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ILLINOIS ENVIRONMENTAL PROTECTION AGENCY

BUREAU OF AIR

IN THE MATTER OF:)
)
A REVISION TO THE ILLINOIS)
STATE IMPLEMENTATION PLAN)
ATTAINMENT DEMONSTRATION)
FOR THE 2010 SULFUR DIOXIDE)
NATIONAL AMBIENT AIR)
QUALITY STANDARD)

PUBLIC HEARING HELD

DECEMBER 16, 2015

(Hearing commenced at 10:05 a.m.)

1	I N D E X		
2	E X H I B I T S		
3	EXHIBIT	DESCRIPTION	PAGE
4	Exhibit 1	public hearing notice	10
5	Exhibit 2	draft Technical Support Document	10
6			
	Exhibit 3	pages from the Illinois Register	11
7			
8	Exhibit 4	PowerPoint slides	24
9			
10	(The exhibits were retained by Hearing Officer		
11	Studer.)		
12			
13			
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ILLINOIS ENVIRONMENTAL PROTECTION AGENCY

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IN THE MATTER OF:)
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A REVISION TO THE ILLINOIS)
STATE IMPLEMENTATION PLAN)
ATTAINMENT DEMONSTRATION)
FOR THE 2010 SULFUR DIOXIDE)
NATIONAL AMBIENT AIR)
QUALITY STANDARD)

Public Hearing held, pursuant to
Notice, on the 16th day of December, 2015, between
the hours of 10:00 a.m. and 10:35 a.m., at 1021
North Grand Avenue East, Springfield, Illinois,
before Mr. Dean Studer, duly appointed Hearing
Officer.

1 IEPA STAFF PRESENT:

2 Mr. Dean Studer, Hearing Officer

3 Mr. Jeffrey W. Sprague, Manager, Modeling Unit,
4 Air Quality Planning
5 Section

6 Mr. David E. Bloomberg, Manager, Air Quality
7 Planning Section

8 Ms. Dana Vetterhoffer, Assistant Counsel,
9 Division of Legal Counsel

10 Mr. Rory Davis, Environmental Protection Engineer,
11 Air Quality Planning Section

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20 COURT REPORTER:

21 Ms. Dorothy J. Hart, CSR, RPR
22 Illinois CSR No. 084-001390

23 Midwest Litigation Services
24 15 South Old State Capitol Plaza
Springfield, Illinois 62701

(217) 522-2211

1-800-280-3376

1 HEARING OFFICER STUDER: Let's go on
2 the record.

3 My name is Dean Studer and I am the
4 hearing officer for the Illinois Environmental
5 Protection Agency. Good morning.

6 This hearing is being held for the
7 purpose of gathering public comments on the draft
8 Illinois Sulfur Dioxide Attainment Demonstration
9 for Lemont, Lockport, and DuPage Townships in Cook
10 and Will Counties, and also for Cincinnati, Pekin,
11 and Hollis Townships in Pekin and Tazewell
12 Counties. I should say in Tazewell and Peoria
13 County I believe is what that is. We refer to this
14 document as Attainment Demonstration. It sets
15 forth the State's plan for attaining the 2010
16 Sulfur Dioxide National Ambient Air Quality
17 Standard in those areas. The Illinois EPA intends
18 to submit the Attainment Demonstration to the
19 United States Environmental Protection Agency as a
20 revision to Illinois' State Implementation Plan,
21 otherwise referred to as a SIP, under the Clean Air
22 Act, 42 USC Section 7401 et. sequel.

23 This hearing is being held under the
24 provisions of 35 Illinois Administrative Code Part

1 164, Procedures for Informational and Quasi-
2 Legislative Public Hearings. Copies of these
3 procedures can be accessed on the website for the
4 Illinois Pollution Control Board at
5 www.ipcb.state.il.us, or, if you do not have easy
6 access to the web, they can be obtained from me
7 upon request.

8 The Illinois EPA staff members present
9 today will introduce themselves and make a brief
10 presentation. Following this overview, I will
11 allow the public to provide comments and ask
12 questions. You are not required to verbalize your
13 comments, as written comments are given the same
14 consideration and may be submitted to the agency at
15 any time within the public comment period which
16 ends on January 15th, 2016. Any person who wants
17 to make oral comments may do so as long as the
18 statements are relevant to the issues that are
19 addressed at this hearing and such person has
20 indicated on their registration card that he or she
21 would like to comment. If you have lengthy
22 comments or questions, it might be helpful to
23 submit them to me in writing before the close of
24 the comment period, and I will ensure that they are

1 included in the hearing record as an exhibit.

2 Please keep your comments and questions
3 relevant to the issues at hand. If your comments
4 fall outside the scope of this hearing, I may ask
5 you to proceed to another issue. All comments made
6 during this hearing or submitted in writing during
7 the comment period will become part of the official
8 hearing record and will be considered by the
9 Illinois EPA. Cards are available at the
10 registration table, and you can fill one out and
11 indicate if you would like to comment today.

12 Anyone who legibly completes a card or submits
13 written comments before the close of the comment
14 period will be notified of Illinois EPA's decision
15 in this matter. That notification will also
16 contain information as to how you may access the
17 agency responsiveness summary. And in this
18 summary, Illinois EPA will respond to all relevant
19 and significant issues raised at this hearing or
20 submitted in writing prior to the close of the
21 comment period.

22 Again, the written record in this
23 matter closes January 15th, 2016. Therefore, all
24 comments will be accepted as long as they are

1 physically received by Illinois EPA headquarters
2 here in Springfield on or before January 15th,
3 2016. During the comment period, all relevant
4 comments, documents, or data will also be placed
5 into the hearing record as exhibits.

6 Please send all written documents or
7 data to Dean Studer, D-e-a-n, last name is
8 S-t-u-d-e-r, Office of Community Relations, Mail
9 Code #5, Regarding: Sulfur Dioxide Attainment
10 Demonstration, Illinois Environmental Protection
11 Agency, 1021 North Grand Avenue East, Post Office
12 Box 19276, Springfield, Illinois 62794-9276. This
13 address is also listed on the public notice for the
14 hearing today.

15 A court reporter is here today taking a
16 verbatim record of these proceedings for our
17 administrative record. For her benefit, please
18 keep the general background noise in the room to a
19 minimum so she can hear everything that is said. I
20 will make arrangements to have the transcript of
21 this hearing posted on the Illinois EPA web page
22 for this proceeding when it becomes available.

