## SENATE SUBSTITUTE AMENDMENT 2, TO 1999 SENATE BILL 177

March 7, 2000 – Offered by JOINT COMMITTEE ON FINANCE.

AN ACT to amend 16.957 (4) (c) 2., 20.505 (10) (s) and subchapter V (title) of 1 2 chapter 285 [precedes 285.41]; and *to create* 15.347 (5), 20.370 (2) (bj), 20.370 3 (2) (bk), 285.11 (19) and 285.50 of the statutes; relating to: a mercury control 4 program from certain sources, research concerning mercury emissions, 5 granting rule-making authority and making appropriations. The people of the state of Wisconsin, represented in senate and assembly, do enact as follows: 6 **SECTION 1.** 15.347 (5) of the statutes is created to read: 7 15.347 (5) MERCURY CONTROL COUNCIL. There is created in the department of 8 natural resources a mercury control council consisting of up to 12 members 9 appointed by the secretary of natural resources. 10 **SECTION 2.** 16.957 (4) (c) 2. of the statutes, as created by 1999 Wisconsin Act

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9. is amended to read:

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LRBs0346/1 RCT:jlg:kjf **SECTION 2** 

1	16.957 (4) (c) 2. 'Energy conservation and efficiency and renewable resource
2	funding.' For fiscal year 1999–2000, a portion of the public benefits fee shall be in
3	an amount that, when added to 50% of the estimated public benefits fees charged by
4	municipal utilities and retail electric cooperatives under sub. (5) (a) for that fiscal
5	year, shall equal \$20,000,000. In each fiscal year after fiscal year 1999–2000, a
6	portion of the public benefits fee shall be the amount determined under this
7	subdivision for fiscal year 1999–2000, except that if the department determines to
8	reduce or discontinue a program under sub. (2) (b) 2., the department shall reduce
9	
	the amount accordingly. <u>If the department reduces the amount, the department</u>
10	shall ensure that sufficient funds are available to make the transfer from the
11	<u>appropriation account under s. 20.505 (10) (s) to the appropriation account under s.</u>
12	<u>20.370 (2) (bk).</u>
13	SECTION 3. 20.005 (3) (schedule) of the statutes: at the appropriate place, insert
14	the following amounts for the purposes indicated:
15	1999-00 2000-01
16	20.370 Natural resources, department of
17	(2) AIR AND WASTE
18	(bk) Air management — mercury con-
19	trol PR–S A 500,000 500,000
20	<b>SECTION 4.</b> 20.370 (2) (bj) of the statutes is created to read:
21	20.370 (2) (bj) Air management — small source mercury reduction. All moneys
22	received under s. 285.50 (6) (a) 3. for conducting small source mercury reduction
23	projects.
24	<b>SECTION 5.</b> 20.370 (2) (bk) of the statutes is created to read:

1	20.370 (2) (bk) Air management — mercury control. The amounts in the
2	schedule for mercury research under s. 285.11 (19) and for the mercury control
3	program under s. 285.50. All moneys transferred to this appropriation account from
4	the appropriation account under s. 20.505 (10) (s) shall be credited to this
5	appropriation account.
6	SECTION 6. 20.505 (10) (s) of the statutes, as created by 1999 Wisconsin Act 9,
7	is amended to read:
8	20.505 (10) (s) Energy conservation and efficiency and renewable resource
9	grants. From the utility public benefits fund, a sum sufficient for energy
10	conservation and efficiency and renewable resource grants under s. 16.957 (2) (b) $1.$
11	to transfer the amounts in the schedule under s. 20.370 (2) (bk) to the appropriation
12	account under s. 20.370 (2) (bk) and to make the transfer to the air quality
13	improvement fund under s. 16.958 (2) (a).
14	<b>SECTION 7.</b> 285.11 (19) of the statutes is created to read:
15	285.11 (19) Conduct, or contract with other persons to conduct, research on the
16	effects of mercury emissions from sources in this state on the environment of this
17	state and identify technologically and economically feasible control technologies that
18	have been implemented successfully in reducing mercury emissions at comparable
19	facilities in or out of this state. Once the department establishes the program under
20	s. 285.50 (1e) (c), research under this subsection shall be consistent with and
21	conducted under that program.
22	SECTION 8. Subchapter V (title) of chapter 285 [precedes 285.41] of the statutes
23	is amended to read:

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## **CHAPTER 285**

1	SUBCHAPTER V
2	SULFUR DIOXIDE AND NITROGEN
3	OXIDE EMISSION
4	RATES AND GOALS:
5	MERCURY CONTROL
6	<b>SECTION 9.</b> 285.50 of the statutes is created to read:
7	<b>285.50 Mercury control. (1)</b> DEFINITIONS. In this section:
8	(a) "Allowance" means a limited authorization to emit one pound of mercury
9	in one year.
10	(b) "Baseline mercury emissions" means the average annual mercury
11	emissions of a stationary source in 1997, 1998 and 1999, as determined under sub.
12	(1m).
13	(c) "Boiler" means a solid fossil fuel-fired combustion unit.
14	(d) "Electric utility" has the meaning given in s. 196.485 (1) (bs).
15	(dm) "Industrial boiler" means a boiler that is not owned by a municipality, this
16	state or an electric utility if the total annual mercury emissions from all stationary
17	sources that are located on the site on which the boiler is located exceed 10 pounds
18	in any year.
19	(e) "Modify" means to make one or more physical changes in, or changes in the
20	method of operation of, a stationary source so that the annual mercury emissions of
21	the stationary source increase by 5 pounds or more over the baseline mercury
22	emissions of the stationary source.
23	(f) "Nonboiler source" means a stationary source that emits mercury and that
24	is not a solid fossil fuel-fired combustion unit. "Nonboiler source" includes a
25	combustion unit that is fired with fossil fuel that is not solid.

1 (h) "Regulated electric utility boiler" means a boiler that is owned by an electric 2 utility if the total annual mercury emissions from all stationary sources that are 3 located on the site on which the boiler is located exceed 10 pounds in any year.

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(i) "Regulated government-owned boiler" means a boiler that is owned by a 5 municipality or this state if the total annual mercury emissions from all stationary 6 sources that are located on the site on which the boiler is located exceed 10 pounds 7 in any year.

8 (j) "Regulated nonboiler source" means a nonboiler source if the total annual 9 mercury emissions from all stationary sources that are located on the site on which 10 the nonboiler source is located exceed 10 pounds in any year.

11 (k) "Site" means contiguous property that is under common ownership or control. 12

13 (1e) MERCURY CONTROL REPORT AND PROGRAM. (a) No later than July 1, 2001, 14 the department shall submit to the legislature under s. 13.172 (2) and to the governor 15 a mercury control report that summarizes the department's review of mercury 16 emission sources in this state and methods for obtaining reductions in mercury 17 emissions from these sources and describes a comprehensive program that will be 18 administered by the department for addressing mercury in the environment.

19 (b) In the review under par. (a) of mercury emission sources in this state and 20 methods for obtaining reductions in mercury emissions from these sources, the 21 department shall include at least descriptions of all of the following:

22

1. Mercury emissions by sources in this state.

23 2. Each method for obtaining reductions in mercury emissions for the sources 24 identified under subd. 1., including an analysis of the method's effectiveness, 25 technical feasibility, cost, impact on emissions of other pollutants, unintended 1999 – 2000 Legislature – 6 –

1	environmental consequences and impact on the reliability of the supply of electricity
2	in this state or on the delivery of other goods and services.
3	(c) In its comprehensive program for addressing mercury in the environment,
4	the department shall include all of the following components:
5	1. Mercury–related research funded under s. 20.370 (2) (bk) and funded from
6	other sources.
7	2. Mercury deposition studies and monitoring activities.
8	3. Public information and education.
9	4. Technical assistance for stationary sources that emit mercury.
10	5. Methods for reducing mercury emissions, including the requirements under
11	sub. (2) and (3) and any goals under sub. (3m).
12	6. Cooperative activities under sub. (10).
13	7. Activities to eliminate the use of mercury by, or reduce mercury emissions
14	from, small sources.
15	8. Activities to address problems associated with long-term storage and
16	disposal of mercury.
17	9. Activities to evaluate the effectiveness of the program for addressing
18	mercury in the environment.
19	10. Any other components identified by the department.
20	(d) In its report under par. (a), the department may recommend legislation to
21	establish additional mercury emission limits.
22	(e) The department shall submit updates to the report under par. (a) to the
23	legislature under s. 13.172 (2) and to the governor no later than May 1, 2006, and
24	May 1, 2011, and shall include in the updates an analysis of the impacts of banking
25	and trading authorized under sub. (4) on water quality in specific locations and the

actions that the department will take to address any adverse impacts of banking and
 trading on water quality in specific locations.

