

**Wisconsin Department of Natural Resources
Natural Resources Board Agenda Item**

SUBJECT:

Request that the Board adopt Board Order AM-08-11, proposed rules affecting chapters NR 404 and 484 related to National Ambient Air Quality Standards (NAAQS) for Nitrogen Dioxide (NO₂) and Sulfur Dioxide (SO₂)

FOR: August 2015 Board meeting

PRESENTER'S NAME AND TITLE: David Bizot, Chief, Regional Pollutant and Modeling Section, Bureau of Air Management

SUMMARY:

On February 9, 2010, the U.S. EPA promulgated a 1-hour primary NAAQS for NO₂ at a level of 0.100 parts per million (100 parts per billion) (75 FR 6474). In addition, the U.S. EPA promulgated a 1-hour primary NAAQS for SO₂ at a level of 0.075 parts per million (75 parts per billion) on June 22, 2010 (75 FR 35520). Section 227.11(2)(a), Stats. expressly confers rule making authority to an agency. Section 285.21(1)(a) requires that the Department promulgate by rule ambient air quality standards that are similar to, but not more restrictive than the National Ambient Air Quality Standards (NAAQS). Section 285.11(1) and (6), Stats. requires that the Department promulgate rules and establish control strategies in order to prepare and implement the State Implementation Plan for the prevention, abatement and control of air pollution in the state. The Department is therefore proposing adoption of exactly the same values as the federal standards for NO₂ and SO₂ and revision of ch. NR 484 to include references to applicable U.S. EPA data handling conventions for NO₂ and SO₂.

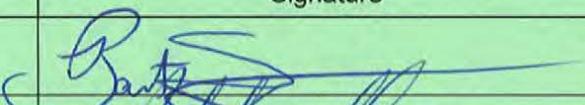
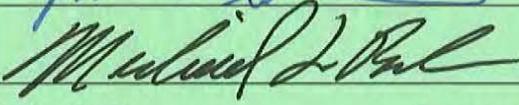
In September 2012, a solicitation was sent to over 600 sources, seeking information and advice on the economic impacts of the proposed rule. Five commentors responded. The Department prepared an Economic Impact Analysis which was included in public hearing materials.

A public hearing on order AM-8-11 was held on May 21, 2015 in Madison. Two public comments (Wisconsin Paper Council and Wisconsin Manufacturers and Commerce) were received during the public comment period. The commentors acknowledged the need to promulgate the NAAQS, but expressed concerns regarding how the agency was going to implement the standards into permits for sources. As a result of comments on the implementation of the standards, the Department will work with sources to implement the proposed standards in a way that is as flexible and cost-effective as possible.

RECOMMENDATION: That the Board adopt Board Order AM-08-11.

LIST OF ATTACHED MATERIALS (check all that are applicable):

- | | |
|---|---|
| <input checked="" type="checkbox"/> background memo | <input type="checkbox"/> Attachments to background memo |
| <input checked="" type="checkbox"/> Fiscal estimate and economic impact analysis (EIA) form | <input type="checkbox"/> Environmental assessment or impact statement |
| <input type="checkbox"/> Response summary | <input checked="" type="checkbox"/> Board order/rule |

Approved by	Signature	Date
Bart Sponseller, Air Program Director		7/8/15
Patrick Stevens, AWaRe Division Administrator		7/15/15
Cathy Stepp, Secretary		7/15/15

cc: Board Liaison - AD/8

Mike Szabo - LS/8

Department rules officer - LS/8

DATE: July 10, 2015

TO: All Members of the Natural Resources Board

FROM: Cathy Stepp, Secretary

SUBJECT: Background memo on Board Order AM-08-11, relating to adoption of National Ambient Air Quality Standards (NAAQS) for Nitrogen Dioxide (NO₂) and Sulfur Dioxide (SO₂)

1. Subject of Proposed Rule:

The proposed rule addresses adoption of federal 1-hour National Ambient Air Quality Standards (NAAQS) for both Nitrogen Dioxide (NO₂) and Sulfur Dioxide (SO₂) into ch. NR 404, Wis. Adm. Code, and data handling conventions into ch. NR 484, Wis. Adm. Code.

2. Background & Why the rule is being proposed:

The U.S. Environmental Protection Agency (EPA) is required by the federal Clean Air Act to promulgate National Ambient Air Quality Standards (NAAQS) to protect public health (i.e., primary standards) and public welfare (i.e., secondary standards). EPA is required to periodically review and update these standards.

On February 9, 2010, the U.S. EPA promulgated a 1-hour primary NAAQS for NO₂ at a level of 0.100 parts per million (100 parts per billion) (75 FR 6474). In addition, the U.S. EPA promulgated a 1-hour primary NAAQS for SO₂ at a level of 0.075 parts per million (75 parts per billion) on June 22, 2010 (75 FR 35520).

The Department is required by state law (s. 285.21, Wis. Stats.) to promulgate by rule a similar, but no more restrictive, air quality standard when the U.S. EPA promulgates a new or revised NAAQS.

3. Summary of the rule.

The Department is proposing to adopt the revised NAAQS into ch. NR 404, Wis. Adm. Code. In addition, the Department is proposing to revise ch. NR 484, Wis. Adm. Code, to include references to applicable U.S. EPA data handling conventions for NO₂ and SO₂.

4. How does this proposal affect existing policy?

Promulgation of ambient air quality standards similar to, but no more restrictive than NAAQS promulgated by the U.S. EPA is required by state statute and consistent with existing policy to do so. However, comments received through the public hearing process reinforced an effort by the Department to examine how compliance with ambient air quality standards is determined as part of the review process for construction and operation permit applications for air emission sources. This issue is explained in more detail under sections 6 and 8 of this memorandum.

5. Has Board dealt with these issues before?

Since the EPA has revised these NAAQS repeatedly over the years and state law requires the Department adopt these NAAQS into Wisconsin Administrative Code, the Board has dealt with these issues before.

For example, changes to the federal NAAQS for fine particulate matter (PM_{2.5}) standards were adopted in 2010.

Prior Board actions regarding this rule package for the 1-hour NO₂ and SO₂ NAAQS were in 2010 for the approval of the scope statement and in 2011 for authorization for public hearings.

6. Who will be impacted by the proposed rule? How?

Under s. 285.63(1)(b), Wis. Stats., the Department may approve a permit allowing the construction or operation of an air emission source if in part “The source will not cause or exacerbate a violation of any ambient air quality standard promulgated under s. 285.21(1)[, Wis. Stats.]”. Upon promulgation by the U.S. EPA of the 1-hour primary NO₂ and SO₂ NAAQS in 2010, proposed new or modified sources located in attainment areas nationwide with significant emission increases (major sources) were required to demonstrate compliance with these standards as part of the federal major source permitting program. The Department implements this federal major source permitting program through state rules which must be consistent with U.S. EPA regulations, and which include the methods by which the Department makes a determination that a source will not cause or exacerbate a violation of any ambient air quality standard. These major sources are therefore unaffected by the proposed promulgation of the NAAQS into state rule.

Promulgation of these ambient air quality standards into state rule under s. 285.21(1), Stats., means that the Department will also have to determine that operation, construction, or modification of other sources will not cause or exacerbate a violation of the proposed ambient air quality standards for NO₂ and SO₂ prior to approving a permit. For these other sources, the Department has flexibility in the methods used to make this determination. Department policy on this issue will be examined and changes made as appropriate and consistent with the commitment made in response to comments received during the public hearing process as summarized in section 8 of this memorandum.

7. Soliciting public input on economic impact synopsis.

The Department requested information and advice on the economic effects of the proposed rule in September 2012 with a 30 day comment period that ended on October 12, 2012. This request was sent out to about 600 industries, government agencies, trade groups, non-governmental organizations and other interested parties. Five comments were received. See the economic impact analysis for more details about these comments. The economic impact analysis that the Department prepared assumed that many of these potentially affected sources would use air dispersion modeling as the air quality assessment tool and a subset of those sources would also need to mitigate their ambient air impacts in order to meet the 1-hour standards. See the economic impact analysis for more information of estimated numbers of affected facilities and mitigation costs as well as an estimation of the benefits that would result from lowered air pollutant concentrations on public health costs. The economic impact analysis was completed and included with the materials that were supplied to the public for the public hearing on the proposed rule.

8. Public Hearing Synopsis and response to comments

The public hearing was held on May 21, 2015 and the public comment period ended on May 28, 2015.

Mr. Mike Friedlander (Program and Policy Analyst for the Department Air Program) was the hearing examiner. Mr. Jeff Myers (Environmental Toxicologist for the Department Air Program) presented information about the proposed rule changes. The hearing was attended by one person, who did not supply testimony and who listed their position on the rule as “as interest may appear” on the hearing appearance form.

The Department also received written comments via email on Board Order AM-08-11 from two entities, the Wisconsin Paper Council and Wisconsin Manufacturers & Commerce. Both commenters acknowledge the Department must incorporate these NAAQS) into the state administrative code, while

raising concerns about how these standards will be implemented through the air permit process. Specifically, both commenters are concerned that adopting these NAAQS would require additional air dispersion modeling and engineering analyses as a condition for receiving air permits. They specifically note numerous technical and practical concerns with conducting such modeling in support of these standards.

The Department appreciates these comments and agrees that if the proposed ambient air quality standards were implemented as was done historically, several practical and technical concerns would arise. Specifically, the Department agrees that modeling is not the only method available to demonstrate that a particular source will not “cause or exacerbate” a violation of these standards when a source is applying for an air permit. The Department has flexibility under existing law to demonstrate protection of these proposed standards through its permitting process in ways other than modeling, and commits to exploring with affected parties how to use this flexibility to identify technically-sound alternatives to modeling when implementing these ambient air quality standards.

9. Environmental Analysis

Under s. NR 150.20 (2) (a) 23., Wis. Adm. Code, of emergency rules currently in affect, promulgation of permanent administrative rules under ch. 227, Stats., constitutes an equivalent analysis action and therefore additional environmental analysis under ch. NR 150 is not required. In addition, under s. NR 150.35 (1), Wis. Adm. Code, of these same emergency rules, actions under s. NR 150.20 (2) (a) are compliant with the Wisconsin Environmental Protection Act (WEPA) and do not require a determination of compliance prior to the action being taken, in this case, the promulgation of permanent rules. These emergency rules can be found in Sections 26 and 34 of Natural Resources Board emergency order OE-20-14(E) by clicking on EmR1517 at <http://docs.legis.wisconsin.gov/code/register/2015/714A3/register>

10. Small Business Analysis

Small businesses may be minor sources of air pollution and require air pollution control permits and therefore be affected by the adoption of the proposed ambient air quality standards. The Department has adopted simplified permits, for example registration and general permits, to assist smaller sources, including those owned by small businesses, with the permitting process. The Department is also in the process of expanding certain exemptions and making other changes that will reduce the number of smaller sources that must obtain a permit or qualify the source for a simplified permit. These recent and ongoing changes, together with the commitment to explore with affected parties the use of flexibility to identify technically-sound alternatives to modeling when implementing these ambient air quality standards will reduce the impact of these standards on small businesses. In addition, the Department’s Small Business Environmental Assistance Program is available to provide a comprehensive set of resources and tools to assist small businesses in complying with federal and state air pollution requirements.

