## ORIGINAL

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Page 1
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        BEFORE THE ILLINOIS POLLUTION CONTROL BOARD
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 3
     IN THE MATTER OF:
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                              )
                                   R03-19
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     PROPOSED AMENDMENTS TO:)
                                   (NPDES Rulemaking)
                                            RECEIVED
     PUBLIC PARTICIPATION
                              )
                                             CLERK'S OFFICE
     RULES IN 35 ILL.ADM.
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                                              DEC - 4 2003
     CODE PART 309 NPDES
                                            STATE OF ILLINOIS
                                           Pollution Control Board
 7
     PERMITS AND PERMITTING )
     PROCEDURES
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                   REPORT OF PROCEEDINGS in the
10
     above-entitled cause before KATHLEEN J. PACULT, a
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     Certified Shorthand Reporter within and for the
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     County of Cook, State of Illinois, taken on the 19th
     day of November 2003, at the hour of 10:00 a.m., at
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     100 West Randolph, Room 11-512, Chicago, Illinois.
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23
     TAKEN FOR: L.A. Reporting
     TAKEN BY: Kathleen J. Pacult, CSR
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1 MS. TIPSORD: Good morning, my name is

- 2 Mary Tipsord and I have been appointed by the Board
- 3 to serve as hearing officer in this proceeding
- 4 entitled In The Matter Of Proposed Amendments To:
- 5 Public Participation Rules In 35 Ill. Adm. Code Part
- 6 309 NPDES Permits and Permitting Procedures Docket
- 7 number RO3-19. To my right Dr. Tanner Girard, the
- 8 lead Board member assigned to this matter. Also
- 9 present are Board Members Nicholas J. Melas and
- 10 Michael Tristano who have also been assigned to this
- 11 matter.
- This is the third hearing to be
- 13 held in this proceeding. The purpose of today's
- 14 hearing is twofold. First, this rulemaking is
- 15 subject to Section 27(b) of the Environmental
- 16 Protection Act (Act). 415 ILCS 5/27(b) (2000).
- 17 Section 27(b) of the Act requires the Board to
- 18 request the Department of Commerce and Community
- 19 Affairs, now known as the Department of Commerce and
- 20 Economic Opportunity (DCEO) to conduct an economic
- 21 impact study (EcIS) on certain proposed rules prior
- 22 to adoption of those rules. If DCEO chooses to
- 23 conduct an EcIS, DCEO has 30 to 45 days after such
- 24 request to produce a study of the economic impact of

- 1 the proposed rules. The Board must then make the
- 2 EcIS, or DCEO's explanation for not conducting the
- 3 study, available to the public at least 20 days
- 4 before a public hearing on the economic impact of
- 5 the proposed rules.
- In accordance with Section 27(b)
- 7 of the Act, the Board has requested by letter dated
- 8 April 9th, 2003, that DCEO conduct an economic
- 9 impact study for the above-referenced rulemakings.
- 10 On April 17, 2003, DCEO responded that DCEO does not
- 11 have the staff resources to perform EcIS studies on
- 12 Board rulemakings. A copy of the letter is
- 13 available here at the front of the room.
- 14 The second purpose of this hearing
- is to hear any testimony and allow questions of the
- 16 testifiers. Is there anyone that I have not spoken
- 17 to that wishes to testify?
- The order in which we will hear
- 19 testimony is we will start with the Illinois
- 20 Environmental Regulatory Group with Katherine Hodge,
- 21 and we will follow with Albert Ettinger, who
- 22 represents the proponent from this rulemaking, and
- 23 also Toby Frevert is here from the EPA if anyone has
- 24 questions of him.

- 1 Anyone may ask a question,
- 2 however, I do ask that you raise your hand and wait
- 3 for me to acknowledge you. After I have
- 4 acknowledged you, please state your name and whom
- 5 you represent before you begin your questions.
- 6 Please speak one at a time. If you are speaking
- 7 over each other the court reporter will not be able
- 8 to get your questions on the record.
- 9 Please note that any question
- 10 asked by a Board Member of Staff are intended to
- 11 help build a complete record for the Board's
- 12 decision and not to express any preconceived notion
- 13 or bias.
- 14 Dr. Girard?
- DR. GERARD: On behalf of the Board, I
- 16 would like to welcome everyone to the third hearing
- in this rulemaking. Even though this rulemaking did
- 18 not come to us as a negotiated rulemaking, I know
- 19 that the participants have spent a lot of time since
- 20 it has been introduced to try to come to some
- 21 agreements on many of the areas, and we are pleased
- 22 to see that that has occurred, and we look forward
- 23 to the hearing today to further refine some of the
- 24 areas of disagreement. And I am sure that we will

- 1 have a much better rulemaking because of your time
- 2 and participation. So, thank you. We look forward
- 3 to your testimony and comments and questions today.
- 4 MS. TIPSORD: Mr. Tristano?
- 5 MR. TRISTANO: No.
- 6 MS. TIPSORD: With that we will begin
- 7 with the testimony.
- 8 MR. MESSINA: Good morning, my name is
- 9 Alec Messina. I am the general counsel for the
- 10 Illinois Environmental Regulatory Group. I am here
- 11 today with Kathy Hodge, who is the executive
- 12 director for IERG, and we have prepared some brief
- 13 testimony that she would like to present.
- 14 (Witness duly sworn.)
- Good morning. My name is
- 16 Katherine Hodge, and I am Executive Director for the
- 17 Illinois Environmental Regulatory Group or IERG for
- 18 short. On behalf of IERG and its member companies,
- 19 I want to thank the Illinois Pollution Control Board
- 20 for the opportunity to present this testimony today.
- 21 IERG is a not-for-profit Illinois
- 22 corporation comprised of some 67 member companies
- 23 engaged in industry, commerce, agriculture, and
- 24 other related activities, that are regulated by

