# SULFUR DIOXIDE MONITORING AND ANALYSIS OF THE IMPACT OF FUEL SULFUR CONTENT REGULATION

# JAMES BAY, VICTORIA, BRITISH COLUMBIA



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# MARCH 31, 2016



Prepared for the Government of British Columbia, Ministry of Environment

## Acknowledgements

Funding for data collection at Erie Station and the preparation of this report was provided by the British Columbia Ministry of Environment under a cost sharing agreement with the Greater Victoria Harbour Authority.

The author would also like to acknowledge the contributions made by the following individuals, who provided information, advice and comments during the development and drafting of this report:

| Earle Plain and Natalie Suzuki  | British Columbia Ministry of Environment                     |
|---------------------------------|--|
| Al-Nashir Charania              | Greater Victoria Harbour Authority                           |
| Marg Gardiner, Bob Vander Steen | James Bay Neighbourhood Association                          |
| Donna Spalding                  | Cruise Lines International Association – North West & Canada |
| Samantha Rosindell              | Western Stevedoring Company Ltd.                             |

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### **EXECUTIVE SUMMARY**

Previous studies<sup>1,2</sup> have established that short term peaks of sulfur dioxide (SO<sub>2</sub>) associated with cruise ship emissions in the James Bay neighbourhood could reach or exceed the current World Health Organization (WHO) 10-minute and 24-hour guidelines for ambient SO<sub>2</sub> (500  $\mu$ g/m<sup>3</sup> and 20  $\mu$ g/m<sup>3</sup> respectively).<sup>3</sup> Since 2009, the British Columbia Ministry of Environment and the Greater Victoria Harbour Authority have provided funds and partnered with Island Health, the James Bay Neighbourhood Association and researchers at the University of Victoria Geography Department to monitor and analyse local SO<sub>2</sub> levels.

The objective of this report is to compare measured levels of  $SO_2$  in 2014 and 2015 to current guidelines, and to provide an analysis of  $SO_2$  levels in light of increasingly stringent regulations on marine fuel sulfur content since 2009.

Overall, air quality guidelines were infrequently exceeded at the air quality monitoring Station in James Bay and at the regional air quality monitoring Station located at Topaz Avenue, approximately 4.5 km downwind of the cruise ship terminal:

- The World Health Organization 10-minute average guideline of 500  $\mu$ g/m<sup>3</sup> was not exceeded at either Station in 2014 or 2015.
- The British Columbia Interim 1-hour average guideline of 200  $\mu$ g/m<sup>3</sup> (based on the 99<sup>th</sup> percentile value of daily 1-hour maximums) was not exceeded at either Station in 2014 and 2015, although when considering data only from the cruise ship season, the guideline was exceeded in James Bay in 2014 (202  $\mu$ g/m<sup>3</sup>).
- The World Health Organization daily (24-hour average) guideline of 20  $\mu$ g/m<sup>3</sup> was exceeded twice at each Station in 2014, but not at any time in 2015.
- In general, more than 99 percent of hours on record at both Stations fall within the Island Health risk category of 'Good' category (92  $\mu$ g/m<sup>3</sup> or less). In 2014, eleven hours in James Bay had SO<sub>2</sub> levels in the 'Moderate' category (93 to 197  $\mu$ g/m<sup>3</sup>) and 3 in the 'Unhealthy for sensitive groups' category (198 to 485  $\mu$ g/m<sup>3</sup>), while 4 hours were in the 'Moderate' category at Topaz Station. All hours in 2015 were in the 'Good' category at both Stations.

<sup>&</sup>lt;sup>1</sup> James Bay Air Quality Study Phase I (Feb 2008) and James Bay Air Quality Study Phase II (Feb 2009). http://www.viha.ca/mho/air\_quality.htm

<sup>&</sup>lt;sup>2</sup> James Bay Air Quality Study Phase III: MAML – Mobile Air Monitoring Laboratory Data Collection Report – James Bay Air Quality Study June – August 2009 (Jan 2010). http://www.viha.ca/mho/air quality.htm

<sup>&</sup>lt;sup>3</sup> WHO (World Health Organization), 2006. WHO Air quality guidelines for particulate matter, ozone, nitrogen dioxide and sulfur dioxide – Global Update 2005. Summary of risk assessment. Available at: <u>http://www.who.int/phe/health\_topics/outdoorair\_agg/en/</u>

While the number of cruise ships calling at Ogden Point has been increasing,  $SO_2$  levels of concern have been decreasing since peaking in 2009 in James Bay. The same is true for Topaz Station, although there is some variation over time.

Normal 10-minute, hourly and daily  $SO_2$  levels were established by identifying all measured data over a number of years without cruise ships present, and all  $SO_2$  levels recorded above the normal maximums were analysed. The results show that:

- The number of 10-minute averages above normal has decreased from 463 in 2009 to 14 in 2015 in James Bay, and from 267 to 40 at Topaz Station.
- The number of hourly averages above normal has decreased from 120 in 2009 to 7 in 2015 in James Bay, and from 61 to 4 at Topaz Station.
- The number of daily averages above normal has decreased from 25 in 2009 to zero in 2015 in James Bay, and from 9 to zero at Topaz Station.

The regulation of sulfur content in marine fuels has become increasingly stringent over time, first dropping from 1.5% to 1% in 2010, then to 0.1% in 2015. Cruise ships are required to use fuels that comply with the sulfur content limit, or to use control technologies that reduce emissions to a level consistent with using compliant fuel. The analyses presented in this report support the conclusion that the regulation has been effective in reducing ambient levels of  $SO_2$  related to cruise ship emissions in the Victoria region.

## **1. Background and Objectives**

#### **1.1 Introduction**

The breakwater and docks at Ogden Point in Victoria (Figure 1) were constructed in 1914-1917, establishing a deep-water port facility to service commercial and industrial activities.<sup>4</sup> Grain and forest products were shipped for many years, although activity dwindled by the early 1980s,<sup>5</sup> and a fish processing plant operated from the late 1920s to 1990.<sup>6</sup> Passenger vessels also used the terminal, and in the 1990s, between 20 and 50 ships arrived annually. Since 2000, the main activity at Ogden Point is passenger ships. The number of cruise passengers arriving at Ogden Point increased from around 50,000 per year in 2000, to over 400,000 per year by 2009. In 2015, 227 cruise ships visited Victoria, bringing 533,000 passengers (Figure 2).<sup>7</sup>

Predominant winds tend to blow from the southwest quadrant during the cruise ship season, from the terminal across the primarily residential neighbourhood of James Bay, as shown in Figure 1 (using 2012 winds as an example). Depending on weather conditions, emissions from cruise ships approaching and departing from the terminal can be detected in the James Bay area.

In 2006, residents of James Bay approached the Vancouver Island Health Authority (now Island Health) with concerns about local air quality. Since then, the British Columbia Ministry of Environment (BC MoE) has been working collaboratively with Island Health (IH), the Greater Victoria Harbour Authority (GVHA), the James Bay Neighbourhood Association (JBNA), and researchers at the University of Victoria's Geography department, to identify and characterize emissions sources and pollutants of concern. Long-term data have been collected at four monitoring Stations in the region from 2006 onward (Figure 3). The BC MoE monitoring Station at Topaz Avenue has been in operation for several decades and is part of the National Air Pollution Surveillance (NAPS) network. With shared funding from study partners (IH and GVHA), monitoring with the BC MoE Mobile Air Monitoring Laboratory (MAML) was conducted in 2009, and at a location<sup>8</sup> on Erie Street from 2011 onward.

<sup>6</sup> Ogden Point Enhancement Society: http://www.ogdenpoint.org/about-opes/our-history/

<sup>7</sup> ibid

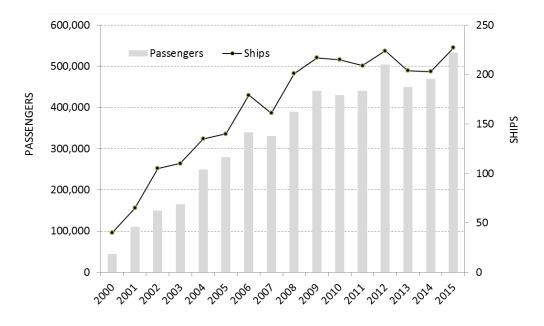
 <sup>&</sup>lt;sup>4</sup> Victoria Heritage Foundation: http://www.victoriaheritagefoundation.ca/HReg/JamesB/Dallas187.html
 <sup>5</sup> ibid

<sup>&</sup>lt;sup>8</sup> This site was moved from a 2<sup>nd</sup> floor rooftop to a 5<sup>th</sup> floor rooftop approximately 100m westward prior to the cruise ship season in 2014,



Figure 1. Study Area and Predominant Wind Direction (May-September 2012)

Figure 2. Cruise Ship Traffic at Ogden Point 2000 - 2015





### **1.2 Previous Reports**

Previous studies<sup>9,10</sup> have identified sulfur dioxide (SO<sub>2</sub>) as an air pollutant of local concern associated with the use of sulfur-containing fuels by cruise ships, and established that short term peaks in the James Bay neighbourhood could reach or exceed the current World Health Organization (WHO) 10-minute and 24-hour guidelines<sup>11</sup> for ambient SO<sub>2</sub> (500  $\mu$ g/m<sup>3</sup> and 20  $\mu$ g/m<sup>3</sup> respectively)<sup>12</sup>. In accordance with recommendations made by IH in

<sup>&</sup>lt;sup>9</sup> James Bay Air Quality Study Phase I (Feb 2008) and James Bay Air Quality Study Phase II (Feb 2009). http://www.viha.ca/mho/air\_quality.htm

<sup>&</sup>lt;sup>10</sup> James Bay Air Quality Study Phase III: MAML – Mobile Air Monitoring Laboratory Data Collection Report – James Bay Air Quality Study June – August 2009 (Jan 2010). http://www.viha.ca/mho/air quality.htm

<sup>&</sup>lt;sup>11</sup> WHO (World Health Organization), 2006. WHO Air quality guidelines for particulate matter, ozone, nitrogen dioxide and sulfur dioxide – Global Update 2005. Summary of risk assessment. Available at: <a href="http://www.who.int/phe/health">http://www.who.int/phe/health</a> topics/outdoorair agg/en/

<sup>&</sup>lt;sup>12</sup> The WHO guideline for  $SO_2$  is relatively new and is substantially more restrictive than the Provincial Air Quality Objectives. MoE has begun the process of developing new provincial guidelines to reflect current standards and science but this process takes time. VIHA has used the

 $2010^{13}$ , the GVHA partnered with the BC MoE to establish a community monitoring site in the James Bay neighbourhood (referred to as the Erie Station in this report) to measure levels of SO<sub>2</sub> from 2011 to present. The Erie site was selected after considering the results of previous dispersion modelling work and also taking into account security, power, temperature controlled environment, and communications requirements. Previous studies and reports include:

Phase 1 Report on the Results of Field Monitoring in 2007<sup>14</sup> Phase 2 Report on the Results of CALPUFF Air Quality Dispersion Modelling 2007<sup>15</sup> MAML - Mobile Air Monitoring Laboratory Data Collection Report 2009<sup>16</sup> Sulfur Dioxide Levels - 2011 James Bay<sup>17</sup> Sulfur Dioxide Levels - 2012 James Bay<sup>18</sup> Sulfur Dioxide Levels - 2013 James Bay<sup>19</sup>

#### **1.3 Objectives of this Report**

This report provides an analysis of  $SO_2$  levels in 2014 and 2015, in relation to current ambient air quality guidelines (Table 1). In addition, analyses of changes in  $SO_2$  levels related to the regulation of marine fuel sulfur content are included.

