

March 11, 2019

Governor's Office of Planning & Research

MAR 25 2019

STATE CLEARINGHOUSE

Mr. Aron Liang
Senior Planner
Land Use Services Department - Planning
385 North Arrowhead Avenue, First Floor
San Bernardino, California 92415

Dear Mr. Liang:

Thank you for providing the California Air Resources Board (CARB) with the opportunity to comment on the Notice of Preparation (NOP) for the Duke Realty Alabama and Palmetto Warehouse Project (Project) Draft Environmental Impact Report (DEIR), State Clearinghouse No. 2019029078. The Project will consist of the construction of a 1,192,671 square-foot, high-cube, non-refrigerated warehouse building on approximately 54.8 net acres located within an unincorporated area of San Bernardino County. The Project will be divided into 1,091,934 square feet for the warehouse; 50,737 square feet of mezzanine storage; and 50,000 square feet of office space. The warehouse will contain 161 loading dock doors and 339 trailer stall spaces.

CARB is currently engaged in statewide efforts to identify actions that minimize emissions and community health impacts from freight facilities, including warehouse/distribution facilities such as the proposed Project. The Project site is located within close proximity of existing warehouses and is approximately 4,000 feet southeast from the San Bernardino International Airport, which serves as both a passenger and cargo airport. Packinghouse Christian Academy is located approximately 2,700 feet south of the Project site. The nearest residences to the Project site are approximately one mile east of the Project boundary. The operation of other warehouse/distribution centers within the vicinity of these sensitive receptors will increase air pollution impacts in the community. Freight facilities, such as warehouse/distribution facilities, can result in high daily volumes of heavy-duty diesel truck traffic and operation of onsite equipment (e.g., forklifts, generators, etc.) that emit toxic diesel emissions and contribute to regional air pollution, as well as global climate change.

The State of California has recently placed additional emphasis on protecting local communities from the harmful effects of air pollution through the passage of Assembly Bill 617 (AB 617) (Garcia, Chapter 136, Statutes of 2017). AB 617 is a significant piece of air quality legislation that highlights the need for further emission reductions in communities with high exposure burdens, like those near the proposed Project.

The California Environmental Protection Agency (CalEPA) defines a disadvantaged community as a community that scores within the top 25 percent of the census tracts, as analyzed by the California Communities Environmental Health Screening Tool Version 3.0 (CalEnviroScreen). CalEnviroScreen uses a screening methodology to help identify California communities that are disproportionately burdened by multiple sources of pollution. The census tract containing the proposed Project is in the 99th percentile for Pollution Burden and is directly adjacent to a designated disadvantaged community, as defined by CalEPA.

A preliminary air quality technical memorandum and health risk assessment (HRA) was prepared for the Project and is currently available for public review on the County of San Bernardino's website. Based on the modeling conducted, unmitigated emissions of volatile organic compounds (VOC) during Project construction and nitrogen oxides (NO_x) emissions generated during Project operation have the potential to exceed the South Coast Air Quality Management District's (SCAQMD) significance thresholds. Mitigation Measures AQ-1 through AQ-4 were recommended to reduce construction and operation criteria pollutant emissions to below SCAQMD's significance thresholds. These measures would require the applicant to utilize compliant VOC paint, cleaner trucks, electric onsite equipment, and electric plugs at all proposed loading docks to provide power to trucks equipped with either auxiliary power units (APU) or transport refrigeration units (TRU).

The lead agency should require additional mitigation to reduce the Project's construction and operational criteria pollutant emissions. The Project should utilize all existing and emerging zero-emission technologies that minimize diesel particulate matter (PM) and NO_x exposure to the neighboring community. To that end, the lead agency should apply the recommended mitigation measures for warehouses/distribution centers found in Attachment A of this comment letter.

Review of the Air Quality Technical Memorandum and Health Risk Assessment

CARB staff has reviewed the air quality technical memorandum and HRA (dated April 2018) and have the following comments:

1. Mitigation Measure AQ-2 would promote alternative fuels and help support clean truck fleets by requiring future tenants, within two years of signing a lease, to fund diesel truck replacement/retrofits for all trucks older than 2007 operating at the proposed warehouse through grant programs such as the Carl Moyer Program. This mitigation measure should be revised to require equipment operators or subcontractors to show proof of application for grant funding for diesel truck replacements/retrofits and designate a specific County department to

monitor the upgrade of the tenant's truck fleet to cleaner trucks. The applicant should also include contractual language in tenant lease agreements that requires all Class 8 trucks entering the project site be model year 2014 or later and also requires that all trucks meet CARB's lowest optional NO_x standard by 2022.