- 1 governmental agencies that promulgate, administer or
- 2 enforce environmental laws and regulations. IERG
- 3 was organized to promote and advance the interests
- 4 of its members before governmental agencies, such as
- 5 the Illinois Environmental Protection Agency and the
- 6 Board, as well as before judicial bodies. Moreover,
- 7 IERG is an affiliate of the Illinois State Chamber
- 8 of Commerce, which is more than 5,000 members in the
- 9 State.
- 10 IERG submits the following
- 11 testimony in response to the proposed rulemaking
- 12 entitled "Proposed Amendments To: Public
- 13 Participation Rules in 35 Ill.Adm. Code Part 309
- 14 NPDES Permits and Permitting Procedures (R03-19)."
- 15 IERG first became involved in this
- 16 matter in the fall of 2002, at which time the
- 17 proponents began to circulate drafts of the proposal
- 18 to various interested parties, including
- 19 representatives of the Illinois EPA and members of
- 20 the regulated community. IERG reviewed the
- 21 proposal, participated in preliminarily hearings
- 22 held by the Board and reviewed comments and
- 23 testimony prepared by the various stakeholders, and
- 24 reviewed with great interest the First Notice

- 1 Opinion and Order issued by the Board. In short,
- 2 IERG concurs with much of the Board's opinion, while
- 3 still holding reservations regarding the need or
- 4 justification for this proposal. Further, we
- 5 believe that there are several areas in the proposal
- 6 that require further illumination on the part of the
- 7 Illinois EPA through testimony and, potentially,
- 8 additional fine-tuning of the language.
- 9 Turning then to the First Notice
- 10 language adopted by the Board, IERG testifies as
- 11 follows:
- 12 Section 309.105(f) and (g): For
- 13 the reasons expressed in the Board's Opinion, as
- 14 well as for the reasons set forth in IERG's earlier
- 15 comments, we concur with the Board's decision not to
- 16 proceed to First Notice with proposed new Sections
- 17 309.105(f) and (g).
- Section 309.107(c): IERG agrees
- 19 that this provision merely codifies a procedure that
- 20 the Illinois EPA is already in the midst of
- 21 implementing, and therefore concurs with the Board's
- 22 decision.
- Section 309.108(c): Conceptually,
- 24 IERG concurs with the Board's Opinion with regards

- 1 to this provision, as it remains our understanding
- 2 that this language is merely a codification of the
- 3 Agency's current practice, and does not place any
- 4 additional requirements upon the Agency. We do,
- 5 however, have some questions to ask later today
- 6 before reaching a full understanding of the
- 7 potential impact of this language.
- 8 Sections 309.108(3), 309.117, and
- 9 309.123: Changes to these three sections proposed
- 10 by the proponents concern the same issue -- the
- 11 Agency record. For a variety of reasons, the Board
- 12 chose not to include or proceed with changes to
- 13 Section 309.117 and 309.123. As the Board noted in
- 14 its Opinion, and IERG concurs, all documents that
- 15 would seemingly be covered by these changes must
- 16 already be a part of the record based on the Board's
- 17 existing procedural rules. With regards to Section
- 18 309.108(e), however, IERG requires additional
- 19 information we hope to obtain throughout the day
- 20 before being able to comment sufficiently on this
- 21 provision.
- 22 Sections 309.109(a), 309.112,
- 23 309.119, 309.121, 309.122: All of these sections
- 24 concern the same issue -- the opportunity for

- 1 allowing further public comment in certain
- 2 circumstances. In our earlier comments, IERG noted
- 3 that we had very significant concerns with these
- 4 provisions, but were interested in further exploring
- 5 the compromise language included by the Agency in
- 6 its comments. IERG looks forward to hearing
- 7 testimony provided by the Agency with regards to
- 8 this new language (now found in the renumbered
- 9 309.120) and how it will be implemented, and likely
- 10 will have questions to ask of the Agency. With
- 11 regards to the language stricken or not accepted by
- 12 the Board in Sections 309.109(a) and 309.122, for
- 13 the reasons stated by the Board in its Opinion and
- 14 for those reasons included in other stakeholder
- 15 comments, IERG concurs with the ruling of the Board.
- With regards to section 309.119,
- 17 IERG appreciates the Board's inclusion of clarifying
- 18 language pertaining to effective dates at the very
- 19 end of the Section. As mentioned in the comments
- 20 filed by IERG and other stakeholders, this language
- 21 was developed and agreed to in a meeting following
- 22 one of the preliminary hearings scheduled by the
- 23 Board.
- 24 Section 309.113(a) 5 through 8:

