# ILLINOIS POLLUTION CONTROL BOARD August 3, 1995

IN THE MATTER OF:	)		
	<b>)</b>	R95-16	
EXEMPTIONS FROM THE DEFINITION	)(Identical in	Substance	Rules
OF VOM, U.S. EPA RECOMMENDED	)	Air)	
POLICY AMENDMENTS (January 1	)		
through June 30, 1995)	)		

PROPOSAL FOR PUBLIC COMMENT.

SUPPLEMENTAL PROPOSED OPINION AND ORDER OF THE BOARD (by G.T. Girard):

### SUMMARY OF TODAY'S ACTION

This matter is before the Board on a request filed on July 18, 1995 by the Illinois Environmental Protection Agency (Agency). The Agency has asked the Board to add supplemental amendments to those proposed on July 7, 1995 to the definition of volatile organic material (VOM). For the purposes of public comment, the Board has decided to grant the Agency's request and propose supplemental amendments to the definitions of "organic material", "organic solvent", and "petroleum liquid", exactly as suggested by the Agency.

The Board will cause publication of a separate Notice of Proposed Amendments in the <u>Illinois Register</u> for these supplemental amendments proposed by the Agency, which will appear separately from the Notice for the original amendments to the definition of VOM proposed by the Board on July 7, 1995. This may require publication of a separate Notice of Adopted amendments for each in the <u>Illinois Register</u>. Nevertheless, we presently intend that we will hold a single public hearing on the amendments to all four definitions (presently scheduled for September 6, 1995) and vote to adopt them in a single final opinion and order.

### AGENCY REQUEST FOR ADDITIONAL REVISIONS

The Agency submitted a letter requesting additional revisions on July 18, 1995. The letter and its attachment is an

Attached to the Agency request was a July 6, 1995 letter from the Chemical Manufacturers Association (CMA) to the Agency requesting prompt action on exempting acetone from regulation in Illinois. That letter further requested that Illinois undertake "interim measures", such as "issuance of an interim final rule or policy statement" to allow implementation of the exemption before adoption of a final rule. The Board's action today preculdes the necessity to address those aspects of the CMA letter.

Agency request for additional revisions. The letter states that the Agency supports the prompt amendment of the definition of VOM to exclude acetone. It further asks the Board to add amendments to other definitions:

The Agency would call your attention to several additional changes that need to be made to 35 Ill. Adm. Code Part 211, in order to make the exclusion of acetone from the definition of volatile organic material effective. Acetone is included in the definitions of organic material, and petroleum liquid, and hence, regulated by the applicable rules in 35 Ill. Adm. Code 215, 218, and 219. . . .

In addition, acetone is included in the definition of organic solvent as an example. If acetone is excluded from the definition of organic material, it will be confusing to include it as an example of an organic solvent.

Thus, the Agency requests that the Board amend three definitions in Part 211 (in addition to the definition of "volatile organic material" proposed for amendment in the proposed opinion and order of July 7): "organic material", "organic solvent", and "petroleum liquid".

### PROCEDURAL SUMMARY

This proceeding updates the definition of VOM at 35 Ill. Adm. Code 211.7150 to reflect the most recent U.S. EPA exemptions of compounds from regulation as ozone precursors. This rulemaking is mandated by Section 9.1(e) of the Environmental Protection Act (Act) [415 ILCS 5/9.1(e) (1992)]. That provision requires the Board to exempt from the definition of VOM those compounds that are determined by U.S. EPA to be exempt from regulation under the state implementation plan for ozone in the federal Recommended Policy. Section 9.1(e) provides that Title VII of the Act and Section 5 of the Administrative Procedure Act (APA) [5 ILCS 100/5-35 & 5-40 (1992)] do not apply to this proceeding. Because it is not subject to Section 5 of the APA, this rulemaking is not subject to First Notice and Second Notice review by the Joint Committee on Administrative Rules.

