

Proposed

SUPPLEMENTAL TO SATISFY CONDITIONAL APPROVAL REQUIREMENT

OF SIP REVISION 74 to ALLEGHENY COUNTY'S portion of the

PENNSYLVANIA STATE IMPLEMENTATION PLAN

**For the
Attainment and Maintenance of the National
Ambient Air Quality Standards**

Revision Tracking No. 74 SUPPLEMENTAL

**Allegheny County Health Department
Rules and Regulations
Article XXI, Air Pollution Control**

**§2105.86 CONTROL OF VOCS FROM FIBERGLASS BOAT
MANUFACTURING MATERIALS**

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1.

Proposed Regulation Revision – Addition of Table 2105.86

Deletions are shown with strikethroughs.

Additions are shown in **larger font, bolded, and underlined**.

§2105.86 CONTROL OF VOC EMISSIONS FROM FIBERGLASS BOAT MANUFACTURING MATERIALS *{Added May 29, 2013, effective June 8, 2013.}*

- a. **Applicability.** Beginning January 1, 2014, this section applies to the owner or operator of a fiberglass boat manufacturing facility, where the total actual VOC emissions from fiberglass boat manufacturing materials, including related cleaning activities, at that facility are equal to or greater than 15 pounds (6.8 kilograms) per day or 2.7 tons (2,455 kilograms) per twelve month rolling period, before controls. This regulation applies to facilities that manufacture hulls or decks of boats from fiberglass, or build molds to make fiberglass boat hulls or decks. This regulation does not apply to facilities that manufacture solely fiberglass parts of boats such as hatches, seats, lockers, or boat trailers.
- b. **Exemptions.** This regulation does not extend to surface coatings applied to fiberglass boats, and industrial adhesives used in the assembly of fiberglass boats. Surface coating for fiberglass and metal recreational boats, also called pleasure crafts, are addressed in regulation § 2105.83 CONTROL OF VOC EMISSIONS FROM MISCELLANEOUS METAL AND/OR PLASTIC PARTS SURFACE COATING PROCESSES. Industrial adhesives used in fiberglass boat assembly are addressed in regulation § 2105.85 CONTROL OF VOC EMISSIONS FROM MISCELLANEOUS INDUSTRIAL ADHESIVES.
- c. **Limitations.** A person may not cause or permit the emission into the outdoor atmosphere of VOCs from fiberglass boat manufacturing materials, unless one of the following limitations is met:
1. Fiberglass boat manufacturing facilities shall use resins and/or gel coats that are equal to or less than the applicable weighted average monomer VOC content limit specified in Table 2105.86 and the non-monomer VOC limit shall not exceed 5 percent, by weight, of resin and/or gel coat.
- A. The weighted average monomer VOC content shall be calculated as follows:

$$\text{Weighted Average Monomer VOC Content} = \frac{\sum (M_i * \text{VOC}_i)}{\sum (M_i)}$$

Where:

M_i = Mass of open molding resin or gel coat i used in the past 12 months in an operation in pounds (kg)

VOC_i = Monomer VOC content, by weight percent, of open molding resin or gel coat i used in the past 12 months in an operation

- d. **Records.** A facility, regardless of the facility's annual emission rate, which uses fiberglass boat manufacturing materials, shall maintain records sufficient to demonstrate compliance with this section. At a minimum, a facility shall maintain daily records of:
1. The following parameters for each material either resin and/or gel as supplied:
 - A. The name and identification number of each resin and/or gel;
 - B. The volume used;
 - C. The mass of materials used;
 - D. The monomer VOC content, by weight percent, of resin or gel coat used;
 - E. The non-monomer VOC content, by weight percent, of each resin or gel coat;
- The records shall be maintained for 2 years and shall be submitted to the Department on a schedule reasonably prescribed by the Department.
- e. **Cleaning Material Standards.** The VOC content of cleaning solvents employed for routine application equipment cleaning shall contain a maximum of 5 percent VOC, by weight, or have a composite partial vapor pressure of no more than 0.50 mm Hg at sixty-eight degrees Fahrenheit. Only non-VOC solvents shall be used to remove cured resin and gel coat from application equipment.
- f. **Work Practice Standards.** All resin and gel coat mixing containers with a capacity equal to or greater than 208 liters (55 gallons), including those used for onsite mixing of putties and polyputties, have a cover with no visible gaps in place at all times. This work practice standard does not apply when material is being manually added to or removed from a container, or when mixing or pumping equipment is being placed in or removed from a container.
- g. **Measurements.** Measurements of the volatile fraction of resin and gels, used at fiberglass boat manufacturing facilities shall be performed according to the applicable procedures established in §2107.04 of this Article.

(All material on this page is being added.)

