

ENVIRONMENTAL ANALYSIS AND DECISION ON THE NEED
FOR AN ENVIRONMENTAL IMPACT STATEMENT (EIS)

Form 1600-1

Rev. 6-2001

Department of Natural Resources (DNR)

Region or Bureau
NER / AM

Type List Designation
II

NOTE TO REVIEWERS: This document is a DNR environmental analysis that evaluates probable environmental effects and decides on the need for an EIS. The attached analysis includes a description of the proposal and the affected environment. The DNR has reviewed the attachments and, upon certification, accepts responsibility for their scope and content to fulfill requirements in s. NR 150.22, Wis. Adm. Code. Your comments should address completeness, accuracy or the EIS decision. For your comments to be considered, they must be received by the contact person before 4:30 p.m., Insert Date.

Contact Person:

Don C. Faith III, P.E.

Title: Air Management Engineer

Address: 101 S. Webster; P.O. Box 7921

Madison, WI 53707

Telephone Number

608 267 3135

Applicant: Banner Packaging, Inc.

Address: 3550 Moser Street

Title of Proposal: Installation of a new CI flexographic press and outboard stations

Location: County: Winnebago City/Town/Village: Oshkosh

Township Range Section(s): T18N, R16E, S36

PROJECT SUMMARY

1. Brief overview of the proposal including the DNR action (include cost and funding source if public funds involved)

Banner Packaging, Inc. – a Bemis Company, has submitted an air pollution control permit application for the construction of (1) a flexographic press with one outboard gravure station and one outboard cartridge style gravure/flexo station, (2) the addition of a 2-color flexographic outboard station to an existing flexographic press (P41), and (3) the addition of a 2-color flexographic outboard station to an existing flexographic press (P44).

Banner Packaging manufactures flexible packaging materials used primarily in the food, confectionery and medical industries.

Construction of these processes is projected to begin in early July 2006. The primary emissions expected from these processes are volatile organic compounds (VOC). Volatile organic compound emissions from these processes are to be controlled by means of the existing oxidation system. This system is comprised of one regenerative oxidizer with a catalytic oxidizer as a backup unit. Controlled processes are connected to the oxidation system via a computerized system. This oxidation system locks out the operation of any connected process until the oxidizer(s) is operating at or above its minimum ready temperature. An oxidizer's ready temperature is typically set 50°F below the oxidizer's tested operational setpoint temperature. Actual emissions from these new processes are estimated at 114.2 tons of VOC per year. No building additions are required to facilitate this expansion.

2. Purpose and Need (include history and background as appropriate)

The installation of these new processes will enable Banner to expand into a new market area and to meet existing customer demands.

3. Authorities and Approvals (list local, state and federal permits or approvals required)

State of Wisconsin Department of Natural Resources Air Pollution Control Construction Permit

PROPOSED PHYSICAL CHANGES (more fully describe the proposal)

4. Manipulation of Terrestrial Resources (include relevant quantities - sq. ft., cu. yard, etc.)

None. This project involves an existing structure and will not require an expansion of the existing facility including buildings, roadways and other on site or off site support structures. The new processes will not disturb any resources such as agricultural land, historic or cultural sites or any scenic or recreational sites. The National Heritage Inventory which tracks the existence and location of known threatened or endangered species, shows no significant species around Oshkosh or the Banner Packaging site

5. Manipulation of Aquatic Resources (include relevant quantities - cfs, acre feet, MGD, etc.)

None.

6. Buildings, Treatment Units, Roads and Other Structures (include size of facilities, road miles, etc.)

These new processes will be located in an existing structure

7. Emissions and Discharges (include relevant characteristics and quantities)

	Maximum (Uncontrolled)		Allowable (Controlled)	
	<u>lb/hr</u>	<u>TPY</u>	<u>lb/hr</u>	<u>TPY</u>
VOC (Process P41A)	147	627	7.4	32.5
VOC (Process P44A)	147	627	7.4	32.5
VOC (Process P48)	803	3,419	40.2	177

NOTE: Process P48 also emits minor amounts of other criteria pollutants from the combustion of natural gas in the press' and outboard stations' dryers.