(1m) DETERMINATION OF MERCURY EMISSIONS. The department shall establish a methodology for determining the annual mercury emissions of boilers and other stationary sources that emit mercury. Using this methodology, the department shall determine a baseline mercury emission level for each regulated electric utility boiler, regulated government-owned boiler, regulated nonboiler source and industrial boiler by averaging the annual mercury emissions of the boiler or the nonboiler source in 1997, 1998 and 1999.

(2) EMISSION LIMITS; ELECTRIC UTILITY AND GOVERNMENT-OWNED BOILERS. (a) New
and modified boilers. 1. After the department establishes a methodology under sub.
(1m), no person may construct a new regulated electric utility boiler or a new
regulated government-owned boiler until the person obtains mercury emission
reductions, as provided in sub. (4), equal to 150% of the annual mercury emissions
from the new boiler.

2. After the department establishes a methodology under sub. (1m), no person
may modify a regulated electric utility boiler or regulated government-owned boiler
until the person obtains mercury emission reductions, as provided in sub. (4), equal
to 150% of the increased mercury emissions resulting from the modification of the
boiler.

(b) *Existing boilers.* 1. Beginning in the year after the year in which the
department establishes a methodology under sub. (1m), the annual mercury
emissions from a regulated electric utility boiler or regulated government-owned
boiler to which par. (a) does not apply may not exceed the baseline mercury emissions
of the boiler, except as provided in sub. (4) (b).

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2. Except as provided under par. (c) 4. or sub. (3c), in 2005 to 2009, the owner
 or operator of a regulated electric utility boiler or regulated government-owned
 boiler to which par. (a) 1. does not apply shall annually obtain mercury emission
 reductions, as provided in sub. (4), equal to 25%, or the percentage established under
 par. (c) 1., of the baseline mercury emissions of the boiler.

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6 3. Except as provided under par. (c) 4. or sub. (3c), in 2010 to 2014, the owner
7 or operator of a regulated electric utility boiler or regulated government-owned
8 boiler to which par. (a) 1. does not apply shall annually obtain mercury emission
9 reductions, as provided in sub. (4), equal to 50%, or the percentage established under
10 par. (c) 2., of the baseline mercury emissions of the boiler.

4. Except as provided under par. (c) 4. or sub. (3c), beginning in 2015, the owner
or operator of a regulated electric utility boiler or regulated government-owned
boiler to which par. (a) 1. does not apply shall annually obtain mercury emission
reductions, as provided in sub. (4), equal to 60%, or the percentage established under
par. (c) 3., of the baseline mercury emissions of the boiler.

16 (c) *Modifying emission limits.* 1. The department may by rule reduce the 17 requirement in par. (b) 2. from 25% to a percentage not less than 15% if the 18 department determines, based on the report under sub. (1e) (a), that it is not 19 technically and economically feasible to meet the 25% requirement in the period 20 2005 to 2009 using the methods for obtaining emission reductions authorized under 21 sub. (4). If the department decides to promulgate a rule under this subdivision, it 22 shall submit the rule in proposed form to the legislative council staff under s. 227.15 23 (1) no later than December 31, 2001.

24 2. The department may by rule reduce the requirement in par. (b) 3. from 50%
25 to a percentage not less than 35% if the department determines, based on the report

under sub. (1e) (a) and any updates to the report, that it is not technically and
economically feasible to meet the 50% requirement in the period 2010 to 2014 using
the methods for obtaining emission reductions authorized under sub. (4). If the
department decides to promulgate a rule under this subdivision, it shall submit the
rule in proposed form to the legislative council staff under s. 227.15 (1) no later than
December 31, 2006.

3. The department may by rule increase the requirement in par. (b) 4. from 60%
to a percentage not greater than 90% if the department determines, based on the
report under sub. (1e) (a) and any updates to the report, that it is technically and
economically feasible to meet the higher requirement using the methods for
obtaining emission reductions authorized under sub. (4). A rule promulgated under
this subdivision may not take effect fewer than 48 months after it is promulgated.