Table 2105.86
Monomer VOC Content Limitations for Open Molding Resin and Gel Coat Operations

<u>Material</u>	<u>Application Method</u>	<u>Weight Average Monomer VOC Content Limit (weight percent)</u>
Production Resin	Atomized (spray)	28
Production Resin	Nonatomized	35
Pigmented Gel Coat	Any Method	33
Clear Gel Coat	Any Method	48
Tooling Resin	Atomized	30
Tooling Resin	Nonatomized	39
Tooling Gel Coat	Any Method	40

2.

Technical Support Document

The ACHD Air Quality Program is proposing to update Article XXI, Section 2105.86, "Control of VOC Emissions from Fiberglass Boat Manufacturing Materials," by adding Table 2105.86, "Monomer VOC Content Limitations for Open Molding Resin and Gel Coat Operations."

The table was inadvertently omitted during the preparation and approval process of Section 2105.86 which became effective initially on June 8, 2013, and which was subsequently submitted to the U.S. EPA as a SIP Revision (internal tracking number SIP74) along with three other VOC emission limiting regulations*.

During the course of conducting its review, EPA determined that the table, which is referenced in Section 2105.86.c, "Limitations," was missing.

To address the situation, EPA offered a "conditional approval" of the SIP submittal under Clean Air Act Section 110(k)(4) if ACHD, within one year, amends and submits a revised Section 2105.86 to EPA. With this understanding, ACHD has committed to DEP to promptly revise Article XXI, Section 2105.86, by adding Table 2105.86. DEP will then submit this change to EPA within one year from the *Federal Register* publication of final notice of conditional approval. (Reference DEP letter dated July 16, 2014 and 79 FR 51515**, dated August 29, 2014.)

With respect to the contents of Table 2105.86, "Monomer VOC Content Limitations for Open Molding Resin and Gel Coat Operations," they were taken directly from Control Techniques Guidelines for Fiberglass Boat Manufacturing Materials (U.S. EPA, EPA-453/R-08-004, September 2008). Found on page 27, the corresponding Table in the CTG is Table 3, "Compliant Materials Monomer VOC Content Recommendations for Open Molding Resin and Gel Coat." The material, application method, and weighted average monomer VOC content (weight percent) limit in Table 3 of the CTG Fiberglass Boat Manufacturing Materials, are identical to that found in Table 2105.86 to be added by this revision to ACHD's corresponding regulation, Article XXI, Section 2105.86.

*2105.83, "Control of VOC Emissions from Miscellaneous Metal and/or Plastic Parts Surface Coating Processes;"

2105.84, "Control of VOC Emissions from Automobile and Light Duty Truck Assembly Coatings;" and

2105.85, "Control of VOC Emissions from Miscellaneous Industrial Adhesives."

**79 FR 51515, August 29, 2014, "Approval and Promulgation of Air Quality Implementation Plans: Pennsylvania; Allegheny County's Adoption of Control Techniques Guidelines for Four Industry Categories for Control of Volatile Organic Compound Emissions," Proposed Rule.



pennsylvania

DEPARTMENT OF ENVIRONMENTAL PROTECTION

SECRETARY

July 16, 2014

Shawn M. Garvin
Regional Administrator
U.S. Environmental Protection Agency, Region III
1650 Arch Street (Mail Code: 3RA00)
Philadelphia, PA 19103-2029

Dear Mr. Garvin:

On November 15, 2013, the Pennsylvania Department of Environmental Protection (DEP) submitted a revision to Pennsylvania's State Implementation Plan (SIP) pertaining to the adoption by Allegheny County Health Department (ACHD) in June 2013 of four separate regulations implementing Control Techniques Guidelines (CTG) issued by the U.S. Environmental Protection Agency (EPA) in 2008 for Miscellaneous Metal and/or Plastic Parts Surface Coating Processes; Automobile and Light-Duty Truck Assembly Coatings; Miscellaneous Industrial Adhesives; and Fiberglass Boat Manufacturing Materials. The revision is identified as revision 74 for ACHD's internal tracking.

The EPA reviewed the SIP revision. As a result of its review, EPA indicated that Section 2105.86 (relating to Control of VOC Emissions from Fiberglass Boat Manufacturing Materials) referenced Table 2105.86 (average monomer VOC content limit), but Table 2105.86 was not included in the submittal. ACHD subsequently reported that the table had not been included as part of the regulation that went out to public hearing. This omission is inconsistent with EPA's procedures for SIP revisions set forth at 40 C.F.R. § 51.102(d)(2), which requires the availability of the entire plan for public inspection. The table of VOC emission limits is a significant part of the regulation and, without the table available for public inspection, meaningful public comment is difficult. ACHD must comply with state and federal requirements for notice and comment.

To address the situation, EPA offered a "conditional approval" of the SIP submittal under Clean Air Act Section 110(k)(4) if ACHD, within one year, amends and submits a revised Section 2105.86 to EPA.

DEP and ACHD are confident that this commitment can be met for the following reasons:

- (1) The amount of technical work necessary for the measure to be adopted is minimal. The content of the table already exists in the CTG and must merely be placed into Article XXI, Section 2105.86.
- (2) Adoption of the measure is not expected to be controversial because there are no related regulated sources in Allegheny County.
- (3) The regulation revision can be adopted at the county level, and reviewed by DEP and forwarded to EPA, in less than one year.

