Florida House of Representatives - 2000

By the Committee on Finance & Taxation and Representatives Alexander and Spratt

1	A bill to be entitled
2	An act relating to environmental control;
3	creating s. 403.08725, F.S.; providing
4	requirements for citrus juice processing
5	facilities with respect to obtaining air
6	pollution, construction, and operations
7	permits; providing definitions; providing
8	emissions limits for such facilities; requiring
9	certification of information submitted by
10	citrus juice processing facilities to the
11	Department of Environmental Protection;
12	providing requirements with respect to
13	determination and reporting of facility
14	emissions; requiring the submission of annual
15	operating reports; requiring maintenance of
16	records; providing an affirmative defense to
17	certain enforcement actions; adopting and
18	incorporating specified federal regulations by
19	reference; providing requirements,
20	specifications, and restrictions with respect
21	to air emissions trading; providing for annual
22	emissions fees; providing penalty for failure
23	to pay fees; providing for deposit of fees in
24	the Air Pollution Control Trust Fund; providing
25	requirements with respect to construction of
26	new facilities or modification of existing
27	facilities; providing for the adoption of rules
28	by the department; requiring the department to
29	provide a report to the Legislature; providing
30	for submission of the act to the United States
31	Environmental Protection Agency; providing for

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1	applicability of the act and compliance
2	requirements for facilities in the event of
3	federal nonapproval; amending s. 120.80, F.S.;
4	providing an exception to specified rulemaking
5	by the Department of Environmental Protection;
6	directing the department to explore
7	alternatives to traditional methods of
8	regulatory permitting and to consider specific
9	limited pilot projects to test new compliance
10	measures; providing reporting requirements;
11	amending s. 403.0872, F.S.; requiring the
12	Department of Environmental Protection to issue
13	a separate acid rain permit for specified major
14	sources of air pollution upon request of the
15	applicant; providing an effective date.
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17	Be It Enacted by the Legislature of the State of Florida:
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19	Section 1. Section 403.08725, Florida Statutes, is
20	created to read:
21	403.08725 Citrus juice processing facilities
22	(1) COMPLIANCE REQUIREMENTS; DEFINITIONSEffective
23	July 1, 2002, all existing citrus juice processing facilities
24	shall comply with the provisions of this section in lieu of
25	obtaining air pollution, construction, and operation permits,
26	notwithstanding the permit requirements of ss. 403.087(1) and
27	403.0872. For purposes of this section, "existing juice
28	processing facility" means any facility that currently has air
29	pollution construction or operation permits issued by the
30	department with a fruit processing capacity of 2 million boxes
31	per year or more. For purposes of this section, "facility"
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means all emissions units at a plant that processes citrus 1 2 fruit to produce single-strength or frozen concentrated juice 3 and other products and byproducts identified by Major Group Standard Industrial Classification Codes 2033, 2037, and 2048 4 5 which are located within a contiguous area and are owned or 6 operated under common control, along with all emissions units 7 located in the contiguous area and under the same common 8 control which directly support the operation of the citrus 9 juice processing function. For purposes of this section, facilities that do not operate a citrus peel dryer are not 10 11 subject to the requirements of paragraph (2)(c). For purposes 12 of this section, "department" means the Department of 13 Environmental Protection. Notwithstanding any other provision 14 of law to the contrary, for purposes of the permitted emission limits of this section, "new sources" means emissions units 15 16 constructed or added to a facility on or after July 1, 2000, and "existing sources" means emissions units constructed or 17 modified before July 1, 2000. 18 19 PERMITTED EMISSIONS LIMITS.--All facilities (2) 20 authorized to construct and operate under this section shall operate within the most stringent of the emissions limits set 21 forth in paragraphs (a)-(g) for each new and existing source: 22 23 (a) Any applicable standard promulgated by the United States Environmental Protection Agency. 24 25 (b) Each facility shall comply with the emissions 26 limitations of its Title V permit, and any properly issued and certified valid preconstruction permits, until October 31, 27 28 2002, at which time the requirements of this section shall supersede the requirements of the permits. Nothing in this 29 paragraph shall preclude the department's authority to 30 evaluate past compliance with all department rules. 31

CODING: Words stricken are deletions; words underlined are additions.

