

ILLINOIS POLLUTION CONTROL BOARD
March 19, 1987

IN THE MATTER OF:)
)
VOLATILE ORGANIC MATERIAL) R82-14
EMISSIONS FROM STATIONARY)
SOURCES: RACT III)

ADOPTED RULE FINAL ORDER

OPINION AND ORDER OF THE BOARD (by B. Forcade):

This matter comes before the Board on an August 26, 1985, Illinois Environmental Protection Agency ("Agency") motion to reopen the record in this regulatory proceeding concerning the internal offset rule (Section 215.207), coke manufacture and by-product recovery (Part 215, Subpart U) and petroleum solvent dry cleaners (Part 215, Subpart Z). That motion was granted and hearings were authorized on September 20, 1985. This opinion and order addresses the Agency's regulatory proposal regarding petroleum dry cleaners.

The Agency amended its regulatory proposal on November 25, 1985. Hearings were held December 2 and 3, 1985, in Chicago and March 20 and 21, 1986, in Bolingbrook. The Agency made final amendments to its proposal on May 8, 1986, in response to testimony and comments made at hearing by the Illinois Fabricare Association ("IFA"). The Department of Energy and Natural Resources ("DENR") issued a letter of negative declaration of economic impact, obviating the need for further economic analysis of the proposed rules, on March 24, 1986. The concurrence of the Economic and Technical Advisory Committee to the DENR was filed on May 22, 1986. The record in this matter closed on June 12, 1986 (Hearing Officer Order, May 29, 1986).

On September 11, 1986, the Board proposed regulatory language for first notice comment which was published at 10 Ill. Reg. 16142, October 3, 1986. The statutory 45-day comment period ended on November 17, 1986. The Agency filed first notice comments on October 24, 1986 (P.C. 97). The Administrative Code Unit of the Secretary of State's Office also filed comments regarding non-substantive format changes. The Board proposed the rules for second notice Joint Committee on Administrative Rules (JCAR) review on December 5, 1986. The Administrative Code Unit's comments were incorporated in the second notice Order.

The Board acknowledges the contributions of David G. Mueller, hearing officer, in this proceeding.

JCAR issued a Certification of No Objection on March 4, 1987, on the condition that certain modifications were made at final notice. These changes are reflected in today's Order and will be discussed further, below.

This is one of a series of Board actions directed at promulgating rules implementing reasonably available control technology ("RACT") for the control of ozone precursors from existing major stationary sources (emissions greater than 100 tons/year). The implementation of RACT in non-attainment areas for ozone is required as a part of a federally approvable state implementation plan ("SIP") under the federal Clean Air Act ("CAA") (42 U.S.C. 7401 et seq.). Section 172 of the CAA requires that RACT be implemented at existing stationary sources in the non-attainment areas of those states needing an extension from the 1982 deadline until 1987 to achieve the air quality standard for ozone. Illinois is such a state, having requested the extension in its 1979 and 1982 SIP.

The definition of RACT is contained in 40 CFR 51, along with the requirements for a federally acceptable SIP. However, the specific parameters of what constitutes reasonably available controls, and, therefore, the parameters which the states must adopt to insure that RACT is implemented, are not. Instead, the United States Environmental Protection Agency ("USEPA") publishes a series of documents entitled "Control Technique Guidelines" ("CTGs"). Each of the CTGs, which are summaries of industry specific case studies, contains the means and the degree of control which the USEPA requires the state to adopt categorically as part of its SIPs in order to have an acceptable SIP. Failure to adopt rules identical to those presented in the CTGs, or other ones demonstrated by the individual state as comparable, can mean that the state will have an inadequate SIP, which in turn can trigger the sanction provisions of the CAA found at Sections 110, 113 and 176 (42 U.S.C.A. 7410, 7413, 7506). While the mandate for sanctions is contained in the Clean Air Act, the mandate to adopt the CTGs or otherwise demonstrate a state rule to be comparable is not. It is not even contained in the federal regulations, but instead is articulated in the "General Preamble for Proposed Rulemaking and Approval of State Implementation Plan Revisions for Non-attainment Areas" (44 FR 20372).