WHO guideline in their health assessment as it better reflects current understanding of health effects of  $SO_{2}$ .

<sup>13</sup> Health Review and Response to James Bay Phase III Air Quality Monitoring (June 2010). http://www.viha.ca/mho/air\_quality.htm

<sup>14</sup> James Bay Air Quality Study Team (2008). James Bay Air Quality Study Phase I. Report on the Results of Field Monitoring in 2007. Prepared for the Vancouver Island Health Authority.

<sup>15</sup> James Bay Air Quality Study Team (2009). James Bay Air Quality Study Phase II Report on the Results of CALPUFF Air Quality Dispersion Modelling 2007. Prepared for the Vancouver Island Health Authority.

<sup>16</sup> Poplawski K and Setton E. (2010). MAML – Mobile Air Monitoring Laboratory Data Collection report – James Bay Air Quality Study June – August 2009. Prepared for the Vancouver Island Health Authority and the British Columbia Ministry of Environment.

<sup>17</sup> Setton E. and Poplawski K. Sulfur Dioxide Levels – 2011 James Bay, Victoria, British Columbia. August 2012. Prepared for the British Columbia Ministry of Environment.

<sup>&</sup>lt;sup>18</sup> Setton E, Poplawski K and Ma C. (2013). Sulfur Dioxide Levels – 2012 James Bay, Victoria, British Columbia. Prepared for the British Columbia Ministry of Environment.

<sup>&</sup>lt;sup>19</sup> Setton E and Poplawski K. (2014). Sulfur Dioxide Levels – 2013 James Bay, Victoria, British Columbia. Prepared for the British Columbia Ministry of Environmnent.

| Period                                      | Organization                                    |                                | Level (µg/m³)  |
|---|---|--------------------------------|----------------|
| 10-minute average                           | World Health Organization guideline             |                                | 500            |
| 1-hour average*                             | BC Ministry of Environment<br>Interim Objective |                                | 200            |
| 1-hour average                              | Island Health Risk Guide                        | Good                           | 92 or less     |
|   |   | Moderate                       | 93 to 197      |
|   |   | Unhealthy for sensitive groups | 198 to 485     |
|   |   | Unhealthy                      | 486 and higher |
| 24-hour average                             | World Health Organization                       |                                | 20             |
| Maximum Acceptable<br>Annual hourly average | Canada  |                                | 30             |

#### Table 1. Current air quality guidelines for sulfur dioxide

\* calculated as the 99<sup>th</sup> percentile of the daily maximum 1-hour average over one calendar year.

## 2. Methods

**Analyses of SO<sub>2</sub> levels for 2014 and 2015.** Raw 10-minute SO<sub>2</sub> data from Topaz and Erie Stations were provided by BC MoE staff. The 10-minute data were adjusted to account for instrument drift using the same adjustment levels applied to the 1-hour data, as supplied by the BC MoE. Remaining negative values in the raw data were deleted after adjustment, or when no adjustment value was provided.

All 1-hour and 24-hour SO<sub>2</sub> data from Topaz and Erie Stations for 2014 and 2015 were downloaded from the BC MoE website and adjusted from Pacific Standard Time to Pacific Daylight Savings Time.<sup>20</sup>

All instruments were maintained and calibrated by MoE staff. Instrument calibration and audit records for Topaz and Erie Stations are available on request to BC MoE.

All measured levels were converted from parts per billion (ppb) to micrograms per cubic meter ( $\mu$ g/m<sup>3</sup>) as follows:

 $SO_2 ppb * 2.62 = SO_2 (\mu g/m^3)$ 

**Analyses of changes in air quality over time.** For the analyses presented in Section 4, we relied on SO<sub>2</sub> data used for previous reports as well as the 2014 and 2015 SO<sub>2</sub> data described above. In addition, hourly and 24-hour average data for nitric oxide (NO), nitrogen dioxide (NO<sub>2</sub>) and fine particulates ( $PM_{2.5}$ ) measured at Topaz Station from 2006 onward were downloaded from the BC MoE website and adjusted from Pacific Standard Time to Pacific Daylight Savings Time.<sup>21</sup>

Measured levels of NO and NO<sub>2</sub> were converted from parts per billion (ppb) to micrograms per cubic meter ( $\mu g/m^3$ ) as follows:

NO ppb \* 1.3 = NO (μg/m<sup>3</sup>) NO<sub>2</sub> ppb \* 1.9 = NO<sub>2</sub> (μg/m<sup>3</sup>)

Fine particulates ( $PM_{2.5}$ ) were reported by MoE in ( $\mu g/m^3$ ) and did not require conversion; however, two kinds of instruments were used to measure  $PM_{2.5}$  at Topaz Station. From 2006 to 2009,  $PM_{2.5}$  was measured with a TEOM (Tapered Element Oscillating Microbalance) instrument. In 2009, a transition occurred to a Federal Equivalency Method Beta Attenuation Mass (FEM BAM) 1020 instrument in order to more accurately measure

<sup>&</sup>lt;sup>20</sup> Data download at <u>http://envistaweb.env.gov.bc.ca/</u>

<sup>&</sup>lt;sup>21</sup> Ibid.

PM<sub>2.5</sub> during the winter months.<sup>22</sup> For this report, the TEOM data were used for 2006 to 2009, and the FEM BAM 1020 data were used from 2010 onward.

Cruise ship arrivals and departures (recorded as first line and last line in Pacific Daylight Savings Time) for 2006 to 2015 from Western Stevedoring Company Ltd. and were used to identify data from periods without and without cruise ships present. Monitoring data were coded as 'cruise ship present' using the arrivals and departures data as follows:

- All 10-minute averages on a given day were coded as 'cruise ship present' if a ship had a recorded first or last line at any point within the 24-hour period. Given frequent departures near midnight and the possibility of higher SO<sub>2</sub> levels immediately after last line but technically on the following day, un-coded data were sorted from high to low, and beginning with the highest 10 minute level, were checked against the cruise ship schedule and coded as 'cruise ship present' if within 1 hour of a departure. All remaining 10-minute intervals were coded as 'cruise ship not present' and used to identify the normal maximum measured without cruise ships present.
- Hourly data were coded as 'cruise ship present' if a ship had a recorded first or last line at any point within the hour. All un-coded data were then sorted from high to low, and beginning with the highest hourly level, each was checked against the schedule and coded as 'cruise ship present' if within 1 hour +/- of an arrival or departure, to account for emissions while manoeuvering near dock. This was repeated until the highest level was encountered at which no cruise ship was present +/- 2 hours of arrival or departure. All remaining hourly intervals were coded as 'cruise ship not present' and used to identify the normal maximum measured without cruise ships present.
- 24-hour data were coded as 'cruise ship present' if a ship had a recorded first or last line at any point within the 24-hour period. All remaining 24-hour intervals were coded as 'cruise ship not present' and used to identify the normal maximum measured without cruise ships present.

Wind speed and direction data for Topaz Station were downloaded from the BC MoE website.<sup>23</sup> Ogden Point wind speed and direction data were provided by the Greater Victoria Harbour Authority.

<sup>&</sup>lt;sup>22</sup> Senes Consultants. 2014. Air Quality in the Capital Regional District 2012. Prepared for the BC Ministry of Environment. <u>http://www.bcairquality.ca/reports/pdfs/crd\_2012\_report.pdf</u>

<sup>&</sup>lt;sup>23</sup> Data download at <u>http://envistaweb.env.gov.bc.ca/</u>

### 3. SO<sub>2</sub> Levels

#### 3.1 Ten-minute SO<sub>2</sub> Levels

The World Health Organization (WHO) 10-minute guideline of  $500 \ \mu g/m^3$  has been exceed four times during the years included in this report: three times in 2009 when SO<sub>2</sub> was being measured by the BC MoE MAML, and once in 2012, at Erie Station (Table 2). Ten-minute levels above 50% of the guideline occurred more frequently in James Bay (17 times) than at Topaz Station (2 times) (Table 3). Details for the 17 intervals reported in 2014 at Erie Station are provided in Table 4.