The Board adopted a proposal for public comment in this matter on July 7, 1995 in response to several motions for expedited consideration.<sup>2</sup> A Notice of Proposed Amendments will

<sup>&</sup>lt;sup>2</sup> The Agency and Riverside Laboratories filed motions on June 30, 1995. Further, the Illinois Environmental Regulatory Group filed a motion for expedited consideration on July 12,

appear in the August 4, 1995 issue of the <u>Illinois Register</u>, at 19 Ill. Reg. 11297, for the amendments included in that proposal; this begins the 45-day public comment period for those amendments, which will end on September 18, 1995. The Board has scheduled a public hearing in this matter for September 6, 1995, in Chicago, as required by section 110 of the federal Clean Air Act, 42 U.S.C. § 7410, because this proceeding would entail a SIP revision.

#### DISCUSSION

## Requests for Comment

Upon examination of the three definitions and the Part 215, 218, and 219 regulations, the Board agrees with the Agency that these provisions are inter-related. Various segments of the Part 215, 218, and 219 regulations apply to "organic material", "organic solvent", and "petroleum liquid", as well as "volatile organic material". This means that the Agency-requested additional amendments are necessary to fully exempt acetone from regulation as an ozone precursor, as is intended by this proceeding and Section 9.1(e) of the Act. For these reasons, the Board is promptly proposing the amendments, exactly as suggested by the Agency for the purposes of hearing and receipt of public comment. The text of the additional amendments is set forth in the order segment of this document.

The Board invites comment on the Agency's requested additional amendments to Part 211 as set forth in this proceeding. Specifically, we request comment on whether the amendments are necessary to complete the exemption of acetone from RACT regulation, and whether, as such, they may properly be adopted in this Section 9.1(e) identical-in-substance proceeding. We further request comment on our choice of adding those additional amendments in this docket for simultaneous adoption.

The Agency's request for additional amendments raises ancillary issues that the Board may have to address, whether in the future or as part of this proceeding. The definitions that the Agency would change are broad enough to include many of the 22 compounds<sup>3</sup> and five classes of compounds<sup>4</sup> previously exempted

<sup>1995.</sup> The Board hereby grants the IERG motion consistent with the following discussion.

Those previously-exempted compounds are para-chlorobenzo-trifluoride; 1-chloro-1,1-difluoroethane; chlorodifluoromethane; chloropentafluoroethane; dichlorodifluoromethane; 1,1-dichloro-1-

from the definition of VOM, not just acetone. Nearly all of the previously-exempted compounds are not exempted from those other three definitions. Further, the Agency's letter does not suggest revision of the Section 211.4250(a) definition of "organic materials", but that definition reads parallel to the Section 211.4250(b) definition of "organic material" included in the Agency's request.

The Board requests comment, from the Agency or any other interested person, on whether amendment of the Section 211.4250(a) definition of "organic materials" to exclude acetone is necessary to exempt that material from RACT regulation. We further request comment on whether further amendment is necessary to add express exemptions for any of the compounds already exempted from the definition of VOM. We note that although some of these compounds clearly do not fall within the definitions of "organic material", "organic solvent", and "petroleum liquid", the Board asks for comments to address whether or not the compounds and classes of compounds exempted are clearly stated.

## Procedural Issues

The addition of amendments to three more definitions will require the Board to cause publication of an additional Notice of Proposed Amendments in the <u>Illinois Register</u>. This is necessary because the three definitions each appear in separate Sections of the regulations: Section 211.4250(b) (organic material), Section 211.4260 (organic solvent), and 211.4610 (petroleum liquid). This separate Notice will appear in the <u>Register</u> and have a separate 45-day public comment period that ends later than

fluoroethane; 1,2-dichloro-1,1,2,2-tetrafluoroethane; 1,1-di-fluoroethane; ethane; methane; methylene chloride; 1,1,1,2-tetrafluoroethane; 1,1,1-trichloroethane; trichlorofluoromethane; 1,1,1-trichloro-2,2,2-trifluoroethane; 1,1,1-trifluoro-2,2-di-chloroethane; trifluoromethane; 2-chloro-1,1,1,2-tetrafluoroethane; pentafluoroethane; 1,1,2,2-tetrafluoroethane; and 1,1,1-trifluoroethane.