- 1 With regards to paragraphs (6), (7), and (8), IERG
- 2 concurs with the decision of the Board. The same
- 3 cannot be said for its handling or rationale
- 4 pertaining to paragraph (5) that requires the Agency
- 5 to include a summary of changes between the public
- 6 notice permit and the previous permit.
- 7 IERG concurs with comments filed
- 8 by the Illinois EPA, which is uniquely positioned to
- 9 offer a position on this matter, and other
- 10 stakeholders that the language in this new paragraph
- is both not required and potentially costly and
- 12 burdensome to the Agency. At a time when the Agency
- 13 has an existing shortage of resources, and in an
- 14 environment where a typical permitting action can
- 15 take years, the Agency should not be forced to
- 16 allocate additional staff time to a function that
- 17 can already be completed by a diligent, interested
- 18 party. In this instance, the benefit to the
- 19 environment does not equal the cost to the Agency,
- 20 will likely add to the time and expense of
- 21 undertaking the NPDES permit writing effort, and
- 22 will only delay a process which already takes a
- 23 great deal of time now.
- 24 Section 309.143(a): This

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controls on point and nonpoint

sources of pollution, the

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1	Page 12 variability of the pollutant or
2	pollutant parameter in the
3	effluent, the sensitivity of the
4	species to toxicity testing (when
5	evaluating whole effluent
6	toxicity), and where appropriate,
7	the dilution of the effluent in
8	the receiving water.
9	By including some language found
10	within the federal regulations, but not related
11	language that modifies the original language, the
12	State and the Board runs the risk of creating a
13	situation ripe for misinterpretation.
14	Section 309.146(a)(2) and (5):
15	This language was the subject of some discussion at
16	the stakeholder meeting after the second hearing.
17	Again, IERG believes its concerns were addressed and
18	can support the language included by the Board in
19	its First Notice Order.
20	That closes my testimony today.
21	Once again, we would like to thank the Board for the
22	opportunity to provide testimony in this rulemaking
23	and look forward to participating in the remainder
24	of this process.

ship that we thought were broken. I think the Board

has fixed many of them. We think there are a few

that are not fixed, and hopefully we will not come

into an emergency for which those become important.

presentation. I am not prepared to react to all of

143 IERG proposes to add an additional sentence or

another section to 143 after (a) that would add

further language from 40 CFR 122. We have no

I just heard Ms. Hodge's

The one I would react to now is on

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them.

- 1 objection to that.
- I do have a question of the Agency
- 3 also. I want to ask a question about procedure.
- 4 And some of Ms. Hodge's presentation presumes that
- 5 there was going to be agency testimony today or
- 6 further agency presentations. That's not my
- 7 understanding. I had one question of the Agency so
- 8 I am glad they are here, but I was not expecting
- 9 that we were going to hear a lot from the agency.
- MR. FREVERT: We are here.
- MR. ETTINGER: So I guess my problem
- 12 is if we were going to get a whole lot more
- 13 enlightenment from the Agency, I think it's going to
- 14 come in the form of the questions that we are going
- 15 to raise now than any further presentation. That's
- 16 my understanding.
- 17 With that, what I would like to do
- 18 is ask just one -- most of this has been hashed over
- 19 pretty well and if turns out that things don't work
- 20 out, we can always make another petition. I have
- 21 one thing here though that I think we should
- 22 clarify. And that's what I would like to do is ask
- 23 the Agency, does the Agency believe that given the
- 24 Black Beauty decision that the Agency may reopen the

- 1 public comment record or comment period to receive
- 2 further comments if it believes that further
- 3 submissions may assist the Agency to reach an
- 4 appropriate decision?
- 5 (Witness duly sworn.)
- 6 MR. FREVERT: If I understand your
- 7 question right, you are asking if we believe we have
- 8 the authority to extend the public comment to a
- 9 second notice period and potentially even a second
- 10 round of hearing?
- MR. ETTINGER: Right now we have
- 12 Section 121 and it provides circumstances in which
- 13 the Agency shall allow written comment under various
- 14 circumstances. My question is just whether the
- 15 Agency feels whether it now has authority that it
- 16 may reopen the record for public comment following a
- 17 hearing if it feels it is necessary.
- MR. FREVERT: Yes, I believe we do.
- MR. ETTINGER: Nothing further of the
- 20 Agency.
- MS. TIPSORD: Any other questions for
- 22 the Agency?
- 23 MR. MESSINA: I have several. With
- regards to Section 309.108(e), can you please

- 1 explain for the record, briefly touch on how the
- 2 proposed section would influence the Agency's
- 3 current practice regarding identifying or
- 4 incorporating the documents in the Agency record?
- 5 MR. FREVERT: You are not talking
- 6 about the language in the first draft, is that
- 7 correct?
- 8 MR. MESSINA: I am talking about the
- 9 language in the Board's First Notice.
- MR. FREVERT: Well, I hope it won't
- 11 require any change at all because I believe in
- 12 reality that we do that as a matter of practice now.
- MR. MESSINA: And following up on
- 14 that, and also with regards to Subsection (c) before
- 15 that, how would the Agency address the use of
- 16 permitting its best professional judgment in making
- 17 various permitting decisions?
- 18 MR. FREVERT: To the extent, I guess
- 19 it all boils down to the science engineering staff,
- 20 evaluation of all the information and interpretation
- 21 of that. And, typically, in drafting a permit there
- 22 are actual review notes or analysis notes that
- 23 reflect the engineer's analysis and judgment. There
- 24 are many other factors that go into that permit. So

