ILLINOIS POLLUTION CONTROL BOARD July 15, 2010

PEOPLE OF THE STATE OF ILLINOIS,)	
Complainant,))	
V.)	PCB 10-109 (Enforcement - Land)
ROCK RIVER BLENDING COMPANY,	ý	(
an Illinois corporation,)	
Respondent.))	

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

On June 29, 2010, the Office of the Attorney General, on behalf of the People of the State of Illinois (People), filed an eight-count complaint against Rock River Blending Company (RRB). The complaint concerns RRB's industrial products and detergents manufacturing facility located at 1515 Cunningham Street in Rockford, Winnebago County. For the reasons below, the Board accepts the complaint for hearing.

Under the Environmental Protection Act (Act) (415 ILCS 5 (2008)), the Attorney General and the State's Attorneys may bring actions before the Board to enforce Illinois' environmental requirements on behalf of the People. See 415 ILCS 5/31 (2008); 35 Ill. Adm. Code 103. In this case, the People allege that RRB violated the following provisions in the manner described: Section 21(a) of the Act (415 ILCS 5/21(a) (2008)) by causing and allowing the open dumping of waste (count I); Section 21(d)(1) of the Act (415 ILCS 5/21(d)(1) (2008)) by conducting a waste disposal operation without a permit from the Illinois Environmental Protection Agency (count II); Section 21(f)(1) of the Act (415 ILCS 5/21(f)(1) (2008)) and Section 703.121 of the Board's Resource Conservation and Recovery Act (RCRA) permit program regulations (35 Ill. Adm. Code 703.121) by conducting a hazardous waste disposal operation without a RCRA permit (count III); Section 21(f)(2) of the Act (415 ILCS 5/21(f)(2) (2008)) and Section722.112 of the Board's hazardous waste generator regulations (35 Ill. Adm. Code 722.112) by disposing of hazardous waste without having received an identification number from the United States Environmental Protection Agency (count IV); Section 21(d)(2) of the Act (415 ILCS 5/21(d)(2) (2008)) and Section 808.121(a) of the Board's special waste classification regulations (35 Ill. Adm. Code 808.121(a)) by generating waste but failing to perform a special waste determination (count V); Section 21(f)(2) of the Act (415 ILCS 5/21(f)(2) (2008)) and Section 722.111 of the Board's hazardous waste generator regulations (35 Ill. Adm. Code 722.111) by generating solid waste but failing to perform a hazardous waste determination (count VI); Section 21(f)(2) of the Act (415 ILCS 5/21(f)(2) (2008)) and Sections 724.401, 724.414, and 728.137 of the Board's hazardous waste operating regulations (35 Ill. Adm. Code 724.401, 724.414, 728.137) by disposing of hazardous waste in an unlined hazardous waste landfill, disposing of bulk liquid hazardous waste in a hazardous waste landfill, and disposing of D002 liquid hazardous waste through land disposal (count VII); and Section

21(f)(2) of the Act (415 ILCS 5/21(f)(2) (2008)) and 19 sections of the Board's hazardous waste treatment, storage, and disposal regulations (35 Ill. Adm. Code 724.113(a), 724.113(b), 724.114(a), 724.114(b), 724.114(c), 724.115(a), 724.115(b), 725.116(a), 724.131, 724.132, 724.137, 724.151, 724.155, 724.173, 724.175, 724.212(a), 724.218(a), 724.242(a), 724.244) by failing to comply with waste disposal requirements and procedures (count VIII).

The People ask the Board to order RRB to cease and desist from all of these alleged violations and to pay a \$50,000 civil penalty for each violation of Sections 21(a), 21(d)(1), and 21(d)(2) of the Act and Section 808.121(a) of the regulations, with an additional \$10,000 civil penalty for each day of each violation. The People further ask the Board to order RRB to pay a \$25,000 civil penalty for each day of each violation of Sections 21(f)(1) and 21(f)(2) of the Act and 25 sections of the regulations. In addition, the People ask that the Board order RRB to pay the People's costs, including attorney, expert witness, and consultant fees.