23 While the issues raised today may
24 indeed be heartfelt concerns to many of us in

1 attendance, applause and other disruptive noises
2 are not appropriate during the course of this
3 hearing.

4 I ask that issues raised relate to this
5 sulfur dioxide demonstration. Statements and
6 comments that are of a personal nature or reflect
7 on the character or motive of a person or group of
8 people are not appropriate in this hearing. If
9 statements or comments begin to drift into this
10 area or begin to drift away from issues involved
11 with the attainment demonstration, I may interrupt
12 the person speaking and ask that they proceed to
13 their next relevant issue.

14 As hearing officer, I intend to treat
15 everyone here in a respectful and professional
16 manner. I ask that members of the panel and the
17 public do the same. If the conduct of persons
18 attending this hearing should become unruly, I am
19 authorized to adjourn this hearing should actions
20 warrant. In such a case, the Illinois EPA would
21 accept written comments through the close of the
22 comment period.

23 We do have a limited time in which to
24 conduct this hearing and are here to listen to

1 relevant issues associated with the attainment
2 demonstration. You may disagree with or object to
3 some of the statements and comments made today, but
4 this is a public hearing and everyone has a right
5 to express their comments in this matter.

6 When it is your turn to speak, please
7 come forward to the podium and state your name,
8 and, if applicable, any governmental body,
9 organization, or association that you represent.
10 If you are representing yourself, you can state
11 that you are an interested citizen or a member of
12 the public. Also, for the benefit of the court
13 reporter, I will ask that you spell your last name.
14 People who have requested to speak will be called
15 upon in the order they registered to make a
16 statement unless they have made other arrangements
17 with the hearing officer.

18 And before we start with Illinois EPA's
19 presentation, I'd like to record some preliminary
20 documents into the record as exhibits.

21 For the record, Exhibit 1 is the -- is
22 a copy of the notice for this public hearing.

23 The draft Technical Support Document
24 for the Illinois Sulfur Dioxide Attainment

1 Demonstration is Exhibit Number 2.

2 Exhibit 3 are the pages from the
3 Illinois Register in which this hearing notice was
4 published.

5 Other documents may be entered into the
6 hearing record as we progress today.

7 I'm going to ask that those that are
8 representing the agency introduce themselves, and
9 then we'll go ahead and proceed with a brief
10 presentation.

11 MS. VETTERHOFFER: I'm Dana
12 Vetterhoffer, Assistant Counsel for Illinois EPA.

13 MR. BLOOMBERG: David Bloomberg,
14 Manager of the Air Quality Planning Section.

15 MR. DAVIS: Rory Davis, Air Quality
16 Planning.

17 MR. SPRAGUE: I'm Jeffrey Sprague. I'm
18 the Air Quality Planning Section, Modeling Unit,
19 Manager, and I've had principal responsibility for
20 developing the attainment demonstration.

21 HEARING OFFICER STUDER: Okay. And,
22 Jeff, you have a presentation that you'll be giving
23 this morning. We'll go ahead and proceed with that
24 presentation on the record.

1 I will also note that I will make the
2 -- a visual of the slides from this PowerPoint
3 available on the Internet, and I'll arrange to have
4 those posted and they will go up yet this week.

5 MR. SPRAGUE: As Dean mentioned, I have
6 just a brief presentation to provide to you here.
7 This presentation is intended to provide summary
8 remarks about the modeling performed to demonstrate
9 attainment with the 1-hour sulfur dioxide National
10 Ambient Air Quality Standard for the Lemont and
11 Pekin nonattainment areas. A detailed discussion
12 of the modeling methodology and results is provided
13 in the October 2015 draft document entitled
14 Technical Support Document, Illinois Sulfur Dioxide
15 (SO₂) Attainment Demonstration: Lemont, Lockport,
16 and DuPage Townships --

17 HEARING OFFICER STUDER: Can everyone
18 hear? Okay.

19 MR. SPRAGUE: -- (Cook/Will Counties)
20 and Cincinnati, Pekin, and Hollis Townships (Pekin/
21 Tazewell Counties) that has been available at the
22 IEPA Peoria and Des Plaines regional offices since
23 November 13th, 2015, and will continue to be
24 available at these locations through January 15th,

1 2016.

2 Next slide.

3 MR. BLOOMBERG: Can we go off the
4 record for a minute?

5 HEARING OFFICER STUDER: Can you go off
6 the record?

7 (Discussion off the record)

8 HEARING OFFICER STUDER: Okay. We can
9 go back on the record. And the projector is coming
10 up, so we are ready to proceed to slide --

11 MR. DAVIS: I think we're on the right
12 slide.

13 MR. SPRAGUE: The Clean Air Act
14 requires that any state containing areas designated
15 nonattainment must submit "an applicable
16 implementation plan" that "shall provide for
17 attainment of the relevant primary standard as
18 expeditiously as practicable but no later than five
19 years from the date of the nonattainment
20 designation."

21 In developing a modeling attainment
22 demonstration for the State Implementation Plan,
23 the Illinois EPA relied upon the Guideline on Air
24 Quality Models (codified in 40 CFR Part 51,

1 Appendix W) for modeling procedures applicable to
2 SIP development. It is the primary source of
3 information on the regulatory application of air
4 quality models for SIP revisions. As stated in the
5 preface to Appendix W, "The Guideline provides a
6 common basis for estimating the air quality
7 concentrations of criteria pollutants used in
8 assessing control strategies and developing
9 emission limits."

10 Additionally, specific 1-hour SO₂ and
11 related modeling guidance documents have been
12 issued by the U.S. Environmental Protection Agency,
13 which, together with existing user manuals and
14 model implementation guidance for AERMOD and
15 associated preprocessor software, have facilitated
16 the development of the attainment demonstration.
17 In particular, the Illinois EPA has relied upon the
18 April 2014 USEPA document entitled Guidance for
19 1-Hour SO₂ Nonattainment Area SIP Submissions.

20 Next slide.

21 A detailed description and accounting
22 of modeling procedures implemented for the
23 attainment demonstration are provided in the
24 Technical Support Document. I've listed on this

1 slide certain key elements and considerations in
2 the modeling procedure and analysis.

