

ILLINOIS POLLUTION CONTROL BOARD

KCBX TERMINALS COMPANY,)
 Petitioner,)
 vs.) No. PCB 14-110
ILLINOIS ENVIRONMENTAL) (Permit Appeal - Air)
PROTECTION AGENCY,)
 Respondent.)

TRANSCRIPT FROM THE PROCEEDINGS taken before
HEARING OFFICER BRADLEY HALLORAN by Kari
Wiedenhaupt, CSR, at the Illinois Pollution
Control Board, 100 West Randolph Street, Room
2-025, Chicago, Illinois, on the 2nd day of May
2014, at the hour of 1:17 p.m.

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I N D E X

WITNESS
(None.)

EXAMINATION

E X H I B I T S

NUMBER

ADMITTED

OFFER OF PROOF

PETITIONER'S Exhibit

Nos. 1-2

9

No. 3

10

RESPONDENT'S Exhibit

Nos. 1-2

11

No. 3

11

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1 HEARING OFFICER HALLORAN: All
2 right. Good morning, everyone. We are back on
3 the record. My name is Bradley Halloran, Hearing
4 Officer with the Illinois Pollution Control Board.
5 I am also assigned to this matter entitled, KCBX
6 Terminals Company, Petitioner, versus Illinois
7 Environmental Protection Agency, the Respondent.
8 The Board's docket number is PCB 14-110.

9 As stated earlier, this was
10 continued on record from yesterday, May 1st.
11 Today is May 2nd at approximately 1:10 p.m. And I
12 believe Ms. Armitage -- well, I know for a fact
13 Ms. Armitage was the witness when we decided to
14 call it a day yesterday. My understanding is
15 Mr. Swedlow of KCBX was examining her and as an
16 aside, the State has turned over -- my
17 understanding -- the privilege log or is about to,
18 the documents pursuant to the May 1st Board order.

19 Who would like to speak first,
20 or should we go -- the State, I guess. The
21 Agency?

22 MS. PAMENTER: Yes. Good afternoon,
23 Mr. Halloran. If the record can reflect, I am
24 going to hand a copy to Mr. Halloran and also

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1 Mr. Swedlow of what we have prepared of the fifth
2 supplement to the administrative record.

3 Included within, this is in
4 response to the Board's order of May 1st, 2014.
5 The documents included therein are Exhibits A and
6 C through I, as well as starting at R2093, the
7 e-mails that were attached to the Motion For
8 Reconsideration in redacted form now attached to
9 the fifth supplement are in un-redacted form.

10 HEARING OFFICER HALLORAN: Thank
11 you, Mr. Pamenter.

12 Mr. Swedlow, are you going to
13 need a little time to look over these things or --

14 MR. SWEDLOW: My question is, what
15 is left in the proceeding? Is it only questions
16 relating to these documents, or does the -- do you
17 plan to ask questions?

18 MS. PAMENTER: I think -- and just
19 for clarification, I think where we had left
20 yesterday, Mr. Swedlow had indicated that he had
21 completed his examination with the exception of
22 asking questions regarding the e-mails that were
23 attached to the Motion For Reconsideration.

24 HEARING OFFICER HALLORAN: That was

1 my understanding.

2 MS. PAMENTER: So I think that's
3 where we were last at.

4 MR. SWEDLOW: Right. And my
5 question is, is the State going to ask more
6 questions of Ms. Armitage or not?

7 HEARING OFFICER HALLORAN: Well, I
8 -- State?

9 MS. PAMENTER: I would just say it
10 depends upon the questions that you ask with
11 respect to the e-mails.

12 MR. SWEDLOW: Otherwise no?

13 MS. PAMENTER: I need to confer with
14 my client, but I don't believe so.

15 MR. GRANT: Are you asking if we
16 want to open up our case again or --

17 MR. SWEDLOW: Exactly.

18 HEARING OFFICER HALLORAN: We are
19 still on the record.

20 MR. GRANT: No.

21 MS. PAMENTER: No, we do not.

22 MR. SWEDLOW: One question I have
23 regarding these documents is the privilege log
24 goes from P1 to P42. The documents produced

1 include 23, 24, 25, 26, 30, an unnumbered page,
2 31, 32, 33, 40, 41, 42 and then documents which I
3 don't believe were on the privilege log, P43 and
4 P44.

