#### BEFORE THE ILLINOIS POLLUTION CONTROL BOARD

IN MATTER OF:	)	
	)	
	)	R 23-18(A)
AMENDMENTS TO 35 ILL. ADMIN. CODE	)	(Rulemaking-Air)
PARTS 201 202 AND 212	)	

#### **NOTICE OF FILING**

#### **TO:** Persons on Attached Service List

PLEASE TAKE NOTICE THAT on the 20th day of September 2023, I caused to be electronically filed with the Clerk of the Illinois Pollution Control Board, via the "COOL" System, the Illinois Attorney General's Questions for Participants Testifying at the First Hearing on behalf of the Illinois Attorney General's Office, for the People of the State of Illinois, true and correct copies of which are attached hereto and hereby served upon you.

PEOPLE OF THE STATE OF ILLINOIS, by KWAME RAOUL, Attorney General of the State of Illinois

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#### **CERTIFICATE OF SERVICE**

I, Jason E. James, an Assistant Attorney General, caused to be served on this 20th day of September 2023, a true and correct copy of Illinois Attorney General's Questions for Participants Testifying at the First Hearing on behalf of the Illinois Attorney General's Office, for the People of the State of Illinois, true and correct copies of which are attached hereto and hereby served upon the persons listed on the Service List via electronic mail or electronic filing, as indicated.

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	)	R 23-18(A)
AMENDMENTS TO 35 ILL. ADM. CODE	)	(Rulemaking – Air)
PARTS 201, 202, AND 212	)	-

#### Illinois Attorney General's Questions for Participants Testifying at First Hearing

#### Questions for Dynegy Midwest Generation, LLC, et al. ("Dynegy")

- 1. Is it your opinion that Condition 7.1.3 of the Baldwin, Kincaid and Newton Clean Air Act Permit Program ("CAAPP") permits authorizes opacity exceedances and/or violations? If yes, what is the basis for that conclusion?
- 2. You assert that the Joint Proposal is "intuitively and demonstrably more stringent than the current SMB authorizations in the Stations' CAAPP permits and the Illinois SIP, which allow operations in excess of the applicable opacity standards during SMB events." R23-18(A), Statement of Reasons of Dynegy and Midwest Generation at 3 (Aug. 7, 2023).
  - a. If Condition 7.1.3 of the CAAPP permits only authorizes *continued operation* during startup, shutdown, and malfunction events, how is the Joint Proposal more stringent than the conditions of these current CAAPP permits?
  - b. How, if at all, does the Joint Proposal avoid backsliding, which is prohibited under Section 110(1) of the Clean Air Act?
- 3. The Joint Proposal in part relies upon compliance with work practices as a condition to using an alternative averaging period. Specifically, what do you mean by "good engineering practices"? *See* Statement of Reasons of Dynegy and Midwest Generation at 24. Please explain how a standard of "good engineering practices" is "legally and practically enforceable." *See*, *e.g.*, 80 Fed. Reg. 33840, 33978 (June 12, 2015).
- 4. In your Statement of Reasons, you explain that "it is technically infeasible to avoid all opacity exceedances during SMB," and that Baldwin boiler 2, equipped with a baghouse, came "precariously close to exceeding the standard." Statement of Reasons of Dynegy and Midwest Generation at 19.
  - a. Is it your understanding that the boiler in this example did not ultimately exceed the opacity standard at that time?
  - b. From January 2020 through the present, on how many occasions has the Baldwin plant exceeded the applicable opacity standard?

- 5. Have you considered utilizing baghouses or other pollution control technologies at other facilities to similarly avoid exceeding the opacity standard? If so, why have you determined not to install additional pollution controls at other facilities?
- 6. You state that "[s]hort term changes in opacity make no difference to the corresponding anticipated maximum PM [particulate matter] emission rate...". Statement of Reasons of Dynegy and Midwest Generation at 32. What is the basis for this statement?
- 7. Does a longer averaging period allow for more variability in terms of meeting the opacity standard?
- 8. How does a longer period of allowed variability in opacity, which is an indicator for PM, avoid negative impacts to air quality?
- **9.** Given that the Joint Proposal would apply only to a subset of Illinois coal-fired power plants, what makes it a rulemaking of general applicability, as opposed to a site-specific rulemaking?

