1	BEFORE THE HEARING BOARD OF THE	
2	SOUTH COAST AIR QUALITY MANAGEMENT DISTRICT	
3		
4	In the Matter of	CASE NO. 1262-115
5	SOUTH COAST AIR QUALITY MANAGEMENT DISTRICT,	[PROPOSED] FINDINGS AND DECISION FOR STATUS UPDATE/
6		MODIFICATION OF AN ORDER FOR
7	Petitioner,	ABATEMENT
8	VS.	District Rule 1470
9	SOUTHERN CALIFORNIA EDISON – PEBBLY BEACH GENERATING STATION	Date: May 27, 2025 Time: 9:30 a.m. Place: Hearing Board
10	Facility ID No. 4477	South Coast Air Quality Management District
11	Respondent.	21865 Copley Drive Diamond Bar, CA 91765
12		Diamond Bar, CA 91/03
13		
14	FINDINGS AND DECISION OF THE HEARING BOARD	
15	The petition for a Stipulated Order for Abatement (SOA) was heard on January 4, 2022,	
16	September 1, 2022, January 24, 2023, July 25, 2023, January 25, 2024, November 20, 2024, and May	
17	27, 2025, pursuant to notice and in accordance with the provisions of California Health and Safety	
18	Code Section 40823 and District Rule 812. The following members of the Hearing Board were	
19	present: Micah Ali, Chair; Robert Pearman, Vice-Chair; Mohan Balagopalan; Dr. Allan Bernstein	
20	(1/4/22, 9/1/22, 1/24/23); Dr. Jerry P. Abraham (7/25/23, 1/25/24, 5/21/25); and Cynthia Verdugo-	
21	Peralta. Sharon Williams, MD, FACAAI (Alternate) recused herself from the decision on November	
22	20, 2024, due to lack of time to have reviewed information from previous hearings.	
23	<u>Th</u> is Petition for a status update/modification of the SOA was heard on the South Coast Air	
24	Quality Management District Hearing Board's May 27, 2025 Consent Calendar, in accordance	
25	with the provisions of California Health and Safety Code Section 42450 and District Rule 510.	
26	Five members of the Hearing Board were present: Micah Ali, Chair; Robert Pearman, Esq., Vice	
27	Chair; Dr. Jerry Abraham, MD, MPH, CMQ; Mohan Balagopalan, and Cynthia Verdugo-Peralta.	
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Petitioner, for the Executive Officer of South Coast AQMD, represented by Mary J. Reichert, Senior Deputy District Counsel did not appear. Respondent, Southern California Edison – Pebbly Beach Generating Station (hereinafter referred to as "Respondent" or "SCE"), represented by Kelly Henderson did not appear. The public was given the opportunity to testify. The Joint Stipulation, the Declaration of Krystal Stangeland, and the Proposed Findings and Decision for Status Update/Modification of the SOA were received as evidence. The matter was submitted, and evidence received. The Hearing Board finds and decides as follows:

FINDINGS OF FACT

- 1. Petitioner is a body corporate and politic established and existing pursuant to Health and Safety Code §40000, *et seq.* and §40400, *et seq.*, and is the sole and exclusive local agency with the responsibility for comprehensive air pollution control in the South Coast Basin.
- 2. Respondent owns and operates the facility located at 1 Pebbly Beach Road, Avalon, CA 90704 ("Facility") within the District's jurisdiction and subject to the District's regulations.
- 3. Respondent maintains and is responsible for the operation of equipment described in SCAQMD A/N 595203 as INTERNAL COMBUSTION ENGINE, LEAN BURN, NON-EMERGENCY, UNIT NO. 15, DIESEL FUEL, EMD, MODEL 16-710G4B, TWO CYCLE, WITH AFTERCOOLER, TURBOCHARGER, 3900 HP WITH GENERATOR, 2800 KWA, hereinafter "Unit 15." Unit 15 is vented to air pollution control equipment consisting of a selective catalytic reduction module and a CO oxidation catalyst module, operated pursuant to SCAQMD A/N 548965. Unit 15 is one of six diesel engines providing electric power to Santa Catalina Island.
- 4. In 2017, Respondent performed a zero-time overhaul on Unit 15, which resulted in a "reconstruction" of the engine. Under various federal and SCAQMD rules, including Rule 1470(b)(47)(B), a reconstructed engine is considered a "new" engine if the costs of reconstruction equal 50% or more of the lowest-available purchase price of a new, comparably equipped engine. The costs of the 2017 zero-time overhaul of Unit 15 exceeded this 50% threshold, and thus Unit 15 was subject to the emission limits and other requirements for "new" engines under those federal and SCAQMD rules.