Health Canada has recently completed an assessment of the health effects of exposure to SO<sub>2</sub>.<sup>24</sup> Based on extensive reviews of epidemiological studies, the assessment recommends that:

"the current National Ambient Air Quality Objectives be revised or new Ambient Air Quality Objectives or Standards be introduced with consideration of the following: 1. The strongest evidence of causality was between short term  $SO_2$  exposures and respiratory morbidity, based largely on the 5-10 minute controlled human exposure studies. A 10-min human health reference concentration of 67 ppb [175  $\mu$ g/m<sup>3</sup>] has been identified in the assessment. " (pg. 123)

This suggests that a future Canadian 10-minute guideline could be lower than the current World Health Organization's 10-minute guideline of 500  $\mu$ g/m<sup>3</sup>. If a 10-minute guideline level of 175  $\mu$ g/m<sup>3</sup> was in fact adopted, it would have been exceeded 45 times in James Bay in 2014, and only twice in 2015; while at Topaz Station, it would have been exceeded five times in 2014, and at no time in 2015.

|                   | $SO_2(\mu g/m^3)$ |      |      |      |      |      |      |
|-------------------|-------------------|------|------|------|------|------|------|
|                   | 2009              | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
| MAML/Erie Station | 3*                | NA** | 0    | 1    | 0    | 0    | 0    |
| Topaz Station     | 0                 | NA** | 0    | 0    | 0    | 0    | 0    |

| Table 2. Number of 10-minute intervals at or above WHO guideline |
|--|
| (during cruise season May 1st to Sept 30th)                      |

\* SO<sub>2</sub> was measured at MAML Station May 26<sup>th</sup> to August 24<sup>th</sup> only.

\*\*SO<sub>2</sub> was not measured in James Bay in 2010 so no data are provided for this year.

<sup>&</sup>lt;sup>24</sup> Health Canada (2016). Human Health Risk Assessment for Sulphur Dioxide Analysis of Ambient Exposure to and Health Effects of Sulphur Dioxide in the Canadian Population. Available at <a href="http://publications.gc.ca/collections/collection\_2016/sc-hc/H144-29-2016-eng.pdf">http://publications.gc.ca/collections/collection\_2016/sc-hc/H144-29-2016-eng.pdf</a>

| Table 3. Number of 10-minute average levels above 50% of WHO Guideline |
|--|
| (during cruise season May 1st to Sept 30th)                            |

|                   | SO <sub>2</sub> (μg/m <sup>3</sup> ) |      |      |      |      |      |      |
|-------------------|--------------------------------------|------|------|------|------|------|------|
|                   | 2009                                 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
| MAML/Erie Station | 59*                                  | NA** | 17   | 6    | 1    | 17   | 0    |
| Topaz Station     | 1                                    | NA** | 0    | 2    | 0    | 0    | 0    |

\* Measured at MAML Station

 $^{**}\mathrm{SO}_2$  was not measured in James Bay in 2010 so no data are provided for this year.

| Date       | Time     | $SO_2(\mu g/m^3)$ | Ships Present (up to 1 hour +/-)            |
|------------|----------|-------------------|---|
| 09/05/2014 | 8:00 PM  | 292               |   |
|            | 8:10 PM  | 408               |   |
|            | 8:40 PM  | 362               | GOLDEN PRINCESS, WESTERDAM, ZUIDERDAM       |
|            | 8:50 PM  | 492               |   |
|            | 9:00 PM  | 334               |   |
| 30/05/2014 | 6:50 PM  | 253               | GOLDEN PRINCESS, WESTERDAM, NORWEGIAN JEWEL |
| 11/07/2014 | 7:00 PM  | 317               | GOLDEN PRINCESS, WESTERDAM, NORWEGIAN JEWEL |
|            | 7:10 PM  | 451               | GOLDEN PRINCESS, WESTERDAW, NORWEGIAN JEWEL |
| 12/07/2014 | 6:30 PM  | 285               | AMSTERDAM, NORWEGIAN PEARL, GRAND PRINCESS  |
| 26/07/2014 | 2:20 PM  | 471               | STAR PRINCESS                               |
|            | 2:30 PM  | 327               | STAR PRINCESS                               |
| 15/08/2014 | 6:50 PM  | 329               | GOLDEN PRINCESS, WESTERDAM, NORWEGIAN JEWEL |
| 29/08/2014 | 7:10 PM  | 271               |   |
|            | 8:00 PM  | 276               |   |
|            | 8:10 PM  | 300               | GOLDEN PRINCESS, WESTERDAM, NORWEGIAN JEWEL |
|            | 8:20 PM  | 325               |   |
| 09/09/2014 | 10:30 PM | 295               | CARNIVAL MIRACLE                            |

#### Table 4. 10-minute average levels above 50% of WHO guideline – Erie Station 2014

#### 3.2 Hourly SO<sub>2</sub> Levels

The BC Interim Objective for SO<sub>2</sub> is  $200\mu$ g/m<sup>3</sup>, measured as the 99<sup>th</sup> percentile of the daily maximum hourly averages over a full year; however, SO<sub>2</sub> was measured only during the cruise ship season at MAML Station (2009) and Erie Station (2011-2014) in James Bay. In this report, the 99<sup>th</sup> percentile of daily maximum hourly averages has been calculated using data only from the cruise ship season to facilitate comparisons between years and monitoring sites. In addition, when possible, the 99<sup>th</sup> percentile of daily maximum hourly averages are provided for both the cruise ship season and the entire year: Topaz Station (2006 – 2015) and Erie Station (2015)(Table 5).

The 99<sup>th</sup> percentile of daily 1-hour maximums has varied at Erie Station, but was substantially lower in 2015 compared to previous years. At Topaz Station, the highest values occurred in 2008 and 2009, while the lowest values have occurred in 2011, 2013, and 2015. Notably, the BC Interim Objective was not exceeded at Topaz Station in any year, regardless of the period analyzed (cruise ship season only versus full year).

# Table 5. Annual 99th percentile of daily maximum 1-hour average SO2 levels 2006- 2015(during cruise season May 1st to Sept 30th)

|                                    |      | $SO_2(\mu g/m^3)$ |      |      |      |      |      |      |      |      |
|------------------------------------|------|-------------------|------|------|------|------|------|------|------|------|
|                                    | 2006 | 2007              | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
| Erie Station<br>(May 1 – Sept 30)  |      |                   |      | 413* |      | 204  | 175  | 133  | 202  | 48   |
| Erie Station<br>(full year)        |      |                   |      |      |      |      |      |      |      | 46   |
| Topaz Station<br>(May 1 – Sept 30) | 69   | 71                | 121  | 128  | 112  | 60   | 80   | 39   | 108  | 47   |
| Topaz Station<br>(full year)       | 60   | 53                | 106  | 116  | 78   | 51   | 72   | 37   | 42   | 51   |

\* SO<sub>2</sub> was measured at MAML Station May 26<sup>th</sup> to August 24<sup>th</sup> only. This level would likely be lower if more data were available.

Island Health (formerly Vancouver Island Health Authority) has defined risk categories for ambient SO<sub>2</sub> levels (Appendix A). In general, more than 99 percent of the hours on record at all Stations fall within the 'Good' category (Tables 6 and 7). In James Bay, 2009 had the highest number of hours in the 'Moderate' and 'Unhealthy for Sensitive Groups' categories. In 2015, all hours recorded at Erie Station were in the 'Good' category. Topaz Station has occasionally had hours in the 'Moderate' category, with the highest number of hours seen in 2008 and 2009.

|       | _        | Number of Hours (May 1 – Sept 30) |                 |                  |             |  |  |  |  |
|-------|----------|-----------------------------------|-----------------|------------------|-------------|--|--|--|--|
|       | Valid    | Good                              | Moderate        | Unhealthy for    | Unhealthy   |  |  |  |  |
|       | Hours    |                                   |                 | Sensitive Groups |             |  |  |  |  |
|       | (May 1 – |                                   | _               |                  |             |  |  |  |  |
|       | Sept 30) | 0 to 92 μg/m <sup>3</sup>         | 93 to 198 μg/m³ | 198 to 485 μg/m³ | > 485 µg/m³ |  |  |  |  |
| 2009* | 2,012    | 1,944                             | 37              | 31               | 0           |  |  |  |  |
| 2010  | **       |                                   |                 |                  |             |  |  |  |  |
| 2011  | 3,415    | 3,463                             | 19              | 2                | 0           |  |  |  |  |
| 2012  | 3,561    | 3,574                             | 11              | 2                | 0           |  |  |  |  |
| 2013  | 3,636    | 3,574                             | 8               | 0                | 0           |  |  |  |  |
| 2014  | 3,568    | 3,554                             | 11              | 3                | 0           |  |  |  |  |
| 2015  | 3,528    | 3,528                             | 0               | 0                | 0           |  |  |  |  |

# Table 6. Hourly SO2 levels by Health Risk Guide Categories – MAML and Erie Stations (during cruise season May 1st to Sept 30th)

\* Measured at MAML Station May 26<sup>th</sup> to August 24<sup>th</sup> only.

 $**SO_2$  was not measured in James Bay in 2010 so no data are provided for this year.

#### Table 7. Hourly SO<sub>2</sub> levels by Health Risk Guide Categories – Topaz Station

(during cruise season May 1st to Sept 30th)

|      | _        |                           | Number of Hours | (May 1 – Sept 30) |             |
|------|----------|---------------------------|-----------------|-------------------|-------------|
|      | Valid    | Good                      | Moderate        | Unhealthy for     | Unhealthy   |
|      | hours    |                           |                 | Sensitive Groups  |             |
|      | (May 1 – |                           |                 |                   |             |
|      | Sept 30) | 2                         |                 | 2                 |             |
|      |          | 0 to 92 μg/m <sup>3</sup> | 93 to 198 μg/m³ | 198 to 485 μg/m³  | > 485 μg/m³ |
| 2006 | 3,672    | 3,672                     | 0               | 0                 | 0           |
| 2007 | 3,672    | 3,672                     | 0               | 0                 | 0           |
| 2008 | 3,672    | 3,663                     | 9               | 0                 | 0           |
| 2009 | 3,672    | 3,662                     | 10              | 0                 | 0           |
| 2010 | 3,672    | 3,667                     | 5               | 0                 | 0           |
| 2011 | 3,672    | 3,672                     | 0               | 0                 | 0           |
| 2012 | 3,672    | 3,671                     | 1               | 0                 | 0           |
| 2013 | 3,672    | 3,672                     | 0               | 0                 | 0           |
| 2014 | 3,490    | 3,486                     | 4               | 0                 | 0           |
| 2015 | 3,499    | 3,499                     | 0               | 0                 | 0           |

#### 3.3 Daily SO<sub>2</sub> Levels

The World Health Organization guideline of 20 ug/m<sup>3</sup> has been exceeded a number of times during the years included in this report (Table 8). Most notably, the highest number of days exceeding this guideline was observed at MAML Station in 2009, between May 26<sup>th</sup> and August 24<sup>th</sup> of that year. In all other years at Erie Station, only a few days exceeded the guideline, with the exception of 2015 when no 24-hour average level was above 20 ug/m<sup>3</sup>.