4. The department shall modify the amount of emission reductions that a person is required to obtain under par. (b) 2. to 4. so that the person is not required to obtain any additional emission reductions for stationary sources on a site once the mercury emissions from all stationary sources on that site, less any mercury emission reductions obtained under sub. (4) from sources that are not on that site to satisfy the requirements under par. (b) 2. to 4. that apply to sources on that site, equals 10 pounds per year.

(3) EMISSION LIMITS; NONBOILER SOURCES. (a) New and modified nonboiler
 sources. 1. After the department establishes a methodology under sub. (1m), no
 person may construct a new regulated nonboiler source until the person obtains
 mercury emission reductions, as provided in sub. (4), equal to 150% of the annual
 mercury emissions from the new nonboiler source.

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After the department establishes a methodology under sub. (1m), no person
 may modify a regulated nonboiler source until the person obtains mercury emission
 reductions, as provided in sub. (4), equal to 150% of the increased mercury emissions
 resulting from the modification of the nonboiler source.
 (b) *Existing nonboiler sources.* Beginning in the year after the year in which
 the department establishes a methodology under sub. (1m), the annual mercury

emissions from a regulated nonboiler source to which par. (a) does not apply may not
exceed the baseline mercury emissions of the nonboiler source, except as provided in
sub. (4) (b).

Except as provided under par. (c) 4. or sub. (3c), in 2005 to 2009, the owner
 or operator of a regulated nonboiler source to which par. (a) 1. does not apply shall
 annually obtain mercury emission reductions, as provided in sub. (4), equal to 25%,
 or the percentage established under par. (c) 1., of the baseline mercury emissions of
 the nonboiler source.

3. Except as provided under par. (c) 4. or sub. (3c), in 2010 to 2014, the owner
or operator of a regulated nonboiler source to which par. (a) 1. does not apply shall
annually obtain mercury emission reductions, as provided in sub. (4), equal to 50%,
or the percentage established under par. (c) 2., of the baseline mercury emissions of
the nonboiler source.

4. Except as provided under par. (c) 4. or sub. (3c), beginning in 2015, the owner
or operator of a regulated nonboiler source to which par. (a) 1. does not apply shall
annually obtain mercury emission reductions, as provided in sub. (4), equal to 60%,
or the percentage established under par. (c) 3., of the baseline mercury emissions of
the nonboiler source.

1 (c) *Modifying emission limits.* 1. The department may by rule reduce the 2 requirement in par. (b) 2. from 25% to a percentage not less than 15% if the 3 department determines, based on the report under sub. (1e) (a), that it is not 4 technically and economically feasible to meet the 25% requirement in the period 5 2005 to 2009 using the methods for obtaining emission reductions authorized under 6 sub. (4). If the department decides to promulgate a rule under this subdivision, it 7 shall submit the rule in proposed form to the legislative council staff under s. 227.15 8 (1) no later than December 31, 2001.

2. The department may by rule reduce the requirement in par. (b) 3. from 50% 9 10 to a percentage not less than 35% if the department determines, based on the report 11 under sub. (1e) (a) and any updates to the report, that it is not technically and 12 economically feasible to meet the 50% requirement in the period 2010 to 2014 using 13 the methods for obtaining emission reductions authorized under sub. (4). If the 14 department decides to promulgate a rule under this subdivision, it shall submit the 15 rule in proposed form to the legislative council staff under s. 227.15 (1) no later than 16 December 31, 2006.

3. The department may by rule increase the requirement in par. (b) 4. from 60% to a percentage not greater than 90% if the department determines, based on the report under sub. (1e) (a) and any updates to the report, that it is technically and economically feasible to meet the higher requirement using the methods for obtaining emission reductions authorized under sub. (4). A rule promulgated under this subdivision may not take effect fewer than 48 months after it is promulgated.

