



Testimony

STATE OF NEW YORK DEPARTMENT OF HEALTH

Corning Tower The Governor Nelson A. Rockefeller Empire State Plaza Albany, New York 12237

Antonia C. Novello, M.D., M.P.H., Dr.P.H. Commissioner

Dennis P. Whalen Executive Deputy Commissioner

February 22, 2002

Via Hand Delivery

Honorable Janet Hand Deixler Secretary New York State Board on Electric Generation Siting and the Environment Three Empire State Plaza Albany, NY 12223-1350

Handwritten notes: Orig-Files C 99-F-1314 copies Mr. C. Patka AJ Harrison AJ Garlin AJ Epstein, AJ Moynihan. Stamp: RECEIVED PUBLIC SERVICE COMMISSION OSEC-FILES-ALBANY 2002 FEB 22 PM 12:27

Re: Case 99-F-1314 Application of Consolidated Edison of New York, Inc. for a Certificate of Environmental Compatibility and Public Need to Repower the East River Generating Station to Replace the Waterside Generating Station in Manhattan, New York County, New York

Dear Secretary Deixler:

Please find enclosed the direct testimony of New York State Department of Health staff witness Dr. Daniel Luttinger in the above proceeding. Pursuant to 16 NYCRR 3.5(f), I have enclosed an additional five copies of this letter and the testimony.

A copy of these materials is also being provided to the Presiding and Associate Examiners as well as to the active parties to this proceeding.

Sincerely,

Signature of David W. Quist

David W. Quist Senior Attorney Division of Legal Affairs (518) 473-7978

Enclosure

cc: Honorable Robert R. Garlin (by e-mail, hard copy to follow by first-class mail) Honorable Daniel P. O'Connell (by e-mail, hard copy to follow by first-class mail) Active Party List (by e-mail, hard copy to follow by first-class mail)

BEFORE

THE STATE OF NEW YORK

BOARD ON ELECTRIC GENERATION SITING AND THE ENVIRONMENT

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In the Matter of :

Case 99-F-1314 :

Application of Consolidated Edison :

Company of New York, Inc. for a :

Certificate of Environmental Compatibility :

and Public Need to Repower its East :

River Generating Station Located in the :

Borough of Manhattan, New York City. :

February 22, 2002 :

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Prepared Testimony of:

Daniel Luttinger, Ph.D., Chief, Toxicological Assessment Section

Bureau of Toxic Substance Assessment

New York State Department of Health

Flanigan Square, Room 330

547 River Street

Troy, New York 12180-2216

1 Q. Please state your name, affiliation and title.

2

3 A. I am Daniel Luttinger, Chief of the Toxicological Assessment Section in  
4 the New York State Department of Health (DOH), Bureau of Toxic  
5 Substance Assessment.

6

7

8 Q. Please state your employment and educational background.

9

10 A. I have been Chief of Toxicological Assessment Section since May 1998. I  
11 was Acting Chief of the Toxicological Assessment Section from November  
12 1996 until May 1998. I joined DOH in 1993 as a research scientist in the  
13 Toxicological Assessment Section. Prior to joining DOH, I conducted  
14 research on the biological effects of chemicals in the pharmaceutical  
15 industry for approximately 11 years. I have a Bachelor of Science degree  
16 in Mathematics and a Bachelor of Science degree in Psychology, both  
17 from Carnegie-Mellon University (1975), a Ph.D. in Pharmacological and  
18 Physiological Sciences from the University of Chicago (1979) and a  
19 M.B.A. from the College of Saint Rose (1994). My resume is attached as  
20 Exhibit 1.

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23 Q. Please state your current job responsibilities.

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A. In my capacity as Chief of the Toxicological Assessment Section, I direct ten professional staff with various scientific backgrounds. My duties include health risk assessment of human exposure to chemicals; development of scientific documentation to serve as the basis for policy decisions on standards and guidelines for chemical contaminants in air, water, soil, food and consumer products; and coordination of responses to inquiries regarding the toxicity of chemicals. These responsibilities entail evaluations of toxicological and epidemiological studies on chemicals found in the environment and assessments of the human health risks associated with exposure to such chemicals.

Q. Why are you providing this testimony?

A. On January 24, 2002, the New York State Board on Electric Generation Siting and the Environment (“Siting Board”) issued an order to hold an evidentiary hearing on the issue of air quality impacts of PM2.5 as it relates to the Applicant’s East River Repowering Project (ERRP). To that end, the parties were directed to address a series of questions. My testimony addresses Siting Board question 2.

What is the state of the science regarding PM2.5 and its health effects, and what is known about the general health impacts, and health risks associated with PM2.5?

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In addition, my testimony provides a characterization of the potential public health impacts of emissions of PM2.5 from the ERRP based on modeling analyses conducted by the Applicant.

