ILLINOIS POLLUTION CONTROL BOARD February 24, 2005

IN THE MATTER OF:)		
CITGO PETROLEUM CORPORATION and PDV MIDWEST REFINING, L.L.C.,)))		
Petitioners,)		
vs.)	PCB	05-85
)		
ILLINOIS ENVIRONMENTAL)		
PROTECTION AGENCY,	·)		
	.)		
Respondent)		

Report of proceedings had at the Illinois

Pollution Control Board Hearing, held at 100 West

Randolph Street, Chicago, Illinois, on the 24th day of

February, A.D., 2005, commencing at the hour of

9:00 a.m.

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     APPEARANCES:
 2
       Mr. Bradley P. Halloran
       Mr. Anand Rao
       Ms. Alisa Liu, P.E.
 3
       (Illinois Pollution Control Board)
       100 West Randolph Street
 4
       Suite 11-500
 5
       Chicago, Illinois 60601
       (312) 814-8917
 6
       Mr. Jeffrey C. Fort
       Ms. Letissa Carver Reid
 7
       (Sonnenschein, Nath & Rosenthal, LLP)
       233 South Wacker Drive
       Suite 8000
       Chicago, Illinois 60606
       (312) 876-2380
10
       Mr. James A. Day
       Mr. Darin E. LeCrone
11
       Mr. Scott A. Twait
       (Illinois Environmental Protection Agency)
12
       1021 North Grand Avenue East
       Springfield, Illinois 62794
13
       (217) 782-0610
14
     ALSO PRESENT: Ms. Brigitte Postel
15
                    Mr. James E. Huff, P.E.
                    Mr. Claude W. Harmon
16
                    Ms. Stacy Ford
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1	MR. HALLORAN: We're on the record.
2	Good morning, everybody. My name is Bradley
3	Halloran. I'm a hearing officer with the
4	Illinois Pollution Control Board, also
5	assigned to this matter. It's entitled
6	It's PCB 05-85, CITGO Petroleum Corporation
7	and PDV Midwest Refining, L.L.C., are the
8	petitioners, vs. The Illinois Environmental
9	Protection Agency, the respondent.
10	Today is February 24th, 2005.
11	It's approximately 9:05. I don't see any
12	members of the public here that are not
13	affiliated with the parties, so we'll move
14	on. I do want to introduce Ms. Alisa Liu and
15	Anand Rao from my technical unit.
16	MS. FORD: I'm not affiliated with a
17	party.
18	MR. HALLORAN: And you're from Exxon?
19	MS. FORD: Mobil.
20	MR. HALLORAN: Mobil. But you're a
21	member Okay. Fine. And your name?
22	MS. FORD: Stacy Ford.
23	MR. HALLORAN: F-O-R-D?
24	Ms. FORD: F-O-R-D.

expectations from the parties. But in any

event, here we are. I apologize for the

tight quarters.

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1	But with that said, would the
2	parties like to introduce themselves?
3	Ms. Carver Reid?
4	MS. CARVER REID: Letissa Carver Reid
5	and Jeffrey Fort of the law firm
6	Sonnenschein, Nath & Rosenthal, 8000 Sears
7	Tower, Chicago 60606, on behalf of the
8	petitioners, CITGO Petroleum Corp. and PDV
9	Midwest Refining, L.L.C.
10	MR. HALLORAN: Thank you. Mr. Day?
11	MR. DAY: James Day. I'm from the
12	Illinois Environmental Protection Agency,
13	division of legal counsel, representing the
14	Illinois Environmental Protection Agency. We
15	have here, also on behalf of the Agency,
16	Mr. Darin LeCrone and Mr. Scott Twait.
17	MR. HALLORAN: Thank you very much.
18	We'll just proceed as a normal hearing in
19	this matter. Mr. Fort has suggested he wants
20	to do an opening, and, Mr. Day, you have the
21	opportunity as well.
22	Mr. Fort?
23	MR. FORT: Thank you, Mr. Hearing

Officer. CITGO -- Or the petitioners, CITGO

and PDV Midwest, appreciate the opportunity to be before the Board and the Agency and working with both agencies on this project.

The variance that we are seeking is part of a significant project by CITGO for environmental improvement. As the record shows, CITGO has entered into a consent agreement with U.S. EPA in four states, including Illinois. The Lemont Refinery is among three of the refineries covered by this consent decree.

The consent decree calls for significant emission reductions from these sources owned and/or operated by CITGO and related entities. A major part of the substantial reduction in sulfur dioxide and nitrous oxide emissions required in that consent decree will come at the Lemont Refinery. So this project, overall project, has a significant environmental benefit to the people of the State of Illinois, and CITGO is firmly committed to meeting its obligations under that consent decree.

This variance deals with total

dissolved solids in the wastewater and is required only because of additions of total dissolved solids to the Chicago Ship Canal and Illinois River that arise completely separate from and independent of the present or future discharges of TDS by the CITGO Lemont Refinery.

amount of equipment in its design and adjusted its design to minimize the environmental effects of its wastewater discharges from the wet gas scrubber, which is the principal air emission reduction technology being employed under the consent decree. CITGO has been able to modify the design and to achieve compliance with all other wastewater parameters except for total dissolved solids. And the TDS issue is not caused by CITGO or the consent decree, but by the snowmelt from road deicing activities.

As the Board knows, the test for variance relief is whether or not the burden on the petitioner outweighs the adverse effect on the public. Here we believe the

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The relative effect of the TDS discharge here is within the sampling sensitivity of the instrumentation to sample for TDS. We can do a mass balance calculation, and we know that due to snowmelt, there had been elevated levels of TDS in the Illinois River. One cannot model and verify it just because of the variability in the sampling instruments. And Jim Huff's testimony will address that further.

Most importantly, there's no practical alternative to avoid the TDS and

schedule is included as Exhibit 2.

lacking to do a refiling of the variance

petition with all the details requested even

though most of those details have been

discussed with the air division and the water

permitting division of Illinois EPA before we

filed this variance.