<sup>&</sup>lt;sup>4</sup> Those classes are cyclic, branched, or linear completely-methylated siloxanes; cyclic, branched, or linear, completely fluorinated alkanes; cyclic, branched, or linear, completely fluorinated ethers with no unsaturations; cyclic, branched, or linear, completely fluorinated tertiary amines with no unsaturations; and sulfur-containing perfluorocarbons with no unsaturations and with sulfur bonds only to carbon and fluorine.

September 18, 1995 on which the comment period for the August 4 Notice will end.

Since the amendment of Section 211.7150 (in the July 7 proposal) and Sections 211.4250, 211.4260, and 211.4610 (in this supplemental proposal) effect the same change in the regulations with regard to a single subject matter, i.e., the exemption of acetone from regulation as an ozone precursor, the Board will deal with them as a single proceeding. Therefore, even though the amendments may appear in different issues of the Illinois Register, we will consider the amendment of all four definitions at the planned September 6, 1995 hearing. Further, the Board presently plans to adopt definitional changes in a single final opinion and order.

Of course, the present posture of this proceeding will result in minor delay in the adoption of the acetone-related amendments to the Section 211.7150 definition of volatile organic material. The date of publication of the later-published Notice of Proposed Amendments (for the other three definitions) will determine when the public comment period has expired and when the Board is free to adopt any amendments. No change is necessary to the language of our July 7 grant of expedited consideration, the Board will still promptly proceed to adopt the amendments after the public comment period has expired, albeit that public comment period will now expire slightly later date than originally intended.

#### ORDER

The Board hereby proposes the following amendments to its definitions of "organic material" at 35 Ill. Adm. Code 211.4250, "organic solvent" at 35 Ill. Adm. Code 4260, and "petroleum liquid" at 35 Ill. Adm. Code 211.4610:

TITLE 35: ENVIRONMENTAL PROTECTION

SUBTITLE B: AIR POLLUTION

CHAPTER I: POLLUTION CONTROL BOARD

SUBCHAPTER C: EMISSION STANDARDS AND LIMITATIONS

FOR STATIONARY SOURCES

PART 211
DEFINITIONS AND GENERAL PROVISIONS

<sup>&</sup>lt;sup>5</sup> If the Notice appears in the August 18 issue, which is the earliest issue in which the Board can publish notice in the <u>Illinois Register</u>, the comment period will end on October 2, 1995. Any delay in gaining publication will result in a corresponding delay in the end of the 45-day public comment period.

6

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SUBPART A:
                               GENERAL PROVISIONS
Section
211.101
          Incorporations by Reference
211.102
          Abbreviations and Units
                      SUBPART B: DEFINITIONS
Section
211.121
          Other Definitions
211.122
          Definitions (Repealed)
211.130
          Accelacota
211.150
          Accumulator
211.170
          Acid Gases
211.210
          Actual Heat Input
211.230
          Adhesive
211.240
          Adhesion Promoter
211.250
          Aeration
211.270
          Aerosol Can Filling Line
211.290
          Afterburner
211.310
          Air Contaminant
211.330
          Air Dried Coatings
211.350
          Air Oxidation Process
211.370
          Air Pollutant
211.390
          Air Pollution
211.410
          Air Pollution Control Equipment
211.430
          Air Suspension Coater/Dryer
          Airless Spray
211.450
211.470
          Air Assisted Airless Spray
211.474
          Alcohol
211.490
          Annual Grain Through-Put
211.495
          Anti-Glare/Safety Coating
211.510
          Application Area
211.530
          Architectural Coating
211.550
          As Applied
211.560
          As-Applied Fountain Solution
211.570
          Asphalt
211.590
          Asphalt Prime Coat
211.610
          Automobile
211.630
          Automobile or Light-Duty Truck Assembly Source or
          Automobile or Light-Duty Truck Manufacturing Plant Automobile or Light-Duty Truck Refinishing
211.650
211.660
          Automotive/Transportation Plastic Parts
211.670
          Baked Coatings
          Bakery Oven
211.680
211.685
          Basecoat/Clearcoat System
211.690
          Batch Loading
211.695
          Batch Operation
211.696
          Batch Process Train
211.710
          Bead-Dipping
211.730
          Binders
211.750
          British Thermal Unit
211.770
          Brush or Wipe Coating
          Bulk Gasoline Plant
211.790
```

7