8. Other Changes

None anticipated.

9. Identify the maps, plans and other descriptive material attached

- Attachment County map showing the general area of the project
- Attachment USGS topographic map
- Attachment Site development plan
- Attachment Plat map
- Attachment DNR county wetlands map
- Attachment Zoning map
- Attachment Other - Describe:

AFFECTED ENVIRONMENT (describe existing features that may be affected by proposal)

10. Information Based On (check all that apply):

Literature/correspondence (specify major sources)

Banner Packaging, Inc., air pollution control permit application dated 04/07/2006

Personal Contacts (list in item 26)

Field Analysis By: Author Other (list in item 26)

Past Experience With Site By: Other (list in item 26)

11. Physical Environment (topography, soils, water, air)

The only environmental aspect expected to be effected by this project is Air Quality. The air quality in the Oshkosh area is classified as attainment/unclassified for all criteria air pollutants.

12. Biological Environment (dominant aquatic and terrestrial plant and animal species and habitats including threatened/endangered resources; wetland amounts, types and hydraulic value)

This area is typical of east central Wisconsin. The facility is located in the industrial/commercial area on the northern outskirts of the City of Oshkosh. The areas inside the city are considered to be urban. The areas outside of Oshkosh are rural. Fauna includes deer, small mammals, birds, etc. There are no known threatened/endangered resources in the vicinity. The surrounding area is relatively flat. The nearest residential properties are approximately an eighth of a mile to the north and east of the facility. Lake Winnebago is approximately a quarter mile east of the site.

13. Cultural Environment

a. Land use (dominant features and uses including zoning if applicable)

This facility is currently located in an area zoned for industry

b. Social/Economic (including ethnic and cultural groups)

It is expected that the installation and operation of this source will result in the employment of approximately 8 additional people.

c. Archaeological/Historical

None.

14. Other Special Resources (e.g., State Natural Areas, prime agricultural lands)

None known. Banner Packaging is not located near any Class I areas such as a natural monument, a national primitive area, a natural preserve, a national recreation area, a national wild river, a national wildlife refuge, or a national lakeshore or seashore. Finally, there are no archaeological, historical, endangered species, or wetlands considerations involved with this project.

ENVIRONMENTAL CONSEQUENCES (probable adverse and beneficial impacts including indirect and secondary impacts)

15. Physical (include visual if applicable)

There will be increased emissions of VOCs into the ambient air as stated under Item 7.

VOC emissions are a precursor in the formation of ozone. Ozone can adversely affect health by causing or aggravating breathing problems and adversely affects the growth of plant life. Currently, Winnebago County is in attainment with the National Ambient Air Quality Standard (NAAQS) for ozone and this project is not expected to cause a localized problem.

NOTE: Ozone in the lower atmosphere, the troposphere, is harmful to humans, animals and plant life. The ozone layer in the middle atmosphere layer, the stratosphere, protects the earth from the sun's harmful ultraviolet rays. Ozone formed in the troposphere does not migrate to the stratosphere or visa versa. Stratospheric ozone can be destroyed by chlorofluorocarbons, none of which would be emitted from this project.

16. Biological (including impacts to threatened/endangered resources)

See item 15.

17. Cultural

a. Land Use (including indirect and secondary impacts)

No consequences are anticipated.

- b. Social/Economic (including ethnic and cultural groups, and zoning if applicable)

It is anticipated that this project will require the employment of approximately 8 additional people. These positions will be filled from the local workforce, adding to the overall local economy.

- c. Archaeological/Historical

No adverse impact is expected.

18. Other Special Resources (e.g., State Natural Areas, prime agricultural lands)

None known.

19. Summary of Adverse Impacts That Cannot Be Avoided (more fully discussed in 15 through 18)

See Item 15.

Future expansions of VOC sources in the area may be restricted. These new processes will emit a maximum of 55 lb/hr VOC taking into account emission controls. These emissions will increase the VOC loading on the environment.

