ILLINOIS POLLUTION CONTROL BOARD May 7, 1998

IN THE MATTER OF:)	
PETITION OF W.R. GRACE &) R98	3-16
COMPANY - CONNECTICUT, AND) (Ru	lemaking - Air)
THE ILLINOIS ENVIRONMENTAL)	
PROTECTION AGENCY FOR)	
SITE-SPECIFIC AIR REGULATION:)	
35 ILL. ADM. CODE 218.940(h))	

Proposed Rule. Second Notice.

OPINION AND ORDER OF THE BOARD (by J. Yi):

On November 19, 1997, W.R. Grace & Company - Connecticut (Grace) and the Illinois Environmental Protection Agency (Agency), pursuant to Section 27 of the Environmental Protection Act (Act) (415 ILCS 5/27 (1996)), filed a joint proposal for site specific rulemaking. The proposal requests a site specific air regulation for Grace's facility be added to Subpart QQ of 35 Ill. Adm. Code 218 at Section 218.940(h). The Board adopted an order accepting the joint proposal for hearing and granting, in part, a joint motion for expedited review on December 4, 1997.

The Board's responsibility in this matter arises from the Environmental Protection Act (Act) (415 ILCS 5/1 et seq. (1996)). The Board is charged therein to "determine, define and implement the environmental control standards applicable in the State of Illinois." 415 ILCS 5/5(b). Today, the Board adopts the proposed amendments for second notice pursuant to the Illinois Administrative Procedure Act (5 ILCS 100/1-1 et seq. (1996)). Excepting several nonsubstantive items, the amendments adopted today are identical to those proposed for first notice.

BACKGROUND

Grace is a Connecticut corporation in good standing registered to do business in the State of Illinois. Grace operates a facility (facility) located at 6050 West 51st Street, Chicago, Cook County, Illinois. This facility is operated pursuant to an air operating permit number 031821ABD. This permit was issued on September 27, 1995, by the Illinois Environmental Protection Agency's (Agency) Bureau of Air.

The facility manufactures solvent and water based container sealants, lubricant fluids, and concrete additives. Pet. at 5. The joint proposal pertains solely to VOM emissions resulting from the production of the solvent lining compound mixers (mixers) used to produce solvent-based sealants. Pet. at 5.

REGULATORY BACKGROUND

In 1994, the Board promulgated certain amendments to 35 Ill. Adm. Code Part 218 that require reasonably available control technology (RACT) for sources in the Chicago ozone nonattainment area, with the potential to emit 25 tons of VOM annually, as mandated by Section 182 of the Clean Air Act. 42 U.S.C Section 7411a.

Emissions from Grace's mixers occur in a complex and variable manner due to the batch nature of the process. Thus, determining appropriate and reasonable controls for the mixer loading activity pursuant to Subpart QQ is difficult. Pet. at 8. In 1995, the Board granted Grace a variance regarding the emission control requirements of 35 Ill. Adm. Code 218, Subpart QQ; see W.R. Grace & Co. - Conn. v. IEPA (March 16, 1995), PCB 94-328. This variance contained compliance dates regarding the construction, installation, and operation of a catalytic oxidizer designed to comply with Subpart QQ's control requirements. Pet. at 9.

On June 14, 1996, Grace's oxidizer exploded resulting in a fire in the solvent mixing area of the facility. Pet. at 13. The explosion significantly damaged the oxidizer and the associated ventilation system. Information gathered in the investigation of the explosion suggests that no catalytic oxidizer is currently available that will control the emissions from Grace's mixer loading operations and that will be free from the risk of another explosion. Pet. at 17. On February 6, 1997, the Board extended Grace's variance until May 15, 1998. W.R. Grace & Co. - Conn. v. IEPA (February 6, 1997), PCB 96-193.