No new reporting, recordkeeping, or notification requirements affecting small or other businesses are proposed.

ADMINISTRATIVE RULES Fiscal Estimate & Economic Impact Analysis

1. Type of Estimate and Analysis

Original Updated Corrected

2. Administrative Rule Chapter, Title and Number

NR 404 – Ambient Air Quality and NR 484 – Incorporation by Reference

3. Subject

Incorporation of federal 1-hour National Ambient Air Quality Standards (NAAQS) for sulfur dioxide (SO₂) and nitrogen dioxide (NO₂) into the Wisconsin administrative code.

4. Fund Sources Affected

GPR FED PRO PRS SEG SEG-S

5. Chapter 20, Stats. Appropriations Affected

s. 20.370 (2) (bg), (bh), and (ci), Stats.

6. Fiscal Effect of Implementing the Rules

No Fiscal Effect Increase Existing Revenues Increase Costs
 Indeterminate Decrease Existing Revenues Could Absorb Within Agency's Budget
 Decrease Cost

7. The Rule Will Impact the Following (Check All That Apply)

State's Economy Specific Businesses/Sectors
 Local Government Units Public Utility Rate Payers
 Small Businesses (if checked, complete Attachment A)

8. Would Implementation and Compliance Costs Be Greater Than \$20 million?

Yes No

9. Policy Problem Addressed by the Rule

Section 285.21, Wis. Stats., requires the Department of Natural Resources to promulgate by rule a similar, but no more restrictive, air quality standard whenever the U.S. EPA promulgates a new or revised NAAQS. On February 9, 2010 and June 22, 2010 the U.S. EPA promulgated 1-hour primary NAAQS for NO₂ and SO₂, respectively. The Department is proposing to promulgate these same standards by rule consistent with state law.

10. Summary of the businesses, business sectors, associations representing business, local governmental units, and individuals that may be affected by the proposed rule that were contacted for comments.

In September 2012, a request for information and advice on the economic effects of the proposed rule was sent to approximately 600 businesses, business associations, environmental advocacy groups, and other interested stakeholders. This request was also posted on Department internet pages and other internet pages related to state agency rulemaking. Comments and information were received from 5 organizations; two environmental engineering consulting firms, one company from the pulp and paper industry, one company from the electric utility sector, and one statewide business association. See Appendix A to the attached Economic Impact Analysis for Board Order AM-08-11 for the specific information and comments provided.

11. Identify the local governmental units that participated in the development of this EIA.

No local governmental units requested the opportunity to coordinate with the Department in preparation of the EIA.

12. Summary of Rule's Economic and Fiscal Impact on Specific Businesses, Business Sectors, Public Utility Rate Payers, Local Governmental Units and the State's Economy as a Whole (Include Implementation and Compliance Costs Expected to be Incurred)

ADMINISTRATIVE RULES Fiscal Estimate & Economic Impact Analysis

See attached Economic Impact Analysis for Board Order AM-08-11.

13. Benefits of Implementing the Rule and Alternative (s) to Implementing the Rule

See attached Economic Impact Analysis for Board Order AM-08-11. Since state statute mandate the promulgation of these ambient air quality standards, no alternatives were evaluated.

14. Long Range Implications of Implementing the Rule

Implementing these rules will result in progress towards meeting the National Ambient Air Standards for SO₂ and NO₂. In addition, there will be less exposure to these respiratory irritants, reductions in ozone and particulate matter exposures and lowered health costs associated with exposure to air pollution.

15. Compare With Approaches Being Used by Federal Government

The Department is proposing to promulgate the same 1-hour standards for SO₂ and NO₂ that were promulgated by the U.S. EPA.

16. Compare With Approaches Being Used by Neighboring States (Illinois, Iowa, Michigan and Minnesota)

All states must meet these Federal National Ambient Air Quality Standards without exception.

<h3>17. Contact Name</h3> <p>Jeff Myers</p>	<h3>18. Contact Phone Numbers</h3> <p>608.266.2879</p>
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This document can be made available in alternate formats to individuals with disabilities upon request.

ATTACHMENT A

1. Summary of Rule's Economic and Fiscal Impact on Small Businesses (Separately for each Small Business Sector, Include Implementation and Compliance Costs Expected to be Incurred)

The Department found no evidence that specific small businesses or small business sectors would be impacted by the proposed rule. See the attached Economic Impact Analysis for Board Order AM-08-11 for discussion of small emission units or sources. The Department did not received any information or comments from specific small businesses or small business sectors in response to its request for information for the preparation of this EIA.

2. Summary of the data sources used to measure the Rule's impact on Small Businesses

3. Did the agency consider the following methods to reduce the impact of the Rule on Small Businesses?

- Less Stringent Compliance or reporting Requirements
- Less Stringent Schedules or Deadlines for Compliance or Reporting
- Consolidation or Simplification of Reporting Requirements
- Establishment of performance standards in lieu of Design or Operational; Standards
- Exemption of Small Businesses from some or all requirements
- Other, describe:

4. Describe the methods incorporated into the Rule that will reduce its impact on Small Businesses

ADMINISTRATIVE RULES
Fiscal Estimate & Economic Impact Analysis

5. Describe the Rule's Enforcement Provisions

6. Did the Agency prepare a Cost Benefit Analysis (if Yes, attach to form)

Yes No

Adoption of the Proposed 1-Hour Nitrogen Dioxide and Sulfur Dioxide National
Ambient Air Quality Standards into the State Administrative Code

Economic Impact Analysis
For
Board Order AM-08-11

Prepared
January 29, 2015

By
The Wisconsin Department of Natural Resources
Bureau of Air Management

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Executive Summary

The U.S. Environmental Protection Agency (EPA) issued revised National Ambient Air Quality Standards (NAAQS) for nitrogen dioxide (NO₂) on February 9, 2010, and sulfur dioxide (SO₂) on June 22, 2010. The Wisconsin Department of Natural Resources must adopt these standards into the state administrative code (state rule) in accordance with s. 285.21, Wis. Stats. Before incorporating the SO₂ and NO₂ NAAQS into state rule, the Department must also prepare an economic impact analysis (EIA) addressing the economic effect on specific businesses, business sectors, public utility ratepayers, local governmental units, and the state's economy as a whole in accordance with s. 227.137, Wis. Stats. The Department developed this report to fulfill the EIA requirement.

In preparing the EIA, the Department solicited information from approximately 600 businesses, business associations, public utility ratepayers and local governments. The Department then estimated the number of facilities that may potentially exceed the NAAQS. A number of variables affect whether a facility may exceed the NAAQS, including pollutant emission rates, flue stack heights, exit gas velocities, and the number of emission units at the facility. Due to the complex interaction of these factors, the Department cannot identify which specific facilities will have to take actions and the exact extent of that action in meeting the NAAQS without first conducting air quality (AQ) modeling specific to each facility. In place of site specific modeling, the Department used general AQ trends related to various emission levels and factors (derived from existing modeling results) to estimate which facilities could potentially exceed the NAAQS. The Department then assumed actions necessary to reduce pollutant concentrations. The Department used this information to estimate a range of annualized cost associated with reducing pollutant concentrations. The Department also estimated benefits (using EPA identified factors) of avoided health care (benefit) that could potentially have resulted from exposure to fine particulates formed from the SO₂ and nitrogen oxide (NO_x) emissions that are avoided under the analysis. The Department's estimate of affected facilities and the annual cost and benefit are summarized in Table ES1. The addition of the cost and benefit yields the net economic impact (a positive economic impact means there is a net benefit).

Table ES1. Annualized Economic Impact of the NO₂ and SO₂ NAAQS (\$/year).

NAAQS	No. of Facilities Performing Assessments	No. of Facilities Implementing Mitigation	Total Annualized Cost	Total Annualized Benefit	Total Annualized Net Economic Impact
NO ₂	319 – 947	231 – 319	\$644,408 – \$2,771,127	\$1,051,444 – \$5,315,000	\$407,036 - \$2,543,873
SO ₂	231 - 319	51 – 55	\$111,893 - \$4,838,020	ND - \$35,520,000	(\$111,893) – \$30,681,980

ND – Not determined.

Methodology – see EPA Costing methods used in refs. 4, 5, and 6, and sections 4, 5, and 6 in this report.

Note: The costs and benefits are presented as ranges due to uncertainties in the analysis, including significant uncertainty regarding which sources will actually need to reduce emissions in order to meet the NAAQS. The total benefits do not include the benefits related to actions which reduce pollutant concentrations through better dispersion (raising stack heights). Therefore benefits are under-estimated in all cases for both pollutants. For SO₂, there is no lower benefit determined as raising stack heights is the sole action applied for this range.

Currently, the Department reviews the status of NAAQS compliance when renewing operating permits every five years. Therefore, the full economic impact of adopting the NAAQS identified in Table ES1 could be fully realized within five years. However, the Department is currently proposing a rule change where smaller, lower emitting facilities (minor sources) will not renew operating permits. As a result, these minor facilities would only be subject to review of NAAQS compliance when obtaining

construction permits to increase emissions. Under the proposal to eliminate operating permit renewals for minor sources, the Department estimates that major sources could potentially incur 35 percent of the economic impact identified in Table ES1 within five years and minor sources, based on historic permitting activity, could incur the remaining 65 percent of economic impact over 22 years for NO_x-emitting facilities and over eight years for SO₂-emitting facilities.

1. Introduction

The U.S. Environmental Protection Agency (EPA) issued a revised National Ambient Air Quality Standard (NAAQS) for nitrogen dioxide (NO₂) on February 9, 2010, and for sulfur dioxide (SO₂) on June 22, 2010. Both of these revised NAAQS are primary 1-hour standards with maximum NO₂ concentrations not to exceed 100 parts per billion (ppb) and maximum SO₂ concentrations not to exceed 75 ppb.

The Wisconsin Department of Natural Resources must adopt the new SO₂ and NO₂ NAAQS into the state administrative code (state rule) in accordance with s. 285.21, Wis. Stats. To fulfill this state requirement, the Department initiated rulemaking under Board Order AM-08-11. The Department must also prepare an economic impact analysis (EIA) addressing the economic effect on specific businesses, business sectors, public utility ratepayers, local governmental units, and the state's economy as a whole in accordance with s. 227.137, Wis. Stats. The economic impact must address implementation and compliance cost as required under s. 227.137(b), Wis. Stats., and actual and quantifiable benefits as required under s. 227.137(c), Wis. Stats. The Department developed this report to fulfill the EIA requirement.

Note: This document refers to both NO₂ and NO_x. For clarification, NO₂ is the pollutant regulated by the federal 1-hour NAAQS. However, NO₂ is not emitted directly from emission units, but is the result of NO_x emissions being converted to NO₂ by ozone and sunlight or other similar oxidation pathways. Therefore, NO_x is the pollutant controlled for purposes of meeting the NO₂ NAAQS.

2. Overview of Methods and Rationale

To prepare an EIA, the Department is required to solicit and consider information from potentially affected facilities, businesses and associations, local units of government, utility ratepayers and individuals. The Department contacted over 600 entities, requesting information concerning the potential economic impact of the new NAAQS. The Department received a limited number of responses: two from engineering consultant firms representing a number of affected sources, two from potentially affected facilities, and one from a business association. These entities commented on efforts needed to determine their facilities' air quality impacts, the types of emissions units at their facilities that may exceed the NAAQS, potential emission reduction strategies and control equipment that might be needed to reduce pollutant air concentrations, and the costs associated with these strategies and controls. The comments also highlighted that many sources are not certain what compliance actions, if any, would be needed to meet the NAAQS. The comments received are provided in Appendix A.