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1	(c) After October 31, 2002, for volatile organic
2	compounds, the level of emissions achievable by a 50-percent
3	recovery of oil from citrus fruits processed as determined by
4	the methodology described in subparagraph (4)(a)1. One year
5	after EPA approval pursuant to subsection (9), for volatile
6	organic compounds, the level of emissions achievable by a 65
7	percent recovery of oil from citrus fruits processed as
8	determined by the methodology described in subparagraph
9	(4)(a)1.
10	(d) After October 31, 2002, except as otherwise
11	provided herein, no facility shall fire fuel oil containing
12	greater than 0.5 percent sulfur by weight. Those facilities
13	without access to natural gas shall be limited to fuel oil
14	containing no greater than 1 percent sulfur by weight. In
15	addition, facilities may use fuel oil with no greater than 1.5
16	percent sulfur by weight for up to 400 hours per calendar
17	year. The use of natural gas is not limited by this paragraph.
18	The use of d-limonene as a fuel is not limited by this
19	paragraph.
20	(e) After October 31, 2002, for particulate matter of
21	10 microns or less, the emissions levels, expressed in pounds
22	per million British thermal units of heat input, unless
23	otherwise specified, are established for the following types
24	of new and existing sources:
25	1. Citrus peel dryer, regardless of production
26	capacity: 15 pounds per hour.
27	2. Pellet cooler or cooling reel, regardless of
28	production capacity: 5 pounds per hour.
29	3. Process steam boiler:
30	a. Sources fired with natural gas, propane, biogas, or
31	d-limonene: not limited.

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1 b. New sources fired with fuel oil: 0.10 pounds per 2 million British thermal units. 3 4 No process steam boiler shall fire any fuel other than natural 5 gas, propane, biogas, d-limonene, or fuel oil. No process б steam boiler shall fire used oil. 7 4. Combustion turbine: 8 a. Existing sources regardless of fuel: not limited. 9 b. New sources fired with natural gas, propane, or biogas: not limited. 10 11 c. New sources fired with fuel oil: 0.10 pounds per 12 million British thermal units. 13 14 No combustion turbine shall fire any fuel other than natural 15 gas, propane, biogas, or fuel oil. No combustion turbine 16 shall fire used oil. 17 5. Duct burner: a. New and existing sources fired with natural gas, 18 propane, or biogas: not limited. 19 20 b. New and existing sources fired with fuel oil: 0.10 21 pounds per million British thermal units. 22 23 No duct burner shall fire any fuel other than natural gas, 24 propane, biogas, or fuel oil. No duct burner shall fire used 25 oil. 26 6. Glass plant furnace: existing sources with a 27 maximum non-cullet material process input rate of 18 tons per 28 hour; hourly emissions limited as determined by the following 29 equation: Emission limit (pounds per hour) = 3.59 x (process rate, tons per hour raised to the 0.62 power). No glass plant 30 furnace shall fire any fuel other than natural gas, propane, 31 5

biogas, d-limonene, or fuel oil. No glass plant furnace shall 1 2 fire used oil. 7. Biogas flare for anaerobic reactor: not limited. 3 4 8. Emergency generator: not limited. 5 9. Volatile organic compounds emission control 6 incinerator: not limited. 7 (f) After October 31, 2002, for nitrogen oxides, the 8 emissions levels, expressed in pounds of nitrogen dioxide per million British thermal units of heat produced, unless 9 10 otherwise specified, are established for the following types 11 of new and existing sources: 12 1. Citrus peel dryer: 13 a. Sources that fire natural gas, propane, biogas, or 14 d-limonene: not limited. 15 b. Sources that fire fuel oil: 0.34 pounds per 16 million British thermal units. 17 2. Process steam boiler: a. New sources with a heat input capacity of 67 18 19 million British thermal units per hour or less and existing 20 sources regardless of heat input capacity: not limited. b. New sources with a heat input capacity of more than 21 22 67 million British thermal units per hour: 0.10 pounds per million British thermal units. 23 24 3. Combustion turbine: a. Existing sources regardless of fuel: 25 26 (I) Existing combustion turbine of approximately 425 27 million British thermal units per hour heat input capacity: 28 42 parts per million volume dry at 15 percent oxygen. 29 (II) Existing combustion turbines of approximately 50 million British thermal units per hour heat input capacity 30 31