5 So I have some confusion. Were
6 the rest of these already produced into the
7 record?

8 MS. PAMENTER: Yes. For the record,
9 after the April 17th order, we produced
10 un-redacted copies in a supplement to the
11 administrative record of certain of the e-mails
12 that were attached to the privilege log. As such,
13 the only e-mails that were left to be produced in
14 an un-redacted form were those attached to the
15 Motion For Reconsideration. Pursuant to the
16 Board's order of yesterday, we have produced those
17 in the fifth supplement.

18 MR. SWEDLOW: And documents P43 and
19 44, oh, were previously --

20 MS. PAMENTER: I believe so,
21 correct.

22 MR. SWEDLOW: If I could just have
23 five minutes.

24 HEARING OFFICER HALLORAN: We are

1 going to give Mr. Swedlow five minutes. We can go
2 off the record.

3 (Whereupon, a short break was
4 taken.)

5 HEARING OFFICER HALLORAN: We are
6 back on the record. Mr. Swedlow has taken a look
7 at some of the documents that have been turned
8 over. Mr. Swedlow?

9 MR. SWEDLOW: I have no further
10 questions for Ms. Armitage and would like to give
11 a brief summation or a closing statement.

12 HEARING OFFICER HALLORAN: Okay.
13 Let me take care of some administrative stuff
14 first, these Petitioner's exhibits and the
15 Respondent's exhibits.

16 Petitioner's Exhibit 1 is
17 regarding the opinion disclosure, Kolaz and Terry
18 Steinert, Mike Estadt, I think those are it.

19 Any objection? Did you want to
20 move these into evidence?

21 MR. SWEDLOW: Yes. I would like to
22 move into -- should I do them one by one?

23 HEARING OFFICER HALLORAN: Sure.

24 MR. SWEDLOW: Petitioner's Exhibit 1

1 is the disclosure that you just identified, and we
2 would like to move that into the record.

3 HEARING OFFICER HALLORAN: Any
4 objection?

5 MR. GRANT: No.

6 HEARING OFFICER HALLORAN: So moved.
7 (Whereupon, Petitioner's Exhibit
8 No. 1 was admitted into
9 evidence.)

10 MR. SWEDLOW: Petitioner's Exhibit 2
11 is the curriculum vitae for David J. Kolaz. I
12 would like to move that into the record.

13 MR. GRANT: No objection.

14 HEARING OFFICER HALLORAN: So moved.
15 (Whereupon, Petitioner's Exhibit
16 No. 2 was admitted into
17 evidence.)

18 MR. SWEDLOW: And Petitioner's
19 Exhibit 3 is a portion of the code, Section
20 201.158, and some incomplete aspects of the other
21 sections of the code. But it is Section 158 we
22 would like to move into the record.

23 MR. GRANT: No objection.

24 HEARING OFFICER HALLORAN: Okay. So

1 moved.

2 (Whereupon, Petitioner's Exhibit
3 No. 3 was admitted into
4 evidence.)

5 HEARING OFFICER HALLORAN: So
6 Petitioner's Exhibits 1, 2 and 3 are moved into
7 evidence.

8 And next I have Respondent's
9 Exhibits 1 and 2, and 3 was a photograph I took as
10 an offer of proof, a photograph of, I guess,
11 KCBX's facility. Mr. Grant, would you like to --

12 MR. GRANT: May I approach?

13 HEARING OFFICER HALLORAN: Yes, you
14 may.

15 MR. GRANT: Petitioner's -- I'm
16 sorry -- Respondent's Exhibit 1 is a portion of
17 the Board regulation, specifically Section
18 201.152. I would like to move that into evidence.

