

REVISIONS TO THE STATE OF TEXAS AIR QUALITY
IMPLEMENTATION PLAN FOR THE CONTROL OF OZONE AIR
POLLUTION

HOUSTON-GALVESTON-BRAZORIA 1997 EIGHT-HOUR OZONE
STANDARD NONATTAINMENT AREA



TEXAS COMMISSION ON ENVIRONMENTAL QUALITY
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**HOUSTON-GALVESTON-BRAZORIA REASONABLY
AVAILABLE CONTROL TECHNOLOGY ANALYSIS UPDATE
STATE IMPLEMENTATION PLAN REVISION FOR THE
1997 EIGHT-HOUR OZONE STANDARD**

PROJECT NUMBER 2010-028-SIP-NR

Proposal
June 8, 2011

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EXECUTIVE SUMMARY

The eight-county Houston-Galveston-Brazoria (HGB) nonattainment area (Brazoria, Chambers, Fort Bend, Galveston, Harris, Liberty, Montgomery, and Waller Counties) is currently classified as severe under the 1997 eight-hour ozone National Ambient Air Quality Standard (NAAQS) of 0.08 parts per million (ppm) with an attainment date as expeditiously as practicable but no later than June 15, 2019. Texas was required to submit a state implementation plan (SIP) revision addressing the severe ozone nonattainment area requirements of the 1990 Federal Clean Air Act Amendments (FCAA) to the United States Environmental Protection Agency (EPA) by April 15, 2010.

On March 10, 2010, the Texas Commission on Environmental Quality (TCEQ) adopted two revisions to the Texas SIP for the HGB ozone nonattainment area. The Houston-Galveston-Brazoria Attainment Demonstration State Implementation Plan Revision for the 1997 Eight-Hour Ozone Standard (HGB AD SIP revision) includes a photochemical modeling analysis and a weight of evidence analysis to demonstrate attainment of the 1997 eight-hour ozone NAAQS by June 15, 2019. In addition, the HGB AD SIP revision incorporates revisions to 30 Texas Administrative Code Chapters 101 and 115, also adopted on March 10, 2010, which include the Mass Emissions Cap and Trade (MECT) Program Cap Integrity, the Highly Reactive Volatile Organic Compounds (HRVOC) Emissions Cap and Trade (HECT) Program Cap Reduction and Allowance Reallocation, and the Volatile Organic Compounds (VOC) Control Techniques Guidelines (CTG) Update. The HGB Reasonable Further Progress SIP Revision for the 1997 Eight-Hour Ozone Standard demonstrates that an 18% emissions reduction requirement will be met for the analysis period between 2002 through 2008 and an average of 3% per year emissions reduction between each of the milestone years 2008, 2011, 2014, 2017, and 2018.

For nonattainment areas classified as moderate and above, FCAA, §182(b)(2) requires states to submit a SIP revision that implements reasonably available control technology (RACT) for VOC emission sources addressed in a CTG document issued by the EPA between November 15, 1990, and the area's attainment date. CTG documents provide information to assist states in determining RACT for specific emission sources and provide the EPA's RACT recommendations. FCAA, §183(e)(3) requires the EPA to regulate VOC emissions from consumer and commercial products by issuing national regulations or by issuing CTG documents in lieu of national regulations. The EPA issued 11 CTG documents between 2006 and 2008 with RACT recommendations for controlling VOC emissions from a variety of consumer and commercial products.

Of the 11 CTG documents, the commission has acted on four. On March 10, 2010, with the adoption of the HGB AD SIP revision, the commission adopted portions of the Offset Lithographic and Letterpress Printing CTG recommendation and provided a negative declaration for the Flat Wood Paneling Coatings CTG, Fiberglass Boat Manufacturing Materials CTG, and Automobile and Light-Duty Truck Assembly Coatings CTG source categories. The commission determined that no sources meeting the applicability criteria recommended in these CTG documents were located in the HGB area. Additionally, due to the EPA's concerns regarding federal enforceability, staff recommended withdrawing the two RACT recommendations for the Flexible Package Printing Materials and the Paper, Film, and Foil Coatings CTG categories that were proposed on September 23, 2009. RACT determinations were not made for the following five CTG emission source categories at that time because additional research was necessary to determine the number of sources affected by the CTG recommendations and the EPA had not formally responded to the state's request for clarification regarding the CTG recommendations: Industrial Cleaning Solvents; Large Appliance Coatings; Metal Furniture Coatings; Miscellaneous Industrial Adhesives; and

Miscellaneous Metal and Plastic Parts Coatings. On March 17, 2011, the EPA issued a guidance memorandum entitled *Approving SIP Revisions Addressing VOC RACT Requirements for Certain Coatings Categories* regarding the following three CTG categories: Large Appliance Coatings; Metal Furniture Coatings; and Miscellaneous Metal and Plastic Parts Coatings. Additional discussion regarding the EPA's guidance on these three CTG categories is provided in Appendix A: *Reasonably Available Control Technology Analysis*.

The following seven CTG categories for the HGB area have pending RACT determinations to be submitted to the EPA:

- Flexible Package Printing, Group II, issued in 2006;
- Industrial Cleaning Solvents, Group II, issued in 2006;
- Large Appliance Coatings, Group III, issued in 2007;
- Metal Furniture Coatings, Group III, issued in 2007;
- Paper, Film, and Foil Coatings, Group III, issued in 2007;
- Miscellaneous Industrial Adhesives, Group IV, issued in 2008; and
- Miscellaneous Metal and Plastic Parts Coatings, Group IV, issued in 2008.