1 each, constructed prior to July 1999: 168 parts per million 2 volume dry at 15 percent oxygen. (III) Existing combustion turbine of approximately 50 3 4 million British thermal units per hour heat input capacity, 5 constructed after July 1999: 50 parts per million volume dry б at 15 percent oxygen. 7 b. New sources with less than 50 megawatts of 8 mechanically generated electrical capacity, regardless of 9 fuel: 25 parts per million volume dry at 15 percent oxygen. 10 c. New sources with greater than or equal to 50 11 megawatts of mechanically generated electrical capacity, 12 regardless of fuel: 3.5 parts per million volume dry at 15 13 percent oxygen. 14 4. Duct burner: 15 a. Existing sources fired with natural gas, propane, 16 or biogas: not limited. b. Sources fired with fuel oil: 0.20 pounds per 17 million British thermal units. 18 19 5. Glass plant furnace: 20 a. Existing sources regardless of production capacity: 21 not limited. 22 b. New sources firing gaseous fuels or fuel oil, regardless of production capacity: 5.5 pounds per ton of 23 24 glass produced. 6. Biogas flare for anaerobic reactor: not limited. 25 26 7. Emergency generator: not limited. 27 8. Volatile organic compound emission control 28 incinerator: not limited. 29 (g) After October 31, 2002, for visible emissions, the levels of visible emissions at all times during operation, 30 31

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expressed as a percent of opacity, are established for the 1 2 following types of emission sources: 1. Citrus peel dryer: 20 percent. 3 2. Pellet cooler or cooling reel: 5 percent. 4 3. Process steam boiler: 20 percent. 5 4. Combustion turbine: 10 percent. б 7 5. Duct burner: limited to the visible emissions 8 limit of the associated combustion turbine. 9 6. Glass plant furnace: 20 percent. 7. Biogas flare for anaerobic reactor: 20 percent. 10 11 8. Emergency generator: 20 percent. 12 9. Lime storage silo: 10 percent. 13 10. Volatile organic compounds emission control 14 incinerator: 5 percent. 15 (3) EMISSIONS DETERMINATION AND REPORTING.--16 (a) All information submitted to the department by facilities authorized to operate under this section shall be 17 certified as true, accurate, and complete by a responsible 18 official of the facility. For purposes of this section, 19 20 "responsible official" means that person who would be allowed to certify information and take action under the department's 21 22 Title V permitting rules. 23 (b) All emissions for which the facility is limited by 24 any standard promulgated by the United States Environmental 25 Protection Agency must be determined and reported by a 26 responsible official of the facility in accordance with the 27 promulgated requirement. Reports required by this section 28 shall be certified and submitted to the department. 29 (c) All emissions units subject to any enhanced monitoring requirement under any regulation promulgated by the 30 31

United States Environmental Protection Agency must comply with 1 2 such requirement. 3 (d) All emissions for which the facility is limited by 4 paragraphs (2)(b)-(f) shall be determined on a calendar-year 5 basis and reported to the department by a responsible official б of the facility no later than April 1 of the following year. 7 Emissions shall be determined for each emissions unit by means 8 of recordkeeping, test methods, units, averaging periods, or 9 other statistical conventions which yield reliable data; are consistent with the emissions limit being measured; are 10 representative of the unit's actual performance; and are 11 12 sufficient to show the actual emissions of the unit. 13 (e) Each facility authorized to operate under this 14 section shall submit annual operating reports in accordance 15 with department rules. (f) Each facility shall have a responsible official 16 provide and certify the annual and semiannual statements of 17 compliance required under the department's Title V permitting 18 19 rules. 20 (g) Each facility shall have a responsible official provide the department with sufficient information to 21 22 determine compliance with all provisions of this section and 23 all applicable department rules, upon request of the 24 department. (h) Records sufficient to demonstrate compliance with 25 26 all provisions of this section and all applicable department 27 rules shall be made available and maintained at the facility 28 for a period of 5 years, for inspection by the department 29 during normal business hours. 30 (i) Emission sources subject to limitations for particulate matter, nitrogen oxides, and visible emissions 31 9

