



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 5
77 WEST JACKSON BOULEVARD
CHICAGO, IL 60604-3590

REPLY TO THE ATTENTION OF

JUL 06 2016

Ray Pilapil
Bureau of Air
Illinois Environmental Protection Agency
1021 North Grand Avenue East
Springfield, Illinois 62794-9276

Dear Mr. Pilapil:

The U.S. Environmental Protection Agency has reviewed the Illinois Environmental Protection Agency's (IEPA's) draft revised Clean Air Act Program permit (CAAPP) through reopening and significant modification (draft permit) for Illinois Power Generating Company, Coffeen Power Station (Coffeen), located at 134 CIPS Lane, Coffeen, Illinois (Permit No. 95090009). We appreciate your efforts in working with us towards the common goal of issuing a clear and practically enforceable permit. Our comments are as follows:

- 1) The monitoring and inspection requirements in Conditions 5.2.7(a), 7.2, 7.3, 7.4, and 7.5 for opacity and particulate matter (PM) emissions from coal handling, coal processing, fly ash and limestone and gypsum handling equipment are inadequate to assure compliance with the applicable requirements.**

Under the draft permit, the Permittee is subject to the following PM and opacity emission limitations for coal handling, coal processing, fly ash and limestone and gypsum handling equipment (material handling and processing equipment):

- Condition 5.2.2(a), which prohibits emissions of fugitive PM from leaving the property line of the source unless an exception applies. *See also* Illinois State Implementation Plan (SIP) requirements at 35 Illinois Administrative Code (IAC) §§ 212.301 and 212.314.
- Condition 5.2.2(b), which prohibits emissions of smoke or other particulate matter with an opacity greater than 30 percent into the atmosphere from certain emission units. *See also* Illinois SIP requirements at 35 IAC §§ 212.122 and 212.123(a).
- Conditions 7.2.4(c), 7.3.4(c), 7.4.4(c), and 7.5.4(c), which contain process weight rate requirements and restricts PM emissions from coal, fly ash, and limestone and gypsum handling equipment. *See also* Illinois SIP requirements at 35 IAC § 212.321.

- Conditions 7.2.6(b), 7.3.6(b)(ii), 7.4.6(b) and (c), and 7.5.6(b)(iii) and (v), which incorporate Title 1 permit limits that restrict PM emissions from certain material equipment.

EPA has a number of concerns with the draft permit's procedures for monitoring compliance with the above opacity and PM emission limitations that apply to the various material handling and processing equipment as required by 40 C.F.R. § 70.6(a)(1). EPA's specific comments regarding these issues are provided below.

- a. *The frequency of the required visible emissions (VE) observations from the coal handling equipment, coal processing equipment, fly ash and limestone and gypsum handling equipment is inadequate to assure continuous compliance with applicable opacity and PM limits.*

To control emissions from material handling and processing equipment, the Permittee uses, among other things, natural surface moisture, water atomized foggers, baghouses and dust suppression, as identified in the Control Measures Record, which is incorporated by reference into the Permit by Condition 5.2.7(a). The draft permit contains inspection and monitoring requirements for this equipment, which includes requirements to perform monthly inspections; annual VE observations in accordance with EPA Method 22; and VE observations in accordance with EPA Method 9 once every three years.

The draft permit's inspection and monitoring requirements are not adequate to yield reliable and accurate emissions data that are representative of the Permittee's compliance with applicable PM and opacity limits, as required by 40 C.F.R. § 70.6(a)(3)(i)(B). The frequency of inspections and monitoring will not provide sufficient data to determine whether the control measures being used are adequate and whether alternative control measures must be employed. This is because, among other things, the majority of the affected equipment operates continuously, 365 days a year, the type of control measures used can fluctuate greatly, and weather conditions can have significant impacts on the adequacy of using natural surface moisture to control emissions. *See also* comment number two of EPA's December 21, 2012 letter regarding the draft Coffeen permit.