This proposed SIP revision provides a RACT analysis update to include the seven CTG documents issued by the EPA from 2006 through 2008 that have not yet been addressed in the HGB AD SIP revision adopted on March 10, 2010, and incorporates CTG-related rulemaking concurrently being proposed for the HGB area (Rule Project No. 2010-016-115-EN).

If adopted, this HGB RACT Analysis Update SIP revision would include the analyses and RACT determinations for these seven CTG source categories. If the EPA's recommended controls for a particular source category are determined by the executive director to be RACT and the commission adopts rules to implement RACT for that source category, adoption of this SIP revision would incorporate those rules into the SIP. The associated proposed rulemaking would revise Chapter 115, Subchapter E, to implement RACT for the CTG emission source categories in the HGB area as required by FCAA, §172(c)(1) and §182(b)(2).

SECTION V: LEGAL AUTHORITY

General

The Texas Commission on Environmental Quality (TCEQ) has the legal authority to implement, maintain, and enforce the National Ambient Air Quality Standards (NAAQS) and to control the quality of the state's air, including maintaining adequate visibility.

The first air pollution control act, known as the Clean Air Act of Texas, was passed by the Texas Legislature in 1965. In 1967, the Clean Air Act of Texas was superseded by a more comprehensive statute, the Texas Clean Air Act (TCAA), found in Article 4477-5, Vernon's Texas Civil Statutes. The legislature amended the TCAA in 1969, 1971, 1973, 1979, 1985, 1987, 1989, 1991, 1993, 1995, 1997, 1999, 2001, 2003, 2005, 2007, and 2009. In 1989, the TCAA was codified as Chapter 382 of the Texas Health and Safety Code.

Originally, the TCAA stated that the Texas Air Control Board (TACB) is the state air pollution control agency and is the principal authority in the state on matters relating to the quality of air resources. In 1991, the legislature abolished the TACB effective September 1, 1993, and its powers, duties, responsibilities, and functions were transferred to the Texas Natural Resource Conservation Commission (TNRCC). With the creation of the TNRCC, the authority over air quality is found in both the Texas Water Code and the TCAA. Specifically, the authority of the TNRCC is found in Chapters 5 and 7. Chapter 5, Subchapters A - F, H - J, and L, include the general provisions, organization, and general powers and duties of the TNRCC, and the responsibilities and authority of the executive director. Chapter 5 also authorizes the TNRCC to implement action when emergency conditions arise and to conduct hearings. Chapter 7 gives the TNRCC enforcement authority. In 2001, the 77th Texas Legislature continued the existence of the TNRCC until September 1, 2013, and changed the name of the TNRCC to the Texas Commission on Environmental Quality (TCEQ). In 2009, the 81st Texas Legislature, during a special session, amended §5.014 of the Texas Water Code, changing the expiration date of the TCEQ to September 1, 2011, unless continued in existence by the Texas Sunset Act.

The TCAA specifically authorizes the TCEQ to establish the level of quality to be maintained in the state's air and to control the quality of the state's air by preparing and developing a general, comprehensive plan. The TCAA, Subchapters A - D, also authorize the TCEQ to collect information to enable the commission to develop an inventory of emissions; to conduct research and investigations; to enter property and examine records; to prescribe monitoring requirements; to institute enforcement proceedings; to enter into contracts and execute instruments; to formulate rules; to issue orders taking into consideration factors bearing upon health, welfare, social and economic factors, and practicability and reasonableness; to conduct hearings; to establish air quality control regions; to encourage cooperation with citizens' groups and other agencies and political subdivisions of the state as well as with industries and the federal government; and to establish and operate a system of permits for construction or modification of facilities.

Local government authority is found in Subchapter E of the TCAA. Local governments have the same power as the TCEQ to enter property and make inspections. They also may make recommendations to the commission concerning any action of the TCEQ that affects their territorial jurisdiction, may bring enforcement actions, and may execute cooperative agreements with the TCEQ or other local governments. In addition, a city or town may enact and enforce ordinances for the control and abatement of air pollution not inconsistent with the provisions of the TCAA and the rules or orders of the commission.

Subchapters G and H of the TCAA authorize the TCEQ to establish vehicle inspection and maintenance programs in certain areas of the state, consistent with the requirements of the Federal Clean Air Act; coordinate with federal, state, and local transportation planning agencies to develop and implement transportation programs and measures necessary to attain and maintain the NAAQS; establish gasoline volatility and low emission diesel standards; and fund and authorize participating counties to implement vehicle repair assistance, retrofit, and accelerated vehicle retirement programs.

Applicable Law

The following statutes and rules provide necessary authority to adopt and implement the state implementation plan (SIP). The rules listed below have previously been submitted as part of the SIP.

Statutes

All sections of each subchapter are included, unless otherwise noted.

TEXAS HEALTH & SAFETY CODE, Chapter 382

September 1, 2009

TEXAS WATER CODE

September 1, 2009

Chapter 5: Texas Natural Resource Conservation Commission

Subchapter A: General Provisions

Subchapter B: Organization of the Texas Natural Resource Conservation Commission

Subchapter C: Texas Natural Resource Conservation Commission

Subchapter D: General Powers and Duties of the Commission

Subchapter E: Administrative Provisions for Commission

Subchapter F: Executive Director (except §§5.225, 5.226, 5.227, 5.2275, 5.231, 5.232, and 5.236)

Subchapter H: Delegation of Hearings

Subchapter I: Judicial Review

Subchapter J: Consolidated Permit Processing

Subchapter L: Emergency and Temporary Orders (§§5.514, 5.5145, and 5.515 only)

Subchapter M: Environmental Permitting Procedures (§5.558 only)

