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Dr. Philip Fine
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Via e-mail at: pfine@aqmd.gov

Re: WSPA concerns with Proposed Amended Rules 1146, 1146.1 and 1146.2 and RECLAIM Landing Rules

Dear Dr. Fine:

Western States Petroleum Association (WSPA) appreciates the ability to participate in working groups related to the transition of the Regional Clean Air Incentives Market (RECLAIM) program and Proposed Amended Rules (PAR) 1146, 1146.1 and 1146.2 and the opportunity to make comments. WSPA is a non-profit trade association representing companies that explore for, produce, refine, transport and market petroleum, petroleum products, natural gas and other energy supplies in five western states including California. WSPA has been an active participant in air quality planning issues for over 30 years. WSPA-member companies operate petroleum refineries and other facilities in the South Coast Air Basin that are within the purview of the RECLAIM Program administered by the South Coast Air Quality Management District (AQMD or District).

PAR 1146, 1146.1 and 1146.2 represent essential "landing rules" which, if adopted, would apply to many WSPA member and non-member facilities which stand to be transitioned from RECLAIM's market-based structure into new command-and-control Best Available Retrofit Control Technology (BARCT) requirements. We have several comments and concerns with the District's current proposals for these PARs.

1. Staff has not conducted a BARCT assessment for the boilers, steam generators, or process heaters at facilities that would be transitioning from RECLAIM under PAR 1146, 1146.1 and 1146.2.

State law defines BARCT as "an emission limitation that is based on the maximum degree of reduction achievable, taking into account environmental, energy, and economic impacts by each class or category of source." (Health & Saf. Code § 40406). Under the current proposal, District Staff has not conducted a BARCT assessment for boilers, steam generators, or process heaters located at facilities transitioning from RECLAIM to command and control. Rather, the current Staff proposal would simply extend the requirements of existing Rules 1146, 1146.1 and 1146.2 to this large number of facilities. These RECLAIM facilities were not part of the universe of facilities or equipment considered when the District adopted the BARCT requirements currently found in Rules 1146, 1146.1, or 1146.2. Therefore, the District has not analyzed the environmental, energy, and economic impacts for the entire class or category of source. The District cannot simply extend existing requirements to a new universe of facilities and equipment without first conducting new (or supplementary)

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BARCT determinations to demonstrate that proposed emission limitations and/or other requirements are both technically feasible and cost effective. Such a demonstration is required under California Health & Safety Code Section 40406.

RECLAIM facilities have been subject to market-based emissions control requirements since 1994. For this reason, the boilers, steam generators, and process heaters at these facilities will widely vary in terms of their physical configurations (e.g., basic equipment, emissions controls) and their emissions performance. Furthermore, many of the compliance requirements (e.g., averaging periods) in these rules differ from RECLAIM and cannot readily be applied to RECLAIM equipment and facilities. It is inappropriate to assume that the BARCT requirements, and supporting technical feasibility and cost effectiveness analyses, can apply equally and equitably to facility equipment that was not part of the original BARCT analysis. The District needs to demonstrate that those requirements or alternative BARCT requirements are both technically feasible and cost effective for this new group of facilities being transitioned from RECLAIM where they have operated for two plus decades.

2. The environmental and socioeconomic impacts for PAR 1146, 1146.1 and 1146.2 should be considered in CEQA and Socioeconomic Assessments for the entire RECLAIM Transition Project.

Under the California Environmental Quality Act (CEQA), CEQA Guidelines and SCAQMD Rule 110, the SCAQMD Governing Board (as the lead agency under its certified regulatory program) is required to identify and evaluate environmental impacts of its rulemaking activities, as well as feasible means and alternatives to reduce, avoid or eliminate significant impacts. More specifically, "an accurate, stable and finite project description is the sine qua non of an informative and legally sufficient EIR." (*County of Inyo v. City of Los Angeles* (1977) 71 Cal.App.3d 185, 193.) The entire project being proposed must be described in the EIR, and the project description must not minimize project impacts. (*City of Santee v. County of San Diego* (1989) 214 Cal.App.3d 1438, 1450.) Furthermore, CEQA forbids piecemealing[1] and the Court has explicitly found that it is inappropriate to divide a project into small segments in order to avoid preparing an EIR. (*Bozung v. Local Agency Formation Com.* (1975) 13 Cal.3d 263, 283-284.)

The California Supreme Court has also held that EIRs may need to address future environmental effects of a proposed project. In Laurel Heights I, the court set forth the standards for determining whether reasonably foreseeable future activities must be included in an EIR project description and for determining whether the impacts of those activities must be analyzed in the EIR:

> "We hold that an EIR must include an analysis of the environmental effects of future expansion or other action if: (1) it is a reasonably foreseeable consequence of the initial project; and (2) the future expansion or action will be significant in that it will likely change the scope or nature of the initial project or its environmental effects." (*Laurel Heights Improvement Assn. v. Regents of the University of California ("Laurel Heights I")* (1988) 47 Cal.3d 376, 396.)