Due to the limited nature of the information received under the solicitation, the Department prepared an analysis to more comprehensively estimate the statewide economic impact of adopting the NAAQS into state rule. The information received from the stakeholder solicitation informed the analysis. The general methods of the extended Department analysis and a summary of results are presented in this document.

In preparing the analysis, the Department identified which facilities statewide might potentially be affected by the NAAQS by comparing actual facility emissions to the results of various existing air

quality modeling results and studies. The Department then applied actions at these facilities to reduce pollutant concentrations consistent with meeting the NAAQS. For this pool of affected facilities, the Department estimated the costs and benefits associated with meeting these targeted pollutant concentrations. Two primary costs are estimated: 1) the cost of engineering assessments and air quality modeling which would potentially be needed to determine whether a facility would exceed the NAAQS; and 2) the cost of reducing pollutant concentrations by raising stack heights, installing control equipment, fuel switching or a combination of these measures. The Department refers to these options for reducing pollutant concentrations as “mitigation” measures throughout the analysis. The Department also estimated the monetized benefit of reducing pollutant emissions. EPA identified that reducing NO_x and SO₂ will reduce exposure to fine particulate and associated health care costs. These benefits are estimated following EPA methodologies (see references 6 and 7).

The Department annualized both the costs and benefits for each pollutant. “Annualized” means that the one-time up-front (capital) cost, such as the cost of determining a facility’s air quality status or implementing mitigation measures, is broken into a stream of annual payments over an appropriate timeframe (e.g., a five year business cycle, the life of equipment, etc...). The annualization of capital costs is similar to obtaining a loan and establishing a payment schedule. The annual cost of operating and maintaining the mitigation measures is added to the annualized capital costs to yield a total annualized cost. The monetized benefits are by default annualized as they are based on the amount of emissions reduced each year on an ongoing basis. The total annualized costs and benefits are then compared to estimate the total net economic impact for each pollutant.

The Department evaluated the rate at which facilities will potentially incur the economic impact estimated in this analysis. Under current state requirements, facilities will have to assess compliance with the NAAQS when renewing operating permits every five years. This theoretically means that the economic impact would be realized within five years of adopting the NAAQS into the state administrative code. However, the Department prioritizes the review of operation permit renewal applications based on status under Title V of the Clean Air Act. As a result, operation permit renewals for lower emitting sources are unlikely to be reviewed on the five year schedule. To align with this reality and more closely reflect federal requirements for the permitting program, the Department is currently proposing to modify the renewal requirement such that facilities that potentially emit below federal thresholds for major sources will not renew their operating permits. These permits will still need to be periodically revised to incorporate new construction permit requirements or when modifying the facility to increase emissions and such revisions will include an evaluation of the NAAQS. Therefore, an assessment of how this proposed change affects the rate of economic impact is included in this analysis.

3. Potentially Affected Facilities

The Department first identified which facilities may be affected by the NAAQS. To do this, the Department reviewed results of air quality modeling analyses for emission sources that have recently undergone permitting actions. The review served as the basis for identifying types of emission units, as identified in Table 1, which have the potential to produce substantial ambient air concentrations of NO₂ or SO₂ and may produce conditions at a facility exceeding the NAAQS. This review also showed that emission units have different characteristics of emission rates, flue gas velocities and temperatures, and stack heights, etc... which affect the ambient air concentrations of NO₂ or SO₂. In these exercises, NO₂ concentrations were extrapolated from the modeled NO_x emissions. The Department also reviewed generic air quality modeling of various surrogate emission sources as part of this evaluation.^{1, 2, 3}

Table 1. Source Types Evaluated for NO₂ and SO₂ Ambient Air Concentrations.

NO ₂ NAAQS	SO ₂ NAAQS
Solid-fuel-fired boilers	Boilers firing coal or petroleum coke
Metal furnaces	Metal furnaces firing coal
Boilers, heaters and processes	Boilers, heaters and processes firing distillate or residual oil
Asphalt plants	Asphalt plants firing distillate or residual oil
Oil refinery processes	Oil refinery processes
Reciprocating engines	Reciprocating engines firing distillate oil or biogas
Combustion turbines	
Lime kilns	
Glass furnaces	
Waste incinerators	

The Department's review of air quality modeling results and studies indicated several major trends:

- High emission rates for short periods can cause a facility to exceed the 1-hour NAAQS.
- Units emitting at relatively low levels can exceed the NAAQS if the flue stack is too low or dispersion conditions are poor (e.g. reciprocating engines).
- Emission units can emit relatively large amounts of pollutants and not exceed either NAAQS if emission stacks are of sufficient height (e.g. coal fired boilers).
- Even if individual emission units at a facility do not exceed a NAAQS, multiple emission units operating simultaneously at the same facility may cause pollutant concentrations to exceed the NAAQS.

The Department used the findings of the air quality analyses for the different source categories to screen for facilities in Wisconsin whose emission levels indicate that they may need to take steps to reduce SO₂ or NO₂ concentrations to meet the respective NAAQS. The number of emission units and facilities identified by this evaluation are summarized in Table 2.

In identifying these potentially affected facilities, the Department also applied the following assumptions:

- The Department assumed that no facility emitting less than one ton of either NO_x or SO₂ in 2011 would exceed the respective standard, and excluded these facilities from the analysis.
- The Department determined facilities' potential to exceed the NAAQS using their emissions units' actual emission levels reported in 2011. In some cases, adjustments were applied to account for the fact that higher short-term emission rates may occur that could exceed the standards.
- The Department excluded facilities/emission units from the analysis if the relevant pollutant is already controlled or will be controlled under existing regulations such as the Clear Air Interstate Rule, Mercury and Air Toxics (MATS) rule, or the Industrial, Commercial and Institutional (ICI) Boiler rule in a manner that is anticipated to address the NAAQS. Specifically, for the SO₂ analysis, coal fired boilers are excluded if reductions in hydrochloric acid (HCl) emissions needed to meet the ICI Boiler rule appear to be comparable to the needed SO₂ NAAQS reductions.
- Small boilers and processes, process heaters, oil-fired asphalt plants, and reciprocating engines tend to have shorter stacks and poor air dispersion characteristics. The Department assumed that these sources have the potential to exceed the NAAQS regardless of emission levels.

Table 2. Wisconsin Facilities That May Potentially Need to Reduce Pollutant Emissions to Meet the NAAQS.

NO ₂ NAAQS			SO ₂ NAAQS		
Source Category	No. of Facilities	No. of Emission Units	Source Category	No. of Facilities	No. of Emission Units
Boilers – solid fuel	15	24	Boilers – solid fuel	1	2
Lime kilns	4	8	Metal furnaces – solid fuel	2	4
Waste incinerators	1	2	Refinery Processes	1	1
Glass furnaces	2	2	Boilers, asphalt plants, processes – distillate oil	22	27
Metal furnaces	14	23	Boilers, asphalt plants – residual oil	20	26
Boilers – gaseous and oil	71	135	Engines - diesel	6	8
Processes	35	52	Engines - biogas	3	8
Process heaters	64	111			
Combustion turbines	19	33			
IC (internal combustion) engines	94	150			
Total	319	540	Total	55	76

Note: this screening level analysis identifies likely emissions trends among potentially affected facilities. The Department cannot accurately identify whether any individual facility will exceed the NAAQS without performing detailed air quality analysis that takes into account the processes and site conditions specific to the facility.

4. Costs

The Department estimated two main types of cost associated with facilities' compliance with the NO₂ and SO₂ NAAQS. The first is that of assessing and modeling the air quality status of a facility to determine whether it exceeds the NAAQS. The second estimated cost is for the actions that may be needed in reducing (mitigating) pollutant concentrations to levels meeting the standard.

4.1. Air Quality Assessment and Modeling

Several comments received from stakeholders in response to the Department's solicitation for information suggested that facility operators will have to perform air quality assessments and modeling to determine whether they need to reduce emissions in meeting the NAAQS. While it is not a requirement for facilities to perform and submit air quality modeling results with permit applications, most applicants prefer to have an idea of their air quality modeling results before submitting an application to the Department. For this reason, the Department estimated the assessment cost of the facility operators performing all of the necessary air quality modeling.

Based on past experience and working with private consultants performing modeling analyses, the Department estimated cost factors for calculating the assessment and air quality modeling costs. The cost factors are presented in Table 3.

Table 3. Cost Factors for Applicability Assessment and Air Quality Modeling.

Cost Factor	NO ₂	SO ₂
Facility Time (Hr)	27	4
Facility Pay Rate (\$/Hr)	100	100
Consultant Time (Hr)	9	2
Consultant Pay Rate (\$/Hr)	150	150

For each pollutant, the Department estimated the number of facilities that may perform engineering assessments and air quality modeling under two cases. The high cost case assumes that all facilities with emissions greater than one ton per year (in 2011) will undertake a full assessment. The Department believes this scenario is highly unlikely and that many sources will identify their air quality compliance status based on available information. This high cost case is used to bracket the upper end of the cost. The low cost case assumes that only those facilities that need to mitigate emissions (as indicated by this analysis) would have a full assessment performed.

The number of facilities included in the high and low cost cases is shown in Table 4, along with the calculated cost of performing assessments. The total cost was derived by multiplying the number of facilities by the cost factors in Table 3. The total cost was then annualized using a capitalization factor of 23 percent which assumes paying the debt over five years at an interest rate of 5%. The capitalization factor is calculated using the capitalization equation provided in the EPA Control Cost Manual, Sixth Edition (Document Number EPA/452/B-02-001).

Table 4. Estimated Cost of Air Quality Modeling Assessments and Planning.

Cost Case	NO ₂		SO ₂	
	Low	High	Low	High
No of Facilities	319	943	55	297
Total Cost (\$)	1,219,950	3,819,150	38,500	207,900
Annualized Cost (\$)	298,408	882,127	8,893	48,020

4.2. Mitigation Cost

The Department estimated the mitigation cost for all facilities statewide, as identified in Section 3 that may exceed the NAAQS. The emission level targeted in meeting the NAAQS for each facility took into account the type of emission units at each facility and their associated pollutant concentration trends indicated by existing air quality modeling. Using this information the Department developed two cost cases for mitigating emissions.

The first, lower cost case estimated by the Department consists of the measures most likely needed and potentially adequate in mitigating (reducing) pollutant ambient air concentrations to meet the NAAQS. This case is referred to as the “Moderate” mitigation case. For most emission sources, the first least cost mitigation measure employed is increasing stack heights to increase dispersion and reduce pollutant concentrations at ground level. Consistent with guidance for good engineering practices (GEP), the Department assumed that no stack would be raised higher than 213 feet. If stacks cannot be raised to a

height sufficient to meet the NAAQS as indicated by AQ modeling trends, the Department assumed additional control equipment would be installed to reduce pollutant emissions to the necessary level.