Chapter 7: Enforcement

Subchapter A: General Provisions (§§7.001, 7.002, 7.0025, 7.004, and 7.005 only)

Subchapter B: Corrective Action and Injunctive Relief (§7.032 only)

Subchapter C: Administrative Penalties

Subchapter D: Civil Penalties (except §7.109)

Subchapter E: Criminal Offenses and Penalties: §§7.177, 7.179-7.183

Rules

All of the following rules are found in 30 Texas Administrative Code, as of the following latest effective dates:

Chapter 7: Memoranda of Understanding, §§7.110 and 7.119

December 13, 1996 and May 2, 2002

Chapter 19: Electronic Reporting

March 15, 2007

Chapter 35: Subchapters A-C, K: Emergency and Temporary Orders and Permits; Temporary Suspension or Amendment of Permit Conditions

July 20, 2006

Chapter 39: Public Notice, §§39.201; 39.401; 39.403(a) and (b)(8)-(10); 39.405(f)(1) and (g); 39.409; 39.411 (a), (b)(1)-(6), and (8)-(10) and (c)(1)-(6) and (d); 39.413(9), (11), (12), and (14); 39.418(a) and (b)(3) and (4); 39.419(a), (b), (d), and (e); 39.420(a), (b) and (c)(3) and (4); 39.423 (a) and (b); 39.601-39.605	June 24, 2010
Chapter 55: Requests for Reconsideration and Contested Case Hearings; Public Comment, §§55.1; 55.21(a) - (d), (e)(2), (3), and (12), (f) and (g); 55.101(a), (b), and (c)(6) - (8); 55.103; 55.150; 55.152(a)(1), (2), and (6) and (b); 55.154; 55.156; 55.200; 55.201(a) - (h); 55.203; 55.205; 55.209, and 55.211	June 24, 2010
Chapter 101: General Air Quality Rules	May 12, 2011
Chapter 106: Permits by Rule, Subchapter A	May 12, 2011
Chapter 111: Control of Air Pollution from Visible Emissions and Particulate Matter	July 19, 2006
Chapter 112: Control of Air Pollution from Sulfur Compounds	July 16, 1997
Chapter 113: Standards of Performance for Hazardous Air Pollutants and for Designated Facilities and Pollutants	May 14, 2009
Chapter 114: Control of Air Pollution from Motor Vehicles	December 13, 2010
Chapter 115: Control of Air Pollution from Volatile Organic Compounds	February 17, 2011
Chapter 116: Permits for New Construction or Modification	March 3, 2011
Chapter 117: Control of Air Pollution from Nitrogen Compounds	May 12, 2011
Chapter 118: Control of Air Pollution Episodes	March 5, 2000
Chapter 122: §122.122: Potential to Emit	December 11, 2002
Chapter 122: §122.215: Minor Permit Revisions	June 3, 2001
Chapter 122: §122.216: Applications for Minor Permit Revisions	June 3, 2001
Chapter 122: §122.217: Procedures for Minor Permit Revisions	December 11, 2002
Chapter 122: §122.218: Minor Permit Revision Procedures for Permit Revisions Involving the Use of Economic Incentives, Marketable Permits, and Emissions Trading	June 3, 2001

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 - 2. Houston-Galveston-Brazoria (Revised)
 - Chapter 1: General (Revised)
 - Chapter 2: Anthropogenic Emissions Inventory (EI) Description (No change)
 - Chapter 3: Photochemical Modeling (No change)
 - Chapter 4: Control Strategies and Required Elements (Revised)
 - Chapter 5: Weight of Evidence (No change)
 - Chapter 6: Ongoing and Future Initiatives (No change)
 - 3. Beaumont-Port Arthur (No change)
 - 4. El Paso (No change)
 - 5. Regional Strategies (No change)
 - 6. Northeast Texas (No change)
 - 7. Austin Area (No change)
 - 8. San Antonio Area (No change)
 - 9. Victoria Area (No change)
- C. Particulate Matter (No change)
- D. Carbon Monoxide (No change)
- E. Lead (No change)
- F. Oxides of Nitrogen (No change)
- G. Sulfur Dioxide (No change)
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- 4.10 References (No change)
- Chapter 5: Weight of Evidence (No change)
- Chapter 6: Ongoing and Future Initiatives (No change)

LIST OF ACRONYMS

ACT	alternative control techniques
AD	attainment demonstration
BACT	best available control technology
CFR	Code of Federal Regulations
CTG	Control Techniques Guidelines
DMA	Marine Distillate Fuel A
DMX	Marine Distillate Fuel X
EPA	United States Environmental Protection Agency
FCAA	Federal Clean Air Act
HECT	Highly Reactive Volatile Organic Compound Emissions Cap and Trade Program
H-GAC	Houston-Galveston Area Council
HGB	Houston-Galveston-Brazoria
HRVOC	highly reactive volatile organic compounds
I/M	Inspection and Maintenance
LDAR	leak detection and repair
MACT	maximum achievable control technology
MECT	Mass Emissions Cap and Trade Program
mph	miles per hour
MVEB	motor vehicle emissions budget
NAAQS	National Ambient Air Quality Standard
NO _x	nitrogen oxides
ppm	parts per million
RACM	reasonably available control measures
RACT	reasonably available control technology
RFP	reasonable further progress
RVP	Reid vapor pressure
SB	Senate Bill
SIP	state implementation plan
TACB	Texas Air Control Board
TCAA	Texas Clean Air Act
TCEQ	Texas Commission on Environmental Quality (commission)
TERP	Texas Emission Reduction Plan
TNRCC	Texas Natural Resource Conservation Commission

tpy	tons per year
TxLED	Texas Low Emission Diesel
VMEP	Voluntary Mobile Emissions Reductions Program
VOC	volatile organic compounds

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CHAPTER 1: GENERAL

1.1 BACKGROUND

The *History of the Texas State Implementation Plan*, a comprehensive overview of the state implementation plan (SIP) revisions submitted to the United States Environmental Protection Agency (EPA) by the State of Texas, is available on the [Introduction to the SIP Web page](http://www.tceq.texas.gov/airquality/sip/sipintro.html#History) (<http://www.tceq.texas.gov/airquality/sip/sipintro.html#History>) on the Texas Commission on Environmental Quality ([TCEQ Web site](http://www.tceq.texas.gov/) (<http://www.tceq.texas.gov/>)).