EPA recognizes that the Permittee has conducted PM and opacity emissions testing that shows compliance with the applicable permit limits. However, the testing results do not contain enough data to provide a reliable and accurate picture of PM and opacity emissions from the affected equipment to justify the frequency of inspections. For example, opacity testing showed emissions from certain equipment was as high as 20 percent, which is concerning given that the equipment is subject to, among other things, a 30 percent opacity limit. Additionally, the PM testing did not address how the Permittee quantified PM emissions from the equipment. Furthermore, the testing information did not specify which, if any, of the control measures other than natural surface moisture the Permittee implemented during testing.

To address the above concerns, Conditions 7.2.8(b), 7.3.8(b), and 7.4.8(b) should be revised to require the Permittee to conduct a Method 22 test at least once per day for each

affected operation during normal operation. These daily observations may be performed by the plant operators involved in day-to-day operations who decide on a daily basis whether to operate additional control measures. The permit should also identify appropriate next steps if emissions are observed, such as corrective action and/or Method 9 observations. Alternatively, the permit could require installation and operation of video monitoring equipment to monitor visible emissions from the coal and fly ash equipment and require appropriate next steps if emissions are observed.

Additionally, Conditions 7.2.7(a)(i), 7.3.7(a)(i), 7.4.7(a)(i), and 7.5.7(a)(i) should be revised such that Method 9 observations are increased from once every three years to once per year. Requiring annual Method 9 observations will yield actual opacity readings that would provide the plant operators with information to evaluate the ongoing integrity and effectiveness of the control measures. As a result, the Permittee would be in a position to respond and take appropriate steps to avoid exceeding the applicable PM and opacity limits.

- b. *Condition 5.2.7 should be revised so that any substantive changes to the Control Measures Record require review by IEPA and public comment, as appropriate, prior to incorporation into the permit.*

Condition 5.2.7(a) incorporates into the draft permit the Permittee's Control Measures Record dated December 12, 2013, and states that "Any revised version of the Control Measures Record prepared by the Permittee and submitted to Illinois EPA while this permit term is in effect is automatically incorporated by reference. Upon such automatic incorporation, the revised plan replaces the version of the plan previously incorporated by reference." As written, the draft permit allows for the Control Measures Record to be revised and automatically incorporated by reference into the permit without being reviewed by IEPA or offered to the public for review and comment. Thus, the Permittee could significantly revise the control measures used to demonstrate compliance with the applicable opacity and PM limits without the opportunity for review of the new adopted measures.

Under 415 ILCS 5/39.5(8), IEPA must provide notice to the public, including an opportunity for public comment, on each significant modification to a CAAPP permit. Illinois' CAAPP further provides that "every significant change in existing monitoring permit terms or conditions and every relaxation of reporting or recordkeeping requirements shall be considered significant." 415 ILCS 5/39.5(14)(c)(ii). Additionally, the federal Title V regulations require all permit modification proceedings to provide adequate procedures for public notice and comment except for minor modifications. 40 C.F.R. § 70.7(h). The Permittee's implementation of the control measures contained in the Control Measures Record is essential to achieving and maintaining compliance with the applicable opacity and PM limits. Any substantive changes to those control measures must be processed consistent with the appropriate permit modification procedures required by state and federal law. Therefore, the statement in Condition 5.2.7(a) that automatically incorporates any revisions made to the Control Measures Record should be removed from the permit. Any revisions made to the Control Measures Record must be

submitted to IEPA for review and processed according to the appropriate permit modification procedures.

- c. The Control Measures Record should be revised to require that the secondary control measures be used to supplement the primary control measures whenever the primary control measures are not effective at reducing emissions.*

The Control Measures Record includes primary control measures and, for certain emission sources, secondary control measures. However, the Control Measures Record is set up such that the source “may” operate the secondary control measures when there is “greater than normal dusting.” The draft permit’s use of the term “may” in this context suggests that the secondary control measures are optional even when the primary control measures are ineffective. To ensure that the control measures provide the necessary level of emission control needed to maintain continuous compliance with applicable requirements, the Control Measures Record should be revised so that the secondary control measures must be used to supplement primary control measures whenever the primary control measures are ineffective at minimizing emissions, as required by 40 C.F.R. § 70.6(a). This revision to the Control Measures Record is necessary because our review of the permit record indicates that compliance with the applicable PM and opacity limitations may not be possible at times unless the secondary control measures are employed.

