
Georgia's State Plan for Implementation of the Emission Guidelines and Compliance Times for Existing Municipal Solid Waste Landfills



Air Protection Branch

January 12, 2023

Executive Summary

This document is Georgia's state plan for the implementation of 40 CFR Part 60, Subpart Cf, EPA's *Emission Guidelines and Compliance Times for Municipal Solid Waste Landfills*. This rulemaking applies to existing landfills that commenced construction, modification, or reconstruction on or before July 17, 2014 and accepted waste after 1987. The emission guidelines lower the emission threshold at which a landfill must install controls.

The state plan is required by 40 CFR Part 60, Subpart B and includes the following components:

- Inventory of all affected landfills as required by 60.25(a)
- Emissions inventory of all affected landfills as required by 60.25(a) and information related to emissions as specified in 40 CFR Part 60, Appendix D
- Emissions limits and standards as required by 60.24(a)
- Compliance schedule and Increments of Progress for affected landfills as required by 60.24(a) and 60.24(e)
- Monitoring the status of compliance with emission standards including legally enforceable procedures for maintenance of records, periodic report submissions, periodic inspections and testing and electronic document submission as required by 60.25
- Source surveillance and monitoring the status of compliance with emission standards including periodic inspections, performance testing, recordkeeping, and reporting requirements as required by 60.25(b), 60.25(c), and 60.25(e)
- Documentation of public notification and participation as required by 60.23 (c)
- Provision for State progress reports to EPA as required by 60.25(e) and including the provisions of 60.25(f)(1) – 60.25(f)(6)
- Identification of enforceable state mechanisms for implementing the emission guidelines as required by 60.26(b)
- Demonstration of the State's legal authority to carry out the plan as required by 60.26(a)

To meet EPA's requirement for Subpart Cf, Georgia Environmental Protection Division (EPD) has promulgated Georgia Rule 391-3-1-.02(2)(ggg) for the regulation of existing MSW landfills. This Georgia Rule, in conjunction with the state plan, ensures that existing MSW landfills meet performance requirements that are at least as stringent as the MSW landfill emission guidelines and compliance times.

There are forty-one Title V permitted MSW landfills in the State of Georgia. Thirty of these MSW landfills are subject to the requirements of this plan and to Georgia Rule 391-3-1-.02(2)(ggg). The owner or operator of each landfill shall comply with the applicable requirements of Georgia Rule (ggg) upon EPA approval of this MSW Landfill state plan.

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List of Abbreviations and Acronyms

Acronym	Meaning
CAA	Clean Air Act
CFR	Code of Federal Regulations
EG	Emission guidelines
EPA	Environmental Protection Agency
EPD	Environmental Protection Division
GCCS	Gas Collection and Control System
O.C.G.A.	Official Code of Georgia Annotated
MSW	Municipal Solid Waste
NESHAP	National Emission Standards for Hazardous Air Pollutants
NMOC	Nonmethane Organic Compounds
NSPS	New Source Performance Standards

1.0 Introduction

This document is Georgia's state plan for the implementation of U.S. EPA's *Emission Guidelines and Compliance Times for Existing Municipal Solid Waste Landfills* (40 CFR Part 60, Subpart Cf). A municipal solid waste (MSW) landfill is an entire disposal facility in a contiguous geographical space where household waste is placed in or on land. An MSW landfill may also receive other types of Resource Conservation and Recovery Act (RCRA) Subtitle D wastes such as commercial solid waste, nonhazardous sludge, conditionally exempt small quantity generator waste, and industrial solid waste. Biodegradation of organic matter in MSW landfill generates gases which include nonmethane organic compounds. The emission guidelines (EG) set emission thresholds for these landfill gases.

An existing MSW landfill is a MSW landfill that accepted waste after November 8, 1987, and that commenced construction, reconstruction, or modification on or before July 17, 2014. The emission guidelines (EG) set emission thresholds for landfill gas which contains both nonmethane organic compounds and methane at which a landfill must install controls.