1.2 INTRODUCTION

The Houston-Galveston-Brazoria (HGB) area presents a complex air pollution problem because of the nature of the emissions and meteorology of the area. The HGB area's hot, sunny climate, large urban population activities, and extensive, highly concentrated industrial complex provide the ingredients for ozone formation: sunlight, nitrogen oxides (NO_x), and volatile organic compounds (VOC). The Houston area's significant biogenic VOC emissions and complex meteorology, which includes land/sea breeze air parcel recirculation, complicate photochemical modeling. Economic and population growth continue to create air quality challenges for the HGB area. Despite these challenges, key ozone-targeting regulatory programs have reduced the number and magnitude of ozone exceedances, the area of exceedance, and the population exposed to exceedances of the ozone National Ambient Air Quality Standard (NAAQS).

Summaries of HGB area 1997 eight-hour ozone NAAQS SIP revisions, as well as information regarding this HGB Reasonably Available Control Technology Analysis Update SIP Revision for the 1997 Eight-Hour Ozone Standard (HGB RACT SIP revision) are provided.

1.2.1 One-Hour Ozone National Ambient Air Quality Standard (NAAQS) History (No change)

1.2.2 1997 Eight-Hour Ozone NAAQS History

In 1997, the EPA revised the health-based NAAQS for ozone, setting it at 0.08 parts per million (ppm) based on the three-year average of the annual fourth-highest daily maximum eight-hour average ozone concentrations measured at each monitor within an area. The final 1997 eight-hour ozone NAAQS was published in the *Federal Register* on July 18, 1997 (62 FR 38856), and became effective on September 16, 1997. On April 30, 2004, the EPA finalized nonattainment designations and promulgated the first phase of its implementation rule for the 1997 eight-hour ozone standard (69 FR 23951). These actions became effective on June 15, 2004. The EPA classified the HGB area as a moderate nonattainment area for the standard. The TCEQ was required to submit a SIP revision for the 1997 eight-hour ozone NAAQS to the EPA by June 15, 2007, and demonstrate attainment of the standard by June 15, 2010. In the November 29, 2005, issue of the *Federal Register* (70 FR 71612), the EPA published the second phase of the implementation rule for the 1997 eight-hour ozone NAAQS, which addressed the control obligations that apply to areas designated nonattainment for the standard.

The commission adopted the 1997 eight-hour ozone nonattainment area SIP revision and the reasonable further progress (RFP) SIP revision for the HGB area on May 23, 2007. These SIP revisions were the first step in addressing the 1997 eight-hour ozone standard in the HGB area. The TCEQ demonstrated reasonable further progress toward attaining the 1997 eight-hour ozone standard and committed to developing an HGB 1997 eight-hour ozone attainment demonstration SIP revision to attain the 1997 standard as expeditiously as practicable. On June 15, 2007, these two revisions to the Texas SIP and a letter from the governor of Texas requesting

that the HGB ozone nonattainment area be reclassified from a moderate nonattainment area to a severe nonattainment area were submitted to the EPA.

The EPA granted the governor's request to voluntarily reclassify the HGB ozone nonattainment area from a moderate to a severe nonattainment area for the 1997 ozone NAAQS in the October 1, 2008, issue of the *Federal Register* (73 FR 56983). The EPA set April 15, 2010, as the date for the state to submit a revised SIP addressing the severe ozone nonattainment area requirements of the Federal Clean Air Act (FCAA) (42 United States Code, §§7401 *et seq.*). The area's new attainment date for the 1997 eight-hour ozone standard is as expeditiously as practicable but no later than June 15, 2019.

1.2.2.1 May 23, 2007 (No change)

1.2.2.2 March 10, 2010

On March 10, 2010, the commission adopted two revisions to the Texas SIP for the HGB ozone nonattainment area. The HGB Attainment Demonstration SIP Revision for the 1997 Eight-Hour Ozone Standard (HGB AD SIP revision) included a photochemical modeling analysis and a weight of evidence analysis to demonstrate attainment of the 1997 eight-hour ozone NAAQS by the June 15, 2019, deadline. This SIP revision also included a motor vehicle emissions budget (MVEB), a VOC RACT analysis, a NO_x RACT analysis, a reasonably available control measures (RACM) analysis, a contingency plan, and a mid-course review commitment. In addition, the HGB AD SIP revision incorporated revisions to 30 Texas Administrative Code Chapters 101 and 115, also adopted on March 10, 2010, which included the Mass Emissions Cap and Trade (MECT) Program Cap Integrity, the Highly Reactive Volatile Organic Compounds (HRVOC) Emissions Cap and Trade (HECT) Program Cap Reduction and Allowance Reallocation, and the VOC Control Techniques Guidelines (CTG) Update.