This federal policy statement includes yet another requirement which is relevant to this rulemaking. The USEPA allows the states until the January after one year from the finalization of a CTG to adopt either the "rules" contained therein, or comparable rules, if sources covered by that particular CTG are within a state's non-attainment areas. A final CTG for petroleum dry cleaners was issued in September of 1982 (Ex. 29(c))

The Board, in a prior opinion, declined to adopt rules regulating petroleum dry cleaners as neither of the two facilities known to exist in the state would have been subject to the rules as proposed. One facility fell below the regulatory quantity of emissions threshold and the other facility was located in an attainment county and utilized a different process than envisioned by the proposed rules (Board Opinion, August 22, 1984, pp. 39-40). At hearings held December 2 and 3, 1985, the Agency identified two major stationary sources located in non-attainment areas that would be regulated.

Petroleum solvent dry cleaning is a batch process in which articles are washed and dried in separate operations. Articles are sorted and placed in appropriate washers where they are then agitated in the petroleum solvent. Heavily soiled articles may go through two or more wash cycles; the first is with recycled, soiled solvent and the second is with clean solvent. After completion of the wash cycle, the articles are spun at high speeds to remove excess solvent, usually in the same equipment used for washing, but sometimes in a separate, high speed centrifugal extractor. The soiled solvent extracted during the spin cycle may be passed through a filter to remove insoluble soils or passed to a vacuum still where the solvent is purified, or both. The distilled solvent is pumped to a holding tank or is returned to the washer/extractor. When the spin cycle has terminated, articles are transferred from the washer/extractor to a dryer (tumbler) (R. 3194-95).

The CTG lists the major emission sources as the dryers, solvent filtration systems and miscellaneous fugitive sources. The nominal emission rate from a standard petroleum solvent dryer is 14 kg to 18 kg volatile organic material ("VOM") per 100 kg of dry weight of articles cleaned. Proposed Section 215.607(a)(1) would require this rate to be reduced to 3.5 kg VOM per 100 kg of dry weight which amounts to a RACT control efficiency of 75 to 81 percent. The normal control method for achieving this reduction would be to install recovery dryers in place of standard dryers. A solvent recovery dryer has a condenser to remove solvent vapor from the dryer exhaust by condensation (R. 3195).

The emissions from the solvent filtration system are those released from the diatomite filter systems, which the CTG estimates as 8 kg VOM per 100 kg of clothing throughput. Proposed Section 216.607(b)(1) would require reduction to 1.0 kg per 100 kg throughput for an average control efficiency of 88 percent. The CTG-recommended control method to achieve this reduction would be to install cartridge filters in place of diatomite filters. The emissions from cartridge filters are derived from fugitive emissions due to leaks and cartridge filter replacement, as well as from the solvent contained in the disposed cartridge. The emissions were estimated by the CTG to range from 0.35 to 0.75 kg VOM per 100 kg clothing throughput (R. 3195-3196).

The other sources, i.e., the vacuum still waste and the miscellaneous fugitive sources are grouped in one general category of fugitive emissions. The CTG states that improved operation of equipment, good housekeeping practices and inspection and repair of leaks should reduce emissions to 4.0 kg solvent per 100 kg dry weight. Considering these control measures as a whole, the reductions required by the proposed rules would give emissions of 8.5 kg volatile organic material per 100 kg of clothing processed (R. 3196).

The Agency conducted a field survey of petroleum dry cleaning facilities in non-attainment areas. Six plants were identified in Cook County. Four plants have emissions less than 100 tons/year and would be exempted by proposed Section 215.611. One of the two plants affected by the proposal, A.W. Zengler, has already installed four recovery dryers and cartridge filters. RACT compliance for this plant would require installation of four more recovery dryers. The other affected plant, Careful Cleaners, has seven standard dryers and would have to install five or six recovery dryers (depending upon size chosen) and to replace four diatomite filters with 11 cartridge filters. The anticipated reductions from A.W. Zengler would be approximately 51 tons/year and from Careful 82 tons/year. These reductions are based upon the assumption that installation of RACT controls would reduce emissions to the level of 8.5 kg VOM per 100 kg dry clothing from the 14.8 kg VOM for A.W. Zengler and from 30.4 kg VOM from Careful (R. 3197-3199, Ex. 90).

