

ILLINOIS POLLUTION CONTROL BOARD  
March 24, 1988

PRINTPACK, INC., )  
 )  
 Petitioner, )  
 )  
 v. ) PCB 87-189  
 )  
 ILLINOIS ENVIRONMENTAL )  
 PROTECTION AGENCY, )  
 )  
 Respondent. )

MR. JAMES S. STOKES OF ALSTIN AND BIRD, ATLANTA, GEORGIA,  
APPEARED ON BEHALF OF THE PETITIONER

MR. JOSEPH R. PODLEWSKI APPEARED ON BEHALF OF THE RESPONDENT.

OPINION AND ORDER OF THE BOARD (by Michael Nardulli):

This matter comes before the Board upon a November 30, 1987 Petition for variance filed on behalf of Printpack, Inc. (hereinafter "Printpack"). Printpack requests variance from the revised flexographic and rotogravure printing rule, 35 Ill. Adm. Code 215.245, which requires that sources of volatile organic matter (hereinafter "VOM") emissions be in compliance by December 31, 1987. The requested period for variance is until March 31, 1989.

Public hearing was held on January 21, 1988 at 10:00 a.m. in the Council Conference Room, 150 Dexter Avenue, Elgin, Illinois. The Hearing Officer was Mr. Richard Sikes. On January 29, 1988, the Petitioner submitted its brief to the Board, and on February 3, 1988 the Illinois Environmental Protection Agency (hereinafter "Agency") submitted its brief to the Board. The Agency also submitted its variance recommendation on January 15, 1988, to grant, subject to conditions prior to the public hearing on the matter. The Statutory Decision Deadline for the request for variance is March 29, 1988.

Based on the record, the Board finds that Printpack's request for variance should be granted, subject to the conditions recommended by the Agency. The granting of the variance will allow Printpack to avoid an arbitrary or unreasonable hardship that would not be justified by the environmental impact.

## BACKGROUND

Printpack is a flexible packaging converter located in Elgin, Kane County, Illinois. Printing at the facility is performed on three presses: one four-color flexographic press, one six-color flexographic press and one eight-color packaging rotogravure press. The solvent fraction of the inks used in the presses include materials classified as VOM under the Illinois Pollution Control Board's Air Pollution Control Regulations (35 Ill. Adm. Code 211.122). Presently, VOM emissions from Printpack are uncontrolled and vent through stacks, roof ventilation, doors and windows directly to the atmosphere. Printpack estimates that total VOM emissions attributable to its printing operation were 485 tons in 1987.

VOM emissions from flexographic and rotogravure printing operations in Illinois are regulated under 35 Ill. Adm. Code 215, Subpart P. Section 215.401 imposes VOM emissions limitation on rotogravure and flexographic printing operations; however, until recently facilities such as Printpack, which emitted less than one-thousand (1000) tons of VOM yearly from rotogravure and flexographic printing operations, were exempt from these limitations (35 Ill. Adm. Code 215.402). Because Printpack could not comply with the requirements of 35 Ill. Adm. Code 215.401 by December 31, 1987, it filed the instant petition for variance with the Board on November 30, 1987. In this petition, Printpack seeks relief from 35 Ill. Adm. Code 215.245 until March 31, 1989, to enable it to install VOM control equipment on its flexographic and rotogravure presses. Printpack believes that the proposed controls will satisfy the requirements of Section 215.401 and result in compliance with that rule at the end of the variance period. Printpack's filing of a variance petition within twenty days of the effective date of Section 215.245 stays the enforcement of that rule as to Petitioner during the pendency of this variance proceeding. Ill. Rev. Stat. ch. 111<sup>1/2</sup>, par. 1038(b)(1985); 35 Ill. Adm. Code 104.102.

## PETITIONER'S COMPLIANCE PLAN

After a review of the commercially available control technologies applicable to their industry and plant, Printpack has decided to control the VOM emissions from its printing operation through thermal/catalytic incineration. It has ordered a 30,000 SCFM catalytic incinerator with a guaranteed 95% destruction efficiency. The system should be able to produce an overall reduction of 60% on the flexographic presses and 65% on the rotogravure press, as required by Section 215.401(d)(2) and (3). The incinerator is scheduled for delivery by September of 1988, installation by November of 1988, start up by December, 1988 and continuous operation on January 3, 1989. Printpack plans to demonstrate compliance, through written reports, by March 31, 1989. Although a significant VOM emissions reduction will only be realized at the end of the proposed variance period,

Printpack will endeavor to minimize its fugitive VOM emissions during the variance. Deck covers will be used on all print stations. Lids will be used on all solvent waste storage drums. Kits will be covered and solvent dispensing canisters will be closed except when in use.

#### HARDSHIP AND ENVIRONMENTAL IMPACT

Absent a grant of variance, the Agency can not issue 1988 operating permits to Printpack. Absent operating permits, Printpack could not legally conduct its current operations. On this basis, there would be unquestionable hardship associated with denial of the requested variance.