[1] "Piecemealing" or "segmenting" means dividing a project into two or more pieces and evaluating each piece in a separate environmental document. The rule of forbidding piecemealing arises from the definition of "project" under CEQA, where "project" is defined as "the whole of an action." (14 Cal. Code Regs. § 15378(a).)

As previously noted, PAR 1146, 1146.1 and 1146.2 are part of the District's larger effort to transition RECLAIM program facilities from RECLAIM's market-based design to a command-and-control design. This has been described to the Working Group, and documented in the District's staff report:

> "The proposed amendments in Rules 1146, 1146.1 and 1146.2 initiate the transition of the NOx RECLAIM program to a command-and-control regulatory structure." [2]

This transition is also noted in the District's preliminary environmental assessment, which was drafted for compliance with the California Environmental Quality Act (CEQA):

> "As a result of control measure CMB-05 from the 2016 AQMP and ABs 617 and 398, SCAQMD staff has been directed by the Governing Board to begin the process of transitioning equipment at NOx RECLAIM facilities from a facility permit structure to an equipment-based command-and-control regulatory structure per SCAQMD Regulation XI – Source Specific Standards. SCAQMD has begun this transition process by proposing amendments to Rule 1146 – Emissions of Oxides of Nitrogen from Industrial, Institutional, and Commercial Boilers, Steam Generators, and Process Heaters; Rule 1146.1 – Emissions of Oxides of Nitrogen from Small Industrial, Institutional, and Commercial Boilers, Steam Generators, and Process Heaters; and Rule 1146.2 – Emissions of Oxides of Nitrogen from Large Water Heaters and Small Boilers and Process Heaters. Proposed Amended Rules (PAR) 1146, 1146.1, and 1146.2 (collectively referred to herein as the PAR 1146 series) will be the first set of rules to be amended to initiate the transition of equipment from the NOx RECLAIM program to a command-and-control regulatory structure while achieving BARCT." [3]

We believe the District needs to prepare an environmental assessment that considers the entire RECLAIM Transition Project, its rulemakings and its other associated components, across impacted facilities and equipment. While the District prepared a Final Program Environmental Impact Report (Final Program EIR) regarding the 2016 AQMP (certified in March 2017), the analysis focused solely on the implementation of CMB-05. CMB-05 was a general directive from the 2016 AQMP, requiring an assessment of further NOx reductions from the RECLAIM program. (Final Program EIR for the 2016 Air Quality Management Plan (January 2017) p. 2-17.) More specifically, the Final Program EIR describes CMB-05 as "identif[ying] a series of approaches, assessments, and analyses *that can be explored* to make the program more effective…" (Emphasis added. Final Program EIR at p. 2-17.) The Final Program EIR lists the control methodology of CMB-05 as "re-examination of the RECLAIM program, including voluntary opt-out and the additional control equipment and SCR/SNCR equipment." (Final Program EIR at p. 4.1-2.) Additionally, the Final Program EIR also sets forth the air quality impact, as it relates to CMB-05, as "potential emissions as a result of construction to install new equipment, generation of ammonia emissions from the operations of SCR/SNCR equipment, and potential air quality and GHG emissions from electricity to operate equipment." (Final Program EIR at p. 4.1-2.) The Final Program EIR never addresses the concept of, much less the impacts related to, sunsetting the RECLAIM program.

As shown above, CMB-05 lacks the specifications set forth in the RECLAIM Transition Project and its rulemakings. More importantly, the RECLAIM Transition Project had not yet even been created when CMB-05 was conceived or evaluated under the Final Program EIR. In fact, the RECLAIM Transition Project is still

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[2] SCAQMD Preliminary Draft Staff Report for Proposed Amended Rule (PAR) 1146, PAR 1146.1, PAR 1146.2 and Proposed Rule 1100, January 2018, see page 3.

[3] SCAQMD Draft Subsequent Environmental Assessment for PAR 1146 – Emissions of Oxides of Nitrogen from Industrial, Institutional, and Commercial Boilers, Steam Generators, and Process Heaters; 1146.1 – Emissions of Oxides of Nitrogen from Small Industrial, Institutional, and Commercial Boilers, Steam Generators, and Process Heaters; 1146.2 - Emissions of Oxides of Nitrogen from Large Water Heaters and Small Boilers and Process Heaters; and PR 1100 – Implementation Schedule for NOx Facilities, March 2018, page 1-2.

