Mr. Russell Train

Reference: Toxic pollutant standards for polychlorinated biphenyls (PCBs)

Dear Mr. Train:

This letter is presented on behalf of the Electronic Industries Association which is the national association for the Electronic Industries. It includes among its membership not only a large number of component manufacturers but also the users of these components in a broad range of consumer electronic products, military systems and equipment, communications and industrial products.

We wish to call your attention to pertinent facts in connection with the Proposed Toxic Pollutant Standards for Polychlorinatedbiphenyls (PCBs). As the spokesman for both producers and users of ~~oil~~ impregnated capacitors using PCBs, EIA believes that these facts are important to the welfare of the broad spectrum of its membership and that the EPA position as reflected in the draft Advance Notice of Proposed Rulemaking (ANPR) dated December 19, 1974 and the draft Basis and Purpose Documents, dated April 3, 1975, could result in effluent standards that are unnecessarily stringent, practicably unattainable and legally indefensible.

We believe your Agency should give serious consideration to the following:

. The proposals are invalid; that is, they are not based upon consideration of those factors enumerated in section 307 (a) of the Federal Water Pollution Control Act Amendments of 1972 (PL92-500) and are, therefore, inconsistent with Congressional intent.

MONS 088176

. Due to the existence of over 200 variations of PCBs with differing characteristics, these compounds cannot, with any scientific justification, be made the subject of a single standard.

. The proposed standards could effectively halt the manufacture of PCB-impregnated transformers and capacitors. This, in turn, could require the expenditure of $500 million a year in additional electrical equipment and the consumption of 35 million more barrels of oil per year to produce the increased electrical energy needed.

. Only .03% of the 36,193 kg (79,625 lbs.) of PCB used daily by the capacitor industry are discharged to the environment; this amounts to 11.89 kg (26.4 lbs.) per day from the 16 plants in the industry.

. Disposal of PCBs into the environment is a decreasing phenomenon.

. Control over PCB now in the ground, waterways and drain pipes (background) is not feasible.

DESCRIPTION OF PCBs

PCBs are manufactured in the United States today by Monsanto Company under the trade name "Aroclor". They are prepared by the direct chlorination of biphenyl, and as a result, the product is not a single compound, but a mixture of 210 homologs and isomers possible from the addition of 0 to 10 chlorine atoms per biphenyl group. Although their chemical characteristics depend upon the degree of chlorination, they are in general, electrically, thermally and chemically stable and fire resistant.

MONS 088177

Initially, the mixtures of PCBs which were generally used contained the higher chlorinated biphenyls. However, with heightened awareness of the potential environmental effects of these higher chlorinated biphenyls, the manufacturer developed Aroclor 1016. This is composed of 78% by weight (w/w) of the homologs of 1-3 chlorine atoms per biphenyl molecule and 21% (w/w) of the homologs of 4 chlorine atoms per biphenyl. Currently, the capacitor industry is using this Aroclor.

USAGE:

PCBs have been traditionally used in (1) numerous open applications (including paints, specialty inks, plastics, and paper coatings), (2) nominally closed applications (including working fluid in hydraulic or heat transfer systems), and (3) closed electrical systems (capacitors and transformers). However, since late 1972 Monsanto has restricted sales to uses in the third category as a dielectric/insulating fluid.

Most PCB transformers are installed in industrial, commercial, and residential substation applications. A considerable number are installed on electric railway passenger commuter cars serving major metropolitan areas. In all applications, these transformers distribute electric power reliably, minimizing risk of fire and explosion and assuring compliance with specific laws, codes, and insurance restrictions mandating non-flammable liquid content. There is no readily

available alternative for many applications where construction is under way or plans are complete.

The PCB capacitors produced in the U.S. annually have a major effect in reducing the electric current which would otherwise have to be generated to serve industrial and public needs. The saving may be approximated by summing up the incremental cost of oversize generators and that portion of transmission and distribution system equipment which is thermally limited. Equipment in these classes, corresponding to the 44 million kilovars of new capacitors installed annually, has a value of approximately $1 billion.

CONTROL PROCEDURES

A number of the capacitor manufacturing operations in existence before 197 had floor drains with a labyrinth of uncharted pipes and connections under the floor. Spillages were often flushed into these floor drains with subsequent coating of the drainage lines with Aroclor. In 1970, the capacitor industry became aware of the possible environmental effects of PCBs and began developing procedures for handling and disposing of waste containing PCBs. However, accumulations from past practices are now exiting from the underground drain systems through a slow leaching process. Inadequate knowledge of pipe locations has impeded source determination. Because the cost of excavating floors to provide the information would be prohibitive, analytical evaluations are methodically being carried out to isolate and identify these sources.