Q. Briefly describe your qualifications to provide testimony on the health effects of PM2.5.

A. I am familiar with the health effects of PM2.5, and other pollutants, from reviewing and commenting on the literature in the course of carrying out my DOH job responsibilities. In addition, I am the principal investigator on a study examining the effects of particulate matter and its various constituents and other air pollutants on acute asthma exacerbations.

Q. What is PM2.5?

A. PM2.5 is particulate matter with a mean aerodynamic diameter of 2.5 microns or less and is generally measured in units of mass per unit volume (e.g., micrograms per cubic meter).

Q. Can you briefly summarize the state of the science about PM2.5 and its

1 health effects?

2

3 A. Yes. Exposure to PM2.5 and subsequent health effects has been the  
4 subject of extensive research and integrative reviews (e.g., US EPA,  
5 1996, US EPA, 2001, California Air Resources Board, 2001). The US  
6 EPA (2001) and California Air Resources Board (2001) documents are  
7 currently draft public documents that summarize, in part, knowledge about  
8 the health effects of PM2.5. A significant portion of this research is  
9 comprised of epidemiological studies. These studies, as summarized in  
10 the integrative reviews and reports referenced therein, have generally  
11 found associations between changes in PM2.5 concentrations in ambient  
12 (outdoor) air and changes in various health endpoints. The California Air  
13 Resources Board (2001) characterized the data on particulate matter and  
14 health effects as meeting the generally accepted guidelines for causal  
15 inferences from epidemiological studies. The health effects associated  
16 with exposure to PM2.5 include a variety of respiratory and cardiovascular  
17 endpoints, such as changes in airway peak flow measurements,  
18 alterations in heart rate variability, symptom reporting (cough, asthma,  
19 upper and lower respiratory), hospitalizations and emergency department  
20 visits for asthma, chronic obstructive pulmonary disease (COPD), and  
21 increased mortality. The elderly, children and people with lung or heart  
22 disease or asthma are among those often thought to potentially be more  
23 sensitive to exposures to airborne particles. The epidemiological studies

1 are fairly consistent in associating increases in ambient PM2.5 with  
2 increases in adverse health outcomes; most of the time, although not  
3 always, the increase in adverse health outcomes is statistically significant.  
4 In addition, there are a limited number of laboratory studies using animals  
5 or humans under controlled exposure conditions that link fine particles to  
6 alterations in cardiovascular and respiratory features (US EPA, 2001).  
7 The laboratory studies provide some biological plausibility for the health  
8 effects observed in the epidemiological studies.

9  
10 PM2.5 is not a single chemical entity and its composition and physical  
11 characteristics vary across locations and time and may influence PM2.5  
12 toxicity. In addition, the amounts of gaseous co-pollutants (such as sulfur  
13 dioxide (SO<sub>2</sub>), nitrogen dioxide (NO<sub>2</sub>), and ozone) may also influence the  
14 association of health effects with PM2.5. Some individual components of  
15 PM2.5 have been evaluated to assess whether they can explain the  
16 toxicity of PM2.5. For instance, the World Health Organization (2000),  
17 stated that there was emerging evidence “that constituents of PM2.5, such  
18 as sulphates and strongly acidic particles, are sometimes better predictors  
19 of health effects than PM2.5.” US EPA (2001) characterized recent  
20 studies that examined the role of sulfates on mortality as generally, but not  
21 always, noting an association of sulfates with mortality, and suggesting  
22 that discrepancies in the relative significance of sulfate or other  
23 components may vary across studies because of differences in their

1 concentrations. Similarly, epidemiological or laboratory studies have  
2 attempted to assess the potential health impacts of other components  
3 (e.g., nitrate, elemental carbon, organic carbon, metals) of PM2.5. Some  
4 of these studies suggest a greater or lesser role for a specific component  
5 of PM2.5. Definitive conclusions attributing health effects to specific  
6 components of PM2.5 are tenuous.

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9 Q. What is the magnitude of health risks associated with increases in PM2.5?

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11 A. A variety of risk estimates for various health endpoints have been reported  
12 for increases in PM2.5 and are described in detail in US EPA (2001). The  
13 magnitude of the estimated increase varies among studies, as do the  
14 concentration ranges of PM2.5 in the studies. The epidemiological studies  
15 to date have not identified a threshold, or a concentration below which no  
16 effects are observed. As such, at this time, a reasonable assumption is  
17 that any increase in PM2.5 exposure is associated with some increase in  
18 risk of adverse health effects.

19  
20 For instance, US EPA (2001) generally estimates a 2 to 8% increase in  
21 mortality for a 25 micrograms per cubic meter increase in PM2.5. US  
22 EPA's estimates for increases in respiratory hospital admissions generally  
23 range from 5 to 15% for a 25 micrograms per cubic meter increase in

1 PM2.5 (US EPA, 2001).

2  
3 Another way of describing or estimating the risk is illustrated in an article  
4 by Pope et al. (1995). The authors reported a correlation between median  
5 fine particulate (PM2.5) concentration and mortality rates and estimated  
6 that a yearly average increase in fine particles of 1 microgram/cubic meter  
7 was correlated with an estimate of 8 additional deaths/year/100,000  
8 people.