## **Questions for Midwest Generation, LLC ("MWG")**

- 1. Is it your opinion that Condition 7.1.3 of the Powerton CAAPP permit authorizes opacity exceedances and/or violations?
- 2. If yes, what is the basis for that conclusion?
- 3. You have previously stated that opacity exceedances still occur when using a longer averaging period. R23-18, MWG's Responses to Questions Received at Hearing at 4 (Mar. 1, 2023). How does a longer averaging period address the opacity standard exceedances at issue?
- 4. How, if at all, does the Joint Proposal avoid backsliding prohibited under Section 110(l) of the Clean Air Act?
- 5. Have you considered utilizing baghouses or other pollution control technologies at the Powerton plant to avoid opacity exceedances? If so, why have you determined not to install additional pollution controls at the Powerton plant?
- 6. The Joint Proposal in part relies upon compliance with work practices as a condition to using an alternative averaging period. Specifically, what do you mean by "good engineering practices"? Please explain how this standard is "legally and practically enforceable." *See*, *e.g.*, 80 Fed. Reg. 33840, 33978 (June 12, 2015).
- 7. How, if at all, would these work practices measurably impact elevated opacity levels during startup, shutdown and malfunction events?
- 8. The Joint Proposal Statement of Reasons asserts that "[n]one of the Affected Units is located in an area currently designated as an EJ area." Statement of Reasons of Dynegy

and Midwest Generation at 40. Are you aware that the Illinois Environmental Protection Agency's ("Illinois EPA") EJ Start tool currently shows that Powerton is located in an environmental justice ("EJ") area?

- 9. Have you analyzed how this area will be impacted by the Joint Proposal?
- 10. If not, please provide any supplemental information or analysis of the impact the Joint Proposal may have on this community, relative to existing Board rules.
- 11. Given that the Joint Proposal would apply only to a subset of Illinois coal-fired power plants, what makes it a rulemaking of general applicability, as opposed to a site-specific rulemaking?

#### Questions for the Illinois Environmental Regulatory Group ("IERG")

1. IERG states that its proposed amendment "has no potential to adversely impact . . . air quality." R23-18(A), Technical Support Document ("TSD") by Trinity Consultants at 11-12, Exhibit 1 to IERG's Proposal for Regulations of General Applicability (Aug. 7, 2023). In support of this assertion, IERG states that "there has never been a CO [carbon monoxide] nonattainment area in the State of Illinois" under the National Ambient Air Quality Standards ("NAAQS") program. *Id*.

However, IERG proposes to implement standards based on National Emission Standards for Hazardous Air Pollutants ("NESHAP") rather than the NAAQS program. The federal boiler NESHAP is intended to regulate emissions of hazardous air pollutants ("HAPs"). HAPs are types of pollutants that are known or suspected to cause cancer or other serious health effects, often in very low quantities.

- a. How does Illinois' attainment status for CO under the NAAQS program relate to HAP emissions from boilers and compliance with the federal boiler NESHAP?
- b. The federal boiler NESHAP is not primarily intended to limit CO emissions; rather, it uses CO emissions as a surrogate for limits on organic hazardous air pollutants ("HAPs"). 87 Fed. Reg. 60,816, 60,827 (Dec. 5, 2022), Why does the federal boiler NESHAP operate in this way? How does using CO as a surrogate for organic HAPs relate to IERG's proposal?
- c. Could IERG's proposed regulations have any adverse impact on human health or the environment due to emission of HAPs?
- d. Have boilers in Illinois ever emitted organic HAPs in violation of state or federal environmental laws or regulations?
- e. Please comprehensively list the organic HAPs that could be emitted by the boilers covered by IERG's proposed regulations.

2. At hearing for the R23-18 rulemaking, Illinois EPA testified that the U.S. Environmental Protection Agency ("USEPA") is now requiring SIP submittals to include impacts on EJ areas and EJ communities. R23-18, Transcript of Jan. 19, 2023 hearing at 175-176 (Jan. 25, 2023).

Neither IERG's proposal nor testimony in this R23-18(A) docket mention environmental justice. At the second hearing in R23-18, IERG stated that "IERG's proposed provisions will not result in any adverse impacts on EJ areas or EJ communities." R23-18, Transcript of Feb. 16, 2023 hearing at 44-45 (Feb. 21, 2023). IERG's post-hearing responses stated that based on IEPA's "EJ Start" tool, "at least one IERG member that could be impacted by IERG's alternative proposal is located in an environmental justice area." R23-18, IERG's Response to Board's Questions at Feb. 16, 2023 Hearing (Feb, 24, 2023).

