

Air Pollution Control Board

San Diego County Air Pollution Control District

AGENDA ITEM

Governing Body

GREG COX

DIANNE JACOB

PAM SLATER-PRICE

RON ROBERTS Fourth District

BILL HORN

DATE: November 9, 2011

AP02

TO: Air Pollution Control Board

SUBJECT: NOTICED PUBLIC HEARING – ADOPTION OF AMENDMENTS TO

RULE 67.4 - METAL CONTAINER, METAL CLOSURE, AND METAL

COIL COATING OPERATIONS (DISTRICT: All)

SUMMARY:

Overview

The Air Pollution Control Board is requesting to adopt proposed amendments to Rule 67.4, limiting emissions of volatile organic compounds from the application of coatings to metal containers, closures, and coils and related cleaning activities. Volatile organic compounds emitted into the atmosphere contribute to the formation of ozone, which at elevated levels can impact public health. Despite substantial air quality improvement over the past two decades, San Diego County does not yet attain state and federal air quality standards for ozone.

The amendments, if adopted, will reduce the allowable amount of volatile organic compounds in cleaning materials used in affected coating operations, consistent with existing requirements of several air districts in California. The amendments help fulfill federal and state requirements in ozone nonattainment areas to update rules as necessary to reflect the current state of air pollution control technology.

Recommendation(s)

AIR POLLUTION CONTROL OFFICER

- 1. Find that the adoption of amended Rule 67.4 is categorically exempt from the provisions of the California Environmental Quality Act pursuant to California Code of Regulations, Title 14, Section 15308, as an action taken to assure the protection of the environment, where the regulatory process involves procedures for protection of the environment, and pursuant to California Code of Regulations Title 14, Section 15061(b)(3), since it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment.
- 2. Adopt the resolution entitled Resolution Amending Rule 67.4 Metal Container, Metal Closure and Metal Coil Coating Operations into Regulation IV of the Rules and Regulations of the San Diego County Air Pollution Control District.

SUBJECT: NOTICED PUBLIC HEARING – ADOPTION OF AMENDMENT TO RULE 67.4 – METAL CONTAINER, METAL CLOSURE, AND METAL COIL COATING OPERATIONS (District: All)

Fiscal Impact

The proposed amendments to Rule 67.4 will not have a fiscal impact on the Air Pollution Control District. The rule will be implemented and enforced with existing Air Pollution Control District staff.

Business Impact Statement

Adopting the proposed amendments to Rule 67.4 will not adversely impact the business community. The companies subject to the rule already use cleaning materials that comply with the proposed amendments.

Advisory Board Statement

At its meeting on April 14, 2011, with a quorum present, the Air Pollution Control District Advisory Committee supported the Air Pollution Control District's recommendations.

BACKGROUND:

San Diego County does not currently meet the National and State Ambient Air Quality Standards for ozone and therefore is classified as an ozone nonattainment area. Both federal and state laws require the San Diego County Air Pollution Control District (District) to implement rules that regulate emissions of ozone precursors – volatile organic compounds (VOCs) and oxides of nitrogen.

Existing Rule 67.4 regulates VOC emissions from metal container, metal closure, and metal coil coating operations. The rule was adopted in 1979 and last revised in 1996. The major goal in amending Rule 67.4 is to make the VOC emission limits consistent with those in other districts and to reflect the greater level of control actually achieved by the two companies subject to the rule, in compliance with federal and state requirements. Following its adoption, proposed amended Rule 67.4 will be submitted to the U.S. Environmental Protection Agency to replace existing Rule 67.4 in the State Implementation Plan.

The proposed amendments reduce the VOC content limit for cleaning materials to 25 grams per liter unless specified cleaning and emission control equipment is used; include a new section to require the use of high transfer efficiency coating application equipment; clarify record keeping requirements; and update definitions of terms used in the rule. In addition, the proposed amendments update the test methods for determining the content of VOC and exempt compounds in coatings and cleaning materials and the overall efficiency of emission control systems.

There are two facilities subject to Rule 67.4 in San Diego County. One facility currently uses water-based coatings with a very low VOC content and water as a cleaning material, and has negligible VOC emissions. The other facility currently uses low VOC content coatings and acetone (an exempt compound) as a cleaning agent. The total VOC emissions from this facility are about 3.6 tons/year. Both companies already comply with all proposed rule amendments.

SUBJECT: NOTICED PUBLIC HEARING – ADOPTION OF AMENDMENT TO RULE

67.4 - METAL CONTAINER, METAL CLOSURE, AND METAL COIL

COATING OPERATIONS (District: All)

Socioeconomic Impact Assessment

Section 40728.5 of the State Health and Safety Code requires the District to assess the socioeconomic impacts when adopting, amending, or repealing a rule that will significantly affect air quality or emission limitations. While the amendments to Rule 67.4 require using cleaning materials with a lower VOC content for coating operations, the proposed emission limits are already being achieved by the facilities subject to this amended rule. The cleaning materials used by these facilities are now in compliance. Accordingly, this requirement will not adversely affect facilities subject to the rule, and the adoption of the amendments to Rule 67.4 will not significantly affect air quality or emission limitations and does not require a Socioeconomic Impact Assessment.

Environmental Statement

The adoption of amended Rule 67.4 is exempt from the California Environmental Quality Act (CEQA) pursuant to California Code of Regulations, Title 14, Section 15308, as an action taken to assure the protection of the environment, where the regulatory process involves procedures for protection of the environment. In this case, this action is being taken in response to federal and state requirements to reduce emissions of VOCs in order to achieve ambient air quality standards. Additionally, this action is also exempt pursuant to California Code of Regulations Title 14, Section 15061(b)(3), since it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment. The two facilities subject to the amended rule are already operating in compliance with the amended requirements, and will not be required to change their operations.

Linkage to the County of San Diego Strategic Plan

The County's five-year strategic plan includes an Environment Initiative to ensure environmental preservation and enhance quality of life. The proposed amendments to Rule 67.4 will codify the use of materials with a very low content of VOCs that contribute to ozone formation, without negatively impacting the local business community. The rule balances air quality preservation, public health protection, and economic development needs.