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11 Q. Are there any limitations, or uncertainties with these quantitative risk  
12 estimates?

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14 A. Yes. Health risk estimates for any chemical or pollutant involve  
15 uncertainties. In the case of PM2.5, human health studies fairly  
16 consistently observe an association between increases in PM2.5 and  
17 health effects at concentrations generally occurring in urban  
18 environments. These factors strengthen confidence in PM2.5 risk  
19 characterizations.

20  
21 Since the magnitude of the estimates of incremental increase in risk varies,  
22 and the risk estimates are based on relatively large differences in PM2.5  
23 concentrations, uncertainty exists in extrapolating to smaller incremental

1 changes. Also, many of the risk estimates are calculated from studies with  
2 different background concentrations of PM<sub>2.5</sub>, different amounts of specific  
3 constituents in PM<sub>2.5</sub>, and with different air sampling methods. Any or all  
4 of these factors may contribute variability and uncertainty to the risk  
5 estimates.

6  
7 Factoring other pollutants, such as gaseous pollutants (e.g., SO<sub>2</sub>, NO<sub>2</sub>, and  
8 ozone) into the analyses may change a risk estimate. For instance, US  
9 EPA (2001) reported that when Krewski et al. (2000) factored SO<sub>2</sub> into a  
10 reanalysis of Pope et al. (1995) mortality risk estimate for PM<sub>2.5</sub>, the risk  
11 estimate attributable to PM<sub>2.5</sub> was greatly reduced. The individual  
12 epidemiological studies vary in the extent to which they control for various  
13 gaseous pollutants, which increases the variation and uncertainty in  
14 different PM<sub>2.5</sub> risk estimates. In addition, different studies that factor  
15 gaseous pollutants into the risk estimates may observe different  
16 magnitudes of effect for those gaseous pollutants.

17  
18 It may not be accurate to assume that all of the PM<sub>2.5</sub> mass from different  
19 emission sources (e.g. burning natural gas, burning diesel fuel) is of equal  
20 toxicity. Differences in the physical/chemical characteristics (e.g., size,  
21 pH) or the specific constituents (e.g., sulfate, nitrate, elemental carbon,  
22 organic carbon, metals) of PM<sub>2.5</sub> may influence toxicity.

23

1 The variation in risk estimates also may reflect the uncertainties around  
2 the assumed exposure used to derive the estimates. An individual's  
3 actual exposure to particulate matter, or any other air pollutant, is a  
4 function of his or her behavior and activity pattern. The use of ambient air  
5 monitoring data from a community-based monitor as a surrogate for  
6 personal exposure may over or underestimate exposure. There are  
7 indoor and localized, outdoor sources of fine particles as well as regional  
8 background concentrations, and exposure varies as people move from  
9 one microenvironment to another. The concentration of the particles, the  
10 time spent and personal activity level in each environment will influence  
11 total exposure.

12  
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14 Q. Is there a federal standard for PM2.5?

15  
16 A. Yes. In 1996 US EPA proposed, and in 1997 established, new National  
17 Ambient Air Quality Standards (NAAQS) to regulate particulate matter.  
18 The annual PM2.5 standard is 15 micrograms per cubic meter based on  
19 the 3-year average of annual, arithmetic mean PM2.5 concentrations from  
20 single or multiple community-oriented monitors, and 65 micrograms per  
21 cubic meter, based on the 3-year average of the 98th percentile of 24-hour  
22 PM2.5 concentrations at each population-oriented monitor within an area.  
23 As noted in the Federal Register (1997) "The Act does not require the

1 Administrator to establish a primary NAAQS at a zero-risk level, but rather  
2 at a level that reduces risk sufficiently so as to protect public health with  
3 an adequate margin of safety.”  
4  
5

6 Q. Has the Applicant estimated the annual average incremental change in  
7 PM2.5 concentrations in the area surrounding ERRP?  
8

9 A. Yes, but since this is not my area of expertise I have not evaluated the  
10 modeling methods or the validity of the modeling results. The Applicant  
11 performed dispersion modeling to estimate the net changes in annual  
12 average concentrations of PM2.5, as well as PM10 (particulate matter with  
13 a mean aerodynamic diameter of 10 micrometer or less), SO<sub>2</sub> and NO<sub>2</sub>  
14 resulting from removal of the Waterside Station from service, operation of  
15 the ERRP, and Con Edison's Emissions Reduction Program. The results,  
16 for ground level and elevated receptors in Zip Codes 10002, 10003, 10009  
17 and 10010 are presented in Tables 2-1 and 2-2 of a technical report  
18 (Mendez, 2001) that was distributed to all parties on April 12, 2001. A  
19 copy of Section 2 of that report, which presents estimates of incremental  
20 changes in concentrations to PM2.5, PM10, SO<sub>2</sub> and NO<sub>2</sub> resulting from  
21 operation of the ERRP, is attached herein as Exhibit 2.  
22  
23

