Statement of Basis

Title V Air Quality Construction Permit

John Morrell, LLC
Sioux Falls, South Dakota

South Dakota Department of Environment and Natural Resources

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1.0 Background

On June 16, 2005, John Morrell and Company (John Morrell) was issued a Title V air quality operating permit (#28.0201-01) for the operation of a pork slaughter, cut, pack, and processing facility in Sioux Falls, South Dakota. The primary standard industrial classification (SIC) code for this facility is 2011, Manufacturing – Meat Packing Plants.

DENR amended the permit on October 4, 2006, to allow Unit #1 and Unit #2 (Boilers #8 and #9) to burn yellow grease as fuel.

On December 13, 2010, DENR issued John Morrell a renewal of its air quality permit.

1.1 Existing Equipment

Table 1-1 provides a description of the current permitted operations identified in the existing air quality permit.

Table 1-1 – Description of Permitted Units, Operations, and Processes

Unit	Description	Maximum Operating Rate	Control Device
#1	EU-001 – 1961 Combustion Engineering, Inc. boiler fueled with natural gas, residual oil, a residual oil/waste oil mix, and yellow grease.	156 million Btus per hour heat input	Not applicable
#2	EU-002 – 1982 Nebraska Boiler fueled with natural gas, residual oil, a residual oil/waste oil mix, and yellow grease.	147 million Btus per hour heat input	Not applicable
#3	EU-003 – 1996 SELO hog singer fueled with natural gas.	11.7 million Btus per hour heat input	Not applicable
#4	EU-048 – 1996 SELO hog singer fueled with natural gas.	11.7 million Btus per hour heat input	Not applicable
#5	EU-049 – 1997 Varec, model 244W, biogas flare.	13.5 million Btus per hour heat input	Not applicable
#6	EU050 – 1998 Superior steam boiler fired with biogas and natural gas.	42 million Btus per hour heat input	Not applicable
#7	EU-039 – 1997 Dupps, model 2000B, blood dryer fueled with natural gas. Product is collected by a Dupps 2000B dual cyclone.	5.5 million Btus per hour heat input	Dupps 2000B venturi scrubber and packed tower
#8	EU-042 – 1982 Fuller Company pneumatically loaded lime silo.	16.7 tons per hour	Fabric filter

1.2 Proposed Changes

John Morrell has proposed adding an 84 million Btu per hour boiler fired with natural gas and distillate fuel. This boiler will be added to the permit as Unit #11, Boiler #3.The unit is to replace Unit #2, or EU-002 and will not increase the maximum production of the facility.

2.0 New Source Performance Standards

DENR reviewed the New Source Performance Standards listed in 40 CFR Part 60 to determine if any of the federal New Source Performance Standards are applicable to the proposed changes for this facility. The following may be applicable.

2.1 Standards Applicable to Boilers

There are three New Source Performance Standards for fossil fuel-fired steam generators. The three standards are applicable to the following steam generators:

1. 40 CFR Part 60, Subpart D: applicable to a steam generator with a maximum operating rate of 250 million Btus per hour or more and commenced construction after August 17, 1971;
2. 40 CFR Part 60, Subpart Db: applicable to a steam generator with a maximum operating rate of more than 100 million Btus per hour and commenced construction after June 19, 1984; and
3. 40 CFR Part 60, Subpart Dc: applicable to a steam generator with a minimum design heat input capacity equal to or greater than 10 million Btus per hour but less than or equal to 100 million Btus per hour and commenced construction after June 9, 1989.

John Morrell's proposed boiler is new and is rated at 84 MMBtus per hour; it is applicable to Subpart Dc

2.2 Other Applicable New Source Performance Standards

DENR reviewed the other New Source Performance Standards and determined there are no other standards applicable to John Morrell's proposed revisions.

3.0 New Source Review

In accordance with ARSD 74:36:10:01, the new source review regulations apply to areas of the state which are designated as nonattainment pursuant to the Clean Air Act for any pollutant regulated under the Clean Air Act. This facility is located near Sioux Falls, South Dakota, which is in attainment or unclassifiable for all the criteria air pollutants regulated under the Clean Air Act. Therefore, John Morrell is not subject to new source review.