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67.4 - METAL CONTAINER, METAL CLOSURE, AND METAL COIL

COATING OPERATIONS (District: All)

Respectfully submitted,

SARAH E. AGHASSI

Sarah Agli

Deputy Chief Administrative Officer

ROBERT J. KARD

Air Pollution Control Officer

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ATTACHMENTS

Attachment A – Resolution Amending Rule 67.4 –Metal Container, Metal Closure and Metal Coil Coating Operations of Regulation IV of the Rules and Regulations of the San Diego County Air Pollution Control District

Attachment B – Comparative Analysis

Attachment C – Incremental Cost Effectiveness Analysis

Attachment D – Workshop Report

Attachment E – Change Copy

SUBJECT: NOTICED PUBLIC HEARING – ADOPTION OF AMENDMENT TO RULE

67.4 - METAL CONTAINER, METAL CLOSURE, AND METAL COIL

COATING OPERATIONS (District: All)

AGENDA ITEM INFORMATION SHEET

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Re Rules and Regulations of the)
Air Pollution Control District)
of San Diego County

RESOLUTION AMENDING RULE 67.4 – METAL CONTAINER, METAL CLOSURE AND METAL COIL COATING OPERATIONS OF REGULATION IV OF THE RULES AND REGULATIONS OF THE SAN DIEGO COUNTY AIR POLLUTION CONTROL DISTRICT

On motion of Member Slater=Price, seconded by Member_	Jacob	, the
following resolution is adopted:		

WHEREAS, the San Diego County Air Pollution Control Board, pursuant to Section 40702 of the Health and Safety Code, adopted Rules and Regulations of the Air Pollution Control District of San Diego County; and

WHEREAS, said Board now desires to amend said Rules and Regulations; and

WHEREAS, notice has been given and a public hearing has been held relating to the amendment of said Rules and Regulations pursuant to Section 40725 of the Health and Safety Code; and

WHEREAS, pursuant to section 40727 of the Health and Safety Code, the San Diego County Air Pollution Control Board makes the following findings:

- (1) (Necessity) The adoption of proposed amendments to Rule 67.4 is necessary in order to implement federal requirements for Reasonably Available Control Technology and State requirements for all feasible control measures to achieve the ambient air quality standards for ozone by reducing emissions of volatile organic compounds in the County of San Diego;
- (2) (Authority) The adoption of proposed amendments to Rule 67.4 is authorized by Health and Safety Code section 40702;
- (3) (Clarity) The proposed amendments to Rule 67.4 can be easily understood by persons directly affected by it;
- (4) (Consistency) The adoption of proposed amendments to Rule 67.4 is in harmony with, and not in conflict with or contrary to, existing statutes, court decisions, and State and federal regulations;
- (5) (Non-duplication) The adoption of proposed amendments to Rule 67.4 will not duplicate existing District or federal requirements;

(6) (Reference) The adoption of proposed amendments to Rule 67.4 is necessary to comply with: federal law, Clean Air Action Section 182(b)(2), which requires implementation of Reasonably Available Control Technology on stationary sources of volatile organic compound emissions; and State law, California Health and Safety Code Section 40914(b)(2), which requires adoption of every feasible control measure to reduce ozone-precursor emissions;

WHEREAS, the Air Pollution Control Board further finds pursuant to Health and Safety Code section 40001 that adoption of proposed amendments to Rule 67.4 will facilitate the attainment of ambient air quality standards; and

WHEREAS, the Air Pollution Control Board further finds that an analysis comparing proposed amendments to Rule 67.4 with applicable requirements of federal and local regulations has been prepared pursuant to Health and Safety Code Section 40727.2; and

WHEREAS, the Air Pollution Control Board further finds that an incremental cost-effectiveness analysis pursuant to Health and Safety Code Section 40920.6(a) has been prepared for proposed amendments to Rule 67.4 and has been made available for public review and comment, and has been actively considered; and

WHEREAS, the Air Pollution Control Board further finds that the adoption of amended Rule 67.4 is categorically exempt from the provisions of the California Environmental Quality Act pursuant to California Code of Regulations, Title 14, Section 15308, as an action taken to assure the protection of the environment, where the regulatory process involves procedures for protection of the environment, and pursuant to California Code of Regulations Title 14, Section 15061(b)(3), since it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment.

NOW THEREFORE IT IS RESOLVED AND ORDERED by the San Diego County Air Pollution Control Board that the Rules and Regulations of the Air Pollution Control District of San Diego County be and hereby are amended as follows:

1. Proposed amended Rule 67.4 is to read as follows:

RULE 67.4. METAL CONTAINER, METAL CLOSURE AND METAL COIL COATING OPERATIONS (Effective 5/9/79: Rev. Adopted & Effective 5/15/96; Amended and Effective (date of adoption))

(a) APPLICABILITY

- (1) This rule applies to all metal container, metal closure and metal coil coating operations in which volatile organic compounds (VOCs) are employed.
 - (2) Operations subject to this rule shall not be subject to Rule 66.1 or 67.3.

(b) **RESERVED**

(c) **DEFINITIONS**

For the purpose of this rule, the following definitions shall apply:

- (1) "Cleaning Material" means a VOC containing material used for cleaning hands, tools, application equipment and work area.
 - (2) "Closure" means any metal component which is used to close or seal a container.
- (3) "Coating Line" means an operation or process for applying, drying or oven baking and/or curing surface coatings, together with associated equipment including a coating applicator, flash-off area and oven.
- (4) "Coil" means any flat metal sheets or strips that have been formed into rolls or in concentric rings for further industrial or commercial use.
 - (5) "Container" means any can, pail or drum.
- (6) "Drum" means any manufactured or reconditioned cylindrical metal container that has a capacity larger than 12 gallons but smaller than 110 gallons.
- (7) "End" means a part of a container which is used for its closure after the container is filled with a product.
- (8) "End Sealing Compound" means a compound which is coated onto a container closure and which functions as a gasket when the closure is assembled onto the container.
 - (9) "Exempt Compound" means the same as defined in Rule 2.
- (10) "Exterior Base Coating" means a coating applied to the exterior of a container, body, closure or flat sheet to provide a protection to the metal or to provide background for any lithographic operation.
- (11) "Exterior Body Spray" means a coating sprayed on the exterior of the container body to provide a decorative or protective finish.
- (12) "Food/Beverage Container" means a metal container in which food or beverages intended for human consumption are packaged.
- (13) "High-Volume Low-Pressure (HVLP) Spray" means a coating application method using a spray applicator and pressurized air which is designed to be operated and which is operated at an atomizing pressure between 0.1 and 10.0 psig, measured dynamically at the center of the applicator's air cap and at the applicator's air horns.