DNR EVALUATION OF PROJECT SIGNIFICANCE (complete each item)

20. Environmental Effects and Their Significance

- a. Discuss which of the primary and secondary environmental effects listed in the environmental consequences section are long-term or short-term.

These emissions will increase the VOC loading on the environment. Although no problems are anticipated from this project, several expansions of this type may cause a cumulative increase in ozone levels in Winnebago County. Since the ambient air quality standards and increments will be maintained, no adverse impact (short or long-term) on the local population or the local biological communities is anticipated.

- b. Discuss which of the primary and secondary environmental effects listed in the environmental consequences section are effects on geographically scarce resources (e.g. historic or cultural resources, scenic and recreational resources, prime agricultural lands, threatened or endangered resources or ecologically sensitive areas).

None anticipated.

- c. Discuss the extent to which the primary and secondary environmental effects listed in the environmental consequences section are reversible.

The facility's operations are not anticipated to have significant short-term, long-term or secondary effects on geographically scarce resources, scenic and recreational areas, prime agricultural lands, threatened or endangered species or ecologically sensitive areas. The use of additional air resources may preclude other expansions, or new additional sources in the immediate vicinity of the facility, depending on the nature, size and types of pollutants emitted for the foreseeable future. The facility's operations and their environmental impacts are reversible and should contribute minimal impact to the environment.

21. Significance of Cumulative Effects

Discuss the significance of reasonably anticipated cumulative effects on the environment (and energy usage, if applicable). Consider cumulative effects from repeated projects of the same type. Would the cumulative effects be more severe or substantially change the quality of the environment? Include other activities planned or proposed in the area that would compound effects on the environment.

Future expansion of VOC sources in the area may be restricted due to the consumption of VOC increment. These processes have the potential-to-emit 55 lb/hr VOC taking into account emission controls. These emissions will increase the VOC loading on the environment. Although no problems are anticipated from this project, several expansions of this type may cause a cumulative increase in ozone levels in Winnebago County. Energy used at the facility in support of production operations is not significant enough to warrant the need for additional energy supply (e.g., power plants).

22. Significance of Risk

- a. Explain the significance of any unknowns that create substantial uncertainty in predicting effects on the quality of the environment. What

additional studies or analysis would eliminate or reduce these unknowns?

VOC emissions are known to be precursors in the formation of ozone. The exact chemical reaction involved has been widely researched but is still uncertain. Ozone levels that exceed the NAAQS are known to cause detrimental health affects in the very old, the very young and those with lung-related illness. The uncertainty lies in our ability to model and predict the extent of the impact of VOC emissions and the creation of ozone.

- b. Explain the environmental significance of reasonably anticipated operating problems such as malfunctions, spills, fires or other hazards (particularly those relating to health or safety). Consider reasonable detection and emergency response, and discuss the potential for these hazards.

The air pollution control equipment could fail, resulting in increases of VOC emissions. Banner Packaging has engineered a monitoring system to prevent the operation of any connected process without sufficient oxidizers on-line. Each process is connected via computer to an interlock system within the multiple oxidation system controls. A connected process can only be operated after the oxidizer(s) reaches its minimum ready temperature. An oxidizer's ready temperature is typically set 50°F below the oxidizer's tested operational setpoint temperature to allow for the normal, temporary temperature variations observed as processes come on- and off-line. Also, the processes are stopped if the temperature of the oxidizer(s) falls below its minimum ready temperature. In terms of worker safety, the processes also have an alarm that sounds when the concentration of VOCs contained within the process dryer(s) reach 40% of the solvents' lower explosive limits (LEL). When the LEL is exceeded there is the potential for an explosion. The alarm allows the press operator to slow the press down until the VOC concentration is lowered to a safer level. These safety features at Banner Packaging greatly reduce the chance of problems associated with malfunctions, spills, etc.