Based upon the cost information provided by the CTG, control costs were developed for the two plants affected by the proposed regulation. The resultant costs are \$350 per ton for A.W. Zengler and \$650 per ton for Careful (R. 3199-3202). These estimates are well within the ranges of control costs for other RACT categories. Industry has not refuted these cost estimates.

At the December 2, 1985, and March 20, 1986, hearings, the IFA presented oral and written comments on the Agency proposal (R. 3208-3214, 3668-3670, P.C. 74). While expressing agreement with the Board's earlier decision not to regulate this segment of the industry, they indicated that they had no real opposition to the rule and, after review by their association technical staff, suggested certain refinements and improvements to the Agency proposal. These have been incorporated in the Agency's most recent amended proposal (Motion to Supplement the Record and to Propose Adoption of Regulations Applying to Petroleum Solvent Dry Cleaners, May 8, 1986).

The geographical applicability of the proposed rules is more limited than the earlier 1982 proposal. The current proposal is applicable in counties that are either non-attainment counties for ozone or are part of the major urbanized areas associated with the non-attainment counties. The Agency moved to amend

their proposal by adding Macoupin County on May 8, 1986 (Id.) While no major petroleum dry cleaning facilities are located in Macoupin County, 1985 air monitoring data indicates that Macoupin County is non-attainment for ozone. The Agency's proposal in this subcategory is consistent with the recent scope of applicability proposed by the Board in another RACT proceeding, R85-21.

The Agency's first notice comments respond to a Board request in the September 11, 1986, Opinion regarding proposed Section 215.612(b). That subsection provided that should an attainment county be redesignated as non-attainment at some point in the future that the regulations shall be applicable to that county and contiguous counties. The Agency moved to withdraw that subsection as it was of dubious legality and was not considered an essential element or necessary for federal approval (P.C. 97). That subsection, along with Section 215.613(b) and (c), was withdrawn at second notice. In response to the Administrative Code Unit's comments, Section 215.610(b) and (c) were modified at second notice.

At second notice, the Board modified the deadline for submission of a compliance plan. Under the language of Section 215.613(a) proposed at first notice, the deadline for compliance plans was December 31, 1986, which was clearly not a feasible date. The Board proposed instead, the date of May 31, 1987.

During the second notice JCAR review, the Board agreed to make the following modifications: 1) to delete Section 215.608(b)(1)(B); 2) to add to the end of Section 215.608(b)(2) the following: "Criteria for the minimization of solvent vapor emissions include the elimination of solvent buckets and barrels standing open to the atmosphere, and the repair of gaskets and seals that expose solvent-rich environments to the atmosphere, to be determined through visual inspection."; 3) to delete Section 215.609(a)(5); 4) to add in Section 215.610(b) "(1982) and does not include any later amendments or editions" after "EPA-450/3-82-009."; 5) to delete the phrase "or by procedures approved by the USEPA" from the last line of Section 215.610(b); 6) to add "and does not include any later amendments or editions" at the end of Section 215.610(b); and 7) to delete the first sentence of Section 215.608 and to replace it with the following: "In order to minimize fugitive solvent emissions, the owner or operator of a petroleum solvent dry cleaning facility shall employ good housekeeping practices including the following:".

The Board will adopt rules regulating petroleum dry cleaners for final notice as a final CTG for this category has been issued, sources in non-attainment areas have been identified and the rules constitute RACT. Cost effectiveness of RACT reductions are within a reasonable range. A total of 133 tons/year of VOM emissions will be eliminated in the Chicago area, a non-

attainment area for ozone. This action will also help fulfill the state's legal obligations to demonstrate that existing major stationary emission sources in non-attainment areas are subject to regulations representing RACT.