```
211.810
          Bulk Gasoline Terminal
211.820
          Business Machine Plastic Parts
211.830
          Can
211.850
          Can Coating
          Can Coating Line
211.870
211.890
          Capture
211.910
          Capture Device
211.930
          Capture Efficiency
211.950
          Capture System
211.970
          Certified Investigation
211.980
          Chemical Manufacturing Process Unit
211.990
          Choke Loading
211.1010
         Clean Air Act
211.1050
         Cleaning and Separating Operation
211.1070
         Cleaning Materials
211.1090
         Clear Coating
211.1110
         Clear Topcoat
211.1130
          Closed Purge System
211.1150
          Closed Vent System
211.1170
         Coal Refuse
211.1190
         Coating
211.1210
         Coating Applicator
211.1230
          Coating Line
211.1250
          Coating Plant
211.1270
          Coil Coating
211.1290
          Coil Coating Line
211.1310
          Cold Cleaning
211.1330
         Complete Combustion
211.1350
          Component
211.1370
          Concrete Curing Compounds
211.1390
          Concentrated Nitric Acid Manufacturing Process
211.1410
         Condensate
211.1430
         Condensible PM-10
211.1470
         Continuous Process
211.1490 Control Device
211.1510
         Control Device Efficiency
211.1530
         Conventional Soybean Crushing Source
211.1550
         Conveyorized Degreasing
211.1570
         Crude Oil
         Crude Oil Gathering
211.1590
211.1610
         Crushing
211.1630 Custody Transfer
211.1650
         Cutback Asphalt
211.1670
         Daily-Weighted Average VOM Content
211.1690
         Day
211.1710
         Degreaser
211.1730
         Delivery Vessel
211.1750
         Dip Coating
211.1770
         Distillate Fuel Oil
211.1780
         Distillation Unit
211.1790 Drum
211.1810
         Dry Cleaning Operation or Dry Cleaning Facility
```

```
211.1830
          Dump-Pit Area
211.1850
          Effective Grate Area
211.1870
          Effluent Water Separator
211.1875
          Elastomeric Materials
211.1880
          Electromagnetic Interference/Radio Frequency (EMI/RFI)
          Shielding Coatings
211.1890
          Electrostatic Bell or Disc Spray
211.1900
          Electrostatic Prep Coat
211.1910
          Electrostatic Spray
211.1920
          Emergency or Standby Unit
211.1930
          Emission Rate
211.1950
          Emission Unit
211.1970
          Enamel
211.1990
          Enclose
211.2010
          End Sealing Compound Coat
211.2030
          Enhanced Under-the-Cup Fill
211.2050
          Ethanol Blend Gasoline
211.2070
          Excess Air
211.2090
          Excessive Release
211.2110
          Existing Grain-Drying Operation
211.2130
          Existing Grain-Handling Operation
          Exterior Base Coat
211.2150
211.2170 Exterior End Coat
211.2190
          External Floating Roof
211.2210
          Extreme Performance Coating
211.2230
          Fabric Coating
211.2250
          Fabric Coating Line
          Federally Enforceable Limitations and Conditions
211.2270
211.2290
          Fermentation Time
211.2300
          Fill
211.2310
          Final Repair Coat
211.2330
          Firebox
211.2350
          Fixed-Roof Tank
211.2360
          Flexible Coating
211.2365
          Flexible Operating Unit
211.2370
          Flexographic Printing
211.2390
          Flexographic Printing Line
211.2410
          Floating Roof
211.2430
          Fountain Solution
211.2450
          Freeboard Height
211.2470
          Fuel Combustion Emission Unit or Fuel Combustion
          Emission Source
211.2490
          Fugitive Particulate Matter
211.2510
          Full Operating Flowrate
211.2530
          Gas Service
211.2550
          Gas/Gas Method
211.2570
          Gasoline
211.2590
          Gasoline Dispensing Operation or Gasoline Dispensing
          Facility
211.2610
          Gel Coat
211.2630
          Gloss Reducers
211.2650 Grain
```