- (14) "Interior Base Coating" means a coating applied to the interior of a container body or end or flat sheet to provide a protective lining between the product and the container.
- (15) "Interior Body Spray" means a coating sprayed on the interior of the container to provide a protective film between the product and the container.
- (16) "Letterpress Coating" means an acrylate-based topcoat which is used for coating letterpress printing plates during the manufacture of such plates.
 - (17) "Lid" means a reusable closure.
- (18) "Metal Container, Metal Closure, and Metal Coil Coating" means any coating containing VOCs applied by spray, roller or other means to the inside and/or outside of metal containers, drums, pails, lids, closures or to the surface of flat sheets, rolls, or coil for further industrial or commercial use.
- (19) "Overvarnish" means a coating applied directly over a design coating to reduce the coefficient of friction, to provide gloss and to protect the finish against abrasion and corrosion.
- (20) "Pail" means any manufactured or reconditioned cylindrical metal container with a capacity between one and 12 gallons, and constructed of 29 gauge material or heavier.
- (21) "Pet Food Container" means a metal container in which food for animal (non-human) consumption is packaged.
 - (22) "Stationary Source" means the same as defined in Rule 2.
- (23) "Three-Piece Container Side-Seam Spray" means a coating sprayed on the exterior and/or interior of a welded, cemented or soldered seam to protect the exposed metal.
- (24) "Two-Piece Container Exterior End Spray" means a coating sprayed on the exterior bottom end of a container to provide protection to the metal.
 - (25) "Volatile Organic Compound (VOC)" means the same as defined in Rule 2.
- (26) "VOC Content per Volume of Coatings, Less Water and Exempt Compounds" means the same as defined in Rule 2.
- (27) "VOC Content per Volume of Cleaning Material" means the same as defined in Rule 2, "VOC Content per Volume of Material".

(d) STANDARDS

(1) VOC Limits

Except as provided for in Section (e), a person shall not use or apply coatings on any coating line of the type designated below which contains VOCs in excess of the following limits at the point of application:

(i)	Grams of VOC per liter of coating (less water
Metal Container or Closure Coating Lines	and exempt compounds)
Sheet base coat (exterior and interior) and	180
overvarnish	
Two-piece container exterior base coat and	250
overvarnish, and end spray	
Container exterior body spray and exterior closure	
spray	250
Three-piece container side seam spray	660
End sealing compound:	
Food/Beverage Container:	20
Pet Food Container	20
Non-Food Container	20
Container interior body spray:	
Two-piece container	420
Three-piece container	310
Reconditioned drums, pails and lids:	
Exterior spray	420
Interior spray	510
New drums, pails and lids:	
Exterior spray	340
Interior spray	420
(ii)	Grams of VOC per liter
(11)	of coating (less water
Coil Coating Line	and exempt compounds)
(A) Letterpress coatings	200
(B) Other coil coatings	200
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(2) Coating Application Equipment

A person shall conduct coating operations subject to this rule by using only the following coating application methods:

- (i) Electrostatic spray application; or
- (ii) Flow coat application; or
- (iii) Dip coat application; or
- (iv) Roll coat; or
- (v) Hand application methods; or
- (vi) High-volume low-pressure (HVLP) spray. Facilities using an HVLP spray gun shall have available on site pressure gauges in proper operating condition to measure the air cap pressure or have available manufacturer's technical information regarding the correlation between the handle air inlet pressure and the air cap pressure. If the correlation option is used to demonstrate compliance, a handle air inlet pressure gauge will be required on site in proper operating condition to measure the handle air inlet pressure; or
- (vii) Other coating application methods that are demonstrated to have transfer efficiency at least equal to one of the above application methods, and which are used in such a manner that the operating parameters under which they were demonstrated to achieve such transfer efficiency are permanent features of the method. Such coating application methods shall be approved in writing by the Air Pollution Control Officer prior to use.
- (3) Cleaning of Coating Application Equipment

A person shall not use VOC containing materials for the cleaning of coating application equipment used in operations subject to this rule unless:

- (i) The VOC content of cleaning material is 25 grams or less per liter of material; or
- (ii) The cleaning material is flushed or rinsed through the application equipment in a contained manner that will minimize evaporation into the atmosphere; or
- (iii) The application equipment or equipment parts are cleaned in a container which is open only when being accessed for adding, cleaning, or removing application equipment or when cleaning solvent is being added, provided the cleaned equipment or equipment parts are drained to the container until dripping ceases; or
- (iv) A system is used that totally encloses the component parts being cleaned during the washing, rinsing, and draining processes.

(e) **CONTROL EQUIPMENT**

(1) In lieu of complying with the provisions of Subsection (d)(1) and (d)(3) a person may use an air pollution control system which:

- (i) has been installed in accordance with an Authority to Construct; and
- (ii) includes an emission collection system which captures and transports organic gaseous emissions to an air pollution control device; and
- (iii) has a combined VOC emissions capture and control device efficiency of at least 85 percent by weight.
- (2) A person subject to the requirements of this section shall submit to the Air Pollution Control Officer for approval an Operation and Maintenance (O&M) plan for the proposed emission control device and emission collection system. Such plan shall:
 - (i) identify all key system operating parameters. Key system operating parameters are those necessary to ensure compliance with Subsection (e)(1)(iii) such as temperature, pressure, and/or flow rate, and
 - (ii) include proposed inspection schedules, anticipated ongoing maintenance, and proposed recordkeeping practices regarding the key system operating parameters.
- (3) The Operation and Maintenance plan must be submitted to the Air Pollution Control Officer and receive approval prior to operation of the air pollution control equipment. A person subject to the requirements of this section shall implement the plan on approval of the Air Pollution Control Officer.

(f) RECORD KEEPING

Any person subject to the requirements of this rule shall maintain records in accordance with the following:

(1) Coating and Cleaning Materials

Any person subject to the requirements of Subsections (d)(1) and/or (d)(3) shall:

- (i) Maintain a current list of coatings and cleaning materials in use. This list shall provide all the data necessary to evaluate compliance, including, but not limited to:
 - (A) Material name, manufacturer and manufacturer identification;
 - (B) Type and applicable coating category of each coating used as specified in Subsection (d)(1)(i) and (d)(1)(ii);
 - (C) VOC content, less water and exempt compounds, of coatings, as applied and VOC content of cleaning materials, as used.
- (ii) Maintain monthly or daily records showing the amount of each coating, the applicable coating category and cleaning material used.