2.0 Regulation of Air Pollutant Emissions from Existing MSW Landfills

Emissions of air pollutants from existing MSW landfills are regulated under the Clean Air Act (CAA). The CAA requirements are described below. The purpose of this state plan is to ensure the compliance of existing MSW landfills with the requirements of the CAA.

2.1 CAA Requirements

MSW landfills are regulated under CAA section 112, *National Emission Standards for Hazardous Air Pollutants* (NESHAP), and under CAA section 111, *Standards of Performance for New Stationary Sources* (NSPS). Subsection 111(d) addresses emissions from existing landfills and provides for emission guidelines for these landfills. These statutory requirements are implemented through the following Federal regulations:

- 40 CFR Part 60, Subpart B: *New Source Performance Standards, Adoption and Submittal of State Plans*;
- 40 CFR Part 60, Subpart Cf: *Emission Guidelines and Compliance Times for Municipal Solid Waste Landfills – Final rule* promulgated August 29, 2016; and
- 40 CFR Part 62, Subpart OOO: *Federal Plan Requirements for Municipal Solid Waste Landfills That Commenced Construction On or Before July 17, 2014, and Have Not Been Modified or Reconstructed Since July 17, 2014* will be administered by the USEPA during the interim period between June 21, 2021 and Georgia's state plan approval.

Under Subpart Cf, existing MSW landfills are those that accepted waste after November 8, 1987, and that commenced construction/reconstruction or modification on or before July 17, 2014. Requirements for a state plan for existing MSW landfills are discussed below.

2.2 Requirements for a State Plan

The requirements for a state to submit a state plan are included in both 40 CFR Part 60, Subpart B and in 40 CFR Part 60, Subpart Cf. 40 CFR Part 60, Subpart B contains more general requirements for all new and existing sources, whereas Subpart Cf is specific to existing MSW Landfills.

Georgia State Plan for Implementation of Existing MSW Landfill Emission Guidelines

Georgia Environmental Protection Division (Georgia EPD) has prepared Georgia's state plan pursuant to Section 111(d) of the Clean Air Act and in compliance with all the standards and conditions of 40 CFR Part 60, Subparts B and Cf. The plan elements required by 40 CFR Part 60, Subpart B and Cf are listed in Table 2-1 along with cross-references to the corresponding sections of the Georgia state plan, please see the associated sections for a detailed description.

Table 2-1. Required State Plan Elements

Plan Element	Section of Georgia State Plan
Source Inventory and Emissions Inventory	3.0
Emission Standards, Compliance Schedule, interim progress and Compliance Provisions	4.0
Source Surveillance, Periodic Inspections, Performance Testing, Reporting and Recordkeeping	5.0
Operating Limits and Requirements	6.0
Title V Permits	7.0
State Progress Reports	8.0
Documentation of Public Notification and Participation	9.1
Identification of Enforceable State Mechanisms for Implementing the Emission Guideline	9.2
Demonstration of the State's Legal Authority to Carry Out the Plan	9.3
Plan Revisions by the State	10.0

2.3 Georgia Rule 391-3-1-.02(2)(ggg)

Existing MSW landfills must comply with Georgia Rule 391-3-1-.02(2)(ggg), *Existing Municipal Solid Waste Landfills* (see Appendix A). This Georgia Rule was promulgated to ensure that affected MSW landfills comply with the requirements of the federal emission guidelines (40 CFR Part 60, Subpart Cf). Georgia's rule adopts the Emission Guidelines for MSW landfills by reference along with some additional requirements primarily related to collection and control system design plan. These requirements are at least as protective as the corresponding federal requirements.

3.0 Source Inventory and Emissions Inventory

40 CFR Part 60.25(a) and 40 CFR Part 60.31f require that each plan include an inventory of all designated facilities including emissions data for the designated pollutants and information related to emissions as specified in 40 CFR Part 60 Appendix D.

Georgia State Plan for Implementation of Existing MSW Landfill Emission Guidelines

Georgia's state plan includes an inventory of affected landfills and emissions data for comparison with federal standards.