- 1 typically they should be documented in writing in
- 2 that regard.
- MR. MESSINA: So then those notes,
- 4 those engineer notes would be included in whatever
- 5 documents that are made available?
- 6 MR. FREVERT: Certainly.
- 7 MR. MESSINA: Moving then to Section
- 8 309.113, and specifically (a)5, in the Agency's
- 9 comments filed after the second hearing, the Agency
- 10 stated the re-issued permits are considered as
- 11 stand-alone permits. In other words, the Agency
- 12 reviews the requests as if it were a request for a
- 13 new permit. If that's the case, then why would
- there be a need for providing a summary of change in
- the public notice permit and the previous permit?
- 16 MR. FREVERT: From my perspective
- 17 there is no need for the Agency to the extent -- I
- 18 quess to the extent that the interested member of
- 19 the public assumes the regulations and the
- 20 operational aspects of that facility are the same
- 21 now as they were five years ago or whenever that
- 22 permit was originally initiated. It may be some
- 23 benefit in seeing how that permit has changed, but
- 24 in reality, with ongoing federal requirements for

- 1 standard reviews and updates and operational changes
- 2 and expansions and other things of these facilities,
- 3 many times a renewed permit based on a new permit
- 4 application, there are some fundamental things that
- 5 will indeed change. And from my perspective, the
- 6 more accurate and the more beneficial focus is to
- 7 draft that permit based on the current
- 8 circumstances, not try to go back and modify an old
- 9 permit that probably is out of date and reflects
- 10 some regulations or operating factors that are not
- 11 pertinent for what we are considering in the current
- 12 re-draft. So from my own personal perspective, from
- our basis and the public basis, it's probably more
- 14 important the fact sheet indicates what perimeters
- 15 are being regulated and what the regulation is based
- 16 on, rather than how it relates to a prior permit
- 17 some five year or more prior to that day.
- There are, of course, situations
- 19 where nothing has changed, and it may be a straight
- 20 renewal, particularly with perhaps some of the
- 21 smaller environmentally less significant sources,
- 22 but for more of a major or significant mainstream
- 23 source, there is almost always something that is
- 24 different from the old permit, and therefore, a

- 1 brand new permit is in order.
- 2 MR. HARSCH: A follow-up question to
- 3 that, Toby, on behalf of the Illinois Association of
- 4 Waste Water Agencies, I take it with respect to
- 5 309.113 (a)5, you would not have any problem with
- 6 the deletion of the words "and re-issued" from what
- 7 has been proposed by the Board?
- 8 MR. FREVERT: Typically our current
- 9 practice is when we draft public notices and fact
- 10 sheets for modified permits, we identify what the
- 11 modification is. For re-issued permits we try to
- 12 draft that fact sheet to reflect the new proposed
- 13 permit and a regulatory basis and operating basis to
- 14 that, and not in relationship to some out-of-date
- 15 permit.
- So I think the concept is great
- 17 for the modification. For the re-issuance, it is
- 18 not as appropriate. And it would not be
- 19 objectionable to the Agency to strike those words.
- MR. MESSINA: Toby, moving on to
- 21 Subsection (a)6 then also in 113, what would the
- 22 Agency include in the fact sheet if the
- 23 anti-degradation analysis did not apply to a
- 24 particular permit?

- 1 MR. FREVERT: Typically if it's a
- 2 renewal or modification where there is no increased
- 3 activity being authorized, the fact sheet would
- 4 indicate that anti-degragation review is not
- 5 applicable in that case.
- 6 MR. MESSINA: Then to section 309.120.
- 7 My general question is: I was hoping you could
- 8 explain for the record how the Agency interprets
- 9 that section, and how it would implement that
- 10 section? I think specifically to try to get that
- 11 discussion going, I quess the first question would
- 12 be: Does the Agency have to answer -- let me move
- 13 to that section -- would the Agency have to answer
- 14 no to all four of those -- actually let me back up.
- 15 Can you give me some explanation
- or example of how the Agency plans on implementing
- 17 that section, the analysis it would seek?
- 18 MR. FREVERT: I believe as this
- 19 section is structured, those four sub-paragraphs are
- 20 examples of considerations or factors the Agency
- 21 would review in determining whether or not in its
- 22 judgment, there was value added or benefit or
- 23 necessity to extend public comment to be public
- 24 content intent to the federal law. So in that

- 1 regard, the four obvious factors have been
- 2 articulated I believe in case law somewhere to give
- 3 guidance to the concept, and those are factors we
- 4 consider in reaching our decision and judgment
- 5 whether or not there is indeed merit, benefit and
- 6 value added in extending public comment.
- 7 Is that a definitive enough answer
- 8 for you?
- 9 MR. MESSINA: It's a good start.
- 10 With regards to those four
- 11 criteria, would the Agency have to answer, no, to
- 12 all four of those criteria before determining that
- another public hearing would be necessary?
- 14 MR. FREVERT: I believe the
- 15 circumstances that fell within one of those four
- 16 categories would be enough to justify our actions if
- 17 we decided to extend public comment.
- 18 MR. MESSINA: I would like to
- 19 follow-up on Albert's question with regard to this
- 20 section. Would this section allow for the following
- 21 situation to occur: On the final day of the comment
- 22 period, a participant in the process would submit
- 23 public comments, would the applicant then have the
- 24 ability -- would the applicant then have the ability