- 5. When the permit to construct was issued for the zero-time overhaul in 2017, the permit conditions related to Rule 1470 were not changed from those in the then-existing permit to operate, and the 0.01 g/bhp-hr particulate matter (PM) emission limit for new engines under Rule 1470(c)(4)(A) was inadvertently omitted from the emission limits applicable to Unit 15 in the permit.
- 6. Petitioner and Respondent agree that the 0.01 g/bhp-hr PM emission limit for "new" engines under Rule 1470 should have been included in the permit conditions applicable to Unit 15 after the 2017 zero-time overhaul. However, even if a permit were issued correcting the omission, Unit 15 would not have been able to meet the 0.01 g/bhp-hr PM emission limit, and still cannot.
- 7. Even though it cannot meet the applicable PM emission limit under Rule 1470, Unit 15 is the lowest-emitting engine for NOx and CO among the six engines at the Facility, and preferential operation of Unit 15 allows the Facility to meet a lower facility-wide NOx limit than would otherwise be possible. While Respondent could operate the other five engines located at the Facility in lieu of Unit 15, this would increase overall emissions and Respondent would be unable to comply with the facility-wide NOx limit in its Title V permit.
- 8. Petitioner and Respondent agree that a stipulated order for abatement should be issued to assure that (i) operation of the Equipment be done with appropriate conditions, including monitoring, recordkeeping, and reporting to the District; and (ii) a feasible plan for achieving compliance be developed, approved, and implemented as expeditiously as practicable.
- 9. As part of the considerations impacting this Order for Abatement process is the Clean Fuels Policy (CFP) of South Coast AQMD.
- 10. Respondent has complied with the conditions issued by this Board at the January 25, 2024, status update and modification hearing.
- 11. Until its amendment on October 4, 2024, Rule 1135 prohibited the installation of new diesel internal combustion engines on Santa Catalina Island. On October 4, 2024, the Governing Board amended Rule 1135 to extend the deadline for Unit 15's installation to January 1, 2028, or six months after a time extension is granted. *See* Rule 1135 (d)(2)(B). On October 29, 2024, South Coast AQMD submitted the permit to construct (PTC) the replacement of Units 8, 10, and 15 to U.S. EPA

for review. On February 13, 2025, South Coast AQMD notified SCE that the PTC had been issued. The PTC identifies Unit 15's replacement as Cummins Model No. QSK60-G17 (see Section H, p. 2), which SCE had specified in its PTC application in January 2022.

12. In November 2024, SCE asked Cummins to submit a direct-award proposal for Model No. QSK60-G17.³ Cummins responded that it had discontinued its line of U.S. EPA Tier 4 Final-certified generators (which included Model No. QSK60-G17) and they were no longer available for sale.⁴ In December 2024, SCE evaluated an initial pool of 19 potential suppliers for a Unit 15 replacement but only seven suppliers indicated they might be able to meet the technical requirements.⁵ On December 19, 2024, SCE issued a Request for Proposals (RFP) to those seven suppliers.⁶ Cummins sent a letter to SCE dated December 20, 2024 confirming the discontinuation of the Tier 4 Final product line.⁷ SCE received zero bids when the RFP closed on January 30, 2025.⁸

13. SCE and Cummins are continuing discussions about a possible substitute for Model No. QSK60-G17 with an aftertreatment system that could meet the emission requirements in Rules 1135 and 1470.⁹ If one is identified, SCE expects it will need to apply for an amended PTC, which could cause a significant delay depending on how much the substitute differs from Model No. QSK60-G17.¹⁰