Georgia currently has fifty-two MSW landfills. An inventory of these MSW landfills along with Nonmethane Organic Compounds (NMOC) emissions from these MSW landfills is presented below. Should another source be discovered after this notice, there will be no need to reopen the state plan. All required items will be reported as agreed in Georgia's Air Planning Agreement (see Appendix B).¹

Georgia currently has eleven closed and forty-one open MSW landfills. Thirty of the open landfills are subject to 40 CFR Part 60, Subpart Cf and are required under Georgia Rule 391-3-1-.02(2)(ggg) to be permitted by the Title V operating permit program. The remaining landfills are subject to 40 CFR Part 60, Subpart XXX and representation in this state plan is not required.

As required by 40 CFR Part 60 Appendix D, Georgia reports inventory data to the National Emissions Inventory (NEI) for all its point, non-point, road and non-road sources. The NEI is a comprehensive and detailed estimate of the emissions of criteria pollutants, criteria precursors, and hazardous air pollutants from air emissions sources. The NEI is released every three years based primarily upon data provided by State, Local, and Tribal air agencies for sources in their jurisdictions and supplemented by data developed by the US EPA.

Table 3-1: Open MSW Landfills Subject to 40 CFR Part 60, Subparts Cf with a Regulatory Gas Collection and Control System (GCCS) and Design Capacity Greater than 2.5 million Megagrams or 2.5 million cubic meters (Thirteen Landfills)

Table 3-2: Open MSW Landfills Subject to 40 CFR Part 60, Subparts Cf without a Regulatory GCCS and Design Capacity Greater than 2.5 million Megagrams or 2.5 million cubic meters (Seventeen Landfills)

Table 3-3: MSW Landfills in the Closed Landfill Subcategory (Qualifying for Reporting Exemptions under 40 CFR Part 60.31f(e)) (Nine Landfills)

Table 3-4: MSW Landfills in the Closed Landfill Subcategory (Not qualifying for Reporting Exemptions under 40 CFR Part 60.31f(e)) (Two Landfills)

All MSW landfills that are included in Georgia's inventory must comply with Georgia's Rule (ggg) and meet the requirements that are outlined in this plan. 2020 NMOC emissions data are facility-reported tier 2 or tier 3 values.

¹ Georgia's Air Planning Agreement is an annual report demonstrating Georgia's ability to meet its commitments with EPA.

Georgia State Plan for Implementation of Existing MSW Landfill Emission Guidelines

Table 3-1. Open MSW Landfills Subject to 40 CFR Part 60, Subpart Cf with a Regulatory GCCS and Design Capacity Greater than 2.5 million Megagrams

AIRS Number	Facility/Operator*	County	NMOC Mg/Yr.
269-00014	WI Taylor County Disposal, LLC	Taylor	162.32
305-00031	Broadhurst Environmental Landfill	Wayne	123.97
013-00068	Oak Grove Sanitary Landfill	Barrow	157.99
035-00010	Pine Ridge Landfill	Butts	222.89
049-00008	Chesser Island Road Landfill	Charlton	161.12
245-00160	Deans Bridge Rd MSW Landfill	Richmond	75.23
089-00299	Seminole Road MSW Landfill	Dekalb	117.46
117-00059	Eagle Point Landfill, LLC	Forsyth	214.62
289-00011	Wolf Creek Landfill, LLC	Twiggs	81.88
233-00046	ETC of Georgia, LLC - Grady Road Landfill	Polk	75.92
135-00219	Richland Creek Road Landfill	Gwinnett	142.84
021-00195	Macon Landfill	Bibb	336.02
199-00025	Turkey Run Landfill	Meriwether	39.91

* Georgia Rule 391-3-1-.02(2)(ggg) requires landfills to maintain Title V operating permit. NMOC emissions > 50 Mg/yr require the installation of a GCCS by Subpart Cc and Subpart WWW. The GCCS installation threshold for Subpart Cf and Subpart OOO is: NMOC Emissions > 34 Mg/yr. Facilities are exempted from submitting NMOC Emission reports after GCCS installation by 40 CFR 60.767(b)(3).