```
211.2670
          Grain-Drying Operation
          Grain-Handling and Conditioning Operation
211.2690
211.2710
          Grain-Handling Operation
211.2730
          Green-Tire Spraying
211.2750
          Green Tires
          Gross Heating Value
211.2770
211.2790
          Gross Vehicle Weight Rating
211.2810
          Heated Airless Spray
211.2830
          Heatset
211.2850
          Heatset-Web-Offset Lithographic Printing Line
211.2870
          Heavy Liquid
          Heavy Metals
211.2890
211.2910
          Heavy Off-Highway Vehicle Products
211.2930
          Heavy Off-Highway Vehicle Products Coating
          Heavy Off-Highway Vehicle Products Coating Line
211.2950
211.2970
          High Temperature Aluminum Coating
211.2990
          High Volume Low Pressure (HVLP) Spray
211.3010
          Hood
211.3030
          Hot Well
211.3050
          Housekeeping Practices
211.3070
          Incinerator
          Indirect Heat Transfer
211.3090
211.3110
          Ink
211.3130
          In-Process Tank
211.3150
          In-Situ Sampling Systems
211.3170
          Interior Body Spray Coat
211.3190
          Internal-Floating Roof
211.3210
          Internal Transferring Area
211.3230
          Lacquers
211.3250 Large Appliance
211.3270
          Large Appliance Coating
211.3290
          Large Appliance Coating Line
211.3310
          Light Liquid
211.3330
          Light-Duty Truck
211.3350
          Light Oil
          Liquid/Gas Method
211.3370
211.3390
          Liquid-Mounted Seal
211.3410
          Liquid Service
211.3430
          Liquids Dripping
211.3450
          Lithographic Printing Line
211.3470
          Load-Out Area
211.3480
          Loading Event
211.3490
          Low Solvent Coating
211.3500
          Lubricating Oil
211.3510
          Magnet Wire
211.3530
          Magnet Wire Coating
          Magnet Wire Coating Line
211.3550
211.3570
          Major Dump Pit
211.3590
          Major Metropolitan Area (MMA)
211.3610
          Major Population Area (MPA)
          Manually Operated Equipment
211.3620
211.3630
          Manufacturing Process
```

```
211.3650 Marine Terminal
211.3660 Marine Vessel
211.3670
          Material Recovery Section
211.3690
          Maximum Theoretical Emissions
211.3695
         Maximum True Vapor Pressure
211.3710 Metal Furniture
211.3730 Metal Furniture Coating
211.3750 Metal Furniture Coating Line
211.3770
         Metallic Shoe-Type Seal
211.3790
         Miscellaneous Fabricated Product Manufacturing Process
211.3810
         Miscellaneous Formulation Manufacturing Process
211.3830
         Miscellaneous Metal Parts and Products
211.3850
         Miscellaneous Metal Parts and Products Coating
211.3870
         Miscellaneous Metal Parts or Products Coating Line
211.3890 Miscellaneous Organic Chemical Manufacturing Process
211.3910
         Mixing Operation
211.3915
         Mobile Equipment
211.3930
         Monitor
211.3950
         Monomer
211.3960 Motor Vehicles
211.3965
         Motor Vehicle Refinishing
211.3970
         Multiple Package Coating
211.3990
         New Grain-Drying Operation
211.4010
         New Grain-Handling Operation
211.4030
         No Detectable Volatile Organic Material Emissions
211.4050
         Non-contact Process Water Cooling Tower
211.4055
         Non-Flexible Coating
211.4065
         Non-Heatset
211.4070
          Offset
211.4090 One Hundred Percent Acid
         One-Turn Storage Space
211.4110
211.4130
          Opacity
211.4150
          Opaque Stains
211.4170
          Open Top Vapor Degreasing
211.4190
          Open-Ended Valve
         Operator of a Gasoline Dispensing Operation or Operator
211.4210
          of a Gasoline Dispensing Facility
211.4230
          Organic Compound
211.4250
          Organic Material and Organic Materials
211.4260
         Organic Solvent
211.4270
         Organic Vapor
211.4290
         Oven
211.4310
         Overall Control
211.4330
         Overvarnish
211.4350
         Owner of a Gasoline Dispensing Operation or Owner of a
         Gasoline Dispensing Facility
211.4370
         Owner or Operator
211.4390
         Packaging Rotogravure Printing
211.4410
         Packaging Rotogravure Printing Line
         Pail
211.4430
211.4450
         Paint Manufacturing Source or Paint Manufacturing Plant
```

211.4470 Paper Coating