4. The department shall modify the amount of emission reductions that a
person is required to obtain under par. (b) 2. to 4. so that the person is not required
to obtain any additional emission reductions for stationary sources on a site once the

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1	mercury emissions from all stationary sources on that site, less any mercury
2	emission reductions obtained under sub. (4) from sources that are not on that site to
3	satisfy the requirements under par. (b) 2. to 4. that apply to sources on that site,
4	equals 10 pounds per year.
5	(3c) VARIANCE. If the department determines that compliance with a
6	requirement under sub. (2) (b) 2. to 4. or (3) (b) 2. to 4. would cause undue or
7	unreasonable hardship to any person, the department may issue a variance for up
8	to 2 years from part or all of the requirement as long as a variance will not result in
9	undue harm to human health or the environment.
10	(3e) INCREASE IN REQUIRED REDUCTIONS. Notwithstanding the mercury emission
11	reductions required to be obtained under subs. (2) (b) 2. to 4. and (3) (b) 2. to 4., if the
12	owner or operator of a stationary source subject to those requirements fails to obtain
13	the required mercury emission reductions in a year, the department shall increase
14	the amount of mercury emission reductions that the owner or operator must obtain
15	under sub. (2) (b) or (3) (b) for the next year by 5 times the difference between the
16	amount of emission reductions required and the amount of emission reductions
17	obtained unless the owner or operator obtains a variance under sub. (3c).

(3m) STUDY OF EMISSION REDUCTION FEASIBILITY AND GOALS; INDUSTRIAL BOILERS.
 (a) The department shall, in cooperation with owners of industrial boilers, study
 mercury emission reduction options that are technologically and economically
 feasible and that have been successfully employed for the purposes of mercury
 reduction for similarly situated industrial boilers.

(b) For each mercury reduction option that is determined to be technologicallyand economically feasible under par. (a), the department shall estimate the potential

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environmental benefit to fish and aquatic resources in this state from
 implementation of the option.

3 (c) If technologically and economically feasible mercury reduction options are 4 available for industrial boilers that would result in significant environmental 5 benefits to fish and aquatic resources in this state, the department shall, in 6 cooperation with owners and operators, establish mercury emission reduction goals 7 and timetables for industrial boilers.

8 (4) COMPLIANCE. (a) A person who owns a stationary source that is subject to
9 sub. (2) (a) or (3) (a) may obtain the required emission reductions by one or more of
10 the following methods:

Reducing the annual mercury emissions from another stationary source
 owned by the person if the reduction is permanent and enforceable and is not
 otherwise required by this section or other state or federal law.

14 2. Entering into an agreement under which another person reduces the annual
15 mercury emissions from a stationary source owned by the other person if the
16 reduction is permanent and enforceable and is not otherwise required by this section
17 or other state or federal law.

(b) A person who owns a stationary source that is subject to sub. (2) (b) 1. or (3)
(b) 1. may only increase the annual mercury emissions in a year above the baseline
mercury emissions for that stationary source if the person reduces mercury
emissions in that year from another stationary source on the same site by the amount
of the increase and if the emission reduction is not otherwise required by this section
or other state or federal law.

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1 (c) Except as provided in par. (d) or (e), a person who owns a stationary source 2 that is subject to sub. (2) (b) 2. to 4. or (3) (b) 2. to 4. may obtain the required emission 3 reductions by one or more of the following methods:

4

Reducing mercury emissions from that stationary source or another 1. 5 stationary source on the same site.

6

2. Using banked or traded allowances as provided under sub. (5).

3. Using small source mercury reduction allowances as provided under sub. (6).

7

8 (d) 1. A person who owns or operates a stationary source that is regulated under 9 sub. (2) (b) 2. to 4. may not obtain more than 50% of the required emission reductions 10 for that stationary source by using allowances from a stationary source that is 11 regulated under sub. (3), by using small source mercury reduction allowances or by 12 using a combination of those methods.

13 2. A person who owns or operates a stationary source that is regulated under 14 sub. (3) (b) 2. to 4. may not obtain more than 50% of the required emission reductions 15 for that stationary source by using allowances from a stationary source that is 16 regulated under sub. (2), by using small source mercury reduction allowances or by 17 using a combination of those methods.

18 (e) 1. In 2005 to 2009, a person who owns a stationary source that is regulated 19 under sub. (2) (b) 2. to 4. or (3) (b) 2. to 4. may not obtain more than 25% of the 20 required emission reductions for that stationary source by using small source 21 mercury reduction allowances.