PROCEDURAL HISTORY

The Board sent this matter to first notice under the Illinois Administrative Procedure Act (APA) (5 ILCS 100/5-5 *et seq.* (1996)) on December 18, 1997, without commenting on the merits of the proposal. The first notice order of December 18, 1997, granted a motion to amend the language of the proposed rule, and reflected the amendment. First notice of the proposed rule was published at 22 Ill. Reg. 1091 (January 9, 1998).

A hearing in this matter was held on January 8, 1998, and continued on the record until January 21, 1998. On January 21, 1998, the Board received testimony in support of the proposed rule from Rich Irelan, Aaron Abbott, Bob Wells, and LaDonna Driver on behalf of Grace. The Board also received testimony supporting the proposed rule from Kevin Mattison and Yeric Yarrington of the Agency. No members of the public were present at either the January 8, 1998, or the January 21, 1998, hearing.

On February 23, 1998, the Board received a joint comment from Grace and the Agency. The comment sought to clarify a statement made at the January 21, 1998, hearing. The Board also received comments on the proposal from the legislature's Joint Committee on Administrative Rules (JCAR).

An additional hearing was held March 30, 1998, on the single issue of the decision of the Illinois Department of Commerce and Community Affairs (DCCA) not to conduct an Economic Impact Study in connection with this rulemaking. No one testified at this hearing, and the Board has not received any comments on the Economic Impact Study issue.

At the January 21, 1998, hearing, Mr. Irelan testified about the background of Grace's facility as well as Grace's efforts to meet the requirements 35 Ill. Adm. Code 218, Subpart QQ through the construction and installation of a catalytic oxidizer. Tr. Exh. 1-B at 3-9. Mr. Irelan testified that, pursuant to the Agency's recommendation, Grace filed the instant joint proposal for site-specific rulemaking. Tr. Exh. 1-B at 13. Mr. Irelan stated that denial of the proposal would force Grace to shut down its solvent process in Chicago, and would result in approximately 100 displaced employees.

Mr. Abbott testified on the feasibility and safety issues involved in this matter, the technical data on the oxidizer explosion occurring at the facility, Grace's VOM emissions, as well as Grace's efforts to comply with Subpart QQ. Mr. Abbott testified that the results of the investigation into the oxidizer explosion indicate that the explosion was caused by a brief spike in emissions resulting from solvent emitted over a one second time interval from the mixer. Tr. Exh. 1-C at 10. Mr. Abbott testified that neither Grace nor the experts brought in after the explosion, could identify any mechanism that would detect and reliably respond to solvent emission peaks that occur over intervals on the order of one second. Tr. Exh. 1-C at 11. Mr. Abbott further testified that, for the purposes of the control requirements of Subpart QQ, no reasonably available add-on control technology exists for Grace's facility. Mr. Abbott also stated that there is no impact to the land, water, or water supplies from the VOM emissions from Grace's mixers. Tr. Exh. 1-C at 16.

Mr. Wells' testimony concerned a study prepared by one of Grace's experts regarding the different options available for control devices at the facility. Mr. Wells testified that the analysis failed to identify feasible and cost-effective measures to reduce VOM emissions as required by Subpart QQ, and that, therefore, no control is RACT. Tr. Exh. 1-D at 10.

Mr. Mattison's testimony concerned the oxidizer explosion, and the joint efforts of the Agency and Grace to determine whether continued operation of the oxidizer is feasible. Mr. Mattison testified that the Agency agreed with the findings of Grace's study that no add-on controls under Subpart QQ were appropriate for Grace's solvation mixers at the facility. Tr. Exh. 2-B at 2.

Mr. Yarrington testified on Grace's current variance, and the proponents determination that it is not possible to safely operate the Grace's control device. Mr. Yarrington testified that upon review of the information in this matter, no add-on control is RACT for the solvation process at Grace. Mr. Yarrington also testified that the Agency is not opposed to the granting of a site-specific rule change under Subpart QQ to Grace. Tr. Exh. 2-A at 2.

No substantive changes to the proposal have been requested. In response to comments from JCAR and the Board's internal review, the Board has made the following non-substantive change to the first notice proposal:

• A technical correction in the source note for Section 218.940.

