

**STATE OF FLORIDA
DEPARTMENT OF ENVIRONMENTAL PROTECTION**

FINAL SIP SUBMITTAL



**SUBMITTAL NUMBER 2021-01
REGIONAL HAZE PLAN**

October 8, 2021

**STATE OF FLORIDA
DEPARTMENT OF ENVIRONMENTAL PROTECTION**

REVISION TO STATE IMPLEMENTATION PLAN

**SUBMITTAL NUMBER 2021-01
REGIONAL HAZE PLAN**

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Revision to State Implementation Plan
Submittal Number 2021-01
Regional Haze Plan for Second Implementation Period
Executive Summary

Introduction

The Department of Environmental Protection (Department) is submitting a revision to Florida’s State Implementation Plan (SIP) under the federal Clean Air Act (CAA). Pursuant to the requirements of sections 169A and 169B of the CAA, and the U.S. Environmental Protection Agency (EPA) implementing regulations at 40 CFR 51.308, the Department has developed this Regional Haze Plan for approval by EPA as a revision to Florida’s SIP. The SIP revision represents commitments and enforceable actions taken by the state addressing the requirements of these regulations during the second implementation period from 2019 to 2028, towards the goal of attaining natural visibility conditions in Florida’s designated federal Class I areas.

SIP Submittal Package

Florida’s regional haze plan includes permits, technical analyses, and commitments addressing the requirements of the federal regulations. These required elements are contained in the documents labeled “*Florida Regional Haze Plan for the Second Implementation Period*” and Appendices A through I. This document contains administrative items related to the SIP development process. The document “*Florida Regional Haze Plan for the Second Implementation Period*” is the main narrative portion of the state’s regional haze plan. Appendices A through E include technical support materials and documentation used in developing the regional haze plan. Appendix F includes the documentation of the interagency consultation process. Appendix G includes documentation of the source-specific reasonable progress analyses conducted and, for reference, the full air construction permits issued to Florida facilities to meet reasonable progress requirements (Appendix G-3). Appendix H includes comments received from Federal Land Managers (FLMs) during the FLM consultation period. Appendix I includes public comments received during the 30-day public comment period and the Department’s response to public comments

All documents, except for Appendices G-3 and G-4, are submitted for adoption into the nonregulatory portion of the SIP in 40 CFR 52.520, table (e). Appendix G-4, Florida’s Smoke Management Plan, is included for reference only, and should not be adopted into Florida’s SIP. The full Table of Appendices, which includes descriptions and file names for each appendix and sub-appendix and indicates which are Florida-specific and which are VISTAS-wide, is available in the “*Florida Regional Haze Plan for the Second Implementation Period*” document. The Florida-specific appendices are:

- Appendix F-1: Florida Consultation Letters to Other VISTAS States
- Appendix F-4: Florida Consultation with MANE-VU
- Appendix G-1: FL DEP Letters to Selected Facilities
- Appendix G-2: Responses Received from Selected Facilities
- Appendix G-3: Facility Permits and Documentation
- Appendix G-4: Florida Certified Smoke Management Plan
- Appendix G-5: Documentation of Permanent Shutdown of BART and Reasonable Progress Units from the First Implementation Period
- Appendix H: Federal Land Manager Comment Summary
- Appendix I-1: Florida Clinicians for Climate Action Comments
- Appendix I-2: National Parks Conservation Association, Coalition to Protect America’s National Parks and Sierra Club Public Comments
- Appendix I-3: Public Comment via Email Campaign
- Appendix I-4: Public Hearing Summary
- Appendix I-5: Response to Public Comments

All appendices are available on the Department’s [FTP site](#).¹ The FTP site may be accessed using Windows File Explorer.

Through this SIP revision, the Department is requesting to incorporate into the regulatory portion of Florida’s SIP at 40 CFR 52.520, table (d), certain source-specific SO₂ emission limits and permit conditions resulting from the reasonable progress analyses. Details of specific permit conditions to be incorporated into the regulatory portion of the SIP can be found in the **“Materials to be Incorporated into the SIP** section.

The Department has not yet completed the four-factor analysis for two of the pulp and paper mills (Foley Cellulose Perry Mill and the WestRock Panama City Mill); the Department will include these analyses in a future SIP submittal supplementing this one. The supplemental SIP will also include an updated permit for WestRock Fernandina Beach that includes monitoring, reporting, and recordkeeping requirements and an evaluation of whether a lower-sulfur back-up fuel should be considered a reasonable progress control.

The Department is also requesting that source-specific reasonable progress and best available retrofit technology (BART) limits from the first implementation period for specific units be removed from the SIP. These source-specific emission limits are applicable to units that have all permanently shutdown; therefore, removal of these limits from the SIP will not interfere with attainment of the national ambient air quality standards, visibility, or any other Clean Air Act requirement. Details of specific permit conditions to be removed from the regulatory portion of the SIP can be found in the **Materials to be Removed from the SIP** section.

¹ URL: ftp://ftp.dep.state.fl.us/pub/outgoing/Regional_Haze_SIP/Appendices/.

SIP Development Process

Section 403.061(35), Florida Statutes, authorizes the Department to “exercise the duties, powers, and responsibilities required of the state under the federal Clean Air Act.” These duties and responsibilities include the development and periodic updating of Florida’s SIP. Pursuant to this authority, the Department has developed this SIP revision.

Pursuant to state administrative procedures and 40 CFR 51.102, the Department published a notice in the Florida Administrative Register (FAR) on June 9, 2021 announcing the opportunity for the public to provide comments, and/or participate in a public hearing, if requested, regarding the proposed revision to Florida’s SIP. A public hearing was requested and the Department held the public hearing on July 15, 2021.

In accordance with the 30-day notice requirement of 40 CFR 51.102, the pre-hearing submittal regarding the proposed SIP revision was transmitted to EPA on June 9, 2021 and posted on the website for the Department’s Division of Air Resource Management. At the same time, notice of the opportunity to submit comments, request a public hearing, and participate in the public hearing, if requested, was transmitted to the Department’s District offices, Florida’s local air pollution control programs, the VISTAS states, and Federal Land Managers.

Response to 40 CFR Part 51, Appendix V, Criteria

Pursuant to 40 CFR Part 51, Appendix V, the following materials shall be included in State Implementation Plan (SIP) submissions for review and approval by the U.S. Environmental Protection Agency (EPA).

Administrative Materials

- a. A formal letter of submittal from the Governor or his designee, requesting EPA approval of the plan or revision thereof (hereafter “the plan”).**

A copy of the “Letter of Submittal,” signed by the Director of the Division of Air Resource Management, Florida DEP, on behalf of the Governor of the State of Florida, is provided with this submittal.

- b. Evidence that the State has adopted the plan in the State code or body of regulations; or issued the permit, order, consent agreement (hereafter “document”) in final form. That evidence shall include the date of adoption or final issuance as well as the effective date of the plan, if different from the adoption/issuance date.**

Appendix G-3 contains the air construction permits issued to eight facilities addressing regional haze requirements (summarized in the table below). The specific conditions to be incorporated into the SIP are in the **Materials to be Incorporated into the SIP** section.