- d. Conditions 7.2.6(a), 7.3.6(a), 7.4.6(a) and 7.5.6(a) should be revised to require the Permittee to implement and maintain the control measures specified in the Control Measures Record that is incorporated by reference in Condition 5.2.7.*

Conditions 7.2.6(a), 7.3.6(a), 7.4.6(a) and 7.5.6(a) require the Permittee to implement and maintain control measures for the affected operations and lists examples of those measures, but does not require any specific control measures to be used. For example, Condition 7.2.6(a) states that “The Permittee shall implement and maintain the control measures for the affected operations, *such as* enclosure, covers, natural surface moisture, application of dust suppressant, and use of dust collection equipment...” (Emphasis added). As written, the draft CAAPP permit does not require the Permittee to use any specific control measures. The Conditions identified above should be revised to require the Permittee to implement and maintain the control measures required by the Control Measures Record. These revisions would ensure that the permit contains sufficient operational requirements to assure compliance with applicable opacity and PM limits for the affected operations, as required by 40 C.F.R. § 70.6(a).

- 2) The PM and carbon monoxide (CO) performance testing requirements in Conditions 7.1.7(a)(ii), 7.1.7(a)(iv) and 7.1.7(b)(i) will not necessarily reflect the highest emissions during the expected normal operation of the source.**

Conditions 7.1.7(a)(ii) and (iv) requires that any PM emissions testing to be performed “within 90 days of operating an affected boiler “for more than 72 hours total in a calendar quarter at a load([as defined in that rule] that is “more than 15 percent higher than the

greatest load on the boiler,” during the most recent set of PM tests on the affected boiler in which compliance is shown....” that showed compliance. Condition 7.1.7(a)(iv) states that CO emissions shall be measured in conjunction with the initial measurements of PM emissions, as required by Condition 7.1.7(a)(ii). Condition 7.1.7(b)(i) specifies that measurements of PM and CO emissions “shall be performed at 90 % or greater of the seasonal maximum operating loads” of the boilers and “other operating conditions that are representative of normal operation.” We have the following concerns with these conditions:

a. Condition 7.1.7(a)(ii), which does not require the re-testing of PM emissions under certain changed circumstances, may result in violations of applicable emission limits.

As written, Condition 7.1.7(a)(ii) authorizes the Permittee to test at close to 100 percent of its “seasonal maximum” operating load, without having to retest in the future unless, among other things, the Permittee actually operates the boilers at 115 percent or higher of the maximum operating load for more than 72 hours in a calendar quarter. Condition 7.1.7(a)(iv) provides a similar approach for CO. These provisions could allow the Permittee to violate PM and CO emission limits, if emissions from the last compliant source test were close to the limit. It could also allow the Permittee to indefinitely operate at levels that are higher than the representative testing conditions that are established in the initial testing, as discussed further below in the comment on Condition 7.1.7(b)(i).

The permit record does not show that the Permittee has provided a demonstration that this approach will enable the boilers to remain in continuous compliance with applicable emission limits at all times, including when operating at maximum capacity. The Statement of Basis (SOB) similarly does not provide such an explanation.

The main reason for performance testing of an emission unit is to determine whether emissions from the source can demonstrate compliance on a continuous basis.¹ Accordingly, performance tests conducted for the purpose of demonstrating compliance must be conducted under normal process operating conditions producing the highest emissions. This expectation is reflected in EPA’s stack testing guidance, which recommends that a source be tested at an operating level that would represent the highest emissions during the expected normal operation of the source. See EPA Clean Air Act Stack Testing Guidance, April 27, 2009, available at: <http://www3.epa.gov/ttnemc01/guidlnd/gd-050.pdf> (pp. 14-16)

Where it is not possible to replicate such conditions during the test (such as due to safety concerns, or if testing is being conducted during a period of low productivity by the source), the source must provide the permitting authority with a demonstration that the source will be in continuous compliance with applicable emission limits at all times, including when operating at maximum capacity. As explained in the stack testing guidance, the Permittee is responsible for making this demonstration.