The Department also developed a second “High” cost case to address uncertainties in the analysis including those associated with determining actual emission levels, the feasibility and cost of mitigation options, and uncertainties of pollutant concentrations in meeting the NAAQS. For the majority of facilities, the high cost case applies emission controls in addition to the low cost mitigation measures.

Additional elements of the cost analysis include the following:

- When multiple emission units are located at one facility, the Department applied presumptive controls in order of least capital cost and to the extent that an emissions unit contributes to exceeding the NAAQS. For example, a coal-fired boiler at a facility, while emitting in higher quantities, typically disperses emissions well and likely would not exceed the NAAQS by itself. A reciprocating engine at a facility may add enough emissions under poor air dispersion conditions to cause the facility, in combination with the boiler, to exceed the NAAQS. In this case, if controlling the reciprocating engine costs less in total, the Department first applies mitigation to the reciprocating engine to attempt to reduce pollutant concentrations to acceptable levels.
- In many cases, the Department applied stack modifications as the primary means of reducing NO₂ concentrations. For the SO₂ standard, the Department assumed the stacks were already modified for the NO₂ standard, in order to avoid double counting the costs of stack modifications.
- The Department assumed that individual emission units emitting less than one ton of NO_x per year are backup or emergency units. Therefore, mitigation strategies are not applied to these units.
- The Department annualized capital costs using a capitalization factor based on the expected lifetime of the equipment and an interest rate of 9.7 percent. The capitalization factor is calculated according to the EPA Control Cost Manual, Sixth Edition (Document Number EPA/452/B-02-001). Operating costs are included where appropriate.

Table 5 summarizes the estimate of potential mitigation costs. It should be noted that the primary option used in all cases is to increase the stack height. This action results in better dispersion, thereby reducing the pollutant concentration in the air and thus reduces human exposure. However, this reduction in concentration by raising stack heights does not result in a reduction in total pollutant emitted. Therefore emission reductions in Table 5 are only related to actions which reduce the amount of pollutant being emitted by either installing control equipment or switching to lower emitting fuels. This is evident in the “Moderate” SO₂ case which relies solely on increasing stack heights and does not include actions to reduce emissions. Therefore, emission reductions and cost-effectiveness are not applicable for this case as shown in Table 5. The use of actions which reduce pollutant concentrations, but not total emissions, is a limiting factor in the ability to estimate the benefit for all of the mitigation cases. The impact of this issue is further discussed in Section 5.

Further details of the estimated mitigation costs by source category, including the number of affected facilities, applied mitigation measures, emission reductions, and cost are provided in Appendix B.

Table 5. Summary of Estimated Mitigation Cost.

Cost Case	NO _x		SO ₂	
	Moderate	High	Moderate	High
No. of Facilities w/ Mitigation	231	319	51	55
Capital Cost	\$3,032,000	\$8,386,000	\$818,000	\$1,706,000
Annualized Mitigation Cost	\$346,000	\$1,883,000	\$103,000	\$4,790,000
Reduced Emissions (tons/year)	332	1,063	Not Applicable	1,184
Cost Effectiveness (\$/ton reduced)	1,042	1,772	Not Applicable	4,044

4.3. Costs Not Addressed in the Analysis

This analysis may not account for all significant costs of a facility complying with the NAAQS. For example, there may be cases where facilities that do not currently monitor NO₂ or SO₂ emissions will need to install equipment capable of monitoring these pollutants. As another example, a facility could potentially take a permit restriction to curtail operation to avoid exceeding the NAAQS. The Department cannot estimate the cost of curtailing unit operation as part of this analysis, but assumes that this cost would be less than the cost of the mitigation measures evaluated in the analysis. Regardless, the Department acknowledges that there are likely costs that have not been or cannot be quantified in the analysis at this point.

5. Benefits

EPA indicates that one of the main benefits of adopting the new NAAQS is the avoided health care costs associated with human exposure to fine particulate formed in the atmosphere from NO_x and SO₂ emissions. Fine particulate (also called PM_{2.5}) affects respiratory and cardiovascular health and is associated with premature mortality among people with lung or heart disease.⁴ Due to the severity of this health effect, the health care benefits from reducing fine particulate emissions are relatively large compared to the health effects related to direct NO_x and SO₂ exposure. Avoided fine particulate health care cost factors for each ton of NO_x or SO₂ reduced are provided in Tables 6 and 7. These factors are obtained from EPA's regulatory impact assessments used to support adoption of the more stringent 2010 NAAQS^{5,6}. The factors differ broadly across major source categories because, on the whole, EGUs emit pollutants from very tall stacks with good dispersion thereby reducing human exposure to each ton of pollutant. Whereas on the other extreme, area and mobile sources typically emit at relatively low heights, and many times, under poor dispersion conditions which results in high pollutant concentrations at heights yielding direct human exposure.

Table 6. Avoided Fine Particulate Health Care Cost Associated with Reducing SO₂ Emissions (\$/ton reduced in 2006\$).

Source Type	Low	High
EGU	\$42,000	\$100,000
Point (Non-EGU)	\$30,000	\$74,000
Area	\$19,000	\$47,000

Source: Table 5.9, US EPA's regulatory impact assessment for meeting the SO₂ NAAQS.⁴

EGU – electric generating unit.

Point – refers to non-EGU stationary sources.

Area – small sources that typically exhaust emissions at low elevations.

Table 7. Avoided Fine Particulate Health Care Cost Associated with Reducing NO_x Emissions (\$/ton reduced in 2006\$).

Source Type	Low	High
EGU	\$7,600	\$19,000
Point (Non-EGU)	\$5,000	\$12,000
Mobile Sources	\$5,200	\$13,000
Area ^a	\$3,167	\$7,600

Source: Table 5.7, US EPA's regulatory impact assessment for meeting the NO₂ NAAQS.⁵

EGU – refers to electric generating unit.

Point – refers to non-EGU stationary sources.

Mobile Sources – refers to emissions from automobile and truck traffic and other sources that emit while on the move.

a) The values for area sources are extrapolated based on the point (non-EGU) values and the difference between the stationary and area source avoided-cost factors presented in Table 6.

The Department believes that the “point” and “area” source cost factors for each pollutant in Tables 6 and 7 most closely represent the stationary sources in Wisconsin that may need to reduce emissions in meeting the NAAQS. To avoid overestimating benefits, the Department opted to use the “low” cost factors in this analysis. One reason to use the low cost factors is because the high cost factors are more likely to represent facilities that lie in densely populated areas where more people are affected by the pollutant. Wisconsin is a less urbanized state with many facilities operating in the more rural areas of the state.

The avoided health care cost is calculated in Table 8. The health care cost factors chosen from Tables 6 and 7 are multiplied by the amount of emissions reduced each year under the moderate and high mitigation approaches described in Section 4.2.

Table 8. Estimated Benefit of Reducing NO_x and SO₂ Emissions.

Parameter	NO _x		SO ₂	
	Low Benefit	High Benefit	Low Benefit	High Benefit
Benefit Factor (\$/ton-reduced)	\$3,167	\$5,000	\$19,000	\$30,000
Reduced Emissions Under Each Mitigation Case (tons/year)	<u>Moderate</u> 332	<u>High</u> 1,063	<u>Moderate</u> Not Determined	<u>High</u> 1,184
Total Annual Benefit	\$1,051,444	\$5,315,000	Not Determined	\$35,520,000

Moderate = Moderate Mitigation, High = High Mitigation.

Since this analysis relies on the amount of pollutant reduced, it does not account for the benefit associated with reducing pollutant concentrations by raising stack heights. Because raise stacks is the first, most widely applied least cost option all of the cases shown in Table 8 underestimate the total benefit. This is evident for the “Moderate” SO₂ case where mitigation relies solely on decreasing pollutant concentrations by raising stack heights.

Note: the benefits estimated in this analysis do not account for the avoided costs associated with other effects of SO₂ or NO_x emissions such as acid rain, nutrient enrichment, mercury methylation, visibility, or ozone formation.

6. Net Economic Impact

6.1. Total Net Economic Impact

Table 9 summarizes the costs estimated in Section 4 and the benefits estimated in Section 5 of this analysis. The net economic impact is the result of summing the cost and benefits. As previously discussed in Section 2, this estimate represents a case where all potentially affected facilities become subject to the NAAQS. A positive value in the table under “net economic impact” represents a net benefit.

Table 9. Summary of Economic Impact for All Facilities Statewide.

Evaluated Economic Impacts	NO _x		SO ₂	
	Moderate	High	Moderate	High
FACILITY COST				
Assessment Cost:				
No. of Facilities	319	947	55	297
Capital Cost	\$1,291,950	\$3,819,150	\$38,500	\$207,900
Annual Cost ¹	\$298,408	\$888,127	\$8,893	\$48,020
Mitigation Cost:				
No. of Facilities	231	319	51	55
Capital Cost	\$3,032,000	\$8,386,000	\$818,000	\$1,706,000
Annualized Mitigation Cost	\$346,000	\$1,883,000	\$103,000	\$4,790,000
Reduced Emissions (tons/year)	332	1,063	ND	1,184
Total Cost (Assessment + Mitigation):				
Capital Cost	\$4,251,950	\$12,205,150	\$856,500	\$1,913,900
Annualized Cost	\$644,408	\$2,771,127	\$111,893	\$4,838,020
Reduced Emissions (tons/year)	332	1,063	NA	1,184
Cost Effectiveness (\$/ton reduced)	1,529	2,221	NA	4,068
AVOIDED HEALTH COSTS (BENEFIT)				
Annual Benefit ²	\$1,051,444	\$5,315,000	Not Determined	\$35,520,000
NET ECONOMIC IMPACT (Annual Cost + Annual Benefit)				
Annual Economic Impact ³ (positive values = net benefit)	\$407,036	\$2,543,873	(111,893)	\$30,681,980

- 1) The annualized assessment cost only lasts for five years until the one-time cost is paid. Therefore, the total annual cost will be zero after five years.
- 2) All of the mitigation cases included actions for reducing the concentration of emissions and therefore exposure to the pollutant. However, a factor was not available to attribute a benefit to these actions that only reduced concentrations without reducing the amount of pollutant emitted. A benefit was only determined in cases where total emissions were reduced. Therefore the benefit in all cases is underestimated. In the moderate case for SO₂, the actions solely rely on reducing pollutant concentrations. Therefore no benefit was estimated as represented by the "not determined" insert.
- 3) This net economic impact does not include the economic benefit of actions that reduce pollutant concentrations but which do not reduce total emissions as described in note 2.

6.2. Rate of Economic Impact

According to current state regulations and permitting policy, facilities in Wisconsin must be assessed for compliance with the NAAQS when renewing operation permits or obtaining a minor construction permit to increase allowable emissions. Facilities are required to renew operating permits every five years. The Department deems the renewal of operating permits as presenting the fastest potential schedule for incurring the full NAAQS economic impact as identified in Table 9. However, the Department is currently proposing to modify state requirements such that only facilities with Title V permits (major sources) must renew their operating permits every five years. The remainder of facilities (minor sources) will not have to renew their operating permits, but a NAAQS evaluation would be done when a minor construction permit is requested in order to increase permitted emissions. Currently there are 488

facilities in the state that are major sources with a Title V permit and 894 facilities that have minor source operating permits. This equates to 35 percent of total facilities across both permit categories holding Title V permits and 65 percent holding a minor operating permit.