Facility	Permit No.	Date Issued	Appendix
Duke Crystal River Citrus Co. Combined Cycle Units	0170004-047-AC	December 16, 2014	Appendix G-3a-1
Duke Crystal River Units 4 and 5	0170004-059-AC	October 30, 2020	Appendix G-3a-2
Georgia-Pacific Foley Mill ¹	1230001-XXX-AC	Not yet issued	Appendix G-3b
JEA Northside Units 1 and 2	0310045-003-AC	July 14, 1999	Appendix G-3c-1
JEA Northside Unit 3	0310045-057-AC	June 17, 2021	Appendix G-3c-2
Mosaic Bartow ²	1050046-050-AC	July 3, 2017	Appendix G-3e
Mosaic New Wales ²	1050059-106-AC	October 30, 2017	Appendix G-3f
Nutrien White Springs	0470002-122-AC	December 21, 2018	Appendix G-3g
Seminole Generating Station	1070025-037-AC	April 14, 2021	Appendix G-3h
TECO Big Bend	0570039-129-AC	August 11, 2020	Appendix G-3i
WestRock Fernandina Beach Mill	0890003-072-AC	June 24, 2021	Appendix G-3j
WestRock Panama City Mill ¹	0050009-XXX-AC	Not yet issued	Appendix G-3k

¹ The Department has not yet completed the four-factor analysis for Georgia-Pacific Foley Mill and WestRock Panama City Mill and therefore has not issued any reasonable progress permits to these facilities and are not included in the Materials to be Incorporated into the SIP section. The Department will submit a future SIP submittal supplementing this SIP based on the results of these four-factor analyses.

² The relevant permit conditions addressing regional haze requirements for Mosaic Bartow and Mosaic New Wales have already been incorporated into Florida's SIP previously; therefore, the Department is not requesting any additional permit conditions for these facilities be incorporated into the SIP.

c. Evidence that the State has the necessary legal authority under State law to adopt and implement the plan.

The Department has the necessary legal authority to adopt and implement this revision to Florida's SIP. References to the pertinent Florida Statutes and Florida Administrative Code (F.A.C.) rules may be found in the "Legal Authority" section of this submittal.

d. A copy of the actual regulation, or document submitted for approval and incorporation by reference into the plan, including indication of the changes made (such as, redline/strikethrough) to the existing approved plan, where applicable. The submittal shall include a copy of the official State regulation/document signed, stamped and dated by the appropriate State official indicating that it is fully enforceable by the State. The effective date of any regulation/document contained in the submission shall, whenever possible, be indicated in the regulation/document itself. *If the State submits an electronic copy, it must be an exact duplicate of the hard copy with changes indicated, signed documents need to be in portable document format, rules need to be in text format and files need to be submitted in manageable amounts (e.g., a file for each section or chapter, depending on size, and separate files for each distinct document) unless otherwise agreed to by the State and Regional Office.*

See air construction permits listed in the table above and contained in Appendix G-3, which establish the SO₂ emissions limits and measures proposed for incorporation into Florida's SIP.

e. Evidence that the State followed all of the procedural requirements of the State's laws and constitution in conducting and completing the adoption/issuance of the plan.

State law (Section 120.525, F.S.) requires the Department to give notice of public meetings, hearings, and workshops by publication in the Florida Administrative Register (FAR) not less than seven days before the event. Through publication in the FAR of the notice of opportunity to participate in a public hearing, if requested, at least 30 days before the event, the Department has complied with all state procedural requirements relevant to the development of this SIP revision. A copy of the notice of the proposed SIP revision may be found in the "Public Participation" section of this submittal.

f. Evidence that public notice was given of the proposed change consistent with procedures approved by EPA, including the date of publication of such notice.

The Department has complied with all public notice requirements of 40 CFR 51.102. Copies of all relevant notices and notification emails may be found in the “Public Participation” and “Pre-Hearing Submittal to EPA” sections of this submittal.

- g. Certification that public hearing(s) were held in accordance with the information provided in the public notice and the State’s laws and constitution, if applicable and consistent with the public hearing requirements in 40 CFR 51.102.**

Certification of compliance with all state and federal public notice and hearing requirements is provided in the “Letter of Submittal” for the final SIP revision.

- h. Compilation of public comments and the State’ response thereto.**

Written comments received during the Federal Land Manager (FLM) consultation period are included in Appendix H of the SIP submittal. FLM comments are summarized and responded to in Section 10.4 of the document “*Florida Regional Haze Plan for the Second Implementation Period.*” Comments received during the public notice period, and the Department’s response thereto, are included in Appendix I as noted in the “Public Participation” section of the final SIP submittal.

Technical Support

- a. Identification of all regulated pollutants affected by the plan.**

This SIP revision addresses only the air pollutant sulfur dioxide (SO₂).

- b. Identification of the locations of affected sources including the EPA attainment/nonattainment designation of the locations and the status of the attainment plan for the affected areas(s).**

This Regional Haze Plan applies statewide.

- c. Quantification of the changes in plan allowable emissions from the affected sources; estimates of changes in current actual emissions from affected sources or, where appropriate, quantification of changes in actual emissions from affected sources through calculations of the differences between certain baseline levels and allowable emissions anticipated as a result of the revision.**

These items are addressed in “Materials to be Incorporated into the SIP.”

- d. The State’s demonstration that the national ambient air quality standards, prevention of significant deterioration increments, reasonable further progress demonstration, and visibility, as applicable, are protected if the plan is approved and implemented. For all requests to redesignate an area to attainment for a national primary ambient air quality standard, under section 107 of the Act, a revision must be submitted to provide for the maintenance of the national primary ambient air quality standards for at least 10 years as required by section 175A of the Act.**

Please see the “Materials to be Removed from the SIP” section for a Clean Air Act 110(l) demonstration for removal of certain BART and reasonable progress limits from the SIP.

- e. Modeling information required to support the proposed revision, including input data, output data, models used, justification of model selections, ambient monitoring data used, meteorological data used, justification for use of offsite data (where used), modes of models used, assumptions, and other information relevant to the determination of adequacy of the modeling analysis.**

These items are addressed in the document “*Florida Regional Haze Plan for the Second Implementation Period.*”

- f. Evidence, where necessary, that emission limitations are based on continuous emission reduction technology.**

These items are addressed in the Materials to be Incorporated into the SIP section.

- g. Evidence that the plan contains emission limitations, work practice standards and recordkeeping/reporting requirements, where necessary, to ensure emission levels.**

These items are addressed in the Materials to be Incorporated into the SIP section.

- h. Compliance/enforcement strategies, including how compliance will be determined in practice.**

These items are addressed in the Materials to be Incorporated into the SIP section.

- i. Special economic and technological justifications required by any applicable EPA policies, or an explanation of why such justifications are not necessary.**

Not Applicable.

Exceptions

Not applicable.

Materials to be Incorporated into the SIP

The materials to be incorporated into Florida's SIP includes the document "*Florida Regional Haze Plan for the Second Implementation Period*" and Appendices A through I. As discussed in the **SIP Submittal Package** section, all documents, except for Appendices G-3 and G-4, are submitted for adoption into the nonregulatory portion of the SIP in 40 CFR 52.520, table (e). Appendix G-4, Florida's Smoke Management Plan, is included for reference only, and should not be adopted into Florida's SIP.

Appendix G-3 to Florida's Regional Haze Plan includes, for reference, the entire air construction permits issued to eight Florida facilities to meet reasonable progress requirements of the Regional Haze Rule, by either incorporating SO₂ limits representing effective controls or incorporating SO₂ limits or measures resulting from a full four-factor analysis.

The Department is requesting that specific limits and conditions from the air construction permits listed below be incorporated into the regulatory portion of Florida's SIP in table (d).

