

Bay Area Air Quality Management District

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**Proposed
Permit Evaluation
and
Statement of Basis
for
MAJOR FACILITY REVIEW PERMIT
Reopening – Revision 2.0**

**for
Chevron Products Company
Facility #A0010**

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April 2005

Application 12429

Reopening of Title V permit for Chevron

Statement of Basis

The District issued the initial Title V permit to this facility on December 1, 2003. The District issued a reopened permit that amended flare and Regulation 9-10 requirements, corrected errors, and incorporated some new sources and permit conditions on December 16, 2004.

On October 8, 2004, EPA sent a letter containing two objections to the permit and various comments. The letter is attached in Appendix B. The permit was revised to address the objection issues in a reopening of the permit that was proposed on February 1, 2005. The revised permit was issued on April 12, 2005.

This reopening addresses the permit deficiencies identified comments in the October 8 letter (note that EPA commented on five refineries in this letter. Not all comments concern this facility.) Changes in applicable requirements authorized in several Authorities to Construct are also being incorporated in this action. In addition, some issues raised in the refinery's appeal to the 12/16/04 permit and some refinery comments will be addressed.

All changes to the permit will be clearly shown in "strikeout/underline" format. When the permit is finalized, the "strikeout/underline" format will be removed.

The reopening is limited to the changes made to the permit. This statement of basis discusses the changes made by this reopening. It also provides additional analysis supporting certain applicability determinations. Where the additional analysis did not result in a permit change, the analysis is provided for information only. The permit is not being reopened with respect to those issues.

This statement of basis does not address the factual and legal basis for any other permit terms. These are addressed in the comprehensive statements of basis that were prepared for the initial issuance of the permit and for the reopening issued on December 16, 2004. These are available on request.

The proposed revisions include the incorporation into the Title V permit of permit modifications made in seventeen District permit applications. The potential increase of criteria pollutant emissions for each of these applications is summarized as follows and all these emission increases have been offset at a ratio of 1.0 to 1.15 in compliance with BAAQMD Regulation 2, Rule 2:

Permit Application #	Pollutant Increase (tons/yr)				
	NOx	CO	POC	SO2	PM
2719	0.000	0.000	2.300	0.000	0.000
6311	0.000	0.000	0.000	0.000	0.000
6523	1.030	0.150	0.100	0.157	0.034
6643	0.000	0.000	0.000	0.000	0.000
6851	0.000	0.000	0.000	0.000	0.000
6896	0.000	0.000	0.216	0.000	0.000
7693	0.000	0.000	0.032	0.000	0.000
8294	0.000	0.000	0.000	0.000	0.000
8450	0.000	0.000	0.000	0.000	0.000
8451	0.000	0.000	0.300	0.000	0.000
9329	0.000	0.000	0.000	0.130	0.180
9503	0.000	0.000	0.000	0.000	0.000
10401	0.000	0.000	0.000	0.000	0.000
10999	0.000	0.000	0.000	0.000	0.000
11380	0.000	0.000	0.000	0.000	0.000
11989	0.000	0.000	0.000	0.000	0.000
11990	0.000	0.000	0.000	0.000	0.000
Total	1.030	0.150	2.948	0.287	0.214

Changes to the Permit

Section I

The following language was added as Standard Condition I.B.12: "The permit holder is responsible for compliance, and certification of compliance, with all conditions of the permit, regardless whether it acts through employees, agents, contractors, or subcontractors. (Regulation 2-6-307)." The purpose is to ensure that all activities at the facility comply with all applicable requirements.

Section II

Two new sources (S-4405 and S-7010) were added to the New Source review Table II. These sources were associated with application numbers 7693 and 6523, respectively. S-9304 has had a new condition number added to Table II per application number 6896. A-4429 has been added to Table II B per application number 6643.

S-3226 has also been added to Table II per application 9329.

A-0072 and A-0073 have been corrected to reflect 10.8 ppmv per Regulation 9-9-401, which allows for a change in the emission limitation based on efficiency.

For abatement devices A-607, A-611, A-615, A-630, and A-631 now lists both compliance options allowed per 40 CFR 61.349(a)(2)(ii).

A-919 has been added to Table II B per a request made in Chevron's permit appeal.

