridor for their vehicles. Tessla already has a service center at I-170 and Olive and over 100 Tesslas are registered in the St. Louis area.

V Update Activities of the States
- David Bloomberg, Illinois Environmental Protection Agency
- Stacy Allen, Missouri Department of Natural Resources

Illinois currently has two SO_2 non-attainment areas in Illinois. Illinois has a different opinion from Missouri on whether or not just have to get the violating monitor into attainment. It is their reading of the federal regulations is that the state has to model and then show that every receptor is in attainment of the SO_2 standard. Illinois EPA has done that for both areas. Illinois EPA has filed a rule showing attainment at both sites with the Illinois Pollution Control Board (IPCB). The IPCB has accepted their motion for rule-making and has scheduled three public hearings this summer.

Mr. Coulson, EWG, asked where the non-attainment areas were. Mr. Bloomberg, Illinois EPA, replied that one is the Pekin area and the other is the Lemont in the Chicago area. Both of the monitors in these areas were highly impacted by specific sources. In one area, a source has gone idle and it is unclear whether it will start up again. In the other area, the source switched from coal-fire boilers to natural gas boilers. For the area with the idle facility, Illinois EPA now has enough clean monitoring data to make a clean data determination. Illinois EPA is still going to proceed with the rule because there are other power plants in this area which could cause non-attainment if emissions were not restricted from what is currently allowed. The source that switched to natural gas had a fire in its gas boilers and had to go back to using the coal-fired boilers. Illinois EPA could immediately see elevated SO_2 levels at the monitors. It is expected that this natural gas boilers at this source will be in use by January 1, 2017, the date for all limits to go into effect. Illinois EPA is preparing the SO_2 Attainment Demonstration and finishing the modeling technical support document. There will be a separate public hearing for the technical support document. Illinois EPA is not going to wait for all those public hearings to occur, they will submit documents to EPA Region 5 and request parallel processing. Like Missouri, Illinois is late in submitting these documents.

For the round of SO_2 designations coming out of the March 2015 consent decree, Illinois has five areas to model, evaluate and submit designation recommendations by October 2015. These areas all contain power plants. In conjunction with two border states, Illinois will also be evaluating two areas around power plants. The Metro East has one area around the Dynegy Wood River power plant. Illinois EPA modelers are preparing inputs and doing model runs to determine whether have attainment or non-attainment of the SO_2 standard in these areas. EPA is calling this effort the "Down Payment Round" as it is a down payment on the remainder of the Round 2 designation process.

On Friday, May 22, 2015, EPA finalized the Start Up, Shut Down and Malfunction rule. It is anticipated that there will be a lot of changes to state rules. Illinois EPA will be working with a number of industries. The Illinois House and Senate did pass rule re-upping the Illinois EPA fast track rule-making provisions but it has not been signed by the Governor yet. It is anticipated that it will take six to seven months to go through the rule-making process. A lot of work will have to be done for these revisions to be completed by November 22, 2016 as specified in the federal rule.

Ms. Wilbur, MoDNR, announced that Joe Winkelmann, MoDNR's longtime AQAC participant, has left the SIP Unit and is now the I/M Program Technical Services Unit Chief based at the St. Louis Regional Office. Stacy Allen now will be the MoDNR contact person. Ms. Allen is a meteorologist and will be the lead mobile emissions modeler. She will also serve as lead for implementation of the upcoming revised ozone standard.

Ms. Allen, MoDNR, said that last week Missouri has filed a one and one half page letter with EPA Region 7 asking for an extension of the attainment deadline for the eight-hour ozone standard. Based on 2012-2014 data, the St. Louis area did not met the 2015 statutory deadline for a marginal non-attainment area to attain the standard. However since the fourth highest value for 2014 was below the eight-hour standard, Missouri does qualify for a one-year extension of the deadline. It is anticipated that the area could meet the standard this year. Mr. Coulson, EWG, said that staff had looked at different scenarios and estimated that even if the summer is warmer than usual, could expect to make the standard. Ms. Allen, MoDNR, said that once 2012 ozone season data drops out

of the analysis, should be able to meet the 2008 ozone standard. She added that Missouri does not anticipate any problems and that EPA Region 7 should go forward with granting the extension.

Mr. Bloomberg, Illinois EPA, said that their extension request letter should be getting signed off and then be submitted to EPA Region 5. To show the difference between EPA Region 5 and EPA Region 7, Illinois' letter will be 100 pages. Illinois EPA was informed by Region 5 that they must pull data from the EPA AQS web site, place it into a report and send the report to Region 5.

Ms. Allen, MoDNR, reported that the SO_2 rule for Jefferson County and Jackson County is out for public comment until July 2. The rule helps to finalize the SIP submittals. In the Cross State Air Pollution Rule (CSAPR), EPA set out proposed emission allowance schemes for those states affected. Missouri decided to change the allowances scheme and prepared a rule. The comment period for this proposed rule ended on April 10, 2015. The rule was published in the Missouri Register on May 15 and the MACC will hold a public hearing on it at their June meeting. On Friday, May 22, 2015, EPA finalized the Start Up, Shut Down and Malfunction rule. Missouri has been working to revise state rules and has engaged stakeholders and industries. MoDNR has prepared a revision to the opacity rule (10-CSR 10-6.220).

The Missouri air emissions fee has increased to $48 a ton. The fee change was approved by the MACC in 2014 and the legislature had the opportunity to review the fee during the 2015 session. This fee will go into effect with emission fees to be paid starting next June 2016. MoDNR is working with stakeholders to identify revisions to permit and asbestos fees. MoDNR is trying to align these fees with what other states are charging.

VI Other Business

Mr. Henderson, MoDOT, gave a brief update on the status of the proposed legislation for an increase in the Missouri fuel tax. The original idea was for a two cents increase in the fuel tax in 2016, 2017 and 2018, totaling six cents. There was some question whether that proposal would fit constitutionality with the Hancock Amendment. The bill was changed to authorize just a two cents increase for gasoline and diesel. There was concern that the trucking companies were not paying their fair share, an amendment was proposed that gas tax be increased 1 ½ cents and diesel fuel, 3 ½ cents. No action was taken on this legislation. At the beginning of the 2015 legislative session there were indications that there would be no talk about a fuel tax and funding transportation but there was a lot of discussion about it and now it could be a top topic in the next session. At the federal level, Congress has extended MAP21 (transportation funding and authorization) for another two months. It was set to expire at the end of May.

The next meeting of the AQAC was scheduled for June 23, 2015. There being no other business, the meeting of the Air Quality Advisory Committee was adjourned.