

AIR PERMIT AND ENFORCEMENT SUMMARY

GRAPHIC PACKAGING INTERNATIONAL, LLC – KALAMAZOO, KALAMAZOO COUNTY, MICHIGAN

The Michigan Department of Environment, Great Lakes, and Energy (EGLE), Air Quality Division (AQD), is asking for comments from the public on two actions related to Graphic Packaging International, LLC (GPI), a proposed Permit to Install (PTI) and proposed enforcement action. Comments on these proposed actions will be accepted until the close of the comment period on October 16, 2023. We will review all comments before we make a final decision on the proposals. Comments may be submitted in writing, via voicemail, or at the virtual public hearing on October 5, 2023.

WHAT DOES GPI CURRENTLY DO?

GPI is an existing paper mill that makes recycled coated cardboard. The facility includes four boilers and three paperboard machines. Another section of the plant, called the Carton Plant, prints on the paperboard, using five lithographic printing presses.

WHY IS A COMMENT PERIOD BEING HELD?

GPI is a known source of public interest in Kalamazoo. The Company has violations they must resolve through a formal process and make legally enforceable. GPI also wants to make changes to its equipment and remove equipment no longer in use, which requires an air permit. Both actions require the opportunity for the public to engage in the process and provide feedback, if desired.

WHY DOES GPI NEED A CONSENT ORDER?

A Consent Order is a legally enforceable voluntary settlement containing a compliance program to resolve alleged air quality violations and prevent future violations. A monetary fine is also typically included as an element of a Consent Order.

In September 2022, the AQD issued a Violation Notice to GPI alleging the Company violated state rules and regulations, including:

- Exceeding specific emission limits,
- Installing equipment that did not meet the requirements in their permit, and
- Failing to provide sufficient records to demonstrate compliance.

To settle the action, the AQD and GPI agreed to enter into this proposed consent order.

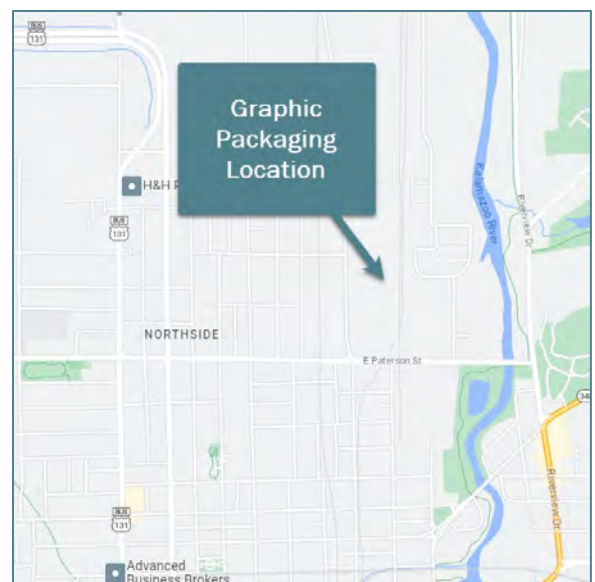


Figure 1: Location of GPI

WHAT DOES THE PROPOSED CONSENT ORDER REQUIRE GPI TO DO?

The proposed Consent Order requires GPI to pay a fine of \$119,243.00 and outlines other specific fines they may need to pay if they fail to meet the requirements detailed in the order. GPI must follow a compliance program to prevent similar violations in the future including the following:

- Complying with permitted emission limits,
- Complying with all recordkeeping requirements, and
- Performing testing for particulate matter equal to or less than 10 microns in diameter (PM10) and particulate matter equal to or less than 2.5 microns in diameter (PM2.5) from Boiler #10 to confirm continuing compliance with the limits.

HOW WAS THE MONETARY FINE DETERMINED?

An initial monetary fine was calculated using the United States Environmental Protection Agency (USEPA) Clean Air Act Stationary Source Civil Penalty Policy. The penalty policy takes into account several factors, including actual or possible harm caused by the violation(s), the length of time of the violation(s), importance to the regulatory scheme, and the size of the violator.