We requested a hearing in order to expedite the Board ruling on this request and to stay on schedule under the consent decree. And we do appreciate the Agency and the Board working on this tight schedule with us.

We've worked closely with IEPA and believe they will issue a favorable recommendation based upon the additional information and additions provided in this record with respect to this variance petition.

All the information that has been provided informally to the Agency is included in our exhibits and testimony today, and I would particularly call your attention to Exhibits 2 through 6. We had several discussions with the Agency about the conditions for this variance. The language in Exhibit 7 was modified from that presented

in a petition to address the Agency comments.

2.0

The Board questions anticipated many of the facts that we were going to present. We revised our presentation to be responsive to the specific questions raised by the Board and to the questions raised by the Agency's recommendation. And that comes in the testimony of Mr. Harmon and Mr. Huff.

The revised compliance plan focuses on a continued monitoring and fine-tuning of the extent of TDS issues in the Illinois River. This provides data that is not otherwise routinely collected by IEPA and we believe will enhance the understanding of the snowmelt conditions. We believe this will provide information that the Agency might not otherwise have the funding to undertake and could lead to better understanding of the snowmelt phenomenon and perhaps yield ideas on how to reduce that impact.

During this time, CITGO will be evaluating ways to restrict its discharge during those events. We project being in

compliance, through whatever method becomes 1 necessary, within the five-year period of this variance. 3 To answer a couple of the questions of the Board, the relief is just for TDS, total dissolved solids, not for sulfates. The refinery address is 135th 7 Street and New Avenue in Lemont. Before the site-specific rule change was adopted, the refinery, then owned by Unical (phonetic), 10 underwent a series of variances relating to 11 ammonia nitrogen. Those variances led to and 12 13 were resolved by the site-specific effluent standard at 35 Illinois Administrative 14 15 Code 304.213 for ammonia nitrogen, which were 16 adopted in rule-making proceedings, R84-13, 17 R93-8, and R98-14.

Last of all, we would ask the Agency to confirm that they support the variance and the conditions being presented today based on this record.

MR. HALLORAN: Thank you, Mr. Fort.

Mr. Day?

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MR. DAY: I would like to take this

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Environmental Protection Act and the rules promulgated thereunder, our agency did complete a review of this petition, and we found two marked defects that prevented us from recommending that the petition be granted. The first of those, which of course was noted in our recommendation for denial, was that the consent order relied upon for the justifications for seeking this variance did not appear to be final or entered by a court as the petition stood as filed.

Secondly, the compliance plan included in the petition was lacking. That compliance plan appeared at pages 11 and 12 of the original petition.

Based on those two issues, as

Mr. Fort described, we've been in
communication with the applicant, the
petitioner, for many weeks now; and we have
had the opportunity to negotiate and review
all of the evidence and testimony which is
expected to be provided today.

Assuming that those exhibits meet with our expectations and the testimony follows what we've been led to expect, it is a safe presumption that at the close of today's hearing, our agency will be in support of this petition.

MR. HALLORAN: Okay. Thank you.

And with that said, I do want to add that our technical unit has been feverishly wading through the prefiled testimony that was filed on February 17th, and it may be necessary during the posthearing briefing that they may have additional questions regarding the prefiled testimony or the testimony that's about to take place today. So I just want to let everybody know that.

With that said, Ms. Carver Reid,

1	do you want to address the prefiled
2	testimony?
. 3	MS. CARVER REID: Actually, we'd like
4	to enter the prefiled testimony of Mr. Claude
5	Harmon and Mr. James Huff, have it
6	transcribed into the record as if read here
7	today, so that we can be expeditious in this
8	matter and avoid delay by reading the actual
9	testimony that's already been filed into the
10	record.
11	MR. HALLORAN: And you'll give the
12	court reporter a copy of that?
13	MS. CARVER REID: Yes.
14	MR. HALLORAN: Mr. Day, do you have
15	any objection to that?
16	MR. DAY: No, I don't.
17	MR. HALLORAN: Sure. That will be
18	done. We'll give the prefiled testimony to
19	the court reporter, and she can transcribe it
20	into the record as if read.
21	MS. CARVER REID: Actually, I'd like
22	to swear in the witnesses and just have them
23	verify the content of the testimony.
24	MR. HALLORAN: Sure.

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MS. CARVER REID: Our first witness is
 1
            going to be Mr. Claude Harmon.
                        (Witness sworn.)
 3
     WHEREUPON:
                       CLAUDE W. HARMON
     called as a witness herein, having been first duly
 6
 7
     sworn, was examined and testified as follows:
                          EXAMINATION
     BY MS. CARVER REID:
 9
                   Mr. Harmon, will you state your name
10
            Q.
     and spell your last name for the record?
11
                   My name is Claude Harmon, H-A-R-M-O-N.
12
            Α.
                   By whom are you currently employed?
13
            Q.
            Α.
                   CITGO Petroleum Corporation.
14
                   Will you please state your business
15
            Q.
16
     address?
17
            Α.
                    135th Street and New Avenue, Lemont,
18
     Illinois.
19
            Q.
                  And the zip code?
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            Α.
                   60439.
21
            Q.
                   Mr. Harmon, what is your current title
22
     at CITGO?
23
            Α.
                   I'm the environmental manager at the
     Lemont Refinery.
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21 MR. HALLORAN: Any objection, Mr. Day? 22 MR. DAY:

No.

23 MR. HALLORAN: So be it.

read.