Section IV

Complex Applicability Determinations:

MACT Subpart CC applicability for flares

Subpart CC applies to, among other things, miscellaneous process vents from petroleum refining process units (40 CFR 63.640(c)(1)). “Miscellaneous process vent” means a gas stream containing greater than 20 parts per million, by volume, organic HAP that is continuously or periodically discharged during normal operation of a petroleum refining process unit meeting the criteria specified in Sec. 63.640(a) (40 CFR 63.641).

Miscellaneous process vents do not include gaseous streams routed to a fuel gas system nor do they include episodic or nonroutine releases (40 CFR 63.641).

Subpart CC also contains a more general exemption from testing, monitoring, recordkeeping, and reporting requirements for refinery fuel gas systems or emission points routed to refinery fuel gas systems (40 CFR 63.640(d)(5)).

Subpart CC defines “emission point” to mean an individual miscellaneous process vent, storage vessel, wastewater stream, or equipment leak associated with a petroleum refining process unit (40 CFR 63.641). “Fuel gas system” means the offsite and onsite piping and control system that gathers gaseous streams generated by refinery operations, may blend them with sources of gas, if available, and transports the blended gaseous fuel at suitable pressures for use as fuel in heaters, furnaces, boilers, incinerators, gas turbines, and other combustion devices located within or outside of the refinery (40 CFR 63.641). “Combustion device” means an individual unit of equipment such as a flare, incinerator, process heater, or boiler used for the combustion of organic hazardous air pollutant vapors (40 CFR 63.641).

The definition of “fuel gas system” clearly indicates that a system begins at the emission point. Once the gas is in the collection system, the fuel gas exemptions apply, even if the collected gases are subsequently routed to a flare. EPA, in its October 8, 2004 letter, disagreed with that interpretation. EPA’s rationale appears to be that the fuel gas system begins at the fuel gas compressor (and presumably any piping leading directly to the compressor). However, EPA’s interpretation renders the part of the definition of “fuel gas system” that includes gathering streams a nullity. Moreover, the definition indicates with equal clarity that a “fuel gas system” remains such even when the gas is routed to a combustion device which, as noted above, is defined to include flares.

An alternative rationale exists in that gases vented to the flares in question are not within the definition of “miscellaneous process vents.” At all of the affected refineries, process gas collected by the gas recovery system are routed to flares only under two circumstances: (1) situations in which, due to process upset or equipment malfunctions, the gas pressure in the flare header rises to a level that breaks the water seal leading to the flare; or (2) situations in which, during process startups, shutdowns, or process upsets, the quality of the gas falls to a level such that it cannot be introduced into the fuel gas

system. Episodic or nonroutine releases such as those associated with startup, shutdown, malfunction, maintenance, depressuring [sic], and catalyst transfer operations are, by definition, not miscellaneous process vents, and are not subject to Subpart CC.

Cooling tower monitoring

The District has determined that best modern practices for operation of refinery heat exchangers is frequent monitoring for potential heat exchanger leaks. The District has reviewed the current practice of Bay Area refineries, and has determined that daily visual inspection, plus water sampling and analysis for indicators of hydrocarbon leaks once per shift, is the best modern practice. A cooling tower that is maintained using best modern practices is exempt from Regulation 8-2. The facility has the burden of keeping records necessary to demonstrate that it qualifies for the exemption. The District has determined that this facility is using best modern practice to monitor cooling tower water for indications of heat exchanger leaks. Regulation 8-2 has been removed from the source-specific applicable requirement table for sources S-4073, S-4076, S-4078, S-4172, S-4173, S-4187, S-4191, S-4329, S-6051, S-6054, and S-6055.

NSPS QQQ requirements and Regulation 8-8 Wastewater requirements for slop oil vessels at Chevron

Chevron's slop oil tanks are subject to Subpart Kb (see Table IV G.1.6) therefore the slop oil tanks are not subject to Subpart QQQ per Section 60.692-3(d):

60.692-3(d) Storage vessels, including slop oil tanks and other auxiliary tanks that are subject to the standards in §§60.112, 60.112a, and 60.112b and associated requirements, 40 CFR part 60, subparts K, Ka, or Kb are not subject to the requirements of this section.

