

FACT SHEET
**Proposed Amendments to the National Emission Standards for Hazardous Air
Pollutants from the Pulp and Paper Industry**

ACTION

- On December 15, 2011, the U.S. Environmental Protection Agency (EPA) proposed changes to the air toxics standards for the pulp and paper industry. This rule would further reduce emissions of toxic air pollutants, also known as hazardous air pollutants or air toxics. These pollutants are known or suspected to cause cancer and other serious health and environmental effects.
- The EPA estimates the proposed amendments would reduce an additional 4,100 tons per year of organic air toxics such as methanol and formaldehyde. The agency estimates total industry costs including testing and monitoring requirements and emission controls would be approximately \$6.2M per year. The EPA expects the proposal would cause minimal changes in the average national price of paper and paperboard products.
- The EPA issued the initial emission standards for this industry in August 1998. The standards cover 171 pulp and paper facilities. This review of those standards, known as the risk and technology review, evaluated:
 - If better new, improved or previously unidentified emission control approaches, practices or processes are now available,
 - Whether additional emission reductions are warranted to protect health, and
 - If additional changes were needed to assure that the rules are accurate and legally defensible.

Technology Review

- The Clean Air Act (CAA) requires the EPA to review the national emission standards, and to revise them as necessary, taking into account developments in practices, processes and control technologies.
- During the technology assessment, the EPA identified cost-effective developments in practices, processes or control technology for the kraft pulping process condensates. The EPA is proposing to raise the standard from 92 percent control to 94 percent control of hazardous air pollutant emissions.
- The technology assessment did not identify any cost-effective developments in the other standards in this category.

Residual Risk Assessment

- The Clean Air Act requires the EPA to assess the risk remaining after application of the final air toxic standards. This process is known as a residual risk assessment.
- The residual risk assessment includes the following analyses:

- Estimates of individual source category risk.
 - Risk estimates from all air toxics emissions at a facility (“total facility risk”).
 - Analysis of air-toxics related risks across different social, demographic and economic groups living near the facilities.
 - Risk estimates based on the actual emissions reported as emitted.
 - Risk estimates based on emissions allowed by the current air toxics standard.
- The results of the residual risk assessment suggest that the level of risk due to emissions from the source category is “acceptable” since the cancer risks are well below 100 in 1 million and the other health risks (including noncancer risks) from the source category are not significant.

Start-up, Shutdown Malfunction Provisions

- These proposed amendments would eliminate the exemptions to emission limits during periods of startup, shutdown and malfunction to ensure the standards are consistent with the District of Columbia Circuit Court’s vacatur of similar provisions in other rules.

Compliance Testing

- The EPA is proposing to require compliance testing as part of each permit review cycle rather than a one-time only test.

BACKGROUND

- The Clean Air Act requires the EPA to regulate toxic air pollutants, also known as air toxics, from large industrial facilities in two phases.
- The first phase is “technology-based,” where the EPA develops standards for controlling the emissions of air toxics from sources in an industry group (or “source category”). These Maximum Achievable Control Technology (MACT) standards are based on emissions levels that are already being achieved by the better-controlled and lower-emitting sources in an industry.
- Within 8 years of setting the MACT standards, the Clean Air Act directs the EPA to assess the remaining health risks from each source category to determine whether the MACT standards protect public health with an ample margin of safety and protect against adverse environmental effects. This second phase is a “risk-based” approach called residual risk. Here, the EPA must determine whether more health-protective standards are necessary.
- Also, every 8 years after setting the MACT standards, the Clean Air Act requires that the EPA review the national emission standards, and revise them as necessary, taking into account developments in practices, processes and control technologies

- The previously-issued air toxic standards for this source category are one of 96 air toxic standards (MACT) that require 174 industry sectors to eliminate 1.7 million tons of 187 toxic air pollutants. Congress listed these toxic air pollutants in the Clean Air Act.

HOW TO COMMENT

The EPA will accept comment on the proposal for 60 days after publication in the Federal Register. Comments, identified by Docket ID No. EPA-HQ-OAR-2007-0544, may be submitted by one of the following methods:

- www.regulations.gov: follow the online instructions for submitting comments.
- Email: Comments may be sent by electronic mail (email) to a-and-r-Docket@epa.gov.
- Fax: Fax your comments to: (202) 566-9744.
- Mail: Send your comments to:

Air and Radiation Docket and Information Center,
Environmental Protection Agency, Mail Code: 2822T
1200 Pennsylvania Ave., NW
Washington, DC 20460

- Hand Delivery or Courier: Deliver your comments to:

EPA Docket Center
1301 Constitution Ave., NW
Room 3334
Washington, DC 20004

Such deliveries are only accepted during the Docket's normal hours of operation and special arrangements should be made for deliveries of boxed information.

FOR MORE INFORMATION

- Interested parties can download the notice from the EPA's website at the following address: <http://www.epa.gov/ttn/oarpg/t3pfpr.html>.
- Today's final rule and other background information are also available either electronically at <http://www.regulations.gov>, the EPA's electronic public docket and comment system or in hardcopy at the EPA Docket Center's Public Reading Room.
 - The Public Reading Room is located in the EPA Headquarters Library, Room Number 3334 in the EPA West Building, located at 1301 Constitution Avenue, NW, Washington, DC. Hours of operation are 8:30 a.m. to 4:30 p.m. eastern standard time, Monday through Friday, excluding federal holidays.
 - Visitors are required to show photographic identification, pass through a metal detector and sign the EPA visitor log. All visitor materials will be processed through an X-ray machine as well. Visitors will be provided a badge that must be visible at all times.

- Materials for this final action can be accessed using Docket ID No. EPA-HQ-OAR-2007-0544.
- For further information, contact William Schrock of the EPA's Office of Air Quality Planning and Standards by phone at (919) 541-5032, or by email at: schrock.bill@epa.gov.