Duke Crystal River Citrus Co. Combined Cycle (Permit No. 0170004-047-AC) Appendix G-3a-1

The Department requests that the following permit conditions for the Duke Crystal River Citrus Combined Cycle Project (CCCP) units, from Permit No. 0170004-047-AC, issued to Duke Crystal River on December 16, 2014, be incorporated into Florida's SIP:

- Section 3, Subsection A, Specific Condition 7;
- Section 3, Subsection A, Specific Condition 28.

Affected Units:

- EU 040 – CCCP Unit 1A
- EU 041 – CCCP Unit 1B
- EU 042 – CCCP Unit 2A
- EU 043 – CCCP Unit 2B

Authorized Fuel: Section 3, Subsection A, Specific Condition 7 (effective upon issuance on December 16, 2014) states: "The CTGs shall fire only natural gas as a fuel, which shall contain no more than 2.0 grains of sulfur per 100 standard cubic feet (gr/100 SCF) of natural gas. Compliance with the fuel sulfur limit shall be determined using the methods provided in Specific Condition 28 below."

Fuel Sulfur Records: Section 3, Subsection A, Specific Condition 28 (effective upon issuance on December 16, 2014) states: "Compliance with the fuel sulfur limit for natural gas given in Condition 7 shall be demonstrated by keeping reports obtained from the vendor indicating the average sulfur content of the natural gas being supplied from the pipeline for each month of operation. Methods for determining the sulfur content of the natural gas shall be ASTM methods D4084-82, D4468-85, D5504-01, D6228-98 and D6667-01, D3246-81 or more recent versions.

These methods shall be used to determine the fuel sulfur content in conjunction with the provisions of 40 CFR 75 Appendix D.”

Duke Crystal River (Permit No. 0170004-059-AC) Appendix G-3a-2

The Department requests that the following permit condition from Permit No. 0170004-059-AC, issued to Duke Crystal River on October 30, 2020, be incorporated into Florida’s SIP:

- Section 3, Condition 1, which revises Section 3, Subsection B, Specific Condition 3.A.9.b in Permit No. 0170004-054-AC, issued to Duke Crystal River on January 5, 2017.

Affected Units:

- EU 003 – Fossil Fuel-Fired Steam Generator Unit 5
- EU 004 – Fossil Fuel-Fired Steam Generator Unit 4

Standards Based on CEMS: Section 3, Condition 1, revising Subsection B, Specific Condition 3.A.9.b (effective upon issuance on October 30, 2020) states: “Emissions from Units 4 and 5 each shall not exceed the following standards based on data collected by the CEMS.

b. *SO₂ Emissions:* As determined by CEMS data, SO₂ emissions shall not exceed 0.20 lb/MMBtu based on a heat input-weighted 30-boiler operating day rolling average. Compliance shall be demonstrated as determined in 40 CFR 63.10021(a) and (b) of the MATS rule. [40 CFR 63.10021(a) & (b)].”

JEA Northside Units 1 and 2 (Permit No. 0310045-003-AC) Appendix G-3c-1

The Department requests that the following permit conditions from Permit No. 0310045-003-AC, issued to JEA Northside on July 14, 1999, be incorporated into Florida’s SIP:

- Section III, Condition 9

Affected Units:

- EU 026 – Circulating-fluidized bed Boiler 1
- EU 027 – Circulating-fluidized bed Boiler 2

Sulfur Dioxide: Section III, Specific Condition 14(a) states that “Sulfur dioxide (SO₂) emissions from Units 1 and 2 shall not exceed 0.20 lb/mmBtu (24-hour block average) nor 0.15 lb/mmBtu (30-day rolling average).”

Monitoring: Section III, Specific Condition 31(a) states that “Compliance with sulfur dioxide (SO₂) emissions limits in Conditions 14(a) and 14(c) shall be demonstrated with Continuous Emissions Monitoring Systems (CEMS) installed, certified, operated and maintained in accordance with 40 CFR Part 75, based on 24-hour block and 30-day rolling averages, as applicable, excluding periods of startup, shutdown, and malfunction.”

Please note: that although this limit excludes periods of startup, shutdown, and malfunction, the MATS SO₂ limit, which is also applicable to Units 1 and 2, includes these periods.

JEA Northside Unit 3 (Permit No. 0310045-057-AC) Appendix G-3c-2

The Department requests that the following permit conditions from Permit No. 0310045-057-AC, issued to JEA Northside on June 17, 2021, be incorporated into Florida's SIP:

- Section 3, Condition 2, 5, and 6

Affected Units:

- EU 003 – Boiler No. 3

Section 3, Subsection A, Specific Condition 2 (effective upon issuance) states that:

Purchase of Fuel Oil Sulfur Limit: Upon issuance of this final permit, the permittee shall be prohibited from buying any fuel oil with a sulfur content greater than 1.0 percent by weight. [Regional Haze SIP; Application No. 0310045-057-AC and Rule 62-210.200(PTE), F.A.C.]

Section 3, Subsection A, Specific Condition 5 (effective upon issuance) states that:

Future Operation of Boiler No. 3: No later than January 1, 2026, the permittee shall determine either that going forward Boiler No. 3 shall only fire fuel oil with a sulfur content of 1.0 percent or less by weight or that Boiler No. 3 shall be permanently shut down effective December 31, 2028. [Regional Haze SIP; Application No. 0310045-057-AC and Rules 62-4.070(3) and 62-210.200(PTE), F.A.C.]

Section 3, Subsection A, Specific Condition 6 (effective upon issuance) states that:

Notification of Future Operation of Boiler No. 3: The permittee shall notify the Permitting Authority by a letter signed by the Responsible Office no later than December 1, 2025 which of the boiler operation options given in Specific Condition 5 of this subsection has been chosen. [Regional Haze SIP; Application No. 0310045-057-AC and Rule 62-4.070(3), F.A.C.]

Nutrien White Springs (Permit No. 0470002-122-AC) Appendix G-3g

The Department requests that the following permit conditions from Permit No. 0470002-122-AC, issued to Nutrien White Springs on December 21, 2018, be incorporated into Florida's SIP:

- Section 3, Condition 3.

Affected Units:

- EU066 – “E” Sulfuric Acid Plant
- EU067 – “F” Sulfuric Acid Plant

SO₂ Emission Limits: Section 3, Specific Condition 3 (effective upon issuance on December 21, 2018) states that “The new SO₂ emission limits upon which this SAP production increases are based, along with the required compliance date for each SAP, are given below:”

SAP	Emission Limit	CD Compliance Date
Phase 1 – SAP F	2.6 lb/ton, 3-hr rolling average ¹ , effective	January 1, 2018 (enforce)
Phase 1 – SAP F	2.3 lb/ton, 365 day rolling average ² , effective	January 1, 2018 (enforce)
Phase 2 – SAP E	2.6 lb/ton, 3-hr rolling average ¹	January 1, 2020 or upon production exceeding 2,500 TPD, whichever is earlier
Phase 2 – SAP E	2.3 lb/ton, 365 day rolling average ²	January 1, 2020 or upon production exceeding 2,500 TPD, whichever is earlier
1. Not including startup and shutdown periods.		
2. Including startup and shutdown periods.		

Seminole Generating Station (Permit No. 1070025-037-AC) Appendix G-3h

The Department requests that the following permit conditions from Permit No. 1070025-037-AC, issued to Seminole on April 14, 2021, be incorporated into Florida’s SIP:

- Section 3, Subsection A, Specific Condition 3.

