By: Smith of Harris, et al. 1-1 1-2 1-3

H.B. No. 86

(Senate Sponsor-Armbrister)

(In the Senate - Received from the House March 21, 2005; March 30, 2005, read first time and referred to Committee on Natural Resources; May 3, 2005, reported adversely, with favorable Committee Substitute by the following vote: Yeas 8, Nays 1; May 3, 2005, sent to printer.)

1-8 COMMITTEE SUBSTITUTE FOR H.B. No. 86 By: Lindsay

A BILL TO BE ENTITLED AN ACT

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> relating to compliance histories for and incentives to reward compliance performance by entities regulated by the Texas Commission on Environmental Quality.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:

SECTION 1. Section 5.752(1), Water Code, is amended to read as follows:

"Applicable requirement" (1)legal means environmental law, regulation, permit, order, consent $[\tau]$ decree, or other requirement.

SECTION 2. The heading to Section 5.753, Water Code, is amended to read as follows:

Sec. 5.753. <u>STANDARDS</u> [STANDARD] FOR <u>USING</u> [EVALUATING] COMPLIANCE HISTORY.

SECTION 3. Section 5.753, Water Code, is amended by amending Subsections (a), (b), and (d) and adding Subsections (f) and (g) to read as follows:

- Consistent with other law and the requirements to maintain federal program authorization, the necessary commission by rule shall develop <u>standards</u> [a uniform standard] for using [evaluating] compliance history.
 - (b) The components of compliance history must include:
- (1) enforcement orders, court judgments, [consent decrees,] and criminal convictions of this state [and the federal government] relating to compliance with applicable legal requirements under the jurisdiction of the commission, including requirements regarding emissions events under Sections 382.0215 and 382.0216, Health and Safety Code [or the United States Environmental Protection Agency];
- (2) notwithstanding any other provision of this code, orders issued under Section 7.070;
- (3) to the extent readily available to the commission, enforcement orders, court judgments, $\underline{\text{consent decrees}}$, and criminal convictions relating to violations of $\underline{\text{environmental rules}}$ [laws] of the United States Environmental Protection Agency [other states]; and

(4) changes in ownership.

For purposes of listing compliance history or using (d) compliance history in any escalation of penalties, the commission may not include as a notice of violation deviations or violations provided by a person to the commission, such as deviations set forth in Discharge Monitoring Reports or Title V Deviation Reports, unless the commission issues a written notice of violation. For purposes of using compliance history in any escalation of penalties, the commission may not use notices of violation unless the commission takes subsequent action or the person is a repeat violator as determined pursuant to Section 5.754(c)(2) of this If the commission includes notices of violations in compliance history, the listing shall be preceded by the following statement prominently displayed: "A notice of violation represents a written allegation of a violation of a specific regulatory requirement from the commission to a regulated entity. A notice of violation is not a final enforcement action for the commission to a regulated entity. violation is not a final enforcement action nor proof that a violation has actually occurred." [The set of components shall

include notices of violations.] A notice of violation administratively determined to be without merit \underline{may} [shall] not be included in a compliance history. A notice of $\overline{\text{violation}}$ that is included in a compliance history shall be removed from the compliance history if the commission subsequently determines the notice of violation to be without merit.

Compliance history available on the Internet website of the United States Environmental Protection Agency is considered to be readily available to the commission for the purposes of Subsection (b)(3).

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(g) Except as otherwise specifically provided, this section not prohibit the commission from using any components of compliance history the commission considers appropriate

permitting or enforcement purposes.
SECTION 4. The heading to Section 5.754, Water Code, is

amended to read as follows:

Sec. 5.754. [CLASSIFICATION AND] USE OF COMPLIANCE HISTORY. SECTION 5. Sections 5.754(c), (e), (g), and (h), Water Code, are amended to read as follows:

(c) In <u>using</u> [classifying] a person's compliance history, the commission shall:

(1) determine whether a violation of an applicable legal requirement is of major, moderate, or minor significance;