All days with 24-hour average levels above the guideline were associated with the presence of cruise ships. As previous reports have shown, the days on which the guideline was exceeded at stations in James Bay (MAML or Erie) are often not the same days when the guideline was exceeded at Topaz Station, suggesting weather conditions play a role in where peak  $SO_2$  levels are experienced.<sup>25</sup> As an example, Tables 9 and 10 show the dates and cruise ships present on the days the guideline was exceeded in 2014 at Erie Station and Topaz Station respectively.

# Table 8. Number of 24-hour averages at or above the WHO guideline(during cruise season May 1st to Sept 30th)

|                   |      | SO <sub>2</sub> (μg/m <sup>3</sup> ) |      |      |      |      |      |      |      |      |  |
|-------------------|------|--------------------------------------|------|------|------|------|------|------|------|------|--|
|                   | 2006 | 2007                                 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |  |
| MAML/Erie Station |      |                                      |      | 14*  |      | 2    | 3    | 1    | 2    | 0    |  |
| Topaz Station     | 0    | 1                                    | 1    | 4    | 3    | 0    | 0    | 0    | 2    | 0    |  |

\* Measured at MAML Station May 26<sup>th</sup> to August 24<sup>th</sup> only.

#### Table 9. 24-hour average levels at or above guidelines – ERIE Station 2014

| Date      | SO <sub>2</sub> (ug/m3) | Ships Present                            |
|-----------|-------------------------|--|
| 5/9/2014  | 24                      | GOLDEN PRINCESS, WESTERDAM, ZUIDERDAM    |
| 7/26/2014 | 20                      | STAR PRINCESS, GRAND PRINCESS, AMSTERDAM |

#### Table 10. 24 hour average levels at or above guidelines – TOPAZ Station 2014

| Date      | SO₂ (ug/m3) | Ships Present                               |
|-----------|-------------|---|
| 7/11/2014 | 23          | GOLDEN PRINCESS, WESTERDAM, NORWEGIAN JEWEL |
| 7/12/2014 | 22          | AMSTERDAM, NORWEGIANPEARL, GRAND PRINCESS   |

<sup>&</sup>lt;sup>25</sup> Setton E. and Poplawski K.(2012). Sulfur Dioxide Levels – 2011 James Bay, Victoria, British Columbia. August 2012. Prepared for the British Columbia Ministry of Environment.

#### 3.4 Annual SO<sub>2</sub> Levels

New Canadian ambient air quality standards for SO<sub>2</sub> are currently in development. The previous Canadian standard for annual average hourly SO<sub>2</sub> is a maximum desirable level of 30 ug/m<sup>3</sup>. Based on data from the cruise ship season only, the highest annual average hourly SO<sub>2</sub> level recorded at any Station during the years included in this report is 12  $\mu$ g/m<sup>3</sup>, observed at MAML Station in 2009 (Table 11). This would be lower if a full year of data were available. Similarly, a high of 4.9  $\mu$ g/m<sup>3</sup> was observed at Topaz Station in 2009 during the cruise ship season. The lowest level observed was at Erie Station in 2015, based on a full year of data.

#### **Table 11. Annual average hourly SO<sub>2</sub> 2006- 2015** (during cruise season May 1st to Sept 30th)

|   |      | $SO_2(\mu g/m^3)$ |      |      |      |      |      |      |      |      |  |
|---|------|-------------------|------|------|------|------|------|------|------|------|--|
|   | 2006 | 2007              | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |  |
| Erie Station<br>(May 1 <sup>st</sup> –Sept 30 <sup>th</sup> )   |      |                   |      | 12*  |      | 4.2  | 3.4  | 2.8  | 2.7  | 0.8  |  |
| Erie Station<br>(full year)                                     |      |                   |      |      |      |      |      |      |      | 0.6  |  |
| Topaz Station<br>(May 1 <sup>st</sup> – Sept 30 <sup>th</sup> ) | 2.5  | 1.4               | 4.3  | 4.9  | 4.1  | 3.0  | 3.5  | 2.2  | 2.6  | 2.9  |  |
| Topaz Station<br>(full year)                                    | 2.1  | 1.4               | 3.4  | 3.4  | 3.2  | 3.3  | 2.7  | 2.2  | 2.6  | 2.9  |  |

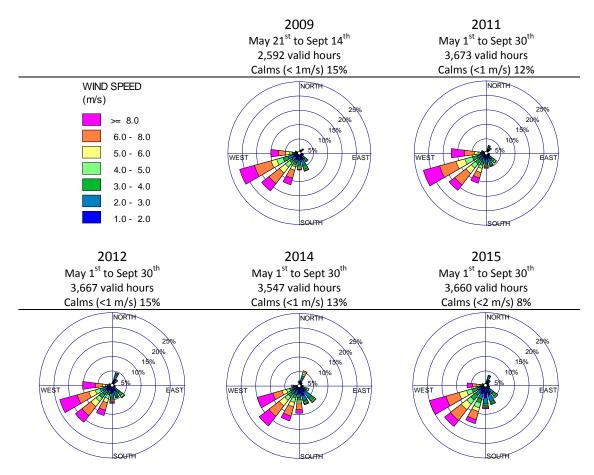
\* SO<sub>2</sub> was measured at MAML Station May 26<sup>th</sup> to August 24<sup>th</sup> only.

# 4. Annual Changes in Air Quality 2006 - 2015

Air quality is improving in the James Bay neighbourhood, with respect to SO<sub>2</sub> related to cruise ship emissions. In addition to changes in Station locations in James Bay, this may be influenced by changes in wind speed and direction and/or to increasingly stringent regulatory limits on fuel sulfur content for ocean-going vessels, including cruise ships.

#### 4.1 Wind Speed and Direction - Ogden Point

Wind speed and direction were relatively similar from 2009 to 2014 at Ogden Point (Figures 4 and 5). It is unlikely that the decrease in  $SO_2$  levels measured in 2015 at Erie Station is due to changes in wind speed and direction. Wind speed and direction were also similar from 2009 to 2015 at Topaz Station (Figures 6 and 7).



#### Figure 4. Wind speed and direction - Ogden Point (May 1st to September 30th)

NOTE: SO<sub>2</sub> data not collected in 2010; 2013 omitted due to equipment failure

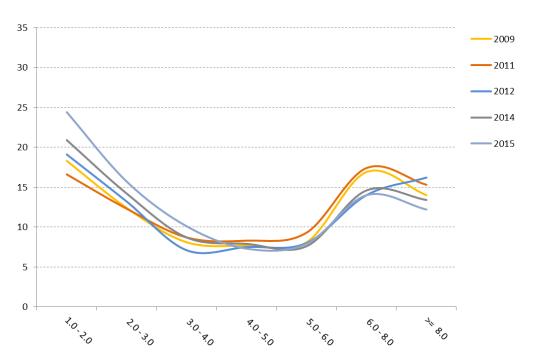


Figure 5. Percent of hours by wind speed- Ogden Point (May 1<sup>st</sup> to September 30<sup>th</sup>)

|                     | Percer | nt of hours ( | May 1 – Se | eptember 30 | )    |
|---------------------|--------|---------------|------------|-------------|------|
| Wind Speed<br>(m/s) | 2009   | 2011          | 2012       | 2014        | 2015 |
| Calms < 1.0         | 15     | 12            | 15         | 13          | 8    |
| 1.0 - 2.0           | 18     | 17            | 19         | 21          | 24   |
| 2.0 - 3.0           | 12     | 12            | 12         | 14          | 16   |
| 3.0 - 4.0           | 8      | 9             | 7          | 9           | 10   |
| 4.0 - 5.0           | 8      | 8             | 8          | 8           | 7    |
| 5.0 - 6.0           | 8      | 9             | 8          | 8           | 8    |
| 6.0 - 8.0           | 17     | 17            | 14         | 15          | 14   |
| >= 8.0              | 14     | 15            | 16         | 13          | 12   |
|                     |        |               |            |             |      |

ercent of hours (May 1<sup>st</sup> – September 30<sup>th</sup>)

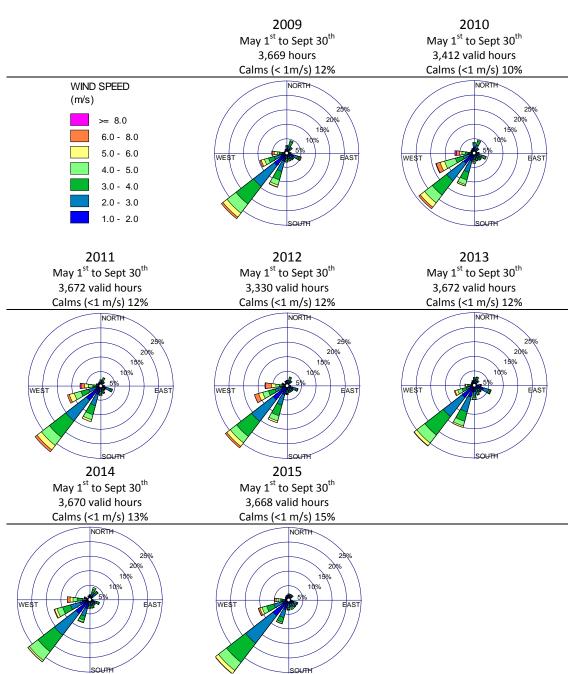
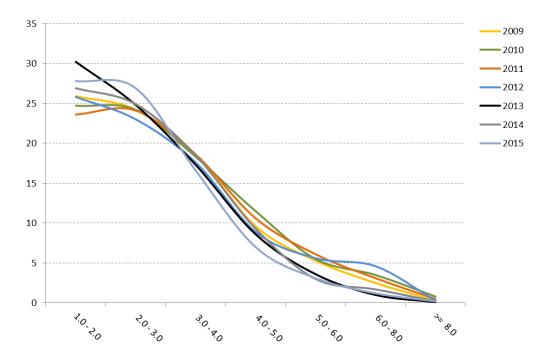