ORDER

The Clerk of the Pollution Control Board is directed to submit the following adopted rule to the Secretary of State for final notice:

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

PART 215
ORGANIC MATERIAL EMISSION STANDARDS AND LIMITATIONS

SUBPART A: GENERAL PROVISIONS

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215.100 Introduction
215.101 Clean-up and Disposal Operations
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AND LOADING OPERATIONS

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215.121 Storage Containers
215.122 Loading Operations
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SUBPART C: ORGANIC EMISSIONS FROM
MISCELLANEOUS EQUIPMENT

Section
215.141 Separation Operations
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Section
215.181 Solvent Cleaning in General
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SUBPART F: COATING OPERATIONS

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215.202 Compliance Schedules
215.204 Emission Limitations for Manufacturing Plants
215.205 Alternative Emission Limitations
215.206 Exemptions from Emission Limitations
215.207 Internal Offsets
215.208 Testing Methods for Solvent Content
215.209 Exemption from General Rule on Use of Organic Material
215.210 Alternative Compliance Schedule
215.211 Compliance Dates and Geographical Areas
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215.213 Special Requirements for Compliance Plan

SUBPART K: USE OF ORGANIC MATERIAL

Section
215.301 Use of Organic Material
215.302 Alternative Standard
215.303 Fuel Combustion Emission Sources
215.304 Operations with Compliance Program
215.305 Viscose Exemption (Repealed)

SUBPART N: VEGETABLE OIL PROCESSING

Section:
215.340 Hexane Extraction Soybean Crushing
215.342 Hexane Extraction Corn Oil Processing
215.344 Recordkeeping for Vegetable Oil Processes
215.345 Compliance Determination
215.346 Compliance Dates and Geographical Areas
215.347 Compliance Plan

SUBPART P: PRINTING AND PUBLISHING

Section
215.401 Flexographic and Rotogravure Printing
215.402 Exemptions
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215.404 Testing and Monitoring
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SUBPART Q: SYNTHETIC ORGANIC CHEMICAL AND POLYMER
MANUFACTURING

Section
215.420 General Requirements
215.421 Inspection Program Plan for Leaks
215.422 Inspection Program for Leaks
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215.424 Recordkeeping for Leaks
215.425 Reporting for Leaks
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215.427 Compliance Dates and Geographical Areas
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SUBPART R: PETROLEUM REFINING AND RELATED
INDUSTRIES; ASPHALT MATERIALS

Section
215.441 Petroleum Refinery Waste Gas Disposal
215.442 Vacuum Producing Systems
215.443 Wastewater (Oil/Water) Separator
215.444 Process Unit Turnarounds
215.445 Leaks: General Requirements
215.446 Monitoring Program Plan for Leaks
215.447 Monitoring Program for Leaks
215.448 Recordkeeping for Leaks
215.449 Reporting for Leaks
215.450 Alternative Program for Leaks
215.451 Sealing Device Requirements
215.452 Compliance Schedule for Leaks
215.453 Compliance Dates and Geographical Areas

SUBPART S: RUBBER AND MISCELLANEOUS
PLASTIC PRODUCTS

Section
215.461 Manufacture of Pneumatic Rubber Tires
215.462 Green Tire Spraying Operations
215.463 Alternative Emission Reduction Systems
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SUBPART U: COKE MANUFACTURE AND
BY-PRODUCT RECOVERY

Section
215.500 Exception
215.510 Coke By-Product Recovery Plants
215.512 Coke By-Product Recovery Plant Leaks
215.513 Inspection Program
215.514 Recordkeeping Requirements
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SUBPART W: AGRICULTURE

Section
215.541 Pesticide Exception

SUBPART X: CONSTRUCTION

Section
215.561 Architectural Coatings
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215.563 Cutback Asphalt

SUBPART Y: GASOLINE DISTRIBUTION

Section
215.581 Bulk Gasoline Plants
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215.583 Gasoline Dispensing Facilities

SUBPART Z: DRY CLEANERS

Section
215.601 Perchloroethylene Dry Cleaners
215.602 Exemptions
215.603 Testing and Monitoring
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215.607 Standards for Petroleum Solvent Dry Cleaners
205.608 Operating Practices for Petroleum Solvent Dry Cleaners
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215.610 Testing and Monitoring
215.611 Exemption for Petroleum Solvent Dry Cleaners
215.612 Compliance Dates and Geographical Areas
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- Appendix A Rule into Section Table
Appendix B Section into Rule Table
Appendix C Past Compliance Dates
Appendix D List of Chemicals Defining Synthetic Organic
 Chemical and Polymer Manufacturing

AUTHORITY: Implementing Section 10 and authorized by Section 27 of the Environmental Protection Act (Ill. Rev. Stat. 1985, ch. 111^{1/2}, pars. 1010 and 1027).