3 Regarding the modeling system: AERMOD
4 is USEPA's preferred nearfield dispersion model for
5 a range of applications, and it was used in
6 developing the Lemont and Pekin attainment
7 demonstrations. It is actually a modeling system
8 that also includes the software preprocessors
9 AERMAP for processing terrain elevations and AERMET
10 for processing meteorological data. Other software
11 was used to generate or process meteorological
12 surface characteristics from land use data
13 (AERSURFACE), 1-minute surface winds (AERMINUTE),
14 and direction-specific building downwash inputs
15 (BPIPPRM).

16 Regarding modeling options: Regulatory
17 default options were specified in controlling the
18 execution of AERMOD. These include the use of
19 elevated terrain algorithms, stack-tip downwash,
20 calms processing routines, and missing data
21 processing routines.

22 Regarding the modeling inventory: The
23 modeling emissions inventory consisted of all
24 permitted SO₂ sources within a circle of 50-

1 kilometer radius centered on the violating monitor
2 for the nonattainment area. Intermittent sources
3 were not excluded. Only those small combustion
4 sources firing natural gas exclusively (without
5 backup fuels) were removed from the modeling
6 inventory.

7 Regarding meteorology: The Pekin
8 nonattainment area modeling used 2009 through 2013
9 Peoria Airport surface characteristics data and
10 surface meteorological observations in conjunction
11 with Lincoln, Illinois, upper air soundings for the
12 meteorological inputs to AERMOD. The Lemont
13 nonattainment area modeling used Chicago O'Hare
14 Airport surface characteristics data and surface
15 meteorological observations in conjunction with
16 Davenport, Iowa, upper air soundings.

17 Regarding the receptor network: AERMOD
18 calculated ground level ambient concentrations for
19 receptors located only in the nonattainment
20 townships: Cincinnati, Pekin, and Hollis Townships
21 for the Pekin Study Area; Lemont, Lockport, and
22 DuPage Townships for the Lemont Study Area.
23 Receptors were placed at approximately 50-meter
24 intervals along facility fencelines -- and for the

1 Lemont nonattainment area that included ten
2 facilities; for the Pekin nonattainment area it
3 included nine facilities -- within a gridded
4 network of receptors spaced at 100-meter intervals
5 extended outward to the margins of the
6 nonattainment townships.

7 Regarding SO2 background: Monitored SO2
8 concentrations obtained in Oglesby, Illinois, for
9 the years 2011 through 2013 were used to represent
10 "other" emission source contributions that were not
11 discretely modeled. Temporally varying
12 concentrations by hour of day and season -- that
13 is, the second highest value for each season and
14 hour of day combination, averaged over three years
15 -- were integrated into AERMOD modeling runs to
16 represent this background component.

17 Regarding reduced load analysis:
18 Sources capable of operating under variable loads
19 may have their greatest ambient impacts under
20 reduced load conditions. The Illinois EPA
21 evaluated the impacts of electrical generating
22 units under 100%, 75%, 50%, and nominal load
23 levels. Invariably, the 100% load condition
24 resulted in the highest modeled impacts.

1 Regarding building-induced downwash:
2 Availability of dimensional information for
3 buildings and structures at certain facilities
4 enabled the Illinois EPA to address building-
5 induced downwash of plumes from stacks not
6 constructed to Good Engineering Practice stack
7 height.

8 Regarding rural versus urban
9 dispersion: The urban or rural location of a
10 source, as determined from land use or population
11 density data, is important in determining the
12 boundary layer characteristics that affect the
13 model's prediction of downwind concentrations. A
14 rural determination was made for both nonattainment
15 areas based upon land use data.

16 And finally, regarding the modeling
17 runs: Generally speaking, the attainment
18 demonstration modeling was an iterative process
19 reminiscent of a game of "whack-a-mole". Modeling
20 runs, coupled with individual source contribution
21 evaluations, resulted in a series of emission
22 reduction scenarios that ultimately demonstrated
23 attainment with the 1-hour SO₂ NAAQS.

24 Next slide.

1 The specific stepwise modeling
2 assessment for the Pekin nonattainment area is
3 provided in this slide.

4 In the initial modeling run (Scenario
5 #1), all sources were modeled at their maximum
6 allowable emission limit, as determined by permit
7 condition or state rule, whichever was more
8 restrictive.

9 Fuel oil suppliers, because of market
10 supply limitations, are generally only able to
11 provide distillate fuel oil with a 15 parts per
12 million sulfur content limit. For Scenario #2,
13 this limit, together with a 1,000 parts per million
14 sulfur content limit for residual fuel oil, were
15 applied across the modeling domain for combustion
16 sources using these fuel types as primary or backup
17 fuels. A 500 parts per million sulfur content
18 exemption -- that is, the use of low sulfur
19 distillate fuel oil -- was applied to selected
20 engine test cells at the Caterpillar, Incorporated
21 Technical Research Center in Mossville, Illinois.
22 Additionally, Unit #1 at the Illinois Power
23 Resources Generating, Limited Liability Corporation
24 E.D. Edwards Power Plant is being retired, and its

1 SO2 emissions were zeroed out.

2 The highest design value concentration
3 from Scenario #2 was primarily due to contributions
4 from sources at Aventine Renewable Energy.
5 Aventine provided new emission rates to mitigate
6 their impacts, and they also provided data for
7 including an additional source (the #3 Germ Dryer).
8 An approximately 91% reduction in allowable
9 emissions for each of the two E.D. Edwards Power
10 Plant stacks, and an approximately 80% reduction
11 for the Powerton stack, were implemented in
12 modeling Scenario #3.

13 In Scenario #4, allowable emissions for
14 the Aventine Renewable Energy Resources #1 Germ
15 Dryer were reduced. An SO2 emission rate of 2100
16 pounds per hour through Stack #1 at the E.D.
17 Edwards Power Plant assumed operation of Unit #2
18 alone. Both this emission rate and an SO2 emission
19 rate of 2,756 pounds per hour through Stack #2 (and
20 that's associated with Unit #3) were consistent
21 with the draft Memorandum of Agreement between
22 Illinois EPA and Illinois Power Resources
23 Generating, Limited Liability Corporation.

24 Scenario #5 reflects the same reduction

1 in allowable emissions for the Aventine Renewable
2 Energy Resources #1 Germ Dryer as Scenario #4, but
3 also reflects the option in the Illinois EPA and
4 Illinois Power Resources Generating Memorandum of
5 Agreement of permanent retirement of Units 1 and 2
6 at the E.D. Edwards Power Plant and an emissions
7 limit for Stack #2 (again Unit #3) of 4,000 pounds
8 SO2 per hour.