Chevron's slop oil tanks meet the definition of a slop oil vessel per Reg. 8-8-213 since the tanks do dewater the slop oil. Section 8-8-305 is an applicable requirement for these sources, and prohibits the storage of any oil-water separator and/or air flotation unit sludges in an oil-water separator slop oil vessel unless such oil-water separator slop oil vessel is equipped with specified controls. This requirement will be added to Table IV G.1.6. Chevron complies with this requirement, and does not store sludge in these tanks.

40 CFR 61 Subpart FF Applicability

Chevron complies with 40 CFR Subpart FF by meeting the requirements of 61.342(e). Non-aqueous streams are managed per the requirements of 61.342(e)(1) by complying with the equipment standards 61.343 through 61.350. Aqueous streams comply with 61.342(e)(2)(i). Table D.1.1 has been modified to address the non-aqueous streams.

Compliance with Regulation 9-1-313.2

The District is proposing deletion of Title V permit conditions in the five Bay Area refinery permits related to monitoring for compliance with 9-1-313.2. 9-1-313 allows three options for compliance, but is complied with at all Bay Area refineries through section 313.2, which requires operation of a sulfur removal and recovery system that achieves 95% reduction of H₂S from refinery fuel gas. Conditions were established in the 2003 issuance of these permits to periodically verify that a 95% reduction is being achieved. Though details vary amongst the five refineries, all permits require some form of compliance demonstration, generally involving inlet-outlet source testing. The refineries have consistently objected to these conditions, noting that source testing for H₂S reduction is, on the one hand, costly and a significant safety risk, and on the other, unlikely to yield data useful to determining compliance. Having reconsidered the issue, the District is now proposing deletion of the conditions.

The monitoring in all five refinery permits was established pursuant to 2-6-409.2, which provides that, where the applicable requirement does not contain periodic monitoring or testing, “the permit shall contain periodic monitoring sufficient to yield reliable data from the relevant time periods that is representative of the source’s compliance with the permit.” This provision was established in 2-6 to satisfy EPA’s program approval criteria found in 40 CFR 70.6(a)(1)(iii), commonly known as the periodic monitoring requirement. The District has consistently applied a balancing test to determinations of periodic monitoring, considering, among other things, the likelihood of a violation during normal operation, variability in the operation and in the control device, the technical feasibility and probative value of the monitoring under consideration, and cost. Applying these factors to 9-1-313.2, the District now believes that compliance with 9-1-313.2 is sufficiently assured without the addition of Title V monitoring.

A periodic monitoring determination should take as its starting point the intent of the underlying requirement. While some District regulations impose a reduction efficiency with the intent that it be measured on an ongoing basis, other regulations use reduction efficiency to describe the requisite design of equipment to be installed. The latter are sometimes referred to as design standards.

Regarding 9-1-313.2, both the rule language and contemporaneous explanations of the rule suggest that the 95% reduction requirement was intended as a design standard. Furthermore, the target of 95% was aimed at ensuring that no significant fuel gas stream went untreated, rather than acting as a performance standard for treatment systems. 9-1-313 prohibits operation of a refinery of a certain size unless one of three conditions is met, one of which (§ 313.2) is that “*there is a sulfur removal and recovery system that removes and recovers, on a refinery wide basis, 95% of H₂S from refinery fuel gas*” (emphasis added). This phrasing places primacy on the presence of a system capable of achieving a reduction, rather than achievement of the reduction. Moreover, another of the three possible methods of compliance with Section 313 (§ 313.3) allows (prior to a certain date) compliance merely by way of an enforceable commitment to construct such

a system. This third compliance option reinforces the inference that the primary intent of Section 313 was to require operation of a sulfur recovery and removal system.

9-1-313 was adopted in 1990, at a time when all but one Bay Area gasoline-producing refinery were already operating SRU's. The remaining gasoline-producing refinery, Pacific Refining (which has since closed), was instead using a caustic scrubbing system, and had a history of causing odor problems in the community due, in part, to high H₂S levels in fuel gas. The 1990 District staff reports evidence that the primary purpose of the rule was to require installation of an SRU at this facility. This also happens to be the purpose of the Section 313.3 compliance option. The staff reports do not evidence a concern with ensuring a certain level of performance at facilities with existing SRU's. Nor do the staff reports characterize Section 303 as being in any way intended to fulfill a requirement of the federal Clean Air Act. The 1990 staff reports indicate that Bay Area refineries with SRU's were known at the time to be reducing sulfur content in fuel gas to well below applicable regulatory standards.