14. In addition to continuing discussions with Cummins about whether another unit can meet the Rule 1135/1470 emission requirements, SCE will: (a) conduct an exhaustive search of the secondary engine market with the assistance of a reseller; (b) as soon as possible, conduct a new RFP with broader specifications (but still requiring a unit that complies with Rules 1135, 1470, and other requirements); (c) provide written updates to South Coast AQMD (cperri@aqmd.gov and mreichert@aqmd.gov) every two weeks until a suitable replacement unit has been identified; and (d)

L4 $\int_{2}^{1} See$ Declaration of Krystal Stangeland at ¶ 3. A copy of the PTC is attached to that declaration as Attachment A $\int_{2}^{1} Id$.

 $||^3 Id$.at ¶ 4.

⁴ *Id*.

^{26 || &}lt;sup>5</sup> *Id*.at ¶ 5.

Id

^{27 || &}lt;sup>7</sup> A copy of the letter is attached to the Declaration of Krystal Stangeland as Attachment B.

⁸ Declaration of Krystal Stangeland at ¶ 5

⁹ *Id*. at ¶ 6.

 $^{28 \}mid \int_{10}^{9} Id. a$

explore whether an exemption from U.S. EPA regulations regarding the use of emergency engines (with add-on controls to meet Rules 1135 and 1470) for non-emergency use is available.

CONDITIONS AND INCREMENTS OF PROGRESS

FROM ORDER ISSUED JANUARY 4, 2022

- 1. Respondent shall provide the following to South Coast AQMD (cperri@aqmd.gov) no later than January 4, 2022:
 - a. The manufacturer specification sheet showing the maximum allowable back pressure for Unit 15;
 - b. The current measured back pressure on Unit 15 at minimum, average, and maximum load;
 - c. All correspondence to date from Johnson Matthey and EMD concerning SCE's inquiry as to the feasibility of a diesel particulate filter (DPF) on Unit 15.
- 2. Respondent shall begin to investigate the feasibility of installing an active DPF on Unit 15 by contacting at least one active DPF manufacturer no later than January 4, 2022. Respondent shall provide South Coast AQMD (cperri@aqmd.gov) with all correspondence from the DPF manufacturer concerning that inquiry within one week after the initial contact and every two weeks thereafter as long as discussions with the DPF manufacturer are continuing. Respondent shall provide a report to South Coast AQMD (cperri@aqmd.gov) by January 18, 2022, detailing the findings of the investigation of the feasibility of installing an active DPF on Unit 15, including all technical details relating to the conclusion as to feasibility, any supporting documentation, and any other information necessary for South Coast AQMD to evaluate the validity of the conclusion.
- 3. If either an active or passive DPF is jointly determined by South Coast AQMD and SCE to be technically feasible for Unit 15, Respondent shall submit required permit applications no later than 14 days after the feasibility determination is made, with expedited processing requested and paid for. Respondent shall place a purchase order for the DPF within 7 days of receipt of the South Coast AQMD permit, and shall request and pay for expedited processing by the manufacturer, if available. Respondent shall commence installation of the DPF on Unit 15 within 10 days of receipt of the DPF and shall achieve final compliance no later than 60 days after installation is commenced.

- 4. If SCE and South Coast AQMD do not reach agreement as to whether either an active or passive DPF is feasible, SCE and South Coast AQMD agree to bring the issue back to the Hearing Board for consideration.
- 5. Beginning January 10, 2022, Respondent shall: (a) assess the feasibility and the environmental, service, and operational impacts of increasing the use of the microturbines that are both permitted and currently operational at the Pebbly Beach facility; and (b) shall report the results of that assessment to the South Coast AQMD by March 18, 2022. The assessment shall include a conclusion regarding whether at least 1,270,000 kWh of power can be generated by the microturbines each calendar year until Unit 15 is brought into compliance, and if not, the maximum kWh/year of electric power production that can be reasonably and reliably achieved using those microturbines.
- 6. Respondent shall, by January 18, 2022, begin investigating the feasibility of the following:
 - a. Using biodiesel or renewable diesel fuel for Unit 15 by contacting at least one biodiesel or renewable diesel supplier and provide South Coast AQMD with all correspondence from the biodiesel or renewable diesel supplier concerning that inquiry;
 - Installing DPFs on all other engines at Pebbly Beach by contacting at least one DPF manufacturer and provide South Coast AQMD with all correspondence from the DPF manufacturer concerning that inquiry;
 - c. Installing a 100kW-250kW fuel cell at the Pebbly Beach facility;
 - d. Installing a 100kW-400kW PV solar system at the Pebbly Beach facility and provide South Coast AQMD with the preliminary results of that investigation.
- 7. By April 1, 2022, Respondent shall submit to the South Coast AQMD (cperri@aqmd.gov and mreichert@aqmd.gov) a report and preliminary action plan describing options determined to be infeasible and evaluating feasible options resulting from the analyses described in Conditions 5 and 6 (and any other options or combinations of options considered by Respondent) and outlining the strategy selected from these options. In evaluating these options and