- a. IERG intends its proposal to be submitted to USEPA as a SIP revision upon being adopted. Is it your understanding that USEPA will require discussion of EJ impacts to be included in this SIP submittal? What is your understanding of the kind of information about EJ impacts USEPA requires? Does the current rulemaking record in R23-18(A) include sufficient information about EJ impacts to support a SIP submittal?
- b. What impact will IERG's proposal in R23-18(A) have on EJ communities and EJ areas relative to Illinois' current air regulations? Please provide specific locations of EJ communities and EJ areas that would be affected by the proposal. Please quantify this impact and provide evidence in support of your conclusions.
- 3. The regulatory text of IERG's proposal incorporates by reference "40 CFR 63, Subpart DDDDD (2022)." R23-18(A), IERG's Proposed Regulations at Section 216.104 (Aug. 7, 2023). Last year, USEPA revised Subpart DDDDD, effective Dec. 5, 2022. 87 Fed. Reg. 60,816 (Oct. 6, 2022).

The 2022 Annual Edition of Title 40 of the Code of Federal Regulations ("CFR") was published on July 1, 2022. U.S. Government Publishing Office, Code of Federal Regulations (Annual Edition) Title 40, *available at* <a href="https://www.govinfo.gov/app/collection/cfr/2023/">https://www.govinfo.gov/app/collection/cfr/2023/</a> (last visited Sept. 13, 2023). Therefore, the 2022 Annual Edition's Title 40 does not contain the most recent revisions to Subpart DDDDD. The Title 40 in the e-CFR is regularly updated and does contain the most recent version of Subpart DDDDD. *Id*.

- a. Does IERG's proposed regulatory language refer to the 2022 Annual Edition of the CFR? If not, what does IERG's proposed regulatory language refer to?
- b. Does IERG's proposed regulatory language incorporate by reference USEPA's most recent revisions to Subpart DDDDD?

**c.** Should IERG's proposed regulatory language directly cite the most recently revised version of Subpart DDDDD as published in the Federal Register on October 6, 2022 to avoid ambiguity?

### **Questions for the American Petroleum Institute ("API")**

In its Statement of Reasons, API asserts that:

One of the refineries conducted screening modeling of impacts using continuous emission monitoring system ("CEMS") data from recent startup events to conservative estimate of ambient impacts [sic] during these events. The incremental emission impacts during startups were less than 3% and 6% of the 1-hour and 8-hour standards, respectively.

R23-18(A), Statement of Reasons, API's Proposal for Regulations of General Applicability (Aug. 7, 2023), at 40.

- 1. Does this assertion refer to monitoring data summarized in the Technical Support Document accompanying Marathon Petroleum Company, LLC's ("Marathon") Petition for an Adjusted Standard (Aug. 14, 2023), at page TSD-14? If not, to what does this assertion refer?
- 2. Why was Marathon required to operate the two monitoring stations from calendar years 2017 through 2019? When were the monitoring stations first installed? Have the monitoring stations been operated at any time since the end of the 2019 calendar year?
- 3. What parameters did the two monitoring stations monitor?
- 4. Please describe the location of the two monitoring stations relative to both (a) the Marathon refinery's fence line and (b) the Marathon refinery's fluid catalytic cracking unit ("FCCU"), including both distance and direction.
- 5. Please state the date and time of each of the five FCCU startups at the Marathon refinery during calendar years 2017 through 2019, as described in Marathon's Technical Support Document at TSD-14.
- 6. Please provide all monitoring data available from the two monitoring stations from the dates of the five FCCU startups at the Marathon refinery during calendar years 2017 through 2019.

#### Questions for Rain CII Carbon LLC ("Rain Carbon")

- 1. Given that Rain Carbon's proposed amendments are site-specific, does Rain Carbon agree that the proposal is subject to the requirements of 35 Ill. Adm. Code 102.110?
- 2. Rain Carbon acknowledges that Illinois EPA's authority to grant exemptions to emissions limitations during SMB events stemmed from the regulatory provisions repealed in R23-18. R23-18(A), Rain Carbon's Regulatory Proposal at 2 (Aug. 7, 2023). USEPA found

that those provisions – including the prima facie defense provision in 35 III. Adm. Code § 201.265 – were substantially inadequate because they may grant a state official "unilateral exercise of discretionary authority" in violation of the CAA's enforcement structure. *See* 78 Fed. Reg. 12,460, 12,515 (Feb. 22, 2013).

In light of the above context, what does Rain Carbon mean when it argues that the "relief provided to Rain Carbon's Facility during SMB events does not reflect Illinois EPA's exercise of enforcement discretion or an authorization of a prima facie defense to enforcement during SMB"? Rain Carbon's Regulatory Proposal at 3.