The Board finds that the complaint meets the content requirements of the Board's procedural rules and accepts the complaint for hearing. *See* 35 Ill. Adm. Code 103.204(c), (f), 103.212(c). A respondent's failure to file an answer to a complaint within 60 days after receiving the complaint may have severe consequences. Generally, if RRB fails within that timeframe to file an answer specifically denying, or asserting insufficient knowledge to form a belief of, a material allegation in the complaint, the Board will consider RRB to have admitted the allegation. *See* 35 Ill. Adm. Code 103.204(d).

The Board directs the hearing officer to proceed expeditiously to hearing. Among the hearing officer's responsibilities is the "duty . . . to ensure development of a clear, complete, and concise record for timely transmission to the Board." 35 Ill. Adm. Code 101.610. A complete record in an enforcement case thoroughly addresses, among other things, the appropriate remedy, if any, for the alleged violations, including any civil penalty.

If a complainant proves an alleged violation, the Board considers the factors set forth in Sections 33(c) and 42(h) of the Act to fashion an appropriate remedy for the violation. *See* 415 ILCS 5/33(c), 42(h) (2008). Specifically, the Board considers the Section 33(c) factors in determining, first, what to order the respondent to do to correct an on-going violation, if any, and, second, whether to order the respondent to pay a civil penalty. The factors provided in Section 33(c) bear on the reasonableness of the circumstances surrounding the violation, such as the character and degree of any resulting interference with protecting public health, the technical practicability and economic reasonableness of compliance, and whether the respondent has subsequently eliminated the violation.

If, after considering the Section 33(c) factors, the Board decides to impose a civil penalty on the respondent, only then does the Board consider the Act's Section 42(h) factors in determining the appropriate amount of the civil penalty. Section 42(h) sets forth factors that may mitigate or aggravate the civil penalty amount, such as the duration and gravity of the violation, whether the respondent showed due diligence in attempting to comply, any economic benefit that the respondent accrued from delaying compliance, and the need to deter further violations by the respondent and others similarly situated. With Public Act 93-575, effective January 1, 2004, the General Assembly changed the Act's civil penalty provisions, amending Section 42(h) and adding a new subsection (i) to Section 42. Section 42(h)(3) now states that any economic benefit to respondent from delayed compliance is to be determined by the "lowest cost alternative for achieving compliance." The amended Section 42(h) also requires the Board to ensure that the penalty is "at least as great as the economic benefits, if any, accrued by the respondent as a result of the violation, unless the Board finds that imposition of such penalty would result in an arbitrary of unreasonable financial hardship."

Under these amendments, the Board may also order a penalty lower than a respondent's economic benefit from delayed compliance if the respondent agrees to perform a "supplemental environmental project" (SEP). A SEP is defined in Section 42(h)(7) as an "environmentally beneficial project" that a respondent "agrees to undertake in settlement of an enforcement action . . . but which the respondent is not otherwise legally required to perform." SEPs are also added as a new Section 42(h) factor (Section 42(h)(7)), as is whether a respondent has "voluntary self-disclosed . . . the non-compliance to the [Illinois Environmental Protection] Agency" (Section 42(h)(6)). A new Section 42(i) lists nine criteria for establishing voluntary self-disclosure of non-compliance. A respondent establishing these criteria is entitled to a "reduction in the portion of the penalty that is not based on the economic benefit of non-compliance."

Accordingly, the Board further directs the hearing officer to advise the parties that in summary judgment motions and responses, at hearing, and in briefs, each party should consider: (1) proposing a remedy for a violation, if any (including whether to impose a civil penalty), and supporting its position with facts and arguments that address any or all of the Section 33(c) factors; and (2) proposing a civil penalty, if any (including a specific total dollar amount and the portion of that amount attributable to the respondent's economic benefit, if any, from delayed compliance), and supporting its position with facts and arguments that address any or all of the Section 42(h) factors. The Board also directs the hearing officer to advise the parties to address these issues in any stipulation and proposed settlement that may be filed with the Board.

IT IS SO ORDERED.

I, John Therriault, Assistant Clerk of the Illinois Pollution Control Board, certify that the Board adopted the above order on July 15, 2010, by a vote of 5-0.

John T. Therian

John Therriault, Assistant Clerk Illinois Pollution Control Board