designing a strategy, Respondent shall examine whether some subset or smaller version of the option(s) would be feasible and shall endeavor in good faith to find one or more options feasible for implementation. The report shall include for all options considered, whether determined to be feasible or infeasible, all technical details relating to the analysis, all supporting documentation, and any other information necessary for South Coast AQMD to independently evaluate Respondent's determinations and conclusions.

- 8. By July 8, 2022, Respondent shall submit to the South Coast AQMD (cperri@aqmd.gov and mreichert@aqmd.gov) a final plan including detailed descriptions of the proposed solution and associated increments of progress and deadlines by which each of the stated milestones shall be met. Respondent shall offer to consult with the South Coast AQMD by early August 2022.
- 9. If the South Coast AQMD does not object to Respondent's final selection by August 5, 2022, Respondent shall submit complete applications to South Coast AQMD no later than August 19, 2022 for a Permit to Construct as necessary for any new equipment needed to achieve the selection. Respondent shall request the application be reviewed on an expedited basis and pay all applicable fees at the time the application is submitted. Respondent shall also submit and request and pay for expedited processing, if available, any required applications to local, state, or federal agencies for necessary permits by August 19, 2022.
- 10. Respondent shall complete and issue all necessary purchase orders for any equipment necessary to achieve the strategy set forth in Conditions 8 and 9 within 30 days of the issuance of the last of all required agency approvals, including the South Coast AQMD Permit to Construct.
- 11. If Respondent will be implementing a plan developed under Conditions 5-10, Respondent shall install all necessary equipment and have the equipment fully operational within six months of either receiving a South Coast AQMD Permit to Construct and all necessary permits from other agencies, or receiving the required equipment, whichever comes later.
- 12. Respondent has complied with Condition/Increment of Progress Nos. 1 through 10 (inclusive) of the Findings and Decision and Order of this Board adopted January 4, 2022. Respondent anticipates that it will be able to demonstrate compliance with Condition/Increment of

Progress No. 11 by December 31, 2022. After evaluation of the potential options, Respondent chose to proceed with installing a catalyst on Unit 15 to meet the emission requirements of Rule 1470. Respondent expects to begin the replacement of Unit 15's catalyst in September 2022, after which two emissions source tests must be completed (the first within 90 days of installation and the second within 90 days of the first test). The permit expires on March 31, 2023. If the installation can be successfully completed in September 2022, Respondent expects to complete the required emissions source tests by December 31, 2022. If the installation is delayed beyond September 2022, Respondent will notify the District by September 30 and provide an estimated installation date.

