United States Department of the Interior

NATIONAL PARK SERVICE
Air Resources Division
P.O. Box 25287
Denver, CO 80225

TAKE PRIDE IN AMERICA

IN REPLY REFER TO:

March 31, 2009

N3615 (2350)

Ms. Barbara Morin
Supervising Environmental Scientist
Rhode Island Department of Environmental Management
Office of Air Resources
235 Promenade Street
Providence, Rhode Island 02908

Dear Ms. Morin:

On February 2, 2009, the State of Rhode Island submitted a draft implementation plan describing your proposal to improve air quality regional haze impacts at mandatory Class I areas across your region. We appreciate the opportunity to work closely with the State through the initial evaluation, development, and, now, subsequent review of this plan. Cooperative efforts such as these ensure that, together, we will continue to make progress toward the Clean Air Act's goal of natural visibility conditions at all of our most pristine National Parks and Wilderness Areas for future generations.

This letter acknowledges that the U.S. Department of the Interior, U.S. Fish and Wildlife Service (FWS), and National Park Service (NPS) have received and conducted a substantive review of your proposed Regional Haze Rule implementation plan in fulfillment of your requirements under the federal regulations 40 CFR 51.308(i)(2). Please note, however, that only the U.S. Environmental Protection Agency (EPA) can make a final determination regarding the document's completeness and, therefore, ability to receive federal approval from EPA.

As outlined in a letter to each State dated August 1, 2006, our review focused on eight basic content areas. The content areas reflect priorities for the Federal Land Manager agencies, and we have enclosed comments associated with these priorities. We look forward to your response, as per section 40 CFR 51.308(i)(3). For further information, please contact Holly Salazer (NPS) or Tim Allen (FWS) at (814) 865-3100 and (303) 914-3802, respectfully.

Again, we appreciate the opportunity to work closely with the State of Rhode Island and compliment you on your hard work and dedication to significant improvement in our nation's air quality values and visibility.

Sincerely,

Christine L. Shaver
Chief, Air Resources Division
National Park Service

Sincerely,

Sandra V. Silva
Chief, Branch of Air Quality
U.S. Fish & Wildlife Service

Enclosure

cc:
Anne McWilliams
U.S. EPA – Region 1
1 Congress Street
Suite 1100
Mail Code: CAQ
Boston, Massachusetts 02114-2023

National Park Service and U.S. Fish and Wildlife Service Comments Regarding Rhode Island Draft Regional Haze Rule State Implementation Plan
March 31, 2009

On February 2, 2009, the State of Rhode Island submitted a draft Regional Haze Rule State implementation plan (SIP), pursuant to federal requirements codified at 40 CFR 51.308(i)(2), to the U.S. Department of the Interior, National Park Service (NPS) and the U.S. Fish and Wildlife Service (FWS). The air program staff of the NPS and FWS have conducted a substantive review of the Rhode Island draft plan, and have provided the comments listed below. We look forward to the Rhode Island Department of Environmental Management response as per section 40 CFR 51.308(i)(3). For further information regarding these comments, please contact Holly Salazer (NPS) at (814) 865-3100 or Tim Allen (FWS) at (303) 914-3802.

Overall Comments

We appreciate the work the State of Rhode Island has done in submitting the draft Regional Haze SIP. We have found that, even though the State has adopted the MANE-VU Ask as its long term strategy, the draft SIP is unclear as to how the State will actually implement the MANE-VU Ask. It is also unclear from the draft SIP if emissions from the State will actually be decreasing over the planning period. In general, the SIP should be revised to demonstrate that the State is adopting the MANE-VU Ask and other measures as reasonable progress based on, at a minimum, the four factors noted in the Regional Haze Rule.

A short discussion of Clean Air Interstate Rule (CAIR) and the recent court rulings would also be helpful to provide the full breadth of consultation issues and uncertainties experienced by MANE-VU. As currently written, the State does not include any reference to the initial vacatur of CAIR nor the recent remand of CAIR. It is understood that Rhode Island is not a CAIR state, however such a summary is important because the implementation of CAIR was fundamental to MANE-VU's emission inventories and modeling.