In 1995 the District revised 9-1-313.2 to add a requirement that a refinery removing more than 16.5 tons of elemental sulfur per day must install a sulfur recovery plant or sulfuric acid plant. The content of the accompanying staff report suggests that, once again, this rulemaking was directed at one facility, Pacific Refining. The caustic scrubbing system in use at Pacific Refining had not resolved the odor problem at the refinery. The rule revision was intended to require Pacific Refining to install a sulfur plant. Most relevant to today's proposal, the staff report includes a statement that while a caustic scrubbing system can be expected to achieve a 95% H₂S reduction, reduction at an SRU typically exceeds 99%.

The language of 9-1-313.2 and District staff reports are consistent with the view that the intent of the rule was to require Bay Area refineries to install and operate an SRU. Though there is an expressed assumption that reduction of better than 99% can be achieved by an SRU, there is no mention in the rule or in the staff reports of how a 95% reduction could be verified on an ongoing basis. This is consistent with the characterization of section 313.2 as a design standard that is satisfied by installation and operation of an adequately designed system.

The discussion that follows explains why periodic monitoring would not be appropriate even if the 95% reduction requirement of section 313.2 is characterized as a performance standard. Although the following discussion can stand alone as a justification for not imposing additional monitoring, it can also be viewed as overlapping with discerning the original intent of the rule. The technical considerations weighing against establishing monitoring through Title V today are synonymous with the policy reasons for why monitoring was not included in the rule as adopted in 1990, and why that rule is most accurately viewed as a design standard.

The District believes that monitoring to verify a 95% reduction is not appropriate. The monitoring would be costly and burdensome. To attempt measurement of inlet and outlet concentrations would require that samples be taken from multiple points simultaneously.

The refineries have asserted this is not possible. The District acknowledges that doing so is at the least costly, complicated, and, to the District's knowledge, unprecedented. The task is made more difficult due to the risks of exposure to H₂S during sampling, particularly at inlet concentrations. Safety precautions would require 2-3 personnel at each sample point, and additional precautions during sample transport and handling. Because the standard is expressed as a refinery-wide standard, samples would need to be taken simultaneously at each fuel gas treatment system in order to determine compliance.

A monitoring regime may be burdensome and yet still justifiable if, among other things, results are accurate and probative regarding compliance with the standard. This is not the case regarding the 95% reduction goal of section 313.2. The accuracy of inlet-outlet source testing would be hampered by the limits of available methods for analyzing H₂S samples at these levels of dilution. Moreover, many of the other sulfur species present interfere with measurement of H₂S, and as a result routine fluctuation in sulfide species will tend to confound calculations comparing inlet and outlet H₂S concentrations. There is no recognized method for quantifying and taking this into account.

Moreover, the District believes the margin of compliance with the 95% reduction goal is likely very large. Of course, due to the considerations discussed above, this cannot be verified with significant accuracy. However, each refinery has regulatory and operational reasons for employing an SRU to maintain H₂S concentrations at very low levels. NSPS Subpart J, for instance, requires that fuel gas contain no more than 230 ppm H₂S. Concentrations at the Bay Area refineries are typically far below this level in all gas combusted as fuel. While the actual percentage of reduction would depend on the inlet concentrations, the low concentrations found post-SRU fuel gas yields a safe assumption that reductions well in excess of 95% are occurring.

In summary, 9-1-313 was adopted primarily to force installation of an SRU at a single refinery that no longer operates. Though not stated in the staff reports, the expression of a 95% reduction goal was likely inserted in the rule to ensure that any SRU installed would address fuel gas comprehensively, not merely in part. H₂S reduction efficiency for an entire fuel gas system can be estimated but cannot be accurately measured. The District believes there is a high degree of certainty that when all fuel gas is processed in an SRU, an H₂S reduction efficiency well above 95% will be achieved. However, monitoring for this result would entail high costs and safety risks for measurements insufficiently exact to be relied on as a measurement of compliance. Such monitoring is therefore not justified for a District regulation that has no historical and no direct functional relationship to a federal Clean Air Act requirement.