CONDITIONS AND INCREMENTS OF PROGRESS

FROM ORDER ISSUED JANUARY 23, 2023

- 1. Respondent shall complete installation of the catalyst on Unit 15 by September 30, 2022, unless it notifies the District by September 30, 2022, that it requires additional time. Such notification shall be made to cperri@aqmd.gov, mreichert@aqmd.gov, and ishine@aqmd.gov and shall include the reasons requiring an extension of time for installation. If such a notification is made, Respondent shall complete installation of the catalyst on Unit 15 by October 21, 2022.
- 2. Respondent shall complete two emissions source tests on Unit 15 after the installation of the catalyst. The first shall be completed within 90 days of installation of the catalyst, and the second shall be completed at least 60 days, but no later than 90 days, of the first test (or re-test, if such a re-test is performed under condition 4(a)).
- 3. Respondent shall request expedited preliminary results from both source tests of Unit 15 with the newly installed catalyst. Respondent agrees to notify the District (cperri@aqmd.gov, and ishine@aqmd.gov) of the results within 5 days of receipt of those preliminary results.
- 4. If the preliminary results from the first source test show that Unit 15 is not meeting the requirements of Rule 1470, Respondent shall determine whether actions can be taken such that a re-test may demonstrate compliance.
 - a) If Respondent believes steps can be taken such that a re-test would demonstrate compliance, Respondent shall, within 10 days of the preliminary test results,

provide South Coast AQMD with evidence that the reason the catalyst did not reduce emissions to the required level is due to an issue that can be resolved with equipment modifications prior to the re-test. Respondent shall perform any necessary actions and shall make all reasonable efforts to complete a re-test within 15 days of the original source test. Respondent shall request expedited preliminary test results from this re-test. If the preliminary results of the repeated source test show that Unit 15 is still not meeting the requirements of Rule 1470, within 60 days of receipt of the preliminary re-test results, Respondent shall comply with condition 4(c).

- b) If Respondent believes no steps can be taken such that a re-test may demonstrate compliance, within 60 days of receipt of the preliminary test results, Respondent shall comply with condition 4(c).
- c) If triggered, Respondent shall submit to the District (cperri@aqmd.gov, mreichert@aqmd.gov, and ishine@aqmd.gov) within 60 days Respondent's proposed plan and timeline to bring Unit 15 into compliance with District Rule 1470(c)(4)(A). Respondent shall not be obligated to commence procurement of a unit that cannot comply with Rule 1135 or the conditions of the Permit to Construct issued by the District. [Condition 4c was triggered and Respondent has submitted an application for a Permit to Constrict for a replacement generator for Unit 15].
- 5. If the first source test results (including a retest) show that Unit 15 is in compliance with Rule 1470, but the second preliminary test results show that Unit 15 will not meet the requirements of 1470, Respondent shall determine whether actions can be taken such that a re-test of the second test may demonstrate compliance.
 - a) If Respondent believes steps can be taken such that a re-test would demonstrate compliance, Respondent shall, within 10 days of the preliminary test results, provide South Coast AQMD with evidence that the reason the catalyst did not reduce emissions to the required level is due to an issue that can be resolved, and any equipment modifications planned for the re-test. Respondent shall perform

any necessary actions and shall make all reasonable efforts to complete a re-test within 15 days of the second source test. Respondent shall request expedited preliminary test results from this re-test. If the preliminary results of the repeated source test show that Unit 15 is still not meeting the requirements of Rule 1470, within 60 days of receipt of the preliminary re-test results, Respondent shall comply with condition 4(c).

- 6. No later than September 30, 2022, Respondent shall submit to the District (cperri@aqmd.gov, mreichert@aqmd.gov, and ishine@aqmd.gov) the results of the grid stability study, which shall include an analysis of the maximum percentage of inverter-based technology is feasible at the Facility. [Further conditions for the grid stability study are as set forth below in the Order, paragraphs 3 and 4].
- 7. No later than October 1, 2022, Respondent shall submit to the District (cperri@aqmd.gov, mreichert@aqmd.gov, and ishine@aqmd.gov) the status of the design and installation of 100 kW of solar photovoltaic panels on new carports at two locations at PBGS (the west side of the main building and the east side of the main building over existing parking spaces along the shoreline). Respondent shall complete installation of these solar photovoltaic panels no later than January 31, 2026.
- 8. Nothing in this Order requires SCE to withdraw its pending application for a Permit to Construct a third U.S. EPA Tier 4 Final-certified diesel generator (if Unit 15 cannot be brought into compliance with Rule 1470 and must be removed from service).

