



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

REGION 2

290 BROADWAY

NEW YORK, NY 10007-1866

March 24, 2021

Michael Emery  
Regional Air Pollution Control Engineer  
New York State Department of Environmental Conservation, Region 9  
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Buffalo, NY 14203  
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Re: Draft title V Operating Permit Renewal and Modification Independence Station,  
Permit ID # 9-0260-00009/00016, Andover, Allegany County, NY

Dear Mr. Emery:

Thank you for the opportunity to comment on the draft renewal title V operating permit for the Independence Station ("Independence or facility") that the New York State Department of Environmental Conservation Region 2 office (NYSDEC) issued for a 30-day public review on February 24, 2021.

Independence is a natural gas storage and transmission facility and is comprised of the following emission sources: four natural gas fired stationary reciprocating internal combustion compressor engines, two rated at 1,000 HP and the other two rated at 1,500 HP; two existing small natural gas triethylene glycol dehydration units; one new Kohler natural gas-fired spark ignition emergency engine rated at 302 HP; one existing natural-gas fired boiler rated at 2.1 MMBTU/hr; and insignificant emission sources (one hot water heater, one cold cleaning degreaser, and nine petroleum liquid storage tanks). The facility is a major stationary source for CO, VOC, NO<sub>x</sub>, and single HAP (formaldehyde). The draft permit authorizes the removal of the existing emergency engine and the installation of the new Kohler emergency engine.

We reviewed the draft permit, permit review report (PRR) and have determined that the draft permit omits applicable requirements from the following federal standards: (1) NESHAP Subpart HHH for the two glycol dehydration units; and (2) NESHAP Subpart DDDDD for the boiler. To ensure that the draft permit complies with New York's approved title V Operating Permit Program, NYSDEC's air regulations and applicable Clean Air Act (CAA) requirements, EPA recommends that the NYSDEC address the comments included in Enclosure A to this letter.

We look forward to working with you to address these comments. If you have any further questions or wish to discuss any of these issues, please feel free to contact Ms. Viorica Petriman at 212-637-4021 or [petriman.viorica@epa.gov](mailto:petriman.viorica@epa.gov).

Sincerely,

Suilin W. Chan, Chief  
Permitting Section  
Air and Radiation Division

## ENCLOSURE A

### CAA and Title V Air Regulations and Title V Permit Content

As specified at CAA §§504(a) and (c), 40 CFR §70.6, and 6 NYCRR 201-6.4 each title V permit must include all federal emission limitations and standards, as well as operational requirements and limitations that assure compliance with all applicable requirements at the time of permit issuance. The permit must also include all necessary testing, monitoring, recordkeeping, and reporting requirements to demonstrate compliance with the emission limitations. The permit shall specify and reference the origin of and authority for each term or condition. As discussed in detail below the Independence draft permit fails to (1) include any requirements from NESHAP Subpart DDDDD that apply to the existing boiler and all applicable requirements from NESHAP Subpart HHH that apply to the two glycol dehydration units; and (2) specify the appropriate origin of authority for Conditions 27 and 28, which are the only conditions containing NESHAP Subpart HHH requirements and include language consistent with the regulatory language in Subpart HHH.

#### A. National Emission Standards for Hazardous Air Pollutants From Natural Gas Transmission and Storage Facilities - Subpart HHH (NESHAP 3H)

##### 1. NESHAP 3H Requirements that apply to the Existing Small Glycol Dehydration Units at Independence

Based on our review, the NESHAP 3H requirements that apply to the two existing small glycol dehydration (GD) units at the facility are as follows:

- a. §63.1275 (b)(1)(iii) requires that for existing small GD units, such as the two GD units at Independence, the owner or operator must limit BTEX emissions to the limit determined in Equation 1 of §63.1275 (b)(1)(iii).
- b. Further, §63.1275 (b)(1)(iii) provides that the BTEX emission limit determined using Equation 1 (which the owner or operator must meet) must be met with one of the alternatives specified in paragraphs (b)(1)(iii)(A) through (D). Paragraph (b)(1)(iii)(D) provides that BTEX emission limit can be met by demonstrating that the uncontrolled actual emissions (resulting from the uncontrolled operation of the existing small glycol dehydration unit) are less than the applicable BTEX limit determined by using Equation 1. Based on Condition 27 of the draft permit, Independence has selected the uncontrolled actual emissions option for demonstrating compliance with the BTEX limit for its two GD units.
- c. If uncontrolled actual emissions are used to demonstrate compliance with the BTEX emission limit, the operation parameters (i.e., glycol dehydration unit baseline operations) shall be determined in accordance with the requirements specified in §63.1281(e), and emissions (i.e., the actual average of BTEX emissions from a glycol dehydration unit) shall