Contrasting with the hardship is the issue of environmental impact. The materials emitted from Printpack's operations do have a slight solvent odor, although no odor complaints have been recorded. Additionally, Kane County and the nearby Chicagoland area have been designated as areas for which ambient air quality standards for ozone have not been attained. The ozone monitor located closest to the Printpack facility is at Larsen Junior High School in Elgin, approximately two miles southeast of the plant. In 1986 and 1987, no ozone exceedances were detected at this monitor. However, there were multiple exceedances of the ozone AAQS in the Chicago metropolitan area (Air Quality Control Region) in 1987. As a major hydrocarbon source in an ozone non-attainment area, Printpack contributes to an unquantified degree, to the "frequent, pervasive and substantial" violations of the ozone AAQS in northern Illinois. Granting of the requested variance therefore will adversely impact the air quality of Kane County, and surrounding regions. However, Printpack's compliance program, if successful, will significantly reduce the amount of VOM emitted by this facility.

#### AGENCY RECOMMENDATION

In its variance recommendation of January 13, 1988, the Agency agrees that the Petitioner's compliance plan is a workable plan and that the failure to grant a variance would result in an arbitrary or unreasonable hardship. The Agency also states that it has reviewed the petition for variance, the applicable air quality standards, the most recent Illinois Annual Air Quality Report and all other information which would normally be necessary to obtain approval of a revision to the SIP by USEPA, and they believe that if the Board grants the variance as requested, it will be approved as a SIP revision should 35 Ill. Adm. Code 215.245 be approved as part of the Illinois SIP. For the aforementioned reasons, the Agency recommended that the variance be granted subject to the conditions incorporated into this Order.

SUMMARY

The Board notes that the environmental impact is relatively small and the time over which Printpack would be out of compliance, by the terms of the variance, would be relatively short. On this basis, the Board must conclude that the hardship associated with a denial of the variance, would be arbitrary or unreasonable. The Board will grant the requested variance, subject to conditions intended to insure that Printpack expeditiously comes into compliance.

This Opinion constitutes the Board's findings of fact and conclusions of law in this matter.

ORDER

Petitioner, Printpack Packaging Corporation, is hereby granted variance from 35 Ill. Adm. Code 215.245 subject to the following conditions:

- 1) The variance expires on March 31, 1989.
- 2) During the term of this variance, Printpack shall submit quarterly written reports to the Agency detailing all progress made in achieving compliance with 35 Ill. Adm. Code 215, Subpart P at its plant located at 1400 Abbott Drive, Elgin. The first quarterly report will be due thirty (30) days from the date of the Board order granting the variance. These quarterly reports shall include monthly VOM emission data from each printing press. The first quarterly report shall also include copies of material data sheets showing the composition (in terms of percentage of solid, solvent and water) of all inks and coatings used during the flexographic and rotogravure printing processes. All of the above information shall be submitted to the Agency at the following address:

A. Manager, Permit Section  
Division of Air Pollution Control  
Illinois Environmental Protection Agency  
1340 N. Ninth Street  
Springfield, Illinois 62702, and

B. Manager, Field Operations Section  
Division of Air Pollution Control  
Illinois Environmental Protection Agency  
1701 S. First Avenue  
Suite 600  
Maywood, Illinois 60153

3. No later than ninety (90) days prior to initiation of construction of a VOM control system, Printpack shall submit an application for a construction permit for that system in accordance with 35 Ill. Adm. Code 201.152. Construction shall not begin until a construction permit is issued. Operation of the emission control system is not allowed until an operating permit is issued by the Agency, pursuant to Section 35 Ill. Adm. Code 201.143.
4. Printpack shall give thirty (30) days notice prior to the expected date of any stack test, to the Agency's regional office and Emission Source Specialist at the address provided in Condition 2.B. The Agency's Emission Source Specialist shall be further notified a minimum of five (5) working days of the exact date, time and place of these tests, to enable the Agency to witness these tests.
5. During the period of this variance VOM emissions from flexographic and rotogravure printing operations shall not increase more than 20% above projected 1987 levels.
6. Within forty five (45) days after date of the Board Order, the Petitioner shall execute and send to:

Mr. Joseph R. Podlewski, Jr.  
Enforcement Attorney  
Illinois Environmental Protection Agency  
1701 S. First Avenue  
Suite 600  
Maywood, IL 60153

A certification of its acceptance of this variance by which it agrees to be bound by its terms and conditions This forty-five (45) day period shall be held in abeyance for any period during which this matter is being appealed. If the Petitioner fails to execute and forward the agreement within a forty-five (45) day period, the variance shall be void. The form of the Certification shall be as follows:

CERTIFICATION

Printpack, Inc. hereby accepts and agrees to be bound by all terms and conditions of the Order of the Pollution Control Board in PCB 87-189 dated \_\_\_\_\_, 1988.

\_\_\_\_\_  
Petitioner

\_\_\_\_\_  
By: Authorized Agent

\_\_\_\_\_  
Title

\_\_\_\_\_  
Date

Section 41 of the Environmental Protection Act, Ill. Rev. Stat. 1985 ch. 111<sup>1</sup>/<sub>2</sub> par. 1041, provides for appeal of final Orders of the Board within 35 days. The Rules of the Supreme Court of Illinois establish filing requirements.

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 24<sup>th</sup> day of March, 1988, by a vote of 6-0.

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