Affected Units:

- EU001 – Steam Electric Generator Unit 1
- EU002 – Steam Electric Generator Unit 2

Sulfur Dioxide (SO₂) Emission Standard: Section 3, Specific Condition 3 (effective upon issuance of the final permit) states that “When combusting coal in Units 1 and 2, the owner or operator shall not cause to be discharged into the atmosphere from either unit any gases which contain SO₂ in excess of 0.20 lb/MMBtu based on a heat input-weighted 30-boiler operating day rolling average. Compliance shall be demonstrated in accordance with 40 CFR 63.10021(a) and (b) of the MATS rule.” [Rules 62-210.300(1) & 62-204.800, F.A.C. (Compliance with the Regional Haze Rule); and, 40 CFR 63.10021(a) & (b)]

TECO Big Bend (Permit No. 0570039-129-AC) Appendix G-3i

The Department requests that the following permit conditions from Permit No. 0570039-129-AC, issued to the TECO Big Bend on August 11, 2020, be incorporated into Florida’s SIP:

- Section 3, Subsection B, Condition 1;
- Section 3, Subsection B, Condition 2;
- Section 3, Subsection C, Condition 12; and
- Section 3, Subsection C, Condition 13.

Affected Units:

- EU003 – Fossil Fuel Fired Steam Generator Unit No. 3
- EU004 – Fossil Fuel Fired Steam Generator Unit No. 4

Unit 3 Regional Haze SO₂ Emission Limit: Section 3, Subsection B, Specific Condition 1 (effective upon issuance on August 11, 2020) states that “As determined by CEMS, the SO₂ emission rate shall not exceed 0.20 lb/MMBtu based on a heat input-weighted 30-boiler operating day rolling average. Compliance shall be demonstrated as determined in §63.10021(a) and (b) of the MATS rule.”

Compliance Requirements: Section 3, Subsection B, Specific Condition 2 (effective upon issuance on August 11, 2020) states that “To show compliance with the SO₂ emission limit given in Specific Condition 1 of this subsection the testing, monitoring, recordkeeping, etc., shall be conducted in accordance with the requirements of 40 CFR 63, Subpart UUUUU.”

Unit 4 Regional Haze SO₂ Emission Limit: Section 3, Subsection C, Specific Condition 12 (effective upon issuance on August 11, 2020) states that “As determined by CEMS, the SO₂ emission rate shall not exceed 0.20 lb/MMBtu based on a heat input-weighted 30-boiler operating day rolling average. Compliance shall be demonstrated as determined in §63.10021(a) and (b) of the MATS rule.”

Compliance Requirements: Section 3, Subsection C, Specific Condition 13 (effective upon issuance on August 11, 2020) states that “To show compliance with the SO₂ emission limit given in Specific Condition 12 of this subsection the testing, monitoring, recordkeeping, etc., shall be conducted in accordance with the requirements of 40 CFR 63, Subpart UUUUU.”

WestRock Fernandina Beach Mill (Permit No. 0890003-072-AC) Appendix G-3j

The Department requests that the following permit conditions from Permit No. 0890003-072-AC, that will be issued to WestRock Fernandina Beach Mill, be incorporated into Florida’s SIP:

- Section 3, Subsection A, Conditions 2, 3, and 4

Affected Units:

- EU 015 – No. 7 Power Boiler

Section 3, Subsection A, Specific Condition 2 (effective upon issuance) states that:

Coal Usage Cap No. 1: Effective on January 1, 2022, coal usage for the No. 7 Power Boiler shall not exceed 250 tons per day (TPD) based on a 30-day rolling average. The 250 TPD, 30-day rolling average coal cap excludes days on which a natural gas curtailment or supply interruption occurs as defined in 40 CFR 63, Subpart DDDDD (§63.7575). [Regional Haze SIP; Application No. 0890003-072-AC and Rule 62-210.200(PTE), F.A.C.]

Section 3, Subsection A, Specific Condition 3 (effective upon issuance) states that:

Coal Usage Cap No. 2: Effective on April 1, 2024, coal usage for the No. 7 Power Boiler shall not exceed 125 TPD based on a 30-day rolling average. The 125 TPD, 30-day rolling average coal cap excludes days on which a natural gas curtailment or supply interruption occurs. [Regional Haze SIP; Application No. 0890003-072-AC and Rule 62-210.200(PTE), F.A.C.]

Section 3, Subsection A, Specific Condition 4 (effective upon issuance) states that:

Notification of Gas Curtailment Events: The permittee shall notify the Permitting Authority within 5 business days of the start and end of any gas curtailment or supply interruption event and keep records onsite for a period of 5 years documenting each gas curtailment event.

[Regional Haze SIP; Application No. 0890003-072-AC and Rule 62-4.070(3), F.A.C.]

As noted in the DEP Response to EPA Comments, the Department will supplement the permit conditions for WestRock Fernandina Beach No. 7 Power Boiler in Permit No. 0890003-072-AC to include monitoring, reporting, and recordkeeping requirements. The updated permit conditions will be included in the supplemental SIP.

Materials to be Removed From the SIP

Clean Air Act 110(l) Noninterference Demonstration

The Department requests that the source-specific reasonable progress and best available retrofit technology (BART) limits and conditions from the first implementation period for the units listed in the table below be removed from Florida’s SIP. These units have all permanently shutdown; therefore, removal of these limits from the SIP will not interfere with attainment or maintenance of the national ambient air quality standards, prevention of significant deterioration increments, reasonable further progress, protection of visibility, or any other Clean Air Act requirement. Documentation of the permanent shutdown of these units is provided in Appendix G-5.

Facility Name	Facility ID	Units	Permanent Shutdown Date
City of Tallahassee – Purdom	1290001	EU007	12/31/2013
Duke Energy – Crystal River Power Plant	0170004	EU001, EU002	12/31/2018
Florida Power Development (FPD), LLC (formerly Florida Crushed Stone) - Brooksville Power Plant	0530380	EU002	06/30/2018
Florida Power and Light (formerly Gulf Power) – Lansing Smith	0050014	EU001, EU002	03/31/2016
Florida Power and Light – Martin	0850010	EU001, EU002	12/31/2018
Florida Power and Light – Turkey Point Power Plant	0250003	EU001 EU002	10/31/2016 12/31/2013
JEA St. Johns River Power Park	0310045	EU016 EU017	12/20/2017 12/14/2017
Lakeland – C.D. McIntosh	1050004	EU001	12/31/2015
Mosaic Fertilizer, LLC (formerly CF Industries) - Plant City Facility	0570005	EU002, EU003, EU007, EU008	11/21/2019

Legal Authority

Chapter 403 of the Florida Statutes (F.S.), entitled “Environmental Control,” provides the legal framework for most of the activities of the air resource management program within the Florida Department of Environmental Protection (Department). Except as provided at sections 403.8055 and 403.201, F.S., for fast-track rulemaking and the granting of variances under Chapter 403, F.S., respectively, Chapter 120, F.S., Florida’s “Administrative Procedure Act,” sets forth the procedures the Department must follow for rulemaking, variances, and public meetings. The most recent version of the Florida Statutes can be found online at <http://www.leg.state.fl.us/Statutes>.

The principal sections of Chapter 403, F.S., that grant the Department authority to operate its air program are listed below. Authority to develop and update Florida’s State Implementation Plan (SIP) and 111(d) Designated Facilities Plan is expressly provided by subsection 403.061(35), F.S., which provides that the Department shall have the power and the duty to control and prohibit pollution of air and water in accordance with the law and rules adopted and promulgated by it and, for this purpose, to “exercise the duties, powers, and responsibilities required of the state under the federal Clean Air Act, 42 U.S.C. ss. 7401 et seq.”