```
211.4490
          Paper Coating Line
211.4510
          Particulate Matter
211.4530
          Parts Per Million (Volume) or PPM (Vol)
211.4550 Person
211.4590 Petroleum
211.4610
          Petroleum Liquid
211.4630
          Petroleum Refinery
211.4650
          Pharmaceutical
211.4670
          Pharmaceutical Coating Operation
211.4690
          Photochemically Reactive Material
211.4710
          Pigmented Coatings
211.4730
          Plant
211.4740
          Plastic Part
211.4750
          Plasticizers
211.4770
          PM - 10
211.4790
          Pneumatic Rubber Tire Manufacture
211.4810
          Polybasic Organic Acid Partial Oxidation Manufacturing
          Process
211.4830
          Polyester Resin Material(s)
211.4850
          Polyester Resin Products Manufacturing Process
211.4870
          Polystyrene Plant
211.4890
          Polystyrene Resin
211.4910
          Portable Grain-Handling Equipment
211.4930
          Portland Cement Manufacturing Process Emission Source
          Portland Cement Process or Portland Cement
211.4950
          Manufacturing Plant
211.4970
          Potential to Emit
          Power Driven Fastener Coating
211.4990
211.5010
          Precoat
211.5030 Pressure Release
211.5050 Pressure Tank
211.5060 Pressure/Vacuum Relief Valve
211.5061 Pretreatment Wash Primer
211.5065 Primary Product
211.5070 Prime Coat
211.5080 Prime Sealer
211.5090
         Primer Surfacer Coat
211.5110 Primer Surfacer Operation
211.5130 Primers
211.5150 Printing
211.5170 Printing Line
211.5185
          Process Emission Source
211.5190 Process Emission Unit
211.5210 Process Unit
211.5230 Process Unit Shutdown
211.5245
         Process Vent
211.5250
          Process Weight Rate
211.5270
          Production Equipment Exhaust System
211.5310
          Publication Rotogravure Printing Line
          Purged Process Fluid
211.5330
211.5340
         Rated Heat Input Capacity
```

211.5350 Reactor

```
211.5370
          Reasonably Available Control Technology (RACT)
211.5390
          Reclamation System
211.5410
          Refiner
211.5430
          Refinery Fuel Gas
211.5450
          Refinery Fuel Gas System
211.5470
          Refinery Unit or Refinery Process Unit
211.5480
          Reflective Argent Coating
211.5490
          Refrigerated Condenser
211.5500
          Regulated Air Pollutant
211.5510
          Reid Vapor Pressure
211.5530
          Repair
211.5550
          Repair Coat
211.5570
          Repaired
211.5590
          Residual Fuel Oil
211.5600
          Resist Coat
211.5610
          Restricted Area
211.5630
          Retail Outlet
211.5650
          Ringelmann Chart
211.5670
          Roadway
211.5690
          Roll Coater
211.5710
          Roll Coating
211.5730
          Roll Printer
211.5750
          Roll Printing
211.5770
          Rotogravure Printing
211.5790
          Rotogravure Printing Line
211.5810
          Safety Relief Valve
211.5830
          Sandblasting
211.5850
          Sanding Sealers
211.5870
          Screening
211.5890
          Sealer
211.5910
          Semi-Transparent Stains
211.5930
          Sensor
211.5950
          Set of Safety Relief Valves
211.5970
          Sheet Basecoat
211.5980
          Sheet-Fed
211.5990
          Shotblasting
          Side-Seam Spray Coat
211.6010
211.6025
          Single Unit Operation
211.6030
          Smoke
211.6050
          Smokeless Flare
211.6060
          Soft Coat
211.6070
          Solvent
211.6090
          Solvent Cleaning
211.6110
          Solvent Recovery System
211.6130
          Source
211.6140
          Specialty Coatings
211.6145
          Specialty Coatings for Motor Vehicles
211.6150
          Specialty High Gloss Catalyzed Coating
211.6170
          Specialty Leather
211.6190
          Specialty Soybean Crushing Source
211.6210
          Splash Loading
211.6230
          Stack
```