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	Page
1	Page TESTIMONY OF CLAUDE HARMON
2	My name is Claude Harmon. My current position
3	is Environmental Manager for the Lemont Refinery.
4	have had this responsibility since August 1994. I
5	have been in the environmental field for 30 years
6	including 16 years with the Illinois Central
7	Railroad, two years with Morton International and
8	12 years at the Lemont Refinery, which was first
9	owned by UNO-VEN when I began and is now operated by
10	CITGO. I received a Bachelor of Science degree in
11	Environmental Biology from Eastern Illinois
12	University. I am affiliated with various
13	environmental committees. I am a member of the
14	National Petroleum Refiners Association. I am a
15	member of the Illinois Association of Environmental
16	Professionals. I am also a Certified Hazardous
17	Materials Manager with the National Registry of
18	Environmental Professionals.
19	The purpose of my testimony is to describe the

current efforts by CITGO and the Lemont Refinery to 20 reduce the Lemont Refinery's air and water 21 emissions. The Illinois Pollution Control Board 22 (the "Board") already is aware of the Lemont 23 Refinery's efforts to achieve the ammonia nitrogen

- 1 standard through regulatory proceedings (R84-13,
- 2 R93-8 and R98-14), which led to the current
- 3 site-specific limitation for ammonia nitrogen for
- 4 the Lemont Refinery at 35 IAC 304.213. Last fall,
- 5 CITGO and PDV Midwest Refining, L.L.C. (collectively
- 6 referred to as "CITGO") completed negotiations with
- 7 U.S. EPA and the environmental authorities for
- 8 Illinois, Georgia, Louisiana, and New Jersey to
- 9 substantially reduce emissions of SO2 and NOx, by
- 10 23,000 and 7,000 tons respectively, from three
- 11 refineries including the Lemont Refinery and two
- 12 asphalt plants. For the Lemont Refinery, the
- 13 estimated SO2 and NOx emission reductions are 15,000
- 14 and 1,100 tons respectively. That agreement was
- 15 embodied in a consent decree that was approved on
- January 26, 2005; a copy of that signed consent
- 17 decree is submitted as Exhibit 1.
- 18 The consent decree includes an ambitious
- 19 construction and compliance schedule for the Lemont
- 20 Refinery. To achieve the necessary reductions, the
- 21 Lemont Refinery must install a wet gas scrubber in
- 22 the Fluidized Catalytic Cracking Unit ("FCCU"), as
- 23 well as substantial support equipment and controls.
- 24 This requires a major construction project extending

- 1 approximately 20 months. Exhibit 2 is a copy of the
- 2 compliance schedule for the Lemont Refinery to
- 3 comply with the consent decree. Stipulated
- 4 penalties and other sanctions may be imposed if
- 5 CITGO does not meet the consent decree schedule.
- 6 As described in our variance petition, to meet
- 7 the emission requirements of the consent decree, we
- 8 are installing the wet gas scrubber in the FCCU, as
- 9 well as other equipment at the Lemont Refinery.
- 10 (See Exhibit 3 (construction permit drawings
- 11 depicting the new equipment to be installed and a
- 12 description of the same.)) The result is to
- increase the amount of total dissolved solids
- 14 ("TDS") in the Lemont Refinery treated wastewater.
- 15 Exhibit 4 is a copy of the Variance Petition filed
- in this matter on November 8, 2004, which contains
- 17 further information.
- One of the critical path items is to obtain a
- 19 construction permit from the water division of
- 20 Illinois Environmental Protection Agency ("IEPA").
- 21 Exhibit 5 is a copy of the application for that
- 22 construction permit. On December 3, 2004, we
- 23 submitted that construction permit application,
- 24 consistent with the overall construction schedule.

- 1 In preliminary conversations with the water division
- 2 of IEPA, we learned of two critical issues that pose
- 3 challenges for the consent decree schedule. First,
- 4 IEPA will not grant the construction permit without
- 5 also issuing a modified National Pollutant Discharge
- 6 Elimination System ("NPDES") permit. Second,
- 7 because there has been an exceedance of the TDS
- 8 standard in the past, in association with snowmelt
- 9 runoff, carrying road salt and similar compounds
- into the streams, IEPA could not issue a NPDES
- 11 permit for this project unless CITGO obtained a
- 12 variance from the Board. Hence, the variance
- 13 petition was filed soon after the consent decree was
- 14 announced publicly.
- The Board has before it that variance petition.
- 16 I will not repeat what we already have presented in
- 17 this record. But I will respond to some of the
- 18 questions propounded by the Board, as well as
- 19 confirm certain information that we presented to
- 20 IEPA since we began this petition process.
- 21 DESCRIPTION OF ACTIVITY
- (Responses to Board Questions 4a, 4b)
- No specific projects are being developed that
- 24 would increase the production rate, hence there is

- 1 no impact on the amount of TDS and sulfates
- 2 discharged.
- 3 The chemical used in the wet gas scrubbing
- 4 process was described as "Caustic" in the
- 5 construction permit application submitted to IEPA in
- 6 December 2004 (Exhibit 5). "Caustic" references a
- 7 Sodium Hydroxide solution.
- 8 PROJECTED WATER QUALITY IMPACTS
- 9 (Responses to Board Questions 6a, 6b, 6c, 6d)
- 10 TDS tests for the wastewater treatment plant
- 11 ("WWTP") discharge are run on a weekly basis. Below
- 12 are monthly averages for year 2004:

13	Yr 2004	TDS (ppm)
14	January	2493
	February	2644
15	March	2183
	April	2244
16	May	1977
	June	1474
17	July	1680
	August	1504
18	September	1699
	October	2003
19	November	1948
	December	1597
20		

- 21 Sulfate is not a parameter that is routinely
- 22 tested for the WWTP discharge.
- The proposed design flow rate was described in
- 24 the construction permit application submitted to