- (2) Any person using control equipment pursuant to Section (e) of this rule shall:
- (i) For all materials not in compliance with Subsection (d)(1) of this rule, maintain daily records of the amount of each material used; and
- (ii) Maintain daily records sufficient to document continuous compliance with Subsection (e)(1)(iii), including records of key system operating parameters as approved in the Operation and Maintenance plan.

All records shall be retained on site for at least three years, and shall be made available to the District upon request.

(g) TEST METHODS

When more than one test method or set of test methods are specified in this Section, a violation of any requirement of this rule established by any one of the specified test methods or set of test methods shall constitute a violation of the rule.

- (1) The VOC content of coatings containing more than 50 grams of VOC per liter and subject to Subsections (d)(1)(i) and (d)(1)(ii)(B) shall be determined by the Environmental Protection Agency (EPA) Reference Method 24 (Determination of Volatile Matter Content, Water Content, Density, Volume Solids, and Weight Solids of Surface Coatings, 40 CFR Part 60, Appendix A), dated 9/11/1995, or by the South Coast Air Quality Management District (SCAQMD) Method 304 (Determination of Volatile Organic Compounds in Various Materials), dated February 1, 1996.
- (2) Measurements of VOC content of coatings subject to Subsection (d)(1)(ii)(A) of this rule shall be conducted in accordance with San Diego Air Pollution Control District's Method 24D for Determination of Density, Total Volatile Matter Content, and Weight Solids of Surface Coatings Containing Photosensitive Reactive Diluents, dated July 1993.
- (3) The VOC content of coatings containing 50 grams of VOC per liter or less, or cleaning materials shall be determined by the SCAQMD Method 313-91 (Determination of Volatile Organic Compounds by Gas Chromatography/Mass Spectrometry), dated July 1991, or the SCAQMD Method 308-91 (Quantitation of Compounds by Gas Chromatography), dated February 1993.
- (4) The content of methyl acetate, acetone and parachlorobenzotrifluoride shall be determined in accordance with the ASTM Test Method D6133-02 (2008) (Standard Test Method for Acetone, p-Chlorobenzotrifluoride, Methyl Acetate or t-Butyl Acetate Content of Solventborne and Waterborne Paints, Coatings, Resins, and Raw Materials by Direct Injection Into a Gas Chromatograph).
- (5) Measurements of exempt compound content, other than determined in accordance with Subsection (g)(4), shall be conducted in accordance with the SCAQMD Test Method 303-91 (Determination of Exempt Compounds), dated August 1996.
- (6) Measurements of transfer efficiency pursuant to Subsection (d)(2)(vii) of this rule shall be conducted in accordance with the SCAQMD "Spray Equipment Transfer Efficiency Test Procedure for Equipment User" approved by EPA on May 24, 1989. The equivalency of coating application equipment pursuant to Subsection (d)(2)(vii) shall be determined by the SCAQMD "Guidelines for Demonstrating Equivalency with District Approved Transfer Efficient Spray Guns", dated September 26, 2002.
- (7) The overall control efficiency of air pollution control equipment operated pursuant to Subsection (e)(1)(iii) shall be determined by multiplying the capture efficiency of the emission collection system by the control efficiency of the air pollution control device. The control efficiency of the air pollution control device shall be determined using

EPA Test Methods 25A and/or 18 (40 CFR Part 60, Appendix A) and in accordance with a protocol approved by the Air Pollution Control Officer. Capture efficiency of an emission collection system pursuant to Subsection (e)(1)(ii) shall be determined according to EPA Test Methods 204 and 204A through 204 F (51 CFR Appendix M), as applicable, and technical document, "Guidelines for Determining Capture Efficiency," dated January 9, 1995. Subsequent to the initial compliance demonstration period, appropriate key system operating parameters as approved by the Air Pollution Control Officer may be used as indicators of the performance of the emission control system.

(8) Other test methods which are determined to be equivalent to the test methods specified in this rule and approved, in writing, by the Air Pollution Control Officer, California Air Resources Board, and EPA may be used in place of the test methods specified in this rule.

IT IS FURTHER RESOLVED AND ORDERED that the amendments to Rule 67.4 of Regulation IV shall take effect (*date of adoption*).

PASSED AND ADOPTED by the Board of Supervisors, County of San Diego, State of California, on this 9th day of November, 2011, by the following vote:

AYES: Cox, Jacob, Slater-Price, Roberts, Horn

STATE OF CALIFORNIA) County of San Diego)^{SS}

I hereby certify that the foregoing is a full, true and correct copy of the Original Resolution entered in the Minutes of the San Diego County Board of Supervisors.

THOMAS J. PASTUSZKA Clerk of the Board of Supervisors

Catherine Santos Denuty



Resolution No. 11-164

Meeting date: 11/09/11 (AP2)

COMPARATIVE ANALYSIS

AMENDMENTS TO RULE 67.4 – METAL CONTAINER, METAL CLOSURE, AND METAL COIL COATING OPERATIONS

STATUTORY REQUIREMENTS

Prior to adopting, amending, or repealing a rule or regulation, California Health and Safety Code Section 40727 requires findings of necessity, authority, clarity, consistency, non-duplication, and reference. As part of the consistency finding to ensure proposed rule requirements do not conflict with or contradict other Air Pollution Control District (District) or federal regulations, Health and Safety Code Section 40727.2(a) requires the District to perform a written analysis identifying and comparing the air pollution control standards and other provisions of the proposed amendments to Rule 67.4 with existing or proposed District rules and guidelines and existing federal rules, requirements, and guidelines applying to the same source category.

<u>ANALYSIS</u>

Proposed amended Rule 67.4 applies to any facility that conducts metal container, closure or coil coating operations, and associated cleaning operations. Federal Subpart HHHHHHH (6H) of the National Emission Standards for Hazardous Air Pollutants (NESHAP), 40 CFR Part 63: Paint Stripping and Miscellaneous Surface Coating Operations at Area Sources applies to spray coating application at area sources to a metal substrate where the coatings contain hazardous air pollutants (target HAP) - chromium, lead, manganese, nickel, or cadmium. The two companies in San Diego County that are regulated by Rule 67.4 conduct spray coating operations on metal surfaces. However, the coatings used at these facilities do not contain any target HAP and therefore are not subject to Subpart 6H.