- [403.031](#) Definitions, including the definition of “regulated air pollutant” (403.031(19)).
- [403.061](#) Authority to: promulgate plans to provide for air quality control and pollution abatement (403.061(1)); adopt rules for the control of air pollution in the state (403.061(7)); take enforcement action against violators of air pollution laws, rules and permits (403.061(8)); establish and administer an air pollution control program (403.061(9)); set ambient air quality standards (403.061(11)); monitor air quality (403.061(12)); require reports from air pollutant emission sources (403.061(13)); require permits for construction, operation, and modification of air pollutant emission sources (403.061(14)); and exercise the duties, powers, and responsibilities required of the state under the federal Clean Air Act (403.061(35)).
- [403.087](#) Authority to issue, deny, modify, and revoke permits.
- [403.0872](#) Authority to establish an air operating permit program as required by Title V of the Clean Air Amendments of 1990.
- [403.0877](#) Authority to require engineering certification of permit applications.
- [403.121](#) Authority to seek judicial and administrative remedies for violations.
- [403.131](#) Authority to seek injunctive relief for violations.
- [403.141](#) Authority to find civil liability for violations.
- [403.161](#) Authority to assess civil and criminal penalties for violations.
- [403.182](#) Authority for local pollution control programs.

- [403.201](#) Authority to grant variances.
- [403.8052](#) Authority to establish a Small Business Assistance Program for small-business sources of air pollutant emissions.
- [403.8055](#) Authority to adopt U.S. Environmental Protection Agency (EPA) standards by reference through a fast-track process.
- [403.814](#) Authority to allow use of general permits (permits-by-rule) for minor sources.

Other statutory authorities, outside of Chapter 403, F.S., for Florida’s air program are as follows:

- [112.3143](#) Requirement that public officials disclose potential conflicts of interest.
- [112.3144](#) Requirement for disclosure of financial interests by public officials.
- [120.569](#) Authority of agency head to issue an emergency order in response to an immediate threat to public health, safety, or welfare.
- [316.2935](#) Authority to prohibit the sale and operation of motor vehicles whose emission control systems have been tampered with, and to prohibit the operation of motor vehicles that emit excessive smoke.
- [320.03](#) Authority to establish Air Pollution Control Trust Fund and use \$1 fee on every motor vehicle license registration sold in the state for air pollution control purposes, including support of approved local air pollution control programs.
- [376.60](#) Authority to establish a fee for asbestos removal projects.

Current and historical versions of Florida Administrative Code (F.A.C.) rule sections and chapters back to January 1, 2006, may be accessed from the Florida Department of State (DOS) website <https://www.flrules.org>. The DOS website also provides access to materials adopted by reference since January 1, 2011. Department rule chapters containing State Implementation Plan (SIP) or 111(d) State Plan provisions are as follows:

- [62-204](#) Air Pollution Control – General Provisions
- [62-210](#) Stationary Sources – General Requirements
- [62-212](#) Stationary Sources – Preconstruction Review
- [62-243](#) Tampering with Motor Vehicle Air Pollution Control Equipment
- [62-252](#) Gasoline Vapor Control
- [62-256](#) Open Burning
- [62-296](#) Stationary Sources – Emission Standards
- [62-297](#) Stationary Sources – Emissions Monitoring

Other air-related Department rule chapters—not part of the SIP or 111(d) State Plan—include:

- [62-213](#) Operation Permits for Major Sources of Air Pollution (Title V)

[62-214](#)

Requirements for Sources Subject to the Federal Acid Rain Program

[62-257](#)

Asbestos Program

Public Participation

Response to 40 CFR 51.102 Requirements

(a) Except as otherwise provided in paragraph (c) of this section and within the 30 day notification period as required by paragraph (d) of this section, States must provide notice, provide the opportunity to submit written comments and allow the public the opportunity to request a public hearing. The State must hold a public hearing or provide the public the opportunity to request a public hearing. The notice announcing the 30 day notification period must include the date, place, and time of the public hearing. If the State provides the public the opportunity to request a public hearing and a request is received the State must hold the scheduled hearing or schedule a public hearing (as required by paragraph (d) of this section). The State may cancel the public hearing through a method it identifies if no request for a public hearing is received during the 30 day notification period and the original notice announcing the 30 day notification period clearly states: *If no request for a public hearing is received the hearing will be cancelled; identifies the method and time for announcing that the hearing has been cancelled; and provides a contact phone number for the public to call to find out if the hearing has been cancelled.*

The opportunity to submit written comments, request a public hearing, and participate in a public hearing, if requested, on the proposed SIP revision was advertised in the Florida Administrative Register at least 30 days prior to the scheduled date of the hearing. Information regarding the date, place, and time of the public hearing was included in the notice along with information on how to request the hearing or ascertain whether the hearing would be cancelled. A copy of the notice is included in this section.

(b) Separate hearings may be held for plans to implement primary and secondary standards.

Not applicable.

(c) No hearing will be required for any change to an increment of progress in an approved individual compliance schedule unless such change is likely to cause the source to be unable to comply with the final compliance date in the schedule. The requirements of §§51.104 and 51.105 will be applicable to such schedules, however.

Not applicable.

(d) Any hearing required by paragraph (a) of this section will be held only after reasonable notice, which will be considered to include, at least 30 days prior to the date of such hearing(s):

(1) Notice given to the public by prominent advertisement in the area affected announcing the date(s), time(s), and place(s) of such hearing(s);

The opportunity to submit comments, request a public hearing, or participate in a public hearing, if requested, on the proposed SIP revision was advertised in the FAR at least 30 days prior to the scheduled date of the hearing (see response (a)).

(2) Availability of each proposed plan or revision for public inspection in at least one location in each region to which it will apply, and the availability of each compliance schedule for public inspection in at least one location in the region in which the affected source is located;

The materials to be incorporated into the SIP were made available for public inspection in the offices of the Division of Air Resource Management (DARM) and on the DARM website. The materials were also made accessible to the public through each of the DEP's district offices and in the offices of each DEP-approved local air pollution control program. The memoranda requesting that such information be made available to the public by the district and local offices will be included in the Final SIP Submittal.

(3) Notification to the Administrator (through the appropriate Regional Office);

The Region 4 office of the EPA was notified at least 30 days in advance of the scheduled public hearing date and provided with copies of the materials addressed in the proposed SIP revision. The pre-hearing submittal letter is included in this section.

(4) Notification to each local air pollution control agency which will be significantly impacted by such plan, schedule, or revision;

Notification to affected local programs occurred with transmittal of the memoranda requesting that the materials proposed to be incorporated into the SIP be made available for public inspection (see response (d)(2)) and is included in the final submittal.

(5) In the case of an interstate region, notification to any other States included, in whole or in part, in the regions which are significantly impacted by such plan or schedule or revision.

The states of Alabama, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, Tennessee, Virginia, and West Virginia were notified of the proposed SIP revision at least 30 days in advance of the scheduled date of the hearing. The e-mail notifications are included in the final submittal.

(e) The State must prepare and retain, for inspection by the Administrator upon request, a record of each hearing. The record must contain, as a minimum, a list of witnesses together with the text of each presentation.

The Department has prepared a summary of the public hearing held on July 15, 2021, in Appendix I-4.

(f) The State must submit with the plan, revision, or schedule, a certification that the requirements in paragraph (a) and (d) of this section were met. Such certification will

include the date and place of any public hearing(s) held or that no public hearing was requested during the 30 day notification period.