pursuant to paragraphs (2)(e)-(g) shall test emissions 1 2 annually, except as provided in subparagraphs 1.-4., in 3 accordance with department rules using United States Environmental Protection Agency test methods or other test 4 5 methods specified by department rule. 6 1. Tests for particulate matter of 10 microns or less 7 may be conducted using United States Environmental Protection 8 Agency Method 5, provided that all measured particulate matter 9 is assumed to be particulate matter of 10 microns or less. Tests for compliance with the particulate matter emission 10 <u>limit of subparagraph (2)(e)2.</u> for the pellet cooler or 11 12 cooling reel are waived as long as the facility complies with 13 the visible emissions limitation of subparagraph (2)(g)2. If 14 any visible emissions test for the pellet cooler or cooling reel does not demonstrate compliance with the visible 15 16 emissions limitation of subparagraph (2)(q)2, the emissions unit shall be tested for compliance with the particulate 17 matter emission limit of subparagraph (2)(e)2. within 30 days 18 19 after the visible emissions test. 20 2. Tests for visible emissions shall be conducted using United States Environmental Protection Agency Method 9. 21 22 Annual tests for visible emissions are not required for biogas flares, emergency generators, and volatile organic compounds 23 emission control incinerators. 24 25 Tests for nitrogen oxides shall be conducted using 3. 26 Environmental Protection Agency Method 7E. 27 Tests for particulate matter of 10 microns or less 4. 28 for process steam boilers, combustion turbines, and duct 29 burners, and tests for nitrogen oxides for citrus peel dryers, process steam boilers, and duct burners, are not required 30 31

while firing fuel oil in any calendar year in which these 1 2 sources did not fire fuel oil for more than 400 hours. (j) Measurement of the sulfur content of fuel oil 3 shall be by latest American Society for Testing and Materials 4 5 methods suitable for determining sulfur content. Sulfur 6 dioxide emissions shall be determined by material balance 7 using the sulfur content and amount of the fuel or fuels fired 8 in each emission source, assuming that for each pound of sulfur in the fuel fired, two pounds of sulfur dioxide are 9 10 emitted. 11 (k) A situation arising from sudden and unforeseeable 12 events beyond the control of the source which causes a 13 technology-based emissions limitation to be exceeded because 14 of unavoidable increases in emissions attributable to the situation and which requires immediate corrective action to 15 16 restore normal operation shall be an affirmative defense to an enforcement action in accordance with the provisions and 17 requirements of 40 CFR 70.6(g)(2) and (3), hereby adopted and 18 19 incorporated by reference as the law of this state. It shall 20 not be a defense for a permittee in an enforcement action that maintaining compliance with any permit condition would 21 22 necessitate halting of or reduction of the source activity. (4) EMISSIONS TRADING.--If the facility is limited by 23 the emission limit listed in paragraph (2)(c) for any such 24 25 limit which the facility exceeded during the calendar year, 26 the facility must obtain, no later than March 1 of the 27 reporting year, sufficient allowances, generated in the same 28 calendar year in which the limit was exceeded, to meet all limits exceeded. Any facility which fails to meet the limit 29 and fails to secure sufficient allowances that equal or exceed 30 the emissions resulting from such failure to meet the limit 31