The District solicits comment on this proposal and on possible alternative approaches to verifying compliance with the 95% reduction goal of section 313.2. The District knows of no examples in which monitoring for such a standard has been successfully implemented in other jurisdictions. Finally, the District notes that it is considering revision of 9-1-313 that would shift the focus from reduction efficiency to a standard that is both more pertinent to air quality protection and more verifiable.

Applicability of NSPS Subpart J to thermal oxidizers

The District is proposing to revise the permit to indicate the applicability of NSPS Subpart J at certain thermal oxidizers [list: A-414, A-620, A-622, A-623, A-624, A-627, and A-628].

Today's proposal is responsive to EPA's comments relative to the Bay Area refinery permits that a thermal oxidizer located at refinery is a "fuel gas combustion device" within the meaning of § 60.101(g) and therefore subject to Subpart J, provided other applicability criteria are met. EPA's comments are based on the definition of "fuel gas" found at § 60.101(d) as "any gas which is generated at a petroleum refinery and which is combusted." EPA made this comment on earlier versions of the refinery Title V permits, but did not include the issue in its list of reopening issues either on October 8, 2004, or March 15, 2005. One purpose of this proposal is to determine whether EPA still holds to this view. The following discussion presents the District's understanding of the arguments favoring applicability, and also notes countervailing arguments that have been put forth by the refineries.

NSPS Subpart J applies to a "fuel gas combustion device ... which commences construction or modification after June 11, 1973." (40 CFR § 60.100(b).) Any device subject to Subpart J shall not "[b]urn ... any fuel gas that contains hydrogen sulfide (H₂S) in excess of 230 mg/dscm." (40 CFR § 105(a)(1).) Subpart J defines fuel gas as "any gas which is generated at a petroleum refinery and which is combusted." (40 CFR 61.101(d).)

The question that has arisen at some Bay Area refineries is whether a thermal oxidizer at a waste water treatment unit or a gas loading rack is a "fuel gas combustion device." It has been argued that although these abatement devices are combusting gas generated at a refinery, the gases are typically not sufficiently rich in hydrocarbons to support combustion and so are not "fuel gas," both in the common sense of that term and the intended meaning of that term as used in NSPS J. Secondly, it has been argued that only gases generated at "petroleum refinery processing units" should be considered as "fuel gas," and that this would preclude applicability to wastewater treatment systems and gas loading racks. Finally, it has been argued that certain gases combusted at thermal oxidizers are not subject to the hydrogen sulfide standard of NSPS J because they are not compatible with amine treatment.

The District views these arguments as being for the most part analytically distinct. Accordingly, they are addressed in order below.

Does "Fuel Gas" Refer Only to Gases That Can Support Combustion?

As noted above, NSPS J defines "fuel gas" as "any gas which is generated at a petroleum refinery and which is combusted." Aside from the exemption of specific gas streams, the scope of this definition appears comprehensive. A textual argument might be made that the reference to "gas" in the phrase "gas which is generated," should be read as

synonymous with “fuel gas.” In other words, that “fuel gas” should be afforded its common-sense meaning as gas capable of supporting combustion, rather than the broader literal meaning given to it by the section 101(d) definition. This interpretation runs counter to the common practice for reading definitions, i.e., by importing meaning from the defined phrase into the definition itself.

“Fuel gas” was defined in the initial promulgation of NSPS J. In the proposed rule, “fuel gas” meant, in relevant part, “process gas and/or natural gas or any other gaseous mixture which will support combustion.” 38 FR 15408 (June 11, 1973). In the final rule, “fuel gas” was defined as “any gas which is generated by a petroleum refinery process unit and which is combusted.” 39 FR 9315 (March 8, 1974). Thus the phrase “gaseous mixture which will support combustion” was replaced by the phrase “[gas] which is combusted.” This raises the question whether any change in meaning from proposal to final was intended.