1 Q. What were the results of this modeling for incremental impacts at ground-  
2 level receptors?

3  
4 A. The air quality modeling results for net impacts of the ERRP indicate that  
5 annual average levels of PM<sub>2.5</sub> will be reduced for ground-level receptor  
6 locations in the three Zip Code areas surrounding the facility. Only in Zip  
7 Code 10002 was there an increase (0.012 micrograms per cubic meter  
8 under "typical" operating conditions, and 0.056 micrograms per cubic  
9 meter under "reasonable worst case" operating conditions) in PM<sub>2.5</sub> levels  
10 averaged over the Zip Code. In the three other Zip Codes, while there  
11 were PM<sub>2.5</sub> increases at some locations, the spatially averaged PM<sub>2.5</sub>  
12 levels decrease at ground level receptors by increments ranging from  
13 -0.003 to -0.035 micrograms per cubic meter.

14  
15 At specific locations where PM<sub>2.5</sub> concentrations were predicted to  
16 increase, the increase was small. Specifically, the largest estimated  
17 increase in PM<sub>2.5</sub> at a specific location was 0.095 micrograms per cubic  
18 meter at a location in Zip Code 10002 under a "reasonable worst case"  
19 scenario. For the other three Zip Codes, the maximum estimated increase  
20 in PM<sub>2.5</sub> ranged from 0.018 to 0.082 micrograms per cubic meter under a  
21 "reasonable worst case" scenario.

22

1           Levels of SO<sub>2</sub> and NO<sub>2</sub> were projected to decrease at all locations in all  
2           four of these Zip Codes.

3

4

5   Q.    What were the results for incremental impacts at elevated receptor  
6           locations?

7

8   A.    The estimated changes in net air impacts for elevated receptor locations  
9           (for example, tops of buildings) in the four Zip Codes are presented in  
10          Table 2-2 of the Mendez report. Under “typical” operating conditions,  
11          annual average concentrations of PM<sub>2.5</sub>, PM<sub>10</sub>, SO<sub>2</sub> and NO<sub>2</sub> are  
12          expected to decrease at all modeled receptor locations.

13

14          Under “reasonable worst case” operating conditions, annual average  
15          PM<sub>2.5</sub> concentrations were predicted to be unchanged over all four Zip  
16          Codes, and annual average PM<sub>10</sub>, SO<sub>2</sub>, and NO<sub>2</sub> concentrations were  
17          predicted to decrease over all four Zip Codes. The largest predicted  
18          increase in annual average PM<sub>2.5</sub> concentrations, under “reasonable  
19          worst case” operating conditions, at an elevated receptor location is 0.197  
20          micrograms per cubic meter. The annual average concentrations of SO<sub>2</sub>  
21          and NO<sub>2</sub> are expected to decrease at all elevated receptor locations.

22

23

1 Q. Have you drawn any conclusions based on the modeling results in Dr.  
2 Mendez's report?

3

4 A. Yes. The concentrations of PM2.5 in most cases decrease and in those  
5 cases where an increase is projected, the increase is low. Furthermore,  
6 SO<sub>2</sub> and NO<sub>2</sub> levels decrease under all scenarios. To the extent that  
7 small increases in PM2.5 would occur at some locations, the decreases in  
8 SO<sub>2</sub> and NO<sub>2</sub> may minimize any potential slight increase in risk. In  
9 addition, since PM2.5 concentrations are estimated to decrease in most  
10 areas around the community, most individuals' exposure would be less  
11 than that estimated by assuming the highest concentration is reflective of  
12 actual exposure to PM2.5 from the ERRP. Considering that the modeled  
13 impacts of PM2.5 are low and often decrease, the projected decreases in  
14 SO<sub>2</sub> and NO<sub>2</sub>, and the state of the science on PM2.5 health effects, the  
15 proposed project is not likely to significantly increase risks to public health  
16 and could be determined to be compatible with public health.

17

18

19 Q. Does this conclude your testimony?

20

21 A. Yes.

22

23

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1   References

2   California Environmental Protection Agency – Air Resources Board and Office of  
3       Environmental Health and Hazard Assessment, Review of the California  
4       Ambient Air Quality Standards for Particulate Matter and Sulfates – Public  
5       Review Draft, November 30, 2001.

6

7   Federal Register, Environmental Protection Agency 40 CFR Part 50 National  
8       Ambient Air Quality Standards for Particulate Matter; Final Rule. Vol. 62,  
9       No. 138, 38652-38701, July 18, 1997.