SOURCE: Adopted as Chapter 2: Air Pollution, Rule 205: Organic Material Emission Standards and Limitations, R71-23, 4 PCB 191, filed and effective April 14, 1972; amended in R77-3, 33 PCB 357, at 3 Ill. Reg. 18, p. 41, effective May 3, 1979; amended in R78-3 and R78-4, 35 PCB 75, 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. 13601; Notice of Corrections at 7 Ill. Reg. 14575; amended in R82-14 at 8 Ill. Reg. 13254, effective July 12, 1984; amended in R83-36 at 9 Ill. Reg. 9114, effective May 30, 1985; amended in R82-14 at 9 Ill. Reg. 13960, effective August 28, 1985; amended in R82-14 at _____ Ill. Reg. _____, effective _____.

PART 215
ORGANIC MATERIAL EMISSION STANDARDS AND LIMITATIONS

SUBPART A: GENERAL PROVISIONS

Section 215.104 Definitions

"Volatile Organic Material": Any organic material which has a vapor pressure of 17.24 kPa (2.5 psia) or greater at 294.3 K (70°F). For purposes of this definition, the following are not volatile organic materials:

- | | |
|------------------------|--------------------------|
| Methane | Dichlorodifluoromethane |
| Ethane | Chlorodifluoromethane |
| 1,1,1-trichloroethane | Trifluoromethane |
| Methylene chloride | Trichlorotrifluoroethane |
| Trichlorofluoromethane | Chloropentafluoroethane |

For purposes of the following Sections, volatile organic materials are any organic materials having the corresponding vapor pressures at 294.3 K (70°F):

<u>Sections</u>	<u>Vapor Pressure</u>
215.181 - 215.184	0.013 kPa (.0019 psia)
215.104 - 215.209	0.013 kPa (.0019 psia)
215.340 - 215.345	0.013 kPa (.0019 psia)
215.401 - 215.408	0.013 kPa (.0019 psia)
215.420 - 215.428	0.013 kPa (.0019 psia)
215.441 - 215.444	10.34 kPa (1.5 psia)
215.445 - 215.451	0.013 kPa (.0019 psia)
215.461 - 215.464	0.013 kPa (.0019 psia)
215.510 - 215.513	0.013 kPa (.0019 psia)
215.601 - 215.603 <u>13</u>	0.013 kPa (.0019 psia)

(Source: Amended at ____ Ill. Reg. _____, effective _____)

SUBPART Z: DRY CLEANERS

Section 215.607 Standards for Petroleum Solvent Dry Cleaners

- a) The owner or operator of a petroleum solvent dry cleaning dryer shall either:
- 1) Limit emissions of volatile organic material to the atmosphere to an average of 3.5 kilograms of volatile organic material per 100 kilograms dry weight of articles dry cleaned, or
 - 2) Install and operate a solvent recovery dryer in a manner such that the dryer remains closed and the recovery phase continues until a final solvent flow rate of 50 milliliters per minute is attained.
- b) The owner or operator of a petroleum solvent filtration system shall either:
- 1) Reduce the volatile organic material content in all filtration wastes to 1.0 kilogram or less per 100 kilograms dry weight of articles dry cleaned, before disposal, and exposure to the atmosphere, or
 - 2) Install and operate a cartridge filtration system, and drain the filter cartridges in their sealed housings for 8 hours or more before their removal

(Source: Added at ____ Ill. Reg. _____, effective _____)