By 1971, and at Monsanto's suggestion, the capacitor and transformer industries formed a Standards Committee through the auspices of the American National Standards Institute which published PCB handling and disposal guidelines in the fall of 1972. The members of the final committee included representatives from Monsanto, the two affected industries, EPA, Dept. of Army, Dept. of Agriculture, the Tennessee Valley Authority, Rural Electrification Administration, the National Bureau of Standards, and the General Services Administration. Also represented were the Certified Ballasts Manufacturers Association, the Electronic Industries Association, the Institute of Electrical and Electronic Engineers, and the National Electrical Manufacturers Association. The plant housekeeping and disposal in the document provide for acceptable shipping procedures, general handling techniques, manufacturing housekeeping and proper disposals of liquid and solid materials containing PCBs.

As a result Aroclor is under the closest practicable control from the time it leaves Monsanto in sealed tanks or barrels to the time its waste is incinerated or landfilled in EPA-approved facilities. Its use and recovery in capacitor plants is in enclosed systems of sealed piping and gasketed processing chambers, containment systems to deal with inadvertent spills, and separate collection systems to deal with waste.

The capacitor manufacturers have sought assistance from Monsanto to assess the quantity and quality of PCB discharge. That company

recommended using an established ASTM method, D-3304, which is now being employed on a periodic basis by individual companies in the industry.

COMMENTS ON EPA METHODOLOGY

EPA apparently intends to use the same basic formula as was proposed on December 27, 1973 (38 Federal Register 35395); i.e.: to calculate a chronic limit, one needs to know only the flow of the receiving stream. There is no provision for consideration of the location and properties of the stream, or other factors. We believe this approach is inconsistent with the requirements of Section 307 (a) (2) of PL92-500.

It appears that EPA is now recognizing the importance of local conditions by including in Subpart F, Section F of the draft ANPR of provisions that:

. Recognize the possible technical infeasibility of full compliance within one year of promulgation. "Section F (2) (b).

. Set forth guidelines under which the Regional Administrator may, on a case-by-case basis, and for "substantial and documented technical reasons...deviate from the standards proposed in this subpart." Section F (3).

However, the guidelines of Section F(3) of the ANPR, although proposed as the basis for granting a deviation from standards, really set forth elements of a framework within which the Agency can develop

standards that adequately reflect the factors specified in Section 307 (a) (2) of the law. As now proposed, the ANPR continues to use an inadequate methodology to derive standards, and then throws the entire burden of proof upon the discharger to show why the Regional Administrator should deviate from these improperly derived standards.

It is our understanding that EPA intends to propose an acute limit of 10 micrograms per liter for discharges to fresh and salt water. This would represent a significant unjustifiable departure from the earlier proposed limits of 280 (fresh water) and 100 (salt water) micrograms per liter.

The new proposal, like the old, reflects an arbitrary unwillingness to derive a standard from review of the factors mandated by Section 307 (a) (2). Rather, the proposal reflects selective use of only the most damaging toxicity data in the literature, without regard to the varying toxicity of PCB homologs, without regard to the presence and importance of the test organism in a given waterway, and without regard to a myriad of variables that impact on the toxicity of any substance in an aquatic environment.

In the 1974 hearings Dr. Gerald Lauer*, testifying on behalf of the General Electric Company, noted the following:

"The acute toxicity of PCBs is too variable to justify across-the-board standards.

"The toxicity of a pollutant varies from species to species, for

* Senior Research Scientist and Assistant Director of the Institute of Environmental Medicine, New York University Medical Center

different life stages of the same species, and depends on a host of variables including the chemical quality of the receiving water, water temperature, duration of exposure, the fate and physical-chemical state of the pollutant in the receiving water, the ability of mobile organisms to sense and avoid pollutants, the presence of other pollutants, etc. The complexity of influences requires that effects of pollutants be evaluated on a case by case basis, and not by the across-the-board approach used by EPA.

"The toxicity data for PCBs clearly demonstrate the impracticality of selecting a single concentration limit for an across-the-board type standard as proposed by EPA. Values for a single homolog frequently vary by as much as 100 to 1000, and for Aroclor 1242, there is a difference of over 100,000 between the lowest and highest LC_{50} value.

"Differences of this magnitude exist even for the same species and Aroclor (e.g. bluegill sunfish and Aroclor 1242) under different conditions of exposure.