- (2) establish criteria for classifying violator <u>for the purposes of Subsection (f)</u>, giving consideration to the <u>size [number]</u> and complexity of <u>the site at which the violations occurred</u>, and limiting consideration to violations of the same nature in the same environmental media [facilities owned or operated by the person]; and
- (3) consider the significance of the violation and whether the person is a repeat violator.
- (e) The commission by rule shall provide for the use of compliance history [classifications] in commission decisions regarding:
- the issuance, renewal, amendment, modification, (1)denial, suspension, or revocation of a permit;
 - enforcement; (2)
 - (3)the use of announced inspections; and
 - (4)participation in innovative programs.
- (g) Rules adopted under Subsection (e) for the use of compliance history shall provide for additional oversight of, and review of applications regarding, facilities owned or operated by a person whose compliance performance is unsatisfactory according to commission standards [in the lowest classification developed under this section].
- (h) The commission by rule shall, at a minimum, prohibit a person whose compliance history is unsatisfactory according to commission standards [classified in the lowest classification developed under this section from [+

[(1) receiving an announced inspection; and

[(2)] obtaining or renewing a flexible permit under the program administered by the commission under Chapter 382, Health and Safety Code, or participating in the regulatory flexibility program administered by the commission under Section 5.758.

SECTION 6. Section 5.755(b), Water Code, is amended to read as follows:

- The strategically directed regulatory structure shall (b) offer incentives based on:
- (1)a person's compliance history [classification]; and
- (2) any voluntary measures undertaken by the person to

improve environmental quality.

SECTION 7. Section 5.756, Water Code, is amended by adding Subsection (e) to read as follows:

(e) Any information or data about a site that is placed on Internet under this subchapter is subject to a quality assurance and quality control procedure, including an opportunity, not to exceed 30 days, for the owner and operator of the site to review the information before it is placed on the Internet.

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SECTION 8. Sections 5.758(a), (b), and (h), Water Code, are amended to read as follows:

- The commission by order may exempt an applicant from a (a) requirement of a statute or commission rule regarding the control or abatement of pollution if the applicant proposes to control or abate pollution by an alternative method or by applying an alternative standard that is:
- (1) <u>as [more]</u> protective of the environment and the public health <u>as [than]</u> the method or standard prescribed by the statute or commission rule that would otherwise apply; and
 - (2) not inconsistent with federal law.
- The commission may not exempt an applicant under this section unless the applicant can present to the commission documented evidence that the alternative the applicant proposes is as protective of the environment and the public health as the method or standard prescribed by the statute or commission rule that would otherwise apply [of benefits to environmental quality that will result from the project the applicant proposes].
- (h) In implementing the program of regulatory flexibility authorized by this section, the commission shall:
- (1) promote [market] the program to businesses in the state through all available appropriate media;
- (2) endorse alternative methods that will clearly benefit the environment and impose the least onerous restrictions on business;
- (3) fix and enforce environmental standards, allowing businesses flexibility in meeting the standards in a manner that clearly enhances environmental outcomes; and
- (4) work to achieve consistent and predictable results for the regulated community and shorter waits for permit issuance. SECTION 9. Section 361.084(a), Health and Safety Code, is

amended to read as follows:

(a) The commission by rule shall establish a procedure to prepare compliance summaries relating to the applicant's solid waste management activities in accordance with the method for <u>using</u> $[\frac{\text{evaluating}}{\text{ompliance history developed by the commission }}]$ Section 5.754, Water Code. A compliance summary shall include as evidence of compliance information regarding the applicant's implementation of an environmental management system at the facility for which the authorization is sought. In this "environmental management system" has the meaning subsection, assigned by Section 5.127, Water Code.

SECTION 10. Section 361.088(f), Health and Safety Code, is amended to read as follows:

(f) Notwithstanding Subsection (e), if the commission determines that an applicant's compliance history under the method using [evaluating] compliance history developed by the under Section 5.754, Water Code, raises an issue commission regarding the applicant's ability to comply with a material term of its permit, the commission shall provide an opportunity to request a contested case hearing.

SECTION 11. Sections 361.089(a), (e), and (f), Health and Safety Code, are amended to read as follows:

- (a) The commission may, for good cause, deny or amend a permit it issues or has authority to issue for reasons pertaining to public health, air or water pollution, or land use, or for having a compliance history that is <u>unsatisfactory according to commission</u> standards [in the lowest classification] under Sections 5.753 and 5.754, Water Code, and rules adopted and procedures developed under those sections.
- (e) The commission may deny an original or renewal permit if it is found, after notice and hearing, that:
- (1) the applicant or permit holder has a compliance history that is <u>unsatisfactory according to commission standards</u> [in the lowest classification] under Sections 5.753 and 5.754, Water Code, and rules adopted and procedures developed under those sections;
 - (2) the permit holder or applicant made a false or

misleading statement in connection with an original or renewal application, either in the formal application or in any other written instrument relating to the application submitted to the commission, its officers, or its employees;