2. Mitigation Measure AQ-3 would require all onsite service equipment (i.e., yard hostlers and forklifts) be electric or powered by compressed natural gas. This mitigation measure should be revised to designate a specific county department to enforce the measure. The applicant should also include contractual language in tenant lease agreements that requires future tenants use all electric onsite equipment, as specified in Attachment A.
3. Mitigation Measure AQ-4 would require electrical hookups be installed at all onsite loading docks. The mitigation measure states that the County would verify the electrical hookups have been installed prior occupancy. The mitigation measure should be revised to specifically state which County department will monitor the implementation of this measure. Furthermore, Mitigation Measure AQ-4 should be revised to include the installation of electric plugs at the proposed trailer parking and staging spaces for both trucks and TRUs.
4. The air quality technical memorandum and HRA did not evaluate impacts associated with the operation of trucks or trailers with TRUs. Since the Project could include the operation of TRUs, the lead agency should have the air quality technical memorandum and HRA revised assuming a conservative percentage of the truck fleet serving the Project is equipped with TRUs.
5. The HRA should evaluate and present both the existing conditions baseline (current conditions) and a future conditions baseline (full build-out year, without the Project). In this situation, the Project site is located in a non-attainment area for several State and federal criteria pollutants and is near residential areas and existing sensitive receptors. Additionally, full build-out of the Project will not occur until 2020, when environmental conditions could be different from current conditions due to full implementation of existing regulations and policies. For these reasons, it is important to ensure that the public has a complete understanding of the environmental impacts of the Project, as compared to both existing conditions and future conditions.
6. The HRA did not evaluate health risks at sensitive receptors located downwind of the project site. For example, there are residences and a high school located downwind from the Project site that were not considered in the HRA. The HRA

Mr. Aron Liang
March 11, 2019
Page 4

should be revised to include health risk impacts at residences located near the intersection of Boulder Avenue/Greenspot Road and Texas Street/Domestic Avenue, as well as at Citrus Valley High School. The results of the HRA should be presented graphically with risk isopleths for both cancer and noncancer overlaid on a map.

7. According to the CalEEMod outputs, referenced in the air quality technical memorandum, the Project would result in 1,670 average daily trips, of which 3 percent would consist of light-duty trucks, 5 percent would consist of medium-heavy duty trucks and 12 percent would consist of heavy-duty trucks. Based on these estimates, the Project could result in approximately 341 average daily truck trips. CARB staff feel that this may be an underestimate. Based on evaluations of general industry practices, we would expect multiple visits to each loading dock in the course of a normal operating day. Since the Project would have 161 loading docks and 339 trailer parking spaces, CARB is concerned that the mobile emissions presented in the air quality technical memorandum are substantially underestimated and recommends the Project's averaged daily truck trip estimate be reevaluated.

CARB appreciates the opportunity to comment on the NOP for the proposed Project and is able to provide assistance on zero-emission technologies and emission reduction strategies, as needed. Please include CARB on your State Clearinghouse list of selected State agencies that will receive the DEIR as part of the comment period. If you have questions, please contact Stanley Armstrong, Air Pollution Specialist, at (916) 440-8242 or via email at stanley.armstrong@arb.ca.gov.

Sincerely,



Richard Boyd, Chief
Risk Reduction Branch
Transportation and Toxics Division

Attachment

cc: See next page.

Mr. Aron Liang
March 11, 2019
Page 5

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ATTACHMENT A

Recommended Mitigation Measures for Warehouses/Distribution Centers

Construction

1. Ensure the cleanest possible construction practices and equipment is used. For off-road construction equipment, utilize those that meet Tier 4 emission standards where possible and Tier 3, at a minimum. Other practices include eliminating idling of diesel-powered equipment, requiring the use of zero and near-zero emission equipment and tools, and providing the necessary infrastructure (e.g. electric hookups), to support that equipment. In addition, require that all construction fleets be in compliance with all current air quality regulations. CARB staff is available to provide assistance in implementing this recommendation.
2. Implement, and plan accordingly for, the necessary infrastructure to support the zero and near-zero emission technology vehicles and equipment that will be operating onsite. This includes physical (e.g. needed footprint), energy, and fueling infrastructure for construction equipment, on-site vehicles and equipment, and medium-heavy and heavy-heavy duty trucks.

Operation

1. Include contractual language in tenant lease agreements that requires future tenants use the cleanest technologies available, including, but not limited to, zero-emission yard tractors, yard equipment, forklifts, and pallet jacks.
2. Provide necessary infrastructure to support zero-emission vehicles and equipment that will be operating onsite.
3. Include contractual language in tenant lease agreements that requires that all Class 8 trucks entering the project site be model year 2014 or later. Beginning in 2022, all trucks must also meet CARB's low lowest optional NOx standard.
4. Include contractual language in tenant lease agreements that includes tenants be in, and monitor compliance with, all current air quality regulations for on-road trucks including CARB's Heavy-Duty Greenhouse Gas Regulation, Periodic Smoke Inspection Program, and the Statewide Truck and Bus Regulation.
5. Include contractual language in tenant lease agreements that require tenants to provide sufficient plug-in capacity for TRUs at loading dock doors and staging areas.
6. Include contractual language in tenant lease agreements that limits onsite TRU diesel engine runtime to no longer than 15 minutes.