¹ The Act defines the terms “emissions limitation” and “emission standard” in Section 302(k) as “a requirement established by the state of the Administrator which limits the quantity, rate, or concentration of emissions of air pollutants on a continuous basis....” (emphasis added).

In the absence of an adequate explanation in the permit record or SOB, the permit should be revised to require that any re-testing be performed at the maximum capacity at which the boilers are expected to be operated. Alternatively, IEPA could add a permit condition that prohibits the boilers from operating at a load higher than the operating load during the most recent performance test that demonstrated compliance. Without such revisions, the permit does not assure compliance with all applicable requirements, in accordance with 40 C.F.R. § 70.6(a)(1).

- b. The operating conditions during the PM and CO performance tests required by Condition 7.1.7(b)(i) do not reflect the highest emissions during expected normal operation of the boilers.*

Condition 7.1.7(b)(i) of the permit authorizes (initial) testing of the boilers at a capacity of 90 percent or greater of the seasonal maximum operating loads. As with Conditions 7.1.7(a)(ii) and 7.1.7(a)(iv) above, these provisions could allow the Permittee to violate PM and CO emission limits if emissions from the last compliant source test were close to the limit. It could also allow the Permittee to indefinitely operate at levels that are higher than the representative testing conditions.

Again, the permit record does not show that the Permittee has provided a demonstration that this will enable the boilers to remain in continuous compliance with applicable emission limits at all times, including when operating at maximum capacity. The SOB similarly does not provide an explanation as to how this approach would yield PM and CO emissions that represent maximum emissions from the affected boilers.

The main reason for performance testing of an emission unit is to determine whether emissions from the source can demonstrate compliance on a continuous basis. Accordingly, performance tests conducted for the purpose of demonstrating compliance must be conducted under normal process operating conditions producing the highest emissions. This expectation is reflected in EPA's stack testing guidance, which recommends that a source be tested at an operating level that would represent the highest emissions during the expected normal operation of the source. See EPA Clean Air Act Stack Testing Guidance, April 27, 2009, available at: <http://www3.epa.gov/ttnemc01/guidlnd/gd-050.pdf> (pp. 14-16)

Where it is not possible to replicate such conditions during the test (such as due to safety concerns, or if testing is being conducted during a period of low productivity by the source), the source must provide the permitting authority with a demonstration that the source will be in continuous compliance with applicable emission limits at all times, including when operating at maximum capacity. As explained in the stack testing guidance, the Permittee is responsible for making this demonstration.

In the absence of an adequate explanation in the permit record, the permit should be revised to require that testing be performed at the maximum capacity at which the boilers are expected to be operated. Alternatively, IEPA could add a permit condition that

prohibits the boilers from operating at a load higher than the operating load during the most recent performance test that demonstrated compliance. Without such revisions, the permit does not assure compliance with all applicable requirements, in accordance with 40 C.F.R. § 70.6(a)(1).

3) The compliance procedures regarding the applicable PM limits in Condition 7.1.12(b) should be revised to assure compliance with applicable PM limits.

a. *The relevant portions of Condition 7.1.9 should be cited within 7.1.12(b).*

Condition 7.1.12(b) establishes that compliance with the PM limits in Condition 7.1.4(g) is determined through “continuous opacity monitoring in accordance with Condition 7.1.8(a), PM testing in accordance with Condition 7.1.7, and the recordkeeping required by Condition 7.1.9.” Condition 7.1.9 contains all recordkeeping requirements for the boilers, associated controls, and associated monitoring equipment. Condition 7.1.12(b) should be revised to include only the portions of Condition 7.1.9 that are directly related to compliance with the PM limits.