23. Significance of Precedent

Would a decision on this proposal influence future decisions or foreclose options that may additionally affect the quality of the environment? Describe any conflicts the proposal has with plans or policy of local, state or federal agencies. Explain the significance of each.

Future expansions of VOC sources in the area may be restricted due to the use of VOC increment.

24. Significance of Controversy Over Environmental Effects

Discuss the effects on the quality of the environment, including socio-economic effects, that are (or are likely to be) highly controversial, and summarize the controversy.

This project will be permitted in accordance with state and federal law. No conflicts are anticipated. The press is being installed within an existing building. This addition will not affect other businesses in the area.

ALTERNATIVES

- 25. Briefly describe the impacts of no action and of alternatives that would decrease or eliminate adverse environmental effects. (Refer to any appropriate alternatives from the applicant or anyone else.)

No Action

There would be no increase in air emissions. Banner Packaging would not expand into new markets or have sufficient production capability to meet existing demand. No new jobs would be created. There would be no capital expenditure.

Enlarge-Reduce

The project was designed based on Banner Packaging's projected needs. Changing the size of the project would alter its economic feasibility. Enlarging the project would cause a proportionate increase in air emissions. Banner Packaging would have excess capacity. Capital expenditures would increase. Reducing the project would create less of an increase in air emissions. There would be less of an increase in production capability. Fewer jobs would be created. Capitol cost may be less.

Modify

The project was designed based on Banner Packaging's projected needs. Modifying the project would alter its economic feasibility.

Other Locations

The project is to be located at an existing facility. Moving the project would alter its economic feasibility as other Bemis facilities service different customer markets. The emissions would still have the potential to create ozone within the region where sited.

SUMMARY OF ISSUE IDENTIFICATION ACTIVITIES

26. List agencies, citizen groups and individuals contacted regarding the project (include DNR personnel and title) and summarize public contacts, completed or proposed).

<u>Date</u>	<u>Contact</u>	<u>Comment Summary</u>
N/A	Don Faith, WDNR	Permit information and discussion of pollution impacts
N/A	Renee Hoffman, Banner	Review of potential growth demands, permit information
N/A	Stanley Mermall, WDNR	Compliance engineer for the facility
N/A	Jonathan Wright, Bemis	Preparation of the permit application

DECISION (This decision is not final until certified by the appropriate authority)

In accordance with s. 1.11, Stats., and Ch. NR 150, Adm. Code, the Department is authorized and required to determine whether it has complied with s.1.11, Stats., and Ch. NR 150, Wis. Adm. Code.

Complete either A or B below:

A. EIS Process Not Required



The attached analysis of the expected impacts of this proposal is of sufficient scope and detail to conclude that this is not a major action which would significantly affect the quality of the human environment. In my opinion, therefore, an environmental impact statement is not required prior to final action by the Department.

B. Major Action Requiring the Full EIS Process



The proposal is of such magnitude and complexity with such considerable and important impacts on the quality of the human environment that it constitutes a major action significantly affecting the quality of the human environment.

Signature of Evaluator <i>Don C. Jankowski</i>	Date Signed <i>7/5/06</i>
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Number of responses to news release or other notice: none (regarding EA)

Certified to be in compliance with WEPA	
Environmental Analysis and Liaison Program Staff <i>[Signature]</i>	Date Signed <i>7/5/06</i>

NOTICE OF APPEAL RIGHTS

If you believe that you have a right to challenge this decision, you should know that Wisconsin statutes and administrative rules establish time periods within which requests to review Department decisions must be filed.

For judicial review of a decision pursuant to sections 227.52 and 227.53, Stats., you have 30 days after the decision is mailed, or otherwise served by the Department, to file your petition with the appropriate circuit court and serve the petition on the Department. Such a petition for judicial review shall name the Department of Natural Resources as the respondent.

To request a contested case hearing pursuant to section 227.42, Stats., you have 30 days after the decision is mailed, or otherwise served by the Department, to serve a petition for hearing on the Secretary of the Department of Natural Resources. The filing of a request for a contested case hearing is not a prerequisite for judicial review and does not extend the 30-day period for filing a petition for judicial review.