- 1 IEPA in December 2004 (Exhibit 5). The expected
- 2 concentrations of both TDS and sulfates in the purge
- 3 water from the wet gas scrubber were described in
- 4 the construction permit application submitted to
- 5 IEPA in December 2004 (Exhibit 5). Projected
- 6 increases in both TDS and sulfates in the discharge
- 7 after the wet gas scrubber begins operation are
- 8 described in James Huff's December 2004 report
- 9 "Impact of CITGO's Proposed Discharge on Water
- 10 Quality" (Exhibit 6.)
- 11 DETAILED COMPLIANCE PLAN
- 12 (Responses to Board Questions 9a, 9b)
- The proposed wet gas scrubber will impact the
- 14 TDS and sulfate levels in the refinery's effluent
- once the unit becomes operational. The expected
- 16 concentrations of both TDS and sulfates in the
- 17 discharge are described in James Huff's December
- 18 2004 report "Impact of CITGO's Proposed Discharge on
- 19 Water Quality" (Exhibit 6) and the construction
- 20 permit application submitted to IEPA in December
- 21 2004 (Exhibit 5).
- The negotiated compliance plan, completed to
- 23 the satisfaction of IEPA, has been submitted to the
- 24 Board as Exhibit 7. The proposed TDS compliance

- 1 plan requires that extensive TDS data be taken from
- 2 the Des Plaines River at the I-55 Bridge during the
- 3 winter months. Following two seasons of stream
- 4 testing, the Lemont Refinery will be able to size
- 5 the required holding tank or basin for the wet gas
- 6 scrubber discharge during periods of high salinity.
- 7 The project for the retention system would commence
- 8 by March 1, 2009. The project would be completed by
- 9 the winter season beginning December 1, 2009.
- 10 OTHER ENVIRONMENTAL IMPACT
- 11 (Response to Board Question 10f)
- 12 Currently, the only option for a managed
- 13 release program would entail using the storm water
- 14 basin ("SWB") for retention. The SWB is used to
- 15 collect site storm water runoff and drainage from
- 16 naturally existing waterways. Over the last few
- 17 years, a pronounced increase in storm water volume
- 18 has occurred due to residential developments near
- 19 the northwest facility boundary. The runoff from
- 20 these developments feeds into the naturally existing
- 21 waterways that terminate within the Lemont
- 22 Refinery's boundaries and ultimately end up in the
- 23 SWB. Due to a special condition in the Groundwater
- 24 Management Zone Approval Letter, issued by the

- 1 Bureau of Water Permit section, the SWB water level
- 2 must be managed below 12'9" due to the groundwater
- 3 gradient. Because of the existing difficulties
- 4 associated with managing the water level below 12'9"
- 5 with the additional burden created by the increased
- 6 storm water runoff volume from residential
- 7 developments, to try to retain the wet gas scrubber
- 8 effluent during periods of snowmelt and deicing
- 9 would not be a viable option at this time. However,
- 10 strategies to divert the residential runoff prior to
- 11 crossing the Lemont Refinery boundaries are being
- 12 pursued. If a diversion project is implemented,
- 13 retention of the wet gas scrubber effluent (due to
- 14 snowmelt conditions) in the SWB may be feasible.
- MS. CARVER REID: We have a second
- witness that I'd also like to verify, do the
- same and verify his testimony as well.
- 18 MR. HALLORAN: Okay. Do you want to
- do that now? Or I thought we'd take care of
- 20 Mr. Harmon first and then -- Let's take care
- of Mr. Harmon first.
- Do you have any direct, such as it
- is, of Mr. Harmon?
- MS. CARVER REID: No, I don't.

- Q. Will you please state the business
- 2 address for Huff & Huff, Inc.?
- 3 A. 512 West Burlington Avenue, LaGrange,
- 4 Illinois 60525.
- 5 Q. And can you tell us when Huff & Huff,
- 6 Inc., was founded?
- 7 A. 1979.
- 8 Q. Mr. Huff, was your prefiled testimony
- 9 filed in this matter on February 17th, 2005?
- 10 A. My understanding, yes.
- 11 Q. Is this a copy of that same prefiled
- 12 testimony?
- 13 A. Yes, it is.
- Q. Do you verify that your prefiled
- 15 testimony is true and correct?
- 16 A. Yes.
- 17 Q. As you are aware, Exhibits 1 through
- 18 15 were filed in support of your prefiled testimony.
- 19 Do you verify that the contents of Exhibits 1
- 20 through 15 is true and correct?
- A. To the best of my knowledge, yes.
- MS. CARVER REID: At this time we
- request that the prefiled testimony of
- James E. Huff be transcribed into the record

- 1 as if read.
- MR. HALLORAN: Mr. Day, any objection?
- 3 MR. DAY: No.
- 4 TESTIMONY OF JAMES E. HUFF
- 5 My name is James E. Huff. I am Vice President
- 6 and part owner of Huff & Huff, Inc., an
- 7 environmental consulting firm founded in 1979. I
- 8 received a Bachelor of Science in Chemical
- 9 Engineering in 1970 from Purdue University and was
- 10 awarded a Masters of Science in Engineering from the
- 11 Environmental Engineering Department at Purdue
- 12 University in 1971. I am a registered Professional
- 13 Engineer in Illinois as well as in New Jersey.
- I currently serve on the Board of Directors for
- the American Council of Engineering Companies-IL and
- 16 served three years as Chair of the Illinois
- 17 Environmental Protection Agency Liaison Committee
- 18 for the same organization. I also serve on the
- 19 Illinois Statewide Nutrient Science Committee, which
- 20 is charged with proposing state nutrient standards,
- 21 and am the lead consultant for the Northeastern
- 22 Illinois Planning Commission ("NIPC") for evaluating
- 23 Facility Planning Amendment requests for consistency
- 24 with NIPC's Water Quality Management Plan.