- 1 to submit a response to that public comment after
- 2 the close of the public comment period, and could
- 3 the Agency still utilize that information provided
- 4 by the applicant?
- 5 MR. FREVERT: As a matter of practice,
- 6 to the extent that an issue has arisen during the
- 7 public comment period that the Agency needs to
- 8 address, and in order for us to adequately and
- 9 accurately address that issue, we need to solicit
- 10 additional information from the data source or
- 11 secure some kind of information from the permit
- 12 applicant itself, we in fact need to do that.
- From my own personal perspective
- 14 the objective when we issue that permit is to get it
- 15 right, and if at the close of the comment period
- 16 there is a question where we need more information
- 17 to make sure we get it right, we will get that
- 18 information.
- There are some circumstances where
- 20 the necessity to get that information may be of such
- 21 a nature that additional public comment opportunity
- 22 is appropriate, and there are circumstances when I
- 23 believe that is not the case, and we don't need to
- 24 extend public comment period to get the information

- 1 to address and answer properly the question that had
- 2 arisen during the initial public comment period.
- 3 And, typically, I believe as a matter of practice,
- 4 comments made by the public are directed not only to
- 5 the Agency, but also to the permit applicant, and as
- 6 the permit applicant and the recipient of that
- 7 permit application, I believe they are entitled to
- 8 respond to the comments.
- 9 Quite frankly, if the comment
- 10 comes in at 5:00 o'clock on the last day of the
- 11 comment period, then obviously their ability to
- 12 respond to those comments is going to come over.
- 13 Those are not public comments. Those are
- 14 supplements to the permit's application in my mind.
- MR. MESSINA: I have a couple other
- 16 questions but I need a couple moments. If anyone
- 17 else has --
- MR. HARSCH: Toby, it's my
- 19 understanding under 309.120 as currently drafted,
- 20 before the Agency would make a determination to
- 21 reopen the public comment period, you first would
- 22 have to make a determination that you had
- 23 significantly modified the draft permit, the final
- 24 permit from the terms of the draft permit; is that

- 1 correct, before you would look at the next?
- MR. FREVERT: You have to repeat that,
- 3 Roy, I was partially focused.
- 4 MR. HARSCH: It really is a two-part
- 5 test, is it not? The first test is that there has
- 6 to be a significant modification in the final permit
- 7 from what was originally public noticed, is that
- 8 correct?
- 9 MR. FREVERT: I believe I am reading
- 10 the language the way you have explained it, yes.
- MR. HARSCH: So can you explain for
- 12 the record what you would view as examples of
- 13 significant modifications or changes that would be
- 14 significant?
- MR. FREVERT: You know, I can identify
- 16 some examples, but I'm not sure I could identify the
- 17 whole litany of possibilities.
- MR. HARSCH: I understand that.
- MR. FREVERT: If there are some
- 20 additional activities taking place within that
- 21 operation. It has an additional waste source or
- 22 additional pollutant load that was not evident or
- 23 not represented in the original application in the
- 24 original draft permit, that we are now regulating

- 1 another whole entity, and it's a substantially new
- 2 concept from what was required in the original draft
- 3 permit and the original round of public comment.
- 4 MR. HARSCH: A change to an effluent
- 5 limitation in the permit would not normally be a
- 6 significant change, would it?
- 7 MR. FREVERT: I would say a change to
- 8 an effluent limitation or a monitoring schedule in a
- 9 permit is a common and typical reaction to public
- 10 comment. We do that quite often, and that in and of
- itself is the result of the comment, not the need to
- 12 duplicate the comment.
- MR. MESSINA: I am confused by what is
- 14 meant by item four. It seems to me that anytime you
- 15 change a permit, you would be attempting to respond
- 16 to comments made during a public comment period.
- 17 Can you provide some guidance on
- 18 how the Agency interprets this subsection or whether
- 19 it even provides any meaningful criteria by which to
- 20 judge whether an additional extended public comment
- 21 period is necessary?
- MR. FREVERT: To a certain extent this
- 23 particular language came out of our, for lack of a
- 24 better word, I'll use the term negotiating session

- 1 with all the interested parties in this case, and I
- 2 believe some of those parties thought there was a
- 3 perception that this added some additional detail in
- 4 terms of concepts in the criteria that one would
- 5 consider by the Agency in determining whether to
- 6 reopen public comment or not.
- 7 Personally, I think it may be
- 8 redundant, and I'm not sure it adds a lot more
- 9 detail in another way it explains some of the prior
- 10 paragraphs. I'm not sure I could tell you how that
- 11 directs the Agency or gives the Agency criteria that
- is fundamentally different than subparagraphs (1),
- 13 (2), and (3). To the extent other people think it
- 14 may, I'm receptive to hearing that.
- 15 MR. MESSINA: Basically you cannot
- 16 provide any guidance as to how that's a useful
- 17 subsection?
- 18 MR. FREVERT: Not at this particular
- 19 moment. I don't believe it's in conflict with the
- 20 other language.
- 21 MR. MESSINA: I have two more
- 22 questions. Moving to Section 309.143(a), I was
- 23 wondering if you could explain for the record what
- 24 criteria the Agency would use to make the