(3) the permit holder or applicant is indebted to the state for fees, payment of penalties, or taxes imposed by this title or by a rule of the commission; or

- (4) the permit holder or applicant is unable to ensure that the management of the hazardous waste management facility conforms or will conform to this title and the rules of the commission.
- (f) Before denying a permit under this section, the commission must find:
- (1) that the applicant or permit holder has a compliance history that is unsatisfactory according to commission standards [in the lowest classification] under Sections 5.753 and $\overline{5.754}$, Water Code, and rules adopted and procedures developed under those sections; or
- $\,$ (2) that the permit holder or applicant is indebted to the state for fees, payment of penalties, or taxes imposed by this title or by a rule of the commission.

SECTION 12. Section 382.0215, Health and Safety Code, is amended by amending Subsections (a), (b), and (f) and adding Subsections (a-1) and (h) to read as follows:

(a) In this section:

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(1) "Emissions [, "emissions] event" means an upset event, or unscheduled maintenance, startup, or shutdown activity, from a common cause that results in the unauthorized emissions of air contaminants from one or more [an] emissions points at a regulated entity [point].

(2) "Regulated entity" means all regulated units,

(2) "Regulated entity" means all regulated units, facilities, equipment, structures, or sources at one street address or location that are owned or operated by the same person. The term includes any property under common ownership or control identified in a permit or used in conjunction with the regulated activity at the same street address or location.

(a-1) Maintenance, startup, and shutdown activities shall

(a-1) Maintenance, startup, and shutdown activities shall not be considered unscheduled only if the activity will not and does not result in the emission of at least a reportable quantity of unauthorized emissions of air contaminants and the activity is recorded as may be required by commission rule, or if the activity will result in the emission of at least a reportable quantity of unauthorized emissions and:

(1) the owner or operator of the $\frac{\text{regulated entity}}{\text{[facility]}}$ provides any prior notice or final report that the commission, by rule, may establish;

(2) the notice or final report includes the information required in Subsection (b)(3); and

(3) the actual emissions do not exceed the estimates submitted in the notice by more than a reportable quantity.(b) The commission shall require the owner or operator of a

(b) The commission shall require the owner or operator of a regulated entity [facility] that experiences emissions events:

(1) to maintain a record of all emissions events at the regulated entity [facility] in the manner and for the periods prescribed by commission rule;

(2) to notify the commission in a single report for each emissions event, as soon as practicable but not later than 24 hours after discovery of the emissions event, of an emissions event resulting in the emission of a reportable quantity of air contaminants as determined by commission rule; and

contaminants as determined by commission rule; and

(3) to report to the commission in a single report for each emissions event, not later than two weeks after the occurrence of an emissions event that results in the emission of a reportable quantity of air contaminants as determined by commission rule, all information necessary to evaluate the emissions event, including:

information necessary to evaluate the emissions event, including:

(A) the name of the owner or operator of the reporting regulated entity [facility]:

reporting regulated entity [facility];

(B) the location of the reporting regulated entity [facility];

- the date and time the emissions began;
- (D) the duration of the emissions;

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- (E) the nature and measured or estimated quantity of air contaminants emitted, including the method of calculation of, or other basis for determining, the quantity of contaminants emitted;
- (F) the processes and equipment involved in the emissions event;
 - the cause of the emissions; and (G)
- (H) any additional information necessary evaluate the emissions event.
- (f) An owner or operator of a <u>regulated entity</u> [facility] required by Section 382.014 to submit an annual emissions inventory report and which has experienced no emissions events during the relevant year must include as part of the inventory a statement that the <u>regulated entity</u> [facility] experienced no emissions events during the prior year. An owner or operator of a <u>regulated entity</u> [facility] required by Section 382.014 to submit an annual emissions inventory report must include the total annual emissions from all emissions events in categories as established by commission rule.
- (h) The commission may allow operators of pipelines, gathering lines, and flowlines to treat all such facilities under common ownership or control in a particular county as a single regulated entity for the purpose of assessment and regulation of emissions events.
 SECTION 13.
- Sections 382.0216(a), (b), (c), and (i), Health and Safety Code, are amended to read as follows:
- (a) In this section, "emissions event" and "regulated entity" have [has] the meanings [meaning] assigned by Section 382.0215.
- (b) The commission shall establish criteria for determining when emissions events are excessive. The criteria must include consideration of:
- frequency of the <u>regulated entity's</u> so events, taking into consideration the (1) the [facility's] emissions events, taking into c regulated entity's size and complexity;