DEP understands that this commitment will result in a conditional approval by EPA of the previously submitted CTG SIP revision 74 for Allegheny County. Upon EPA's approval of the SIP revision satisfying the rulemaking commitments, EPA's conditional approval will become a full approval.

Should you have questions or need additional information, please contact Joyce E. Epps, Director, Bureau of Air Quality, by e-mail at jeepps@pa.gov or by telephone at 717.787.9702. You may also contact Jayme Graham, Manager, ACHD Air Quality Program, by e-mail at jgraham@achd.net or by telephone at 412.578.8103.

Sincerely,



E. Christopher Abruzzo
Secretary

Enclosures



June 26, 2014

Ms. Joyce Epps, Director
Bureau of Air Quality
Department of Environmental Protection
Rachel Carson Building
400 Market Street
P O Box 8468
Harrisburg, PA 17105-8468

Dear Ms. Epps:

The purpose of this letter is to request your assistance with an action pending before the U.S. Environmental Protection Agency (EPA) concerning the State Implementation Plan (SIP) Revision for the Allegheny County Health Department's Fiberglass Boat Manufacturing Materials regulation.

On November 15, 2013, the Pennsylvania Department of Environmental Protection (DEP) submitted a revision to Pennsylvania's State Implementation Plan (SIP) pertaining to the adoption by the Allegheny County Health Department (ACHD) in June 2013 of four separate regulations implementing Control Techniques Guidelines (CTGs) promulgated by the U.S. Environmental Protection Agency (EPA) in 2008 for Miscellaneous Metal and/or Plastic Parts Surface Coating Processes; Automobile and Light-Duty Truck Assembly Coatings; Miscellaneous Industrial Adhesives; and Fiberglass Boat Manufacturing Materials. The revision is identified as revision No. 74 to the Attainment and Maintenance Plan for ACHD's internal tracking.

As a result of its review, EPA has indicated that:

- (1) In Section 2105.86, "Control of VOC Emissions from Fiberglass Boat Manufacturing Materials," under Subsection c, "Limitations," Table 2105.86 (regarding average monomer VOC content limit) is referenced, but the table is not included in the submittal.
- (2) Given that ACHD subsequently reported that the table had not been included as part of the regulation that went out to public hearing, this omission is inconsistent with EPA's

To address the situation, EPA has offered a "conditional approval" of the SIP submittal under Clean Air Act section 110(k)(4) during which time ACHD would within one year amend and submit a revised Section 2105.86 to EPA.

With this understanding, Allegheny County is requesting that you seek the Secretary's concurrence and signature in a letter to the EPA Region III Administrator committing ACHD to revising Article XXI, Section 2105.86, which is before EPA for action pursuant to Section 110(k) of the Clean Air Act, by adding Table 2105.86 (shown in the attachment) within one year from the Federal Register publication of final notice of conditional approval of ACHD's CTG SIP 74. In turn, ACHD commits to revising Article XXI Section 2105.86 in a timely fashion that will allow DEP adequate time to review and submit the revised SIP to EPA within the one year time frame described above.

ACHD is confident that this commitment can be met for the following reasons.

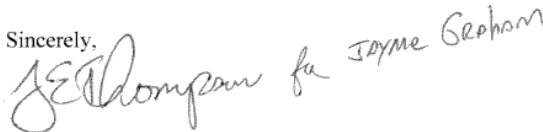
- (1) The amount of technical work necessary for the measure to be adopted is minimal. The content of the table already exists in the CTG and must merely be placed into Article XXI, Section 2105.86.
- (2) Adoption of the measure is not expected to be controversial because there are no related regulated sources in Allegheny County.
- (3) The regulation revision can be adopted at the County level, and reviewed by PA DEP and forwarded to EPA in less than one year.

ACHD understands that this commitment will result in a conditional approval by EPA of the previously submitted CTG SIP revision No. 74 for Allegheny County. Upon EPA's approval of the SIP revision satisfying the rulemaking commitments, EPA's conditional approval to the Allegheny portion of the Pennsylvania SIP will become a full approval.

EPA request prompt action so that final action may be taken on the SIP revision.

Thank you for your assistance in this matter.

Sincerely,

A handwritten signature in cursive script, appearing to read "JE Graham for Jayme Graham".

Jayme Graham, Manager
Air Quality Program

ATTACHMENT

**Table 2105.86
Monomer VOC Content Limitations for Open Molding Resin and Gel Coat Operations**

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3.

Documentation of Public Hearing and Certifications

Notice of Public Hearing (later)

Transmittals of hearing notice to EPA & PA DEP (later)

News Release (later)

Proof of publication of notice of hearing (later)

Certification of hearing (later)

Summary of Comments and responses (later)

Certification of approval and adoption (later)