be determined using the procedures specified in §63.1282(a)(2)(i) or (ii)<sup>1</sup>. Further, if no control device is used to meet the BTEX emission limit for small GD units, such as for the two units at the facility, section §63.1282(c)(2) requires that the owner or operator must determine the BTEX emissions as specified in paragraphs (c)(2)(i) through (iii).

- d. The facility is subject to the recordkeeping requirements specified in §63.1284(a), (b)(1), (b)(2), (b)(9) and (f) and to the reporting requirements specified in §63.1285(a)(b)(1), (b)(1)(ii), (b)(4), (b)(5), (b)(6), (d), (e), (f) and (g).

## 2. Conditions 27 and 28 of the Draft Permit

While Conditions 27 and 28 intended to address the above listed NESHAP 3H requirements that apply to the two GD units, they did not properly cover all applicable requirements. Some requirements from NESHAP 3H were omitted and others were incorporated via paraphrasing which resulted in requirements inconsistent with the standard. EPA summarized the changes that must be made to these two conditions below. The specific revisions to Conditions 27 and 28 are presented in #3 below: “EPA Suggested Permit Conditions Language Addressing NESHAP 3H”.

### Condition 27:

- a. Update the existing Condition 27 language to make it consistent with the provisions at §63.1275 (b)(1)(iii) and (b)(1)(iii)(D) that apply to the facility’s GD units;
- b. Add the requirements in §63.1281 (e)(1), §63.1282(a)(2)(i) and (ii) that apply to the two GD units;
- c. Remove the §63.1285 reporting requirements related language;
- d. Update the origin of authority for this condition by adding §63.1275 (b)(1)(iii), (b)(1)(iii)(D), §63.1281(e)(1) and §63.1282(a)(2)(i) through (ii) to appropriately reference the authority for the condition.

### Condition 28:

- a. Update the existing Condition 28 language to make it consistent with the regulatory language;
- b. Add all requirements in §63.1285 that apply to the facility’s GD units, including the §63.1285 provisions which were removed from Condition 27;
- c. Update the origin of authority for this condition by adding §63.1285(a)(b)(1), (b)(1)(ii), (b)(4), (b)(5), (b)(6), (d), (e), (f) and (g) to appropriately reference the authority for the condition.

In addition to the changes needed for Conditions 27 and 28, two new conditions shall be added to the draft permit to address the following NESHAP 3H Requirements that apply to the GD units: §63.1282(c)(2) and §63.1284(a),(b)(1), (b)(2), (b)(9), and (f). See “EPA Suggested Permit Conditions Language Addressing NESHAP 3H” below.

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<sup>1</sup> In NESHAP 3H it says §63.1282(a)(3), which is typographical error; it should be §63.1282(a)(2), instead.

### 3. EPA Suggested Permit Conditions Language Addressing NESHP 3H

Please note that Conditions 27 and 28 are revised in the following manner: additions are included in *italics and underlined*, while the deletions are noted in ~~strikethrough~~.

Condition 27 - 40 CFR 63.1275***(b)(1)(iii), (b)(1)(iii)(D), 63.1281(e)(1), and 63.1282(a)(2)(i)-(ii)***, Subpart HHH

The owner or operator of an existing small glycol dehydration unit must limit BTEX emissions from each unit to the limit determined using Equation 1 in 40 CFR 63.1275 ***(b)(1)(iii)***.

The ~~owner or operator facility will must demonstrate~~ *meet limits determined using Equation 1 by demonstrating* that the ***BTEX*** emissions limit is met through actual uncontrolled operation of the small glycol dehydration unit ***and must document operational parameters in accordance with the requirements specified in §63.1281(e) and emissions in accordance with the requirements specified in §63.1282(a)(2)***.

***As specified at §63.1281(e)(1), the owner or operator shall determine glycol dehydration unit baseline operations (as defined in §63.1271). Records of glycol dehydration unit baseline operations shall be retained as required under §63.1284(b)(9).***

***The owner or operator shall use the procedures in either §63.1282(a)(2)(i) or (ii) to determine the actual average of BTEX emissions from a glycol dehydration unit. Emissions shall be determined either uncontrolled or with federally enforceable controls in place.***

Baseline emissions were estimated using GRI GLYCalc software. Baseline operations used in the model were based on one year of operational data.

