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October 15, 2020

Marc Vincent
Timothy Roberts
Office of Air and Radiation
U.S. Environmental Protection Agency
1200 Pennsylvania Avenue, NW
Washington, DC 20460

Dear Mr. Vincent and Mr. Roberts:

On behalf of the National Association of Clean Air Agencies (NACAA), thank you for this opportunity to provide early input into the development of the Environmental Protection Agency's (EPA) FY 2022-2023 Office of Air and Radiation (OAR) National Program Guidance. NACAA is the national, non-partisan, non-profit association of air pollution control agencies in 41 states, including 115 local air agencies, the District of Columbia and four territories. The air quality professionals in our member agencies have vast experience dedicated to improving air quality in the U.S. These comments are based upon that experience. The views expressed in these comments do not represent the positions of every state and local air pollution control agency in the country.

The most important recommendation we would like to make regarding FY 2022-2023 is that state and local air quality agencies receive significant increases in federal grant funding. The responsibilities state and local air agencies face have continued to grow while, unfortunately, federal funding has not been commensurate with these obligations. Federal grants to state and local air quality agencies under Sections 103 and 105 of the CAA were \$228 million in FY 2020, which is the same amount these agencies received over 15 years ago, in FY 2004. If the FY 2004 figure is adjusted for inflation, level funding would translate to approximately \$318 million in today's dollars – a \$90-million difference. While the need for increases is far greater, NACAA's recommendation for Section 103 and 105 grants in FY 2022 is merely for level funding, adjusted for inflation – or \$318 million.

We believe it is critically important that our programs receive the funding necessary to continue our efforts to protect public health. Therefore, NACAA urges EPA and the Administration to do whatever it must to ensure that federal air grants to state and local air pollution control agencies in FY 2022 and beyond are increased above current levels, as we are recommending. In addition, since no two

areas of the country are alike, we urge EPA to ensure that state and local air agencies have flexibility to target the grants for the highest priority activities in their areas.

While there are many important specific issues on which the National Program Guidance should focus, we wish to highlight several topics that were addressed in previous guidance documents and that could be improved in the next version.

Monitoring Funding – In recent years, EPA has proposed to shift funding for the fine particulate matter (PM_{2.5}) monitoring network from Section 103 to Section 105 authority, which would require state and local agencies to provide matching funds. The PM_{2.5} monitoring program has been funded under Section 103, which has worked very well, and we recommend it continue in this way. Shifting the funds to Section 105 authority would require state and local agencies to provide a 40-percent match, which not all agencies can afford. Those agencies that are unable to provide matching funds would not be able to accept the grants for these important monitoring programs. As a result, these agencies could be forced to discontinue required monitoring at existing sites. Since these are nationwide monitoring efforts, NACAA believes the funding should be provided under Section 103 authority so it is accessible to all, regardless of their ability to match the grants.

Interstate Ozone Transport – EPA should discuss how the agency intends to address interstate ozone transport issues beyond continued implementation of the Cross State Air Pollution Rule (CSAPR). EPA’s modeling shows that numerous areas will not attain the 2015 ozone NAAQS without significant emissions reductions from upwind states. EPA must clearly articulate in the guidance what specific actions it will take, and when, to address this issue.

Mobile Source Emissions – Emissions from mobile sources, heavy duty and light duty, onroad and offroad, as well as locomotives and aircraft, continue to be significant contributors to ozone concentrations in ozone nonattainment areas and to put many areas currently in attainment at risk of becoming nonattainment. Since some states are very limited in their ability to address emissions from this sector, EPA needs to include agency commitments to continue to undertake more rigorous federal actions to reduce mobile source emissions. EPA must also include in the guidance recognition of and support for California’s and other states’ authorities under Clean Air Act Sections 209 and 177.

Toxic Air Pollutants – With respect to emissions of toxic air pollution, the guidance should discuss how EPA plans to address emerging issues facing federal, state and local agencies. These include the recent listing of 1-bromopropane as a Hazardous Air Pollutant and the measures that will be required to reduce emissions of this substance; the significant work necessary to address air emissions of per- and polyfluoroalkyl substances (PFAS); and the need for more research on the origins, sampling methods and detection levels for ethylene oxide.

Training – The previous National Program Guidance stated that “CAA §103(b) authorizes EPA to provide training for air pollution control personnel and agencies, and to make training grants related to the causes, effects, extent, prevention, and control of air pollution available to air pollution control agencies and other qualified entities.” However, it does not acknowledge that CAA Section 103(b) *requires* EPA to provide training and grants for training to air pollution

control agencies: “In carrying out the provisions of subsection (a) of this section, the Administrator shall provide training for, and make training grants to, personnel of air pollution control agencies and other persons with suitable qualifications and make grants to such agencies, to other public or nonprofit private agencies, institutions, and organizations for the purposes stated in subsection (a)(5) of this section.” Historically, EPA’s financial support of this important obligation has been insufficient. In the past year or so, it appears that there has been some movement in this area, however the guidance should acknowledge EPA’s statutorily mandated training obligations and clearly commit to providing funds of its own to sufficiently finance this effort. Adequate training is especially critical now due to the large number of retirements and the associated loss of institutional knowledge that federal, state and local air agencies are experiencing.

Thank you for your consideration of our comments and recommendations. Please do not hesitate to contact Mary Sullivan Douglas (mdouglas@4cleanair.org) or Miles Keogh (mkeogh@4cleanair.org) of NACAA, or either of us if you need additional information.

Sincerely,



Kelly Crawford
District of Columbia
Co-Chair
NACAA Program Funding Committee



Craig Kenworthy
Seattle, Washington
Co-Chair
NACAA Program Funding Committee