The HGB RFP SIP Revision for the 1997 Eight-Hour Ozone Standard (HGB RFP SIP revision), as required by the EPA, demonstrated that an 18% emissions reduction requirement will be met for the analysis period between 2002 through 2008 and an average of 3% per year emissions reduction between each of the milestone years 2008, 2011, 2014, 2017, and 2018. The RFP SIP revision established baseline emission levels, calculated reduction targets, identified control strategies to meet emission target levels, and tracked actual emission reductions against established emissions growth. An MVEB for each milestone year and a contingency plan were also included in the RFP SIP revision.

In the January 25, 2011, issue of the *Federal Register* (76 FR 4342), the EPA published a notice of its determination that the MVEBs in the HGB AD and RFP SIP revisions are adequate for transportation conformity purposes, effective February 9, 2011.

1.2.3 Existing Ozone Control Strategies (No change)

1.2.4 Current SIP Revision

Because this SIP revision focuses specifically on the seven CTG documents issued by the EPA from 2006 through 2008 that have not yet been addressed in the HGB AD SIP revision adopted March 10, 2010, the RACT analysis in this SIP revision only provides an update to the HGB VOC RACT demonstration.

Although the FCAA requires the state to implement RACT, EPA guidance on RACT indicates that states may choose to implement the CTG recommendations, implement an alternative approach, or demonstrate that additional controls for the CTG emission source category are not technologically or economically feasible in the area. If adopted, this SIP revision would provide a detailed RACT analysis update for the HGB area and incorporate any necessary rule revisions.

The following seven CTG documents would be evaluated during the associated proposed rulemaking (Rule Project No. 2010-016-115-EN) to determine if additional VOC controls are necessary to fulfill RACT requirements:

- Flexible Package Printing, Group II, issued in 2006;
- Industrial Cleaning Solvents, Group II, issued in 2006;
- Large Appliance Coatings, Group III, issued in 2007;
- Metal Furniture Coatings, Group III, issued in 2007;
- Paper, Film, and Foil Coatings, Group III, issued in 2007;
- Miscellaneous Industrial Adhesives, Group IV, issued in 2008; and
- Miscellaneous Metal and Plastic Parts Coatings, Group IV, issued in 2008.

1.3 HEALTH EFFECTS (NO CHANGE)

1.4 STAKEHOLDER PARTICIPATION AND PUBLIC HEARINGS

1.4.1 Stakeholder Participation

The TCEQ held a stakeholder meeting on December 1, 2010, and accepted informal comments until January 11, 2011, for the associated Chapter 115 rulemaking (Rule Project No. 2010-016-115-EN). For further information, please refer to the [CTG Stakeholder Group Web page](http://www.tceq.texas.gov/implementation/air/rules/ctg/control_techniques_stakeholder.html) (http://www.tceq.texas.gov/implementation/air/rules/ctg/control_techniques_stakeholder.html).

1.4.2 Public Hearings and Comment Information

The commission will hold public hearings for this proposed SIP revision and associated rulemaking at the following times and locations:

Table 1-1: Public Hearing Information

City	Date	Time	Location
Houston	July 18, 2011	6:30 p.m.	Houston-Galveston Area Council 3555 Timmons Lane Conference Room C Houston, TX 77027
Austin	July 22, 2011	10:00 a.m.	TCEQ Headquarters 12100 Park 35 Circle Bldg. E, Room 201 Austin, TX 78753

The public comment period will open on June 24, 2011, and close on July 25, 2011. Written comments will be accepted via mail, fax, or through the eComments system. All comments should reference the “HGB RACT Analysis Update SIP Revision for the 1997 Eight-Hour Ozone Standard” and Project Number 2010-028-SIP-NR. Comments may be submitted to Lola Brown, MC 206, State Implementation Plan Team, Chief Engineer’s Office, Texas Commission on Environmental Quality, P.O. Box 13087, Austin, Texas 78711-3087 or faxed to (512) 239-5687. Electronic comments may be submitted through the [eComments system](http://www5.tceq.texas.gov/rules/ecomments/) (<http://www5.tceq.texas.gov/rules/ecomments/>). File size restrictions may apply to comments being submitted via the eComments system. Comments must be received by July 25, 2011.

An electronic version of this proposed SIP revision and appendix can be found at the TCEQ’s [SIP Hot Topics Web page](http://www.tceq.texas.gov/airquality/sip/Hottop.html) (<http://www.tceq.texas.gov/airquality/sip/Hottop.html>).

1.5 SOCIAL AND ECONOMIC CONSIDERATIONS

There are no social or economic issues of concern attributable to this HGB RACT Analysis Update SIP Revision. For a detailed explanation of any social and economic issues involved with the associated Chapter 115 rulemaking (Rule Project No. 2010-016-115-EN), please refer to the preamble that precedes those rules, accessed from the TCEQ [Rule Proposals and Adoptions Web page](http://www.tceq.texas.gov/nav/rules/propose_adopt.html) (http://www.tceq.texas.gov/nav/rules/propose_adopt.html).

1.6 FISCAL AND MANPOWER RESOURCES (NO CHANGE)

**CHAPTER 2: ANTHROPOGENIC EMISSIONS INVENTORY (EI) DESCRIPTION
(NO CHANGE)**

CHAPTER 3: PHOTOCHEMICAL MODELING (NO CHANGE)

CHAPTER 4: CONTROL STRATEGIES AND REQUIRED ELEMENTS

4.1 INTRODUCTION (NO CHANGE)

4.2 EXISTING CONTROL MEASURES

Over several years of ozone planning in the Houston-Galveston-Brazoria (HGB) area, a broad range of control measures have been implemented for each emission source category. Table 4-1: *Existing Ozone Control Measures Applicable to the HGB Eight-County Nonattainment Area* lists the existing ozone control strategies that have been implemented for the one-hour and 1997 eight-hour ozone standards in the HGB area.