National Fuel submitted the Notification of Compliance Status Report on April 13, 2016 showing compliance with the emission limit. Periodic reports are due semiannually from the date of Notification of Compliance Status Report.

The unit process vent BTEX emissions limit will be reevaluated prior to the submittal of each periodic report.

National Fuel will determine the BTEX concentration within the natural gas stream via sampling and analysis of the glycol dehydrator inlet gas stream once per calendar year.

National Fuel will also meet the emissions limit through process modifications by reducing the dehydration unit pump rate.

~~Whenever there is a process change or a change in any of the information submitted in the Notification of Compliance Status Report, the owner/operator shall submit a report within 180 days after the process change is made or as a part of the next Periodic Report, whichever is sooner. The notification of process change shall include:~~

~~(1) A brief description of the process change;~~

~~(2) A description of any modification to standard procedures or quality assurance procedures;~~

~~(3) Revisions to any of the information reported in the original Notification of Compliance Status Report~~

Monitoring Frequency: AS REQUIRED - SEE PERMIT MONITORING DESCRIPTION

Reporting Requirements: SEMI-ANNUALLY (CALENDAR)  
Reports due 30 days after the reporting period.  
Subsequent reports are due every 6 calendar month(s).

NEW CONDITION# - 40 CFR 63.1282(c)(2), Subpart HHH

If no control device is used to comply with the emission limit in §63.1275(b)(1)(iii), the owner or operator must determine the glycol dehydration unit BTEX emissions as specified in paragraphs §63.1282(c)(2)(i) through (iii). Compliance is demonstrated if the BTEX emissions determined as specified in paragraphs §63.1282(c)(2)(i) through (iii) are less than the emission limit calculated using the equation in §63.1275(b)(1)(iii).

NEW CONDITION # - 40 CFR 63.1284 (a),(b)(1), (b)(2), (b)(9), and (f), Subpart HHH

As required in § 63.1284(a), the owner or operator shall comply with all applicable recordkeeping provisions of 40 CFR 63 Subpart A that are listed in Table 2 of Subpart HHH. All records shall be kept as specified in § 63.1284(b)(1) and (2).

As required in § 63.1284(b)(9), the owner or operator shall maintain records of glycol dehydration unit baseline operations calculated as required under §63.1281(e)(1).

As specified in § 63.1284(f), the owner or operator shall maintain records of the occurrence and duration of each malfunction of operation (i.e., process equipment) or the air pollution control equipment and monitoring equipment. The owner or operator shall maintain records of actions taken during periods of malfunction to minimize emissions in accordance with §63.1274(h), including corrective actions to restore malfunctioning process and air pollution control and monitoring equipment to its normal or usual manner of operation.

Condition 28 40 CFR 63.1285 (a), (b), (b)(1)(ii), (b)(4), (b)(5), (b)(6), (d), (e), (f) and (g), Subpart HHH

The Compliance Certification activity will be performed for:  
Emission Unit: U-DEHYD

**Item 28.2:**

Compliance Certification shall include the following monitoring:

Monitoring Type: RECORD KEEPING/MAINTENANCE PROCEDURES

Monitoring Description:

As required in §63.1285(a), the owner or operator shall comply with all applicable reporting provisions of 40 CFR 63 Subpart A that are listed in Table 2 of Subpart HHH.

§63.1285(b): The owner/operator of a facility subject to this subpart shall submit the following reports information listed in paragraphs (b)(1) through (b)(6) of §63.1285(b), except as provided in paragraph §63.1285(b)(7) of this section, as applicable:

§63.1285(b)(1)(ii): The initial notification required for existing affected sources under 40 CFR 63.9(b)(2) shall be submitted by one year after the source becomes subject to this subpart or by October 15, 2013, whichever is later.

§63.1285(b)(4): Notification of Compliance Status Report as described in 40 CFR 63.1285(d), required under 40 CFR 63.9(h) shall be submitted within 180 days of the facility's compliance date. The report shall contain the information listed in 40 CFR 63.1285(d)(1) through (12).

