

ILLINOIS POLLUTION CONTROL BOARD
November 19, 2009

HIGHLAND BAKING COMPANY,)
)
 Petitioner,)
)
 v.) PCB 10-32
) (CAAPP Permit Appeal - Air)
 ILLINOIS ENVIRONMENTAL)
 PROTECTION AGENCY,)
)
 Respondent.)

ORDER OF THE BOARD (by G.T. Girard):

On November 10, 2009, Highland Baking Company (HBC) timely filed a petition asking the Board to review an October 2, 2009, determination of the Illinois Environmental Protection Agency (Agency). The petition was timely filed because it was postmarked on or before the filing deadline. *See* 415 ILCS 5/40.2(a) (2008)¹; 35 Ill. Adm. Code 101.300(b), 105.302(e). The Agency's determination concerns HBC's bread and roll bakery at 2301 Shermer Road, Northbrook, Cook County. For reasons below, the Board accepts HBC's petition for hearing.

Section 39.5 of the Environmental Protection Act (Act) (415 ILCS 5/39.5 (2008)) sets forth the Clean Air Act Permit Program (CAAPP), reflecting the requirements of Title V of the federal Clean Air Act Amendments of 1990 (42 U.S.C. §§ 7661-7661f). Generally, a CAAPP permit is designed to be a single, comprehensive document of all air pollution obligations that apply to facility. The Agency decides whether to approve CAAPP permit applications, and Agency decisions may be appealed to the Board by, among others, the permit applicant and persons who participated in the Agency's public comment process. *See* 415 ILCS 5/40.2(a) (2008); 35 Ill. Adm. Code 105.SubpartC. In this case, the Agency granted a CAAPP permit, subject to conditions, for HBC's Northbrook facility.

Section 40.2(a) of the Act (415 ILCS 5/40.2(a) (2008)) allows several persons to appeal Agency CAAPP permit determinations: permit applicants; persons who participated in the Agency's public comment process under Section 39.5(8) of the Act (415 ILCS 5/39.5(8) (2008)); and persons who could obtain judicial review under Section 41(a) of the Act (415 ILCS 5/41(a) (2008)). *See* 415 ILCS 5/40.2(a) (2008); 35 Ill. Adm. Code 105.302(c). HBC is the CAAPP permit applicant. *See* 35 Ill. Adm. Code 105.302(d). HBC appeals on the grounds that the objected-to conditions or parts of conditions are not found in previous permits and are not supported by the Act or the corresponding Board regulations. Pet. at 1-4. HBC challenges the inclusion of these conditions and asks the Board to stay their effect until ultimately ruling on the merits. *Id.* at 4. To date, the Board has not received a response from the Agency regarding

¹ All citations to the Act will be to the 2008 compiled statutes, unless the provision at issue has been substantively amended in the 2008 compiled statutes.

Highland Baking's request for a stay. The Board today reserves ruling on stay issues until the Agency has filed a response or the response time has elapsed. 35 Ill. Adm. Code 101.500(d).

The Board accepts the petition for hearing. HBC has the burden of proof. *See* 415 ILCS 5/40.2(a) (2008); 35 Ill. Adm. Code 105.112(a). Hearings will be based exclusively on the record before the Agency at the time the Agency issued its permit decision. Accordingly, though the Board hearing affords petitioner the opportunity to challenge the Agency's reasons for its decision, information developed after the Agency's decision typically is not admitted at hearing or considered by the Board. *See* Alton Packaging Corp. v. PCB, 162 Ill. App. 3d 731, 738, 516 N.E.2d 275, 280 (5th Dist. 1987); Community Landfill Co. & City of Morris v. IEPA, PCB 01-170 (Dec. 6, 2001), *aff'd sub nom. Community Landfill Co. & City of Morris v. PCB & IEPA*, 331 Ill. App. 3d 1056, 772 N.E.2d 231 (3rd Dist. 2002).

Hearings will be scheduled and completed in a timely manner, consistent with the decision deadline (*see* 415 ILCS 5/40.2(c) (2008)), which only HBC may extend by waiver (*see* 35 Ill. Adm. Code 101.308). If the Board fails to take final action by the decision deadline, "the permit shall not be deemed issued; rather, the petitioner shall be entitled to an Appellate Court order pursuant to Section 41(d) of this Act [415 ILCS 5/41(d) (2008)]." 415 ILCS 5/40.2(c) (2008). Currently, the decision deadline is March 10, 2009, which is the 120th day after the Board received the petition. *See* 35 Ill. Adm. Code 105.114. The Board meeting immediately before the decision deadline is scheduled for March 4, 2010.

Unless the Board or the hearing officer orders otherwise, the Agency must file an answer, including the entire record of its determination within 30 days after it is served with the petition. *See* 35 Ill. Adm. Code 105.302(f). If the Agency wishes to seek additional time to file the record, it must file a request for extension before the date on which the record is due to be filed. *See* 35 Ill. Adm. Code 105.116. The record must comply with the content requirements of 35 Ill. Adm. Code 105.302(f).

IT IS SO ORDERED.

C.K. Zalewski abstained.

I, John Therriault, Assistant Clerk of the Illinois Pollution Control Board, certify that the Board adopted the above order on November 19, 2009, by a vote of 4-0.



John Therriault, Assistant Clerk
Illinois Pollution Control Board