

Ambient NO₂ Air Pollution and Public Schools in the United States: Relationships with Urbanicity, Race–Ethnicity, and Income

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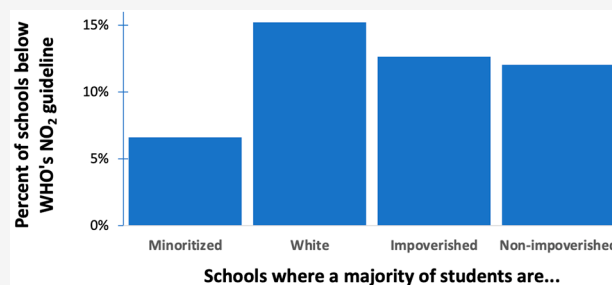


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ABSTRACT: Schools may have important impacts on children's exposure to ambient air pollution, yet ambient air quality at schools is not consistently tracked. We characterize ambient air quality at home and school locations in the United States using satellite-based empirical model (i.e., land use regression) estimates of outdoor annual nitrogen dioxide (NO₂). We report disparities by race–ethnicity and impoverishment status, and investigate differences by level of urbanicity. Average NO₂ levels at home and school for racial–ethnic minoritized students are 18–22% higher than average (and 37–39% higher than for non-Hispanic, white students). Minoritized students are less likely than their white peers to live (0.55 times) and attend school (0.58 times) in areas below the World Health Organization's NO₂ guideline. Predominantly minoritized schools (i.e., >50% minoritized students) are less likely than predominantly white schools (0.43 times) to be in locations below the guideline. Income and race–ethnicity impacts are intertwined, yet in large cities, racial disparities persist after controlling for income.



KEYWORDS: air pollution, disparities, environmental justice, equity, schools, empirical model

1. INTRODUCTION

We aim to assess ambient nitrogen dioxide (NO₂) exposures and exposure disparities for school-aged children at home and at public schools throughout the contiguous United States. We study NO₂ in part because it is a criteria pollutant, has well-documented health effects, and is a key marker for a toxic mix of pollutants associated with automobile and other combustion-related emissions.¹ For example, a literature review of traffic-related air pollution (TRAP) and childhood asthma found NO₂ exhibited the most significant and consistent association with childhood asthma onset and prevalence.² Another reason to study NO₂ is the public availability of national empirical-model predictions at excellent spatial resolution (e.g., by Census Block).

In general, children may be more susceptible than adults to health effects from air pollution, owing to their developing biological systems, higher intake of air relative to body mass, and greater time spent outdoors.³ Children's exposure to TRAP is associated with the onset and exacerbation of asthma,⁴ decreased cognitive and neurological function,^{5,6} and exhaled nitric oxide⁷ and may be associated with poorer academic performance.⁸ Because children spend significant time at school, pollutant levels at schools may play an important role in their total exposure.

Schools are lasting infrastructure. A 2012–2013 survey found that U.S. public school buildings have an average age of 44 years.⁹ The U.S. Environmental Protection Agency (EPA)

provides voluntary guidance on school siting and for reducing near-roadway exposure at schools, and only 10 U.S. states have laws that prohibit siting new schools near environmental hazards;^{10,11} to the best of our knowledge, no other legislation exists to assess or mitigate ambient air pollution hazards at existing schools. In this context, quantifying outdoor air pollution levels at school locations throughout the United States offers insights into an important risk factor for children, potentially informing future legislation or other action.