§63.1285(b)(5): Periodic Reports as described in 40 CFR 63.1285(e), shall be submitted beginning no later than 240 days after the Notification of Compliance Status Report is due and shall cover the 6-month period beginning on the date the Notification of Compliance Status Report is due. Subsequent Periodic Reports shall be submitted semiannually thereafter. The periodic reports shall include the information listed in 40 CFR 63.1285(e)(2)(i) through (xiii).

§63.1285(b)(6): If there was a malfunction during the reporting period, the Periodic Report specified in paragraph §63.1285(e) shall include the number, duration, and a brief description of each type of malfunction which occurred during the reporting period and which caused or may have caused any applicable emission limitation to be exceeded. The report must also include a description of actions taken by an owner or operator during a malfunction of an affected source to minimize emissions in accordance with §63.1274(h), including actions taken to correct a malfunction.

§63.1285(d): Each owner or operator of a source subject to this subpart shall submit a Notification of Compliance Status Report as required under §63.9(h) within 180 days after the compliance date specified in §63.1270(d). In addition to the information required under §63.9(h), the Notification of Compliance Status Report shall include the information specified in paragraphs §63.1285(d)(1) through (12). This information may be submitted in an operating permit application, in an amendment to an operating permit application, in a separate submittal, or in any combination of the three. If all of the information required under this paragraph have been submitted at any time prior to 180 days after the applicable compliance dates specified in §63.1270(d), a separate Notification of Compliance Status Report is not required. If an owner or operator submits the information specified in paragraphs §63.1285(d)(1) through (12) of this section at different times, and/or different submittals, subsequent submittals may refer to previous submittals instead of duplicating and resubmitting the previously submitted information.

40 CFR §63.1285(e):The owner or operator shall prepare Periodic Reports in accordance with paragraphs §63.1285(e)(1) and (2) and shall submit them to the Administrator.

(1)An owner or operator shall submit Periodic Reports semiannually beginning 60 calendar days after the end of the applicable reporting period. The first report shall be submitted no later than 240 days after the date the Notification of Compliance Status Report is due and shall cover the 6-month period beginning on the date the Notification of Compliance Status Report is due.

(2)The owner or operator shall include the information specified in paragraphs §63.1285(e)(2)(i) through (xiii), as applicable.

40 CFR 63.1285(f): Whenever there is a process change or a change in any of the information submitted in the Notification of Compliance Status Report, the owner/operator shall submit a report within 180 days after the process change is made or as a part of the next Periodic Report, whichever is sooner. The notification of process change shall include the following information listed in 40 CFR 63.1285(f)(1) through (4).

- 1) A brief description of the process change;
- 2) A description of any modification to standard procedures or quality assurance procedures;
- 3) Revisions to any of the information reported in the original Notification of Compliance Status Report;
- 4) Information required by the Notification of Compliance Status Report for changes involving the addition of processes or equipment.

40 CFR 63.1285(g):

1) Within 60 days after the date of completing a performance test (defined in 40 CFR 63.2) the owner or operator must submit the results of the performance tests to EPA's WebFIRE database by using the Compliance and Emissions Data Reporting Interface (CEDRI) that is accessed through EPA's Central Data Exchange (CDX) ([www.epa.gov/cdx](http://www.epa.gov/cdx)). Performance test data must be submitted in the file format generated through use of EPA's Electronic Reporting Tool (ERT) (see <http://www.epa.gov/ttn/chief/ert/index.html>). Only data collected using test methods on the ERT Web site are subject to this requirement for submitting reports electronically to WebFIRE.

2) All reports required by this subpart not subject to the above electronic reporting requirements must be sent to the Administrator at the appropriate address. The Administrator may request a report in any form suitable for media such as Excel spreadsheet, on CD or hard copy). The Administrator retains the right to require submittal of reports in paper format.

Monitoring Frequency: AS REQUIRED - SEE PERMIT

MONITORING DESCRIPTION

Reporting Requirements: AS REQUIRED - SEE MONITORING DESCRIPTION

**B. National Emission Standards for Hazardous Air Pollutants for Major Sources: Industrial, Commercial, and Institutional Boilers and Process Heaters-Subpart DDDDD (NESHAP 5D)**

All NESHAP 5D requirements (i.e., annual tune-up, one-time energy assessment, notification, reporting and recordkeeping) that apply to the existing boilers that combust natural gas and are rated at less than 5 MMBTU/hr, such as the boiler at Independence, should be included in the draft permit. These requirements were omitted from the draft permit.