4.0 Prevention of Significant Deterioration

A prevention of significant deterioration (PSD) review applies to new major stationary sources and major modifications to existing major stationary sources in areas designated as attainment under Section 107 of the Clean Air Act for any regulated air pollutant. The following is a list of regulated air pollutants under the PSD program:

1. Total suspended particulate (PM);
2. Particulate with a diameter less than or equal to 10 microns (PM10);
3. Particulate with a diameter less than or equal to 2.5 microns (PM2.5);
4. Sulfur dioxide (SO_2);
5. Nitrogen oxides (NOx);
6. Carbon monoxide (CO);
7. Ozone – measured as volatile organic compounds (VOCs);
8. Lead;
9. Fluorides
10. Sulfuric acid mist;
11. Hydrogen sulfide;
12. Reduced sulfur compounds;
13. Total reduced sulfur; and
14. Greenhouse gases (carbon dioxide, methane, nitrous oxide, etc.).

If the source is considered one of the 28 named PSD source categories listed in Section 169 of the federal Clean Air Act, the major source threshold is 100 tons per year of any regulated air pollutant, except for greenhouse gases. The major source threshold for all other sources is 250 tons per year of any regulated air pollutant, except for greenhouse gases. John Morrell is not one of the 28 named PSD source categories; therefore the major source threshold is 250 tons per year of any regulated air pollutant, except for greenhouse gases.

In John Morrell's air quality construction permit #28.0201-03-01C, there are restrictions which maintain actual emissions from John Morrell to less than 250 tons per 12-month rolling period. However, John Morrell only installed some of the equipment in the construction permit and has not yet included the operational limits in the Title V air quality operating permit. Therefore, DENR will consider John Morrell subject to PSD and evaluate the proposed boiler to determine if it results in a major modification.

According to the Clean Air Act, once a pollutant is regulated under any part of the Act, (as was the case with greenhouse gas emissions after the motor vehicle regulations were finalized in March 2010) major new sources or major modifications are subject to the PSD program and Title V air quality operating permit program. Under the Clean Air Act, PSD and Title V air quality operating permits are required for all sources that emit a regulated air pollutant above 100 or 250 tons per year, depending on the source. This threshold, if applied to greenhouse gases, would greatly increase the number of facilities requiring a PSD review or Title V air quality operating permit. Based on administrative necessity, EPA increased these thresholds through the "Tailoring Rule."

On May 13, 2010, EPA issued the final version of the "Tailoring Rule" for greenhouse gas emissions. The major source threshold for greenhouse gases is listed below:

1. New PSD source because of a criteria air pollutant, the major source threshold for greenhouse gases is 75,000 tons per year of carbon dioxide equivalent or more;
2. New PSD source if greenhouse gas emissions are 100,000 tons per year of carbon dioxide equivalent or more;
3. For an existing PSD source because of a criteria air pollutant, a major modification for greenhouse gases is an increase of 75,000 tons per year of carbon dioxide equivalent or more;
4. For an existing non-PSD source that has the potential to emit 100,000 tons per year of carbon dioxide equivalent emissions or more, a major modification for greenhouse gases is an increase of 75,000 tons per year of carbon dioxide equivalent or more; and
5. In addition to subsection (2) and (4), a specific greenhouse gas, without calculating the carbon dioxide equivalent, also needs to emit greater than 100 or 250 tons per year, whichever is applicable, to be regulated.

Because DENR is considering John Morrell an existing PSD source because of a criteria air pollutant, DENR will evaluate the proposed boiler to determine if its potential emissions are greater than or equal to 75,000 tons per year of carbon dioxide equivalent.

4.1 Emission Factors for Criteria Air Pollutants

DENR will consider the new boiler to be defined as a *Gas-fired boiler* as defined in section 6.3 which includes any boiler that burns gaseous fuels not combined with any solid fuels, burns liquid fuel only during periods of gas curtailment, gas supply emergencies, or periodic testing on liquid fuel. Periodic testing of liquid fuel shall not exceed a combined total of 48 hours during any calendar year. Emissions will be based upon the combustion of natural gas, except for the 48 hours in which distillate oil is allowed to be burned for testing.