- 1 My work experience includes two years with
- 2 Mobil Oil as an Advanced Environmental Engineer
- 3 during the construction and start-up of the Joliet
- 4 Refinery. My responsibilities at the Joliet
- 5 Refinery included the construction oversight and
- 6 start-up of the wastewater treatment facilities,
- 7 technical support for the wastewater treatment
- 8 including sampling, discharge monitoring reports,
- 9 and National Pollutant Discharge Elimination System
- 10 ("NPDES") permit preparation. From this experience,
- 11 I am familiar with refinery operations and the
- 12 associated wastewater treatment, as well as the
- 13 Des Plaines River.
- 14 After leaving Mobil in the fall of 1973, I was
- 15 employed for three years at IIT Research Institute
- in the Chemical Engineering Department, working on
- 17 advanced wastewater treatment projects including
- 18 catalytic oxidation of cyanide in petroleum
- 19 wastewaters. I also assisted in preparing the
- 20 Economic Impact/Cost-Benefit Analysis on a proposed
- 21 total dissolved solids ("TDS") rule change in
- 22 Illinois. I then spent four years with Armak
- 23 Company, now called Akzo Nobel Chemicals. I was the
- 24 Corporate Manager of Environmental Affairs

- 1 responsible for regulatory compliance and
- 2 engineering design of environmental systems at nine
- 3 manufacturing facilities in the United States and
- 4 Canada including fatty amines plants in McCook and
- 5 Morris, Illinois.
- For the last 25 years at Huff & Huff, Inc., I
- 7 have been involved in over 30 environmental impact
- 8 studies associated with the impact of wastewater
- 9 discharges on receiving streams throughout the
- 10 United States. Some of these studies have involved
- 11 TDS, sulfates, and chlorides. Surveys I have been
- 12 involved with in Illinois have included the
- 13 following streams: Chicago Sanitary and Ship Canal,
- 14 Des Plaines River, Casey Fork Creek, Aux Sable
- 15 Creek, Flint Creek, Mill Creek, Thorn Creek, Kent
- 16 Creek, Fox River, Mississippi River, Deer Run Creek,
- 17 Salt Fork of the Saline River, Cedar Creek, Tyler
- 18 Creek, Kishwaukee River. These stream surveys have
- included water quality, fish, macroinvertebrate,
- 20 mussels and sediment quality. I also have completed
- 21 mixing zone studies on the large streams listed
- 22 above.
- I have worked with the Lemont Refinery for the
- 24 past 22 years on various wastewater issues including

- 1 two adjusted standards relating to ammonia, a mixing
- zone study, collection of macroinvertebrates in the
- 3 Ship Canal, modeling of ammonia from the Lemont
- 4 Refinery all the way down the Illinois River,
- 5 preparation of a Storm Water Pollution Prevention
- 6 Plan for the Lemont Refinery, and preparation of
- 7 environmental training modules for a variety of
- 8 subjects.
- 9 I have been retained by CITGO Petroleum
- 10 Corporation's Lemont Refinery to assist in the
- 11 evaluation of alternatives for the wastewater stream
- 12 generated by the new FCC wet gas scrubber,
- 13 identifying water quality impacts, preparing the
- 14 construction permit and NPDES permit modification
- 15 applications, and providing technical support on the
- 16 variance petition. A copy of my resume is presented
- 17 in Exhibit 8.
- 18 Presented herein is a description of the areas
- 19 I have investigated that are related to the variance
- 20 petition, which incorporates questions raised by the
- 21 Illinois Pollution Control Board (the "Board") and
- 22 Illinois Environmental Protection Agency ("IEPA" or
- 23 the "Agency") in these same areas.

1	APPLICABLE REGULATIONS
2	The requested variance is for TDS in the
3	Chicago Sanitary and Ship Canal and the Des Plaines
4	River. The wet gas scrubber discharge will contain
5	significant sodium sulfate, which essentially is the
6	source of the TDS subject to the variance request.
7	To the I-55 Bridge, the Des Plaines River is
8	classified as a Secondary Contact waterway with a
9	TDS water quality standard of 1,500 mg/L. From the
10	I-55 Bridge downstream, the Des Plaines River is
11	classified as General Use with a TDS water quality
12	standard of 1,000 mg/L.
13	There are no water quality standards on sodium
14	The sulfate General Use water quality standard is
15	500 mg/L. There is no Secondary Contact water
16.	quality standard for sulfate. The proposed
17	discharge will not cause or contribute to a sulfate
18	water quality exceedance, and therefore a variance
19	for the sulfate component is not requested.
20	EXISTING WATER QUALITY DATA
21	(Responses to Board Questions 7a and 10b; IEPA
22	Recommendation Comments 15 and 19)
23	The Lemont Refinery has collected TDS samples
24	from the Chicago Sanitary and Ship Canal weekly from

- 1 1998 to 2005. Exhibit 9 presents these eight-plus
- 2 years of data, collected upstream of the Lemont
- 3 Refinery's wastewater discharge. To date, no TDS
- 4 water quality exceedances were recorded in 1998,
- 5 1999, 2000, 2001, 2003, 2004, and 2005. In 2002,
- 6 one exceedance occurred on March 8, 2002 when a TDS
- 7 level of 1,636 mg/L was recorded.
- 8 A previously submitted document entitled
- 9 "Impact of CITGO's Proposed Discharge on Water
- 10 Quality" (Exhibit 6) contains TDS data collected by
- 11 the Metropolitan Water Reclamation District of
- 12 Greater Chicago ("MWRDGC") on the same waterway from
- 13 2000 to 2002. At the Lockport Lock & Dam,
- 14 downstream of the Lemont Refinery outfall, on TDS
- 15 exceedance (1,595 mg/L) was documented on January 4,
- 16 2001. (The Lemont Refinery recorded 1,408 mg/L on
- 17 January 5, 2001.) At the next station, Jefferson
- 18 Street in Joliet, one TDS exceedance (1,535 mg/L)
- 19 was recorded on February 24, 2000. Further
- 20 downstream at the Empress casino, one exceedance
- (1,867 mg/L) was recorded also on February 24, 2000.
- 22 At the I-55 Bridge, where the General Use water
- 23 quality standard begins, the 1,000 mg/L standard was
- exceeded on the following dates: 3/16/2000 1,902