22 2. In 2010 to 2014, a person who owns a stationary source that is regulated 23 under sub. (2) (b) 2. to 4. or (3) (b) 2. to 4. may not obtain more than 15% of the 24 required emission reductions for that stationary source in 2010 to 2014 by using 25 small source mercury reduction allowances.

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3. After 2014, a person who owns a stationary source that is regulated under
 sub. (2) (b) 2. to 4. or (3) (b) 2. to 4. may not obtain any of the required emission
 reductions for that stationary source by using small source mercury reduction
 allowances.

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5 (5) EMISSION ALLOWANCE SYSTEM; BANKING AND TRADING EMISSION ALLOWANCES. (a) 6 *Allowances.* The department shall promulgate rules for a mercury emission 7 allowance system that assigns allowances to each stationary source that is subject 8 to sub. (2) (b) or (3) (b). Under the system, the department shall notify the owner or 9 operator of a stationary source of the number of allowances for that stationary source 10 for up to 5 years in advance, based on the requirements of sub. (2) (b) or (3) (b) and 11 of sub. (3e).

12 Emission allowance banking and trading. The department shall (b) 13 promulgate rules for quantifying and certifying reductions in mercury emissions 14 from stationary sources that are subject to sub. (2) or (3) and for a system for banking 15 and trading allowances. The department may allow owners and operators who 16 reduce mercury emissions from industrial boilers to obtain allowances that may be 17 banked and traded for, if the reductions are quantifiable, permanent and 18 enforceable. The department may not allow the banking or trading of reductions in 19 mercury emissions if those reductions are required by federal law or by state law 20 other than this section.

21

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**(6)** SMALL SOURCE MERCURY REDUCTION ALLOWANCES. **(a)** A person may obtain small source mercury reduction allowances in any of the following ways:

23 1. Conducting a small source mercury reduction project that is approved by the24 department.

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1 2. Entering into an agreement under which another person conducts a small 2 source mercury reduction project that is approved by the department. 3 3. Providing funds to the department for conducting a small source mercury 4 reduction project. 5 (b) The department shall issue small source mercury reduction allowances to 6 a person under this subsection in amounts equal to the amounts of reductions in 7 emissions of mercury that are reasonably likely to occur because of the small source 8 mercury reduction project undertaken or sponsored by the person, as determined 9 based on the rules promulgated under par. (c). 10 (c) The department shall promulgate rules for issuing small source mercury 11 reduction allowances. In the rules, the department shall include criteria for 12 determining the amounts of reductions in emissions of mercury that are reasonably likely to occur because of a small source mercury reduction project, including all of 13 14 the following: 15 1. The ability of the department to determine the actual amounts of reductions 16 in emissions of mercury resulting from a small source mercury reduction project, 17 taking into consideration any proposed measurement, monitoring and evaluation of 18 the project. 19 2. The degree of certainty that the predicted amounts of reductions in emissions 20 of mercury will result from the small source mercury reduction project.

3. The extent to which the reductions in emissions of mercury would occur in
the absence of the small source mercury reduction project.

4. The period during which the reductions in emissions of mercury resultingfrom the small source mercury reduction project will continue.

1	(7) STORAGE OR DISPOSAL. A person who is required to comply with sub. (2) or
2	(3), who seeks to obtain an allowance under sub. (5) or who conducts a small source
3	mercury reduction project under sub. (6) shall demonstrate to the department that
4	mercury obtained in the course of taking those actions and disposed of or placed in
5	storage will not be emitted into the atmosphere through reuse or recycling.
6	(8) COUNCIL. The mercury control council shall advise the department on the
7	implementation and operation of the department's mercury control program under
8	this section, including research under s. 285.11 (19).
9	(9) NO IMPACT ON OTHER PROVISIONS. Nothing in this section exempts a person
10	from any provision of ss. 285.01 to 285.39 or 285.51 to 285.87. Compliance with this
11	section is not a defense to a violation of any of those provisions.
12	(10) COOPERATION. The department shall work with organizations, other
13	states, the federal environmental protection agency and this state's congressional
14	delegation to establish all of the following:
15	(a) Nationwide regulations of mercury emissions at least as stringent as those
16	in this section.
17	(b) A nationwide ban on the reuse or recycling of mercury.
18	(c) A ban on the export of mercury.
19	(d) International regulations of mercury emissions at least as stringent as
20	those in this section.