District New Source Review (NSR) Rule 20.2 - Non-Major Stationary Sources, also applies to any new or modified coating operation that would be subject to amended Rule 67.4. Rule 20.2 requires that any non-major new or modified emission unit that has a post-project potential to emit of 10 pounds/day or more of volatile organic compounds (VOC) be equipped with Best Available Control Technology (BACT). For coating operations, BACT is identified as either use of an add-on emission control system, or if such system is demonstrated to be not cost-effective, compliance with the requirements of current prohibitory rules. Proposed amendments to Rule 67.4 contain more stringent emission standards for cleaning materials that will become new BACT.

CONCLUSION

There are no conflicts or contradictions between the proposed amendments to Rule 67.4 and existing District rules or federal regulations.

COUNTY OF SAN DIEGO AIR POLLUTION CONTROL DISTRICT

INCREMENTAL COST-EFFECTIVENESS ANALYSIS

AMENDMENTS TO RULE 67.4 – METAL CONTAINER, METAL CLOSURE, AND METAL COIL COATING OPERATIONS

Health and Safety Code Section 40920.6(a) requires air districts to identify one or more potential control options that achieve at least the same benefit as the proposed rule, assess the cost-effectiveness of those options, and calculate the incremental cost-effectiveness of each identified option. Incremental cost-effectiveness is defined as the difference in control costs divided by the difference in emission reductions between two potential control options achieving the same emission reduction goal.

The proposed new volatile organic compound (VOC) content limits for cleaning materials used in coating operations on metal surfaces of containers, closures, and coils are more stringent than existing requirements. However, the cleaning materials presently used by the affected companies are either water or mixtures of acetone (an exempt compound) with water, i.e., they do not contain any VOCs. It is obvious that the use of these materials is very cost-effective. Therefore, the requirements of Section 40920.6(a) are not applicable to the proposed amendments to Rule 67.4.

AIR POLLUTION CONTROL DISTRICT (DISTRICT) COUNTY OF SAN DIEGO

PROPOSED AMENDMENTS TO RULE 67.4 – METAL CONTAINER, METAL CLOSURE, AND METAL COIL COATING OPERATIONS

WORKSHOP REPORT

A workshop notice was mailed to the companies and government agencies in San Diego County that may be subject to proposed amended Rule 67.4 – Metal Container, Metal Closure and Metal Coil Coating Operations. Notices were also mailed to all Economic Development Corporations and Chambers of Commerce in San Diego County, the U.S. Environmental Protection Agency (EPA), the California Air Resources Board (ARB), and other interested parties.

The workshop was held on January 13, 2011, and was attended by two persons. Written comments were also received before and after the workshop. The workshop comments and District responses are as follows:

1. WORKSHOP COMMENT

Is it possible to use purchase records of cleaning materials instead of usage records to satisfy the rule record keeping requirements?

DISTRICT RESPONSE

The purchase records of volatile organic compound (VOC)-containing cleaning materials may be very helpful in determining the total amount of VOC emissions from a facility. However, purchase records alone are not sufficient and could lead to an overestimate of emissions. Usage records are therefore required. For example, a facility may have a permit condition restricting the amount of daily emissions pursuant to New Source Review rules, such as 10 pounds of VOC emissions per day. In order to calculate daily emissions in this case, the actual usage of VOC-containing materials is required.

For facilities that do not have permit conditions limiting the daily amount of VOC emissions, monthly usage record keeping should be sufficient and is permitted under Rule 67.4. The monthly usage of coatings or cleaning solvents can be determined, for example, by using dispensing records, measuring the level of a material with a measuring stick, or weighing a container with such material in the beginning and the end of each month.

2. WORKSHOP COMMENT

Is it allowable to keep monthly records of VOC containing materials instead of daily records?

DISTRICT RESPONSE

Yes, monthly (or daily) record keeping is allowed pursuant to Subsection (f)(1)(ii) of the rule, unless the facility uses emission control equipment and is therefore subject to the daily record keeping requirements of Subsection (f)(2). Furthermore, as stated in the response to Comment 1, in some cases daily records may be required as a permit condition, such as for compliance with any applicable New Source Review rules.

3. EPA COMMENT

It is recommended that Rule 67.4 include the actual approval date of EPA test methods. If a test method cited in the rule is developed by other agencies, such as other California air districts, Section (g) should specify the date this test method was approved by EPA.

DISTRICT RESPONSE

The District agrees. The proposed rule has been revised as suggested.

4. EPA COMMENT

Subsection (g)(7) for the determination of capture efficiency of an emission collection system should be revised by adding the reference to 40 CFR 51, Appendix M, and Test Methods 204A through 204F.

DISTRICT RESPONSE

Subsection (g)(7) has been revised as suggested.

5. EPA COMMENT

Subsection (e)(1)(iii) specifies that overall control efficiency of add-on air pollution control system must be at least 85%. Some other air districts in California require the overall control efficiency to be at least 90%. Rule 67.4 requirements should be as stringent as similar rules in other districts.

DISTRICT RESPONSE

The District disagrees. It should be noted that there are only two companies in San Diego County subject to Rule 67.4, with a combined total VOC emissions of less than four tons per year. Therefore, an incremental emission reduction benefit of a control system with 90% overall control efficiency versus 85% efficiency will be negligible. In addition, to achieve a 90% overall control efficiency of an air pollution control system, both the collection and emission reduction systems must be at least 95% efficient. Such requirements are very stringent and do not allow for any minor deviations from the perfect functioning of both systems, and this requirement seems to be excessive in this case.

6. EPA COMMENT

South Coast Air Quality Management District Rule 1125 requires coating application methods other than those specified in the rule to be at least as efficient as High Volume Low Pressure (HVLP) system. Subsection (d)(2)(vii) should be revised to stipulate this.

DISTRICT RESPONSE

The District disagrees. Subsection (d)(2)(vii) already stipulates that other coating application methods may be used provided that their transfer efficiency is at least equal to one of the approved methods, which includes HVLP.