 (2) the cause of the emissions event;

 (3) the quantity and impact on hum
- (3) the quantity and impact on human health or the environment of the emissions event;
 - (4) the duration of the emissions event;
- (5) the percentage of a facility's total annual operating hours during which emissions events occur; and
- (6) the need for startup, shutdown, and maintenance activities.
- (c) The commission shall require the owner or operator of a regulated entity [a facility] to take action to reduce emissions from excessive emissions events. Consistent with commission rules, the owner or operator of a regulated entity [a facility] required to take action under this subsection must either file a corrective action plan or file a letter of intent to obtain authorization for emissions from the excessive emissions events, provided that the emissions are sufficiently frequent, quantifiable, predictable. If the intended authorization is a permit, a permit application shall be filed within 120 days of the filing of the letter of intent. If the intended authorization is a permit by rule or standard exemption, the authorization must be obtained within 120 days of the filing of the letter of intent. If the commission denies the requested authorization, within 45 days of receiving notice of the commission's denial, the <u>owner or operator of a regulated entity</u> [facility] shall file a corrective action plan to reduce emissions from the excessive emissions events.
- (i) In the event the owner or operator of a <u>regulated entity</u> [facility] fails to report an emissions event <u>as required by Section 382.0215(b)</u>, the commission shall initiate enforcement for such failure to report and for the underlying emissions event itself. This subsection does not apply where an owner or operator reports an emissions event and the report was incomplete, inaccurate, or untimely unless the owner or operator knowingly or

intentionally falsified the information in the report.

SECTION 14. Section 382.0518(c), Health and Safety Code, is amended to read as follows:

In considering the issuance, amendment, or renewal of a (C) permit, the commission may consider the applicant's compliance history in accordance with the method for <u>using</u> [evaluating] compliance history developed by the commission under Section 5.754, Water Code. In considering an applicant's compliance history under this subsection, the commission shall consider as evidence of compliance information regarding the applicant's implementation of an environmental management system at the facility for which the permit, permit amendment, or permit renewal is sought. In this subsection, "environmental management system" has the meaning assigned by Section 5.127, Water Code.

SECTION 15. Section 382.056(o), Health and Safety Code, is amended to read as follows:

(o) Notwithstanding other provisions of this chapter, the commission may hold a hearing on a permit amendment, modification, or renewal if the commission determines that the application involves a facility for which the applicant's compliance history is unsatisfactory according to commission standards [in the classification] under Sections 5.753 and 5.754, Water Code, and rules adopted and procedures developed under those sections.

SECTION 16. Section 401.110(a), Health and Safety Code, is amended to read as follows:

(a) In making a determination whether to grant, deny, amend, renew, revoke, suspend, or restrict a license or registration, the commission may consider an applicant's or license holder's technical competence, financial qualifications, and compliance history under the method for <u>using</u> [evaluation of] compliance history developed by the commission under Section 5.754, Water Code.

SECTION 17. Section 401.112(a), Health and Safety Code, is amended to read as follows:

- (a) The department or commission, within its jurisdiction, in making a licensing decision on a specific license application to process or dispose of low-level radioactive waste from other persons, shall consider:
- (1) site suitability, geological, hydrological, and meteorological factors, and <u>natural</u> [<u>naturals</u>] hazards;
 (2) compatibility with present uses of land near the
- site;
- (3) socioeconomic effects on surrounding communities of operation of the licensed activity and of associated transportation of low-level radioactive waste;
- (4) the need for and alternatives to the proposed activity, including an alternative siting analysis prepared by the applicant;
- applicant's (5)qualifications, the including financial and technical qualifications and compliance history under the method for <u>using [evaluation of]</u> compliance history developed by the commission under Section 5.754, Water Code, for an application to the commission or the requirements of Section 401.110(b) for an application to the department;
 - (6)
- background monitoring plans for the proposed site; suitability of facilities associated with the (7)proposed activities;
- (8) chemical, radiological, and biological characteristics of the low-level radioactive waste and waste classification under Section 401.053; biological
- (9) adequate insurance of the applicant to cover potential injury to any property or person, including potential injury from risks relating to transportation;
 - (10) training programs for the applicant's employees;
 - (11)a monitoring, record-keeping, and reporting

6-66 program;

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spill detection and cleanup plans licensed site and related to associated transportation of low-level radioactive waste;

- (13) decommissioning and postclosure care plans;
- (14) security plans;
- (15) worker monitoring and protection plans;
- (16) emergency plans; and
- (17) a monitoring program for applicants that includes prelicense and postlicense monitoring of background radioactive and chemical characteristics of the soils, groundwater, and vegetation.