The preamble to the final rule discusses a different change regarding fuel gas combustion (exemption of process upset gases), noting that it “do[es] not represent any change in the Agency’s original intent.” *Id.*, at 9310. From the fact that changes to the “fuel gas” definition are not mentioned, it might be inferred that no changes in meaning were intended (i.e., since discussion was devoted to changes that did not alter intent, one would presume any changes that did would have merited discussion). However, the comparison of proposed to final rule combined with the supposition that no change in intent occurred merely begs the question of which version better represents EPA’s true intent.

The stronger presumption, however, is that a change in rule language intends a change in meaning. The change in language clearly has a broadening effect: a gas that, standing alone, will not support combustion will nevertheless combust if introduced into a sufficiently robust environment. EPA could quite reasonably have decided that basing applicability of a standard on the capacity of a gas stream to support combustion places too much weight on a variable facet of operations. In this plausible scenario, the final rule language could be viewed as simply a more accurate statement of EPA’s original intent.

Other federal standards contain definitions of “fuel gas” that clearly limit the phrase to gases that can support combustion. See, e.g., NSPS VV, SO2MI HON. However, these are distinct standards established for purposes other than control of SO₂ emissions. Inferences drawn from comparing definitions of “fuel gas” are ambiguous at best. These more specific definitions would seem to cut against, rather than support, arguments made by the refineries. That EPA can, when it chooses, define “fuel gas” to exclude gases not supporting combustion could lead one to infer that the literal meaning of section 60.101(d) is also the intended meaning.

Is “Fuel Gas” Limited to Gas Generated at Petroleum Processing Units?

As initially promulgated, “fuel gas” was defined as “gas generated at a petroleum refinery process unit.” In the 1973 proposed rule, this phrase appeared in the definition of

“process gas” but not in the definition of “fuel gas.” It was added into the definition of “fuel gas” in the final rule, without explanation. A “refinery process unit” is, and has been, defined in section 101(f) as “any segment of a petroleum refinery in which a specific processing operation is conducted.”

There is little if anything to illuminate the intended meaning of “process,” which in this provision is used to define itself. There is arguably a common usage that refers only to operations that act upon petroleum and transform it towards some end product. Background documents for the 1974 rule explain that “[r]efinery processes, such as distillation and fluid catalytic cracking, produce substantial quantities of ‘process gas....’” The same document states that “[f]uel gas is produced in a refinery from a wide variety of processes including: crude oil separation, catalytic cracking, hydrocracking, coking, and reforming.” However, there is no indication in these background documents that the phrase “refinery process units” was intended to be so limited.

“Process” could also be used in a broader sense to include waste water treatment plants, hydrogen plants, and other ancillary process that do not involve petroleum. In any case, EPA subsequently amended the definition of fuel gas to refer to any gas “generated at a refinery.” Though no explanation was offered for the change, the plain language of the rule as revised would appear to foreclose whatever inferences could have been based on the earlier formulation. It might be argued that interpreting “process” to include any refinery operation deprives the definition of purpose. However, this broader interpretation of “process” does distinguish gas generated onsite from gas imported to the refinery (e.g., pipeline natural gas). Subsequent revision to the standard clarifying the exemption of pipeline gas is consistent with the idea that the reference to “refinery process unit” in the initial definition of “fuel gas” was intended to serve this same purpose.

Does “Fuel Gas” Refer Only to Gas Streams Subject to Amine Treatment?

There are clear indications in the regulatory history of NSPS J that the intent of the rule was to apply only to gases subject to amine treatment. Background documents to the initial proposal discuss amine treatment as the cost effective available control. In 1979, the rule was revised to answer two specific questions: were Thermoform catalytic cracking units treated the same as fluid catalytic cracking units under the regulation (answer: yes); and were auxiliary fuels burned along with gases generated by exempt units subject to the standards (answer: yes). The preamble to this direct-final rulemaking states that the hydrogen sulfide standard of NSPS J is “based on amine treating of refinery fuel gas.” 44 FR 13481 (March 12, 1979). The definition of “fuel gas” was accordingly changed to exclude gases generated at catalytic cracking units, because these gases are chemically unsuitable for amine treatment.

This raises the question of whether other gas streams not susceptible to amine treatment should be considered exempt from the hydrogen sulfide standard or NSPS J. The idea finds considerable support in the original background documents and the 1979 preamble discussion. The 1979 preamble notes that “amine treating can be used, and in most major

refineries normally is used, to remove hydrogen sulfide from . . . refinery fuel gas streams.” *Id.* There is thus an inference that the intent of the standard was to apply only to fuels found in refinery fuel gas systems, or capable of being collected and used in fuel gas systems, because these systems are typically coextensive with the gas streams that are processed by an amine treater at a refinery.