- 3. Rain Carbon notes that its kilns take less than 24 hours to startup and that malfunctions and breakdowns are typically resolved within 4-5 hours. Rain Carbon's Regulatory Proposal at 15. Rain Carbon also notes that each kiln experiences fewer than 10 startups annually. Regulatory Proposal at 15.
  - a. On average, how many malfunctions and breakdowns does each kiln experience on an annual basis over the past decade?
  - b. On average, how many hours does the Facility operate on an annual basis over the past decade?
  - c. Is it appropriate to assume that when a kiln is experiencing an SMB event the temperature in the kiln is less than 1,800°F? By extension, is it appropriate to assume that when the temperature in the kiln is less than 1,800°F the kiln is operating in excess of its CAAPP emissions limitations?
  - d. Looking only at startups, <sup>1</sup> Rain Carbon exceeds its emissions limitations approximately 432 hours per year (the equivalent of 5.4% of its estimated operating time). <sup>2</sup> Rain Carbon proposes to "establish an annual limit on the number of hours (720 hours) that each kiln may during SMB events exceed the PM standard" (Regulatory Proposal at 4). In other words, if the proposed amendments were adopted, Rain Carbon could exceed its non-SMB emissions limitations for PM for up to 1,440 hours per year (the equivalent of 18% of its estimated operating time). Why does Rain Carbon believe that its alternative

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<sup>&</sup>lt;sup>1</sup> While Rain Carbon provided estimates for the amount of time it takes for the Facility to startup a kiln and to address malfunction and breakdown events, Rain Carbon only provided estimates for the number of startups per year, not for the number of malfunctions and breakdowns per year. Accordingly, this question focuses on startups.

question focuses on startups.  $^2$  We calculated the 432-hour estimate as follows: 10 startups per kiln x 2 kilns = 20 total startups. 20 total startups x 24 hours per startup = 480 annual startup hours. 480 annual startup hours x 0.10 = 432 adjusted startup hours. (The adjusted startup hours attempts to account for Rain Carbon's note that its Facility experiences *fewer than* 10 startups per kiln per year and that each startup takes *less than* 24 hours.) Assuming the Facility operates 8,000 hours per year, 432 adjusted startup hours  $\div$  8,000 total operating hours = 5.4% of total operating time the Facility operates in excess of its emissions limitations due to startup.

emissions limitation ("AELs") for PM is appropriate and "narrowly tailored"?<sup>3</sup> How, if at all, does Rain Carbon's Proposal avoid backsliding prohibited by Section 110(l) of the Clean Air Act?

- 4. USEPA describes startup events as "part of the normal operation of a source and should be accounted for in the design and operation of the source." *See* 80 Fed. Reg. 33,841, 33,979 (June 12, 2015). USEPA goes on to detail the "correct approach" for creating an emissions limitation during startup which considers four factors: "(i) The emission limitation contains no exemption for emissions during SSM events; (ii) the component of any alternative emissions limitation that applies during startup and shutdown is clearly stated and obviously is an emission limitation that applies to the source; (iii) the component of any alternative emission limitation that applies during startup and shutdown meets the applicable stringency level for this type of emission limitation; and (iv) the emission limitation contains requirements to make it legally and practically enforceable." *Id.* Do each of Rain Carbon's proposed amendments satisfy these factors? If so, please provide the bases for each factor and each proposed amendment.
- 5. Why does Rain Carbon believe adopting the proposed amendment 35 Ill. Adm. Code § 212.124(e) is preferable to pursuing an adjusted opacity standard pursuant to Section 212.126?
- 6. Rain Carbon asserts that its proposed amendments "are narrowly tailored and provide AELs for particulate matter ("PM") during SMB" R23-18(A), Rain Carbon's Testimony at 2 (Sept. 5, 2023). Rain Carbon notes that to estimate the impact of its AELs on PM NAAQS, the company conducted an engineering test during startup conditions. Rain Carbon's Testimony at 4-5. Is it appropriate to draw a conclusion about PM emissions during malfunction and breakdown events based on modeling that relied on data gathered during startup conditions? If so, please provide the bases for your answer.
- 7. Rain Carbon describes conducting its engineering test during the startup of Kiln 1. Rain Carbon's Testimony at 9. Rain Carbon assumes that "due to similar design and operations," Kiln 2 would have similar results to Kiln 1 if it were subjected to the same engineering test. Are there any differences between Kiln 1 and Kiln 2 which could call into question the conclusion that "similar emissions results during start-up would be expected between both kilns" Rain Carbon's Testimony at 10, fn. 11?<sup>4</sup>

<sup>4</sup> For example, Rain Carbon notes elsewhere that, when modeling PM during start-up conditions, Kiln 1 and Kiln 2 produced different results. "The Kiln 1 model showed no impacts greater than the PM<sub>2.5</sub> 24-hour SIL...The Kiln 2 model did show some small potential for impacts greater than the PM<sub>2.5</sub> 24-hour SIL" Rain Carbon's Testimony at 14.