Georgia State Plan for Implementation of Existing MSW Landfill Emission Guidelines

Table 3-2. Open MSW Landfills Subject to 40 CFR Part 60, Subpart Cf without a Regulatory GCCS and Design Capacity Greater than 2.5 million Megagrams

AIRS Number	Facility/Operator	County	NMOC Mg/Yr.
285-00081	Lagrange I-85/SR109 SLF	Troup	9.28
059-00084	Athens & Clarke Counties-Dunlap Road Landfill	Clarke	6
313-00131	Dalton Whitfield Regional SW Management	Whitfield	16.06
129-00070	Redbone Ridges Landfill	Gordon	46
213-00040	Murray County Landfill	Murray	6.54
275-00066	City of Thomasville Municipal Solid Waste Landfill	Thomas	45.78
003-00017	Atkinson County - S.R. 50 MSW Landfill	Atkinson	14
095-00095	Dougherty County - Fleming/Gaissert Rd Landfill	Dougherty	9
163-00106	Clayton County SR 3 Lovejoy Landfill	Clayton	0.23
215-00181	Pine Grove MSWLF	Muscogee	12.33
139-00106	Hall County Candler Road MSWLF	Hall	11.35
171-00011	Cedar Grove Landfill	Lamar	12
051-00210	Savannah-Dean Forest Road Landfill	Chatham	12.65
115-00096	Walker Mountain Landfill Rome-Floyd SW Commission	Floyd	19
015-00103	Bartow County MSWL	Bartow	12.7
081-00062	Crisp County Landfill	Crisp	5
087-00058	Decatur County Solid Waste Facility	Decatur	15.7

*Landfills are required by Georgia Rule 391-3-1-.02(2)(ggg) to maintain Title V operating permit. GCCS installation threshold for Subpart Cf and Subpart OOO is: NMOC Emissions > 34 Mg/yr. Facilities are exempted from submitting NMOC Emission reports after GCCS installation by 40 CFR 60.767(b)(3).

On September 14, 2021, the City of Thomasville MSW landfill submitted a report showing NMOC emissions of 46.57 Mg/yr. Pursuant to federal plan OOO, the facility is required to install a GCCS, since it exceeded the 34 Mg/yr threshold of the NMOC emissions.

The report submitted on September 14, 2021, also stated that in accordance with 40 CFR Part 62.16724(d), a GCCS design plan will be submitted to Georgia EPD within 12 months of the date of the report. Contracts to initiate on-site construction will be awarded within 20 months after the date of this report and on-site construction will begin within 24 months after the date of the report. The GCCS will be operational within 30 months from the date of the report.

Table 3-3. MSW Landfills in the Closed Landfill Subcategory (Qualifying for Reporting Exemptions under 40 CFR Subpart 60.31f(e))

Facility/Operator	County
Swift Creek Environmental Landfill	Bibb
U S Army Fort Benning Maneuver Center of Excellence	Muscogee
Schatulga Rd LF	Muscogee
Live Oak Landfill & Recycling Center	Dekalb
BJ Landfill	Gwinnett
SR 151 Municipal Solid Waste Landfill	Catoosa
Gun Club Landfill	Fulton
Southern States Landfill	Fulton
Button Gwinnett Landfill	Gwinnett

Table 3-4. MSW Landfills in the Closed Landfill Subcategory (Not Qualifying for Reporting Exemptions Under 40 CFR Subpart 60.31f(e)(2))

Facility/Operator	County
Hickory Ridge Landfill	Dekalb
Advanced Disposal Services Pecan Row Landfill, LLC	Lowndes

4.0 Emission Standards, Compliance Schedule, Interim Progress, and Compliance Provisions

40 CFR 60.24(a) requires each state plan to include emission standards and compliance schedules.

Georgia EPD has adopted by reference all the emission standards and test methods of 40 CFR Part 60, Subpart Cf into Georgia Rule 391-3-1-.02(2)(ggg). Georgia EPD’s adoption of 40 CFR Part 60, Subpart Cf into Georgia Rule 391-3-1-.02(2)(ggg) became effective on October 25, 2021. Certified copies of the full text of the amended rule are included as Appendix A along with the state plan submittal.