Specific Comments

The remaining comments, below, are organized according to the priorities that we presented in our August 1, 2006, letter, which outlined the Regional Haze concepts that are of importance to the NPS and FWS. Many of the following comments will also provide direction towards building the narrative of the draft SIP to satisfy the documentation and content area deficiencies noted above.

Introduction

In Section 1.0, Rhode Island adopts the MANE-VU Ask and concludes this strategy takes into account a four-factor analysis for each control measure. However, such a four-factor analysis can not be found in the draft SIP. This section goes on to conclude that Rhode

Island's contribution to emission reduction through its long term strategy (i.e., the MANE-VU Ask), along with reductions taken by other states in MANE-VU, is sufficient to meet reasonable progress goals. However, the draft SIP does a poor job linking Rhode Island actions to the MANE-VU Ask. There is no overall information provided to document how much Rhode Island emissions will be reduced from 2002 to 2018. Therefore, it is unclear if Rhode Island is meeting their fair share of emission reductions to meet reasonable progress under the MANE-VU Ask.

Area of Influence

The draft SIP should include a better summary of the Contribution Assessment in Section 2.0. We understand the issue of brevity, however because Rhode Island emissions are deemed to minimally contribute to visibility impairment at all MANE-VU Class I areas based on MANE-VU analyses, the State should include graphical information for all Class I areas and not just one.

Same comment is true for Section 2.1. Simply providing a table of percentage mass contribution by Rhode Island does not provide any context as to the level of Rhode Island emissions within the region. A summary of the Contribution Assessment would help support the argument that Rhode Island emissions are "minimal."

Regional Haze Planning and Consultation

Please note that after Table 3.2, there is a section included from the New Hampshire draft SIP that should be removed.

In section 3.2.1.2, Rhode Island adopts the MANE-VU Ask. The State agrees to pursue low Sulfur fuel oil for industrial, commercial, and institutional boilers, electric generating units (EGUs) and home heating units and to decrease emissions from outdoor wood boilers. In Sections 8 and 10, the draft SIP acknowledges that the timely implementation of BART or the targeted-EGU strategy do not apply to Rhode Island. However, there is no discussion of how the State plans to decrease emissions from outdoor wood boilers in either of those Sections. In addition, as a part of the MANE-VU Ask, the State has agreed to pursue "other reasonable control measures" as needed and the SIP should elaborate on these other controls.

In Section 3.2.2, Rhode Island implies that addressing inconsistencies with emission inventories, both within MANE-VU and out, "caused" most States to miss the 2007 statutory submittal date to EPA. This statement should be reconsidered for accuracy and possible removal.

There is no mention of any links to other State programs, including permitting programs (New Source Review or Prevention of Significant Deterioration Programs). All state SIPs for regional haze protection must address the goal of protecting the 20 percent best visibility days at Class I areas potentially affected by emissions from within the state. We request that your SIP recognize, in the regional haze section, the requirements of full consultation with the federal land managers for review of visibility impacts required by New Source Review and Prevention of Significant Deterioration programs. Please

provide information on how the State will use future permit review to contribute to progress in the regional haze process.

Monitoring Strategy
In Section 5.0 Air Monitoring Strategy, Rhode Island should include language that commits the State to continuing support of the IMPROVE network. Support, in this context, means the State agrees IMPROVE is an appropriate monitoring network to track regional haze progress and that the State agrees to work with neighboring states and federal land managers in meeting the goals of the IMPROVE program.

In Section 5.2, the Contribution Assessment is incorrectly referenced as Appendix A. The Contribution Assessment is listed as Appendix B in the Table of Contents.

Section 5.3 should be revised to reflect that Moosehorn Wilderness and Roosevelt Campobello International Park also share a monitoring site.

Emission Inventory
Section 6.4 provides the first information regarding emission levels from Rhode Island. It would be helpful to have a State-specific discussion, including an explanation for increases in PM2.5, PM10, NH3 and SO2 from 2002 Baseline to OTB/OTW inventories for 2018.

Section 6.0 does not include a discussion on the differing emission inventory approaches between MANE-VU, MWRPO and VISTAS. This point is discussed in Section 3.0 only but should also be reflected in Section 6.

Section 6 is dedicated to emission inventory development by MANE-VU that the State depends on for assessment of reasonable progress. Discussion should be included on which inventory was used for performance testing of the numerous models utilized.