Figure 6. Wind speed and direction - Topaz Station (May 1st to September 30th)





| Percent of hours (May 1 <sup>st</sup> – September 30 <sup>th</sup> ) |      |      |      |      |      |      |      |  |  |
|--|------|------|------|------|------|------|------|--|--|
| Wind Speed<br>(m/s)  | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |  |  |
| Calms < 1.0  | 12   | 10   | 12   | 12   | 12   | 13   | 15   |  |  |
| 1.0 - 2.0  | 26   | 25   | 24   | 26   | 30   | 27   | 28   |  |  |
| 2.0 - 3.0  | 24   | 24   | 24   | 23   | 25   | 25   | 27   |  |  |
| 3.0 - 4.0  | 19   | 18   | 19   | 18   | 17   | 19   | 17   |  |  |
| 4.0 - 5.0  | 10   | 12   | 11   | 9    | 9    | 9    | 7    |  |  |
| 5.0 - 6.0  | 5    | 6    | 6    | 6    | 4    | 3    | 3    |  |  |
| 6.0 - 8.0  | 3    | 4    | 3    | 5    | 1    | 2    | 1    |  |  |
| >= 8.0   | 0.3  | 1    | 0.5  | 0.3  | 0.1  | 0.2  | 0.2  |  |  |

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#### **4.2 Fuel Sulfur Content Regulations**

In Canada, marine emissions to air currently fall under the International Maritime Organization (IMO) MARPOL Annex VI, which came into force on May 19, 2005. Specifically, fuel sulfur content is limited to 3.5 percent (35,000 ppm) globally as of January 1, 2012, with a reduction to 0.5 percent (5,000 ppm) to take place January 1<sup>st</sup>, 2020, subject to a feasibility review to be completed no later than 2018.<sup>26</sup>

Annex VI also allows for the establishment of emission control areas (ECAs), within which fuel sulfur content is further limited. Canada and the United States jointly applied to the IMO to establish the North American ECA, covering navigable waters within approximately 200 nautical miles of the coast. The North American ECA was adopted in March 2010, and although not enforceable at that time, fuel sulfur content was limited to 1.5 % (15,000 ppm). On August 1<sup>st</sup>, 2012, fuel sulfur content was further limited to 1 percent (10,000 ppm), and an additional reduction to 0.1 percent (1,000 ppm) came into effect as of January 1<sup>st</sup>, 2015 (Figure 5).<sup>27</sup>

Overall, this new regulatory environment is expected to reduce  $SO_2$  emissions from oceangoing vessels by as much as 96 percent,<sup>28</sup> as there is a direct relationship between the sulfur content of the fuel and the amount of  $SO_2$  produced in emissions. The US EPA notes:

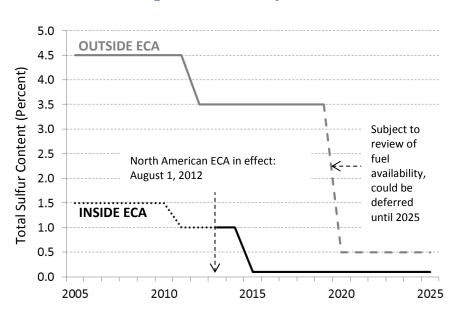
"Sulfur oxides (SO<sub>X</sub>) emissions are generated during oil combustion from the oxidation of sulfur contained in the fuel. The emissions of SO<sub>X</sub> from conventional combustion systems are predominantly in the form of SO<sub>2</sub>. Uncontrolled SO<sub>X</sub> emissions are almost entirely dependent on the sulfur content of the fuel and are not affected by boiler size, burner design, or grade of fuel being fired. On average, more than 95 percent of the fuel sulfur is converted to SO<sub>2</sub>, about 1 to 5 percent is further oxidized to sulfur trioxide (SO<sub>3</sub>), and 1 to 3 percent is emitted as sulfate particulate." <sup>29</sup>

<sup>&</sup>lt;sup>26</sup> International Maritime Organization. Sulfur Oxides (SOx) – Regulation 14. <u>http://www.imo.org/en/OurWork/Environment/PollutionPrevention/AirPollution/Pages/Sulfur-oxides-(SOx)-%E2%80%93-Regulation-14.aspx</u>

<sup>&</sup>lt;sup>27</sup> Transport Canada. Regulations for Vessel Air Emissions: 2015 Sulfur Emissions Standards – SSB No.:08/2014. http://www.tc.gc.ca/eng/marinesafety/bulletins-2014-08-eng.htm

<sup>&</sup>lt;sup>28</sup> Government of Canada. Canada Gazette Vol. 146, No. 29 – July 21, 2012. Archived content. http://gazette.gc.ca/rp-pr/p1/2012/2012-07-21/html/reg2-eng.html#archived
<sup>29</sup> AD 42 (5<sup>th</sup> 5<sup>th</sup> 5<sup></sup>

<sup>&</sup>lt;sup>29</sup> AP-42 (5<sup>th</sup> Edition) Vol 1: 1.3 Fuel Oil Combustion (Supplement E September 1999, corrected May 2010) https://www3.epa.gov/ttn/chief/ap42/ch01/final/c01s03.pdf



#### Figure 5. Fuel Oil Sulfur Limits

The switch to cleaner fuels or equivalent emissions control technology did not occur exactly on the specified dates. In Canada, the regulation became enforceable on January 1, 2013. Prior to this, cruise ships were not obligated to meet the ECA requirements, although it is generally reported by the Cruise Lines International Association that companies operating cruise ships on the west coast of North America have been complying with the fuel sulfur content limits since the North American ECA was adopted in 2010.<sup>30</sup> If this is the case, SO<sub>2</sub> levels measured in 2009 would indicate the impact of 1.5 percent sulfur content fuel; levels measured in 2010 to 2014 would indicate the impact of 1.0 percent sulfur content fuel; and levels measured in 2015 would indicate the impact of 0.1 percent sulfur content fuel.

In addition to the use of fuel meeting sulfur content regulations, as of May 2013 regulations have allowed for the use of scrubbers, alternative fuels, other technology and regional fuel averaging regimes to meet the emissions standards. More specifically, this policy allows for "the continued use of residual fuel...if the vessel is to be fitted with new technology or modified to use of alternative fuels that will result in improved air emissions within 3 years. This would require an exemption issued under Regulation 3 of MARPOL."<sup>31</sup>

Under this regulation, Carnival Corporation applied for flexibility while they developed new technology that would allow for using lower cost higher sulfur fuels, while still meeting the emission standard for SO<sub>2</sub> as well as realizing reductions in particulate matter (PM<sub>2.5</sub>) and

<sup>&</sup>lt;sup>30</sup> Personal communication, April 7<sup>th</sup>, 2016. Donna Spalding, Director Administration, Cruise Lines International Association – North West & Canada.

<sup>&</sup>lt;sup>31</sup> New Regulations for Vessel Air Emissions: Proposing Alternative Compliance Options - SSB No.: 02/2013. <u>https://www.tc.gc.ca/eng/marinesafety/bulletins-2013-02-eng.htm</u>

black carbon emissions.<sup>32</sup> Information provided by Environment Canada<sup>33</sup> indicates that four cruise ships scheduled to arrive during the 2016 season have installed scrubbers. Assuming these four ships had scrubbers installed in time for the 2015 season, they would account for 42 out of the 206 cruise ship arrivals in that year (20.4 percent).

#### 4.4 Approach to evaluating changes in air quality due to regulation

Previous studies have shown that elevated levels of SO<sub>2</sub> are relatively infrequent, usually occurring as short-term episodes over several hours.<sup>34</sup> Between episodes, SO<sub>2</sub> in the James Bay neighbourhood quickly returns to a general background level in the absence of any other major sources. Given the gradual shift to lower emissions via cleaner fuel or use of scrubbers, there should be fewer and fewer episodes of elevated SO<sub>2</sub> levels in the region. This report focuses on identifying and analysing these episodes on an annual basis from 2009 to 2015.

In order to identify episodes of elevated SO<sub>2</sub> associated with cruise ships, background levels of SO<sub>2</sub> were established first. In James Bay, data from days without cruise ships present between May 1<sup>st</sup> and September 30<sup>th</sup> in 2009, 2011, 2012 and 2013 were combined and the maximum observed was used as the upper bound of 'normal' levels. This was done for 10-minute, hourly and 24-hour averaging times. For Topaz Station, the same procedure for identifying the normal maximum was applied for 2011, 2012 and 2013 for 10-minute SO<sub>2</sub> data, and for 2006 – 2013 inclusive for hourly and 24-hour average SO<sub>2</sub>, nitric oxide (NO), nitrogen dioxide (NO<sub>2</sub>) and fine particulates (PM<sub>2.5</sub>) as a means of establishing whether the trends seen in SO<sub>2</sub> were unique and therefore attributable to the regulation of fuel sulfur content. Given maximum normal levels without cruise ships present, all measured levels above the normal maximums were identified and analyzed for May 1<sup>st</sup> to September 30<sup>th</sup> 2009 – 2015, excluding 2010 in James Bay when no data were collected.

<sup>&</sup>lt;sup>32</sup> US EPA. Ocean Vessels and Large Ships. North American Emission Control Area. <u>https://www3.epa.gov/otaq/oceanvessels.htm</u>

<sup>&</sup>lt;sup>33</sup> Personal Communication, May 2016. Richard Holt and Jim Ly, Transportation Division, Environment Canada.

<sup>&</sup>lt;sup>34</sup> See reports listed and referenced on page 11 of this report.