However, there is no reference in the text of the rule itself to amine treatment compatibility as a criterion of applicability. Under the terms of the rule, gas generated at refinery is either “fuel gas,” and therefore subject, or not. Rather than create an explicit exemption based on amine treatment compatibility, EPA chose to specifically exclude those gas streams it knew to require different treatment. The argument for limiting applicability based on amine treatment compatibility therefore finds no foothold in the text of the rule. Presumably, other sources could be expected to comply with the standard using a different control technique (e.g., caustic scrubbing); or normally produce gases of sufficiently low sulfur content as to be inherently compliant.

Proposal to Incorporate NSPS Subpart J

This discussion begins by noting that the arguments that have been raised against applying the hydrogen sulfide standard of NSPS J to thermal oxidizers are analytically distinct. Though mostly true, it may be that certain arguments shade into others. For instance, the argument that only gases compatible with amine treatment were intended to be subject to the standard, which in turn tends to implicate only gases commonly in the fuel gas system, lends some further weight to the textual argument that “fuel gas,” as defined in section 101(d), should be accorded its common sense, as opposed to its literal meaning. Further weight is added by a seeming emphasis, evidenced throughout the regulatory history, on gases generated at units that process petroleum as the subject of controls, which units in turn tend to be the primary source of fuel gas used to support combustion at refinery heaters and boilers.

However, the potential for tying together these different strands of evidence has never been taken up by EPA. EPA has established a consistent record of interpreting NSPS J to apply broadly and according to its literal terms. See, e.g., December 2, 1999, letter from J. Rasnic, EPA, to P. Guillemette, Koch Refining Co.. The District assumes that EPA’s longstanding interpretation would receive substantial deference from a reviewing court. Incremental changes to regulatory language over time, though sometimes unexplained, have tended to support these broader readings. The District speculates that the broader interpretation finds its policy justification in the desire to close potential loopholes -- that is, to remove any incentive to route treatable gas streams away from treatment. Though this may not be consistent with how some understand the original intent of the rule, it is nevertheless a legitimate and rational regulatory goal that finds ample support in the plain language of the rule. The District notes that, to its knowledge, EPA has never analyzed the technical feasibility, benefits, and costs of alternative controls and their application to gas streams not compatible with amine treatment. As a result, the practical consequences of application of NSPS J to the thermal oxidizers in question are not clear.

The District proposes incorporation into the Title V permit of the NSPS J as applicable to certain thermal oxidizers, and solicits comment on this proposal. If today's proposal is finalized, the District will consider the appropriateness of imposing a schedule of compliance for units not in compliance. The District therefore also seeks comment regarding appropriate terms for a schedule of compliance.

Table IV Abatement was created in order to include NSPS subpart J into the permit for Thermal Oxidizers.

Table IV A.4.1 has been changed to include S-7010 and condition #20366 per application 6523.

Table IV B.2.1 has been changed to include condition #'s 7880 and 20666 per application 6896.

Table IV B.4.1 has been changed to include S-4405 and condition #20863 per application 7693.

Table IV C.1.1 has removed Regulation 8-2 since the facility meets best modern practices.

Table IV C.2.1 now includes 40 CFR 63 subpart UUU per application 10999.

Table IV C.3.1 now includes 40 CFR 63 subpart UUU per application 10999.

Table IV C.3.1 has been changed to include S-4354 and S-4360 and condition # 18337 per application 2719.

Table IV D.1.1 has been corrected to reflect Regulation 8-10-502. NESHAP subpart FF has also been added to this table. Condition #20620 has been removed since it merely restates timelines from 40 CFR 63 subpart UUU.

Table IV E.2.1 now includes 40 CFR 63 subpart UUU per application 10999.

Table IV E.3.1 now includes S-3226 per application 9329.

Table IV F.1.0 has been created for Storage Tanks exempt from permits but subject to permit conditions.

Table IV F.1.1 now includes S-3226 per application 9329.