The emission factors for the new boiler are derived from EPA's Compilation of Air Pollutant Emission Factors, AP-42, 1.4-2, Fifth Edition and from the application submitted by John Morrell.

4.1.1 Natural Gas

The application submitted by John Morrell contained the following emission factors:

Total Suspended Particulate (TSP)	= 0.62 pound/hour;
Particulate ≤ 10 microns in diameter (PM10)	= 0.43 pound/hour;
Particulate ≤ 2.5 microns in diameter (PM2.5)	= 0.43 pound/hour;
Nitrogen Oxides (NO_X)	= 5.72 pound/hour;
Sulfur Dioxide (SO_2)	= 0.05 pound/hour;
Volatile Organic Compounds (VOC)	= 0.40 pound/hour; and
Carbon Monoxide (CO)	= 4.81 pound/hour.

Lead = 0.5 x 10^{-8} pound/MMBtus

4.1.2 Distillate Oil

The emission factors for boilers burning distillate oil are derived from AP-42, Tables 1.3-1, 1.3-2, 1.3-3, 1.3-9, and 1.3-10 (5/10). The sulfur content of the distillate oil is assumed to be 0.05 percent by weight. The following emission factors are for boilers with heat input capacities less than 100 million Btu per hour except for the emission factor for NOx:

TSP/PM10/PM2.5	= 3.3 pounds per 10^3 gallon;
SO_2	= 142 x S pounds per 10^3 gallon; where S is weight % sulfur in fuel
	= 142 x 0.05 pounds per 10^3 gallon
	= 7.1 pounds per 10^3 gallon;
NO_X [1]	= 10 pounds per 10^3 gallon;
CO	= 5 pounds per 10^3 gallon;
VOC	= 0.2 pounds per 10^3 gallon; and
HAPs	= 4.10 x 10^{-2} pounds per 10^3 gallon.
Lead	= 9.0 pounds per 10^{12} Btu

[1] – The NOx emission rate is for boilers > 100 million Btus per hour equipped with low NOx burners and flue gas recirculation.

The heating value of distillate oil is assumed to be 140,000 Btus per gallon. The potential distillate oil usage for the boiler, assuming it operates 48 hours per year, is calculated using Equation 4.1 and the maximum design operating rate of each unit.

Equation 4.1 – Annual distillate oil usage

$$84\frac{MMBtus}{hour}\times\frac{48hours}{year}\times\frac{10^6\,Btus}{1MMBtu}\times\frac{gallon}{140{,}000Btus}$$

The maximum calculated annual distillate oil usage for the boiler is 28,800 gallons.

4.2 Calculating Potential Emissions

Equation 4.2 was used to calculate the potential emissions from burning natural gas for each air pollutant in tons per year.

Equation 4.2 – Potential Uncontrolled Emission Calculations for Natural Gas

$$Potential\ Emissions\ \frac{tons}{yr} = Emission\ factor\frac{pound}{hour}\times 8{,}712\frac{hours}{year}\times\frac{1\ ton}{2000\ pounds}$$

Equation 4.3 was used to calculate the potential lead emissions while burning natural gas in tons per year.

Equation 4.3 – Potential Lead Emissions from Natural Gas

$$Potential\ Emissions\ \frac{tons}{yr} = Emission\ factor\ \frac{pound}{MMBtu} \times 84\ \frac{MM\ Btu}{hr} \times \frac{8{,}712\ hr}{year} \times \frac{1\ ton}{2000\ pounds}$$

Equation 4.4 was used to calculate the potential emissions from burning distillate fuel for each air pollutant in tons per year.

Equation 4.4 – Potential Uncontrolled Emission Calculations for Distillate Fuel

$$Potential\ Emissions\ \frac{tons}{year} = Emission\ factor\ \frac{pounds}{10^3\ gallons} \times \frac{28{,}800\ gallons}{year} \times \frac{1\ ton}{2000\ pounds}$$

Equation 4.5 was used to calculate the potential lead emissions from burning distillate fuel in tons per year.