19 HEARING OFFICER HALLORAN: Any
20 objection?

21 MR. SWEDLOW: No objection.

22 MR. GRANT: Respondent's Exhibit 2
23 is another excerpt from the Board regulations,
24 specifically Section 212.321. I would like to

1 move that into evidence.

2 HEARING OFFICER HALLORAN: Any
3 objection?

4 MR. SWEDLOW: No objection.

5 MR. GRANT: And just to ask, are you
6 accepting Respondent's Exhibit 3, the photograph,
7 as an offer of proof?

8 HEARING OFFICER HALLORAN: I am.

9 MR. GRANT: So --

10 HEARING OFFICER HALLORAN:
11 Respondent's Exhibits 1 and 2 are moved into
12 evidence. Respondent's Exhibit No. 3 is taken
13 with the case as an offer of proof.

14 (Whereupon, Respondent's Exhibit
15 Nos. 1-2 were admitted into
16 evidence.)

17 (Whereupon, Respondent's Exhibit
18 No. 3 was accepted as an offer
19 of proof.)

20 HEARING OFFICER HALLORAN: And one
21 other thing, there was a -- we addressed it
22 yesterday, but I just want to make clear. There
23 was a Motion to Compel Production of Documents
24 responsive to deposition rider for Julie Armitage

1 dated April 25th, 2014, and it was Petitioner's
2 motion obviously. I think we addressed that
3 yesterday when the Agency stated, to the best of
4 their knowledge, they have turned everything over
5 and complied with it. And KCBX seemed to take
6 that and acknowledge it.

7 Is that my understanding?

8 MR. SWEDLOW: That's correct.

9 HEARING OFFICER HALLORAN: So that
10 would be -- this is basically moot then?

11 MR. SWEDLOW: It's withdrawn and
12 moot.

13 HEARING OFFICER HALLORAN: Okay.
14 Thank you.

15 MR. SWEDLOW: The only one other --
16 I don't know how to do this procedurally, but when
17 the record -- there were four record supplements
18 by the State, one on April 21st and the last one
19 on April 24th, which was a week ago. We didn't
20 know what any of that was or have a chance to
21 object to any of it, but we now know that one of
22 those pages were photographs from a camera that
23 were never given to anyone at any point before
24 being turned over for purposes of this hearing.

1 And there is no way that we
2 can -- that those can be authenticated or
3 challenged or identified as a basis for any part
4 of this permit appeal. So I would like to at
5 least state the objection to that page of four
6 photographs, one of which is part of the offer of
7 proof where the tree grew where it had not
8 previously been. The page number on that, I think
9 it's in the fourth supplement, is R1432.
10 Handwritten on the top in somebody's handwriting
11 is 3/6/2012.

12 HEARING OFFICER HALLORAN: Where is
13 that in the record, sir?

14 MR. SWEDLOW: 1432. It's towards
15 the end of what we had before this morning.

16 The testimony that -- I think
17 it's undisputed that these were on the camera of
18 the inspector and never provided to the Agency,
19 were not part of any record or any inspection
20 report for any site, but were photos that he found
21 on his camera two years later and then provided
22 for use in this permit appeal.

23 HEARING OFFICER HALLORAN: Yeah, I
24 think this was talked about for about 25,

1 30 minutes the other day. I didn't really hear an
2 objection to that at the time, only to where the
3 tree was and now there isn't. So I -- you know,
4 you can state it for the record, but I would
5 overrule the objection and allow it in.

6 MR. SWEDLOW: The record is going to
7 reflect whatever it does, but I believe that
8 Mr. Dwyer at the time did object to these. These
9 were photos that were claimed to have been taken
10 from another facility and showed some plume in the
11 vicinity of the south site, and there were
12 objections. The objections are either on the
13 record or they are not.