- 1 mg/L, 1/25/2001 1,194 mg/L, 2/1/2001 1,075 mg/L,
- $2 \frac{2}{8} \frac{2001 1,139 \text{ mg/L}}{2001}$. The last three occurred over
- 3 three consecutive sampling events, implying that the
- 4 TDS excursion was persistent for at least 15 days.
- 5 A review of all the TDS data (Exhibits 6 and 9)
- 6 reveals that all of the elevated TDS readings occur
- 7 in the winter, and are attributable to snowmelt
- 8 runoff carrying salt runoff from highway deicing
- 9 activities. The Agency's Recommendation Comment 15
- 10 states that no information has been provided between
- 11 the discharge and downstream water quality standard
- 12 violation. Assuming during snowmelt the streams are
- 13 at their harmonic mean flow, the flow at the I-55
- 14 Bridge would be 3,690 cfs. This is a conservative
- 15 flow estimate. At 1,000 mg/L TDS, this translates
- into 20,000,000 pounds per day of TDS passing
- 17 beneath the I-55 Bridge. The Lemont Refinery wet
- 18 gas scrubber will contribute an average 215,000
- 19 pounds per day, or approximately 11 mg/L, or 1
- 20 percent of the total loading under this scenario.
- 21 According to Standard Methods, the precision of the
- 22 TDS test method with a known sample TDS
- 23 concentration of 293 mg/L when tested in 77 samples
- 24 yielded a standard deviation of 21.20 mg/L. In

- 1 essence, the contribution from the Lemont Refinery
- 2 will be less than the precision of this test when
- 3 the Des Plaines River exceeds 1,000 mg/L. Note,
- 4 when the 1,902 mg/L TDS was recorded in the
- 5 Des Plaines River, this is equivalent to 38,000,000
- 6 pounds per day of TDS, and the Lemont Refinery's
- 7 contribution would be on the order of 0.6 percent of
- 8 the total loading.
- 9 There is a strong correlation between the
- 10 upstream TDS readings and the downstream TDS
- 11 readings. This is to be expected as TDS is
- 12 considered a "conservative" pollutant; that is,
- 13 there is little or no reduction due to chemical or
- 14 biological processes. In addition, the
- 15 preponderance of flow at the I-55 Bridge originates
- 16 from the Chicago Area, so there is limited
- 17 dilutional effects until further downstream.
- 18 TOXICITY/FUTURE POSSIBLE CHANGES IN WATER QUALITY
- 19 Water quality standards historically have been
- 20 developed based on toxicity. As TDS is composed of
- 21 a variety of anions and cations, there are no
- 22 "toxicity" values that can be applied to the generic
- 23 TDS parameter. Sulfates and chlorides make up the
- 24 majority of the anions, and these compounds

- 1 typically are regulated. In Illinois for General
- 2 Use waters, TDS, sulfates and chlorides all are
- 3 regulated.
- 4 Several years ago, IEPA began a detailed review
- of these water quality standards that by early 2004
- 6 led the Agency to hold a stakeholders' meeting. The
- 7 Agency, at this point, believed that technical data
- 8 supported elimination of the TDS water quality
- 9 standard and increasing the sulfate General Use
- 10 limit to approximately 1,800 mg/L. Information
- 11 provided to the stakeholders by the Agency on this
- 12 issue is included in Exhibit 10.
- U.S. EPA's review of the Agency's work has lead
- 14 to additional toxicity testing by the State of
- 15 Illinois, which is ongoing and expected to be
- 16 completed by September 2005. If the additional
- 17 toxicity tests are consistent with the previous
- 18 research, the Agency is expected to propose these
- 19 changes in water quality standards in the fourth
- 20 quarter of 2005.
- 21 The Agency's efforts are relevant to the Lemont
- 22 Refinery's petition, as it goes to the environmental
- 23 impact the proposed discharge will have; that is,
- 24 sodium sulfate, at the proposed levels discharged,

- 1 will not impact the aquatic community in the Chicago
- 2 Sanitary and Ship Canal or in the Des Plaines River.
- 3 There is no adverse effect on aquatic life due to
- 4 TDS and sulfate levels.
- 5 PROJECTED EFFLUENT CONTRIBUTION
- 6 (Responses to Board Questions 6 and 11
- 7 The projected effluent contribution was
- 8 described in my report, "Impact of CITGO's Proposed
- 9 Discharge on Water Quality" (Exhibit 6), and will
- 10 average 215,000 pounds per day of TDS. The loadings
- 11 were further described in the construction permit
- 12 application submitted to IEPA in December 2004
- 13 (Exhibit 5), and also in the NPDES permit
- 14 modification application submitted to the Agency in
- 15 August 2004 (Exhibit 11). Exhibit 12 is a copy of
- 16 the existing NPDES permit.
- 17 PROJECTED WATER QUALITY IMPACTS
- 18 (Responses to Board Questions 10b, 10c, 10d, 10e)
- The projected incremental increase in both TDS
- 20 and sulfates in the Chicago Sanitary and Ship Canal
- 21 and in the Des Plaines River were described in my
- 22 December 2004 report "Impact of CITGO's Proposed
- 23 Discharge on Water Quality" (Exhibit 6). This
- 24 analysis was done based on the 7-day, 10-year low

- 1 flow rates in the streams, and relied on the 1992
- 2 mixing zone study completed by Huff & Huff, Inc.,
- 3 for the Lemont Refinery. (This mixing zone study
- 4 was provided to the Board as part of the Lemont
- 5 Refinery's Ammonia Adjusted Standard request,
- 6 R93-8.) The effluent design has not changed since
- 7 that study, and remains valid with the added flow of
- 8 274,000 gallons per day from the wet gas scrubber.
- 9 ALTERNATIVES
- 10 (Responses to IEPA Recommendation Comment 17 and
- Board Questions 8 and 10f)
- 12 Huff & Huff, Inc., considered several
- 13 alternatives for this 274,000 gallons per day
- 14 stream. Deep well disposal initially was evaluated
- 15 along with direct discharge. The Agency determined
- 16 that the injection of this waste stream would
- 17 constitute a Class I underground injection well in
- 18 Illinois. (See Exhibit 13.) Class I wells require
- 19 injection beneath a cap rock that will prevent
- 20 migration upwards into higher aquifers.
- 21 Northeastern Illinois does not have a cap rock above
- 22 the Mount Simon formation used for disposal wells
- 23 throughout the Midwest, and therefore this
- 24 alternative was not viable.