Research on improving indoor air quality in schools through better ventilation and air cleaning recently received renewed interest because of COVID-19, to reduce transmission of the airborne virus.^{12–14} Such shifts can (in addition to reducing COVID-19 risks) increase or decrease indoor concentrations of outdoor pollution.^{15–17}

Environmental injustice in residential air pollution exposure is well documented in North America.^{18–22} Relative disparities have persisted despite decreasing concentrations.^{22–24} Air pollution in schools may play an important role in children's exposure disparities. Studies in multiple U.S. locations have

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found that students of color are more likely to attend schools near major roadways and with higher levels of hazardous air pollutants and TRAP, including NO_2 .^{25–30}

To the best of our knowledge, only four studies in the peer-reviewed and gray literature have attempted to assess air pollution levels at schools, with a national-level scope (i.e., throughout the contiguous United States). (1) A *USA Today* article, using emissions from the U.S. EPA Toxic Release Inventory, estimated industrial air pollution levels outside public and private schools, finding hundreds of U.S. schools with potentially toxic air.³¹ That article did not explore TRAP or exposure disparities. (2) Kingsley et al. reported that schools with a majority of black students were more likely to be near a major roadway than were majority-white schools.³² They also reported that schools with a majority of students eligible for free or reduced-price lunch (hereafter “impoverished”) were more likely to be near a major roadway than were non-impoverished students and schools. That study highlights racial and economic disparities based on a proxy for TRAP; it did not investigate pollution levels or sources other than major roadways. (3) Grineski and Collins, investigating neurotoxicant concentrations from the U.S. EPA’s National Air Toxic Assessment (NATA) at public schools throughout the contiguous United States, found that students attending schools in the highest 10% of risk were more likely to be Hispanic, black, Asian/Pacific Islander, and impoverished.³³ NATA may underestimate concentrations, particularly high concentrations.³⁴ None of the three studies mentioned above considered criteria air pollutants explicitly. All three focus exclusively on children’s exposure to ambient air pollution at school; an important policy consideration is whether exposures and exposure disparities differ between home and school locations. (4) Cheeseman et al. reported NO_2 and $\text{PM}_{2.5}$ exposure disparities for public schools across the United States.³⁵ They found higher concentrations for schools with a larger proportion of People of Color and low-income students. That study has the strongest overlap with the study presented here; advances in the study presented here include greater spatial precision [concentrations at the school location (study presented here) vs from a 1 km gridded prediction (prior study)] and direct comparisons between children’s concentrations at school versus at home. The prior study considered demographics only in terms of school composition (the unit of analysis is a school; for example, concentrations for schools with 0–10% Hispanic students, 10–20% Hispanic students, etc.); here, we employ the same approach (school composition) and another approach using demographic groups themselves (i.e., the unit of analysis is a subpopulation; for example, concentrations for all Hispanic students, all Asian students, etc.).

Our approach combines satellite-based empirical-model NO_2 estimates with administrative data for public school and student residence locations. We compare average NO_2 levels and the proportion of public schools below the World Health Organization (WHO) guideline. We then apply this information to understand the impact of schools on childhood NO_2 disparities throughout the contiguous United States.

2. METHODS

2.1. Input Data. **2.1.1. School-Location Data.** Public-school location data are from the National Center for Education Statistics (NCES) School Universe Survey (SUS) for 2005–2006.³⁶ NCES SUS provides, for ~100 000 public schools, the name, location (address and geographic coordinates), grade

levels, enrollment by race–ethnicity (i.e., American Indian/Alaska Native; Asian/Pacific Islander; Hispanic; black, non-Hispanic; or white, non-Hispanic), enrollment by eligibility for free or reduced price lunch (at or below 185% of the federal poverty level), and the number of full-time-equivalent classroom teachers.³⁷ NCES SUS includes all public schools providing education services to prekindergarten, kindergarten, grade 1–12, and ungraded students. Data are collected via surveys of each U.S. state education agency (SEA) and a few other entities (e.g., Bureau of Indian Education and Department of Defense dependent schools). Herein, “minoritized students” refers to all students except non-Hispanic white students; “white students” refers to non-Hispanic white students.

We exclude schools that are inactive, report zero student enrollment or zero full-time-equivalent classroom teachers, and are missing location information. The database contains online schools; to the extent possible, we exclude these schools via relevant keyword searches (keywords: virtual, electronic, online, e-school). The resulting list of schools represent the “universe” of relevant schools. We then removed schools missing pertinent demographic information (number of minoritized students and number of impoverished students). The data are pre-COVID-19; therefore, COVID-related online schooling and hybrid schooling are excluded. Other data sets described next aim to temporally match the school data set.