- 1 determination embodied in that subsection?
- 2 MR. FREVERT: What criteria? Let me
- 3 start with the most common. The most common thing
- 4 that comes to mind is the terminology that the EPA
- 5 refers is reasonable potential to exceed water
- 6 quality standards. And there are a series of
- 7 analytical techniques and equations and supporting
- 8 information in federal manuals on how to do that
- 9 analysis, and what kinds of factors and
- 10 considerations and conservative assumptions to place
- 11 in those analyses.
- 12 Typically that reasonable
- 13 potential analysis is designed to used for existing
- 14 waste water discharge where there is a historic
- 15 database, and it's a statistical analysis of the
- 16 historically based data.
- 17 In cases where there is a new
- 18 source and there is no historic database, it could
- 19 be a number of things. We would certainly review
- 20 the information and the permit application itself,
- 21 the nature of the operation, the estimates of the
- 22 waste generated, amount of water used, the
- 23 waste-generated predictions of what kind of
- 24 discharge is actually being requested for

- 1 authorization, and compare those discharge
- 2 characteristics to the location they are going to be
- 3 discharged, and what water quality standards and
- 4 allowances and other water-quality related
- 5 activities need to be analyzed.
- 6 Of course, in addition to that, we
- 7 also incorporate discharge limitations based on
- 8 federal or state technology efforts. And so this
- 9 paragraph pertains to those limitations in a permit
- 10 that are driven specifically by water quality.
- MR. MESSINA: If we could jump back
- 12 quickly, I missed one question I wanted to ask
- 13 earlier. This is in regard to 108(e). This is a
- 14 follow-up to your earlier answer. My question is
- 15 simply: In providing the documents supporting the
- 16 decision, is a permit engineer going to have to
- 17 identify all of the textbooks they have utilized
- 18 throughout their decision-making process?
- 19 I am trying to understand the
- 20 limit of what kind of information you are referring
- 21 to.
- MR. FREVERT: I don't envision
- 23 requiring my staff to bring in all their college
- 24 textbooks and list them in every permit they are

- 1 asked to draft.
- 2 If there is a particular piece of
- 3 literature or technical publication that has a very
- 4 focused and specific utilization in there, we
- 5 definitely want to identify that. To the extent
- 6 that it's general engineering and mathematical,
- 7 statistical, chemical information, part of their
- 8 general expertise and commonly available material,
- 9 we don't intend to itemize those documents into the
- 10 record.
- 11 Every now and then we even use a
- 12 dictionary to make sure we spell our words properly.
- MS. TIPSORD: Any other questions?
- DR. GIRARD: I have a general
- 15 question. The concern has been raised that some of
- 16 the language in this First Notice might add to the
- 17 workload of the Agency, and thereby, under the
- 18 current budgetary situation, create a situation
- 19 where it may take longer to issue these MPDS
- 20 permits. Do you see any of the areas in this First
- 21 Notice proposal that may add to the Agency workload
- 22 and, therefore, take longer to issue a permit?
- MR. FREVERT: Again, other than that
- 24 reference to summarizing an expired permit that's

- 1 part of our summary, that probably would add some
- 2 increment of additional workload. In terms of the
- 3 other language added, I believe in my mind this
- 4 language is indeed consistent with the whole concept
- of public participation in both federal law and our
- 6 program. It's a little more perhaps current
- 7 direction and clarity to what's intended, and it
- 8 probably will mean some increment of additional
- 9 workload, but I think it's inherent upon us to make
- 10 it happen.
- 11 Quite frankly, this program would
- 12 be a lot easier if there was no public participation
- 13 program, but there is. Let's try to do it fair and
- 14 correct and openly.
- We have capable people. We could
- 16 read and write and we understand science, and we
- 17 could write permits, and I believe those permits
- 18 would be good. I believe there is some advantage to
- 19 public participation.
- DR. GIRARD: I think you can make that
- 21 statement about government in general, but if you
- 22 did not have public participation, you could do
- 23 things much more quickly. I don't think it means
- 24 they would be better. In fact, historically, things

- 1 get worse, so thank you for the comment.
- MS. TIPSORD: Anything further?
- MR. ETTINGER: I have one question.
- 4 Does it add anything to the Agency's workload when
- 5 citizens get confused about what's being proposed by
- 6 a permit and request hearings or make comments
- 7 because they didn't understand?
- 8 MR. FREVERT: Do you want to answer
- 9 the question?
- 10 MR. ETTINGER: I can speak as the
- 11 confused.
- MR. FREVERT: I agree with what you
- 13 are saying, but I think the more fundamental issue
- 14 is how much extra effort is going to actually avoid
- 15 how much inherent confusion is out there any way.
- The best fact sheet we could ever
- 17 write, the best public notice we could ever put out,
- 18 the best upfront public outreach we do, we are
- 19 dealing with the full population of the state and
- 20 there are always going to be people that need a
- 21 little more explanation that comes with the
- 22 territory.
- 23 MR. HARSCH: One follow-up, one new
- 24 question. The very last provision, 309.146(d).