- 1 Based on the TDS stakeholders' meeting in early
- 2 2004, direct discharge appeared to be the logical
- 3 alternative to deep well disposal. I had
- 4 anticipated that the Agency TDS and sulfate rule
- 5 change would have gone to the Board by mid-2004,
- 6 which possibly would have made this variance request
- 7 unnecessary. This did not happen, and the Agency
- 8 position that the addition of this wastewater stream
- 9 would contribute to the existing TDS violations that
- 10 periodically occur due to salt runoff from highway
- 11 deicing activities leads to this variance request.
- 12 The Board has heard numerous requests over the
- 13 years for variances from the TDS water quality
- 14 standards and these requests consistently have found
- 15 evaporation technology cost- and energy-prohibitive.
- 16 The evaporation costs are described in Exhibit 14.
- 17 These costs were derived from Rhodia's adjusted
- 18 standard request, using scale-up factors.
- 19 TDS COMPLIANCE PLAN AND SCHEDULE
- 20 Exhibit 7 is a proposed TDS compliance
- 21 commitment, which includes tasks and schedules. The
- 22 plan calls for extensive TDS data collection from
- 23 the Des Plaines River at the I-55 Bridge during the
- 24 winter months. After two seasons of stream testing,

- 1 the Lemont Refinery will be in a position to size
- 2 the necessary holding tank or basin for the wet gas
- 3 scrubber discharge during periods of high salinity.
- 4 Physical construction of the holding tank or basin
- 5 would begin by March 1, 2009, and construction would
- 6 be complete for the winter season beginning
- 7 December 1, 2009.
- 8 RESPONSES TO BOARD QUESTIONS 5, 7b, 10b, 10e, 12
- 9 5. Clarify whether Best Available Technology
- 10 ("BAT") applies only to ammonia.
- 11 In the testimony of Robert Stein of Aware
- 12 (R98-14), Mr. Stein compared the entire wastewater
- 13 treatment facilities to the federal BAT
- 14 requirements. Mr. Stein concluded: "[o]ur analysis
- of the Lemont Refinery wastewater treatment system
- indicates that it exceeds the BAT technology for
- 17 refinery wastewater treatment as presented in the
- 18 1982 U.S. EPA Development Document." The BAT
- 19 determination applied to the total wastewater
- 20 stream, not just those that applied to ammonia.
- 7b. Have modeling studies been completed to
- 22 better define the impact on water quality
- 23 violations?
- 24 As noted earlier, TDS is considered a

- 1 conservative pollutant, so modeling after mixing
- 2 essentially is a mass balance. A mass balance
- 3 approach was used to predict the incremental change
- 4 and average TDS and sulfate levels with the addition
- 5 of the proposed discharge. This was presented in my
- 6 December 2004 report, "Impact of CITGO's Proposed
- 7 Discharge on Water Quality" (Exhibit 6). The mixing
- 8 zone study from 1992 was utilized in this same
- 9 report.
- 10 10b. Please comment on the impact of the
- 11 sulfate loading.
- The sulfate impact is presented in my December
- 13 2004 Report "Impact of CITGO's Proposed Discharge on
- 14 Water Quality" (Exhibit 6), and will amount to an
- 15 average of 142,000 pounds per day.
- 16 10e. Please indicate if the current and
- 17 amended NPDES permits allow for mixing of
- 18 Outfall 001.
- The mixing zone study was part of the record in
- 20 the Lemont Refinery's Adjusted Standard request
- 21 (R93-8), and was incorporated in R98-14. This
- 22 mixing zone study was an integral part of the
- 23 ammonia adjusted standard, which was relied upon by
- 24 the Agency in the issuance of the NPDES permits.

- 1 Based on this, the answer is yes, the current and
- 2 amended NPDES permits allow for mixing.
- 3 12. Would you propose interim effluent limits
- 4 on TDS and sulfates? Would you propose monitoring?
- 5 A proposed TDS compliance plan has been
- 6 submitted as Exhibit 7. This compliance plan
- 7 includes extensive stream monitoring.
- 8 Interim effluent limits are not proposed.
- 9 First, no water quality violations of the sulfate
- 10 water quality standard will occur; therefore, there
- is no basis for sulfate effluent limits.
- 12 For TDS, it is clear that the TDS water quality
- violations are due solely to salt runoff from
- 14 highway deicing activities. The proposed discharge
- 15 will not change this fact. Limiting the discharge
- 16 from the Lemont Refinery, if possible, would not
- 17 change the number of TDS water quality violations in
- 18 the Ship Canal or at the I-55 Bridge, as the FCC wet
- 19 gas scrubber will be contributing on the order of
- 1 percent of the total salinity loading during these
- 21 excursions.
- The Agency historically has taken the position
- 23 that the occurrence of water quality exceedances
- 24 downstream of a discharger of the same pollutant

- 1 does not necessarily lead to a more restrictive
- 2 permit limit or enforcement action. As noted by the
- 3 Agency in a letter from Dean J. Studer, Supervisor,
- 4 Southern Municipal Unit, Permit Section of IEPA, to
- 5 Steven Davis, Galesburg Sanitary District, November
- 6 15, 2004: "[t]he intent of the Agency was, and
- 7 still is, that a District action must be responsible
- 8 for a violation of the water quality standard before
- 9 it is considered a permit violation." (See
- 10 Exhibit 15.) The Lemont Refinery request also would
- 11 seem similar to the Village of Wauconda's recent
- 12 NPDES permit, where the Agency, with knowledge of
- 13 dissolved oxygen violations downstream, concluded
- 14 that lowering the effluent BOD5 limit was not
- 15 necessary "since it is believed that this effluent
- 16 will not cause or contribute to a violation of water
- 17 quality standards." (Response to Comments,
- 18 Questions and Concerns regarding the Village of
- 19 Wauconda's NPDES Permit, at p. 13.) As further
- 20 noted by the Agency, "[t]his informatin is limited;
- 21 the extent to which it is representative of normal
- 22 stream conditions and its relationship to Wauconda
- 23 discharge is unknown." The Agency included
- 24 dissolved oxygen monitoring in the NPDES permit for