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currently under development on an ongoing basis, as District Staff continues to determine how to approach the applicability of several landing rules and whether some rules will even be included in the Project. Given the Final Program EIR's reliance on general directives like CMB-05 and the RECLAIM Transition Project not yet existing at the time of assessment, the Final Program EIR fails to properly evaluate the potential environmental impacts specifically related to the RECLAIM Transition Project and its rulemakings.

As prior amendments to the Regulation XX program were considered under CEQA, we believe the overall group of RECLAIM Transition rulemakings[4] needs to be collectively considered under CEQA, as well. Rules to advance the RECLAIM Transition Project, including these proposed amendments to the 1146 series rules, should not be adopted and facilities should not be removed from RECLAIM until the District has completed and certified a CEQA assessment that evaluates the entire Project. Undertaking these RECLAIM Transition Project rulemakings in a fragmented manner constitutes a piecemealing of the project, which is explicitly forbidden by CEQA as described above. Given that the 1146 series rules are clearly part of the larger RECLAIM Transition Project, we believe the District's current draft CEQA document is improperly scoped.

Additionally, Health & Safety Code Section 40440.8 requires that "[w]henever the south coast district intends to propose the adoption, amendment, or repeal of a rule or regulation that will significantly affect air quality or emissions limitations, the district . . . shall perform an assessment of the socioeconomic impacts of the adoption, amendment, or repeal of the rule or regulation." (Health & Saf. Code § 40440.8(a)). One of the specific factors that the Board is to take into consideration is the "availability and cost-effectiveness of alternatives to the rule or regulation . . ." (Health & Saf. Code § 40440.8(b)(4)). Health & Safety Code Section 40728.5 sets forth substantively identical requirements for all air districts. Similarly, Health & Safety Code Section 40440.5(c)(3) requires that if an environmental assessment is prepared in connection with a proposal to adopt, amend or repeal any rule or regulation, "the staff report shall also include social, economic, and public health analyses." Stakeholders have not yet seen the District's draft socioeconomic assessment for these proposed rules, but we similarly recommend that the District conduct a program-level socioeconomic assessment that considers the socioeconomic effects of the overall RECLAIM Transition Project, including all associated Regulation XI rulemakings, and the 1146 series rules. This should be completed to support related Governing Board rule adoptions prior to the District transitioning individual RECLAIM facilities out of the program.

WSPA continues to be concerned that the RECLAIM transition could cause significant negative impacts to Southern California businesses, air quality and the regional economy. Similar to the Final Program EIR described above, the Final Socioeconomic Report for the 2016 AQMP analyzed the socioeconomic impacts for the 2016 AQMP, which focused solely on CMB-05. As discussed above, CMB-05 did not include a transition of the RECLAIM program to a command-and-control scheme like that described in the RECLAIM Transition Project or in the Project's associated rulemakings. Given that fact, the RECLAIM Transition rulemaking proposals cannot rely on the 2016 AQMP's Socioeconomic Assessment to cover the RECLAIM Transition Project.

3. The District needs to resolve critical questions about New Source Review (NSR) requirements and Federal NSR equivalency before transitioning individual RECLAIM facilities out of the program.

Under PAR 1146, 1146.1 and 1146.2, Staff has proposed that RECLAIM facilities covered by these rules would begin to be transitioned out of the RECLAIM program after the rules' adoption. This raises a number of serious concerns due to the lack of transition framework, particularly on the topic of NSR. There remain a number of complex questions (legal and otherwise) over how the District will satisfy EPA requirements to demonstrate equivalency with the Federal NSR program. Since a transition model has not been agreed upon between EPA and

[4] At this time, RECLAIM Transition project includes proposed amendments to Regulation XX rules, as well as PAR 301, PAR 1109 and/or PR 1109.1, PAR 1110.2, PAR 1118.1, PAR 1134, PAR 1135, PAR 1146, 1146.1, and 1146.2, and PAR 1147, 1147.1, and 1147.2.

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the District, facilities are left with uncertainty regarding their permit transition requirements and how future permit changes will impact their operations. RECLAIM facilities should not be transitioned from the program until SCAQMD has resolved these key NSR issues with EPA.

In light of these important issues, PAR 1146, 1146.1 and 1146.2 are not ready for the Governing Board's consideration. Any scheduled or proposed hearing should be delayed until these issues have been adequately addressed.

Thank you for considering these comments. We look forward to continuing to work with you and your Staff on this rulemaking which is critically important to stakeholders, as well as the regional air quality and economy.

If you have any questions, please contact me at (916) 325-3115, or by email at osnell@wspa.org.

Sincerely,

cc: Cathy Reheis-Boyd, WSPA
Patty Senecal, WSPA
Bridget McCann, WSPA
Wayne Nastri, SCAQMD
Clerk of the Board, SCAQMD

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