Certification is provided in the letter of submittal for the final SIP submittal that the opportunity to submit comments, request a public hearing, or participate in a public hearing on the proposed SIP revision was noticed in accordance with the requirements of 40 CFR 51.102.

(g) Not applicable.

Notice of Opportunity to Submit Comments or Participate in Public Hearing

Florida Administrative Register

Volume 47, Number 111, June 9, 2021

proceeding is made, which record includes the testimony and evidence from which the appeal is to be issued.

For more information, you may contact: Thomas Campbell, Building Codes and Standards Office, Division of Professions, Department of Business and Professional Regulation, 2601 Blair Stone Road, Tallahassee, Florida 32399-0772, call (850)487-1824 or access the Commission website: <https://floridabuilding.org/c/default.aspx>.

DEPARTMENT OF ENVIRONMENTAL PROTECTION
The Department of Environmental Protection, Division of Air Resource Management, announces a hearing, if requested, to which all persons are invited.

DATE AND TIME: July 15, 2021, 2:00 p.m.

PLACE: Department of Environmental Protection, Bob Martinez Center, 2600 Blair Stone Road, Room 176, Tallahassee, Florida.

The Department will hold the hearing, if requested, at the date, time and place above and will also offer accessibility through a virtual meeting option. The virtual meeting option is being provided to allow maximum public participation if the hearing is requested. Parties can access the virtual meeting by telephone (regular long-distance telephone charges will apply) or Microsoft Teams. Parties may access the virtual meeting at the following number:

July 15, 2021, (850)629-7330, ID number: 187-328-377# or by going to: https://teams.microsoft.com/l/meetup-join/19%3ameeting_NjU0NTExZmQrYWVmNi00NGVhLWI5NGEtNjc2MTFhYTQ2NDYz%40thread.v2/0?context=%7b%22Tid%22%3a%22679d4c83-aea2-4635-b4f1-9f5012551b6a%22%2c%22Oid%22%3a%225fcea16-c3db-4f94-865e-c24e685ff36b%22%7d. A link to the Microsoft Teams meeting is also available on the Department's website.

GENERAL SUBJECT MATTER TO BE CONSIDERED: Pursuant to 40 CFR 51.102, the Department of Environmental Protection (DEP) announces a public hearing and opportunity to offer comments on a proposed revision to Florida's State Implementation Plan (SIP) under the Clean Air Act. This proposed SIP revision addresses regional haze in Florida's mandatory federal Class I areas and nearby Class I areas for the second implementation period of the U.S. Environmental Protection Agency Regional Haze Rule. During the FLM consultation period, DEP received comments from the National Park Service noting that Florida's regional haze SIP has satisfied the reasonable progress requirements for Everglades National Park, although more work will need to be done in future implementation periods.

A public hearing will be held, if requested, at the date and time, given above. The public hearing, if requested, will also be accessible via a virtual meeting accessible by phone or computer. It is not necessary that the hearing be held or attended

for persons to comment on DEP's proposed revisions to Florida's pending SIP submission. Any comments or requests for a public hearing must be submitted by email to Ashley.Kung@FloridaDEP.gov, and received no later than July 9, 2021. If no request for a public hearing is received, the hearing (and virtual meeting) will be cancelled, and notice of the cancellation will be posted at the following website: https://floridadep.gov/events/month?field_county_tid=All&field_is_a_public_notice_value=Yes.

Persons may also contact Ms. Kung at (850)717-9041 to find out if the hearing has been cancelled. The materials comprising DEP's revision to the pending SIP submission are accessible at the following website: <https://floridadep.gov/air/air-business-planning/content/air-regulatory-projects>. A copy of the agenda may be obtained by contacting: Ms. Kung by email at the above email address or by calling (850)717-9041.

Pursuant to the provisions of the Americans with Disabilities Act, any person requiring special accommodations to participate in this workshop/meeting is asked to advise the agency at least 48 hours before the workshop/meeting by contacting: Ms. Terri Long at (850)717-9023 or Terri.Long@FloridaDEP.gov. If you are hearing or speech impaired, please contact the agency using the Florida Relay Service, 1(800)955-8771 (TDD) or 1(800)955-8770 (Voice). For more information, you may contact Ms. Kung by email or by calling (850)717-9041.

BOARD OF GOVERNORS

The Florida Board of Governors, State University System announces a public meeting to which all persons are invited. DATES AND TIMES: June 22, 2021, 8:30 a.m.; June 23, 2021, 8:30 a.m.

PLACE: University of South Florida St. Petersburg, University Student Center Ballroom, 200 6th Avenue South, St. Petersburg, FL 33701

GENERAL SUBJECT MATTER TO BE CONSIDERED: The Board of Governors and its committees will meet to conduct the regular business of the Board.

A copy of the agenda may be obtained by contacting: Vikki Shirley, Corporate Secretary, Board of Governors, 325 W. Gaines St., Suite 1614, Tallahassee, FL 32399 and a copy will be available at www.flbog.edu.

Pursuant to the provisions of the Americans with Disabilities Act, any person requiring special accommodations to participate in this workshop/meeting is asked to advise the agency at least 5 days before the workshop/meeting by contacting: Vikki Shirley, Corporate Secretary, Board of Governors, 325 W. Gaines St., Suite 1614, Tallahassee, FL 32399, (850)245-0466. If you are hearing or speech impaired, please contact the agency using the Florida Relay Service, 1(800)955-8771 (TDD) or 1(800)955-8770 (Voice).

2648

Requests for Local/District Air Program Offices to Provide Assistance to Public

From: [Long, Terri](#)
To: [Iglehart, Jon](#); [Andreotta, Jason](#); [Watkins, Aaron](#); [Strong, Greg](#); [Orr, Elizabeth](#); [Laxmana Tallam](#); ["Schneider, Sheila"](#); [Palomino, Susana \(RFR\)](#); [Wanda.Parker@ocfl.net](#); [long.melissa](#); ["John Hickey"](#); [Pognon, Monica](#); ["woodard@epchc.org"](#); [Boatwright, Kelley M.](#)
Cc: [Kung, Ashley](#); [Read, Hastings](#)
Subject: Florida Regional Haze SIP Revision - 2021 - Districts/Local Programs
Date: Wednesday, June 9, 2021 12:45:58 PM
Attachments: [FAR Notice 6-9-21.pdf](#)

Notice is hereby given that, pursuant to 40 CFR 51.102, the Florida Department of Environmental Protection (Department) is accepting comments and will hold a public hearing, if requested, on a proposed revision of Florida's Regional Haze State Implementation Plan (SIP) for the second implementation period of the U.S. Environmental Protection Agency's Regional Haze Rule.

Please find attached the notice of opportunity to offer comments or request a public hearing. This notice was published on June 9, 2021, in the Florida Administrative Register. The comment period for the proposed SIP revision will close on Friday, July 9, 2021. The public hearing, if requested, will be held on July 15, 2021.

The materials comprising Florida's Regional Haze SIP revision can be accessed through this website: <https://floridadep.gov/air/air-business-planning/content/air-regulatory-projects>

If you have any questions, please contact Ashley Kung at Ashley.Kung@FloridaDEP.gov or (850) 717-9041.