Equation 4.5 – Potential Lead Emissions from Distillate Fuel

$$Potential\ Emissions\ \frac{tons}{year} = 9.0\ \frac{pounds}{10^{12} Btu} \times \frac{28{,}800\ gallons}{year} \times \frac{140{,}000\ Btu}{gallon} \times \frac{1\ ton}{2000\ pounds}$$

Potential emissions from the proposed boiler are shown in Table 4-1. A comparison to the PSD significant threshold demonstrates John Morrell's proposed boiler is not a major modification for criteria air pollutants.

Table 4-1 – Regulated Air Pollutants Significant Emission Comparison (tons per year)

Pollutant	Potential Increase (Natural Gas)	Potential Increase (Distillate Fuel)	Total Potential Increase	Significant Increase Threshold	PSD Review Required
Particulate Matter	2.7	0.05	3	25	No
PM10	2.7	0.05	3	15	No
PM2.5	2.7	0.05	3	10	No
Sulfur Dioxide	0.2	0.10	0	40	No
Nitrogen Oxides	24.9	0.14	25	40	No
VOCs	1.7	0.00	2	40	No
Carbon Monoxide	21.0	0.07	21	100	No
Lead	0.0	0.00	0	0.6	No

4.3 Potential to Emit for Greenhouse Gases

John Morrell proposed additions have the potential to emit greenhouse gases to the atmosphere. The six regulated greenhouse gases are:

1. Carbon dioxide (CO_2);
2. Nitrous oxide(N_2O);
3. Methane (CH_4);

4. Hydrofluorocarbons;
5. Perfluorocarbons; and
6. Sulfur hexafluoride.

Table 4-2 contains emission factors for the proposed boiler. Greenhouse gas emissions from units fired with natural gas are taken from AP-42 Table 1.4-2. Greenhouse gas emission factors for units fired with distillate oil are taken from AP-42, Tables 1.3-3, 1.3-8, 1.3-12 (5/10).

Table 4-2 – Greenhouse Gas Emission Factor

Fuel	**CO_2**	**CH_4**	**N_2O**
Natural Gas	117.6 lbs/MMBtus	0.002 lbs/MMBtus	0.0006 lbs/MMBtus
Distillate Oil	22,300 pounds per 1,000 gallons	0.22 pounds per 1,000 gallons	0.26 pounds per 1,000 gallons

Equation 4.6 and 4.7 were used to calculate potential greenhouse gas emissions from the new boiler while fueling with natural gas and distillate fuel, respectively. In the case of the greenhouse gases, the potential emissions of greenhouse gases needs to be multiplied by 1, 310, and 21 for carbon dioxide, nitrous oxide, and methane, respectively, (see Table 4-3) to convert the results to carbon dioxide equivalent. The potential emissions for the greenhouse gases are summarized in Table 4-4.

Equation 4.6 – Carbon Dioxide Equivalent Potential Emissions from Natural Gas

$$Potential\left(\frac{tons}{yr}\right) = 84\left(\frac{MMBtu}{hr}\right) \times EF\left(\frac{lbs}{MMBtu}\right) \times CO_{2e} \times 8{,}712\left(\frac{hour}{year}\right) \div 2{,}000\,\frac{lbs}{ton}$$

Equation 4.7 – Carbon Dioxide Equivalent Potential Emissions from Distillate Oil

$$Potential\ \frac{tons}{year} = Emission\ factor\ \frac{pounds}{10^3\ gallons} \times CO_{2e} \times \frac{28{,}800\ gallons}{year} \times \frac{1\ ton}{2000\ pounds}$$

Table 4-3 – Carbon Dioxide Equivalent Factors

Gas	**CO_{2e}**
Carbon Dioxide	1
Methane	21
Nitrous Oxide	310

Table 4-4 –Greenhouse Gas Potential Emissions (tons per year)

Fuel Type	**Carbon Dioxide**	**Nitrous Oxide**	**Methane**	**Carbon Dioxide Equivalent**
Natural Gas	43,030	68	15	43,113
Distillate Oil	321	1	0	322
			Total	**43,435**

A PSD permit is required for modifications with potential to increase greenhouse gas emissions in excess of 75,000 tons per year. However this proposed construction will only potentially emit

43,435 tons of greenhouse gases per year and is therefore not subject to a PSD review for greenhouse gases.