14 HEARING OFFICER HALLORAN: Yeah.
15 And I am sure I let them in.

16 MR. GRANT: Do you want me to
17 respond or --

18 HEARING OFFICER HALLORAN: Yeah, you
19 can respond. Sure.

20 MR. GRANT: Yeah, I just wanted just
21 to note that, number one, it's in evidence. We
22 authenticated the photograph with Mr. Kotas who
23 testified to the proper foundation for the
24 photograph and described it, and it was in the

1 record for the purpose of explaining the
2 conclusions in his inspection report, which was
3 also in the record. So that's all I have.

4 HEARING OFFICER HALLORAN: All
5 right. Thank you, Mr. Grant. Mr. Swedlow?

6 MS. PAMENTER: If I can --

7 HEARING OFFICER HALLORAN: I'm
8 sorry. Go ahead, Ms. Pamenter.

9 MS. PAMENTER: If I can just for
10 the --

11 HEARING OFFICER HALLORAN: You know
12 what, let's let Ms. Armitage -- you are dismissed.

13 MS. PAMENTER: Well, just to
14 clarify, Mr. Swedlow was completing his
15 cross-examination. So I just want to state we
16 don't have any questions on redirect for
17 Ms. Armitage, for the record, just before you
18 dismiss her. So that -- we have closed that.

19 HEARING OFFICER HALLORAN: Right.
20 Thank you.

21 MS. PAMENTER: Thank you.

22 HEARING OFFICER HALLORAN: Right.
23 Cleaning up the record. Thank you, Ms. Armitage.
24 You may step down.

1 (Whereupon, the witness stepped
2 down.)

3 HEARING OFFICER HALLORAN: After
4 your respective closings, we will just go through
5 the post-hearing briefing schedule again so
6 everybody is on the same page.

7 Mr. Swedlow, you are on.

8 MR. SWEDLOW: Although this appeal
9 appears complicated because the record is now
10 almost 2,000 pages long, and the hearing is in its
11 fourth day, this is a relatively simple
12 application for a revision to a construction
13 permit that involved the transfer of 12 portable
14 pieces of equipment from one permitted facility at
15 KCBX north to another permitted facility at KCBX
16 south.

17 The initial analysis by the
18 permit engineer, Mike Dragovich, led to an initial
19 conclusion that this revision to the construction
20 permit should be granted. The documents that we
21 were given moments ago demonstrate that even as
22 late as October 10, the Agency through Mike
23 Dragovich on R2093 is indicating -- and this is
24 from the e-mail.

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1 "Is it okay to send the company
2 a draft of the permit to review for their
3 comments?" That draft is in the record at R650,
4 and that draft indicates that the permit should be
5 granted. The information that has now been
6 identified as lacking wasn't even investigated for
7 being lacking until December 5th, and how do we
8 know or how do we know why the Agency changed its
9 position on this permit?

10 We know from the e-mail we just
11 received moments ago from Chris Pressnall in
12 response to the request to send the granting of
13 this permit to KCBX and the response is, "Mike,
14 for now hold off on sending a draft to the company
15 for review. I will likely be contacting KCBX
16 counsel to discuss this matter. As you may know,
17 IAGO -- which is the Illinois Attorney General's
18 Office -- is pursuing enforcement against KCBX for
19 fugitive PM emissions, and permitting issues are
20 involved at least tangentially at this point, and
21 potentially more so in the future."

22 What happened here is that the
23 Illinois Attorney General intended to pursue an
24 enforcement action, which is supposed to be kept

1 separate from permitting requests, but instead of
2 being kept separate, the fact is that an
3 enforcement action was filed, which is an
4 un-adjudicated alleged violation, as opposed to an
5 adjudicated violation, which can be considered
6 under Rule 39(a).