2.1.2. Home-Location Data. We use the U.S. Census 5-year (2005–2009) American Community Survey at the block group level for student home-location data.³⁸ The survey provides population counts for people 3+ years of age by school-type enrollment status (nursery school, preschool, kindergarten, grades 1–8, grades 9–12, college or graduate school, or not enrolled), race (white alone, black or African American alone, American Indian and Alaska Native alone, Asian alone, Native Hawaiian and other Pacific Islander alone, some other race alone, and two or more races), and ethnicity (white alone, not Hispanic or Latino; Hispanic or Latino). Corresponding with the school-location data set, we consider only students enrolled in nursery school through grade 12. These data do not state school type (e.g., private, public, online, home school, etc.). As mentioned above, “white” refers to non-Hispanic white students and “minoritized” indicates groups other than non-Hispanic white.

2.1.3. Urbanization Data. We use year 2000 Decennial U.S. Census boundaries and population counts³⁹ for urbanized areas (UAs; cities with $\geq 50\,000$ people) and urban clusters (UCs; cities with 2500–49 999 people) to classify schools and residential block groups as within a UA or UC; we classify all remaining schools as rural. We further classify UAs by population tertile: large (nine cities; 3.9 million–18 million residents), medium (41 cities; 720 000–3.8 million residents), and small (397 cities; 50 000–720 000 residents). To avoid issues with locations near urban/rural borders, a 1 km buffer is applied to all UAs and UCs; within-buffer locations are assigned to the corresponding UA or UC. Some results are subdivided into UA and non-UA (i.e., UC plus rural).

2.1.4. Air Pollution Predictions. We employ estimated annual average, year 2006, outdoor NO_2 mixing ratios from a published satellite-based land use regression model for the contiguous United States.⁴⁰ Model predictions are calculated (1) for each public school location and (2) as the population-weighted average of block centroid predictions within each block group for home locations. We employ NO_2 in part because of its importance as a criterion pollutant and because of the

epidemiological evidence of its health effects. The NO₂ empirical model we employ has a mean absolute error of 2.55 ppb (normalized to the mean, 21%) and an R^2 of 0.74 in 10-fold holdout cross-validation.

2.2. Analysis. For all public schools in the contiguous United States, we assess student population-weighted NO₂ distributions at school by the following attributes: school type (elementary or secondary), level of urbanization (rural, UCs, small UAs, medium UAs, or large UAs), race–ethnicity (white, non-Hispanic vs racial–ethnic minoritized students), and income (impoverished vs non-impoverished students). We also assess student population-weighted NO₂ distributions at home by level of urbanization and by race–ethnicity for all block groups in the contiguous United States.

We estimate prevalence ratios, nationally and by level of urbanization, to assess the likelihood of minoritized and impoverished students experiencing low outdoor NO₂ levels relative to their non-Hispanic, white, and non-impoverished peers. Specifically, the prevalence ratio is calculated as the ratio of the percentage in one population (e.g., that is exposed to low NO₂ levels) to the percentage in another population. We also estimate prevalence ratios with schools as the unit of analysis, to compare schools serving predominantly minoritized or impoverished students (>50% of enrolled students) with those serving predominantly non-Hispanic, white, and non-impoverished students. Our comparison metrics include population-average pollution levels and proportions of people or schools with “clean” air (pollution levels below a cutoff value); in a sensitivity analysis, we also consider proportions with “elevated” pollution levels (above a cutoff value, but using a different cutoff, as described next).

As our cutoff for “clean” pollution levels, we use the World Health Organization (WHO) annual-average outdoor NO₂ guideline, established in 2021, of 10 $\mu\text{g}/\text{m}^3$ (~ 5.3 ppb).⁴¹ Analyses below investigate schools with concentrations below this standard. We do not use the U.S. EPA annual average standard of 53 ppb for several reasons. (1) No location has NO₂ levels above this standard. (2) No area has been in non-attainment with this standard since 1998. (3) The standard has not changed since its introduction in 1971.^{42,43} In a sensitivity analysis, we employ the prior (i.e., pre-2021) WHO NO₂ guideline of 40 $\mu\text{g}/\text{m}^3$ (~ 21.3 ppb) as the “elevated” cutoff, investigating schools and residences above this earlier, higher guideline.