b. *The compliance procedures within Condition 7.1.12(b) should incorporate the recycle pumps, since they are relied upon to demonstrate compliance with applicable PM limits.*

Pursuant to 40 CFR 70.6(c)(1) permits shall contain “compliance certification, testing, monitoring, reporting, and recordkeeping requirements sufficient to assure compliance with terms and conditions of the permit.” The boilers are subject to the Compliance Assurance Monitoring (CAM) Rule at 40 CFR Part 64. Generally, monitoring developed under CAM meets the requirements for monitoring under 40 CFR Part 70. The CAM plan for the boilers includes operation of the Wet Flue Gas Desulfurization (WFGD) recycle pumps as an indicator of compliance in addition to the continuous opacity monitoring systems (COMs). However, there are no requirements related to the proper operation of the WFGD referenced in Condition 7.1.9 or 7.1.12(b). The PM compliance measures in Condition 7.1.12(b) should be revised to include monitoring and recordkeeping associated with the WFGD or a reference to where those requirements are found in the permit.

c. *The permit should include parametric monitoring of the ESP to enhance enforceability of the PM limits.*

The boilers use controlled with an Electro-Static Precipitator (ESP). The ESP is used as control equipment that is employed to control PM emissions from the boilers. Without proper functioning and operation of the ESP, PM emissions from the boilers may not be adequately controlled and the permittee would potentially be out of compliance with the applicable PM limits. As part of the permit, the compliance measures for the applicable PM limits, Conditions 7.1.9(b)(ii) and 7.1.12(b) require the Permittee to keep records of certain ESP parameters, including the status of each ESP field (recorded at least once per shift), primary voltages and currents (recorded at

least once per day), secondary voltages and currents (recorded at least once per day) and sparking rates (recorded at least once per day). However, it is not clear how keeping these basic records will demonstrate that the ESP is operating in a manner that assures that PM emissions are being controlled properly. To enhance enforceability of the PM limits in Condition 7.1.4(g), EPA recommends that a correlation be established between the operating ranges of the ESP parameters and PM emissions. Including these correlated ranges in the permit, will assure that the ESP is in proper operation, and that the applicable PM limits are enforceable.

4) The averaging period for the COMS data in Condition 7.1.13 should be one hour.

The Permittee operates two coal-fired boilers, Boiler 1 and Boiler 2, that are subject to PM emission limits of 0.15 and 0.19 pounds per million British thermal units (lb/mmBtu) of actual heat input in any one hour period, respectively. See Condition 7.1.4(g) and 35 IAC § 212.203. Pursuant to 40 C.F.R. Part 64, the Permittee must comply with a CAM plan that assures the boilers are in continuous compliance with the PM emission limits.

The Permittee's CAM plan, which, in part, requires COMS as a surrogate for PM emissions, is found in Condition 7.1.13 and tables 7.1.13.a and 7.1.13.b. However, the CAM plan specifies the averaging period for the pollutant of concern (i.e., PM/opacity) as three hours instead of one hour, which would be consistent with the averaging period for the PM emission limits in Condition 7.1.4(g). While the three-hour averaging period specified in the CAM plan would be consistent with the averaging period for a three-hour performance test under Illinois' SIP, this is not the case when PM (or its surrogate, opacity) data is being collected continuously through a COMS.

Specifically, since the ESP will be operating continuously, COMS data will be collected continuously (four data points per minute), and there is a one-hour mass emission limit, the averaging period used for the CAM plan indicator range for the COMS data in Condition 7.1.13 should be revised to be one hour. Without the appropriate averaging time, the monitoring scheme is not sufficiently relevant to the time period that is representative of the source's compliance status with the applicable PM limits in the permit, as required by 40 C.F.R. § 70.6(a)(3)(B).

5) Conditions 7.1.3(c)(ii), 7.2.3(b)(ii), 7.3.3(b)(ii), 7.4.3(b)(ii), 7.6.3(c)(ii), 7.7.3(c)(ii) are not practically enforceable because the term "as soon as practicable" as used in these conditions is not defined.