7 Instead of being kept separate,
8 the permitting section was told to deny this
9 permit, and so what happened at that point is that
10 the file was investigated a little closer, or as
11 one witness said, they were instructed to take a
12 closer look. So Bob Bernoteit took the file on
13 December 5th and identified reasons that he
14 believed would constitute a technical denial.
15 There never was a letter sent for incompleteness
16 or a notice of incompleteness, and under the rules
17 that govern permit applications, incompleteness
18 cannot then be a reason for denial.

19 But what has been identified as
20 the incompleteness or insufficiency within this
21 permit application file? One is that the
22 calculations relating to the specific pieces of
23 portable equipment weren't stapled to the
24 application. In the record they appeared

1 immediately following that application, starting
2 at 205. On 204, the actual application that was
3 submitted ends.

4 So somebody at Illinois EPA,
5 including the permit engineer, was able to find
6 the initial application that was referenced. Then
7 during the opening statement, which followed
8 KCBX's close of its case and chief, three things
9 were identified as missing from the file that
10 would justify denial.

11 One of those was the
12 manufacturer of the equipment, except Bob
13 Bernoteit said he wouldn't need that for portable
14 conveyors. The other was the serial number,
15 except Bob Bernoteit identified he wouldn't need
16 that for this equipment. And the final one was
17 the model number of the equipment, which Bob
18 Bernoteit said doesn't matter for purposes of
19 permitting portable conveyors.

20 These portable conveyors had
21 already been permitted at KCBX north, and why does
22 that matter? It matters because in the context of
23 that permitting, none of the equipment specific
24 emissions calculations or process weight rate

1 calculations were submitted, and this equipment
2 was permitted.

3 The question has been raised
4 whether KCBX should have known that they should
5 have submitted equipment specific calculations for
6 either process weight rate or potential emissions.
7 KCBX should not have known, and if the Agency
8 wanted that information, it should have and must
9 have requested that information in a notice of
10 incompleteness within 30 days of the application.

11 The formerly privileged e-mails
12 that were produced today indicate on page R2097
13 that it -- this is from Bob Bernoteit on
14 December 10th to Julie Armitage. "It is too late
15 to send an NOI." So instead, they sent a Wells
16 letter. The next sentence says, "Did you mean a
17 Wells letter?" And what did that Wells letter
18 identify as information outside the record that
19 would be reviewed? It was citizen complaints, the
20 fact that an enforcement action had been filed,
21 and inspection reports, none of which can be the
22 basis for the denial of a revised construction
23 permit, because all of those are un-adjudicated
24 and only alleged violations.

1 Obviously, the enforcement
2 action is just that, an enforcement action. If
3 the IEPA or the Attorney General wants this site
4 to comply with an existing regulation consistent
5 with its existing permit, then it should bring an
6 enforcement action and has. This is a way to
7 sidestep the due process rights that KCBX has in
8 the context of an enforcement action.

9 With respect to the citizen
10 complaints that appear over the course of 200
11 pages in the record, they are largely blank, often
12 accused some other facility of releasing dust into
13 the environment, and were almost completely
14 collected after the environmental justice outreach
15 meeting identified KCBX as a potential cause of
16 concern in the community.

17 Similarly, the environmental
18 justice policy does not provide any statutory or
19 regulatory basis to deny a permit. It's a policy
20 that IEPA has adopted that doesn't change IEPA's
21 obligations under Rule 39(a) to issue a permit
22 when it is so required to issue a permit.

23 The Illinois Environmental
24 Protection Agency has also claimed that it didn't

1 know enough about the current dust suppression
2 system at the site. The problem with that
3 argument is that the head of the Bureau of Air
4 indicated that the fugitive dust plan that she was
5 actually considering was the most recent one, the
6 proposed revised FPOP, submitted on November 1st.
7 That FPOP identified 42 water cannons, best
8 management practices and various other dust
9 suppression techniques that were in operation at
10 the time the permit was denied.