CONDITIONS AND INCREMENTS OF PROGRESS

FROM ORDER ISSUED JULY 25, 2023 (ORDER SIGNED AUGUST 8, 2023)

- 1. Respondent shall confer with District staff regarding whether it is required to resubmit its application for a Permit to Construct a replacement generator for Unit 15. If the application must be resubmitted, Respondent shall do so no later than August 15, 2023. [Completed.]
- 2. Respondent shall, no later than August 4, 2023, provide the District (cperri@aqmd.gov, mreichert@aqmd.gov, and ishine@aqmd.gov) with the Building and Safety

least 2.25 MW (65% of annual load)

- c. Records of the three most recent propane tank maintenance events which required reduced propane tank levels performed at the facility.
- d. Records from the vendor(s) performing the propane tank maintenance of the date(s) of the last three propane tank maintenance events.
- e. Documents supporting the recommended and/or required schedule for propane tank maintenance provided by the propane tank manufacturer and/or other source relied upon by Respondent.
- f. Data and explanation as to why the propane tank levels were low in late 2022 if propane tank maintenance was not being performed at that time.

CONCLUSION

- 1. The operation of the Equipment will result in a violation of the PM limit for "new" engines in District Rule 1470 whenever Unit 15 is operated.
- 2. The issuance of the prayed-for Stipulated Order for Abatement is not expected to result in the closing or elimination of an otherwise lawful endeavor, but if it does result in such closure or elimination, it would not be without a corresponding benefit in reducing air contaminants.
- 3. This Stipulated Order for Abatement is not intended to be nor does it act as a variance.
- 4. The issuance of this Stipulated Order for Abatement upon a fully noticed hearing will not constitute a taking of property without due process of law.
- 5. There is good cause to issue this Stipulated Order for Abatement to assure that operation of the Equipment is done in a manner that will minimize and mitigate excess emissions and bring the Facility into compliance as expeditiously as practicable.

ORDER

THEREFORE, based on these findings of fact and good cause appearing, the Hearing Board hereby orders Respondent to immediately cease and desist from violating District Rule 1470, or in the alternative comply with the following conditions and increments of progress:

- 1. In addition to continuing discussions with Cummins about whether another unit can meet the Rule 1135/1470 emission requirements, Respondent shall:
 - a. conduct an exhaustive search of the secondary engine market with the assistance of a reseller;
 - b. As soon as possible, conduct a new RFP with broader specifications (but still requiring a unit that complies with Rules 1135(d)(4)(A), 1470(c)(4)(A), and other requirements);
 - c. provide written updates to South Coast AQMD (<u>cperri@aqmd.gov</u>) and <u>mreichert@aqmd.gov</u>) every two weeks until a suitable replacement unit has been identified; and
 - d. explore whether an exemption from U.S. EPA regulations regarding the use of emergency engines for non-emergency use is available.¹¹
- 2. The Parties shall return to the Hearing Board for a status and modification hearing on November 19, 2025, or as soon thereafter as a hearing may be scheduled.
- 3. The Hearing Board may modify this Order for Abatement without the stipulation of the parties upon a showing of good cause therefore, and upon making the findings required by Health and Safety Code Section 42451(a) and District Rule 806(a). Any modification of the Order shall be made only at a public hearing held upon 10 days published notice and appropriate written notice to Respondent.
- 4. Unless terminated earlier, the Hearing Board shall retain jurisdiction over this matter until September 30, 2026, at which time this Order for Abatement, if it has not been properly extended, shall expire.
- 5. This Order for Abatement does not act as a variance, and Respondent is subject to all rules and regulations of the District, and with all applicable provisions of California law. Nothing herein shall be deemed or construed to limit the authority of the District to issue Notices of Violation, or to seek civil penalties, criminal penalties,

 $^{^{11}}$ Whether emergency or non-emergency, any engine must comply with Rules 1135 (d)(4)(A) and 1470(c)(4)(A).

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1	or injunctive relief, or to seek further orders for abatement, or other administrative
2	or legal relief.
3	FOR THE BOARD:
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5	DATED:
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7	Prepared by Kelly Henderson, Attorney for Respondent and Mary J. Reichert, Attorney for
8	Petitioner
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SCE – Pebbly Beach – Findings and Decision (Case No. 1262-115)