- 1 It's my understanding -- is this a continuation of
- 2 the Agency's present practice in terms of what's
- 3 going to be specified as requirements in the permit?
- 4 MR. FREVERT: Yes, I believe it is.
- 5 MR. HARSCH: And you currently do not
- 6 tell a municipal treatment plant how to calibrate
- 7 meters or do calibration tests or do BOD tests or
- 8 anything like that?
- 9 MR. FREVERT: No, I beg to differ to
- 10 some extent. Both in our specific requirements and
- 11 our standard conditions requiring monitoring, there
- is reference to things like standard methods,
- improved methods, which indirectly does specify
- 14 that.
- MR. HARSCH: But you don't specify in
- 16 the permit what the method is?
- 17 MR. FREVERT: Again, Roy, as a general
- 18 rule you are correct with individual permits and
- 19 specialty perimeters where there may not be readily
- 20 available standard methods and a specific method has
- 21 to be developed, we have the flexibility and
- 22 authority and indeed the practice of addressing
- 23 those issues on an as needed basis.
- 24 And some permits have a lot more

- 1 specificity about monitoring requirements than
- 2 others. Some permits even require the approval of a
- 3 quality assurance monitoring plant before the
- 4 monitoring is initiated. So I think our common
- 5 practice is to utilize these requirements to create
- 6 an extent necessitated by the complexities and the
- 7 nature of the individual practice. A routine pH
- 8 measurement, we don't go into as much detail.
- 9 MR. HARSCH: Nothing further.
- MR. TRISTANO: I have a general
- 11 question. My question is: Who proposed this rule?
- MR. ETTINGER: We proposed the rule
- 13 and after -- I forget whether it was the first or
- 14 second hearing in April, it became clear that there
- 15 were some things that we were going to have a hard
- 16 time agreeing on. Some people had concerns about my
- 17 language. I find that hard to believe, but it
- 18 happened. So there was a meeting and we were able
- 19 to work with the language and come up with some
- 20 things, which people were more comfortable with or
- 21 some people were more comfortable with, particularly
- 22 between us and the Agency.
- In that meeting, representatives
- 24 of the regulated community did participate. They

- 1 made helpful suggestions. They did -- many of their
- 2 suggestions were accepted. They did not however
- 3 commit that they would support the rule based on our
- 4 accepting their suggestions, so they are here to
- 5 come in after that meeting. However, as a result of
- 6 that meeting much of the language was agreed to at
- 7 least between the Petitioner's and the Agency, and I
- 8 think also to some extent the regulated community
- 9 has accepted some of the rules as proposed as a
- 10 result of those discussions.
- MR. TRISTANO: The question was made
- on section 309.120 about (a)4, and I think the
- 13 Agency suggested that that was compromised language
- 14 submitted by one of the participates in the
- 15 negotiation, and I got from the Agency's answer it
- 16 was not the Agency.
- 17 I am just curious whose language
- 18 that was?
- MR. FREVERT: Let me try to clarify.
- 20 Sierra Club petitioned the Board to initiate the
- 21 rule. We as a state agency are more or less
- 22 involved in all rulemakings, and at the close of
- 23 those initial records when we were looking for First
- 24 Notice position, we volunteered to try to address

- 1 the rulemaking and come up with language that we
- 2 thought would accommodate most of the issues the
- 3 Board had to deal with in a fashion that represented
- 4 a language that we could live with, and also a
- 5 language that we thought addressed and minimized a
- 6 number of disagreements or conflicts with the other
- 7 parties. And in that regard, we submitted this and
- 8 indeed it is our specific recommendations to the
- 9 Board and some of the words were offered by the
- 10 parties.
- MR. TRISTANO: Which party?
- MR. ETTINGER: Frankly, I can't
- 13 remember who suggested all the wording. I remember
- 14 as to 120, I had something else that was proposed.
- 15 Much of my language was taken from the federal
- 16 procedures. People weren't happy with that.
- 17 I believe Mr. Sofat came in with a
- 18 proposal that looked at 120; however, I believe
- 19 there was further discussions around the table that
- 20 changed 120, and I know line for line what now
- 21 exists in 120, I can't remember who came up with
- 22 which words.
- 23 MR. FREVERT: Towards the end of the
- 24 discussion Fred Andy recognized that he thought he

- 1 could take the lead on crafting the words to depict
- 2 the concept we were discussing, and I believe these
- 3 exact words came from Fred.
- 4 MR. TRISTANO: But I want to make
- 5 sure, one last question, and I think you guys have
- 6 been very helpful. I want to follow-up. This
- 7 section is a two-part test, is it not? Because as I
- 8 understand it, you have to fulfill what is in (A)
- 9 and one or more of what's 1, 2, 3 and 4; is that
- 10 interpretation correct?
- MR. ETTINGER: Is that addressed to
- 12 me?
- MR. TRISTANO: I am seeking
- 14 information.
- MR. ETTINGER: In general, I would
- 16 focus on shall. It says they shall if they
- 17 significantly modify a draft permit and weighing
- 18 these factors, they feel that further written
- 19 comment is necessary. So that's the way it's
- 20 drafted as to shall, and so I agree with you, it's a
- 21 two-part test. If they don't modify the permit at
- 22 all, then we never consider those factors.
- 23 MR. FREVERT: I would give you a
- 24 different answer. I don't believe it's a two-part

- 1 test. The Agency makes the determination with good
- 2 cause and reason to extend comment, and in making
- 3 that determination these are some of the factors and
- 4 the thought process.
- 5 MR. TRISTANO: Let me make sure. The
- 6 reason I said it's a two-part test is the first
- 7 test, as I understand this, is that there was a
- 8 major modification, significant modification. Now
- 9 if that's the case, then you look to 1, 2, 3 and 4.
- 10 If there is no modification, the
- 11 way I understand the language, I want to make sure,
- 12 you don't look to 1, 2, 3, and 4.
- 13 MR. FREVERT: In that context, I agree
- 14 with you.
- 15 MR. SOFAT: The test has to be
- 16 significant modification, and it is not a logical
- 17 outgrowth of the draft order. And how do we
- 18 determine that? That's where 1, 2, 3 and 4 comes
- 19 in.
- MR. TRISTANO: I am done. Thank you.
- 21 MR. ETTINGER: I have one question
- 22 actually of Ms. Hodge if she wants to answer it,
- 23 which is that I asked Toby whether or not he
- 24 believed the Agency had authority to reopen the