Table 4-1: Existing Control Measures Applicable to the HGB Eight-County Nonattainment Area

Measure	Description	Start Date(s)
Nitrogen Oxides (NO _x) Mass Emissions Cap and Trade (MECT) Program	Overall 80% NO _x reduction from existing industrial sources and utility power plants, implemented through a cap and trade program Affects utility boilers, gas turbines, heaters and furnaces, stationary internal combustion engines, industrial boilers, and many other industrial sources	April 1, 2003, and phased in through April 1, 2007
Highly Reactive Volatile Organic Compounds (HRVOC) Rules and HRVOC Emissions Cap and Trade (HECT) Program	Affects cooling towers, process vents, and flares, and establishes an annual emissions limit with a cap and trade for each site in Harris County Seven perimeter counties subject to permit allowable limits and monitoring requirements	Monitoring requirements began January 31, 2006 Cap and trade program implemented January 1, 2007 HECT cap incrementally stepped-down from 2014 through 2017 for a total 25% cap reduction
HRVOC Fugitive Rules	More stringent leak detection and repair (LDAR) requirements for components in HRVOC service Additional components included in LDAR program: more stringent repair times, lower leak detection, and third part audit requirements	March 31, 2004

Measure	Description	Start Date(s)
Volatile Organic Compounds (VOC) Rules – Storage Tanks	<p>Requires controls for slotted guide poles and more stringent controls for other fittings on floating roof tanks, and control requirements or operational limitations on landing floating roof tanks</p> <p>Eliminates exemption for storage tanks for crude oil or natural gas condensate, and regulates flash emissions from these tanks</p>	January 1, 2009
VOC Rules – Degassing Operations	<p>Requires vapors from degassing to be vented to a control device for a longer time period, and removes exemption from degassing to control for tanks with capacity of 75,000 to 1,000,000 gallons</p> <p>Clarification of rule and monitoring and testing requirements, additional control options, and notification requirements</p>	<p>January 1, 2009</p> <p>February 17, 2011</p>
NO _x Emission Standards for Nitric Acid and Adipic Acid Manufacturing	NO _x emission standards for nitric acid and adipic acid manufacturing facilities in the HGB area	November 15, 1999
Utility Electric Generation in East and Central Texas	NO _x control requirements (approximately 55 %) on utility boilers and stationary gas turbines at utility electric generation sites in East and Central Texas	May 1, 2003, through May 1, 2005
VOC Control Measures	<p>Additional control technology requirements for batch processes, bakeries, and offset lithographic printers by December 31, 2002</p> <p>Additional VOC measures adopted earlier for reasonably available control technology (RACT) purposes: storage, general vent gas, industrial wastewater, loading and unloading operations, general VOC LDAR, solvent using process, etc. (see Appendix D: <i>Reasonably Available Control Technology Analysis</i> of the Houston-Galveston-Brazoria Attainment Demonstration State Implementation Plan Revision for the 1997 Eight-Hour Ozone Standard (HGB AD SIP revision) adopted March 10, 2010, for more details)</p>	December 31, 2002, and earlier

Measure	Description	Start Date(s)
VOC Control Measures – Offset Lithographic Printers	<p>Additional control technology requirements for offset lithographic printers</p> <p>Revision to limit VOC content of solvents used by offset lithographic printing facilities and to include smaller sources in rule applicability (see Appendix D of the HGB AD SIP revision adopted March 10, 2010, for more details)</p>	<p>December 31, 2002</p> <p>March 1, 2011, for major sources</p> <p>March 1, 2012, for minor sources</p>
Refueling – Stage I	<p>Captures gasoline vapors that are released when gasoline is delivered to a storage tank</p> <p>Vapors returned to the tank truck as the storage tank is being filled with fuel, rather than released into the ambient air</p>	1990
Refueling – Stage II	<p>Captures gasoline vapors when a vehicle is being fueled at the pump</p> <p>Vapors returned through the pump hose to the petroleum storage tank, rather than released into the air</p>	1992
Federal Area/Non-Road Measures	<p>Series of emissions limits, implemented by the United States Environmental Protection Agency (EPA), for area and non-road sources</p> <p>Examples: diesel and gasoline engine standards for locomotives and leaf-blowers</p>	Through 2018
Texas Emission Reduction Plan (TERP)	Provides grant funds for on-road and non-road heavy-duty diesel engine replacement/retrofit	January 2002
California Gasoline Engines	California standards for non-road gasoline engines 25 horsepower and larger	May 1, 2004
Stationary Diesel Engines	Prohibition on operating stationary diesel and dual-fuel engines for testing and maintenance purposes between 6:00 a.m. and noon	April 1, 2002
Natural Gas-Fired Small Boilers, Process Heaters, and Water Heaters	NO _x emission limits on small-scale residential and industrial boilers, process heaters, and water heaters equal to or less than 2.0 million British thermal units per hour	2002
Minor Source NO _x Controls for Non-MECT Sites	NO _x emission limits on boilers, process heaters, stationary engines, and turbines at minor sites not included in the MECT program (uncontrolled design capacity to emit less than 10 tons per year (tpy))	March 31, 2005