- 1 Wauconda to collect additional data, and the Lemont
- 2 Refinery's Compliance Plan includes a similar data
- 3 gathering period.
- 4 The Lemont Refinery will have no control over
- 5 the TDS concentrations, so the only possibility to
- 6 control the pounds per day discharged is by limiting
- 7 the discharge rate. This means the Lemont Refinery
- 8 essentially would have to hold treated effluent.
- 9 Presumably, if the Des Plaines River TDS is greater
- 10 than 1,000 mg/L at the I-55 Bridge, the Lemont
- 11 Refinery would have to cease all discharge. Today,
- 12 there is no storage capacity at the Lemont Refinery
- 13 to achieve this concept. As described earlier in my
- 14 testimony, these violations appear to occur for over
- 15 15 consecutive days, but less than 22 days. The
- 16 Lemont Refinery will have to come up with in excess
- of 4,000,000 gallons of capacity to isolate the wet
- 18 gas scrubber during these periods of elevated TDS
- 19 levels at the I-55 Bridge. Currently, this excess
- 20 capacity does not exist, and the actual number of
- 21 days that would require holding wet gas scrubber
- 22 water currently is poorly understood. The requested
- 23 compliance time frame is for the collection of the
- 24 necessary data to properly size this holding

20 record.

21 Mr. Day, it appears that CITGO

22 has -- petitioners have rested their case in

23 chief.

Is that correct, Ms. Carver Reid?

1		MS. CARVER REID: I have one more
2		item. I would like to, at this time, enter
3		what has been marked as Exhibits 1 through
4		15, in support of the prefiled testimony,
5		into the record as evidence in this
6		proceeding today.
7		MR. HALLORAN: Mr. Day, any objection?
8		MR. DAY: No.
9	·	MR. HALLORAN: The written testimony
10		itself will be transcribed into the
11		transcript. The exhibits will not. They
12		will just be a part of the record. Is that
13		fair enough?
14		MS. CARVER REID: Yes. Thank you.
15		MR. HALLORAN: Mr. Day, you're on.
16		MR. DAY: With the entry of these
17		exhibits and the submission of the testimony
18		of Mr. Harmon and Mr. Huff, the petitioner
19		has met with the expectations that I
20		described earlier of our agency. The defects
21		that we had noted in our initial review of
22		the testimony have been cured, and our agency
23		is prepared to support the petitioner at this
24		point: and we will enter no further testimony

- here today.MR.
- MR. HALLORAN: Okay. Thank you,
- Mr. Day. You've rested your case in chief?
- 4 MR. DAY: Yes.
- 5 MR. HALLORAN: Any rebuttal from the
- 6 petitioner?
- 7 MS. CARVER REID: No
- 8 MR. HALLORAN: Any closings from the
- 9 petitioner or the respondent?
- 10 MS. CARVER REID: No.
- MR. HALLORAN: Okay. We can go off
- 12 the record.
- 13 (Discussion off the record.)
- 14 BY MR. HALLORAN:
- 15 Q. We've been off the record talking
- 16 about posthearing briefs. And we've agreed that it
- 17 appears that the technical unit from the Illinois
- 18 Pollution Control Board will have your questions, if
- 19 any, submitted to the petitioner on or before
- 20 March 3rd.
- And then we've decided that we're
- 22 going to be filing simultaneous posthearing briefs
- or responses, such as they are, on or before
- 24 March 15th. And there's been an agreement that the

- 1 parties will overnight their responses or briefs on
- 2 March 14th so everybody will have it on March 15th.
- 3 Basically the no-mailbox rule will apply.
- 4 March 21st, simultaneous replies, if any, are due
- 5 then. And I'm going to set public comment; the
- 6 close for that is -- public comment is due on or
- 7 before March 4th.
- 8 I think that's about it. But I do
- 9 have to make a credibility determination. And based
- 10 on my legal expertise, observations, I find that
- 11 there are no credibility issues with the witnesses
- 12 that have testified here today.
- Have I forgotten anything?
- It doesn't look that I have. So
- in any event, thanks for coming. And this hearing
- 16 is now concluded. Thank you.
- 17 (Which were all the proceedings
- had in the above-entitled cause.)
- 19
- 20
- 21
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- 24

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1	STATE OF ILLINOIS)) SS.
2	COUNTY OF COOK)
3	
4	Kathy A. O'Donnell, being first duly sworn,
5	on oath says that she is a Registered Professional
6	Reporter doing business in the City of Chicago,
7	County of Cook and the State of Illinois;
8	That she reported in shorthand the
9	proceedings had at the foregoing Illinois Pollution
10	Control Board hearing;
11	And that the foregoing is a true and
12	correct transcript of her shorthand notes so taken
13	as aforesaid and contains all the proceedings had at
14	the said Illinois Pollution Control Board hearing.
15	1/
16	Kather a O'Donnell
17	KATHY A. O'DONNELL, RPR
18	CSR No. 084-004466
19	SUBSCRIBED AND SWORN TO before me this day of
20	MMM, A.D., 2005.
21	\int
22	Leun beelles A-Meester
23	NOTARY PUBLIC
24	OFFICIAL SEAL KIMBERLY A MEEKS NOTARY PUBLIC - STATE OF ILLINOIS MY COMMISSION EXPIRES: 12/17/07

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