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shall be subject to enforcement in the same manner and to the 1 2 same extent as if the facility had violated a permit 3 condition. For purposes of this section, an "allowance" means a credit equal to emissions of 1 ton per year of a pollutant 4 5 listed in paragraph (2)(c), subject to the particular 6 limitations of paragraphs (a) and (b). 7 (a) Emissions allowances may be obtained from any 8 other facility authorized to operate under this section, 9 provided such allowances are real, excess, and are not resulting from the shutdown of an emissions unit. Emissions 10 allowances must be obtained for each pollutant the emissions 11 12 limit of which was exceeded in the calendar year. Allowances 13 can be applied on a pollutant-specific basis only. No cross-pollutant trading shall be allowed. 14 15 1. Real allowances are those created by the difference between the emissions limit imposed by this section and the 16 lower emissions actually measured during the calendar year. 17 Measurement of emissions for allowance purposes shall be 18 19 determined in the manner described in this subparagraph. For 20 purposes of measuring whether an allowance was created, a single stack test or use of emissions estimates cannot be 21 22 used. Measurement of recovery of oil from citrus fruits processed shall be by material balance using the measured oil 23 in the incoming fruit, divided into the sum of the oil 24 remaining in juice, the cold press oil recovered, d-limonene 25 26 recovered, and oil remaining in the dried pellets, expressed 27 as a percentage. Alternatively, the material balance may use 28 the measured oil in the incoming fruit divided into the oil measured remaining in the pressed peel prior to introduction 29 into the feed mill dryers, in which case the decimal result 30 shall be subtracted from the numeral one, and added to the 31

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decimal result of the measured oil in the incoming fruit 1 2 divided into the oil measured remaining in the dried pellets, 3 with the resulting sum expressed as a percentage. Measurement of recovery of oil shall be made each operational day and 4 5 averaged over the days of facility operation during each 6 calendar year. Facilities may accept wet peel from offsite 7 sources for drying, provided that the facility receives 8 sufficient recorded information from the offsite source to 9 measure available oil and oil recovery at the offsite source, and accounts for those values in determining compliance with 10 11 the limitation of paragraph (2)(c) and the number of 12 allowances that are required to be obtained, if any. Wet peel 13 not processed through the peel dryer shall be excluded from the oil recovery calculations. Methodologies for determining 14 oil contents shall be developed by the Institute of Food and 15 16 Agricultural Sciences and approved by rule of the department. 17 Other methods of measuring oil recovery or determining oil content may be approved by rule of the department, for trading 18 19 purposes, provided the methods yield results equivalent to the 20 approved methodologies. 21 2. Excess allowances are those not used for any other 22 regulatory purpose. (b) No facility located in an area designated 23 24 nonattainment for ozone shall be allowed to acquire allowances of volatile organic compounds. Nothing shall preclude such a 25 26 facility from trading volatile organic compounds allowances 27 that it might generate to facilities not located in a 28 nonattainment area for ozone. (5) EMISSIONS FEES.--All facilities authorized to 29 operate under this section shall pay annual emissions fees in 30 the same amount to which the facility would be subject under 31

the department's Title V program. For purposes of determining 1 fees until October 31, 2002, emission fees shall be based on 2 the requirements of s. 403.0872. Commencing July 1, 2002, the 3 allowable annual emissions for fee purposes shall be computed 4 as the emissions limits established by this section multiplied 5 6 by the actual operation rates, heat input, and hours of 7 operation of each new and existing source for the previous 8 calendar year. Actual operation rates, heat input, and hours of operation of each new and existing source shall be 9 documented by making and maintaining records of operation of 10 each source. Fees shall not be based on stack test results. In 11 12 the event that adequate records of actual operation rates and 13 heat input are not maintained, actual operation shall be 14 assumed to occur at the source's maximum capacity during hours of actual operation, if adequately documented. In the event 15 16 that adequate records of hours of operation are not maintained, the source shall be assumed to have operated from 17 January 1 through May 31 and October 1 through December 31 of 18 the previous calendar year. All such annual emissions fees 19 20 shall be due and payable April 1 for the preceding calendar year. Failure to pay fees shall result in penalties and 21 interest in the same manner and to the same extent as failure 22 to pay fees under the department's Title V program. For 23 24 purposes of determining actual emissions for fee purposes, any allowances traded away shall be deducted and any allowances 25 26 acquired shall be included. All fees shall be deposited into 27 the Air Pollution Control Trust Fund. 28 (6) MODIFICATIONS AND NEW CONSTRUCTION. -- Any facility 29 authorized to operate under this section that makes any physical change or any change to the method of operation of 30 the facility shall comply with the requirements of this 31