Table IV F.1.10 now includes condition #2856 for S-399 per application 10401.

Table IV F.1.11 now includes condition #1069 for S-1637 per application 8294.

Table IV F.1.14 now includes condition #21307 for S-1645 per application 8451.

Table IV G.1.1 has had 61.342(c)(2), 61.342(c)(3), and 61.342(d) removed since the facility complies with 61.342(e).

Table IV G.1.4 no longer references sections 8-8-112, 8-8-210, and 8-8-502. Section 8-8-313 has been added. These changes were made as a result of Chevron's permit appeal.

Table IV H.2.1 no longer contains 40 CFR 61.349(a)(1)(ii) and (iv) based on a comment within the Chevron permit appeal.

Section VI

The following Permit conditions have been either added or modified to incorporate new A/C's and P/O's:

Permit condition # 1046(application 9329)
1069(application 8294)
2856(application 10401)
7880(application 6896)
12842(application 11380)
18337(application 2719)
18945(application 9503)
20330(application 6643)
20361(application 6851)
20366(application 6523)
20666(application 6896)
20863(application 7693)
21232(application 10324)
21307(application 8451).

Condition 12842 has been changed from daily monitoring to once per 24-hour period per application 11380.

Condition 14596.3 was added to the permit from the district databank.

Condition #18137.3 has been deleted to allow operating flexibility to the facility. The facility was requesting to switch materials from non-exempt to exempt without landing the roof or cleaning the tank. Deletion of this condition will allow this to occur. The facility will be responsible to determine whether the contents are exempt or not since a tank with non-exempt material may not mix and become exempt when exempt material is added. The lighter, non-exempt materials will have the tendency to remain on top of the exempt materials. A switch to exempt stock may occur regardless of whether the 8-5-117 exemption is listed in the permit. The facility would have the burden of proving that it qualified for the exemption. Moreover, to be exempt from section 402.2 monitoring, the facility would have to show that non-exempt stock were not present in the tank at any point during the relevant time period.

Condition #20620 has been removed since it merely restates timelines from 40 CFR 63 subpart UUU. This change was made based on several applications (10999, 11989, and 11990).

Section VII

Table VII Abatement was changed to include the NSPS subpart J provisions.

Table VII A.4.1 has been modified to include S-7010 and condition # 20366 per application 6523.

Table VII B.2.1 has been modified to include condition #'s 7880 and 20666 per application 6896.

Table VII B.4.1 has been modified to include S-4405 and condition # 20863 per application 7693.

Table VII C.2.1 now includes 40 CFR 63 subpart UUU per application 10999.

Table VII C.3.1 has been modified to include S-4360 per application 2719.

Table VII C.3.1 now includes 40 CFR 63 subpart UUU per application 10999.

Table VII D.1.1 now has NESHAP subpart FF to address a comment made by the EPA regarding non-aqueous waste streams. Tables VII D.1.1 and G.1.6 have had 61.342(c)(2), 61.342(c)(3), and 61.342(d) removed since the facility complies with 61.342(e).

Table VII E.2.1 now includes 40 CFR 63 subpart UUU per application 10999.

Table VII E.3.1 now includes S-3226 per application 9329.

Table VII F.1.0 has been created for Storage Tanks exempt from permits but subject to permit conditions.

Table VII F.1.1 now includes S-3226 per application 9329.

Table VII F.1.10 now includes condition #2856 for S-399 per application 10401.

Table VII F.1.11 now includes condition #1069 for S-1637 per application 8294.

Table VII F.1.14 now includes condition #21307 for S-1645 per application 8451.

Table VII G.1.4 no longer references sections 8-8-112, 8-8-210, and 8-8-502. Section 8-8-313 has been added. These changes were made as a result of Chevron's permit appeal.

Table VII G.1.6 has been modified to include condition #20361 for S-3127 per application 6851.

Table VII H.2.1 has been corrected to show the monitoring citation as 61.356(h) as opposed to 61.349(g). The monitoring associated with 61.349(a)(2) has been changed to include monitoring for carbon adsorption.

Table VII Abatement now includes A-919 and provides both compliance options allowed per 40 CFR 61.349(a)(2)(ii). This table also allows the use of portable G/C monitoring. This change was made per Chevron's permit appeal.