We also assess population-weighted NO₂ levels by school-wide percentages of racial–ethnic minoritized students and impoverished students. We perform two school-based analyses: (1) line plots of student population-weighted NO₂ levels by student percentile bins (bin size of 5%), reflecting the school-level percentages of minoritized and impoverished students (i.e., each bin corresponds to 5% of the students, centered on the median student percentile of that bin), and (2) in a sensitivity analysis, line plots of population-weighted NO₂ levels for 10 equally spaced bins reflecting the percentages of minoritized and impoverished students (i.e., ten 10% bins corresponding to 0–100%). We summarize each level of urbanization separately.

We use two approaches to explore the interactions between race and ethnicity and income. First, we consider population-weighted NO₂ levels for impoverished and non-impoverished students separately within each race–ethnicity bin. Second, we consider the converse: population-weighted NO₂ levels for minoritized and white students separately within each income category.

3. RESULTS AND DISCUSSION

Of the starting “universe” of 117 311 public schools, 27 892 schools (24% of schools, 9% of students) were excluded because of missing information (almost exclusively, regarding free/reduced lunch enrollment). The schools and students excluded were less minoritized than schools and students not excluded, and the average student enrollment per school was smaller for excluded schools than for non-excluded schools (see Table S6). Within the contiguous United States, 47.9 million students attending 89 419 public schools remain in our analysis after data screening (Tables S1 and S6). For comparison, the Census American Community Survey database of residential block group locations ($n = 207\,225$) reports a higher number of enrolled students, 51.7 million, owing largely to their inclusion of students not in public schools (e.g., private schools and home schooling) and students in schools that have missing data in the NCES SUS database (Table S1). Most students live (67%) and attend school (71%) in UAs (Table S1), but for students who attend a school that meets the WHO guideline, 19% are in UAs (Table S2; for schools exceeding the prior WHO standard, 100% are in UAs). The student population-weighted average NO₂ level is 11.4 ppb [UA, 12.9 ppb; non-UA, 6.7 ppb (Table S3)]. NO₂ levels are similar for elementary and secondary schools, when considered nationally [11.4 and 11.3 ppb, respectively (Table S5)] and by urbanization level (Figure S1); remaining analyses therefore aggregate elementary and secondary schools.

Population-weighted annual average at-school outdoor NO₂ levels are higher for minoritized students (13.4 ppb) than for white students (9.8 ppb) (Figure 1 and Table S2). A similar disparity is observed at home locations (13.5 and 9.7 ppb, respectively). As described below, impoverished students, on average, attend schools with a level of NO₂ (12.2 ppb) higher than that of non-impoverished students (10.8 ppb). The mean at-school NO₂ disparity by income (1.4 ppb) is 24 to 3 times smaller than the disparity by race–ethnicity (3.6 ppb).

Disparities at the lower end of the distribution, i.e., when comparing the schools experiencing clean air (below the WHO guideline), are as follows. Minoritized students and impoverished students are less likely both to attend schools and to live in areas below the WHO guideline than are, respectively, white students and non-impoverished students (Figure 1). Locations below the WHO guideline occur at all levels of urbanization but are more common in non-urban locations. Overall, 4.6% of minoritized students versus 8.0% of white students attend schools with NO₂ levels below the WHO guideline (Figure 1 and Table S2); for residential locations, values are 7.5% (minoritized) versus 13.6% (white). That is, minoritized students are 0.55 times as likely as their white peers to live in neighborhoods below the WHO guideline and 0.58 times as likely to attend school at locations below the guideline (Table S2). Results for UAs are similar (relative likelihood of NO₂ levels being below WHO standards for minoritized students, relative to that for white students: 0.53 times for home and 0.64 times for school). Predominantly minoritized schools (i.e., >50% minoritized students) are less likely (0.90 times) than predominantly white schools to be in locations below the WHO guideline.