The Department assessed the rate of economic impact under the proposed change to operating permit renewal requirements. Because of the noted difficulties in identifying which facilities may actually need to take action in complying with the NAAQS, the Department simply applied these percentages in estimating the rate at which the economic impact in Table 9 will be realized under the proposed modification of operating permit renewal requirements. Under this approach, 35 percent of facilities would incur the economic impact within five years. The remaining 65 percent of facilities would not be assessed for compliance with the NAAQS until they obtain a minor construction permit.

To estimate the timeframe over which the 65 percent of facilities may incur NAAQS related economic impact, the Department reviewed minor construction permit activity from 2010 through 2012. An average of 43 facilities emitting NO_x and 34 facilities emitting SO₂ obtained a minor construction permit each year over that period. The Department assumed that the pool of facilities statewide that may eventually obtain a minor construction permit is limited to those that emitted more than one ton of either pollutant in 2011. The Department further assumed that any facility incurring cost due to the NO₂ or SO₂ NAAQS would be a subset of this population. Based on this information and assumptions, only 4.6 percent of facilities emitting NO_x would obtain a minor construction permit each year. At this rate, it would take approximately twenty two years (100%/4.6%) before all facilities in the pool would have requested a minor construction permit. Using this same methodology for SO₂, the Department determined that an average 11.4 percent of facilities emitting SO₂ obtained a minor construction permit each year. This is equivalent to an eight year (100%/11.4%) timeframe.

Table 10 shows the results of the two cases discussed for realizing economic impact: (1) based on the current state requirements for renewing operating permits every five years; and (2) based on the proposal that facilities with minor source permits only renew operating permits when obtaining a minor construction permit. This latter case proportions the economic impact by the amount of facilities under minor source permits (65%) and applying the rate of realization for NO₂ (22 years) and SO₂ (8 years).

As noted, the WDNR cannot accurately determine, as part of this analysis, the number of major or minor source facilities that will need to take actions in complying with the NAAQS. Therefore, the percentage of facilities that are major and minor can only be used to illustrate the potential impact to the rate of economic impact after modifying operating permit renewal requirements as proposed.

Finally, there is potential that some facilities affected by the NAAQS are or will be permitted through registration or general operating permits. These facilities would be assessed for compliance with the NAAQS as part of the review for coverage under the registration or general permit or when emission units at these facilities are modified. It is difficult to estimate when these types of permitting actions may occur. However, the number of facilities affected through registration or general operating permits and which may have to take mitigation action in complying with the NAAQS is expected to be small and therefore the impact on the rate of realizing economic impact minimal. Therefore, the Department did not evaluate this potential pathway further.

Table 10. Cases for Realizing Total Net Annualized Economic Impact¹.

Case	NO ₂ NAAQS		SO ₂ NAAQS	
	Moderate	High	Moderate	High
Case 1:				
Total Net Economic Impact for all facilities potentially realized over 5 years.	\$407,036	\$2,543,873	(111,893)	\$30,681,980
Case 2:				
Major Sources - 35% of Total Net Economic Impact realized over five years.	\$142,463	890,356	(39,163)	10,738,693
Minor Sources - 65% of Total Net Economic Impact realized over 22 years for NO ₂ and 8 years for SO ₂ .	\$264,573	1,653,517	(72,730)	19,943,287

1) All of the mitigation cases included actions for reducing the concentration of emissions and therefore exposure to the pollutant. However, a factor was not available to attribute a benefit to these actions. A benefit was only determined in cases where total emissions were reduced. Therefore the benefit in all cases is underestimated. In the moderate case for SO₂, the actions solely rely on reducing pollutant concentrations.

References

1. AERMOD Implementation Workgroup. *Draft - Summary of AERMOD Implementation Workgroup (AIWG) Case Studies for 1-hour NO₂ and SO₂ NAAQS*. Provided by modeling staff, Bureau of Air Management.
2. Wisconsin Department of Natural Resources (June, 2012). *Dispersion Modeling Analysis in Support of Economic Impact Analysis for the One-Hour Nitrogen Dioxide (NO₂) Ambient Air Quality Standard*. Memo from John Roth to Joe Hoch, Bureau of Air Management.
3. Wisconsin Department of Natural Resources (March, 2011). *Air Dispersion Analysis of Sulfur Dioxide Sources in Support of the One-Hour NAAQS*. Memo from John Roth to Joe Hoch, Bureau of Air Management.
4. U.S. Environmental Protection Agency (2009). *Integrated science assessment for particulate matter (EPA/600/R-08/139F)*. Research Triangle Park, NC: National Center for Environmental Assessment. Retrieved from <http://cfpub.epa.gov/ncea/cfm/recordisplay.cfm?deid=216546>
5. U.S. Environmental Protection Agency (2010). *Final regulatory impact analysis (RIA) for the SO₂ National Ambient Air Quality Standards (NAAQS)*. Research Triangle Park, NC: U.S. EPA Office of Air Quality Planning and Standards. Retrieved from <http://www.epa.gov/ttnecas1/regdata/RIAs/fso2ria100602full.pdf>
6. U.S. Environmental Protection Agency (2009). *Proposed NO₂ NAAQS regulatory impact analysis (RIA)*. Research Triangle Park, NC: U.S. EPA Office of Air Quality Planning and Standards. Retrieved from <http://www.epa.gov/ttnecas1/regdata/RIAs/proposedno2ria.pdf>

Appendix A

**Economic Impact Analysis
For
Board Order AM-08-11**

Comments Received During the EIA Solicitation



1787 Sentry Parkway
Building 18, Suite 120
Blue Bell, PA 19422-2200
PH 610-410-2639
www.geosyntec.com

14 November 2012

Submitted via email to: DNRam1hrSO2NO2Naaqs@wisconsin.gov

Mr. Michael Friedlander
WDNR
PO Box 7921
Madison, WI 53707-7921

Subject: Response to Request for Information
Regarding Proposed Rules in Natural Resources Board Order AM-08-11
Sulfur dioxide (SO₂) and nitrogen dioxide (NO₂) National Ambient Air Quality Standards

Dear Mr. Friedlander:

On behalf of Malteurop North America (Malteurop), Geosyntec Consultants, Inc. (Geosyntec) is pleased to submit comments in response to the WDNR's request for information regarding the proposed rules in Natural Resources Board Order AM-08-11, relating to the adoption of the 2010 1-hour National Ambient Air Quality Standards (NAAQS) for NO₂ and SO₂. The WDNR has indicated that responses to the Department's solicitation will be considered when preparing the Economic Impact Analysis (EIA) for the proposed rules. Our comments are as follows:

1. The fiscal estimate included in the background memo on the Board Order AM-08011, included an evaluation of applicant costs to address the proposed regulation. For the SO₂ NAAQS, the costs include 6 hours of private consulting time and applicant time per project (900 additional hours divided over 150 projects) to address the additional requirements resulting from the SO₂ NAAQS rule revision. In contrast, the NO₂ NAAQS includes an additional 108 hours of private consulting time and applicant time per project (8640 additional hours over 80 projects). It is unclear why the WDNR has assumed that SO₂ will not require a substantial amount of additional time to address the proposed rule change. The WDNR's estimate states that it is assumed that facilities will meet the SO₂ requirements through restrictions on fuel use, fuel switching, or source modification, while NO₂ requirements will be met through restrictions on fuel use or source modification. It appears that the SO₂ estimate does not include sufficient time to complete the evaluation and prepare the appropriate material for the application. Thus, it is requested that the Department revisit the estimate.
2. Sources located within the nonattainment areas for either NO₂ or SO₂ will be required to reduce emissions. It is unclear how the required reductions will be achieved. The Department has not indicated that it will undertake additional rulemaking efforts to develop regulations that will address particular source types and either impose an emission standard (lbs/MMBtu, for example) or require a specific level of emission control (i.e. 90% reduction of SO₂ emissions). Rather, it appears that the Department intends to apply the standards to every source as each source undertakes a permitting action. The Department issued a Guidance Memo detailing the "Revised Approach to Dispersion Modeling for Permits" in April 2011, which outlined modeling procedures for permitting actions. The memo indicates that for operation permits, NAAQS

modeling should be performed. Therefore, a case-by-case modeling analysis will be required for each permitting action to determine if the modeling demonstrates attainment with the NAAQS. If reductions are required, a source-specific evaluation of the options will need to be conducted and additional time will be spent to select a method to reduce emissions on a case-by-case basis. This approach will have a significant impact on the length of time to process permits. Without clear direction from the Department (i.e. technology based requirements or emission standards), permittees may spend inordinate amounts of time to evaluate options to reduce emissions to levels which are determined based on a facilities location. In addition, the Department will be overwhelmed with the increased workload resulting from the source-specific evaluations. It is requested that the WDNR determine the source categories that contribute most significantly to nonattainment with the standard and evaluate the option to develop source specific regulations which will create sufficient reductions to establish attainment with the standards for NO₂ and SO₂.

3. The Department has not identified how the background concentrations will be determined for NAAQS modeling. In the EIA, it is requested that the Department consider establishing the background concentrations based on actual monitoring data as well as source specific emission rate modeling. It is requested that the WDNR document their approach to setting the background concentrations in a technical document that is made available for public review and comment prior to finalization of the document.
4. The impacts of pending regulations, including: the Cross State Air Pollution Rule (CSAPR) or the Clean Air Interstate Rule (CAIR), Mercury Air Toxics Standards for Electric Generating Units (MATS), Boiler Maximum Achievable Control Technology Rules (Boiler MACT) should be evaluated to determine if emission reductions from these regulatory actions will result in attainment determinations for current nonattainment areas. These regulations apply to electric generation and boiler operations, which are the largest emitters of NO₂ and SO₂ in the state. Specifically, CSAPR requires reductions in annual SO₂ and NO_x emissions in Wisconsin as well as in neighboring states. EPA has estimated that by 2014, CSAPR will reduce power plant SO₂ emissions by 73% from 2005 levels and NO_x emissions by 54%. It is requested that in preparing the EIA, the Department review the impact of these regulatory actions to determine whether attainment may be achieved through implementation of these regulations and provide this information for public review and comment.
5. The Background Memo on Board Order AM-08-11 dated September 12, 2011 (to Members of the Natural Resources Board, from Cathy Stepp, Secretary) includes a small business analysis discussion. Within this portion of the memo, the statement is made that "Permit applicants for minor construction and operation permits will require additional modeling and engineering analysis as a result of this action." This statement implies that minor sources will only require modeling and engineering analysis as a result of the regulation. The Department should further explore this analysis in the EIA, as it is possible that businesses may not be able to demonstrate compliance with the NAAQS standards through their modeling and engineering analysis. Thus, the source may be required to install control technology to reduce emissions, switch fuels, or restrict their operations to levels below what their current permit allows. Each of these options would have a significant economic impact on businesses, well beyond the modeling and engineering analysis costs. In the EIA, the Department should examine the potential for minor sources to require steps beyond the analysis and should include the associated costs for small businesses.

Mr. Michael Friedlander
14 November 2012
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Geosyntec appreciates this opportunity to submit this information on behalf of Malteurop for this important regulatory effort. If you have questions regarding the comments and information provided, please contact the undersigned at (267) 464-2800 x 9027.