As such, the emission limitations and test methods adopted by the Georgia EPD are at least as protective as the emission guidelines of 40 CFR Part 60, Subpart Cf.

40 CFR Part 60.32f “Compliance Times” has been adopted by reference into Georgia Rule 391-3-1-.02(2)(ggg). Georgia Rule 391-3-1-.02(2)(ggg) also has the following additional requirements showing interim progress in relationship to the collection and control system design plan. The plan must specify:

1. The date by which contracts for control system/process modifications shall be awarded, which shall be no later than 20 months after the date the NMOC emissions rate is first reported to meet or exceed 34 megagrams per year, or the date the NMOC emissions rate is first reported to meet or exceed 50 megagrams per year for a landfill in the closed landfill subcategory, or the date when a surface emission concentration of 500 parts per million methane or greater is reported if conducting Tier 4 surface emissions monitoring;

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2. The date by which on-site construction or installation of the air pollution control device(s) or process changes will begin which shall be no later than 24 months after the date the NMOC emissions rate is first reported to meet or exceed 34 megagrams per year, or the date the NMOC emissions rate is first reported to meet or exceed 50 megagrams per year for a landfill in the closed landfill subcategory, or the date when a surface emission concentration of 500 parts per million methane or greater is reported if conducting Tier 4 surface emissions monitoring; and
3. The date by which the construction or installation of the air pollution control device(s) or process changes will be complete.

Under the state plan Georgia EPD requires that MSW landfills with installed gas collection systems must show compliance with 40 CFR Part 60.33f(b)(2) by following the methods specified in paragraphs (a)(1) through (6) of 40 CFR Part 60.36(f) except as provided in 40 CFR Part 60.38f(d)(2). Georgia EPD also requires landfills with installed gas collection systems to meet the compliance provisions of 40 CFR Part 63.1960.

The state plan also requires subject MSW Landfills to meet the requirements of 40 CFR Part 60.24(e) regarding compliance schedules and legally enforceable increments of progress as required by GA Rule 391-3-1-.02(2)(ggg).

5.0 Source Surveillance, Performance testing, Reporting and Recordkeeping

Under the state plan, monitoring and correlation of compliance data will be conducted according to the conditions of 40 CFR Part 60.25(b) and (c) including periodic inspections, and general inspections of designated facilities. Also, when applicable designated facilities are tested in accordance with 40 CFR 60.25(b)(2), Georgia EPD will provide annual progress reports to EPA as required by 40 CFR Part 60.25(e), following the first full year after EPA's approval of Georgia's state plan. The manner and form of reporting will be in accordance with 40 CFR Part 60.25(f) and will be coordinated with EPA Region 4. Additional information about Georgia EPD's annual reporting requirements for MSW Landfills can be found in the "State Progress Reports" section of this plan.

Under the state plan Georgia EPD requires each owner or operator of an MSW landfill subject to 40 CFR Part 60 Subpart Cf to follow monitoring guidelines as mentioned in 40 CFR Part 60.37f(a) through 60.37f(h) except as provided in 40 CFR Part 60.38f(d)(2). Georgia EPD also requires the owner or operator of the landfills subject to 40 CFR part 60 Subpart Cf to follow the monitoring provisions required by 40 CFR Part 63.1961

Georgia EPD has adopted by reference 40 CFR Part 60.35f, Test methods and procedures, 40 CFR Subpart 60.39f, Recordkeeping guidelines, and 40 CFR Part 60.38f, Reporting guidelines, along with certain exceptions as stated in Georgia Rule 391-3-1-.02(2)(ggg). The performance testing, recordkeeping and reporting requirements adopted by the Georgia EPD are at least as protective as the emission guidelines of 40 CFR Part 60, Subpart Cf.

6.0 Operating Limits and Requirements

Operating limits and requirements for existing MSW landfills are specified in 40 CFR Part 60.34f and are enforced via monitoring status updates and periodic inspections and testing of designated landfills as required by 60.25(b) and are made available to the public as required by 60.25(c).