• A spelling correction in Section 218.940 (g).

CONCLUSION

Based upon the record, the Board finds that adoption of the proposed rule for second notice is warranted. The Board also finds that the proposed rule will not have an adverse economic impact on the people of the State of Illinois. See 415 ILCS 5/27 (a),(b) (1998).

ORDER

The Board hereby proposes for second notice the following amendments to 35 Ill. Adm. Code 218. The Clerk of the Board is directed to submit this proposed rule to the Joint Committee on Administrative Rules.

TITLE 35: ENVIRONMENTAL PROTECTION SUBTITLE B: AIR POLLUTION CHAPTER I: POLLUTION CONTROL BOARD SUBCHAPTER c: EMISSIONS STANDARDS AND LIMITATIONS FOR STATIONARY SOURCES

PART 218 ORGANIC MATERIAL EMISSION STANDARDS AND LIMITATIONS FOR THE CHICAGO AREA

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218.104	Definitions
218.105	Test Methods and Procedures
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218.109	Vapor Pressure of Volatile Organic Liquids
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218.126	Compliance Plan (Repealed)
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218.182	Cold Cleaning
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218.212	Cross-Line Averaging to Establish Compliance for Coating Lines
218.213	Recordkeeping and Reporting for Cross-Line Averaging Participating Coating Lines
218.214	Changing Compliance Methods
218.215	Wood Furniture Coating Averaging Approach

218.216	Wood Furniture Coating Add-On Control Use
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218.303	Fuel Combustion Emission Units
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	SUBPART H: PRINTING AND PUBLISHING
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218.405	Lithographic Printing: Applicability
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218.410	Monitoring Requirements for Lithographic Printing
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AUTHORITY: Implementing Section 10 and authorized by Section 28.5 of the Environmental Protection Act [415 ILCS 5/10 and 28.5].

SOURCE: Adopted at R91-7 at 15 Ill. Reg. 12231, effective August 16, 1991; amended in R91-24 at 16 Ill. Reg. 13564, effective August 24, 1992; amended in R91-28 and R91-30 at 16 Ill. Reg. 13864, effective August 24, 1992; amended in R93-9 at 17 Ill. Reg. 16636, effective September 27, 1993; amended in R93-14 at 18 Ill. Reg. at 1945, effective January 24, 1994; amended in R94-12 at 18 Ill. Reg. at 14973, effective September 21, 1994; amended in R94-15 at 18 Ill. Reg. 16392, effective October 25, 1994; amended in R94-16 at 18 Ill. Reg. 16950, effective November 15, 1994; amended in R94-21, R94-31 and R94-32 at 19 Ill. Reg. 6848, effective May 9, 1995; amended in R94-33 at 19 Ill. Reg. 7359, effective May 22, 1995; amended in R96-13 at 20 Ill. Reg. 14428, effective October 17, 1996; amended in R97-24 at 21 Ill. Reg. 7708, effective June 9, 1997; amended in R97-31 at 22 Ill. Reg. 3556, effective February 2, 1998; amended in R98-16 at _____ Ill. Reg. _____, effective _______.

BOARD NOTE: This Part implements the Environmental Protection Act as of July 1, 1994.

SUBPART QQ: MISCELLANEOUS FORMULATION MANUFACTURING PROCESSES

Section 218.940 Applicability

- a) Maximum theoretical emissions:
 - A source is subject to this Subpart if it contains process emission units not regulated by Subparts B, E, F (excluding Section 218.204(l)), H (excluding Section 218.405), Q, R, S, T (excluding Section 218.486), V, X, Y, Z or BB of this Part, which as a group both:
 - A) Have maximum theoretical emissions of 90.7 Mg (100 tons) or more per calendar year of VOM, and
 - B) Are not limited to less than 90.7 Mg (100 tons) of VOM emissions per calendar year in the absence of air pollution control equipment through production or capacity limitations contained in a federally enforceable permit or a SIP or FIP revision.
 - If a source is subject to this Subpart as provided above, the requirements of this Subpart shall apply to a source's miscellaneous formulation manufacturing process emission units which are not included within any of the categories specified in Subparts B, E, F, H, Q, R, S, T, V, X, Y, Z, AA, or BB of this Part.