Sincerely,

Geosyntec Consultants,

A handwritten signature in black ink, appearing to read "Kate Graf", written over a light blue horizontal line.

Kate Graf
Senior Air Quality Engineer

CC: John Roth, WDNR
Dave Brunette, Malteurop North America



708 Heartland Trail
Suite 3000
Madison, WI 53717

October 30, 2012

Mr. Michael Friedlander
Wisconsin DNR (AM/7)
P.O. Box 7921
Madison, WI 53707-7921

Subject: Comments and Economic Evaluation of Proposed Rules Regarding the
Proposed 1-hr Sulfur Dioxide and Nitrogen Dioxide Air Quality Standards
(Natural Resources Board Order AM-08-11)

Dear Mr. Friedlander:

Enclosed please find comments concerning the proposed rules regarding the 1-hr sulfur dioxide (SO₂) and nitrogen dioxide (NO₂) air quality standards. These comments are made on behalf of a client that operates more than 10 processing facilities in Wisconsin. The client has chosen to remain anonymous. In this case, most comments are made on the basis of some air quality modeling analyses that have been conducted to assess how the proposed standards may impact the client's facilities.

Facility Descriptions

Each facility has one or more boilers and also in some cases process water heaters that are fired primarily by natural gas. Five facilities use process heaters fired by natural gas. Some facilities have propane or fuel oil as back-up. Some facilities also have emergency generators powered by diesel engines. It is understood that current Wisconsin Department of Natural Resources (WDNR) policy would apply and the WDNR would not consider emergency generator units in modeling analyses for the proposed 1-hr standards.

Two facilities were chosen for modeling analyses to see if compliance with the proposed 1-hr air quality standards was likely. The first facility has about 3 times higher permitted boiler capacity (just under 100 mmbtu/hr on natural gas or oil) than the second facility (about 35 mmbtu/hr on natural gas or oil). While the smaller facility utilizes one boiler at a given time with that rating, it actually has two boilers present of similar size. The first facility is assumed to be representative of the client's larger facilities. The second facility is assumed to be representative of the client's smaller facilities.

Mr. Michael Friedlander
Wisconsin DNR (AM/7)
October 30, 2012
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costs may range from \$20,000 to \$50,000 per facility for boilers and \$50,000 per facility for process heaters. In addition, local zoning requirements may limit the amount of additional height that can be added in a given situation. It is also likely in many cases that stack height alone will not solve the NO₂ impacts due to the practical and engineering considerations of increasing the height.

- **Additional costs of mitigation:** In some cases, a WDNR permit modification may be necessary to make the required changes to come into compliance. WDNR permit fees could range from \$6,000 to \$15,000.
- **Consultant Fees:** Fees to assess what changes are required and to prepare the necessary documentation and permit applications could range from \$3,000 to \$7,000 per facility.

Total Cost of Mitigation

If current WDNR modeling policies are followed, the solutions to the predicted unacceptably high 1-hr NO₂ values will likely be a combination of the use of low-NO_x burners and stack heights.

On the basis of data in the NESCAUM report, to switch to low-NO_x burners, the client may have to spend an average of \$350,000 per facility (low of \$93,000, high of \$530,000) for boilers alone, and \$53,000 to \$160,000 per facility (5 facilities) for process heaters. If all facilities were to need modifications, the total cost could be in excess of \$4,800,000. Additional stack heights and permit/consultant fees may add another \$25,000 to \$105,000 per facility.

Recommendations for Implementation

It is understood that the WDNR must adopt the 1-hr NO₂ and SO₂ standards.

On behalf of its client, TRC presents the following recommendations for consideration in the implementation phase of the standards. These comments are supported by the simple fact that natural gas is a clean fuel by any reasonable definition and does not have any practical substitute for industrial energy generation applications.

- Allow air quality modeling to be based on property lines and not fence lines for state-only permits. In the case of this client, this switch in policy (all facilities are minor sources) could make the difference between needing the expensive low NO_x burners or using the less expensive option of simply modifying stack heights.

Mr. Michael Friedlander
Wisconsin DNR (AM/7)
October 30, 2012
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- Consider for non-major source permitting that modeling of emissions from clean fuels, such as natural gas or propane, is not required if the stacks used are vertical and taller than the surrounding buildings.
- Preserve the exemption in modeling policy for emergency generators.
- Exempt emissions from back-up fuels used in case of interruption or emergency from an air quality modeling requirement for the 1-hr NO₂ or SO₂ standard. A policy like this is consistent with the statistical nature of the standards. The standards are based on more or less continuous emissions through the course of a year, which is something that would not happen with a back-up fuel. Such a policy is also consistent with the policy for emergency generators.

We appreciate the opportunity to comment on, and present information concerning, the proposed rules.

Sincerely,

TRC Environmental Corporation



David J. Fox, CCM
Senior Environmental Specialist



October 8, 2012

Mr. Michael Friedlander
Wisconsin Department of Natural Resources (AM/7)
PO Box 7921
Madison, Wisconsin 53707-7921

RECEIVED
OCT 12 2012
AIR MANAGEMENT

Re: Request for Information and Advice on the Economic Effect of the Proposed NAAQS – Natural Resources Board Order AM-08-11

Dear Mr. Friedlander,

This letter is in response to your request for information and advice on the economic effect of the proposed 1-hour National Ambient Air Quality Standards (NAAQS) for nitrogen dioxide (NO₂) and sulfur dioxide (SO₂). We understand that you will be using this information in an economic impact analysis for the proposed NAAQSs.

Appleton Coated LLC (Appleton Coated) produces high-end coated paper at a facility located at 540 Prospect Street in Combined Locks, Wisconsin. We employ over 600 people. Our facility has a Standard Industrial Code (SIC) of 2621 and operates under WDNR Permit No. 445031290-P01 as well as several construction permits. Our operations include paper machines, coating operations, boilers, a combustion turbine generator, a water filtration plant, and a wastewater treatment plant. One of our boilers is permitted to burn coal, wood, paper pellets, natural gas, and wastewater treatment sludge. Two other boilers are permitted to burn natural gas and fuel oil. Various processes use natural gas for heating.

Please note that it is very difficult to accurately quantify the impact of the proposed NAAQSs on our company at this time because of the following:

- The attainment status of our facility location with the proposed standards is not known.
- Our impact on ambient air quality with respect to emissions of NO₂ and SO₂ is uncertain.
- Regulations for facilities in non-attainment areas relative to the proposed standards have not been established.

As a result, we have made assumptions based on the characteristics of our emission units and our professional judgment regarding potential emission control units and costs. The cost estimates presented should be considered preliminary and are subject to change.

ITEM A

The following are our responses to Item A on page 2 of your request.

1. Economic Impact of The Proposed Rules Including Implementation and Compliance Costs

Proposed SO₂ NAAQS

The impacts associated with the proposed SO₂ NAAQS relate primarily to coal burning operations at our Boiler No. 10. We anticipate that implementation of the standard could result in the need for a scrubber unit in addition to our current controls at Boiler No. 10. The estimated capital cost for the scrubber unit is \$10 million. Annual operation and maintenance costs are estimated to be \$500,000.

We anticipate that our use of low sulfur fuel oil will be sufficient to achieve the SO₂ NAAQS source requirements for oil burning at our Boiler Nos. 9 and 11.

Proposed NO₂ NAAQS

The proposed NO₂ NAAQS will likely have a significant impact on our emission units that burn natural gas.

At Boiler No. 10, the standard may require installation of an ammonia injection system having a potential capital cost of \$3 million and an annual operation and maintenance cost of \$250,000. The cost could be significantly higher if it is necessary to install a selective catalytic reduction (SCR) unit in order to meet the NO₂ NAAQS at Boiler No. 10.

At Boiler No. 9, we anticipate it may be necessary to install a low NOX burner and a SCR unit having a capital cost of \$3 million and an annual operation and maintenance cost of \$100,000.

At Boiler No. 11, we anticipate it may be necessary to install a SCR unit having a capital cost of \$2 million and an annual operation and maintenance cost of \$100,000. Boiler No. 11 already has a low NOX burner.

There are also various emission units other than boilers that use natural gas as a fuel source. The stacks associated with these sources are closer to the ground than the boiler stacks. It may be necessary to raise the stacks of these other sources at an estimated capital cost of \$500,000.

Combined Impacts of the Proposed NO₂ and SO₂ NAAQSs

In order to assess the impact of the proposed NAAQSs on our facility, we anticipate it will be necessary to hire a consultant to complete extensive air emission dispersion modeling for the various sources of NO₂ and SO₂ emissions. The estimated cost for air dispersion modeling is \$100,000.

In addition, we anticipate that it will be necessary for an engineering consultant to evaluate our emissions, complete feasibility studies, preliminary design, and final plans and specifications for new emission control units and stacks. We estimate the cost for engineering design services will be approximately \$500,000.

2. Assessment of How Effective the Proposed rule will be in Addressing the Policy Problem that the Rule is Intended to Address

We anticipate that the rule will result in reducing SO₂ and NO₂ emissions. We are not able to assess the impact of the proposed rule on meeting the ambient air quality standards.

3. Alternatives to the Proposed Rule

We are committed to reducing the amount of coal used for combustion at Boiler 10. Our efforts over the last five years have resulted in significantly lower actual emissions of SO₂. To reduce coal usage we are using alternative fuel sources such as paper pellets and wood. Our air permits currently restrict the amount of paper pellets and wood that we can use at Boiler No. 10. We believe that our SO₂ emissions will continue to significantly decline if we have more flexibility with regards to the amount of wood and paper pellets we can burn.

4. Adverse Effects of the Proposed Rule

Appleton Coated cannot afford the anticipated costs listed above for the new emission control units. Implementation of the rule could force us to increase our prices and be less competitive in the market. This could potentially force us out of business with a resulting loss of over 600 jobs.

ITEM B

The following are our responses to Item B on page 2 of your request.

1. Distinguish Whether Economic Impact is caused by NAAQS for NO₂, SO₂, or both

The economic impacts described in response to Item A1 distinguish between those impacts related to the proposed NAAQS for NO₂, SO₂, and both.

2. Differentiate Between the Economic Impact Caused by Other Federal Air Pollution Rules and the Proposed 1-hour NAAQSs for NO₂ and SO₂

The economic impacts described above in Item 1A do not include anticipated impacts from other federal rules, including the Boiler Maximum Achievable Control Technology (MACT) rules. We anticipate that compliance with the Boiler MACT rule would likely result in additional controls other than what are described above because of the different pollutants targeted by the Boiler MACT rule.

3/4. Name and Title of the Person Preparing the Information, Contact Person, and the Name of the Business

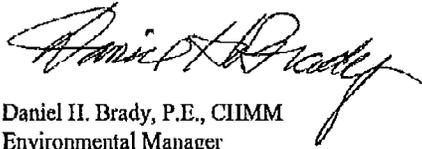
The information in this letter was prepared by Dan Brady, P.E., CIIMM. He is the contact person and his title is Environmental Manager. The business name is Appleton Coated LLC.

5. E-Mail Address of Contact Person

The email address for Dan Brady is dbrady@appletoncoated.com.

Please contact Dan Brady if you have questions or need additional information. Thank you for your consideration of our information in preparing the economic impact assessment.