Section 215.608 Operating Practices for Petroleum Solvent Dry Cleaners

In order to minimize fugitive solvent emissions, the owner or operator of a petroleum solvent dry cleaning facility shall employ good housekeeping practices including the following:

a) General Housekeeping Requirements

- 1) Equipment containing solvent (washers, dryers, extractors and filters) shall remain closed at all times except during load transfer and maintenance. Lint filter and button trap covers shall remain closed except when solvent-laden material is being removed.
- 2) Cans, buckets, barrels and other containers of solvent or of solvent-laden material shall be covered except when in use.
- 3) Solvent-laden material shall be exposed to the atmosphere only for the minimum time necessary for load transfer.

b) Installation and operation of equipment

- 1) All cartridge filters shall be installed and operated in accordance with the procedures and specifications recommended by the manufacturer for the cartridge filter. After installation, the cartridges shall be inspected, monitored and maintained in accordance with the manufacturer's recommendations; and
- 2) Vents on containers for new solvent and for solvent-containing waste shall be constructed and maintained so as to minimize solvent vapor emissions. Criteria for the minimization of solvent vapor emissions include the elimination of solvent buckets and barrels standing open to the atmosphere, and the repair of gaskets and seals that expose solvent-rich environments to the atmosphere, to be determined through visual inspection.

(Source: Added at ____ Ill. Reg. _____, effective _____)

Section 215.609 Program for Inspection and Repair of Leaks

- a) The owner or operator of a petroleum solvent dry cleaning facility shall conduct the following visual inspections on a weekly basis:

- 1) Washers, dryers, solvent filters, settling tanks, vacuum stills and containers and conveyors of petroleum solvent shall be inspected for visible leaks of solvent liquid.
 - 2) Pipes, hoses and fittings shall be inspected for active dripping or dampness.
 - 3) Pumps and filters shall be inspected for leaks around seals and access covers.
 - 4) Gaskets and seals shall be inspected for wear and defects.
- b) Leaks of petroleum solvent liquid and vapors shall be repaired within three working days of detection, unless necessary replacement parts are not on site.
- 1) If necessary, repair parts shall be ordered within three working days of detection of the leak.
 - 2) The leak shall be repaired within three days of delivery of necessary parts.

(Source: Added at ____ Ill. Reg. _____, effective _____)

Section 215.610 Testing and Monitoring

- a) Compliance with Sections 215.607(b)(2), 215.608 and 215.609 shall be determined by visual inspection; and
- b) Compliance with Sections 215.607(a)(2) and (b)(1) shall be determined by methods described in EPA-450/3-82-009 (1982) and does not include any later amendments or editions.
- c) If a control device is used to comply with Section 215.607(a)(1), then compliance shall be determined using 40 CFR 60 Appendix A, Method 25 (1984) and does not include any later amendments or editions.

(Source: Added at ____ Ill. Reg. _____, effective _____)

Section 215.611 Exemption for Petroleum Solvent Dry Cleaners

The provisions of Sections 215.607 through 215.610 shall not apply to petroleum solvent dry cleaning facilities whose emissions of volatile organic material do not exceed 91 megagrams (100 tons) per year in the absence of pollution control equipment or whose emissions of volatile organic material, as limited by

the operating permit, will not exceed 91 megagrams (100 tons) per year in the absence of pollution control equipment.

(Source: Added at ____ Ill. Reg. _____, effective _____)

Section 215.612 Compliance Dates and Geographical Areas

Owners and operators of emission sources located in the counties listed below shall comply with the requirements of Sections 215.607 through 215.609 as expeditiously as practicable but no later than December 31, 1987:

Cook
DuPage
Kane
Lake
Macoupin

Madison
McHenry
Monroe
St. Clair
Will

(Source: Added at ____ Ill. Reg. _____, effective _____)

Section 215.613 Compliance Plan

- a) The owner or operator of an emission source subject to Section 215.610(a) shall submit to the Agency a compliance plan, including a project completion schedule where applicable, no later than May 31, 1987.
- b) The plan and schedule shall meet the requirements of 35 Ill. Adm. Code 201.

(Source: Added at ____ Ill. Reg. _____, 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 19th day of March, 1987, by a vote of 6-0.

Dorothy M. Gunn
Dorothy M. Gunn, Clerk
Illinois Pollution Control Board