WHAT IS A PTI AND WHY IS ONE NEEDED?

A PTI, commonly known as an air permit, is required for projects that involve installing, constructing, reconstructing, relocating, or modifying most processes or process equipment that emit, or may emit, air contaminants, such as the changes GPI is requesting.

The AQD has reviewed the application and written proposed permit conditions that include requirements to make sure the project complies with all applicable air rules and regulations. The proposed permit is also written to ensure that public health and the environment is protected.

WHAT CHANGES ARE REQUESTED IN THE PROPOSED PTI?

GPI is proposing to modify their [current permit](#) to make the following changes:

- Modification to the current allowed the oxides of nitrogen (NO_x) emission limits for 3 boilers,
- Addition of Continuous Emissions Monitoring System (CEMS) requirements for the boilers,
- Removal of Boiler #7 as it is no longer in use, and
- Correction of the heat input capacity for some existing fuel burning equipment.

No new equipment is proposed to be installed.

WHAT DO I REALLY NEED TO KNOW ABOUT THE PROPOSED PERMIT?

The proposed permit has specific requirements GPI would have to follow if it is approved. Key areas you may be interested in, or that you may want more details on, include:

- **Emission limits** – amount of specific air pollutants that GPI would be allowed to emit.
- **Material limits** – the maximum amount of fuel or materials that GPI would be allowed to process.
- **Testing Requirements** – testing to show emission limits are met.
- **Monitoring and Recordkeeping** – records to show requirements of their permit are being met.

WHAT IS THE CURRENT AIR QUALITY IN THE AREA?

The USEPA has developed health-protective standards for specific air pollutants. These standards are called the National Ambient Air Quality Standards (NAAQS).

There are NAAQS for [some pollutants](#), including sulfur dioxide (SO₂), nitrogen dioxide (NO₂), carbon monoxide (CO), PM₁₀, PM_{2.5}, ozone, and lead.

Poor air quality from high levels of pollution can cause health problems. The NAAQS are developed from research studies and set at levels to protect public health. This includes health protection for sensitive groups, like those with heart and lung problems.

The facility is located in Kalamazoo County, Michigan which is currently meeting all of the NAAQS. The AQD currently operates one air quality monitoring site in Kalamazoo County which monitors ozone and PM_{2.5}. Please note, the purpose of the air monitoring stations is to assess the regional or area-wide air quality and is not used to determine if a specific source is in compliance with their air permit.

In April 2023, the Michigan Department of Health and Human Services (MDHHS) released an evaluation of air monitoring data collected near GPI from approximately 2020 through 2022. Among their conclusions, MDHHS noted that people with a lifetime of exposure to hydrogen sulfide (H₂S) levels measured in the community close to GPI are at increased risk of developing nasal irritation and odor-induced health effects. In addition to H₂S, some volatile organic compounds (VOCs) were also measured at high enough levels in the air to be detectable odors, and individuals sensitive to odors may experience temporary health effects.

WILL THESE CHANGES, IF APPROVED, EMIT HYDROGEN SULFIDE?

No. The requested changes are primarily related to the boilers and the new paperboard coating line.

IF THE PTI IS APPROVED, WILL AIR QUALITY STANDARDS BE MET?

A computer model was used to look at the expected impacts of the proposed project's emissions on the air quality in the area around GPI. This type of computer model is called an air dispersion model and considers many factors, such as amount and type of emissions, prevailing wind direction and other factors.

The model showed that the expected impacts of the emissions, plus the existing monitored levels, are less than the applicable NAAQS for CO, NO₂, PM₁₀, and PM_{2.5}.

Michigan has developed health-based screening levels for additional pollutants referred to as toxic air contaminants (TACs) under its Air Toxics rules. The proposed TAC emissions from the project would also comply with the AQD's health-based screening levels.

WAS TRANSLATION INTO OTHER LANGUAGES DONE?