7. <u>EPA COMMENT</u>

For clarity, all coating application methods listed in Subsection (d)(2) should be defined in Section (c).

DISTRICT RESPONSE

The definitions of various allowable coating application methods appear in a number of other District coating rules. These definitions are identical from rule to rule. In order to keep source-specific rules as concise as possible, the District plans to include these definitions in the next revision of Rule 2 (Definitions), which contains the definition of terms used throughout the District rules and regulations.

NY:RR:jlm 02/02/11

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RULE 67.4. METAL CONTAINER, METAL CLOSURE AND METAL COIL COATING OPERATIONS (Effective 5/9/79: Rev. Adopted & Effective 5/15/96): (Amended and Effective (6-months after-date of adoption))

(a) **APPLICABILITY**

- (1) This rule applies to all metal container, metal closure and metal coil coating operations in which volatile organic compounds (VOCs) are employed.
 - (2) Operations subject to this rule shall not be subject to Rule 66.1 or 67.3.

(b) **RESERVED**

(c) **DEFINITIONS** (Rev. Effective 5/15/96)

For the purpose of this rule, the following definitions shall apply:

- (1) "Cleaning Material" means a VOC containing material used for cleaning hands, tools, application equipment and work area.
 - (2) "Closure" means any metal component which is used to close or seal a container.
- (3) "Coating Line" means an operation or process for applying, drying or oven baking and/or curing surface coatings, together with associated equipment including a coating applicator, flash-off area and oven.
- (4) "Coil" means any flat metal sheets or strips that have been formed into rolls or eoils in concentric rings for further industrial or commercial use.
 - (5) "Container" means any can, pail or drum.
- (6) "**Drum**" means any manufactured or reconditioned cylindrical metal container that <u>has is a capacity</u> larger than 12 gallons but smaller than 110 gallons-capacity.
- (7) "End" means a part of a container which is used for its closure after the container is filled with a product.
- (8) "End Sealing Compound" means a compound which is coated onto a container closure and which functions as a gasket when the closure is assembled onto the container.
 - (9) "Exempt Compound" means the same as defined in Rule 2.

(Rev. Effective 5/15/96)

- (10) "Exterior Base Coating" means a coating applied to the exterior of a container, body, closure or flat sheet to provide a protection to the metal or to provide background for any lithographic operation.
- (11) "Exterior Body Spray" means a coating sprayed on the exterior of the container body to provide a decorative or protective finish.
- (12) **"Food/Beverage Container"** means a metal container in which food or beverages intended for human consumption are packaged.
- (13) "High-Volume Low-Pressure (HVLP) Spray" means a coating application method using a spray applicator and pressurized air which is designed to be operated and which is operated at an atomizing pressure between 0.1 and 10.0 psig, measured dynamically at the center of the applicator's air cap and at the applicator's air horns.
- (1314) "Interior Base Coating" means a coating applied to the interior of a container body or end or flat sheet to provide a protective lining between the product and the container.
- (14<u>15</u>) "**Interior Body Spray**" means a coating sprayed on the interior of the container to provide a protective film between the product and the container.
- (1516) "Letterpress Coating" means an acrylate-based topcoat which is used for coating letterpress printing plates during the manufacture of such plates.
 - (1617) "Lid" means a reusable closure.
- (47<u>18</u>) "Metal Container, Metal Closure, and Metal Coil Coating" means any coating containing VOCs applied by spray, roller or other means to the inside and/or outside of metal containers, drums, pails, lids, closures or to the surface of flat sheets, rolls, or coil for further industrial or commercial use.
- (1819) "Overvarnish" means a coating applied directly over a design coating to reduce the coefficient of friction, to provide gloss and to protect the finish against abrasion and corrosion.
- (1920) "Pail" means any manufactured or reconditioned cylindrical metal container with a capacity between one and that is from one gallon to 12 gallons, eapacity and constructed of 29 gauge or heavier material or heavier.

- (2021) "Pet Food Container" means a metal container in which food for animal (non-human) consumption is packaged.
 - ($21\underline{22}$) "Stationary Source" means the same as defined in Rule 20.1.
- (2223) "Three-Piece Container Side-Seam Spray" means a coating sprayed on the exterior and/or interior of a welded, cemented or soldered seam to protect the exposed metal.
- (2324) "Two-Piece Container Exterior End Spray" means a coating sprayed on the exterior bottom end of a container to provide protection to the metal.
- (2425) "Volatile Organic Compound (VOC)" means the same as defined in Rule 2. any volatile compound containing at least one atom of carbon, which may be emitted to the atmosphere during operations or activities subject to this rule, except methane, carbon monoxide, carbon dioxide, carbonic acid, ammonium carbonate, metallic carbides and carbonates, and exempt compounds.
- (2526) "VOC Content per Volume of Coatings, Less Water and Exempt Compounds" means the same as defined in Rule 2. weight of VOC per combined volume of VOC and coating solids and is calculated by the following equation

	-Ce v	/ос	$= \frac{(Ws - Ww - Wes) / (Vm - Vw - Ves)}{(Vm - Vw - Ves)}$
where:			
——Cev	oc-	=	VOC content of coating, less water and exempt compounds
Ws		=	weight of volatile compounds including water and exempt-compounds
— Ww	,		weight of water
Wes	5	_=	weight of exempt compounds
— Vm		_=	volume of material including water and exempt compounds
V_{W}		_=	volume of water
Ves			volume of exempt compounds

(2627) "VOC Content per Volume of <u>Cleaning Material</u>" means the same as <u>defined in Rule 2, weight of</u> "VOC Content per Volume of Material". and is calculated by the following equation.

$$\frac{C_{m} \text{voc}}{} = \frac{(W_{s} - W_{w} - W_{es}) / V_{m}}{}$$

where:

 Cmvoc
 =
 VOC content of material

 Ws
 =
 weight of volatile compounds including water and exempt — compounds

 Ww
 =
 weight of water

 Wes
 =
 weight of exempt compounds

 Vm
 =
 volume of material including water and exempt compounds

(d) STANDARDS

(1) VOC Limits

Except as provided for in Section (e), a person shall not use or apply coatings on any coating line of the type designated below which contains VOCs in excess of the following limits at the point of application:

(i) Motel Container or Cleaves Coeting Lines	Grams of VOC per liter of coating (less water
Metal Container or Closure Coating Lines Sheet base coat (exterior and interior) and	and exempt compounds) 180
overvarnish	100
Two-piece container exterior base coat and	250
overvarnish, and end spray	
Container exterior body spray and exterior closure	
spray	250
Three-piece container side seam spray	660
End sealing compound:	
Food/Beverage Container:	20
Pet Food Container	20
Non-Food Container	20
Container interior body spray:	
Two-piece container	420
Three-piece container	310
Reconditioned drums, pails and lids:	
Exterior spray	420
Interior spray	510

New drums, pails and lids:

Exterior spray 340 Interior spray 420

(ii) Grams of VOC per liter of coating (less water and exempt compounds)

Coil Coating Line

(A) Letterpress coatings 200 (B) Other coil coatings 200

(2) Coating Application Equipment

A person shall conduct coating operations subject to this rule by using only the following coating application methods:

- Electrostatic spray application; or
- (ii) Flow coat application; or
- (iii) Dip coat application; or
- (iv) Roll coat; or
- Hand application methods; or (v)
- High-volume low-pressure (HVLP) spray. Facilities using an HVLP spray gun shall have available on site pressure gauges in proper operating condition to measure the air cap pressure or have available manufacturer's technical information regarding the correlation between the handle air inlet pressure and the air cap pressure. If the correlation option is used to demonstrate compliance, a handle air inlet pressure gauge will be required on site in proper operating condition to measure the handle air inlet pressure; or
- Other coating application methods that are demonstrated to have transfer efficiency at least equal to one of the above application methods, and which are used

in such a manner that the operating parameters under which they were demonstrated to achieve such transfer efficiency are permanent features of the method. Such coating application methods shall be approved in writing by the Air Pollution Control Officer prior to use.

(23) Cleaning of Coating Application Equipment

A person shall not use VOC containing materials for the cleaning of <u>coating</u> application equipment used in operations subject to this rule unless:

- (i) The VOC <u>content of</u> cleaning material <u>is contains</u> 25 200 grams or less of VOC per liter of material; or
- (ii) The cleaning material has an initial boiling point of 190°C (374°F) or greater; or
- (iii) The solvent has a total VOC vapor pressure of 20 mm Hg or less, at 20°C (68°F); or
- (<u>ivii</u>) The cleaning material is flushed or rinsed through the application equipment in a contained manner that will minimize evaporation into the atmosphere; or
- (<u>iii</u>*) The application equipment or equipment parts are cleaned in a container which is open only when being accessed for adding, cleaning, or removing application equipment or when cleaning solvent is being added, provided the cleaned equipment or equipment parts are drained to the container until dripping ceases; or
- (viiv) A system is used that totally encloses the component parts being cleaned during the washing, rinsing, and draining processes.; or
- (vii) The combined usage of cleaning materials not complying with any of the standards described in Subsection (2)(i) through Subsection (2)(vi) above is less than 10 gallons each calendar month at a stationary source.

(e) ADD-ON-CONTROL DEVICE EQUIPMENT

(1) In lieu of complying with the provisions of Subsection (d)(1), and (d)(3) a person may use an air pollution control system which:

- (i) has been installed in accordance with an Authority to Construct; and
- (ii) includes an emission collection system which captures and transports organic gaseous emissions to an air pollution control device; and
- (iii) has a combined VOC emissions capture and control device efficiency of at least 85 percent by weight.
- (2) A person subject to the requirements of this section shall submit to the Air Pollution Control Officer for approval an Operation and Maintenance (O&M) plan for the proposed emission control device and emission collection system. Such plan shall:
 - (i) identify all key system operating parameters. Key system operating parameters are those necessary to ensure compliance with Subsection (e)(1)(iii) such as temperature, pressure, and/or flow rate, and
 - (ii) include proposed inspection schedules, anticipated ongoing maintenance, and proposed recordkeeping practices regarding the key system operating parameters.
- (3) The Operation and Maintenance plan must be submitted to the Air Pollution Control Officer and receive approval prior to operation of the air pollution control equipment. A person subject to the requirements of this section shall implement the plan on approval of the Air Pollution Control Officer.

(f) **RECORD KEEPING**

- (1)—Any person subject to the requirements of Sections (d) or (e) of this rule shall maintain records in accordance with the following:
 - (i) Maintain a current list coatings in use volatile organic compounds (VOCs) which provides all of the coating and VOC data necessary to evaluate compliance.
 - (ii) Maintain_records on a monthly basis showing the types and amounts-solvents used. for clean up.

(1) Coating and Cleaning Materials

Any person subject to the requirements of Subsections (d)(1) and/or (d)(3) shall:

(i) Maintain a current list of coatings and cleaning materials in use. This list shall provide all the data necessary to evaluate compliance, including, but not limited to:

- (A) Material name, manufacturer and manufacturer identification;
- (B) Type and applicable coating category of each coating used as specified in Subsection (d)(1)(i) and (d)(1)(ii);
- (C) VOC content, less water and exempt compounds, of coatings, as applied and VOC content of cleaning materials, as used.
- (ii) Maintain monthly or daily records showing the amount of each coating, the applicable coating category and cleaning material used.
- (2) Any person complying with the requirements of Subsection (d)(1)(i) shall maintain daily or monthly records showing the type and amount used of each coating, solvent used as thinner or diluent, and VOC-containing material.
- (32) Any person complying with the requirements of Subsection (d)(1) by using control equipment pursuant to Section (e) of this rule shall:
 - (i) <u>fF</u>or all materials not in compliance with Subsection (d)(1) of this rule, maintain daily records of the amount <u>used</u> of each material <u>used coating</u>, solvent <u>used as thinner or diluent</u>, and <u>VOC containing material</u>; and
 - (ii) <u>mM</u>aintain daily records sufficient to document continuous compliance with Subsection (e)(1)(iii), including records of key system operating parameters as approved in the Operation and Maintenance plan.

Such All records shall be retained on site for at least three years, and shall be made available to the District upon request.

(g) **VOC**TEST METHODS

When more than one test method or set of test methods are specified in this Section, a violation of any requirement of this rule established by any one of the specified test methods or set of test methods shall constitute a violation of the rule.