b) Potential to emit:

- 1) A source is subject to this Subpart if it has the potential to emit 22.7 Mg (25 tons) or more of VOM per year, in aggregate, from emission units that are:
 - A) Not regulated by Subparts B, E, F, H, Q, R, S, T (excluding Section 218.486), V, X, Y, Z, or BB of this Part, or
 - B) Not included in any of the following categories: synthetic organic chemical manufacturing industry (SOCMI) distillation, SOCMI reactors, wood furniture, plastic parts coating (business machines), plastic parts coating (other), offset lithography, industrial wastewater, autobody refinishing, SOCMI batch processing, volatile organic liquid storage tanks and clean-up solvents operations.
- 2) If a source is subject to this Subpart as provided above, the requirements of this Subpart shall apply to a source's miscellaneous formulation

manufacturing process emission units which are:

- A) Not included within any of the categories specified in Subparts B, E, F, H, Q, R, T, V, X, Y, Z, AA, BB, CC, or DD of this Part, or
- B) Not included in any of the following categories: synthetic organic chemical manufacturing industry (SOCMI) distillation, SOCMI reactors, wood furniture, plastic parts coating (business machines), plastic parts coating (other), offset lithography, industrial wastewater, autobody refinishing, SOCMI batch processing, volatile organic liquid storage tanks and clean-up solvents operations.
- c) If a source ceases to fulfill the criteria of subsections (a) and/or (b) above, the requirements of this Subpart shall continue to apply to a miscellaneous formulation manufacturing process emission unit which was subject to the control requirements of Section 218.946 of this Part.
- d) No limits under this Subpart shall apply to emission units with emissions of VOM to the atmosphere less than or equal to 2.3 Mg (2.5 tons) per calendar year if the total emissions from such emission units not complying with this Section does not exceed 4.5 Mg (5.0 tons) per calendar year.
- e) For the purposes of this Subpart, an emission unit shall be considered regulated by a Subpart if it is subject to the limits of that Subpart. An emission unit is considered not regulated by a Subpart if it is not subject to the limits of that Subpart, e.g., the emission unit is covered by an exemption in the Subpart or the applicability criteria of the Subpart are not met.
- f) For the purposes of this Subpart, VOM emissions in the absence of air pollution control equipment are the emissions of VOM which would result if no air pollution control equipment were used.
- g) The control requirements in Subpart QQ shall not apply to sewage treatment plants; vegetable oil extraction and processing; coke ovens (including by-product recovery plants); fuel combustion units; bakeries; barge loading facilities; jet engine test cells; production of polystyrene foam insulation board including storage and extrusion of scrap where blowing agent is added to the ploystyrene polystyrene resin at the source, but not including blending and preliminary expansion of resin prior to molding where blowing agent is incorporated into the polystyrene resin by the producer of the resin; production of polystyrene foam packaging not including blending and preliminary expansion of resin prior to molding where blowing agent is incorporated into the polystyrene resin by the producer of the resin and not including storage and extrusion of scrap where blowing agent is added to the polystyrene resin at the source; and iron and steel production.

<u>h)</u>	The control requirements of this Subpart shall not apply to the solvation mixers
	at the container sealant manufacturing facility located at 6050 West 51st Street
	in Chicago, Illinois.
	nded at 18 Ill. Reg. 1945, effective January 24, 1994; aAmended in R98-16, at, effective)
IT IS	SO ORDERED.

I, Dorothy M. Gunn, Clerk of the Illinois Pollution Control Board, hereby certify that the above opinion and order was adopted on the 7th day of May 1998 by a vote of 7-0.

Dorothy M. Gunn, Clerk Illinois Pollution Control Board

Dorothy Mr. Gun