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<sup>&</sup>lt;sup>3</sup> "The proposed amendments are narrowly tailored to address periods when the use of available pollution control technology and best pollution control practices are insufficient to ensure compliance with emission limits". Rain Carbon's Regulatory Proposal at 1.

#### **Questions for East Dubuque Nitrogen Fertilizers, LLC ("EDNF")**

- 1. How did EDNF determine that altering the calculation method and using an averaging period was the best option to comply with emission standards while accounting for start-ups and shutdowns? EDNF's testimony explains that is it not practicable to initiate emissions control technology sooner by increasing the temperature of the flue more quickly (EDNF testimony at 8). Were any other emissions control methods considered, for example, use of a different reductant in the SCR process (R23-18, Pre-Filed Testimony of the Chemical Industry Council of Illinois at 2 (Feb. 6, 2023)) or hydrogen peroxide injection (77 Fed. Reg. 48433, 48435)? Please explain whether any alternatives aside from increasing the flue heat more rapidly were considered and the reasons they would or would not be effective or practical in this context.
- 2. EDNF states that the proposed 30-operating-day rolling average and calculation method are drawn from Subpart Ga of Title 40, Part 60 of the Code of Regulations, which "applies to any nitric acid production unit that commences construction or modification after October 14, 2011". R23-18(A), Pre-Filed Testimony of EDNF at 9–10 (Aug. 28, 2023); 40 C.F.R. § 60.70a(b)). However, both of EDNF's nitric acid processes were built and/or modified before 2011 and so are governed by Subpart G. (EDNF Testimony at 9; 40 C.F.R. § 60.70(b)) Is EDNF operationally similar to the sources to which Subpart Ga applies, particularly with respect to start-ups and shutdowns? What, if any, differences exist and how might they impact the effectiveness of the rolling average or calculation method?
- 3. EDNF proposes to reduce the current NO<sub>x</sub> emissions limit in 35 Ill. Adm. Code 217.381(a)(1) to 1.5 lbs/ton (EDNF testimony at 6). How did it determine that limit was reasonable? Please provide any documentation in support of this limit. EDNF bases other portions of the proposed amendments, including the 30-day rolling average, on USEPA standards which lowered the NO<sub>x</sub> emissions limit to 0.50 lbs/ton (*Id.*). How do EDNF's processes differ from those of sources governed by that rule, and how do these differences justify the different standards?
- 4. If EDNF's proposal were adopted, and a weak acid nitric manufacturing process were subsequently constructed or modified in Illinois, would EDNF's proposed generally applicable NO<sub>x</sub> emissions limit of 1.5 lbs/ton for "new weak nitric acid manufacturing processes" in 35 Ill. Adm. Code 217.381(a)(1), which applies to any emission sources constructed or modified after April 14, 1972, conflict with 40 C.F.R. § 60.72a's limit of 0.50 lbs/ton for new nitric acid production units that commence construction or modification after October 14, 2011? Please provide the bases for your answer.
- 5. What impact, if any, does EDNF predict its proposed regulations will have on overall monthly and yearly NO<sub>x</sub> emissions relative to existing rules? Please include data on current monthly or yearly NO<sub>x</sub> emissions and the maximum NO<sub>x</sub> emissions allowable under EDNF's proposed modifications (80 Fed. Reg. 33840, 33980).

- 6. Are there any alternatives to a non-numerical opacity standard during start-up and shutdown? For example, is it possible to use an averaging method like that used for NO<sub>x</sub> emissions for opacity? If yes, why did EDNF choose to use non-numerical opacity standards during start-ups and shutdowns? Why are these non-numerical standards preferable to other options? Please provide any data or information EDNF used to arrive at this conclusion.
- 7. How are EDNF's proposed amendments to opacity standards and limitations during startups and shutdowns "legally and practically enforceable" as required by USEPA guidance (80 Fed. Reg. 33840, 33978)?
- 8. Did EDNF consider whether the proposed non-numerical standards for start-up and shutdown might be "an inappropriately high level of emissions or an effectively unlimited or uncontrolled level of emissions," such that they "would constitute impermissible de facto exemptions for emissions during" start-ups and shutdowns (80 Fed. Reg. 33840, 33980)?
- 9. Have any other states proposed similar non-numerical opacity standards for weak nitric acid processes during start-up and shutdown in response to the SIP call?

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