Thank you,
Terri Long
Office of Business Planning
Division of Air Resource Management
Florida Department of Environmental Protection
(850) 717-9023
Terri.long@FloridaDEP.gov

Notifications to Other States and Federal Land Managers

From: [Long, Terri](#)
To: "[RWG@adem.alabama.gov](#)"; "[Karen.Hays@dnr.ga.gov](#)"; "[melissa.duff@ky.gov](#)"; "[MFortenberry@mdeq.ms.gov](#)"; "[michael.abraczinskas@ncdenr.gov](#)"; "[thomsonb@dnhec.sc.gov](#)"; "[Michelle.B.Walker@tn.gov](#)"; "[michael.dowd@deg.virginia.gov](#)"; "[Laura.M.Crowder@wv.gov](#)"; "[tim_allen@fws.gov](#)"; "[breta.anderson@usda.gov](#)"; "[melanie.pitolo@usda.gov](#)"; "[Melanie_Peters@nps.gov](#)"
Cc: [Read, Hastings](#); [Kung, Ashley](#)
Subject: Florida Regional Haze SIP Revision - 2021 VISTA States and Federal Land Managers
Date: Wednesday, June 9, 2021 12:46:08 PM
Attachments: [FAR Notice 6-9-21.pdf](#)

Notice is hereby given that, pursuant to 40 CFR 51.102, the Florida Department of Environmental Protection (Department) is accepting comments and will hold a public hearing, if requested, on a proposed revision of Florida's Regional Haze State Implementation Plan (SIP) for the second implementation period of the U.S. Environmental Protection Agency's Regional Haze Rule.

Please find attached the notice of opportunity to offer comments or request a public hearing. This notice was published on June 9, 2021, in the Florida Administrative Register. The comment period for the proposed SIP revision will close on Friday, July 9, 2021. The public hearing, if requested, will be held on July 15, 2021.

The materials comprising Florida's Regional Haze SIP revision can be accessed through this website: <https://floridadep.gov/air/air-business-planning/content/air-regulatory-projects>

If you have any questions, please contact Ashley Kung at Ashley.Kung@FloridaDEP.gov or (850) 717-9041.

Terri Long
Office of Business Planning
Division of Air Resource Management
Florida Department of Environmental Protection
(850) 717-9023
Terri.long@FloridaDEP.gov

Public Comments on SIP Notice

The Department received public comments during the 30-day public comment period. These comments are included in Appendix I, along with a summary of comments received during the public hearing held on July 15, 2021:

- Appendix I-1: Florida Clinicians for Climate Action Comments
- Appendix I-2: National Parks Conservation Association, Coalition to Protect America’s National Parks and Sierra Club Public Comments
- Appendix I-3: Public Comment via Email Campaign
- Appendix I-4: Public Hearing Summary

The Department also received 784 public comments via near-identical emails, each from different individuals, through a second email campaign after the end of the 30-day public comment period, which ended July 9, 2021. The text of this additional email campaign is provided below:

“Dear Florida Department of Environmental Protection,

The state’s regional haze plan should include new reductions in pollution to improve air quality and visibility for people and wildlife in our national parks and wilderness areas. Coal-fired power plants, sugar cane production, pulp and paper, chemical facilities, and other sources produce tens of thousands of tons of pollution that could be controlled cost-effectively. Specifically, I am asking that you require full four-factor analysis at 1) Florida sugar mills, including nonpoint source emissions from pre-harvest sugar field burning, and 2) coal plants such as Big Bend in Tampa, Crystal River north of Tampa, Northside in Jacksonville, Seminole in Palatka, and Deerhaven in Gainesville. “

DEP Response to Public Comments

The Department's response to public comments is included in Appendix I-5.

DEP Response to Federal Land Managers Comments

A copy of the Federal Land Manager (FLM) comments received during the 60-day FLM consultation period are included in Appendix H.

On April 2, 2021, the Department sent consultation letters to the FWS, FS, and NPS Federal Land Managers along with a copy of the draft SIP for a 60-day comment period (a copy of the consultation letters are provided in Appendix H-1 through Appendix H-3). On May 18, 2021, the NPS held a consultation call with the Department. Representatives from FWS and FS also attended. On June 1, 2021, NPS provided the Department with comments commending Florida's regional haze SIP and how it satisfies reasonable progress for Everglades (Appendix H-4). Appendix H-5 includes a summary of the presentation slides and notes from the consultation call.

As part of the consultation call, NPS requested clarification on why the Miami-Dade Water and Sewer Department facility (Facility ID 12086-641611) was not selected for analysis. The Department clarified that the original projected 2028 SO₂ emissions from this facility (61.1 tpy) were based on 2011 emissions, when the facility was using higher sulfur content fuel. However, recent actual emissions are significantly lower due to use of lower sulfur content fuel, which the facility is expected to continue to use (average SO₂ emissions for 2017 – 2019 are 9.5 tons per year). Additionally, as discussed in Section 7.6.3, the AOI analysis likely overpredicted this facility's impact at Everglades since this is a small source located very near the Class I area. For these reasons, the Department did not select the facility for analysis.

NPS also recommended that the Department correct the interest rates used in the four factor analyses, which the Department has done as discussed in Section 7.8.

Although NPS did have concerns about the VISTAS-wide methodologies used to select sources and pollutants for reasonable progress analyses, NPS noted that these concerns were not applicable to Florida as Everglades has not observed increasing nitrate concentrations on the 20% most impaired days and it is the least impaired NPS Class I areas in the VISTAS region. The Department acknowledged NPS comments as not being applicable to Florida and, accordingly, did not update the SIP to address these regional concerns.

June 2021 Pre-Hearing Submittal to EPA

Pre-Hearing Submittal Letter



FLORIDA DEPARTMENT OF Environmental Protection

Bob Martinez Center
2600 Blair Stone Road
Tallahassee, FL 32399-2400

Ron DeSantis
Governor

Jeanette Nuñez
Lt. Governor

Shawn Hamilton
Interim Secretary

Via Electronic Mail and State Planning Electronic Collaboration System

June 9, 2021

Mr. John Blevins
Acting Regional Administrator
U. S. Environmental Protection Agency (EPA) – Region 4
61 Forsyth Street, SW – Mail Code: 9T25
Atlanta, GA 30303-8909

Re: Florida Pre-Hearing SIP Submittal: Regional Haze Plan for the Second
Implementation Period

Dear Mr. Blevins:

Notice is hereby given that, pursuant to 40 CFR 51.102, the Department of Environmental Protection (Department) is accepting comments and will hold a public hearing, if requested, on Florida's Regional Haze State Implementation Plan (SIP) for the second implementation period of the U.S. Environmental Protection Agency's (EPA) Regional Haze Rule (RHR). The Department published the public notice in the Florida Administrative Register (FAR) on June 9, 2021. The comment period for the proposed SIP revision will close on July 9, 2021, and the public hearing, if requested, will be held on July 15, 2021.

The proposed SIP revision represents commitments and enforceable actions taken by the Department to address the requirements of the RHR during the second implementation period from 2019 to 2028, towards the goal of attaining natural visibility conditions in Florida's designated federal Class I areas and those federal Class I areas in other states that may be affected by emissions from Florida. Pursuant to 40 CFR 51.308(f), Florida's regional haze plan includes the following elements:

- Calculations of baseline, current, and natural visibility conditions; progress to date; and the uniform rate of progress for each Class I area;
- Documentation of the technical analysis on which Florida is relying to determine reasonable progress, including modeling, emissions, and data analysis;
- Source-specific reasonable progress four-factor analyses and documentation of the source selection process;
- Long-term strategy for regional haze resulting from the reasonable progress analyses;

Mr. John Blevins
Page 2 of 3
June 9, 2021

- Reasonable progress goals;
- A progress report addressing the requirements of 40 CFR 51.308(g)(1) through (5);
- Monitoring strategy and other implementation plan requirements; and
- Documentation of consultation with other states, EPA, and Federal Land Managers (FLMs).