```
211.6250
          Stain Coating
211.6270
          Standard Conditions
211.6290
          Standard Cubic Foot (scf)
211.6310
          Start-Up
          Stationary Emission Source
211.6330
211.6350
          Stationary Emission Unit
211.6355
          Stationary Gas Turbine
          Stationary Reciprocating Internal Combustion Engine
211.6360
211.6370
          Stationary Source
211.6390
          Stationary Storage Tank
211.6400
          Stencil Coat
211.6410
          Storage Tank or Storage Vessel
211.6430
          Styrene Devolatilizer Unit
211.6450
          Styrene Recovery Unit
211.6470
          Submerged Loading Pipe
211.6490
          Substrate
211.6510
          Sulfuric Acid Mist
211.6530
          Surface Condenser
211.6540
          Surface Preparation Materials
211.6550
          Synthetic Organic Chemical or Polymer Manufacturing
          Plant
211.6570
          Tablet Coating Operation
211.6580
          Texture Coat
          Thirty-Day Rolling Average
211.6590
211.6610
          Three-Piece Can
211.6620
          Three or Four Stage Coating System
211.6630
          Through-the-Valve Fill
211.6650
          Tooling Resin
211.6670
          Topcoat
211.6690
          Topcoat Operation
211.6695
          Topcoat System
211.6710
          Touch-Up
211.6720
          Touch-Up Coating
211.6730
          Transfer Efficiency
          Tread End Cementing
211.6750
211.6770
          True Vapor Pressure
211.6790
          Turnaround
211.6810
          Two-Piece Can
211.6830
          Under-the-Cup Fill
211.6850
          Undertread Cementing
211.6860
          Uniform Finish Blender
211.6870
          Unregulated Safety Relief Valve
211.6880
          Vacuum Metallizing
211.6890
          Vacuum Producing System
211.6910
          Vacuum Service
211.6930
          Valves Not Externally Regulated
211.6950
          Vapor Balance System
211.6970
          Vapor Collection System
211.6990
          Vapor Control System
211.7010
          Vapor-Mounted Primary Seal
211.7030
          Vapor Recovery System
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Vapor-Suppressed Polyester Resin

211.7050

- 211.7070 Vinyl Coating 211.7090 Vinyl Coating Line 211.7110 Volatile Organic Liquid (VOL) 211.7130 Volatile Organic Material Content (VOMC) 211.7150 Volatile Organic Material (VOM) or Volatile Organic Compound (VOC) Volatile Petroleum Liquid 211.7170 211.7190 Wash Coat 211.7210 Wastewater (Oil/Water) Separator 211.7230 Weak Nitric Acid Manufacturing Process 211.7250 Web
- 211.7270 Wholesale Purchase Consumer
- 211.7290 Wood Furniture
- 211.7310 Wood Furniture Coating
- 211.7330 Wood Furniture Coating Line
- 211.7350 Woodworking
- 211.7400 Yeast Percentage
- 211.Appendix A Rule into Section Table 211.Appendix B Section into Rule Table

AUTHORITY: Implementing Sections 9, 9.1 and 10 and authorized by Section 27 and 28.5 of the Environmental Protection Act [415 ILCS 5/9, 9.1, 10, 27 and 28.5].