- 1 hearing -- this is not shall, but may reopen the
- 2 comment period after the hearing if it believes it's
- 3 necessary. My question to IERG is: Do you agree
- 4 that the Agency has that authority?
- MS. HODGE: We have heard the Agency's
- 6 testimony. We would probably reserve on this until
- 7 the written comments because I personally can't
- 8 answer that. I don't know whether they have the
- 9 authority. We will address that in our comment.
- MR. ETTINGER: I commend her for being
- 11 a much more careful and thoughtful lawyer than I am.
- MR. HARSCH: Sanjay, you invited some
- 13 clarification on 120, can you provide any further
- 14 illumination of how subsection 4 is useful.
- MS. TIPSORD: Before you answer that,
- 16 we need to have you sworn in.
- 17 (Witness duly sworn.)
- 18 MR. SOFAT: Now I forgot the question.
- 19 One thing I would like to stress here is that this
- 20 section is not going to be used very often. It's
- 21 only going to be in situations where -- and I don't
- 22 think I could provide a technical example -- but
- 23 only where we have situations like Toby tried to
- 24 explain, which requires additional public

- 1 participation because the public participation on a
- 2 particular issue was either totally missing or not
- 3 adequate at all at the beginning or at the draft
- 4 permit stage. So that is how we envision -- that's
- 5 how we envision this section to play the role. It's
- 6 not going to be a frequent use of the section.
- 7 MR. HARSCH: The whole section is not
- 8 going to be used very often. Can you provide any
- 9 further illumination of what subsection 4 might
- 10 mean?
- 11 Again, it seems any change you
- 12 make would be responsive to public comments and,
- 13 therefore, you would always be able to satisfy that
- 14 condition, or maybe I'm not reading it right.
- MR. SOFAT: I am going to qualify my
- 16 answer by saying it's not in my legal memorandum
- 17 right now. But the way I read this condition is
- 18 that it's very similar to number 1. If a condition
- 19 or a modification efforts because of the comments
- 20 provided by a party, then it is not going to
- 21 trigger.
- Like Toby was saying, we are going
- 23 to get comments and we are going to make changes to
- 24 the permit. That should not trigger 309.120. And I

- 1 guess 4 is confusing because 1, 2, 3 says the
- 2 parties could not have reasonably anticipated the
- 3 final permit and if the answer is yes, then you use
- 4 it. On the other hand, number 4 says the changes
- 5 made in the final permit represent an attempt by the
- 6 Agency, if the answer is yes, then you don't use
- 7 120.
- 8 MR. HARSCH: You have covered it. No,
- 9 no, no and yes.
- MR. ETTINGER: Or it's a factor to be
- 11 considered.
- MS. TIPSORD: Anything further?
- MR. ETTINGER: I would like to say
- 14 it's the -- if someone really wants to cut that,
- 15 that was, as I said, the result of this discussion
- 16 and we didn't challenge it because it was part of
- 17 the discussion, and we thought someone else at the
- 18 table wanted this. Frankly, I'm not sure which way
- 19 that 4 will cut in some cases. And I would say
- 20 again these are factors to consider which is what
- 21 the rule says. It doesn't -- you have a whole lot
- of 1 and a little bit of 2, those would be factors
- 23 to consider and it doesn't give an automatic
- 24 trigger.

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                                 Anything further?
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                   MS. TIPSORD:
                                                     Go
     off the record for a moment.
 2
                                 (Off the record
 3
                                 discussion.)
                   MS. TIPSORD: Back on the record.
 5
     After a discussion held off the record, the comment
 6
 7
     period will close 45 days after the receipt of the
     transcript from this hearing. I'll follow with a
 8
 9
     written hearing officer order to all participants
10
     notifying them of the closing comment period.
     that time, the Board will take into consideration
11
12
     all your testimony and the comments and proceed.
                       I want to thank you all. This has
13
14
     been a very helpful hearing and I appreciate it.
                   DR. GIRARD: Let me also thank
15
16
     everyone for their time and effort. The fact that
     we have narrowed the areas of disagreement down to
17
     such a short list now compared to what they were at
18
     the beginning of this rulemaking, is a real
19
     testimony to the amount of time and effort that
20
     everyone has put into it. And the Board is very
21
     grateful that you have reduced our workload in this,
22
23
     and it's because you have done so much work and we
     do appreciate it. Thank you.
24
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                     MS. TIPSORD: If there is nothing
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     further, we are adjourned. Thank you all.
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     STATE OF ILLINOIS )
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                        ) SS.
     COUNTY OF C O O K )
 2
 3
                    KATHLEEN J. PACULT, being first duly
 4
     sworn, on oath, says that she is the court reporter
 5
     who reported in shorthand the proceedings had of the
 6
     said cause, and that the foregoing is a true and
 7
     correct transcript of her shorthand notes so taken
     as aforesaid.
 9
10
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12
                         KATHLEEN J. PA¢ULT, C.S.R.
                         C.S.R. License # 084-004180
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