An evaluation of the number of people who speak English "less than very well" within a 1-mile radius of GPI's location was done. This is required by EGLE's [Limited English Proficiency Plan](#) using an environmental justice screening tool like [USEPA's EJSCREEN](#). The evaluation found that translation was not required.

If you need this information in an alternate form, contact us at EGLE-Accessibility@Michigan.gov.

WHERE CAN I FIND MORE INFORMATION?

Other information, like the [Technical Fact Sheet](#), the [proposed permit conditions](#), the [Enforcement Summary Report](#), and the [proposed Consent Order](#) can be found at: Michigan.gov/EGLEAirPublicNotice choose "Applications Open for Comment".

The Technical Fact Sheet has additional details about the project and how it will meet the rules and regulations, such as:

- A summary of the reviews completed by the AQD staff.
- How the project will affect air quality and public health.
- A summary of what the proposed permit would require GPI to do.
- A summary of the allowed emissions that are included in the proposed permit.
- The rules and regulations that apply to the proposed project.
- Example emission calculations.

The AQD staff can also provide additional information upon request.

SUMMARY:

The proposed Consent Order contains an adequate compliance program and specific monetary penalties. We are recommending this proposed Consent Order be signed to legally bind GPI to the requirement in the agreement.

The AQD has reviewed the PTI application submitted by GPI and prepared a proposed permit. If the proposed permit is approved, it will ensure the facility meets the applicable air quality requirements. Therefore, we recommend approving the proposed permit.

However, before the AQD acts on either of these actions, we are requesting comments from the public. The AQD will review all comments received during the public comment period including the virtual public hearing. Based on the comments received, the AQD will decide whether to approve, approve with modifications or deny the proposed permit and whether to enter into the proposed Consent Order as written or renegotiate the terms.

WHO CAN I CONTACT WITH QUESTIONS?

For more information about the proposed permit, please contact Ambrosia Brown, AQD, at 517-730-1158 or BrownA39@Michigan.gov

For more information about the proposed Consent Order, please contact Jason Wolf, AQD, at 517-275-0943 or WolfJ2@Michigan.gov

WHAT PUBLIC COMMENTS CAN EGLE CONSIDER?

Comments from the public are very important. It is also important to know the law is clear about what we can and cannot consider when we make our decisions. Some examples are below:

What we can consider	What we can't consider
✓ Technical mistakes in the review	• Air, land, or water issues not part of the project
✓ Grammar and spelling mistakes	• Indoor air pollution
✓ Other rules the action should consider and why	• Traffic
✓ Why the action will not follow the rules	• Noise and lights
	• Zoning issues
	• Anything unrelated to the project

HOW CAN I MAKE A COMMENT?

The AQD welcomes comments from the public during the comment period. Prior to making a comment, it is a good idea to “[View an Example](#)” of how to do it. You may also want to read the “[Public Hearings - What you should know](#)” card.

Documents pertaining to the proposed GPI permit and Consent Order can be found at: Michigan.gov/EGLEAirPublicNotice.

Comments must be received by **October 16, 2023**.



Via email

Comments on proposed permit:

EGLE-AQD-PTIPublicComments@Michigan.gov

Comments on proposed Consent Order:

WolfJ2@Michigan.gov



Via US mail

Cindy Smith, Permit Section Manager,
EGLE, AQD, P.O. Box 30260
Lansing, MI 48909-7760



Via voicemail

by calling 517-284-0900



At the [virtual public hearing](#) on **October 5, 2023**

More information can be found at Michigan.gov/EGLEGraphicPackaging

EGLE promotes the equitable treatment and meaningful involvement of Michigan’s residents regarding the development, implementation, and enforcement of laws, regulations, and policies. Equitable treatment means that no group of people bears a disproportionate share of the negative consequences resulting from governmental, industrial, or commercial operations and policies. Meaningful involvement means all people have an opportunity to participate in decisions that affect their environment and/or health.

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