- (1) The VOC content of coatings containing more than 50 grams of VOC per liter and subject to Subsections (d)(1)(i) and (d)(1)(ii)(B) shall be determined by the Environmental Protection Agency (EPA) Reference Method 24 (Determination of Volatile Matter Content, Water Content, Density, Volume Solids, and Weight Solids of Surface Coatings, 40 CFR Part 60, Appendix A), dated 9/11/1995, or by the South Coast Air Quality Management District (SCAQMD) Method 304 (Determination of Volatile Organic Compounds in Various Materials), dated approved by EPA on February 1, 1996-as they exist on (date of adoption).
- (2) Measurements of VOC content of coatings subject to Subsection (d)(1)(ii)(A) of this rule shall be conducted in accordance with San Diego Air Pollution Control

 District's Method 24D for Determination of Density, Total Volatile Matter Content, and

 Weight Solids of Surface Coatings Containing Photosensitive Reactive Diluents, dated

 approved by EPA in July 1993 as it exists on (date of adoption).
- (3) The VOC content of coatings containing 50 grams of VOC per liter or less, or cleaning materials shall be determined by the SCAQMD Method 313-91 (Determination of Volatile Organic Compounds by Gas Chromatography/Mass Spectrometry), approved by EPA in dated July 1991, or the SCAQMD Method 308-91 (Quantitation of Compounds by Gas Chromatography), dated approved by EPA in February 1993 as they exist on (date of adoption).
- (4) The content of methyl acetate, acetone and parachlorobenzotrifluoride
 shall be determined in accordance with the ASTM Test Method D6133-02 (2008)
 (Standard Test Method for Acetone, p-Chlorobenzotrifluoride, Methyl Acetate or t-Butyl
 Acetate Content of Solventborne and Waterborne Paints, Coatings, Resins, and Raw
 Materials by Direct Injection Into a Gas Chromatograph), or its most current version.

- (5) Measurements of exempt compound content, other than determined in accordance with Subsection (g)(4), shall be conducted in accordance with the SCAQMD Test Method 303-91 (Determination of Exempt Compounds), dated approved by EPA in August 1996.
- (6) Measurements of transfer efficiency pursuant to Subsection (d)(2)(vii) of this rule shall be conducted in accordance with the SCAQMD "Spray Equipment Transfer Efficiency Test Procedure for Equipment User;" approved by EPA on May 24, 1989 as it exists on (date of adoption). The equivalency of coating application equipment pursuant to Subsection (d)(2)(vii) shall be determined by the SCAQMD "Guidelines for Demonstrating Equivalency with District Approved Transfer Efficient Spray Guns", dated September 26, 2002 as they exist on (date of adoption).
- (7) The overall control efficiency of air pollution control equipment operated pursuant to Subsection (e)(1)(iii) shall be determined by multiplying the capture efficiency of the emission collection system by the control efficiency of the air pollution control device. The control efficiency of the air pollution control device shall be determined using EPA Test Methods 25A and/or 18 (40 CFR Part 60, Appendix A) and in accordance with a protocol approved by the Air Pollution Control Officer. Capture efficiency of an emission collection system pursuant to Subsection (e)(1)(ii) shall be determined according to EPA Test Methods 204 and 204A through 204 F (51 CFR Appendix M), as applicable, and technical document, "Guidelines for Determining Capture Efficiency", dated January 9, 1995. Subsequent to the initial compliance demonstration period, appropriate key system operating parameters as approved by the Air Pollution Control Officer may be used as indicators of the performance of the emission control system.
- (8) Other test methods which are determined to be equivalent to the test methods specified in this rule and approved, in writing, by the Air Pollution Control Officer,

 California Air Resources Board, and EPA may be used in place of the test methods specified in this rule.

- (1) Measurements of VOC content of coatings and cleaning materials subject to Subsections (d)(1)(i), (d)(1)(ii)(B), and (d)(2)(i) of this rule shall be conducted and reported in accordance with EPA Test Method 24 (40 CFR 60, Appendix A) as it exists on July 25, 1995.
- (2) Measurements of VOC content of coatings subject to Subsection (d)(1)(ii)(A) of this rule shall be conducted and reported in accordance with San Diego Air Pollution Control District's Method 24D for Determination of Density, Total Volatile Matter Content, and Weight Solids of Surface Coatings Containing Photosensitive Reactive Diluents as it exists on July 25, 1995.
- (3) Measurement of the control device efficiency subject to Subsection (e)(1)(iii) of this rule shall be conducted in accordance with EPA Methods 18 and/or 25A (40 CFR-60) as they exist on July 25, 1995 and in accordance with a protocol approved by the Air Pollution Control Officer.
- (4) Measurement of the emission collection system capture efficiency subject to Subsection (e)(1) (ii) of this rule shall be determined according to EPA's technical document, "Guidelines for Determining Capture Efficiency," dated January 9, 1995, using a protocol approved by the Air Pollution Control Officer. Subsequent to the initial compliance demonstration period, applicable key system operating parameters, as approved by the Air Pollution Control Officer, may be used as verification that capture efficiency has not diminished.
- (5) Perfluorocarbon (PFC) compounds and other exempt compounds shall be assumed to be absent from a coating, or cleaning material subject to this rule unless a manufacturer of the material or a facility operator identifies the specific individual compound(s) present in the material and provides an EPA and ARB approved test method which can be used to quantify the specific compounds.
- (6) Measurement of the initial boiling point of cleaning materials subject to Subsection (d)(2)(ii) shall be conducted in accordance with ASTM Standard Test Method D1078-86 for distillation range of volatile organic liquids.
- (7) Calculation of total VOC vapor pressure for materials subject to Subsection (d)(2)(iii) of this rule shall be conducted in accordance with the District's "Procedures for Estimating the Vapor Pressure of VOC Mixtures" as it exists on July 25, 1995. If the vapor pressure of the liquid mixture, as calculated by this procedure, exceeds the limits specified in Subsection (d)(2)(iii), the vapor pressure shall be determined in accordance with ASTM Standard Test Method D2879-86. The solvent composition shall be determined using one of the following ASTM standard recommended practices: E168-92, E169-93 or E260-91. The fraction of water and exempt compounds in the liquid phase shall be determined by using ASTM Standard Test Methods D3792-91 and D4457-85 and shall be used to calculate the partial pressure of water and exempt compounds. The results of vapor pressure measurements obtained using ASTM Test Method D2879-86 shall be corrected for partial pressure of water and exempt compounds.