10

11   Krewski D, Burnett RT, Goldberg MS, Hoover K, Siemiatycki J, Jerrett M,  
12       Abrahamowicz M, White WH. Reanalysis of the Harvard Six Cities study  
13       and the American Cancer Society study of particulate air pollution and  
14       mortality. A special report of the Institute's Particle Epidemiology  
15       Reanalysis Project. Cambridge, MA: Health Effects Institute, 2000.

16

17   Mendez W. Technical Report in Support of Rebuttal Testimony of William M.  
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20

21   Pope CA III, Thun MJ, Namboodiri MM, Dockery DW, Evans JS, Speizer FE,  
22       Heath JR CW. Particulate air pollution as a predictor of mortality in a  
23       prospective study of U.S. adults. Amer. J. Respir. Crit. Care Med. 1995;

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US EPA, Air Quality Criteria for Particulate Matter, April 1996.

US EPA, Air Quality Criteria for Particulate Matter - Second External Review  
Draft, March 2001.

World Health Organization, Guidelines for Air Quality, 2000.

***DANIEL LUTTINGER, PH.D.***

**CURRENT ADDRESS**

Toxicological Assessment Section  
New York State Department of Health  
547 River St.  
Troy, NY 12180-2216

(518) 402-7820 (work)

**PROFESSIONAL EXPERIENCE**

<b>1993 - Present</b>	<b>State of New York</b> Department of Health Albany, NY 12203
	<b>Bureau of Toxic Substance Assessment</b>
1998	Research Scientist IV
1997	Research Scientist III
1993	Research Scientist II

**Major Responsibilities:**

- ▶ Section Chief (11/96 – Present) responsible for assessing toxicity of chemicals, conducting health risk assessments, and recommending guidelines and standards for contaminants in air, water, soil and food.
- ▶ Design and implement a program that evaluates environmental factors related to asthma.
- ▶ Lead a team that investigates, evaluates and conducts research on the public health implications of biological contaminants.
- ▶ Design and conduct research on potential health impact of chemicals in the environment.
- ▶ Conduct physiologically based pharmacokinetic (PBPK) analyses.
- ▶ Develop toxicity profiles for specific chemicals based on a critical review of animal and human studies.
- ▶ Prepare material for legal actions.

**1982 - 1993**     **Sterling Winthrop Pharmaceuticals Research Division**  
Rensselaer, NY 12144

**Department of Neuroscience**

1991     **Fellow**

1990    **Principal Research Investigator**  
1986    **Group Leader**  
1982    **Senior Research Biologist**

**Major Responsibilities:**

- ▶ Management and scientific direction of a neuropharmacology laboratory.
- ▶ Management and guidance/training of two Ph.D.'s and their electrophysiology and neurochemical laboratories.
- ▶ Identification of new projects for therapeutic targets for the treatment of CNS disorders (e.g., Alzheimer's disease, stroke, schizophrenia, depression).
- ▶ Project team leader for multidisciplinary drug discovery and drug development teams.
- ▶ CNS safety assessment for new drug candidates.
- ▶ Scientific review of potential drug candidates for in-licensing.
- ▶ Establishing collaborations with external researchers (e.g., imaging group at Mass. General Hospital).

**1985 - 1997**                    **Albany Medical College of Union University**  
Albany, NY 12208  
**Department of Pharmacology and Toxicology**

**Adjunct Associate Professor**

**1979 - 1982**                    **University of North Carolina**  
Chapel Hill, NC 27514

**Biological Sciences Research Center**  
**Postdoctoral Fellow**

**Major Responsibilities:**

- ▶ Establish behavioral testing paradigms.
- ▶ Assess potential neuroleptic activity of neurotensin.
- ▶ Publish original research and review articles.
- ▶ Write grants.
- ▶ Training and teaching undergraduates.

**EDUCATION**

University of Chicago, Chicago, Ill.  
Ph.D. Pharmacological and Physiological Sciences  
Fall, 1979

Carnegie-Mellon University, Pittsburgh, PA  
B.S. Mathematics, May, 1975

B.S. Psychology, May, 1975

College of Saint Rose, Albany, NY  
M.B.A., Spring, 1994

Sterling Winthrop, Inc.

Several Management Courses (e.g., frontline leadership, completed staffwork, time management)

## **PUBLICATIONS:**

Miczek, K.A. and D. Luttinger. Differential attenuation of two kinds of conditioned suppression by d-amphetamine and pentobarbital. *J. Pharmacol. Exp. Ther.* 205: 282-290, 1978.

Luttinger, D. and L.S. Seiden. Increased hypothalamic norepinephrine metabolism after water deprivation in the rat. *Brain Research.* 208: 147-166, 1981.

