



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION IX

**75 Hawthorne Street
San Francisco, CA 94105-3901**

December 9, 2009

Wilfred K. Nagamine
Manager, Clean Air Branch
Hawaii Department of Health
P.O. Box 3378
Honolulu, HI 96801

Re: EPA Comments on Proposed H-Power Covered Source Permit Modification

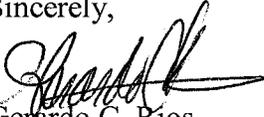
Dear Mr. Nagamine:

Thank you for the opportunity to review the Clean Air Branch's ("CAB") proposed permit revision for the H-POWER facility, a waste-to-energy facility located in Campbell Industrial Park on Oahu.

The proposed permit modification is a "major modification" under EPA's Prevention of Significant Deterioration regulations at 40 C.F.R. 52.21, and a significant revision of the source's title V operating permit.

We have enclosed our comments, which focus on baghouse monitoring requirements under the Compliance Assurance Monitoring ("CAM") regulations. Please contact Roger Kohn at (415) 972-3973 or kohn.roger@epa.gov if you have any questions concerning our comments.

Sincerely,


Gerardo C. Rios
Chief, Permits Office
Air Division

EPA Region 9 Comments
H-POWER Municipal Waste Combustor Facility
Covered Source Permit No. 0255-01-C

1. The Compliance Assurance Monitoring (CAM) rule, codified in 40 C.F.R. Part 64, applies to title V sources with large emission units that rely on add-on control devices to comply with applicable requirements. The underlying principle, as stated in the preamble, is "to assure that the control measures, once installed or otherwise employed, are properly operated and maintained so that they do not deteriorate to the point where the owner or operator fails to remain in compliance with applicable requirements" (62 FR 54902, 10/22/97). Under the CAM rule, sources are responsible for proposing a CAM plan to the permitting authority that provides a reasonable assurance of compliance to provide a basis for certifying compliance with applicable requirements for pollutant-specific emission units ("PSEU") with add-on control devices.

CAB's proposed definition of an excursion for the purposes of CAM in Attachment II.A., condition D.11.b, states that "Excursions for particulate and MWC metals are incidences when the opacity during normal boiler operation...exceeds 7% on a one hour average basis for three consecutive hours." CAB has not provided any justification for this excursion definition, such as a correlation between opacity and compliance with particulate and MWC metals emission limits. While in this case there may not be such a correlation, the opacity percentage and averaging time in the proposed excursion definition don't appear to bear any relation to the performance of a properly functioning baghouse. There should be very little or no opacity during normal boiler operations. Yet this condition, with its three consecutive hour averaging time and 7% opacity level, would likely not trigger an excursion until long after the baghouse has developed tears or holes. This is contrary to the intent of the CAM rule, which is designed to detect problems with control device performance in their earliest stages, before a violation of an emission limit occurs.

With these principles in mind, HDOH must select an indicator range with a lower opacity level and a reduced averaging time. EPA suggests that CAB define an excursion as an opacity measurement of 5% or higher, based on a one hour (either clock hour or continuous) average. We suggest 5% because it is one half of the opacity limit in NSPS Subpart Eb (as well as the level at which opacity starts to become visible), and one hour because the averaging time for CAM excursion purposes cannot exceed the averaging time in the emission limits that trigger CAM, in this case the performance tests that determine compliance with the particulates and MWC metals emission limits.

2. The permit has baghouse operation conditions on page 2 of Attachment II.C. However, the requirement for the permittee to inspect bags for tears is not practically enforceable because no inspection frequency is specified. Also, there is no requirement to perform preventive maintenance on the baghouse at a specified frequency, e.g., quarterly or annually, based on the manufacturer's recommendation. HDOH should address CAM for the baghouse by improving the inspection and maintenance requirements in the permit, possibly in conjunction with a pressure drop range requirement.
3. The permit has a pressure drop range on page 1 of Attachment II.C: 1" to 7" H₂O, although it does not appear that this limit was established for CAM purposes. The lower

limit of the range is important for leak detection (vs. the upper limit, which is important for safety considerations). Since the permittee is not required to conduct testing to establish the lower end of this range, EPA seeks clarification from HDOH on the justification for the lower limit, e.g., a value recommended by the manufacturer to ensure efficient and proper operation of the baghouse?