"Moreover, there is no justification evident in the existing data for assigning the same toxicity criteria to all 210 homologs and isomers of PCBs, as in effect, was done by the EPA in proposing a single numerical concentration limit.

"Across-the-board standards such as those proposed by EPA do not contain sufficient flexibility to be responsive to these many variables.

CONCERN OVER EPA DEFINITION OF TOXIC POLLUTANTS

The definitions proposed by EPA for all toxic pollutants but cyanide and PCBs explicitly refer to specific elements or chemical compounds. For PCBs, however, the effluent limitations are placed upon an entire class of chemicals whose individual members have widely differing combinations of physical, chemical and biological properties. We believe there is neither chemical nor biological justification for that treatment.

The only commercial products used by the electrical equipment industry in the United States are Aroclor 1016, 1242 and 1254. Each one can be characterized by a pattern of elution peaks from a gas chromatographic column on which a sample of the PCB preparation has been adsorbed. The relative retention times of these peaks, compared to a standard material, can be identified with different levels of chlorination. These chromatograms show that 99% (w/w) of Aroclor 1016 consists of homologs with 4 or less chlorine atoms per biphenyl and that more than 78% (w/w) of Aroclor 1254 consists of homologs with 5 or more chlorine atoms per biphenyl.

Published data indicates that the lower chlorinated homologs are less persistent and more rapidly metabolized or biodegraded than the higher chlorinated homologs. PCBs found in the environment and in wild life are almost always the higher chlorinated homologs, whereas production of the lower chlorinated homologs has always exceeded

that of the higher chlorinated homologs.

As pointed out earlier, the draft Basis and Purpose Document relies in major part on Aroclor 1254 and on extreme bioaccumulation factors plus an additional safety factor.

In order for Aroclor 1016 to present a chromatogram equivalent to Aroclor 1254 it would require that almost 98% of the former be degraded. On a weight basis this means that for every 100 grams of Aroclor 1016 that might escape into the environment, only 2 grams of a pseudo-Aroclor 1254 would be available for concentration through the ecosystem. This would mean an additional factor of 50 is imposed upon the users of Aroclor 1016. Furthermore, the toxicity of Aroclor 1254 to the sensitive fry of sheepshead minnows is greater than for Aroclor 1016 by a factor of 100 (Hansen et al., 1974). This clearly indicates that effluent limitation for PCBs should be established for each commercial mixture used in the electrical industry.

PCB ANALYTICAL PROCEDURE

For those circumstances when an effluent contains PCBs and organochlorine pesticides at significant concentrations and both must be measured, the EPA procedure with minor modification is satisfactory. However, we feel that an abbreviated procedure is needed for routine PCB monitoring at facilities related to the manufacture and repair of transformers and capacitors.

These sources typically have a very low ratio of pesticides to PCBs in their effluents. Potential interference likely to be in these effluents are not pesticides and are not materials classified as toxic pollutants. Therefore, we propose that these facilities be permitted to use a straight-forward procedure designed to measure only PCBs.

Such a method is ASTM Method D-3304, "Analysis of Environmental Materials for Polychlorinated Biphenyl". This same procedure is also recognized by the American National Standards Institute (ANSI) and appears as Appendix B in "Guidelines for Handling and Disposal of Capacitor-and Transformer-Grade Askarels Containing Polychlorinated Biphenyls", ANSI-C107.1-1974. This procedure was developed specifically for PCBs and eliminates interferences by a simple chemical treatment. It differs in this respect from the

EPA proccdure, which contains several elaborate separation schemes for pesticides.

In this context, the following modifications of the EPA procedure for pesticides and PCBs are recommended:

.When the observed PCB level is significantly above laboratory and reagent background, background subtraction should be permitted.

.Since Acetonitrile partitioning has shown that PCB as well as pesticides are not quantitatively recovered, recoveries of various PCB product mixtures during this partitioning should be carefully examined.

.Sampling and sample storage techniques should be included or specifically referenced.

.Use total peak areas for quantitation of each PCB product mixture; this technique is equally accurate and much more rapid than using peak weight factors for calculating effluent concentrations.

.Chromatograms of Aroclor 1016 should be included with reference chromatograms of the other PCB products.

.The method should be subjected to extensive interlaboratory testing to determine reliability and reproducibility.

EIA PROPOSAL

The Electronic Industries Association believes EPA should consider the following suggestions in preparing the next draft ANPR:

.EPA should begin to develop acute and chronic standards that adequately reflect the factors specified in Section 307 (a) (2). Much of this work would follow the guidelines of Section F (3) of the December, 1974 ANPR and could be carried out through the cooperative efforts of the following: EPA, Congress, State Agencies, affected industrial dischargers, and other interested parties.