5.0 National Emission Standards for Hazardous Air Pollutants

DENR reviewed 40 CFR Part 61 to determine the applicability to the proposed changes to this facility to any of the subparts and determined there are not any that are applicable.

6.0 Maximum Achievable Control Technology Standards

6.1 Potential HAP Emissions

The federal Maximum Achievable Control Technology Standards are applicable to both major and area sources of hazardous air pollutants. A major source of hazardous air pollutants is defined as having the potential to emit 10 tons or more per year of a single hazardous air pollutant or 25 tons per year or more of a combination of hazardous air pollutants (HAPs). An area source is a source that is not a major source of hazardous air pollutants.

DENR uses stack test results to determine air emissions whenever stack test data is available from the source or a similar source. When stack test results are not available, DENR relies on manufacturing data, material balance, EPA's Compilation of Air Pollutant Emission Factors (AP-42, Fifth Edition, Volume 1) document, the applicant's application, or other methods to determine potential air emissions.

The AP-42 value for HAP emission from natural gas boilers is 1.9 pounds per million cubic foot or 0.002 pounds per million Btus or 0.16 pounds per hour. The AP-42 value for HAP emission from firing the boiler with distillate fuel is 0.041 pound per 1,000 gallons. Using Equations 4-2 and 4-4, the addition of the boiler has a potential to emit 0.7 tons per year combusting natural gas. HAP emissions are negligible when combusting distillate fuel for the 48 hour testing period.

John Morrell's September 26, 2010 Statement of Basis calculated total hazardous air pollutant emissions of 3 tons per year. Installing the proposed boiler would not increase the emissions of hazardous emissions above the major source threshold – John Morrell would still be considered an area source.

6.2 40CFR 63 Subpart DDDDD

40 CFR Part 63, Subpart DDDDD establishes national emission and operating limits for hazardous air pollutants emitted from industrial, commercial, and institutional boilers and process heaters located at a major source of hazardous air pollutant emissions. John Morrell is considered an area source of hazardous air pollutants and not subject to this subpart.

6.3 40 CRF Part 63 Subpart JJJJJJ

The provisions of this subpart are applicable to boilers combusting solid fossil fuels, biomass, or liquid fuels located at an area source of hazardous air pollutants. As determined above, John Morrell is an area source of hazardous air pollutants.

John Morrell's new boiler is applicable to this subpart as a new natural gas and oil fired boiler with a maximum heat input of greater than 10 million Btus per hour, no air pollution controls, and no continuous emission monitoring system. However, John Morrell has stated the boiler will be fired with natural gas except for periods of gas curtailment, gas supply emergencies or for periodic testing with liquid fuel not to exceed 48 hours during any calendar year.

Under the definitions of oil category and gas-fired boiler, the boiler would then be considered a gas-fired boiler.

Oil subcategory includes any boiler that burns any liquid fuel and is not in either the biomass or coal subcategories. Gas-fired boilers that burn liquid fuel during periods of gas curtailment, gas supply emergencies, or for periodic testing not to exceed 48 hours during any calendar year are not included in this definition.

Gas-fired boiler includes any boiler that burns gaseous fuels not combined with any solid fuels, burns liquid fuel only during periods of gas curtailment, gas supply emergencies, or periodic testing on liquid fuel. Periodic testing of liquid fuel shall not exceed a combined total of 48 hours during any calendar year.

In accordance with 40 CFR § 63.11195(e), gas-fired boilers are not subject to this subpart. Therefore, the proposed boiler would not be subject to this subpart. The permit will specify the above requirements and appropriate recordkeeping.

6.4 Other Applicable Maximum Achievable Control Technology Standards

DENR reviewed the other Maximum Achievable Control Technology Standards and determined there are no other standards applicable to John Morrell's proposed revision.

7.0 State Requirements

John Morrell's existing operations are covered under a Title V air quality operating permit. In accordance with ARSD 74:36:20:01, a construction permit is required for all modifications to an existing source that have potential to increase emissions by more than 2 tons for a regulated pollutant. The boiler increases potential emissions by more than 2 tons and will require a construction permit

7.1 State Visible Emission Limit

ARSD 74:36:12:01 establishes a visible emission limit of 20 percent opacity for each unit.