#### **4.5 Ten-minute levels**

Based on almost 26,700 10-minute intervals with no cruise ships present between May 1<sup>st</sup> and September 30<sup>th</sup>, the highest 10-minute average level of SO<sub>2</sub> measured in James Bay (MAML or Erie Stations) was 69  $\mu$ g/m<sup>3</sup>, while at Topaz, based on more than 25,500 10-minute intervals, the highest level measured was 45  $\mu$ g/m<sup>3</sup> (Table 12 and Figures 6 and 7). These levels incorporate all sources of SO<sub>2</sub> emissions, other than cruise ships. At MAML/Erie Stations, this could include occasional ocean-going vessels other than cruise ships using Ogden Point Terminal as well as other land-based transportation sources. Notably, the maximum normal level of 69  $\mu$ g/m<sup>3</sup> measured at MAML Station in 2009 occurred when the freighter *Pac Alnath* was in port.

| 2000   | 2014         | 2012                                  | 2012   |   |
|--------|--------------|---------------------------------------|--|---|
| 2009   | 2011         | 2012                                  | 2013   | All Years   |
|        |              |                                       |  |   |
| 4,084* | 7,224        | 7,057                                 | 8,293  | 26,658  |
| 69     | 50           | 59                                    | 67   | 69  |
|        |              |                                       |  |   |
| 4,176* | 6,814        | 6,657                                 | 7,920  | 25,567  |
| 45     | 31           | 45                                    | 27   | 45  |
|        | 69<br>4,176* | 4,084* 7,224<br>69 50<br>4,176* 6,814 | 4,084* 7,224 7,057<br>69 50 59<br>4,176* 6,814 6,657 | 4,084*       7,224       7,057       8,293         69       50       59       67         4,176*       6,814       6,657       7,920 |

Table 12. 10-minute SO2 without cruise ships present(during cruise season May 1st to Sept 30th)

\* Includes June 1<sup>st</sup> to August 24<sup>th</sup> only.

At MAML/Erie Station, the highest SO<sub>2</sub> level above normal was observed in 2012 (636  $\mu$ g/m<sup>3</sup>), although the number of 10-minute intervals above normal has decreased in each year since 2009 at MAML/Erie Station, from a high of 463 intervals to a low of 14 intervals in 2015 (Table 13). At Topaz Station, the number of SO<sub>2</sub> levels above normal has also decreased, from a high of 267 in 2009, down to 40 in 2015, although there has been some variation in both the number of 10-minute intervals above normal and the maximum level observed between 2009 and 2015 (Table 13).

#### Table 13. 10-minute SO<sub>2</sub> above normal

(during cruise season May 1st to Sept 30th)

|                                    | 2009 | 2011 | 2012 | 2013 | 2014 | 2015 |
|------------------------------------|------|------|------|------|------|------|
| MAML/Erie Station                  |      |      |      |      |      |      |
| Number of intervals                | 463* | 198  | 162  | 160  | 136  | 14   |
| Maximum level (µg/m <sup>3</sup> ) | 590  | 438  | 636  | 258  | 492  | 209  |
|                                    |      |      |      |      |      |      |
| Topaz Station                      |      |      |      |      |      |      |
| Number of intervals                | 267  | 95   | 99   | 42   | 89   | 40   |
| Maximum level (µg/m <sup>3</sup> ) | 312  | 124  | 269  | 85   | 280  | 109  |
| at                                 | th   |      |      |      |      |      |

\* Includes June 1<sup>st</sup> to August 24<sup>th</sup> only.

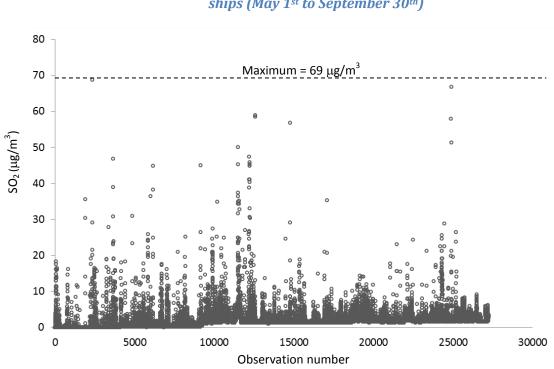
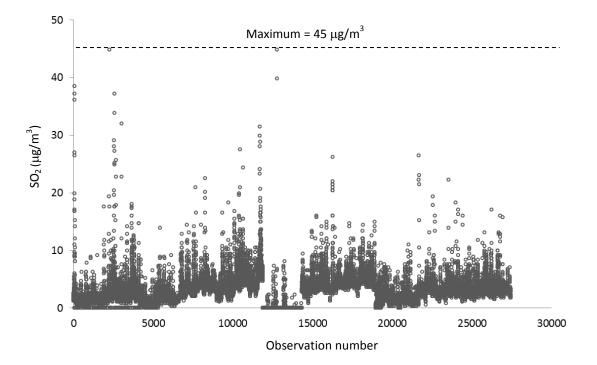


Figure 6. MAML/ Erie Station 10-Minute SO<sub>2</sub> levels– days without cruise ships (May 1<sup>st</sup> to September 30<sup>th</sup>)

Figure 7. Topaz Station 10 Minute SO<sub>2</sub> levels- days without cruise ships (May 1<sup>st</sup> to September 30<sup>th</sup>)



The distribution of 10-minute SO<sub>2</sub> levels above normal at MAML/Erie Station shows 2015 to be a recognizable improvement over other years, with the lowest maximum, lowest number of intervals above normal, and the smallest range of levels above normal (Figure 8). At Topaz Station, 2013 has the lowest number of intervals above normal, the lowest maximum, and the smallest range, although 2015 is similar (Figure 9). It is reasonable to conclude that the number of ships operating under exemption and using higher sulfur fuels is declining, but when such a cruise ship does arrive, the magnitude of the elevated episode may be similar to pre-regulation. For example, 2014 was slightly worse than 2011.

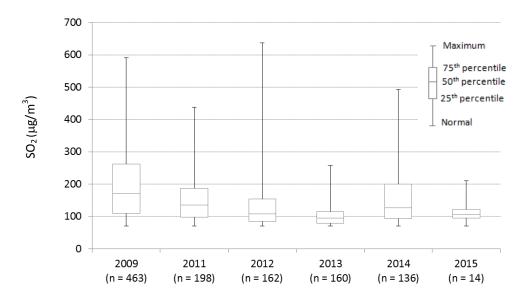
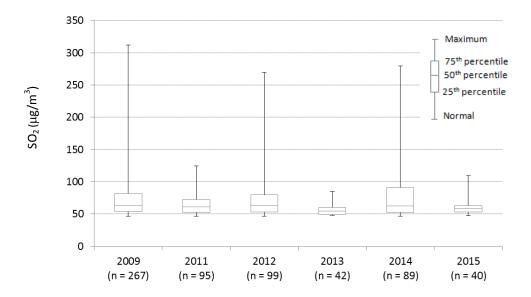


Figure 8. MAML/Erie Station distribution of 10-Minute SO<sub>2</sub> levels above normal (May 1<sup>st</sup> to September 30<sup>th</sup>)

Figure 9. Topaz Station distribution of 10 Minute SO<sub>2</sub> levels above normal (May 1<sup>st</sup> to September 30<sup>th</sup>)



#### 4.6 Hourly levels

Based on more than 10,000 hourly average intervals between May 1<sup>st</sup> and September 30<sup>th</sup> with no cruise ships present, the highest level of SO<sub>2</sub> measured in James Bay (MAML or Erie Stations) was 34  $\mu$ g/m<sup>3</sup>, while at Topaz, based on more than 21,000 hourly average intervals, the highest level measured was 44  $\mu$ g/m<sup>3</sup> (Table 14 and Figures 10 and 11). These levels incorporate all sources of SO<sub>2</sub> emissions, other than cruise ships. At MAML/Erie Stations, this could include occasional ocean-going vessels other than cruise ships using Ogden Point Terminal.

|                                    | 2006  | 2007  | 2008  | 2009   | 2010  | 2011  | 2012  | 2013  |
|------------------------------------|-------|-------|-------|--------|-------|-------|-------|-------|
| MAML/Erie Station                  |       |       |       |        |       |       |       |       |
| Number of intervals                |       |       |       | 1,350* |       | 2,244 | 3,188 | 3,277 |
| Maximum level (µg/m <sup>3</sup> ) |       |       |       | 29     |       | 31    | 34    | 31    |
|                                    |       |       |       |        |       |       |       |       |
| Topaz Station                      |       |       |       |        |       |       |       |       |
| Number of intervals                | 2,737 | 2,970 | 2,777 | 2,583  | 2,547 | 2,563 | 2,562 | 2,602 |
| Maximum level (µg/m <sup>3</sup> ) | 29    | 39    | 34    | 30     | 44    | 31    | 21    | 28    |
| *                                  | , th  |       |       |        |       |       |       |       |

#### Table 14. Hourly SO<sub>2</sub> without cruise ships present

(during cruise season May 1st to Sept 30th)

\* Includes June 1<sup>st</sup> to August 24<sup>th</sup> only.

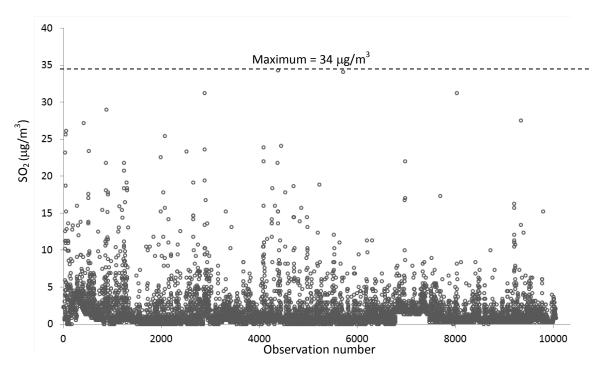
At MAML/Erie Station, the highest SO<sub>2</sub> level above normal was observed in 2009 (448  $\mu$ g/m<sup>3</sup>), although the number of hourly intervals above normal has decreased since 2009 at MAML/Erie Station, from a high of 120 intervals to a low of 7 intervals in 2015 (Table 15). At Topaz Station, the number of hourly intervals with SO<sub>2</sub> levels above normal has also decreased, from a peak of 61 in 2009, down to 4 in 2015, although there has been some variation in both the number of hourly intervals above normal and the maximum level observed between 2009 and 2015 (Table 15).