9 Next slide.

10 The specific stepwise modeling
11 assessment for the Lemont nonattainment area is
12 provided in this slide.

13 As with the Pekin SIP modeling, in the
14 initial modeling run (Scenario #1) for the Lemont
15 nonattainment area, all sources were modeled at
16 their maximum allowable emission limit, as
17 determined by permit condition or state rule,
18 whichever was more restrictive.

19 And again, fuel oil suppliers, because
20 of market supply limitations, are generally only
21 able to provide distillate fuel oil with a 15 parts
22 per million sulfur content limit. For Scenario #2,
23 this limit together with a 1,000 parts per million
24 sulfur content limit for residual fuel oil were

1 applied across the modeling domain for combustion
2 sources using these fuel types as primary or backup
3 fuels. This modeling scenario also reflects the
4 conversion from coal to natural gas combustion
5 (with backup distillate fuel) for Units #6, #7, and
6 #8 at the Midwest Generation - Joliet facility.
7 The Midwest Generation - Romeoville facility has
8 retired Unit #3, but if it is necessary for it to
9 be brought back into service, it will be fired with
10 distillate fuel oil, and this possible situation
11 was simulated. A 500 parts per million sulfur
12 content exemption (low sulfur distillate fuel oil)
13 was requested by Midwest Generation for its
14 oil-burning units and this was implemented in the
15 modeling.

16 In the Scenario #3 modeling run, lower
17 allowable emission rates proposed by Owens Corning
18 Roofing and Asphalt, Limited Liability Corporation
19 were incorporated that were "more representative of
20 current operations". Since the highest design
21 value concentrations from Scenario #2 had
22 significant contributions primarily from Ingredion,
23 Incorporated as well as from Owens Corning Roofing
24 and Asphalt, emission reductions were also

1 implemented for the most culpable Ingredient,
2 Incorporated sources (emissions were lowered to
3 levels closer to reported actual emissions).

4 In Scenario #4, the emission rate for
5 Unit #4 at the Midwest Generation - Romeoville
6 facility was reduced to approximately 6,520 pounds
7 per hour. This reduction, in combination with
8 further emission reductions for the Channel #2, #3,
9 and #4 wet scrubbers at Ingredient, Incorporated
10 resulted in all receptors having design values
11 showing modeled attainment.

12 A 500 parts per million sulfur content
13 limit for distillate fuel oil was requested by
14 Caterpillar, Incorporated in Aurora and implemented
15 in modeling Scenario #5. Despite this exemption,
16 the design values for all receptors still showed
17 modeled attainment.

18 An amended emission limitation for
19 Midwest Generation's Romeoville (Will County) Unit
20 #4 in the Illinois Pollution Control Board's R15-21
21 rulemaking proceeding was set to 5,000 pounds per
22 hour. This lower limit was implemented in the
23 final modeling run, and the design value
24 concentrations for all receptors showed modeled

1 attainment.

2 Next slide.

3 And I thank you.

4 HEARING OFFICER STUDER: Okay. That
5 concludes the presentation. And for the record, I
6 will enter a visual of the slides into the record
7 as Exhibit Number 4.

8 Are there any questions or comments
9 regarding the nonattainment area or the
10 presentations?

11 MR. ALEC DAVIS: Can I ask them from
12 here? Can everyone hear me? I actually have two
13 questions.

14 HEARING OFFICER STUDER: Okay.

15 MR. ALEC DAVIS: My name's Alec Davis.
16 I'm with the Illinois Environmental Regulatory
17 Group. My questions are I think both for
18 Mr. Sprague.

19 First of all, would it be possible to
20 get a copy of the PowerPoint presentation that was
21 provided today?

22 MR. SPRAGUE: Sure. I have it right
23 now.

24 MR. ALEC DAVIS: Okay.

1 MR. SPRAGUE: Before you leave.

2 MR. ALEC DAVIS: That's great.

3 And second, you mentioned a Technical
4 Support Document. Were you referring to the
5 Technical Support Document provided to the
6 Pollution Control Board in the context of its
7 rulemaking or is there a separate Technical Support
8 Document for the context of this attainment
9 demonstration proceeding?

10 MR. SPRAGUE: This in is the context of
11 this proceeding. We also actually provided it to
12 the Pollution Control Board, though.

13 MR. BLOOMBERG: The Technical Support
14 Document that he's talking about is the one for the
15 attainment demonstration.

16 MR. SPRAGUE: Right.

17 MR. BLOOMBERG: Which is already
18 available.

19 MR. SPRAGUE: Through the regional
20 offices and through requests to Dean.

21 MR. ALEC DAVIS: Okay. Thank you.
22 That addresses my questions.

23 HEARING OFFICER STUDER: Any other
24 questions or comments that anyone would like to

1 make on the record?

2 (No response)

3 HEARING OFFICER STUDER: Okay. I thank
4 everyone for their attendance this morning. I
5 remind those in attendance that the record in this
6 is open for 30 days. And I thank you for your
7 attendance.

8 This hearing is adjourned.

9 (The hearing adjourned at 10:35 a.m.)

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CERTIFICATE OF REPORTER

STATE OF ILLINOIS)

) ss

COUNTY OF SANGAMON)

I, DOROTHY J. HART, a Registered Professional Reporter and Certified Shorthand Reporter within and for the State of Illinois, do hereby certify that the foregoing proceedings were taken by me to the best of my ability and thereafter reduced to typewriting under my direction; that I am neither counsel for, related to, nor employed by any of the parties involved in this proceeding, and further that I am not a relative or employee of any attorney or counsel employed by the parties thereto, nor financially or otherwise interested in the outcome of the action.