11 The other way that specifically
12 Bob Bernoteit knew about what was being done at
13 the site to suppress dust and what would be done
14 at the site to suppress dust with respect to these
15 portable pieces of equipment, the reason he knew
16 about that is because he attended a meeting for
17 most of the day on December 5th, where what is now
18 part of the record, information was conveyed about
19 the complete coverage of the entire site by the 42
20 new water cannons; the water trucks now numbering
21 three that were operational at the site, the
22 integration of an automated system that included a
23 weather station and a barometric pressure reading
24 to anticipate changes in winds and in direction s

1 of the winds, and several other best management
2 practices specifically referencing what would be
3 done in freezing conditions to supplement the
4 system that could be operated in nonfreezing
5 conditions.

6 None of the bases that have now
7 been identified were the actual bases for the IEPA
8 to deny this permit, and none of the bases that
9 have now been identified are valid bases. The
10 information that was supposedly deficient was
11 never identified as part of an incompleteness
12 notice and was not submitted either for this
13 equipment at north, or for similar equipment when
14 converted from portable to fixed conveyors at
15 south.

16 There was no reason for KCBX to
17 believe that any additional information should
18 have been submitted or needed to be submitted.
19 The Wells letter didn't ask for any other
20 information, because it can't. A Wells letter is
21 simply an identification of what outside the
22 record is going to be considered. The problem
23 with the stuff that was considered outside the
24 record is that none of that is an adjudicated

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1 violation, and none of that can form the basis for
2 a permit denial.

3 HEARING OFFICER HALLORAN: Thank
4 you, Mr. Swedlow. Agency?

5 MS. PAMENTER: We will not be making
6 a closing, but rather will be relying on our
7 post-hearing brief.

8 HEARING OFFICER HALLORAN: Thank you
9 so much, Ms. Pamenter.

10 And I do want to go over the
11 briefing schedule we had originally agreed to.
12 What I have is based on an expedited transcript --
13 and by the way, the hearings on April 29th, 30th
14 and May 1st, they are already online, and we thank
15 the court reporters for doing that.

16 Based on an expedited
17 transcript, Petitioner's post-hearing brief is due
18 to be filed on or before May 9th, and my
19 understanding is the transcript from the hearing
20 today, May 2nd, I guess the latest it can be
21 online or turned in and completed is -- that would
22 be Wednesday, May 7th. I think that's right.

23 But in any event, Respondent's
24 post-hearing brief is due to be filed on or before

1 May 16th, and the record will be closed on May
2 16th. It doesn't look like we have any time for
3 reply from KCBX. I think we agreed on that.

4 Public comments must be filed on
5 or before May 6th, and I stated that the mailbox
6 rule does not apply to any of the above-mentioned
7 filings, and all electronic or approved telefax
8 filings must be received by the Clerk's Office no
9 later than 4:30 p.m. of the due date.

10 Are all parties in agreement
11 with that?

12 MR. SWEDLOW: Yes.

13 MS. PAMENTER: Yes.

14 HEARING OFFICER HALLORAN: Okay.

15 That's great. Anyway, this concludes our Day 4
16 hearing, in an estimated two-day hearing
17 situation, but, you know, I do want to thank you
18 all for your civility and professionalism,
19 especially under the circumstances, and that
20 closes the hearing. Thank you so much.

21 (END OF PROCEEDINGS.)
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23
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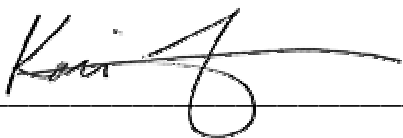
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I, KARI WIEDENHAUPT, do hereby certify that the foregoing was reported by stenographic and mechanical means, which matter was held on the date, and at the time and place set out on the title page hereof and that the foregoing constitutes a true and accurate transcript of same.

I further certify that I am not related to any of the parties, nor am I an employee of or related to any of the attorneys representing the parties, and I have no financial interest in the outcome of this matter.

I have hereunder subscribed my hand on the _____ day of _____ 2014.



KARI WIEDENHAUPT, CSR



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