Sincerely,
APPLETON COATED LLC



Daniel H. Brady, P.E., CIIMM
Environmental Manager

c: Angela James, Wisconsin Paper Council



September 20, 2012

RECEIVED
SEP 21 2012
AIR MANAGEMENT

Bart Sponseller, Director
Bureau of Air Management
Wisconsin Department of Natural Resources
101 S. Webster St.
P.O. Box 7921
Madison, WI 53707-7921

Dear Mr. Sponseller:

SUBJECT: Economic Impact of New NAAQS for NO₂ and SO₂

In multiple recent emails to Dairyland Power Cooperative (DPC) personnel, the WDNR asked for feedback concerning the economic impact that might be realized by DPC as a result of Wisconsin's adoption of the new 1-hour National Ambient Air Quality Standards (NAAQS) for nitrogen dioxide (NO₂) and sulfur dioxide (SO₂).

Most notably, DPC is in the design engineering phases of a series of projects, including ones specifically for reducing emissions of NO₂ and SO₂. These include dry sorbent injection for control of SO₂ and other acid gases to be installed initially at our J.P. Madgett (JPM) unit and eventually installed at our Alma 4 & 5 units; selective catalytic reduction for control of NO₂ to be installed at JPM, and selective non-catalytic reduction for control of NO₂ to be installed at our Genoa 3 (G-3) unit. DPC also plans to install fabric filtration systems for control of particulate matter at one or both Alma units, and activated carbon injection for control of mercury at multiple units. The last of these system installations is planned to be completed by the end of 2015.

Due to the extensiveness of the above additional controls and the associated reductions in emissions, DPC does not anticipate adding more controls for NO₂ and/or SO₂ in the foreseeable future. DPC cannot, however, predict each upcoming project that might require permitting, and most importantly, it cannot anticipate what the emissions impact of any given project will be when evaluated against the NAAQS. It is reasonable to expect a limited number of projects to

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Bart Sponseller, Director

Page 2

September 20, 2012

trigger PSD permitting, but DPC has no plans or expectations on which to base any specific projection of such projects and, therefore, has no basis for projecting the magnitude of any economic impact.

Sincerely,

A handwritten signature in cursive script that reads "Doug Erwin".

Doug Erwin
Manager, Air Quality Programs

DLE:krm

cc: Mike Friedlander, WDNR - Madison

Don Huff
Steve Hynck
Rob Palmberg
Lane Peters
Brian Treadway

Mike Friedlander
Department of Natural Resources (AM/7)
PO Box 7921
Madison, WI 53707-7921

RE: Economic Impact Analysis for AM-08-11

Dear Mr. Friedlander,

Thank you for the opportunity to provide input on the economic impacts of proposed administrative rule AM-08-11, which would codify the federal national ambient air quality standards (NAAQS) for sulfur dioxide (SO₂) and nitrogen dioxide (NO₂) in Chapter NR 404 of the Wisconsin Administrative Code. WMC greatly appreciates the opportunity to provide input on this analysis.

In response to the request for information, WMC contacted members in the manufacturing, transportation and energy sectors of our economy to assess projected costs of the proposed rule. Each of these sectors expects to experience increased costs as a result of the new standards. Quantifying these costs with precision is difficult because there are many unknown factors related to implementation of the rule at this time. How the department chooses to implement these standards from an air permitting perspective will have significant bearing on the cost to industry.

For example, our members indicated that the cost of modeling each of the new standards for a given facility will range from \$6,000 to \$20,000 or more depending upon the complexity of the facility. Many of these facilities are minor source/small manufacturers that either do not need a permit in other states, or that do not undergo modeling in other states. If the Wisconsin DNR chooses to routinely require modeling for these types of facilities for the proposed SO₂ and NO₂ standards, many small businesses are likely to see increased costs in the range noted above. Similar facilities in other states are not likely to incur those costs because other states typically require far fewer sources to be modeling than does Wisconsin.

Other implementation issues that may significantly impact compliance costs relate to modeling inputs and assumptions. For example, the values the Department uses for urban and rural background may have significant impacts on modeling results, which in turn can have significant implications relative to costly compliance burdens. Similarly, choosing to model only the primary fuel used at a facility is very likely an opportunity for the Department to help contain compliance costs.

If modeling for either the SO₂ or NO₂ standard predicts a need for changes at the facility to demonstrate compliance, those costs could be considerable. For example, businesses could face hundreds of thousands of dollars in capital costs to raise the height of their emission stack to achieve better dispersion. If pollution control equipment is required, the costs would be measured in the millions of dollars for each facility.

Other potential compliance options to "pass" modeling include permit limits to reduce operational capacity in terms of the number of hours of operation, reduced production shifts, etc. In addition to the opportunity cost and lost revenue associated with forced reductions in production capacity, there would be an economic impact to employees who would experience fewer hours or days of work.

WMC appreciates that these are federal standards that are required by law to be adopted in Wisconsin's administrative code. It is clear from our members that the new standards are extremely likely to increase costs for Wisconsin businesses. Those impacts will vary widely – some businesses will see higher costs measured in thousands of dollars, while others may face multi-million dollar costs.

Although Wisconsin does not have any choice but to adopt the new standards, we will have discretion as it relates to the manner in which the standards are implemented. The Wisconsin DNR has an opportunity to minimize many of these costs based upon implementation decisions. WMC urges the DNR to implement the rules in a manner that recognizes the financial impact to Wisconsin businesses, and which attempts to minimize those cost impacts. Our organization stands ready to work with Department staff toward that end.

Thank you again for the opportunity to provide these comments. Please feel free to contact me if you have any further comments or questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Scott Manley". The signature is stylized with a large, sweeping initial "S" and a long, horizontal flourish extending to the right.

SCOTT MANLEY
Director of Environmental & Energy Policy

Appendix B

**Economic Impact Analysis
For
Board Order AM-08-11**

**Estimated Cost for Mitigating Measures
For
Wisconsin Facilities in Meeting
The
SO₂ and NO₂ NAAQS**

Table B1. Mitigation Options and Estimated Cost if SO₂ NAAQS Applies to All Facilities.

Source category	Mitigation Option	No. of facilities	No. of units	Baseline Emissions (tpy)	Control Efficiency	Reduced Emissions (tpy)	Capital Cost (1000\$)	Annual Cost (1000\$)	Cost Effectiveness (\$/ton)
Cost Case - Estimated									
Boilers - solid fuel fired		-	-	-	-	-	-	-	-
Metal Furnaces - solid fuel fired		-	-	-	-	-	-	-	-
Refinery Processes		-	-	-	-	-	-	-	-
Boilers, Asphalt Plants, Processes - distillate oil	Stack Modification	22	27	27	NA	NA	177	22	NA
Boilers, Asphalt Plants - residual	Stack Modification	20	26	94	NA	NA	541	68	NA
Engines - diesel fired	Stack Modification	6	8	96	NA	NA	51	6	NA
Engines - biogas	Stack Modification	3	8	220	NA	NA	50	6	NA
Total		51	69	437	NA	NA	818	103	NA

Cost Case - High

Boilers and Furnaces - solid fuel fired	DSI	1	2	1,908	45%	858	687	858	1,000
Metal Furnaces - solid fuel fired	Stack Modification	2	4	277	NA	NA	163	20	NA
Refinery Processes	Stack Modification	1	1	247	NA	NA	114	14	NA
Boilers, Asphalt Plants, Processes - distillate oil	Ultra-Low Sulfur Dist	22	27	27	97%	26.5	-	1,456	54,941
Boilers, Asphalt Plants - residual	Dist	20	26	94	10%	8.9	541	880	98,486
Engines - diesel fired	Ultra-Low Sulfur Dist	6	8	96	97%	93	-	351	3,754
Engines - biogas	Iron Sponge	3	8	220	90%	198	201	1,211	6,127
Total		55	76	2,869	59%	1,184	1,706	4,790	4,044

NA – Not Applicable: The stack modification is the only option applied in reducing exposure to pollutant concentrations. Stack modifications do not reduce total emissions, therefore “control efficiency”, “reduced emissions” and “cost effectiveness” per ton of reduced pollutant are not applicable for stack modifications.

DSI – Dry Sorbent Injection, Dist – Distillate Fuel Oil

Table B2. Mitigation Options and Estimated Cost if NO₂ NAAQS Applies to All Facilities.

Source category	Mitigation Option	No. of facilities	No. of units	Baseline Emissions (tpy)	Control Efficiency	Reduced Emissions (tpy)	Capital Cost (1000\$)	Annual Cost (1000\$)	Cost Effectiveness (\$/ton)
Cost Case - Estimated									
Boilers: Solid Fuels	Stack Modifications	3	8		NA	NA	239	30	NA
Lime Kilns	Stack Modifications	1	2	386	NA	NA	80	10	NA
Waste Incinerators									
Glass Furnaces									
Metal Furnaces	Stack Modifications / Limited LNB	10	18	421	29%	121	803	100	829
Boilers: Gaseous and Oil	Stack Modifications / Limited LNB	71	135	1,026	12%	121	283	3	NA
Processes	Stack Modifications / Limited LNB	35	52	579	16%	90	780	97	1,085
Process Heaters	Stack Modifications	64	111	625	NA	NA	560	70	NA
Combustion Turbines									
IC Engines	Stack Modifications	47	90	1,292	NA	NA	287	36	NA
Total		231	416	4,330		332	3,032	346	1,042

NA – Not Applicable: The stack modification is the only option applied in reducing exposure to pollutant concentrations. Stack modifications do not reduce total emissions, therefore “control efficiency”, “reduced emissions” and “cost effectiveness” per ton of reduced pollutant are not applicable for stack modifications.

Limited LNB – The applied stack modifications cannot ensure that pollutant concentrations will not exceed the NAAQS. Addition reduction is achieved by applying low NOx burners (LNB).

Table B2. Mitigation Options and Estimated Cost if NO₂ NAAQS Applies to All Facilities – Contd.

Source category	Mitigation Option	No. of facilities	No. of units	Baseline Emissions (tpy)	Control Efficiency	Reduced Emissions (tpy)	Capital Cost (1000\$)	Annual Cost (1000\$)	Cost Effectiveness (\$/ton)
Cost Case - High									
Boilers: Solid Fuels	Stack Modifications	15	24		NA	NA	674	323	NA
Lime Kilns	Stack Modifications	4	8	1,308	NA	NA	320	40	NA
Waste Incinerators	Stack Modifications	1	2	276	NA	NA	154	19	NA
Glass Furnaces	Stack Modifications	2	2		NA	NA	317	40	NA
Metal Furnaces	Stack Modifications / LNB	14	23	486	50%	241	1,193	673	2,800
Boilers: Gaseous and Oil	Stack Modifications / LNB 10%Pop.	71	135	1,026	14%	148	2,494	312	2,103
Processes	Stack Modifications / LNB 10%Pop.	35	52	579	22%	126	1,013	127	1,002
Process Heaters	Stack Modifications / LNB 10%Pop.	64	111	625	5%	31	901	113	3,621
Combustion Turbines	Stack Modifications	19	33	526	NA	NA	263	33	NA
IC Engines	NOx Catalyst (40% control)	94	150	2,583	20%	517	1,057	204	395
Total		319	540	7,409		1,063	8,386	1,883	1,772

NA – Not Applicable: The stack modification is the only option applied in reducing exposure to pollutant concentrations. Stack modifications do not reduce total emissions, therefore “control efficiency”, “reduced emissions” and “cost effectiveness” per ton of reduced pollutant are not applicable for stack modifications.