Registered Professional Reporter
Certified Shorthand Reporter
Illinois CSR No. 084-001390

PUBLIC HEARING 12/16/2015

<p align="center">A</p> <p>a.m 1:21 3:15,15 26:9</p> <p>ability 27:8</p> <p>able 19:10 21:21</p> <p>accept 9:21</p> <p>accepted 7:24</p> <p>access 6:6 7:16</p> <p>accessed 6:3</p> <p>accounting 14:21</p> <p>Act 5:22 13:13</p> <p>action 27:15</p> <p>actions 9:19</p> <p>actual 23:3</p> <p>additional 20:7</p> <p>Additionally 14:10 19:22</p> <p>address 8:13 18:4</p> <p>addressed 6:19</p> <p>addresses 25:22</p> <p>adjourn 9:19</p> <p>adjourned 26:8 26:9</p> <p>administrative 5:24 8:17</p> <p>AERMAP 15:9</p> <p>AERMET 15:9</p> <p>AERMINUTE 15:13</p> <p>AERMOD 14:14 15:3,18 16:12,17 17:15</p> <p>AERSURFACE 15:13</p> <p>affect 18:12</p> <p>agency 1:1 3:1 5:5,19 6:14 7:17 8:11 11:8 14:12</p> <p>Agreement 20:21 21:5</p> <p>ahead 11:9,23</p> <p>air 1:2,8 3:2,8 4:3,5,8 5:16,21</p>	<p>11:14,15,18 12:10 13:13,23 14:3,6 16:11 16:16</p> <p>Airport 16:9,14</p> <p>Alec 24:11,15,15 24:24 25:2,21</p> <p>algorithms 15:19</p> <p>allow 6:11</p> <p>allowable 19:6 20:8,13 21:1 21:16 22:17</p> <p>ambient 1:8 3:8 5:16 12:10 16:18 17:19</p> <p>amended 23:18</p> <p>analysis 15:2 17:17</p> <p>Appendix 14:1,5</p> <p>applause 9:1</p> <p>applicable 10:8 13:15 14:1</p> <p>application 14:3</p> <p>applications 15:5</p> <p>applied 19:15,19 22:1</p> <p>appointed 3:17</p> <p>appropriate 9:2 9:8</p> <p>approximately 16:23 20:8,10 23:6</p> <p>April 14:18</p> <p>area 9:10 14:19 16:2,8,13,21 16:22 17:1,2 19:2 21:11,15 24:9</p> <p>areas 5:17 12:11 13:14 18:15</p> <p>arrange 12:3</p> <p>arrangements 8:20 10:16</p> <p>Asphalt 22:18</p>	<p>22:24</p> <p>assessing 14:8</p> <p>assessment 19:2 21:11</p> <p>Assistant 4:6 11:12</p> <p>associated 10:1 14:15 20:20</p> <p>association 10:9</p> <p>assumed 20:17</p> <p>attaining 5:15</p> <p>attainment 1:7 3:7 5:8,14,18 8:9 9:11 10:1 10:24 11:20 12:9,15 13:17 13:21 14:16,23 15:6 18:17,23 23:11,17 24:1 25:8,15</p> <p>attendance 9:1 26:4,5,7</p> <p>attending 9:18</p> <p>attorney 27:13</p> <p>Aurora 23:14</p> <p>authorized 9:19</p> <p>Availability 18:2</p> <p>available 7:9 8:22 12:3,21 12:24 25:18</p> <p>Aventine 20:4,5 20:14 21:1</p> <p>Avenue 3:16 8:11</p> <p>averaged 17:14</p> <hr/> <p align="center">B</p> <p>B 2:2</p> <p>back 13:9 22:9</p> <p>background 8:18 17:7,16</p> <p>backup 16:5 19:16 22:2,5</p> <p>based 18:15</p> <p>basis 14:6</p>	<p>believe 5:13</p> <p>benefit 8:17 10:12</p> <p>best 27:8</p> <p>Bloomberg 4:5 11:13,13 13:3 25:13,17</p> <p>Board 6:4 25:6 25:12</p> <p>Board's 23:20</p> <p>body 10:8</p> <p>boundary 18:12</p> <p>Box 8:12</p> <p>BPIPPRM 15:15</p> <p>brief 6:9 11:9 12:6</p> <p>brought 22:9</p> <p>building 15:14</p> <p>building- 18:4</p> <p>building-indu... 18:1</p> <p>buildings 18:3</p> <p>BUREAU 1:2 3:2</p> <hr/> <p align="center">C</p> <p>calculated 16:18</p> <p>called 10:14</p> <p>calms 15:20</p> <p>capable 17:18</p> <p>Capitol 4:22</p> <p>card 6:20 7:12</p> <p>Cards 7:9</p> <p>case 9:20</p> <p>Caterpillar 19:20 23:14</p> <p>cells 19:20</p> <p>Center 19:21</p> <p>centered 16:1</p> <p>certain 15:1 18:3</p> <p>CERTIFICATE 27:1</p> <p>Certified 27:5 27:19</p>	<p>certify 27:7</p> <p>CFR 13:24</p> <p>Channel 23:8</p> <p>character 9:7</p> <p>characteristics 15:12 16:9,14 18:12</p> <p>Chicago 16:13</p> <p>Cincinnati 5:10 12:20 16:20</p> <p>circle 15:24</p> <p>citizen 10:11</p> <p>Clean 5:21 13:13</p> <p>close 6:23 7:13 7:20 9:21</p> <p>closer 23:3</p> <p>closes 7:23</p> <p>coal 22:4</p> <p>Code 5:24 8:9</p> <p>codified 13:24</p> <p>combination 17:14 23:7</p> <p>combustion 16:3 19:15 22:1,4</p> <p>come 10:7</p> <p>coming 13:9</p> <p>commenced 1:21</p> <p>comment 6:15 6:21,24 7:7,11 7:13,21 8:3 9:22</p> <p>comments 5:7 6:11,13,13,17 6:22 7:2,3,5,13 7:24 8:4 9:6,9 9:21 10:3,5 24:8 25:24</p> <p>common 14:6</p> <p>Community 8:8</p> <p>completes 7:12</p> <p>component 17:16</p> <p>concentration 20:2</p>
--	--	--	--	---