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State of New York  
The New York State Board of Electric  
Generation Siting and the Environment

**In the Matter of the Application of  
Consolidated Edison Company of  
New York, Inc. for a Certificate of  
Environmental Compatibility and  
Public Need Pursuant to Article X of  
the New York State Public Service  
Law to Repower its East River  
Generating Station in Manhattan,  
New York County, New York**

**Case No. 99-F-1314**

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**TECHNICAL REPORT  
IN SUPPORT OF REBUTTAL TESTIMONY OF  
WILLIAM M. MENDEZ, Jr., Ph.D**

**On Behalf of  
Consolidated Edison Company of New York, Inc.**

**April 12, 2001**

## **2. CHANGES IN EXPOSURES TO CRITERIA POLLUTANTS RESULTING FROM OPERATION OF THE ERRP**

It is fundamental to the estimation of potential health impacts of the ERRP to understand the changes in exposures to pollutants that would be associated with the ERRP operations. As noted by the project engineers, in the Supplemental Direct Testimony of Stephen A. Kurtz and the emissions report annexed as Kurtz Exhibit 1 (Kurtz 2001), upgrades to the East River Plant will result in projected increases in emissions of particulate matter and CO, and projected reductions in SO<sub>2</sub> and NO<sub>2</sub> from the facility itself. However, aggregate criteria pollutant emissions from the Con Edison Steam System are projected to be reduced, and the total emissions of the individual criteria pollutants are projected to decrease as a result of the shutdown of the Waterside Plant and shifts in load distribution among the remaining plants.

These changes in locations and amounts of emissions for Con Edison facilities result in changes in the patterns of exposures, not only in the vicinity of the ERRP itself, but also in the rest of New York City (Slack 2001). The intervenors maintain that the area of most concern is Zip Code 10009 in general, and the inhabitants of certain high-rise buildings near the ERRP in particular. A review of the net air quality impact modeling results (Slack 2001) shows that this view is not correct, and that air quality changes associated with the ERRP are widespread, and primarily positive, across New York City (and the suburbs). As will be discussed in more detail

below, areas most affected by changes in emission include not just parts of Zip Code 10009, but also most of Zip Code 10002 (which actually experiences the largest changes), a large part of Zip Code 10010, and part of Zip Code 10003.

## 2.1 Changes in Ground-Level Exposures

We begin with a discussion of changes in ground-level exposures in the Zip Codes most affected by the ERRP because these exposures are representative of the changes in ambient (outdoor) air concentrations experienced by the large majority of residential receptors for the large majority of the time. Changes in exposure levels at elevated receptors will be discussed in the following section.

As will be seen below, Zip Code 10009 is not the only area affected by ERRP emissions. The ERRP is located near the northern boundary of Zip Code 10009, just south of Zip Code 10010. Zip Code 10003 is located to the west of Zip Code 10009, and Zip Code 10002 is located to the south. Average and maximum changes in exposure have been calculated for these zip codes.

Table 2-1 shows the estimated net changes in annual average ground-level exposures to PM<sub>2.5</sub>, PM<sub>10</sub>, SO<sub>2</sub> and NO<sub>2</sub> associated with the ERRP in these four Zip Codes. A more detailed discussion of the air modeling results are provided in Mr. Slack's testimony (Slack, 2001). The values shown are the estimated average change in ground-level concentration in each Zip Code, based on all the receptor locations<sup>3</sup>, and the range of concentration changes from the lowest to highest receptor locations. A positive value in the "average" column indicates that the average concentration among all receptor locations in the Zip Code is projected to increase, while a negative number in the "average" column indicates that the average concentration is projected to decrease. These net changes include both concentration increments resulting from the ERRP and concentration decreases resulting from closing down the Waterside plant. They represent a comparison, to the best approximation, of the difference between exposures if the Steam System continued to operate as it did in recent years, and what is expected to occur when the ERRP comes on line. These are therefore the appropriate values to use in judging the potential for adverse (or positive) health impacts from the project. Projections are made for two ERRP emissions scenarios (Slack 2001), corresponding approximately to typical and reasonable worst-case combinations of load and fuel mixtures.

**Table 2-1. Net Changes in Ground-Level Exposures Associated with ERRP Operation**

<b>Zip Code 10002</b>	<b>Emissions Scenario 1</b>		<b>Emissions Scenario 2</b>	
<b>Pollutant</b>	<b>Average (ug/M3)</b>	<b>Range (ug/M3)</b>	<b>Average (ug/M3)</b>	<b>Range (ug/M3)</b>
PM <sub>2.5</sub>	0.012	-0.014 to 0.027	0.056	0.001 to 0.095
PM <sub>10</sub>	0.000	-0.033 to 0.014	0.045	-0.005 to 0.077
SO <sub>2</sub>	-0.453	-1.21 to -0.205	-0.438	-1.09 to -0.197
NO <sub>2</sub>	-0.636	-1.34 to -0.330	-0.556	-1.19 to -0.288
<b>Zip Code 10003</b>	<b>Emissions Scenario 1</b>		<b>Emissions Scenario 2</b>	
<b>Pollutant</b>	<b>Average (ug/M3)</b>	<b>Range (ug/M3)</b>	<b>Average (ug/M3)</b>	<b>Range (ug/M3)</b>

<sup>3</sup> Since the receptor grids in the Zip Codes are uniformly distributed, these values do not represent population-weighted averages.