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section at all times, except that any facility located in an 1 2 area designated as a nonattainment area for any pollutant 3 shall also comply with limits established by department rules for all changes which increase emissions of such pollutant, 4 5 and except that any facility that becomes subject to the б federal acid rain program is no longer authorized to construct 7 or operate under this section and must obtain proper 8 department permits. 9 (7) RULES.--The department shall adopt rules pursuant to ss. 120.54 and 120.536(1) to implement the provisions of 10 11 this section. Such rules shall, to the maximum extent 12 practicable, assure compliance with substantive federal Clean 13 Air Act requirements. 14 (8) LEGISLATIVE REVIEW.--By March 2004, the department, after consultation with the citrus industry, shall 15 16 report to the Legislature concerning the implementation of this section, and shall make recommendations for any changes 17 necessary to improve implementation. 18 19 (9) ENVIRONMENTAL PROTECTION AGENCY APPROVAL. -- No 20 later than October 1, 2000, the department shall submit this act to the United States Environmental Protection Agency as a 21 22 revision of Florida's state implementation plan and as a revision of Florida's approved state Title V program. If the 23 United States Environmental Protection Agency fails to approve 24 25 this act as a revision of Florida's state implementation plan 26 within 2 years after submittal, this act shall not apply with 27 respect to construction requirements for facilities subject to 28 regulation under the act, and the facilities subject to regulation thereunder must comply with all construction 29 permitting requirements, including those for prevention of 30 significant deterioration, and must make application for 31

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construction permits for any construction or modification at 1 2 the facility which was not undertaken in compliance with all 3 permitting requirements of the Florida state implementation plan, within 3 months thereafter. If the United States 4 5 Environmental Protection Agency fails to approve this act as a б revision of Florida's approved state Title V program within 2 7 years after submittal, this act shall not apply with respect 8 to operation requirements, and all facilities subject to 9 regulation under the act must immediately comply with all Title V program requirements and must make application for 10 11 Title V operation permits within 3 months thereafter. 12 Section 2. Subsection (16) is added to section 120.80, 13 Florida Statutes, to read: 14 120.80 Exceptions and special requirements; 15 agencies.--16 (16) DEPARTMENT OF ENVIRONMENTAL 17 PROTECTION. -- Notwithstanding the provisions of s. 120.54(1)(d), the Department of Environmental Protection, in 18 19 undertaking rulemaking to establish best available control 20 technology, lowest achievable emissions rate, or case-by-case maximum available control technology for purposes of s. 21 22 403.08725, shall not adopt the lowest regulatory cost alternative if such adoption would prevent the agency from 23 24 implementing federal requirements. Section 3. The Department of Environmental Protection 25 26 is directed to explore alternatives to traditional methods of regulatory permitting, provided that such alternative methods 27 28 will not allow a material increase in pollution emissions or 29 discharges. Working with industry, business associations, other government agencies, and interested parties, the 30 department is directed to consider specific limited pilot 31

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projects to test new compliance measures. These measures 1 2 should include, but not be limited to, reducing transaction 3 costs for business and government and providing economic 4 incentives for emissions reductions. The department shall 5 report to the Legislature prior to implementation of a pilot 6 project initiated pursuant to this section. 7 Section 4. The introductory paragraph of section 8 403.0872, Florida Statutes, is amended to read: 403.0872 Operation permits for major sources of air 9 pollution; annual operation license fee.--Provided that 10 11 program approval pursuant to 42 U.S.C. s. 7661a has been 12 received from the United States Environmental Protection 13 Agency, beginning January 2, 1995, each major source of air 14 pollution, including electrical power plants certified under s. 403.511, must obtain from the department an operation 15 16 permit for a major source of air pollution under this section. This operation permit, which is the only department operation 17 permit for a major source of air pollution required for such 18 19 source; provided, at the applicant's request, the department 20 shall issue a separate Acid Rain permit for a major source of air pollution that is an affected source within the meaning of 21 22 42 U.S.C. s. 7651a(1). Operation permits for major sources of air pollution, except general permits issued pursuant to s. 23 403.814, must be issued in accordance with the following 24 25 procedures contained in this section and in accordance with 26 chapter 120; however, to the extent that chapter 120 is 27 inconsistent with the provisions of this section, the 28 procedures contained in this section prevail.+ 29 Section 5. This act shall take effect July 1, 2000. 30 31