SOURCE: Adopted as Chapter 2: Air Pollution, Rule 201: Definitions, R71-23, 4 PCB 191, filed and effective April 14, 1972; amended in R74-2 and R75-5, 32 PCB 295, at 3 Ill. Reg. 5, p. 777, effective February 3, 1979; amended in R78-3 and 4, 35 PCB 75 and 243, at 3 Ill. Reg. 30, p. 124, effective July 28, 1979; amended in R80-5, at 7 Ill. Reg. 1244, effective January 21, 1983; codified at 7 Ill. Reg. 13590; amended in R82-1 (Docket A) at 10 Ill. Reg. 12624, effective July 7, 1986; amended in R85-21(A) at 11 Ill. Reg. 11747, effective June 29, 1987; amended in R86-34 at 11 Ill. Reg. 12267, effective July 10, 1987; amended in R86-39 at 11 Ill. Reg. 20804, effective December 14, 1987; amended in R82-14 and R86-37 at 12 Ill. Reg. 787, effective December 24, 1987; amended in R86-18 at 12 Ill. Reg. 7284, effective April 8, 1988; amended in R86-10 at 12 Ill. Reg. 7621, effective April 11, 1988; amended in R88-23 at 13 Ill. Reg. 10862, effective June 27, 1989; amended in R89-8 at 13 Ill. Reg. 17457, effective January 1, 1990; amended in R89-16(A) at 14 Ill. Reg. 9141, effective May 23, 1990; amended in R88-30(B) at 15 Ill. Reg. 5223, effective March 28, 1991; amended in R88-14 at 15 Ill. Reg. 7901, effective May 14, 1991; amended in R91-10 at 15 Ill. Reg. 15564, effective October 11, 1991; amended in R91-6 at 15 Ill. Reg. 15673, effective October 14, 1991; amended in R91-22 at 16 Ill. Reg. 7656, effective May 1, 1992; amended in R91-24 at 16 Ill. Reg. 13526, effective August 24, 1992; amended in R93-9 at 17 Ill. Reg. 16504, effective September 27, 1993; amended in R93-11 at 17 Ill. Reg. 21471, effective December 7, 1993; amended in R93-14 at 18 Ill. Reg. 1253, effective January 18, 1994;

amended in R94-12 at 18 Ill. Reg. 14962, effective September 21, 1994; amended in R94-14 at 18 Ill. Reg. 15744, effective October 17, 1994; amended in R94-15 at 18 Ill. Reg. 16379, effective October 25, 1994; amended in R94-16 at 18 Ill. Reg. 16929, effective November 15, 1994; amended in R94-21, R94-31 and R94-32 at 19 Ill. Reg. 6823, effective May 9, 1995; amended in R94-33 at 19 Ill. Reg. 7344, effective May 22, 1995; amended in R95-2 at 19 Ill. Reg. 11066, effective July 12, 1995; amended in R95-16 at 19 Ill. Reg. , effective

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

#### SUBPART B: DEFINITIONS

Section 211.4250 Organic Material and Organic Materials

- (a) "Organic materials" means, for the purposes of Section 9.4 of the Act, any chemical compound of carbon, including diluents and thinners which are liquids at standard conditions and which are used as dissolvers, viscosity reducers, or cleaning agents, including polychlorinated dibenzo-p-dioxins, polychlorinated dibenzofurans and polynuclear aromatic hydrocarbons but excluding methane, carbon monoxide, carbon dioxide, carbonic acid, metallic carbonates, and ammonium carbonate are not organic materials.
- (b) "Organic material" means, for the purposes of 35 Ill. Adm. Code 215, 218, and 219, any chemical compound of carbon including diluents and thinners which are liquids at standard conditions and which are used as dissolvers, viscosity reducers, or cleaning agents, but excluding methane, acetone, carbon monoxide, carbon dioxide, carbonic acid, metallic carbonates, and ammonium carbonate.

(Source:	Amended	at	19	Ill.	Reg.		effective	
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Section 211.4260 Organic Solvent

"Organic solvent" means a solvent that consists of organic mineral spirits, methyl ethyl ketone, acetone, ethanol, ether, toluene, or other organic materials other than soap, detergent, surfactants, lubricating oil, wax, vegetable oil, grease, glycerin, or animal fat. For purposes of 35 Ill. Adm. Code 201, Subpart F, a solvent which is a mixture shall be an organic solvent if it contains more than 5 percent by volume of such organic materials.