Under the state plan Georgia EPD requires that each owner or operator of an MSW landfill that has a gas collection and control system in place to comply with the provisions of § 60.33f(b) and (c) must follow the operational provisions and operating limits and standards for the gas collection and control systems as stated in 60.34f(a) through 60.34f(g) and the operational standards as stated in 40 CFR Part 63.1958.

7.0 Title V Permits

Georgia Rule 391-3-1-.02(2)(ggg) requires a Title V permit for all the existing MSW landfills that have a design capacity greater than or equal to 2.5 million megagrams and 2.5 million cubic meters. All Title V permits are required to contain monitoring, recordkeeping, and reporting in accordance with 40 CFR 70.6(a)(3). Therefore, any properly issued Title V permit that meets the requirements of 70.6 will satisfy the monitoring, recordkeeping and reporting requirements of 40 CFR 60.25(b) and 60.25(c).

As stated above, operating landfills are required to maintain a Title V permit pursuant to Georgia Rule 391-3-1-.02(2)(ggg). When a landfill meets the definition of a closed landfill as defined in 40 CFR Part 60.41f, then the MSW landfill is not required to maintain a Title V operating permit if it meets the requirements stated in 40 CFR Part 60.31f(d).

Georgia EPD has adopted 40 CFR Part 60.31f “Designated Facilities” by reference into Georgia Rule 391-3-1-.02(2)(ggg).

Tables 3-1, 3-2 and 3-3 show landfills that have Title V permits as of the cover date of this plan.

8.0 State Progress Reports

40 CFR Part 60.25(e) requires the state to submit progress reports on plan enforcement to the EPA on an annual basis. The reporting period is based on the calendar year. The first report must cover the first full calendar year after approval of the state plan. Each progress report must include:

- Enforcement actions taken against designated facilities.
- Identification of the achievement of any increment of progress.
- Identification of designated facilities that have ceased operation.
- Emission inventory data for designated facilities that were not in operation at the time of plan development but began operation during the reporting period. Submission of additional data as necessary to update the original plan or to update information reported in previous progress reports.
- Copies of technical reports on all performance testing complete with concurrently recorded process data.

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All required items will be reported as previously agreed in Georgia's Air Planning Agreement, which itself undergoes periodic updates which are consistent with the requirements of 60.25(e) (see Appendix B).

9.0 Other Plan Requirements

Other plan requirements include:

- Documentation of public notification and participation
- Identification of enforceable state mechanisms for implementing the emission guidelines
- Demonstration of the state's legal authority to carry out the plan

These requirements are addressed in this section.

9.1 Documentation of Public Notification and Participation

A public notice of changes to Georgia Rule (ggg) and the opportunity to comment on the changes was posted on July 1, 2021. A public hearing on the incorporation of existing MSW landfill requirements into the Georgia Rules for Air Quality Control was held via zoom at 3:00 p.m. on August 2, 2021. No comments were received from the public.

A public notice of the proposed state plan and the opportunity to comment on it was posted on September 9, 2022. A public hearing on the state Plan was held at 2:00p.m. on October 11, 2022, via zoom.

9.2 Identification of Enforceable State Mechanisms for Implementing the Emission Guidelines

40 CFR Part 60, Subpart Cf *Emission Guidelines and Compliance Times for Municipal Solid waste Landfills* was adopted by reference into Rule 391-3-1-.02(2)(ggg) of the Georgia Rules for Air Quality Control. The rule became effective on October 25, 2021.

9.3 Demonstration of State's Legal Authority to Carry Out the Plan

In Appendix C, Georgia EPD demonstrates that it has adequate legal authority to carry out all aspects of Georgia's state plan to implement and enforce the Emissions Guidelines and Compliance Times for Existing Municipal Solid Waste Landfills codified at 40 CFR Part 60, Subpart Cf.

10.0 Plan Revisions by the State

Requirements for plan revisions by the state are addressed in 40 CFR 60.28. A revision of the plan is subject to public hearing (40 CFR Part 60.23(c)) and to approval by U.S. EPA (40 CFR Part 60.28(c)).