MIDWEST LITIGATION SERVICES

PUBLIC HEARING 12/16/2015

<p>concentrations 14:7 16:18 17:8,12 18:13 22:21 23:24 concerns 8:24 concludes 24:5 condition 17:23 19:7 21:17 conditions 17:20 conduct 9:17,24 conjunction 16:10,15 consideration 6:14 considerations 15:1 considered 7:8 consisted 15:23 consistent 20:20 constructed 18:6 contain 7:16 containing 13:14 content 19:12,14 19:17 21:22,24 22:12 23:12 context 25:6,8 25:10 continue 12:23 contribution 18:20 contributions 17:10 20:3 22:22 control 6:4 14:8 23:20 25:6,12 controlling 15:17 conversion 22:4 Cook 5:9 Cook/Will 12:19 Copies 6:2 copy 10:22 24:20 Corning 22:17</p>	<p>22:23 Corporation 19:23 20:23 22:18 counsel 4:6,7 11:12 27:10,13 Counties 5:10 5:12 12:19,21 County 5:13 23:19 27:3 coupled 18:20 course 9:2 court 4:20 8:15 10:12 criteria 14:7 CSR 4:21,21 27:19 culpable 23:1 current 22:20</p> <hr/> <p style="text-align: center;">D</p> <hr/> <p>D 2:1 D-e-a-n 8:7 Dana 4:6 11:11 data 8:4,7 15:10 15:12,20 16:9 16:14 18:11,15 20:6 date 13:19 Davenport 16:16 David 4:5 11:13 Davis 4:8 11:15 11:15 13:11 24:11,15,15,24 25:2,21 day 3:14 17:12 17:14 days 26:6 Dean 3:17 4:2 5:3 8:7 12:5 25:20 December 1:14 3:14 decision 7:14 default 15:17</p>	<p>demonstrate 12:8 demonstrated 18:22 demonstration 1:7 3:7 5:8,14 5:18 8:10 9:5 9:11 10:2 11:1 11:20 12:15 13:22 14:16,23 18:18 25:9,15 demonstrations 15:7 density 18:11 Des 12:22 description 2:3 14:21 design 20:2 22:20 23:10,16 23:23 designated 13:14 designation 13:20 Despite 23:15 detailed 12:11 14:21 determination 18:14 determined 18:10 19:6 21:17 determining 18:11 developing 11:20 13:21 14:8 15:6 development 14:2,16 dimensional 18:2 dioxide 1:7 3:7 5:8,16 8:9 9:5 10:24 12:9,14 direction 27:10 direction-spec...</p>	<p>15:14 disagree 10:2 discretely 17:11 discussion 12:11 13:7 dispersion 15:4 18:9 disruptive 9:1 distillate 19:11 19:19 21:21 22:5,10,12 23:13 Division 4:7 document 2:5 5:14 10:23 12:13,14 14:18 14:24 25:4,5,8 25:14 documents 8:4,6 10:20 11:5 14:11 domain 19:15 22:1 Dorothy 4:21 27:4 downwash 15:14,19 18:1 18:5 downwind 18:13 draft 2:5 5:7 10:23 12:13 20:21 drift 9:9,10 Dryer 20:7,15 21:2 due 20:3 duly 3:17 DuPage 5:9 12:16 16:22</p> <hr/> <p style="text-align: center;">E</p> <hr/> <p>E 2:1,2 4:5 E.D 19:24 20:9 20:16 21:6 East 3:16 8:11 easy 6:5</p>	<p>Edwards 19:24 20:9,17 21:6 electrical 17:21 elements 15:1 elevated 15:19 elevations 15:9 emission 14:9 17:10 18:21 19:6 20:5,15 20:18,18 21:16 22:17,24 23:4 23:8,18 emissions 15:23 20:1,9,13 21:1 21:6 23:2,3 employed 27:11 27:14 employee 27:13 enabled 18:4 ends 6:16 Energy 20:4,14 21:2 engine 19:20 Engineer 4:8 Engineering 18:6 ensure 6:24 enter 24:6 entered 11:5 entitled 12:13 14:18 Environmental 1:1 3:1 4:8 5:4 5:19 8:10 14:12 24:16 EPA 5:17 6:8 7:9,18 8:1,21 9:20 11:12 13:23 14:17 17:20 18:4 20:22 21:3 EPA's 7:14 10:18 estimating 14:6 et 5:22 evaluated 17:21</p>
--	--	--	--	---