PM2.5	-0.033	-0.056 to -0.007	-0.022	-0.040 to 0.018
PM10	-0.037	-0.063 to -0.010	-0.026	-0.046 to 0.009
SO2	-0.162	-0.384 to -0.348	-0.158	-0.373 to -0.074
NO2	-0.620	-1.02 to -0.259	-0.600	-0.986 to -0.243
<b>Zip Code 10009</b>	<b>Emissions Scenario 1</b>		<b>Emissions Scenario 2</b>	
<b>Pollutant</b>	<b>Average (ug/M3)</b>	<b>Range (ug/M3)</b>	<b>Average (ug/M3)</b>	<b>Range (ug/M3)</b>
PM2.5	-0.035	-0.091 to 0.001	-0.008	-0.072 to 0.082
PM10	-0.049	-0.125 to -0.017	-0.022	-0.091 to 0.055
SO2	-0.567	-1.57 to -0.011	-0.556	-1.55 to -0.011
NO2	-0.843	-1.78 to -0.241	-0.794	-1.67 to -0.241
<b>Zip Code 10010</b>	<b>Emissions Scenario 1</b>		<b>Emissions Scenario 2</b>	
<b>Pollutant</b>	<b>Average (ug/M3)</b>	<b>Range (ug/M3)</b>	<b>Average (ug/M3)</b>	<b>Range (ug/M3)</b>
PM2.5	-0.027	-0.074 to -0.001	-0.003	-0.041 to 0.048
PM10	-0.036	-0.099 to -0.003	-0.012	-0.065 to 0.030
SO2	-0.348	-0.972 to -0.075	-0.338	-0.952 to -0.072
NO2	-0.757	-1.34 to -0.182	-0.713	-1.27 to -0.165

The first important feature of these results is the overwhelming predominance of negative values (decreasing exposures), even for particulates. Operation of the ERRP is projected to result in decreases in exposures to most pollutants at the overwhelming majority of locations in these four Zip Codes. This is no surprise in the cases of SO<sub>2</sub> and NO<sub>2</sub>, since emissions from the ERRP would be lower than current emissions from the East River Plant. What is perhaps unexpected, however, is that the estimated PM<sub>2.5</sub> levels, whose emissions from the East River Plant would increase, also decrease at most locations. Only in Zip Code 10002 does the spatially averaged estimated PM<sub>2.5</sub> exposure increase as a result of the ERRP. In the three other Zip Codes, while PM<sub>2.5</sub> levels increase at some locations, the average ground-level PM<sub>2.5</sub> levels decrease under both emission scenarios. This occurs because decreases in emissions from the Waterside Plant offset increased emissions from the ERRP. Average exposures to PM<sub>10</sub> likewise increase only in Zip Code 10002, while exposures to SO<sub>2</sub> and NO<sub>2</sub> decrease at every receptor location in all four Zip Codes.

Another key feature of the data is the small magnitude of particulate level increases, where they do occur. Recall that in Section 1 of this report, estimated changes in projected health effects of pollutants derived from epidemiological studies were expressed in terms of increase per 10 ug/M<sup>3</sup> or per 50 ug/M<sup>3</sup> in exposures. In Table 2-1, the largest increase in average PM<sub>2.5</sub> exposure at any location is 0.095 ug/M<sup>3</sup>, which represents the maximum increase in exposure in Zip Code 10002. The maximum increment in the other three Zip Codes ranges from 0.018 to 0.082 ug/M<sup>3</sup>. The increase in average PM<sub>2.5</sub> exposure in Zip Code 10002 (the average exposure decreases in the other Zip Codes) is just 0.056 ug/M<sup>3</sup>.

While it is theoretically possible that localized increases in average particulate exposures of this magnitude might be associated with some increase in risk of adverse health effects, it is not likely that this increase could be identified in any meaningfully sized population. This is both because of the inherent uncertainty associated with exposure-response assessment for particulates,

and because normal population mobility (moving between home, school, work, shopping, or other activities) and behavior (smoking, opening windows, turning on air conditioning) would “wipe out” the effects of small changes in ambient concentration. That would also be true for day-to-day variations in pollutant exposure, which would be somewhat higher than the variations in long-term average values.