#### Table 15. Hourly SO<sub>2</sub> above normal

(during cruise season May 1st to Sept 30th)

|  | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
|--|------|------|------|------|------|------|------|------|------|------|
| MAML/Erie Station                        |      |      |      |      |      |      |      |      |      |      |
| Number of intervals                      |      |      |      | 120* |      | 78   | 62   | 64   | 48   | 7    |
| Maximum level ( $\mu$ g/m <sup>3</sup> ) |      |      |      | 448  |      | 235  | 266  | 156  | 343  | 51   |
| Topaz Station                            |      |      |      |      |      |      |      |      |      |      |
| Number of intervals                      | 19   | 12   | 35   | 61   | 32   | 9    | 11   | 2    | 12   | 4    |
| Maximum level (µg/m <sup>3</sup> )       | 76   | 87   | 144  | 168  | 123  | 66   | 126  | 46   | 129  | 59   |
| -+                                       | 44   |      |      |      |      |      |      |      |      |      |

\* Includes June 1<sup>st</sup> to August 24<sup>th</sup> only.



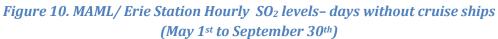
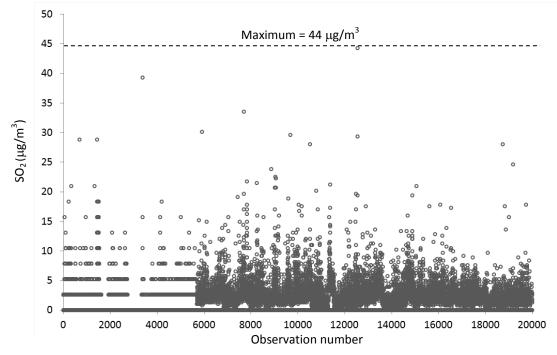
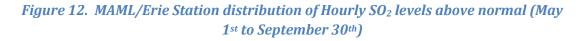


Figure 11. Topaz Station Hourly SO<sub>2</sub> levels- days without cruise ships (May 1<sup>st</sup> to September 30<sup>th</sup>)



Note: Data in 2006 and 2007 were rounded by BC Ministry of Environment

The distributions of hourly SO<sub>2</sub> levels above normal at MAML/Erie Station show 2015 has the lowest maximum and the lowest number of intervals above normal on record. Previous years, however, show more variation (Figure 12). At Topaz Station, 2013 has the fewest hourly levels above normal and the lowest maximum, but variation among years is also present (Figure 13), showing there is not yet a clear downward trend in the median (50<sup>th</sup> percentile) or other percentiles (i.e., 25<sup>th</sup> and 75<sup>th</sup>). These data suggest that the number of ships operating under exemption is likely declining, but as seen in the 10-minute levels, the magnitude of elevated episodes may be similar to pre-regulation.



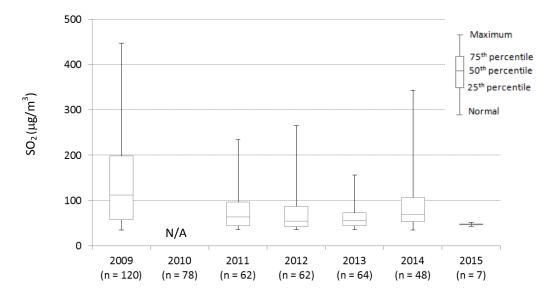
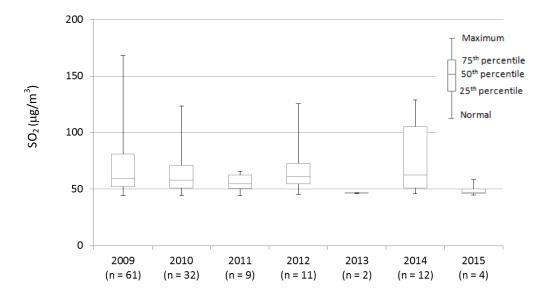


Figure 13. Topaz Station distribution of Hourly SO<sub>2</sub> levels above normal (May 1<sup>st</sup> to September 30<sup>th</sup>)



#### 4.7 Daily levels

The highest 24-hour average level of SO<sub>2</sub> measured in James Bay (MAML or Erie Stations) was 7  $\mu$ g/m<sup>3</sup>, based on 188 days without cruise ships present between May 1<sup>st</sup> and September 30<sup>th</sup> of each year, while at Topaz Station, the highest 24-hour average level of SO<sub>2</sub> was 15  $\mu$ g/m<sup>3</sup>, based on 538 days with no cruise ships in port (Table 16 and Figures 14 and 15). These levels incorporate all sources of SO<sub>2</sub> emissions, other than cruise ships. At MAML/Erie Stations, this could include occasional ocean-going vessels using Ogden Point Terminal.

|   | 2006  | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
|---|-------|------|------|------|------|------|------|------|
| MAML/Erie Station                       |       |      |      |      |      |      |      |      |
| Number of intervals                     |       |      |      | 29*  |      | 52   | 47   | 59   |
| Maximum level (µg/m <sup>3</sup> )      |       |      |      | 7    |      | 7    | 7    | 5    |
|   |       |      |      |      |      |      |      |      |
| Topaz Station                           |       |      |      |      |      |      |      |      |
| Number of intervals                     | 61    | 79   | 69   | 91   | 50   | 52   | 47   | 60   |
| Maximum level (µg/m <sup>3</sup> )      | 15    | 5    | 9    | 9    | 8    | 8    | 6    | 5    |
| ч., , , , , , , , , , , , , , , , , , , | .th . |      |      |      |      |      |      |      |

Table 16. 24-hour average SO2 without cruise ships present (May 1st to September 30th)(during cruise season May 1st to Sept 30th)

\* Includes June 1<sup>st</sup> to August 24<sup>th</sup> only.

At MAML/Erie Station, the highest 24-hour average  $SO_2$  level was observed in 2009 (122  $\mu$ g/m<sup>3</sup>), after which maximum levels dropped, reaching a low of 7  $\mu$ g/m<sup>3</sup>in 2015 (Table 17). The number of daily intervals above normal was similar in 2009 and 2011, but has decreased since then, with no intervals above normal in 2015. At Topaz Station, the number of intervals above normal and maximum levels peaked in 2009, and although the number of intervals above normal has decreased since then, maximum levels have varied (Table 17).

#### Table 17. 24-hour average SO<sub>2</sub> above normal

(during cruise season May 1st to Sept 30th)

|                                    | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
|------------------------------------|------|------|------|------|------|------|------|------|------|------|
| MAML/Erie Station                  |      |      |      |      |      |      |      |      |      |      |
| Number of intervals                |      |      |      | 25*  |      | 26   | 14   | 15   | 10   | 0    |
| Maximum level (µg/m <sup>3</sup> ) |      |      |      | 122  |      | 21   | 26   | 25   | 24   | 7    |
| Topaz Station                      |      |      |      |      |      |      |      |      |      |      |
| Number of intervals                | 0    | 1    | 5    | 9    | 5    | 1    | 0    | 0    | 2    | 0    |
| Maximum level (µg/m <sup>3</sup> ) | 15   | 23   | 24   | 30   | 25   | 18   | 12   | 11   | 23   | 10   |

\* Includes June 1<sup>st</sup> to August 24<sup>th</sup> only.

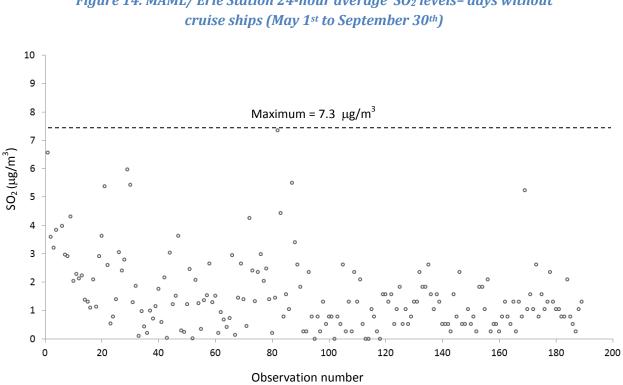
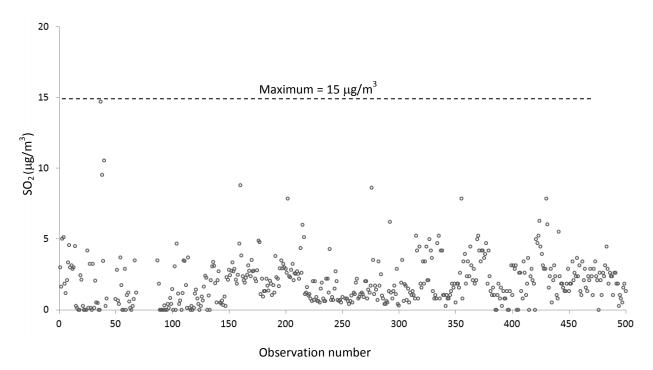


Figure 15. Topaz Station 24-hour average SO<sub>2</sub> levels– days without cruise ships (May 1<sup>st</sup> to September 30<sup>th</sup>)



With the exception of 2009, the distributions of 24-hour average SO<sub>2</sub> levels that are above normal at MAML/Erie Station are relatively similar from 2011 to 2014 inclusive. No 24-hour average levels above normal were observed in 2015 (Figure 16). Normal levels were infrequently exceeded at Topaz Station. No 24-hour average levels above normal were observed in 2012, 2013, or 2015 (Figure 17).



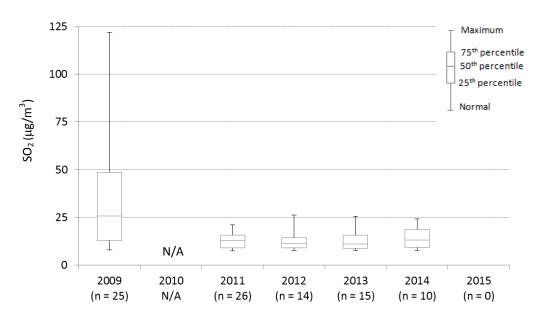
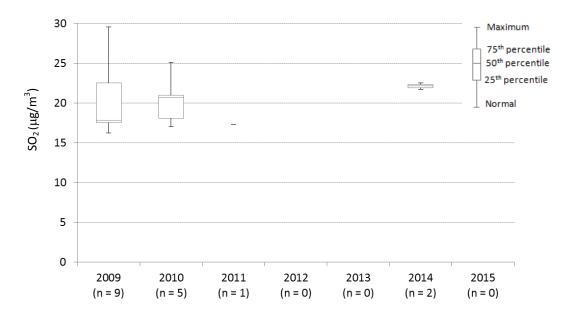


Figure 17. Topaz Station distribution of 24-hour average SO<sub>2</sub> levels above normal



### 4.8 Comparison of SO<sub>2</sub>, NO, NO<sub>2</sub> and PM<sub>2.5</sub> at Topaz Station

The previous analyses suggest a recent decrease in SO<sub>2</sub> levels in the James Bay neighbourhood, most notably in 2015 when ocean-going vessels were required to use fuel with 0.1 percent sulfur content or have scrubbers installed. This trend is also apparent at Topaz Station, although not as pronounced, since this monitoring Station is further from Ogden Point Terminal and is not impacted by cruise ship emissions as frequently or at the same magnitude.