MIDWEST LITIGATION SERVICES

PUBLIC HEARING 12/16/2015

<p>evaluations 18:21 excluded 16:3 exclusively 16:4 execution 15:18 exemption 19:18 22:12 23:15 exhibit 2:3,4,5,6 2:8 7:1 10:21 11:1,2 24:7 exhibits 2:10 8:5 10:20 existing 14:13 expeditiously 13:18 express 10:5 extended 17:5</p> <hr/> <p style="text-align: center;">F</p> <p>facilitated 14:15 facilities 17:2,3 18:3 facility 16:24 22:6,7 23:6 fall 7:4 fencelines 16:24 fill 7:10 final 23:23 finally 18:16 financially 27:14 fired 22:9 firing 16:4 First 24:19 five 13:18 Following 6:10 foregoing 27:7 forth 5:15 forward 10:7 fuel 19:9,11,14 19:16,19 21:19 21:21,24 22:2 22:5,10,12 23:13 fuels 16:5 19:17 22:3 further 23:8</p>	<p>27:12</p> <hr/> <p style="text-align: center;">G</p> <p>game 18:19 gas 16:4 22:4 gathering 5:7 general 8:18 generally 18:17 19:10 21:20 generate 15:11 generating 17:21 19:23 20:23 21:4 Generation 22:6 22:7,13 23:5 Generation's 23:19 Germ 20:7,14 21:2 given 6:13 giving 11:22 go 5:1 11:9,23 12:4 13:3,5,9 going 11:7 Good 5:5 18:6 governmental 10:8 Grand 3:16 8:11 great 25:2 greatest 17:19 gridded 17:3 ground 16:18 group 9:7 24:17 guidance 14:11 14:14,18 Guideline 13:23 14:5</p> <hr/> <p style="text-align: center;">H</p> <p>H 2:2 hand 7:3 Hart 4:21 27:4 headquarters 8:1 hear 8:19 12:18 24:12 hearing 1:13,21</p>	<p>2:4,10 3:13,17 4:2 5:1,4,6,23 6:19 7:1,4,6,8 7:19 8:5,14,21 9:3,8,14,18,19 9:24 10:4,17 10:22 11:3,6 11:21 12:17 13:5,8 24:4,14 25:23 26:3,8,9</p> <p>Hearings 6:2 heartfelt 8:24 height 18:7 held 1:13 3:13 5:6,23 helpful 6:22 highest 17:13,24 20:2 22:20 Hollis 5:11 12:20 16:20 hour 17:12,14 20:16,19 21:8 23:7,22 hours 3:15</p> <hr/> <p style="text-align: center;">I</p> <p>IEPA 4:1 12:22 Illinois 1:1,6 2:6 3:1,6,16 4:21 4:23 5:4,8,17 5:24 6:4,8 7:9 7:14,18 8:1,10 8:12,21 9:20 10:18,24 11:3 11:12 12:14 13:23 14:17 16:11 17:8,20 18:4 19:21,22 20:22,22 21:3 21:4 23:20 24:16 27:2,6 27:19</p> <p>Illinois' 5:20 impacts 17:19 17:21,24 20:6 implementation</p>	<p>1:6 3:6 5:20 13:16,22 14:14</p> <p>implemented 14:22 20:11 22:14 23:1,14 23:22 important 18:11 include 15:18 included 7:1 17:1,3 includes 15:8 including 20:7 incorporated 19:20 22:19,23 23:2,9,14 indicate 7:11 indicated 6:20 individual 18:20 induced 18:5 information 7:16 14:3 18:2 Informational 6:1 Ingredion 22:22 23:1,9 initial 19:4 21:14 inputs 15:14 16:12 integrated 17:15 intend 9:14 intended 12:7 intends 5:17 interested 10:11 27:15 Intermittent 16:2 Internet 12:3 interrupt 9:11 intervals 16:24 17:4 introduce 6:9 11:8 Invariably 17:23 inventory 15:22 15:23 16:6</p>	<p>involved 9:10 27:11 Iowa 16:16 issue 7:5 9:13 issued 14:12 issues 6:18 7:3 7:19 8:23 9:4 9:10 10:1 iterative 18:18</p> <hr/> <p style="text-align: center;">J</p> <p>J 4:21 27:4 January 6:16 7:23 8:2 12:24 Jeff 11:22 Jeffrey 4:3 11:17 Joliet 22:6</p> <hr/> <p style="text-align: center;">K</p> <p>keep 7:2 8:18 key 15:1 kilometer 16:1</p> <hr/> <p style="text-align: center;">L</p> <p>land 15:12 18:10 18:15 layer 18:12 leave 25:1 Legal 4:7 legibly 7:12 Legislative 6:2 Lemont 5:9 12:10,15 15:6 16:12,21,22 17:1 21:11,14 lengthy 6:21 Let's 5:1 level 16:18 levels 17:23 23:3 Liability 19:23 20:23 22:18 limit 19:6,12,13 19:14 21:7,16 21:22,23,24 23:13,22 limitation 23:18</p>
---	---	---	---	--

MIDWEST LITIGATION SERVICES

PUBLIC HEARING 12/16/2015

<p>limitations 19:10 21:20 limited 9:23 19:23 20:23 22:18 limits 14:9 Lincoln 16:11 listed 8:13 14:24 listen 9:24 Litigation 4:22 load 17:17,20,22 17:23 loads 17:18 located 16:19 location 18:9 locations 12:24 Lockport 5:9 12:15 16:21 long 6:17 7:24 low 19:18 22:12 lower 22:16 23:22 lowered 23:2</p> <hr/> <p style="text-align: center;">M</p> <p>Mail 8:8 Manager 4:3,5 11:14,19 manner 9:16 manuals 14:13 margins 17:5 market 19:9 21:20 matter 1:5 3:5 7:15,23 10:5 maximum 19:5 21:16 member 10:11 members 6:8 9:16 Memorandum 20:21 21:4 mentioned 12:5 25:3 meteorological 15:10,11 16:10</p>	<p>16:12,15 meteorology 16:7 methodology 12:12 Midwest 4:22 22:6,7,13 23:5 23:19 million 19:12,13 19:17 21:22,23 22:11 23:12 minimum 8:19 minute 13:4 missing 15:20 mitigate 20:5 model 14:14 15:4 model's 18:13 modeled 17:11 17:24 19:5 21:15 23:11,17 23:24 modeling 4:3 11:18 12:8,12 13:21 14:1,11 14:22 15:2,3,7 15:16,22,23 16:5,8,13 17:15 18:16,18 18:19 19:1,4 19:15 20:12 21:10,13,14 22:1,3,15,16 23:15,23 models 13:24 14:4 monitor 16:1 Monitored 17:7 morning 5:5 11:23 26:4 Mossville 19:21 motive 9:7</p> <hr/> <p style="text-align: center;">N</p> <p>N 2:1 NAAQS 18:23</p>	<p>name 5:3 8:7 10:7,13 name's 24:15 National 1:8 3:8 5:16 12:9 natural 16:4 22:4 nature 9:6 nearfield 15:4 necessary 22:8 neither 27:10 network 16:17 17:4 new 20:5 nine 17:3 noise 8:18 noises 9:1 nominal 17:22 nonattainment 12:11 13:15,19 14:19 16:2,8 16:13,19 17:1 17:2,6 18:14 19:2 21:11,15 24:9 North 3:16 8:11 note 12:1 notice 2:4 3:14 8:13 10:22 11:3 notification 7:15 notified 7:14 November 12:23 Number 11:1 24:7</p> <hr/> <p style="text-align: center;">O</p> <p>O'Hare 16:13 object 10:2 observations 16:10,15 obtained 6:6 17:8 October 12:13 Office 8:8,11 officer 2:10 3:18</p>	<p>4:2 5:1,4 9:14 10:17 11:21 12:17 13:5,8 24:4,14 25:23 26:3 offices 12:22 25:20 official 7:7 Oglesby 17:8 oil 19:9,11,14,19 21:19,21,24 22:10,12 23:13 oil-burning 22:14 Okay 11:21 12:18 13:8 24:4,14,24 25:21 26:3 Old 4:22 open 26:6 operating 17:18 operation 20:17 operations 22:20 option 21:3 options 15:16,17 oral 6:17 order 10:15 organization 10:9 outcome 27:15 outside 7:4 outward 17:5 overview 6:10 Owens 22:17,23</p> <hr/> <p style="text-align: center;">P</p> <p>page 2:3 8:21 pages 2:6 11:2 panel 9:16 part 5:24 7:7 13:24 particular 14:17 parties 27:11,14 parts 19:11,13 19:17 21:21,23</p>	<p>22:11 23:12 Pekin 5:10,11 12:11,20 15:6 16:7,20,21 17:2 19:2 21:13 Pekin/ 12:20 people 9:8 10:14 Peoria 5:12 12:22 16:9 performed 12:8 period 6:15,24 7:7,14,21 8:3 9:22 permanent 21:5 permit 19:6 21:17 permitted 15:24 person 6:16,19 9:7,12 personal 9:6 persons 9:17 physically 8:1 placed 8:4 16:23 Plaines 12:22 plan 1:6 3:6 5:15 5:20 13:16,22 Planning 4:3,5,8 11:14,16,18 Plant 19:24 20:10,17 21:6 Plaza 4:22 please 7:2 8:6,17 10:6 plumes 18:5 podium 10:7 pollutants 14:7 Pollution 6:4 23:20 25:6,12 population 18:10 possible 22:10 24:19 Post 8:11 posted 8:21 12:4 pounds 20:16,19</p>
--	---	---	--	---