The final important feature of the data is the relatively large decreases in exposures to the gaseous pollutants (SO<sub>2</sub> and NO<sub>2</sub>) at locations where exposures to particulates are increased. In Zip Code 10002, where the average exposure to PM<sub>2.5</sub> increases by 0.056 ug/M<sup>3</sup>, average exposures to SO<sub>2</sub> and NO<sub>2</sub> are decreased by 0.438 and 0.556 ug/M<sup>3</sup>, respectively. That is, the decrease in SO<sub>2</sub> is about nine times greater than the increase in PM<sub>2.5</sub>, and the decrease in NO<sub>2</sub> levels is about 10 times the PM<sub>2.5</sub> increase. Similarly, the largest decreases in SO<sub>2</sub> and NO<sub>2</sub> exposures in the four Zip Codes are much larger (at least 10-fold) than the largest increases in PM<sub>2.5</sub> and PM<sub>10</sub> exposures. (It is fair to note, however, that the increases and decreases do not occur at the same locations, so they are not precisely offsetting.) Thus, even if it were argued that the small localized increases in PM exposures were meaningful from a health standpoint, it would also have to be admitted that the much larger decreases in SO<sub>2</sub> and NO<sub>2</sub> should also be considered, and would have offsetting, positive impacts on health. This is particularly the case, since as reviewed in Section 1, the health effects of PM, SO<sub>2</sub> and NO<sub>2</sub> are similar in character, if not in magnitude. While it is not possible to estimate the magnitudes of the health effects of small changes in particulate exposures, the presence of the large offsetting decreases in exposure to gaseous pollutants is a strong reason why the ERRP emissions will not have a net decremental impact on public health.

## 2.2 Changes in Exposure at Elevated Receptors

Changes in net air impacts associated with the ERRP were also calculated for selected elevated receptor locations (Slack 2001). As noted therein, these locations do not represent locations where populations, or even individuals, would be exposed to pollutants. Rather they represent the tops of man-made structures near the ERRP where air pollution impacts were expected to be the highest. The net air quality impacts for the elevated receptors are summarized in Table 2-2. The numbers in the “Range” column represent the lowest and highest of the average concentrations for elevated receptors in each of the four ZIP Codes (10002, 10003, 10009, 10010).

**Table 2.2. Net Changes in Air Quality Associated with the ERRP at Elevated Receptors**

Pollutant	Emissions Scenario 1		Emissions Scenario 2	
	Average, ug/M <sup>3</sup>	Range, ug/M <sup>3</sup>	Average, ug/M <sup>3</sup>	Range, ug/M <sup>3</sup>
PM <sub>2.5</sub>	-0.043	-0.164 to -0.004	0.000	-0.079 to 0.197
PM <sub>10</sub>	-0.065	-0.235 to -0.015	-0.022	-0.149 to 0.123
SO <sub>2</sub>	-0.917	-3.32 to -0.199	-0.901	-3.243 to -0.196
NO <sub>2</sub>	-1.202	-3.95 to -0.439	-1.125	-3.796 to -0.427

It can be seen that, even at these locations whose concentration levels are most affected by the ERRP, average levels of all the pollutants are expected to decrease at the elevated receptors

under emissions Scenario 1. In the case of Scenario 2, average PM<sub>2.5</sub> levels are predicted to remain unchanged within the limits of the air quality model, and average levels of all the other pollutants are expected to decrease. The largest predicted increase in long-term average PM<sub>2.5</sub> levels at any elevated receptor is 0.197 ug/M<sup>3</sup>, and the increase in PM<sub>10</sub> is 0.123 ug/M<sup>3</sup>. As was the case for the ground-level receptors, projected average decreases in SO<sub>2</sub> and NO<sub>2</sub> are substantially larger than the decreases in other pollutants.

### **2.3 Summary of Net Air Impacts Analysis**

Air quality modeling of the net impacts of the ERRP (increases from the ERRP and decreases from other plants) show that long-term average levels of PM<sub>2.5</sub>, PM<sub>10</sub>, SO<sub>2</sub> and NO<sub>2</sub> will all be reduced for the large majority of ground-level receptor locations under both emissions scenarios. The concentrations of SO<sub>2</sub> and NO<sub>2</sub> are reduced at all ground-level receptors at all locations under both scenarios. Where increases in estimated levels of PM<sub>2.5</sub> and PM<sub>10</sub> occur, they are offset by substantially larger decreases in SO<sub>2</sub> and NO<sub>2</sub>. Even at elevated receptors near the ERRP, increases in PM levels are small and offset by reductions in the levels of SO<sub>2</sub> and NO<sub>2</sub>. These findings indicate that the vast majority of New York City residents will experience improved air quality as a result of the ERRP, and suggest that even in the very circumscribed areas where increases in PM exposure may occur, the potential for adverse health effects is quite small. As noted in Section 1, exposures to residents in individual buildings are primarily determined by factors other than ambient PM levels. This fact, combined with small increase in estimated PM exposure and the large decreases in SO<sub>2</sub> and NO<sub>2</sub> levels, strongly suggest that no significant adverse effect will occur among the residents of Haven Plaza.