Other pollutants measured at Topaz Station do not show the same trend. After establishing the normal maximum observed without cruise ships present for NO, NO<sub>2</sub> and PM<sub>2.5</sub> (Table 18), it is clear that measured levels of these pollutants never exceed the normal maximum even when cruise ships are present, with the exception of NO<sub>2</sub> (1 hour in 2009) and PM<sub>2.5</sub> (1 hour in 2013 and 2 hours in 2015)(Table 19). In comparison, the number of hours above the normal maximum for SO<sub>2</sub> has decreased markedly since 2009.

There does appear to be a general decline in the maximum NO measured at Topaz Station (Table 19). As previous studies have established that NO at Topaz Station is typically unrelated to cruise ship emissions<sup>35,36</sup>. NO<sub>2</sub>, which has been shown to be influenced by cruise ship emissions at Topaz Station<sup>20,21</sup>, shows higher maximums in 2009 and 2010, but since then, maximum levels have remained relatively stable, as have the average levels. Maximum PM<sub>2.5</sub> levels show general variation from year to year, with no apparent trend.

In general, these analyses suggest that the changes in  $SO_2$  levels, particularly the decreasing number of intervals above the normal maximum, are being uniquely affected and that this is the result of gradual implementation of the ECA regulation.

It was noted earlier that decreases in  $SO_2$  and  $PM_{2.5}$  were expected with the use of scrubbers; however,  $PM_{2.5}$  levels have not changed much at Topaz Station since 2009. It may be that local vehicle traffic, regional impacts of forest fires, and long range transport of  $PM_{2.5}$  from other countries are more dominant sources.

<sup>&</sup>lt;sup>35</sup> James Bay Air Quality Study Team. 2008. James Bay Air Quality Study: Phase 1 Report on the Results of Field Monitoring in 2007. Prepared for the Vancouver Island Health Authority, Victoria, B.C.

<sup>&</sup>lt;sup>36</sup> Poplawski K. and Setton E. 2010. MAML – Mobile Air Monitoring Laboratory Data Collection report – James Bay Air Quality Study – June – August 2009. Prepared for the Vancouver Island Health Authority and the BC Ministry of Environment. Victoria, B.C.

# Table 18. Percentiles of Hourly NO, NO2, PM2.5 and SO2 Levels – hours without cruise ships – Topaz Station

(during cruise season May 1st to Sept 30th)

|                                | NO<br>ug/m <sup>3</sup> | NO <sub>2</sub><br>ug/m <sup>3</sup> | PM <sub>2.5</sub><br>ug/m <sup>3</sup> | SO <sub>2</sub><br>ug/m <sup>3</sup> |  |  |  |
|--------------------------------|-------------------------|--------------------------------------|--|--------------------------------------|--|--|--|
| Percentiles                    | ( <i>n</i> = 20,074)    | ( <i>n</i> = 20,074)                 | ( <i>n</i> = 19,115)                   | ( <i>n</i> = 20,074)                 |  |  |  |
| 5                              | 0                       | 0                                    | 0                                      | 0                                    |  |  |  |
| 10                             | 0                       | 3                                    | 1                                      | 0                                    |  |  |  |
| 25                             | 1                       | 7                                    | 3                                      | 0                                    |  |  |  |
| 50                             | 3                       | 14                                   | 5                                      | 2                                    |  |  |  |
| 75                             | 9                       | 23                                   | 7                                      | 3                                    |  |  |  |
| 90                             | 18                      | 33                                   | 10                                     | 5                                    |  |  |  |
| 95                             | 28                      | 40                                   | 13                                     | 6                                    |  |  |  |
| 96                             | 32                      | 42                                   | 13                                     | 7                                    |  |  |  |
| 97                             | 37                      | 45                                   | 14                                     | 8                                    |  |  |  |
| 98                             | 46                      | 49                                   | 16                                     | 8                                    |  |  |  |
| 99                             | 67                      | 55                                   | 18                                     | 11                                   |  |  |  |
| Normal                         |                         |                                      |  |                                      |  |  |  |
| maximum                        | 250                     | 97                                   | 69                                     | 44                                   |  |  |  |
| Based on data from 2006 – 2013 |                         |                                      |  |                                      |  |  |  |

Based on data from 2006 – 2013

# Table 19. Number of Hourly NO, NO2, PM2.5 and SO2 Levels above normal maximum –Topaz Station

(during cruise season May 1st to Sept 30th)

| Pollutant                                | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 |
|--|------|------|------|------|------|------|------|
| NO                                       |      |      |      |      |      |      |      |
| Hours above normal maximum               | 0    | 0    | 0    | 0    | 0    | 0    | 0    |
| Highest level (μg/m <sup>3</sup> )       | 219  | 185  | 156  | 150  | 175  | 132  | 147  |
| Average level ( $\mu g/m^3$ )            | 8    | 7    | 7    | 7    | 7    | 6    | 6    |
|  |      |      |      |      |      |      |      |
| NO <sub>2</sub>                          |      |      |      |      |      |      |      |
| Hours above normal maximum               | 1    | 0    | 0    | 0    | 0    | 0    | 0    |
| Highest level (μg/m³ )                   | 100  | 94   | 83   | 87   | 71   | 77   | 80   |
| Average level ( $\mu$ g/m <sup>3</sup> ) | 18   | 18   | 14   | 17   | 16   | 15   | 15   |
|  |      |      |      |      |      |      |      |
| PM <sub>2.5</sub>                        |      |      |      |      |      |      |      |
| Hours above normal maximum               | 0    | 0    | 0    | 0    | 1    | 0    | 2    |
| Highest level(µg/m³)                     | 30   | 97   | 42   | 35   | 137  | 44   | 100  |
| Average level ( $\mu$ g/m <sup>3</sup> ) | 6    | 8    | 6    | 6    | 5    | 5    | 5    |
|  |      |      |      |      |      |      |      |
| SO <sub>2</sub>                          |      |      | -    |      | _    |      | -    |
| Hours above normal maximum               | 61   | 32   | 9    | 11   | 2    | 12   | 4    |
| Highest level ( $\mu g/m^3$ )            | 168  | 123  | 66   | 126  | 46   | 129  | 59   |
| Average level (µg/m <sup>3</sup> )       | 5    | 4    | 3    | 3    | 3    | 3    | 3    |

# Appendix A – Vancouver Island Sulfur Dioxide Health Risk Guide

Note: The Sulphur Dioxide Health Risk Guide does not replace specific advice provided to individuals by their health care professionals.

| Sulphur<br>Dioxide<br>Concentration<br>(ppb*)   | Air<br>Quality   | At-Risk<br>Populations**  | General<br>Population   |
|---|--|---|---|
| 0 - 35<br>Good<br>(0 to ~90<br>μg/m <sup>3)</sup>   | Air quality is<br>satisfactory, SO2<br>concentrations<br>pose little or no<br>risk   | Enjoy your usual outdoor<br>activities. Follow Dr's<br>advice for exercise<br>regime and condition<br>management.   | No need to modify<br>usual outdoor<br>activities.   |
| 36 - 75<br>Moderate<br>(~90 to ~ 200<br>μg/m³)  | There may be a<br>moderate<br>health risk for a<br>very small<br>number of<br>people who<br>are unusually<br>sensitive to SO2.                   | A small number of<br>persons with asthma who<br>are very sensitive to SO2<br>may experience<br>symptoms. Follow Dr's<br>advice for managing<br>condition.   | No need to modify<br>usual outdoor<br>activities.   |
| 76 - 185<br>Unhealthy for<br>Sensitive<br>Groups<br>(~200 to ~<br>480 μg/m <sup>3</sup> ) | Members of<br>sensitive groups<br>may experience<br>health effects.<br>The general<br>public is not<br>likely to be<br>affected.                 | Increasing likelihood of<br>respiratory symptoms<br>such as chest tightness<br>and breathing discomfort<br>in people with asthma.<br>People with asthma<br>should consider limiting<br>outdoor exertion or<br>reschedule when SO2<br>concentrations are lower.<br>Follow Dr's advice for<br>managing condition. | No need to modify<br>usual outdoor<br>activities unless<br>you experience<br>symptoms of<br>cough or wheeze<br>when exercising.   |
| more than 185<br>Unhealthy<br>(Higher than<br>~ 480<br>μg/m <sup>3</sup> )                | Everyone may<br>begin to<br>experience<br>health effects;<br>members of<br>sensitive groups<br>may experience<br>more serious<br>health effects. | Children, the elderly,<br>asthmatics and people<br>with heart and lung<br>disease should limit<br>exertion outdoors or<br>reschedule when SO2<br>concentrations are lower.<br>Follow Dr's advice for<br>managing condition.   | At elevated SO2<br>concentrations,<br>chest tightness<br>and wheezing can<br>occur, even with<br>very brief<br>exposures<br>(minutes) in<br>healthy people<br>without asthma.<br>Reschedule<br>outdoor activity<br>when SO2 levels<br>are lower |

#### Protecting Your Health from Sulphur Dioxide

\*ppb = parts per billion

\*\* At risk populations include exercising asthmatics. At higher concentrations, children, the elderly and people with chronic heart and lung conditions may experience symptoms of shortness of breath and chest tightness.

Source: http://www.viha.ca/mho/james bay sulfur dioxide monitoring.htm