The Illinois SIP at 35 IAC § 201.262 allows the Permittee to continue operation of an affected operation in violation of applicable requirements in the event of a malfunction or breakdown if the Permittee has applied for such authorization in its Title V application pursuant to 35 IAC § 201.261, including has submitted "proof [demonstrating that] such continued operation is necessary to prevent injury to persons or severe damage to equipment; or that such continued operation is required to provide essential services." Among other things, the Illinois SIP at 35 IAC § 201.261 requires the Permittee to include in its

application “all measures, such as use of off-shift labor or equipment which will be taken to minimize the quantity of air contaminant emissions and length of time during which such operation will continue.”

These SIP requirements are reflected in, among others, draft permit Conditions 7.1.3(c)(ii), 7.2.3(b)(ii), 7.3.3(b)(ii), 7.4.3(b)(ii), 7.6.3(c)(ii), and 7.7.3(c)(ii), and attempt to specify the kind of measures that the Permittee must take upon occurrence of excess emissions due to malfunction or breakdown. Specifically, these permit provisions provide that upon occurrence of excess emissions due to malfunction or breakdown of an emission unit, the Permittee shall “as soon as practicable” repair the emission unit, remove the emission unit from service or undertake other action so that excess emissions cease. However, the term “as soon as practicable” is not defined in the draft permit nor explained in the SOB, which renders the above permit conditions practically unenforceable.

As EPA has previously explained, the term “as soon as practicable,” as used in the context of the above permit conditions, must have a specified time limit for it to be practically enforceable. *See In the Matter Of: Midwest Generation, LCC Waukegan Generating Station*, Petition Number V-2004-5 (Order on Petition), September 22, 2005, at 11-13. In that Petition Order, EPA determined that because the challenged permit specifically “[provided] 24 hours or noon of the Illinois EPA’s next business day, unless an extension has been obtained, as the maximum time permitted to reduce boiler load, repair the affected boiler, or remove the affected boiler from service so that excess emissions cease, “as soon as practicable” has boundaries which makes the term practically enforceable.” *Id.* at 13.

As written, the draft permit’s use of the terms “as soon as practicable,” in the Conditions identified above do not include similar clarifying language or definitions as included in the Midwest Generation Waukegan Title V permit. IEPA must revise the draft permit to define the term “as soon as practicable” by including specific time limits by when the Permittee must take corrective actions to make the term practically enforceable.

6) Sections 6.1 and 6.2 have not appropriately incorporated the Cross-State Air Pollution (CSAPR)/Transport Rule (TR) trading programs.

EPA has identified several concerns with Sections 6.1 and 6.2 of the draft permit, “Cross-State Air Pollution (CSAPR)/Transport Rule (TR) Trading Programs”. These relate primarily to areas where IEPA has not used the language contained in EPA’s May 13, 2015 guidance document entitled “Title V Permit Guidance and Template for the Cross-State Air Pollution Rule,” or has deviated from the language of the rule. EPA developed this guidance in order to assist states in incorporating applicable TR requirements into Title V permits. The guidance includes a template that can be completed and inserted into a Title V permit in order to ensure that the TR requirements are completely and correctly incorporated. EPA strongly encourages states to use the template. While state permitting authorities are not required to use the template, it does provide the minimum applicable TR requirements that must be included in a Title V permit.