Note: Not all Department decisions respecting environmental impact, such as those involving solid waste or hazardous waste facilities under sections 144.43 to 144.47 and 144.60 to 144.74, Stats., are subject to the contested case hearing provisions of section 227.42, Stats.

This notice is provided pursuant to section 227.48(2), Stats.

BEFORE THE DEPARTMENT OF NATURAL RESOURCES AIR MANAGEMENT PROGRAM

OSHKOSH NORTHWESTERN

FYI

www.thenorthwestern.com

Wisconsin Department of Natural Resources, Air Management Program, Preliminary Determination on an Air Pollution Control Permit to Construct and Permit to Operate an Air Contaminant Source at 3550 Moser Street, Oshkosh, Wisconsin.

Air Pollution Construction and Operation Permit Nos. 06-DCF-099 and 06-DCF-099-037/471039800-P11.

Banner Packaging, 3550 Moser Street, Oshkosh, Wisconsin, has submitted to the Department of Natural Resources (DNR) permit applications including plans and specifications for the construction of a flexographic printing press with two outboard stations, and the addition of outboard flexographic stations onto two existing flexographic presses.

The Central Office of the DNR has analyzed these materials and has preliminarily determined that the project should meet applicable criteria for permit approval as stated in s. 285.63, Wis. Stats., including both the emission limits and the ambient air standards and should, therefore, be approved. The issuance of a construction permit allows the construction or modification and initial operation of a source. An operation permit allows continued operation of a source. An operation permit may be issued after the permittee demonstrates compliance with the applicable requirements.

The proposed project constitutes a major modification under the federal PSD program (ch. NR 405, Wis. Adm. Code). The project establishes a PSD Best Available Control Technology (BACT) for Volatile Organic Compounds.

In addition, the DNR has prepared an Environmental Assessment in accordance with ch. NR 150, Wis. Adm. Code and has made a preliminary determination that an Environmental Impact Statement will not be required before a final decision is made on the proposed project. The DNR has determined that the proposed project will not cause significant adverse environmental effects. This preliminary determination does not constitute approval from the Air Management Program or any other DNR sections which may also require a review of the project.

The DNR hereby solicits written comments from the public regarding the preliminary determination to approve the construction and operation permit applications. These comments will be considered in the DNR's final decision regarding this proposal. Information, including plans, the DNR's preliminary analysis regarding this proposal and the Environmental Assessment, is available for public inspection at the Department of Natural Resources Bureau of Air Management Headquarters, Seventh Floor, 101 South Webster, Madison, WI; Oshkosh Service Center Air Program, 625 E. County Rd., Ste 700, Oshkosh, WI; and at the Oshkosh Public Library, 106 Washington Ave., Oshkosh, WI 54901-4985; or contact Don C. Faith III, 608-267-3135. This information is also available for downloading from the Internet using a World Wide Web browser at: http://dnr.wi.gov/org/aw/air/permits/APM_toc.htm.

Interested persons wishing to comment on the preliminary determinations should submit

To: Don Faith

AVIT OF PUBLICATION

Ad No. 4354080
Bemis/Curwood

STATE OF WISCONSIN, }
Winnebago County, } ss.

Lori Stubbe being duly sworn, says that she is the
an of the publisher of The Oshkosh Northwestern, a daily newspaper published
city of Oshkosh, in said County, being the official newspaper of said city, and
notice, of which the annexed is a printed copy, taken from said paper, was
ted in said paper as follows:

June 1

, A.D. 2006

bed and sworn to before me this 1st day of

A.D. 2006.

Lori Stubbe
Lori Stubbe
Notary Public, Oshkosh, Wisconsin

Fees: \$133.91

Dated at Madison, Wisconsin, May 25, 2006.
STATE OF WISCONSIN
DEPARTMENT OF
NATURAL RE-
SOURCES
For the Secretary
By: Jeffrey C. Hanson
Acting Bureau Director
Published June 1, 2006
WNAXLP

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Winnebago County

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