7.2 State Particulate Emissions Limit

ARSD 74:36:06:02(1) and 74:36:06:03(1) establish state emission limits for total suspended particulate matter.

In accordance with ARSD 74:36:06:02(1)(a), a fuel burning unit with heat input value less than 10 million Btus per hour may not exceed 0.6 pounds of particulate emissions per million Btu of heat input. Based on the heat input capacity of the new boiler, it is not applicable to this total suspended particulate matter emission limit.

In accordance with ARSD 74:36:06:02(1)(b), a fuel burning unit with a heat input equal to or greater than 10 million Btus per hour heat input may not exceed the particulate emissions rate determined by Equation 7.1.

Equation 7.1 – Particulate Emission Limit for Fuel Burning Units

$$E = 0.811 \times H^{-0.131}$$

Where:

- E = emission rate in pounds per million Btu heat input, and
- H = heat input in million Btus per hour.

The heat input "H" for the new boiler is listed at 84 million Btus per hour. Therefore, the total suspended particulate emission limit is 0.8 pounds per million Btus.

7.2.2 State Sulfur Dioxide Limit

In accordance with ARSD 74:36:06:02(2), a fuel burning unit may not emit sulfur dioxide emissions to the ambient air in an amount greater than three pounds of sulfur dioxide per million Btus of heat input based on a three-hour rolling average, which is the arithmetic average of three contiguous one-hour periods. Table 7-2 provides a comparison of the potential emission rate while burning natural gas and demonstrates the state's sulfur dioxide emission limit can be met while burning natural gas.

Table 7-2 State Sulfur Dioxide Limit

Description	Potential Emission Rate	Emission Limit
Proposed Boiler	0.001 pounds per MMBtus [1]	3.0 pounds per MMBtus

[1] – From John Morrell's March 28, 2014 application

In accordance with ARSD 74:36:06:01, a unit that must comply with a sulfur dioxide emission limit under the New Source Performance Standards, Maximum Achievable Control Technology Standards, the Acid Rain Program, or the Prevention of Significant Deterioration Program is exempt from having to meet the state's sulfur dioxide emission limit. The proposed boiler is subject to the sulfur dioxide emission limits in 40 CFR Part 60, Subpart Dc while burning distillate oil. Subpart Dc does not contain a sulfur dioxide limit while burning natural gas.

Therefore, the state's sulfur dioxide limit will be included in the permit. John Morrell will comply with the emission limits by burning only natural gas or low sulfur distillate oil in the new boiler. Low sulfur distillate oil is 0.05 weight percent sulfur or less.

7.3 Performance Tests

The federal standard under 40 CFR Part 60, Subpart Dc specifies the performance testing requirement for the proposed boiler.

In accordance with ARSD 74:36:11:02, the Secretary of DENR may require additional stack performance tests if necessary to demonstrate compliance with emission limits.

7.4 Title V Air Quality Operating Permit

John Morrell currently operates under a Title V air quality operating permit. John Morrell is required to submit an application to modify its Title V air quality operating permit within 12 months of the initial startup of the new boiler to incorporate the requirements in the air quality construction permit into its existing Title V air quality operating permit.

8.0 Recommendation

In accordance with ARSD 74:36:20:02, the owner or operator may not modify its existing source until a construction permit has been issued, unless it meets the requirements under ARSD 74:36:20:02.01. John Morrell is required to obtain an air quality construction permit for the installation of the new steam boiler. John Morrell will be required to construct and operate within the requirements stipulated in the following regulations:

1. ARSD 74:36:06 – Regulated Air Pollutant Emissions;
2. ARSD 74:36:07 – New Source Performance Standards;
3. ARSD 74:36:08 – National Emission Standards for Hazardous Air Pollutants;
4. ARSD 74:36:11 – Performance Testing;
5. ARSD 74:36:12 – Control of Visible Emissions; and
6. ARSD 74:36:20 – Construction Permits for New Sources or Modifications.

Based on the information in the air quality permit application, DENR recommends conditional approval of an air quality construction permit for the installation of the new steam boiler and removal of one existing steam boiler (Boiler #2) at John Morrell in Sioux Falls, South Dakota. Questions regarding this permit review should be directed to Keith Gestring, Engineer II.