Our specific comments on Sections 6.1 and 6.2 of the draft permit are as follows:

- a. Throughout Sections 6.1 and 6.2, IEPA has replaced the term "owners and operators" from the TR language with "permittee." For sources subject to CSAPR, there may be multiple owners and operators that are not necessarily named as the permittee. The term "owners and operators" is consistent with the Federal rule language in 40 C.F.R. Part 97, and will ensure that the appropriate responsible parties are included in the event of any future changes in ownership for this facility. IEPA should replace the term "permittee" with "owners and operators" throughout Sections 6.1 and 6.2.
- b. The template provided by EPA in the May 13, 2015, guidance was structured to provide flexibility for sources subject to CSAPR. By providing the table outlining the multiple monitoring system options, the structure of the template allows for the use of the minor permit modification procedures under Title V if a facility chooses to request an alternative monitoring system. While IEPA is not required to use the template, the structure of Section 6.2 will require a significant modification to the permit to incorporate any future changes to the selected monitoring systems. This would likely result in a conflict between the approved monitoring system under CSAPR and the permit while the significant modification is being processed. The facility will be expected to comply with both the requirements of the approved plan and the requirements of the permit.
- c. Condition 6.2.3.a of the permit requires Coffeen to submit a monitoring plan to the EPA Administrator. This language is similar to the language in paragraph 2 of the "Description of TR Monitoring Provisions" in the template; however, IEPA has not included the link to EPA's website where the monitoring plans can be found. EPA requests that IEPA include the link to ensure that any interested party knows where to find the information.
- d. In conditions 6.2.2.a.i, 6.2.2.b.i, 6.2.2.c.i, 6.2.5.a, and 6.2.5.b, IEPA has used the term "affected unit" instead of "TR NO_x Annual Unit," "TR NO_x Ozone Season Unit," or "TR SO₂ Group 1 Unit." The term "affected unit" is not defined in 40 C.F.R. Part 97. IEPA should use the appropriate term from 40 C.F.R. Part 97 for each condition.
- e. The language of condition 6.2.4 concerning delegated representative deviates from the language of the TR at 40 C.F.R. §§ 97.406(a), 97.506(a), and 97.606(a). EPA requests that IEPA use the language of the rule.
- f. It appears that the language in condition 6.2.5.d may have been intended to meet the requirements of 40 C.F.R. §§ 97.406(g), 97.506(g), and 97.606(g). If so, the language in the draft permits deviates from the language in the TR. If the intent of 6.2.5.d was to address these requirements, please revise the condition to incorporate the rule language. If condition 6.2.5.d was not meant to address these requirements, please add the appropriate requirements of the TR.
- g. Several provisions of the TR that EPA considers to be minimum requirements for a Title V permit are not included in Section 6.2. To ensure the CAAPP includes the

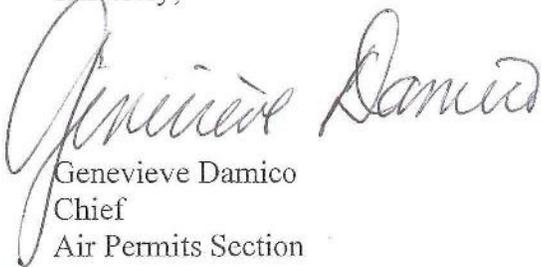
minimum requirements, EPA requests that the following provisions be included in Section 6.2 of the CAAPP permit:

- From the "Description of TR Monitoring Provisions" section of the template: paragraph numbers 3 and 4 including the link to EPA's website.
- 40 C.F.R. §§ 97.406 (d)(1) and (e), 40 C.F.R. §§ 97.506 (d)(1) and (e), and 40 C.F.R. §§ 97.606 (d)(1) and (e).

We provide these comments to help ensure that the permit meets all federal requirements, provides all necessary information to the public, and so that the record provides adequate support for the permit decision.

We look forward to working with you to address all of our comments. If you have any further questions, please feel free to contact Danny Marcus, of my staff, at (312) 353-8781.