SECTION 18. Section 26.028(d), Water Code, is amended to read as follows:

- (d) Notwithstanding any other provision of this chapter, the commission, at a regular meeting without the necessity of holding a public hearing, may approve an application to renew or amend a permit if:
 - (1) the applicant is not applying to:
- (A) increase significantly the quantity of waste authorized to be discharged; or
 - (B) change materially the pattern or place of

discharge;

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- (2) the activities to be authorized by the renewed or amended permit will maintain or improve the quality of waste authorized to be discharged;
- (3) for NPDES permits, notice and the opportunity to request a public meeting shall be given in compliance with NPDES program requirements, and the commission shall consider and respond to all timely received and significant public comment; and
- (4) the commission determines that an applicant's compliance history under the method for <u>using</u> [evaluating] compliance history developed by the commission under Section 5.754 raises no issues regarding the applicant's ability to comply with a material term of its permit.

SECTION 19. Section 26.0281, Water Code, is amended to read as follows:

Sec. 26.0281. CONSIDERATION OF COMPLIANCE HISTORY. In considering the issuance, amendment, or renewal of a permit to discharge effluent comprised primarily of sewage or municipal waste, the commission shall consider the compliance history of the applicant and its operator under the method for using [evaluating] compliance history developed by the commission under Section 5.754. In considering an applicant's compliance history under this subsection, the commission shall consider as evidence of compliance information regarding the applicant's implementation of an environmental management system at the facility for which the permit, permit amendment, or permit renewal is sought. In this section, "environmental management system" has the meaning assigned by Section 5.127.

SECTION 20. Section 26.040(h), Water Code, is amended to read as follows:

(h) Notwithstanding other provisions of this chapter, the commission, after hearing, shall deny or suspend a discharger's authority to discharge under a general permit if the commission determines that the discharger's compliance history is unsatisfactory according to commission standards [in the lowest classification] under Sections 5.753 and 5.754 and rules adopted and procedures developed under those sections. A hearing under this subsection is not subject to Chapter 2001, Government Code.

SECTION 21. Section 27.051(d), Water Code, is amended to read as follows:

- (d) The commission, in determining if the use or installation of an injection well is in the public interest under Subsection (a)(1), shall consider, but shall not be limited to the consideration of:
- (1) compliance history of the applicant and related entities under the method for <u>using</u> [evaluating] compliance history developed by the commission under Section 5.754 and in accordance with the provisions of Subsection (e);
- (2) whether there is a practical, economic, and feasible alternative to an injection well reasonably available; and
 - (3) if the injection well will be used for the disposal

of hazardous waste, whether the applicant will maintain sufficient public liability insurance for bodily injury and property damage to third parties that is caused by sudden and non-sudden accidents or will otherwise demonstrate financial responsibility in a manner adopted by the commission in lieu of public liability insurance. A liability insurance policy which satisfies the policy limits required by the hazardous waste management regulations of the commission for the applicant's proposed pre-injection facilities shall be deemed "sufficient" under this subdivision if the policy:

covers the injection well; and (A)

is issued by a company that is authorized to (B) do business and to write that kind of insurance in this state and is solvent and not currently under supervision or in conservatorship or receivership in this state or any other state.

SECTION 22. Sections 5.754(a) and (b) and 5.757, Water

Code, are repealed.

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SECTION 23. Sections 382.0215 and 382.0216, Health and Safety Code, as amended by this Act, apply only to an emissions event that occurs on or after the effective date of this Act. An emissions event that occurs before the effective date of this Act is governed by the law in effect when the emissions event occurred, and that law is continued in effect for that purpose.

SECTION 24. This Act takes effect immediately if it receives a vote of two-thirds of all the members elected to each house, as provided by Section 39, Article III, Texas Constitution. If this Act does not receive the vote necessary for immediate effect, this Act takes effect September 1, 2005.

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