Measure	Description	Start Date(s)
VOC Control Measures	<p>Additional control technology requirements for batch processes and bakeries by December 31, 2002</p> <p>Additional VOC measures adopted earlier for RACT purposes: storage, general vent gas, industrial wastewater, loading and unloading operations, general VOC LDAR, solvent using process, cutback asphalt, etc. (see Appendix D of the HGB AD SIP revision adopted March 10, 2010, for more details)</p>	December 31, 2002, and earlier
Texas Low Emission Diesel (TxLED)	Requires all diesels for both on-road and non-road use to have a lower aromatic content and a higher cetane number	Phase in began October 31, 2005
TxLED for Marine Fuels	Adds marine distillate fuels X and A, commonly known as DMX and DMA, or Marine Gas Oil, into the definition of diesel fuels, requiring them to be TxLED compliant	June 24, 2007
Texas Low Reid Vapor Pressure (RVP) Gasoline	Requires all gasoline for both on-road and non-road use to have a RVP of 7.8 pounds per square inch or less from May 1 through October 1 each year	April 2000
Voluntary Mobile Emissions Reduction Program (VMEP)	Voluntary measures administered by the Houston-Galveston Area Council (H-GAC) (see Appendix F: <i>Evaluation of Mobile Source Control Strategies for the Houston-Galveston-Brazoria State Implementation Plan (With Detailed Strategies)</i> , prepared for H-GAC by ENVIRON International Corporation, of the HGB AD SIP adopted March 10, 2010)	Through 2018
Federal On-Road Measures	<p>Series of emissions limits, implemented by the EPA, for on-road vehicles</p> <p>Examples: Tier 1 and Tier 2 vehicle standards, low sulfur diesel standards, National Low Emission Vehicle standards, and reformulated gasoline</p>	Phase in through 2013
Vehicle Inspection/Maintenance (I/M)	Yearly treadmill-type testing for pre-1996 vehicles and computer checks for 1996 and newer vehicles	<p>May 1, 2002, in Harris County</p> <p>May 1, 2003, in Brazoria, Fort Bend, Galveston, and Montgomery Counties</p>
Speed Limit Reduction	Five miles per hour (mph) below what was posted before May 1, 2002, on roadways where speeds were 65 mph or higher	September 2003

Measure	Description	Start Date(s)
Transportation Control Measures	Various measures in H-GAC's long-range transportation plans (see Appendix F of the HGB AD SIP adopted March 10, 2010, for more details)	Phase in through 2018
Voluntary Energy Efficiency/Renewable Energy	Energy efficiency and renewable energy projects encouraged by Senate Bill (SB) 7, 76th Texas Legislature, 1999 and SB 5, 77th Texas Legislature, 2001	September 1, 1999, and September 1, 2001
Automotive Windshield Washer Fluid	VOC content limitation on automotive windshield washer fluid sold, supplied, distributed, or manufactured for use in Texas	January 1, 1995

4.3 UPDATES TO EXISTING CONTROL MEASURES (NO CHANGE)

4.4 REASONABLY AVAILABLE CONTROL TECHNOLOGY (RACT) ANALYSIS

4.4.1 General Discussion

The HGB area is currently classified as a severe nonattainment area for the 1997 eight-hour ozone National Ambient Air Quality Standard (NAAQS). Under the 1997 eight-hour ozone standard, the HGB area is required to meet the mandates of the Federal Clean Air Act (FCAA) under §172(c)(1) and §182(b)(2) and (f). According to the EPA's final rule to implement the 1997 eight-hour ozone NAAQS (40 Code of Federal Regulations §51.912, November 29, 2005), a state containing areas classified as moderate nonattainment or higher must submit a state implementation plan (SIP) revision demonstrating that its current rules fulfill the RACT requirements for all Control Techniques Guidelines (CTG) emission source categories and all non-CTG major sources of NO_x and VOC. The major source threshold for severe nonattainment areas is a potential to emit 25 tpy or more of either NO_x or VOC.

In the September 17, 1979, issue of the *Federal Register* (44 FR 53762), RACT is defined as the lowest emissions limitation that a particular source is capable of meeting by the application of control technology that is reasonably available considering technological and economic feasibility. RACT requirements for nonattainment areas classified as moderate and higher are included in the FCAA to assure that significant source categories at major sources of ozone precursor emissions are controlled to a reasonable extent, but not necessarily to best available control technology (BACT) levels expected of new sources or to maximum achievable control technology (MACT) levels required for major sources of hazardous air pollutants. While RACT and reasonably available control measures (RACM) have similar consideration factors like technological and economic feasibility, there is a significant distinction between RACT and RACM. To be considered RACM, a control measure must advance attainment of the area towards meeting the NAAQS for that measure (see FCAA, §172(c)(1)). Advancing attainment of the area is not a factor of consideration when evaluating RACT because the benefit of implementing RACT is presumed under the FCAA.

Under the current state rules, the HGB area is subject to some of the most stringent NO_x and VOC emission control requirements in the country, and for many source categories, the existing rules are more stringent than recommended RACT standards for those categories. In the final approval notice for the revised HGB one-hour ozone attainment demonstration SIP revision published in the September 6, 2006, issue of the *Federal Register* (71 FR 52676), the EPA noted that the HGB VOC rules in 30 Texas Administrative Code Chapter 115 and NO_x rules in Chapter

117 were previously determined to meet the FCAA RACT requirements. Under the one-hour ozone NAAQS, the HGB area was also designated as a severe nonattainment area and the threshold for major stationary sources under the one-hour ozone nonattainment designation was identical to the current threshold under the 1997 eight-hour ozone nonattainment designation. Therefore, controls to satisfy RACT for most major sources under the 1997 eight-hour ozone designation were implemented by the Texas Commission on Environmental Quality (TCEQ) under the one-hour ozone attainment demonstration SIP revision and previously approved by the EPA.

4.4.2 NO_x RACT Determination (No change)

4.4.3 VOC RACT Determination

The TCEQ's analysis demonstrates that the current VOC rules and controls for the HGB area satisfy the FCAA requirements for RACT for all CTG or alternative control techniques (ACT) VOC source categories specific to any CTG or ACT documents issued prior to 2006. For all non-CTG/ACT major VOC emission source categories that controls are technologically and economically feasible, RACT is fulfilled by the EPA-approved Chapter 115 rules or other federally enforceable measures.