Sincerely,



Genevieve Damico
Chief
Air Permits Section

Enclosure



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 5
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CHICAGO, IL 60604-3590

DEC 21 2012

REPLY TO THE ATTENTION OF:

Ed Bakowski
Bureau of Air
Illinois Environmental Protection Agency
1021 North Grand Avenue East
Springfield, Illinois 62794-9276

Dear Mr. Bakowski:

The Air Permits Section staff of the U. S. Environmental Protection Agency has discussed with your staff the Illinois Environmental Protection Agency's (IEPA's) draft Clean Air Act Permit Program (CAAPP) permit for Ameren Energy Generating Company, Coffeen Energy Center (Permittee), located at 134 CIPS Lane, Coffeen, Illinois (Permit No. 10090024). We appreciate your efforts in working with us towards the common goal of issuance of a CAAPP permit that is clear, enforceable and consistent with the Clean Air Act. Our comments are as follows:

1. **The draft CAAPP permit does not specify a minimum set of control measures to be applied to coal handling equipment, coal processing equipment, and fly ash equipment to assure continuous compliance with applicable opacity limits.**

The draft CAAPP permit requires the Permittee to implement and maintain "established" control measures to minimize visible emissions of particulate matter from coal handling equipment, coal processing equipment, and fly ash equipment, and provide assurance of compliance with the applicable emission standards in Conditions 7.2.4, 7.3.4 and 7.4.4.¹ The draft permit states that "[e]stablished" control measures *may* include enclosure, natural surface moisture, application of dust suppressant and provide for different control measures depending on circumstances." Conditions 7.2.6(a)(i) and 7.3.6(a)(i) (emphasis added). The draft permit further requires the Permittee to submit to IEPA a record of the established control measures for each of the affected operations within 60 days of permit issuance.²

As written, the draft CAAPP permit does not require the Permittee to use any specific "established" control measures. The draft permit allows the Permittee to select any type of control measure(s), and provides the Permittee discretion to change those control measures. Therefore, the draft CAAPP permit does not comply with 40 C.F.R. § 70.6(a) because it does not contain sufficient operational requirements to assure compliance with the applicable opacity

¹ See Conditions 7.2.6, 7.3.6 and 7.4.6.

² See, e.g., Condition 7.2.9(b)(ii) and (iii).

limits for the coal handling, processing and fly ash equipment. In addition, the draft permit does not provide the public with the opportunity to meaningfully comment on the selected control measures.

In order to address these concerns, EPA recommends that Conditions 7.2.6(a)(i), 7.3.6(a)(i) and 7.4.6(a)(i) be revised to specify minimum required control measures for the coal handling equipment, coal processing equipment, and fly ash equipment. Additionally, EPA suggests that Conditions 7.2.9(b)(ii) and (iii); 7.3.9(b)(i) and (ii); and 7.4.9(b)(i) and (ii) be revised to require review and approval by IEPA of the control measures selected by the Permittee.

2. **The frequency of the required visible emissions observations from coal handling equipment, coal processing equipment and fly ash equipment is inadequate to assure continuous compliance with applicable opacity limits.**

The draft CAAPP permit contains inspection requirements for the coal handling, coal processing and fly ash equipment.³ These include monthly inspections of the coal handling and coal processing equipment, and weekly inspections of the fly ash equipment. In addition, the draft permit requires that the Permittee perform visible emissions observations using EPA Reference Method 22 once per calendar year.

Given that the majority of the affected equipment operates continuously, 365 days a year, the draft CAAPP permit inspection requirements are not adequate to yield reliable and accurate emissions data, as required by 40 C.F.R. § 70.6(a)(3)(i)(B). In order to address this concern, EPA recommends that Conditions 7.2.8(b), 7.3.8(b) and 7.4.8(b) be revised to require the Permittee to conduct at least one daily 15-second observation each operating day for each affected operation (during normal operation). If emissions are observed, the permit should identify the Permittee's next steps, e.g., when corrective action must be taken and/or Method 9 observations be conducted. These daily observations may be performed by plant operators who already conduct routine equipment inspections.

We provide these comments to ensure that the permit meets all applicable federal requirements and provides necessary information to the public, and that the record contains adequate support for the permit decision.

We look forward to working with you to address these comments. If you have any further questions, please feel free to contact David Ogulei, of my staff, at (312) 353-0987.

Sincerely,



for Genevieve Damico
Chief
Air Permits Section

³ See, generally, Conditions 7.2.8, 7.3.8, 7.4.8.