.Retain the concepts of Section F (2) and (3) that allow flexibility in the implementation of and deviation from the standards. If the standards have been developed as suggested above, the magnitude of any deviations should not be great, and the supporting documentation could justifiably be the responsibility of the affected discharger.

.PCBs should be defined to include only those materials arising out of and discharged as a result of operations conducted after the effective date of the EPA Regulations governing these substances.

.In line with our argument that a number of standards should be established for PCBs, we recommend that one should specially cover PCBs containing 99% of homologs that have only 1 to 4 chlorine atoms per biphenyl molecule.

.Retain the original proposed acute limit of 280 micrograms per liter for discharges to fresh water.

MONS 088188

.Implement the recommended modifications to PCB analytical procedure.

ECONOMIC IMPACT

As indicated earlier, EPA's proposal could amount to an effective ban on the manufacture of PCB capacitors. This contrasts with EPA's blithe and unjustified forecast, in February 1974, that the economic impact "is expected to be minor".

On the first day of the 1974 hearings, EPA counsel assured industry that economic impact was relevant to the establishment of the PCB standards. If that is true, EPA must have fashioned an inverse relationship since the most recent (acute) limit is even more stringent than the original proposal, and increases the likelihood of cessation of manufacture of PCB transformers and capacitors.

Again, let us briefly describe the use of PCB filled capacitors, from both a social and financial viewpoint. Whereas PCB transformer applications are limited to those situations where safety is a controlling consideration, PCB capacitors form the dominant portion of the served capacitor market. PCB-filled power and industrial capacitors are significantly smaller, more reliable, more durable, electrically more efficient and safer than oil-filled capacitors. As a result, they have supplanted mineral oils in more than 90% of the power and industrial capacitors made today. The annual value of the production of PCB capacitors is approximately $140 million.

An important application of PCB capacitors is to improve the

power factor of the electrical systems or equipment to which they are connected. This means that they enable a higher portion of the current generated to do useful work than would otherwise be the case. Thus, the capacitors produced in the U.S. annually have a major effect in reducing the electric current which would otherwise have to be generated to serve industrial and public needs. If the capacitors were not available, generators would have to be built in larger sizes so that they could handle larger currents. Similarly, other portions of the transmission and distribution system contain components whose size is determined by the total current passing through them, not merely the portion of the current useful in doing the work of the end application. If power factors are lower, these components, as well as the generators, must be built larger. Industry figures indicate that approximately 44 million kilovars of new capacitors are installed annually. If none of these capacitors were available, the increased cost of generators and transformers and other equipment required to handle the resulting higher system currents would amount to approximately $1 billion per year.

Oil-impregnated designs could be substituted for a portion of the requirement. However, because of the lower design efficiency of such capacitors, the output of the industry would, in normal times, be limited by the scarcity of the insulating paper, plastic film, aluminum foil, and other materials required in their manufacturing. We

estimate that the industry could only produce about half of the required kilovars in non-PCB designs, thus jeopardizing about half of the billion dollars per year in equipment costs now being saved by the use of the PCB capacitors.

In addition to the equipment costs, there would be important energy losses. It has been calculated that the difference in energy losses between today's system and a system without capacitors is approximately 42 million kilowatt hours per year. If these losses are made up by burning more fuel oil, it will take an additional 68 million barrels per year. At 1970 rates of consumption, this equals the oil usage of the entire country for five days. Here again, the actual loss would be less than this figure, in an amount determined by the industry's ability to supply substitute non-PCB capacitors, and the ingenuity of electric utility engineers in changing system designs to meet the new conditions.

Additionally, there would be serious dislocations in the lighting and air-conditioning industries due to shortage of capacitors for ballasting fluorescent lights, and for starting and running electric motors. There would be difficulties in making substitutions due to size mismatches, code requirements, and the like.

CONCLUSION

EIA appreciates the complexity of the many problems facing EPA. It is not our intent to add to the weight of these problems. We

simply feel that we must point out the difficulties of complying with the proposed requirements seen to date and the economic impact that a ban would have on both the capacitor industry and U.S. industry. We believe it quite important that EPA consider the very successful methods of control now being employed by the capacitor industry and the high biodegradability of the Aroclor 1016 now being employed by this group.

We thank you for giving this lengthy document your attention.

Sincerely,

V. J. Adduci
President

MDNS 088192