Impoverished students are more likely than non-impoverished students to attend schools below the WHO guideline overall (1.2 times) and in non-UAs (1.3 times), but in UAs, the reverse holds (0.75 times). Results for predominantly impoverished schools (>50% impoverished students) are

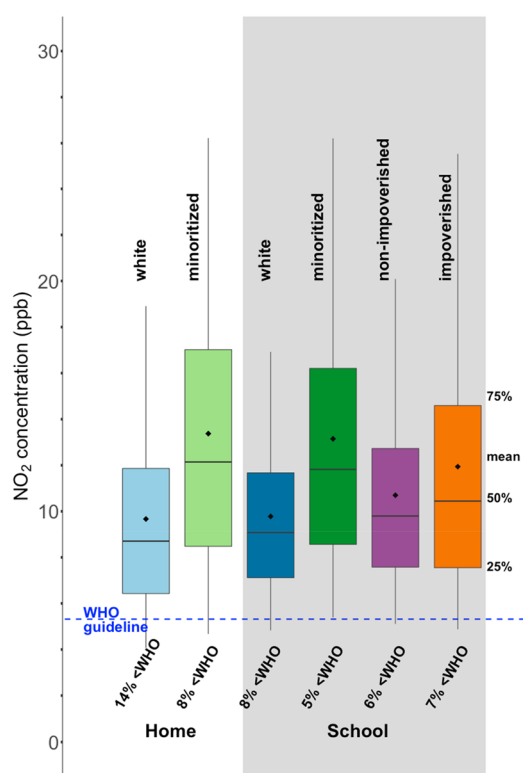


Figure 1. Summary of home-location (left, without shading) and school-location (right, shaded gray) NO₂ mixing ratios for non-Hispanic white, minoritized, non-impooverished, and impooverished students. Horizontal bars and boxes show the median and interquartile range; vertical lines show the 5th and 95th percentiles, and diamonds show mean values. The dashed blue horizontal line shows the World Health Organization (WHO) annual NO₂ guideline (~5 ppb). Numeric values at the bottom (e.g., 14% for white and Home) indicate the percentage of students attending schools with clean air (i.e., predicted NO₂ levels below the WHO guideline).

somewhat different. Those schools are less likely than predominantly non-impooverished schools to be below the WHO guidelines overall (0.85 times) and in UAs (0.75 times), but in non-UAs, the reverse holds (1.09 times).

As a sensitivity analysis and to investigate disparities at the upper end of the distribution, we compared schools experiencing dirtier air, defined herein as NO₂ levels above the earlier (i.e., pre-2021) WHO guideline, ~21 ppb. We find that minoritized students and impooverished students are more likely to attend schools and to live in areas above the earlier WHO guideline than are white students and non-impooverished students, respectively (Figure 1). School locations exceeding the earlier WHO guideline are exclusively in UAs. In UAs, 17% of minoritized students, versus 3% of white students, attend school above the earlier WHO guideline (Table S2b). Overall, minoritized students are 5.2 times as likely as their white peers to live in neighborhoods above the earlier WHO guideline, compared to 8.0 times as likely to attend school at locations above the earlier guideline (Table S2b); considering UAs only, the values are 3.9 times (home) and 5.9 times (school). Of predominantly minoritized schools, 14% experience “dirtier” air (exceeding the earlier WHO standard), versus 0.7% for predominantly white schools, a difference of 20 times (Table S3b). For UAs only, the same statistics are 17% (predominantly minoritized schools) versus 1.4%, a difference of 12 times (Table S3b). Predominantly impooverished schools are 4.0 times as

likely as predominantly non-impooverished schools to have NO₂ levels be above the earlier WHO guideline (9% vs 2%); analogous values for UAs are 3.8 times (15% vs 4%).