The EPA issued 11 CTG documents between 2006 and 2008 with recommendations for VOC controls on a variety of consumer and commercial products. Some of the new CTG recommendations are updates to previously issued CTG documents and some are recommendations for new categories. The TCEQ evaluated these new CTG documents in this RACT analysis to determine if additional VOC controls were necessary to fulfill RACT requirements.

The RACT analysis included in the HGB AD SIP revision adopted March 10, 2010, addresses the following CTG documents:

- Flat Wood Paneling Coatings, Group II, issued in 2006;
- Offset Lithographic and Letterpress Printing, Group II, issued in 2006;
- Auto and Light-Duty Truck Assembly Coatings, Group IV, issued in 2008; and
- Fiberglass Boat Manufacturing Materials, Group IV, issued in 2008.

The RACT analysis included in this SIP revision addresses the following CTG documents:

- Flexible Package Printing, Group II, issued in 2006;
- Industrial Cleaning Solvents, Group II, issued in 2006;
- Large Appliance Coatings, Group III, issued in 2007;
- Metal Furniture Coatings, Group III, issued in 2007;
- Paper, Film, and Foil Coatings, Group III, issued in 2007;
- Miscellaneous Industrial Adhesives, Group IV, issued in 2008; and
- Miscellaneous Metal and Plastic Parts Coatings, Group IV, issued in 2008.

The remainder of this section includes brief summaries of the TCEQ's determinations regarding these seven CTG documents. Additional details regarding the evaluation of the 11 CTG documents are provided in Appendix A: *Reasonably Available Control Technology Analysis*.

4.4.3.1 Flexible Package Printing

The TCEQ has determined that portions of the Flexible Package Printing CTG recommendations are RACT for the HGB area. Concurrent with this SIP revision, the TCEQ is proposing

rulemaking to limit the VOC content of coatings used by flexible package printing sources in the HGB area (Rule Project 2010-016-115-EN). The rulemaking implements the CTG recommendations to reduce the VOC content of coatings and imposes work practices for cleaning materials used during flexible package printing.

4.4.3.2 Industrial Cleaning Solvents

The TCEQ has determined that the Industrial Cleaning Solvents CTG recommendations are RACT for the HGB area. Concurrent with this SIP revision, the TCEQ is proposing rulemaking to implement the CTG recommendations to limit the VOC content of industrial cleaning solvents used in the HGB area (Rule Project 2010-016-115-EN).

4.4.3.3 Large Appliance Coatings

The TCEQ has determined that portions of the Large Appliance Coatings CTG recommendations are RACT for the HGB area. Concurrent with this SIP revision, the TCEQ is proposing rulemaking to limit the VOC content of large appliance coatings in the HGB area (Rule Project 2010-016-115-EN). The rulemaking implements the CTG recommendations to reduce the VOC content of coatings and imposes work practices for cleaning materials used during large appliance coating.

4.4.3.4 Metal Furniture Coatings

The TCEQ has determined that portions of the Metal Furniture Coatings CTG recommendations are RACT for the HGB area. Concurrent with this SIP revision, the TCEQ is proposing rulemaking to limit the VOC content of metal furniture coatings used in the HGB area (Rule Project 2010-016-115-EN). The rulemaking implements the CTG recommendations to reduce the VOC content of coatings and imposes work practices for cleaning materials used during metal furniture coating.

4.4.3.5 Paper, Film, and Foil Coatings

The TCEQ has determined that portions of the Paper, Film, and Foil Coatings CTG recommendations are RACT for the HGB area. Concurrent with this SIP revision, the TCEQ is proposing rulemaking to limit the VOC content of paper, film, and foil coatings in the HGB area (Rule Project 2010-016-115-EN). The rulemaking implements the CTG recommendations to reduce the VOC content of coatings and imposes work practices for cleaning materials used during paper, film, and foil coating.

4.4.3.6 Miscellaneous Industrial Adhesives

The TCEQ has determined that the Miscellaneous Industrial Adhesives CTG recommendations are RACT for the HGB area. Concurrent with this SIP revision, the TCEQ is proposing rulemaking to implement the CTG recommendations to limit the VOC content of miscellaneous industrial adhesives used in the HGB area (Rule Project 2010-016-115-EN).

4.4.3.7 Miscellaneous Metal and Plastic Parts Coatings

The TCEQ has determined that portions of the Miscellaneous Metal and Plastic Parts Coatings CTG recommendations are RACT for the HGB area. Concurrent with this SIP revision, the TCEQ is proposing rulemaking to limit the VOC content of miscellaneous metal and plastic parts coatings used in the HGB area (Rule Project 2010-016-115-EN). The rulemaking implements the CTG recommendations to reduce the VOC content of coatings and imposes work practices for cleaning materials used during miscellaneous metal and plastic parts coating.

4.5 REASONABLY AVAILABLE CONTROL MEASURES (RACM) ANALYSIS (NO CHANGE)

4.6 NEW CONTROL MEASURES (NO CHANGE)

4.7 MOTOR VEHICLE EMISSIONS BUDGET (MVEB) (NO CHANGE)

4.8 MONITORING NETWORK (NO CHANGE)

4.9 CONTINGENCY PLAN (NO CHANGE)

4.10 REFERENCES (NO CHANGE)

CHAPTER 5: WEIGHT OF EVIDENCE (NO CHANGE)

CHAPTER 6: ONGOING AND FUTURE INITIATIVES (NO CHANGE)