Modeling
Section 7 concludes that models were tested and found to be adequate. However, this is not sufficient to communicate the information that Rhode Island considered in their decision process. Please summarize the meteorology, emissions, and results of such evaluation(s) in making these conclusions. This is especially important in that Rhode Island, which along with most states in MANE-VU, used a suite of models in making conclusions for the draft SIP.

Understanding Sources of Regional Haze
In Section 8.1, the draft SIP asserts that organic carbon accounts for the second largest share of the fine particulate mass responsible for light extinction. However, there is a disconnect between this statement and one in Section 11.7 in the draft SIP, where the State determines organic carbon emissions do not need to be controlled or managed. We realize it may be a matter of timing for this round of SIP development and what is needed for reasonable progress at this time. However, we suggest the State commit to reviewing its position on Organic Carbon in the 2013 review.

In Section 8.2, the draft SIP agrees to pursue adoption of regional control measures, but is not specific as to what the control measures are. If regional control measures are not available, please commit to addressing this issue in the 2013 review.

In Section 8.3.4, the draft SIP concludes that emission inventories indicate that residential wood combustion represents 25 percent of primary fine particle emissions in the region. Please provide an evaluation of control measures on sources of residential wood combustion in the draft SIP, especially considering the State has agreed to pursue such controls as a part of the MANE-VU Ask/Rhode Island long term strategy.

Reasonable Progress Goals and Long Term Strategy

In Section 11.0, Rhode Island has incorporated the MANE-VU Ask as its long term strategy. The draft SIP indicates the long term strategy has enforceable emission limits, compliance schedules and "other measures necessary" to attain goals, but there is no evidence of such items in Section 11. There are no links between regional emission control strategies (as outlined below) and Rhode Island-specific actions.

In Section 11.2, Rhode Island references technical reports that were used to determine the level of emission reduction required by the State to achieve reasonable progress goals in Class I areas affected by its emissions. Please provide a statement or summary identifying the necessary reduction levels.

In Section 11.3.1, the draft SIP should include the permit levels for EGUs, since they are enforceable emission limits and the State is not subject to CAIR.

Section 11.3.2 should identify if Rhode Island has any non-EGU sources affected by the regional haze program.

In Sections 11.3.3 and 11.3.5 please identify what measures Rhode Island is specifically taking based on the MANE-VU regional strategies.

Section 11.4 concludes adoption of the MANE-VU Ask is reasonable as the State's long term strategy as have other MANE-VU states. However, the draft SIP does not include the required four-factor analysis of each measure of the MANE-VU Ask/long term strategy specific to Rhode Island sources. In addition, the SIP should indicate how the State plans on satisfying each of those measures. Without a clear evaluation, the draft SIP is ambiguous. The long term strategy does not include the measures to address new source performance standards for wood combustion that were mentioned in Section 3 of the draft SIP. For Section 11.7 of the long term strategy, please see comments below for Fire.

In Section 11.9 please include information which details the levels of emission reductions needed and anticipated by the State. No analysis is available to determine if Rhode Island will be achieving its fair share of emission reductions.

The draft SIP is contradictory on several occasions. As noted, Section 11.4 of the draft SIP fully adopts the MANE-VU Ask yet in this section, the State is still continuing to evaluate the control measures in the strategy to determine if they are reasonable to adopt. It is unclear if the draft SIP includes any enforceable emission limits. We request the SIP identify emissions strategies being adopted now and those slated for future adoption. In addition, the State should commit to address any of the measures that the State is still pursuing in the 2013 review.

Fire

In Section 6.0, the draft SIP concludes that Organic Carbon is the second largest contributor to regional haze. It is understood Rhode Island does not have a smoke management program and is not required to do so based on a technical report developed for MANE-VU. The emission inventories developed for MANE-VU indicate regional emissions from agricultural, managed, and prescribed burning are very minor source categories. The State should at least include a commitment to track such emissions in the future to help determine the level of contribution for future planning periods.

In addition, the draft SIP concludes that most wood smoke is from residential wood combustion. But again, the draft SIP lacks any analysis of control measures on residential wood combustion (even though Rhode Island has effectively adopted such a measure under the MANE-VU Ask in Section 3).

BART

There are no BART-eligible sources in Rhode Island.