The statistics given above indicate that the likelihood of experiencing NO₂ levels below the WHO guideline is lower for minoritized students and predominantly minoritized schools than for impooverished students and predominantly impooverished schools, respectively. Thus, race–ethnicity plays a larger role than income in understanding correlations with access to “clean” (i.e., below-guideline) pollution levels and the associated disparities.

Figure 2 shows student population-weighted average NO₂ levels as a function of the school proportion of racial–ethnic minoritized (Figure 2A) and impooverished (Figure 2B) students by urbanization level. Three aspects stand out.

- (1) For UAs [but not for urban clusters (UCs) or rural areas], slopes are positive in both plots. That is, for UAs, NO₂ levels are higher for schools with a greater proportion of impooverished students and, independently, for schools with a greater proportion of minoritized students. For large UAs, the line slopes increase from left to right (are “superlinear”), especially in Figure 2A and especially above 60% minoritized students, indicating that in large UAs, schools that have the highest racial–ethnic percentages (and highest percent impooverished) have sharply higher exposures and disparities.
- (2) Figure 2 emphasizes the intertwined nature of race and income. A large proportion of students of different demographic groups attend fundamentally different schools. That is, for UAs in Figure 2, especially for large UAs, the bold lines (i.e., interquartile range) for impooverished and non-impooverished students (panel A) and for white and minoritized students (panel B) have little to modest overlap in *x*-axis values. For large UAs, this lack of substantial overlap for the bold lines occurs for *y*-axis values, too.
- (3) For large UAs (25% of all public school students), race–ethnicity is separately and distinctly related to at-school NO₂ levels. For a given level of impooverishment at a school, minoritized students on average attend schools with higher NO₂ levels than do white students (Figure 2B). When controlling for school-level income at other levels of urbanization, differences in NO₂ level by race are generally small to negligible (Figure 2B), and when controlling for school-level race–ethnicity, differences by poverty are generally small to negligible for all levels of urbanization (Figure 2A). That is, Figure 2 indicates that race and income are intertwined, and minoritized and impooverished students experience higher average NO₂ levels; it further indicates that one can disentangle those two factors in large UAs but not in medium and small UAs. As a sensitivity analysis, we plotted the same data as in Figure 2 but using 10 equally spaced bins; the results show similar patterns (Figure S3).

This work advances our understanding of school-aged children’s air pollution exposure by comparing NO₂ air pollution levels at school and home locations. Minoritized students are less likely than their white peers to (1) live in neighborhoods with NO₂ levels below the WHO guideline and (2) attend schools with NO₂ levels below the WHO guideline. When instead considering average values, NO₂ levels and disparities between minoritized and white students are similar in school