These required elements are contained in the documents labeled “*Pre-Hearing Florida Regional Haze Plan for the Second Implementation Period*” and Appendices A through H. Appendices A through E include technical support materials and documentation used in developing the regional haze plan. Appendix F includes the documentation of the interagency consultation process. Appendix G includes documentation of the source-specific reasonable progress analyses conducted. Appendix H includes comments from the Federal Land Managers (FLMs) received during the 60-day FLM consultation period. The full Table of Appendices, which includes descriptions and file names for each appendix and sub-appendix and indicates which are Florida-specific and which are VISTAS-wide, is available in the “*Pre-Hearing Florida Regional Haze Plan for the Second Implementation Period*” document. The Florida-specific appendices are:

- Appendix F-1: Florida Consultation Letters to Other VISTAS States
- Appendix F-4: Florida Consultation with MANE-VU
- Appendix G-1: FL DEP Letters to Selected Facilities
- Appendix G-2: Responses Received from Selected Facilities
- Appendix G-3: Facility Permits and Documentation
- Appendix G-4: Florida Certified Smoke Management Plan
- Appendix H: Federal Land Manager Comment Summary

The Florida-specific appendices are available on the Department’s [Regional Haze website](#). All others are VISTAS-wide appendices available on the [VISTAS SharePoint site](#).

All documents, except for Appendices G-3 and G-4, are submitted for adoption into the nonregulatory portion of the SIP in 40 CFR 52.520, table (e). Appendix G-4, Florida’s Smoke Management Plan, is included for reference only, and should not be adopted into Florida’s SIP.

Appendix G-3 includes, for reference, the full air construction permits issued to six Florida facilities to meet reasonable progress requirements. The document “Pre-Hearing 2021-01 - Regional Haze SIP” contains administrative items related to the SIP development process, including source-specific requirements to be incorporated into and removed from Florida’s SIP. Through this SIP revision, the Department is proposing to incorporate into the regulatory portion of Florida’s SIP at 40 CFR 52.520, table (d), certain source-specific SO₂ emission limits and permit conditions resulting from the reasonable progress analyses. Details of specific permit conditions proposed to be incorporated into the regulatory portion of the SIP can be found in the Pre-Hearing SIP Submittal.

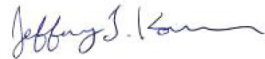
Mr. John Blevins
Page 3 of 3
June 9, 2021

The Department is also requesting that source-specific reasonable progress and best available retrofit technology (BART) limits from the first implementation period for specific units be removed from the SIP. These source-specific emission limits are applicable to units that have all permanently shutdown; therefore, removal of these limits from the SIP will not interfere with attainment of the national ambient air quality standards, visibility, or any other Clean Air Act requirement. Details of specific permit conditions proposed to be removed from the regulatory portion of the SIP can found in the Pre-Hearing SIP Submittal.

Attached please find the Pre-Hearing SIP Submittal and "*Pre-Hearing Florida Regional Haze Plan for the Second Implementation Period*" documents. These two documents as well as all of the Florida-specific appendices are available on the Department's [Regional Haze website](#). All of the VISTAS-wide appendices are available on the public [VISTAS SharePoint site](#). The Department's website includes a link to the VISTAS SharePoint site for public accessibility.

The Department requests that all comments on the Pre-Hearing SIP submittal be provided to the Department by July 9, 2021. If you have any questions, please contact Ashley Kung at (850) 717-9041 or by email at Ashley.Kung@floridadep.gov.

Sincerely,



Jeffery F. Koerner, Director
Division of Air Resource Management

JFK/ak

cc:

Caroline Freeman, Division Director, Air & Radiation Division, EPA Region 4;
Lynorae Benjamin, Chief, Air Planning & Implementation Branch, EPA Region 4;
Pepa Sassin, Section Chief, Air Regulatory Management Section;
Pearlene Williams, Air Regulatory Management Section;
Michele Notarianni, Air Regulatory Management Section.

Enclosure:

Pre-Hearing SIP 2021-01 - Regional Haze SIP; and
Pre-Hearing Florida Regional Haze Plan for the Second Implementation Period

EPA Comments on Pre-Hearing Submittal



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 4
ATLANTA FEDERAL CENTER
61 FORSYTH STREET, SW
ATLANTA, GEORGIA 30303-3104

July 7, 2021

Jeffery F. Koerner, Director
Division of Air Resource Management
Florida Department of Environmental Protection
Bob Martinez Center
2600 Blair Stone Road
Tallahassee, Florida 32399-2400

Dear Mr. Koerner:

Thank you for your letter dated June 9, 2021, transmitting a prehearing package regarding Florida's Regional Haze Plan for the Second Implementation Period. This plan is the subject of a public hearing (if requested) scheduled for July 15, 2021, with written comments due by the close of business on July 9, 2021. We have completed our review of the submittal and offer the following general comments at this time.

- 1. Progress Report Elements:** The U.S. Environmental Protection Agency recommends including an estimate of emissions reductions under 40 CFR 51.308(g)(2) in Tables 13-4 and 13-5 that align with the timeframe noted in the August 20, 2019, *Guidance on Regional Haze State Implementation Plans for the Second Implementation Period* on page 55 ("a period approximately from the first full year that was not actually incorporated in the previous progress report through a year that is as close as possible to the submission date of the 2021 SIP").
- 2. WestRock Fernandina Beach Mill:** Please include the supporting conditions (e.g., monitoring, reporting, and recordkeeping requirements) for the permit conditions for the No. 7 Power Boiler at the WestRock Fernandina Beach Mill in the administrative and narrative files.
- 3. IFF Chemical Holdings, Inc:** Consider adding a statement to page 248 under "IFF CHEMICAL HOLDINGS, INC." to briefly explain why "more recent emissions from the facility better reflect how the facility has operated recently and how it is expected to operate in the future."

We look forward to continuing to work with you and your staff. If you have any questions, please contact Ms. Pepa Sassin, Chief, Air Regulatory Management Section at (404) 562-9075, or have your staff contact Ms. Pearlene Williams at (404) 562-9144.

Sincerely,

SOLOMON SPARKS

Digitally signed by SOLOMON
SPARKS
Date: 2021.07.07 09:49:59 -04'00'

A handwritten signature in cursive script that reads "for Lynorae Benjamin".

Lynorae Benjamin
Chief
Air Planning and Implementation Branch

DEP Response to EPA Comments

Response to EPA comments:

Comment 1:

The Department has addressed this comment in Table 13-4 and Table 13-5 in Section 13.3.1.3 in the document *“Florida Regional Haze Plan for the Second Implementation Period.”* The Department included an estimate of emission reductions from 2014 to 2019 in these tables.

Comment 2:

The Department will update the permit conditions for WestRock Fernandina Beach No. 7 Power Boiler in Permit No. 0890003-072-AC to include monitoring, reporting, and recordkeeping requirements. The updated permit conditions will be included in the supplemental SIP that the Department commits to submitting to supplement this SIP.

Comment 3:

The Department has addressed this comment in Section 7.6.4 in the document *“Florida Regional Haze Plan for the Second Implementation Period”* by including the following explanation regarding why recent facility emissions better reflect future operations: “From 2016 to 2020, turpentine throughput at the facility decreased 27% compared to the prior 10 years and percent total sulfur in crude sulfate turpentine processed by the facility (the main source of SO₂ emissions) has decreased 16% compared to the prior 10 years. This level of activity is expected to continue through the foreseeable future.”