LNB – low NOx burner.

ORDER OF THE STATE OF WISCONSIN NATURAL RESOURCES BOARD REPEALING,
RENUMBERING AND AMENDING, AMENDING, REPEALING AND RECREATING, AND CREATING
RULES

The Wisconsin Natural Resources Board adopts an order to **repeal** NR 404.04 (2) (a) 1. and 2.; to **renumber and amend** NR 404.04 (2) (a) (intro.); to **amend** NR 404.04.(2) (a) (title), 404.06 (2), and 484.04; to **repeal and recreate** NR 404.04 (6); and to **create** NR 484.04 (7) and (7m); relating to adopting the National Ambient Air Quality Standards, (NAAQS) for sulfur dioxide, (SO₂) and nitrogen dioxide, (NO₂).

AM-08-11

Analysis Prepared by the Department of Natural Resources

- 1. Statute interpreted:** Section 285.11(6), Stats. The State Implementation Plan developed under s. 285.11(6), Stats., is revised.
- 2. Statutory authority:** Sections 227.11(2)(a), 285.11(1), and 285.21(1)(a), Stats.
- 3. Explanation of agency authority:** Section 227.11(2)(a), Stats. expressly confers rule making authority to an agency. Section 285.11(1) and (6) requires that the Department promulgate rules and establish control strategies in order to prepare and implement the State Implementation Plan for the prevention, abatement and control of air pollution in the state. Section 285.21(1)(a) requires that the Department promulgate by rule ambient air quality standards that are similar to, but not more restrictive than the National Ambient Air Quality Standards (NAAQS).
- 4. Related statute or rule:** There are no other statutes or rules directly related to the adoption of the NAAQS for sulfur dioxide (SO₂), and nitrogen dioxide (NO₂).
- 5. Plain language analysis:** The U.S. Environmental Protection Agency (EPA) is required by the federal Clean Air Act (CAA) to promulgate NAAQS to protect public health (i.e., primary standards) and public welfare (i.e., secondary standards). The Department is required by state law (s. 285.21, Wis. Stats.) to promulgate by rule a similar, but no more restrictive, air quality standard when the U.S. EPA promulgates a new or revised NAAQS.

On February 9, 2010, the U.S. EPA promulgated a 1-hour primary NAAQS for NO₂ at a level of 0.100 parts per million (100 parts per billion) (75 FR 6474). In addition, the U.S. EPA promulgated a 1-hour primary NAAQS for SO₂ at a level of 0.075 parts per million (75 parts per billion) on June 22, 2010 (75 FR 35520). As a result of these federal actions, the Department is proposing to adopt the NO₂ and SO₂ NAAQS into ch. NR 404, Wis. Adm. Code. In addition, the Department is proposing to revise ch. NR 484, Wis. Adm. Code, to include references to applicable U.S. EPA data handling conventions for NO₂ and SO₂.
- 6. Summary of, and comparison with, existing or proposed federal regulation:** The Department is proposing to adopt standards that are identical to the EPA promulgated (2010) federal National Ambient Air Quality Standards for NO₂ and SO₂. Thus the proposed standards are not more stringent than the federal standards.
- 7. Comparison with similar rules in adjacent states (Illinois, Iowa, Michigan and Minnesota):** Since these are federal standards, they apply in all states. The states of Illinois, Michigan, and Iowa have already adopted these revisions to the NAAQS standards for NO₂ and SO₂. Minnesota is in the process of rule promulgation and expects their rules will be in effect in early 2016.
- 8. Summary of factual data and analytical methodologies used and how any related findings support the regulatory approach chosen:** As required by s. 285.21 (1) (a), Stats., Wisconsin must promulgate ambient air quality standards similar to the NAAQS for the protection of public health and welfare. Because the Department is required by statute to adopt the NAAQS and because the Department

is proposing to adopt standards identical to the EPA promulgated NAAQS, it did not develop or use data or analytical methodologies to support the proposed adoption of these standards

9. Analysis and supporting documents used to determine the effect on small business or in preparation of an economic impact analysis: Incorporating 1-hour standards for NO₂ and SO₂ into ch. NR 404 may trigger the need to conduct additional dispersion modeling and engineering analysis in reviews for minor construction and operation permits in order to satisfy s. 285.63(1)(b), Wis. Stats. This will increase the amount of time and cost of applying for and receiving these air pollution control permits for both the private sector and the agency. As discussed below, most of these minor construction and operation permits will be for larger businesses. Not very many minor permits are expected to be for small businesses that could potentially be affected by the adoption of the NO₂ and SO₂ NAAQS.

The Department reviewed three years of permit applications and found that small businesses do not often apply for minor source permits (both construction and operation), the department has flexibility in permit rules and procedures that will minimize economic effects on small businesses, and therefore there are only a few small business sources potentially affected by the new NO₂ and SO₂ NAAQS. Furthermore, a solicitation of over 600 businesses and business groups, as well as discussions with the Small Business Advisory Council did not identify any significant number of small businesses as potentially being affected by the proposed rule. Finally, no small businesses commented on the proposed rule or responded to the Department's solicitation for potential impacts of the proposed rule. In summary, the majority of the rule's impacts will be on larger sources and not small businesses.

With regard to the impact of the proposed rules on Wisconsin businesses as a whole, an economic impact analysis and fiscal estimate has been completed. A public hearing on the rule (which included the Department's economic impact assessment) was held on May 21, 2015.

The Department received written comments via email on Board Order AM-08-11 from two entities, the Wisconsin Paper Council and Wisconsin Manufacturers & Commerce. Both commenters acknowledge the Department must incorporate these National Ambient Air Quality Standards (NAAQS) into the state administrative code, while raising concerns about how these standards will be implemented through the air permit process. Specifically, both commenters are concerned that adopting these NAAQS would require additional air dispersion modeling and engineering analyses as a condition for receiving air permits. They specifically note numerous technical and practical concerns with conducting such modeling in support of these standards.

The Department appreciates these comments and agrees that if these NAAQS were implemented as was done historically several practical and technical concerns would arise. Specifically, the Department agrees that modeling is not the only method available to demonstrate that a particular source will not "cause or exacerbate" a violation of these NAAQS when a source is applying for an air permit. The Department believes it has flexibility under law to implement the NAAQS through its permitting process in ways other than modeling, and commits to exploring with affected parties how to use this flexibility to identify technically-sound alternatives to modeling when implementing these NAAQS.

10. Effect on small business: As stated above, it is anticipated that very few, if any, small businesses will be affected by this rule. If a small business were to be affected, the private consultant time for technical analysis is expected to raise permit application costs for these small business sources. The compliance costs associated with mitigation and control measures will vary from case-to-case, but the Department's Economic Impact Analysis (EIA) did not find any evidence that a significant number of small businesses would be subject to large compliance costs as a result of adopting this rule. This rule does not change or impose new recordkeeping or reporting requirements on small businesses or change any schedules or deadlines for compliance reporting.

11. Agency contact person: Jeff Myers, WDNR, P.O. Box 7921, Madison, WI 53707-7921; (608) 266-2879; (608) 267-0560 (fax); jeff.myers@wisconsin.gov

SECTION 1. NR 404.04 (2) (a) (title) is amended to read:

NR 404.04 (2) (a) (title) *Primary standards standard*.

SECTION 2. NR 404.04 (2) (a) (intro.) is renumbered NR 404.04 (2) (a) and amended to read:

NR 404.04 (2) (a) The primary ~~standards~~ standard for sulfur oxides, measured as sulfur dioxide, ~~are: is~~ 0.075 ppm -- maximum 1-hour concentration. The 1-hour primary standard is met at an ambient air quality monitoring site when the 3-year average of the annual (99th percentile) of the daily maximum 1-hour average concentrations is less than or equal to 0.075 ppm, as determined by the methodology of 40 CFR part 50, Appendix T, incorporated by reference in s. NR 484.04 (7m).

SECTION 3. NR 404.04 (2) (a) 1. and 2. are repealed.

SECTION 4. NR 404.04 (6) is repealed and recreated to read:

NR 404.04 (6) NITROGEN DIOXIDE. (a) *Primary standards*. The primary standards for nitrogen dioxide are:

1. 0.053 ppm -- primary annual average concentration. The primary annual standard is met when the annual average concentration in a calendar year is less than or equal to 0.053 ppm, as determined by the methodology of 40 CFR part 50, Appendix S, incorporated by reference in s. NR 484.04 (7).

2. 0.100 ppm -- primary 1-hour average concentration. The primary 1-hour standard is met when the 3-year average of the annual 98th percentile of the daily maximum 1-hour average concentration is less than or equal to 0.100 ppm, as determined by the methodology of 40 CFR part 50, Appendix S, incorporated by reference in s. NR 484.04 (7).

(b) *Secondary Standard*. The secondary standard for nitrogen dioxide is 0.053 ppm. The secondary standard is attained when the annual arithmetic mean concentration in a calendar year is less than or equal to 0.053 ppm, rounded to three decimal places. Fractional parts equal to or greater than 0.0005 ppm shall be rounded up. To demonstrate attainment, an annual mean shall be based upon hourly

data that are at least 75% complete or upon data derived from manual methods that are at least 75% complete for the scheduled sampling days in each calendar quarter.

SECTION 5. NR 404.06 (2) is amended to read:

NR 404.06 (2) REFERENCE METHODS. Ambient air quality monitoring which utilizes a reference monitoring method shall use monitoring methods which conform to the federal reference methods which are specified in 40 CFR part 50, Appendices A to N T, incorporated by reference in s. NR 484.04 (2), or which have been so designated by the department.

SECTION 6. NR 484.04 is amended to read:

NR 484.04 **Code of federal regulations appendices.** The appendices to federal regulations in effect on ~~March 1, 2006~~ the effective date of this section ... [LRB insert date] listed in the first column of Table 2 are incorporated by reference for the corresponding sections of chs. NR 400 to 439 and 445 to 499 or code of federal regulations appendix method listed in the third column of Table 2. Since some of these materials are incorporated by reference for another appendix of the code of federal regulations and the other appendix is also incorporated by reference in this section, the materials listed in this section which are incorporated by reference for the other appendix are hereby also incorporated by reference and made a part of this chapter.

SECTION 7. NR 484.04 (7) and (7m) are created to read:

NR 484.04

(7)	40 CFR part 50 Appendix S	Interpretation of the National Ambient Air Quality Standards for Nitrogen Dioxide	NR 404.04 (6) (a)
(7m)	40 CFR part 50 Appendix T	Interpretation of the National Ambient Air Quality Standards for Sulfur Dioxide	NR 404.04 (2) (a)

SECTION 8. EFFECTIVE DATE. This rule shall take effect on the first day of the month following publication in the Wisconsin administrative register as provided in s. 227.22 (2) (intro.), Stats.

SECTION 9. BOARD ADOPTION. This rule was approved and adopted by the State of Wisconsin
Natural Resources Board on _____.

Dated at Madison, Wisconsin _____.

STATE OF WISCONSIN
DEPARTMENT OF NATURAL RESOURCES

By _____
Cathy Stepp, Secretary

(SEAL)