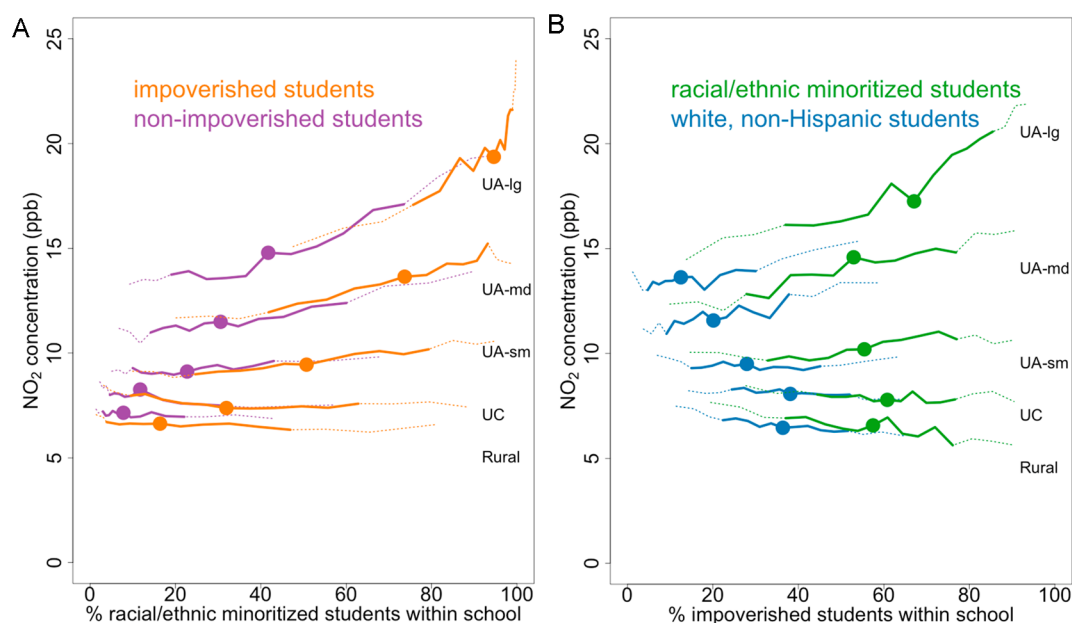


Figure 2. At-school population-weighted NO_2 levels by proportion of (A) minoritized students and (B) impoverished students. Data are separated by level of urbanization (large UA, medium UA, small UA, UC, and rural) and student subpopulation [impoverished vs non-impoverished students (A) and racial–ethnic minoritized students vs non-Hispanic, white students (B)]. Circles indicate the student population-weighted mean NO_2 mixing ratios for the 5% of students centered at the median (47.5–52.5 percentiles) for the corresponding school-level demographics. The bold lines indicate student population-weighted mean NO_2 values for the five-percentile bins approximating the interquartile range (22.5–77.5 percentiles). The thin dotted lines indicate student population-weighted mean NO_2 values for the five-percentile bins approximating the portion of the 10–90th percentile range (7.5–92.5 percentiles) that is outside the interquartile range. UA = urban area. UC = urban cluster.

and home locations. This finding that public schools exacerbate disparities for minoritized students with access to cleaner (below-guideline) NO_2 levels suggests that identifying and mitigating air pollution at public schools could reduce overall air pollution disparities in children. Another important goal of this work is to explore the intersection of race–ethnicity and income. Recent work on outdoor air pollution disparities has found that disparities by race–ethnicity are typically larger than other factors such as income and education.²³ Here we find evidence that this phenomenon exists for at-school NO_2 levels in large UAs, accounting for one-quarter of all students enrolled in public schools.

Disparities in air pollution exposure by race–ethnicity have many underlying causes,⁴⁴ including racist urban planning that results in pollution sources being more likely to be located in black and brown communities.⁴⁵ Some causes, such as redlining,^{46,47} reflect decisions made many decades ago. Our results indicate correlations, not necessarily causations.

Limitations of this article include the following. All inputs (e.g., pollution levels, school locations and demographics, and census data) have errors and uncertainties and likely differ for present-day conditions compared to the prior-year values employed here. Schools may have opened, closed, or moved locations in the years between the survey and the present. We have not investigated variability in time or space (other than comparisons by the urbanization level). We are unable to investigate conditions for schools with missing information. Another limitation is that pollution estimates employed here reflect ambient concentrations, not exposures; issues such as commuting exposures, indoor sources, indoor air cleaning, and indoor–outdoor relationships are omitted.

Perhaps the most important limitation of this work is it documents a problem without proposing or testing solutions.⁴⁸ For example, Mohai and Kweon suggest best practices for

school-siting policies, based on a review of policies in seven states.⁴⁹ Our results emphasize the importance of action, including reducing pollution in overburdened communities.^{50,51}

■ ASSOCIATED CONTENT

Data Availability Statement

All data are available in the main text or the [Supporting Information](#).

Supporting Information

The Supporting Information is available free of charge at <https://pubs.acs.org/doi/10.1021/acs.estlett.3c00507>.

Graphical displays (Figures S1–S3), including the number of students and schools by level of urbanization, prevalence ratios, sensitivity analyses, average NO_2 concentrations, and excluded data (PDF)

Additional data sets (Tables S1–S6), including the number of students and schools by level of urbanization, prevalence ratios, sensitivity analyses, average NO_2 concentrations, and excluded data (XLSX)

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Notes

The authors declare no competing financial interest.

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