MIDWEST LITIGATION SERVICES

PUBLIC HEARING 12/16/2015

21:7 23:6,21 Power 19:22,24 20:9,17,22 21:4,6 PowerPoint 2:8 12:2 24:20 Powerton 20:11 practicable 13:18 Practice 18:6 prediction 18:13 preface 14:5 preferred 15:4 preliminary 10:19 preprocessor 14:15 preprocessors 15:8 present 4:1 6:8 presentation 6:10 10:19 11:10,22,24 12:6,7 24:5,20 presentations 24:10 primarily 20:3 22:22 primary 13:17 14:2 19:16 22:2 principal 11:19 prior 7:20 procedure 15:2 procedures 6:1 6:3 14:1,22 proceed 7:5 9:12 11:9,23 13:10 proceeding 8:22 23:21 25:9,11 27:12 proceedings 8:16 27:7 process 15:11 18:18 processing 15:9	15:10,20,21 professional 9:15 27:5,18 progress 11:6 projector 13:9 proposed 22:17 Protection 1:1 3:1 4:8 5:5,19 8:10 14:12 provide 6:11 12:6,7 13:16 19:11 21:21 provided 12:12 14:23 19:3 20:5,6 21:12 24:21 25:5,11 provides 14:5 provisions 5:24 public 1:13 2:4 3:13 5:7 6:2,11 6:15 8:13 9:17 10:4,12,22 published 11:4 purpose 5:7 pursuant 3:13	ready 13:10 received 8:1 receptor 16:17 receptors 16:19 16:23 17:4 23:10,16,24 record 5:2 7:1,8 7:22 8:5,16,17 10:19,20,21 11:6,24 13:4,6 13:7,9 24:5,6 26:1,5 reduced 17:17 17:20 20:15 23:6 27:9 reduction 18:22 20:8,10,24 23:7 reductions 22:24 23:8 refer 5:13 referred 5:21 referring 25:4 reflect 9:6 reflects 20:24 21:3 22:3 regarding 8:9 15:3,16,22 16:7,17 17:7 17:17 18:1,8 18:16 24:9 regional 12:22 25:19 Register 2:7 11:3 registered 10:15 27:4,18 registration 6:20 7:10 regulatory 14:3 15:16 24:16 relate 9:4 related 14:11 27:10 Relations 8:8 relative 27:13	relevant 6:18 7:3,18 8:3 9:13 10:1 13:17 relied 13:23 14:17 remarks 12:8 remind 26:5 reminiscent 18:19 removed 16:5 Renewable 20:4 20:14 21:1 reported 23:3 reporter 4:20 8:15 10:13 27:1,5,6,18,19 represent 10:9 17:9,16 representative 22:19 representing 10:10 11:8 request 6:7 requested 10:14 22:13 23:13 requests 25:20 required 6:12 requires 13:14 Research 19:21 residual 19:14 21:24 Resources 19:23 20:14,22 21:2 21:4 respectful 9:15 respond 7:18 response 26:2 responsibility 11:19 responsiveness 7:17 restrictive 19:8 21:18 resulted 17:24 18:21 23:10 results 12:12	retained 2:10 retired 19:24 22:8 retirement 21:5 revision 1:6 3:6 5:20 revisions 14:4 right 10:4 13:11 24:22 25:16 Romeoville 22:7 23:5,19 Roofing 22:18 22:23 room 8:18 Rory 4:8 11:15 routines 15:20 15:21 RPR 4:21 rule 19:7 21:17 rulemaking 23:21 25:7 run 19:4 21:14 22:16 23:23 runs 17:15 18:17 18:20 rural 18:8,9,14
	Q			S
	quality 1:8 3:8 4:3,5,8 5:16 11:14,15,18 12:10 13:24 14:4,6 Quasi- 6:1 questions 6:12 6:22 7:2 24:8 24:13,17 25:22 25:24			S 2:2 S-t-u-d-e-r 8:8 SANGAMON 27:3 scenario 19:4,12 20:3,12,13,24 21:2,14,22 22:3,16,21 23:4,15 scenarios 18:22 scope 7:4 scrubbers 23:9 season 17:12,13 second 17:13 25:3 Section 4:4,5,8 5:22 11:14,18 selected 19:19
	R			
	R15-21 23:20 radius 16:1 raised 7:19 8:23 9:4 range 15:5 rate 20:15,18,19 23:4 rates 20:5 22:17			

MIDWEST LITIGATION SERVICES

PUBLIC HEARING 12/16/2015

<p>send 8:6 separate 25:7 sequel 5:22 series 18:21 service 22:9 Services 4:22 set 23:21 sets 5:14 Shorthand 27:5 27:19 showed 23:16,24 showing 23:11 significant 7:19 22:22 simulated 22:11 SIP 5:21 14:2,4 14:19 21:13 situation 22:10 slide 13:2,10,12 14:20 15:1 18:24 19:3 21:9,12 24:2 slides 2:8 12:2 24:6 small 16:3 SO2 12:15 14:10 14:19 15:24 17:7,7 18:23 20:1,15,18 21:8 software 14:15 15:8,10 soundings 16:11 16:16 source 14:2 17:10 18:10,20 20:7 sources 15:24 16:2,4 17:18 19:5,16 20:4 21:15 22:2 23:2 South 4:22 spaced 17:4 speak 10:6,14 speaking 9:12</p>	<p>18:17 specific 14:10 19:1 21:10 specified 15:17 spell 10:13 Sprague 4:3 11:17,17 12:5 12:19 13:13 24:18,22 25:1 25:10,16,19 Springfield 3:16 4:23 8:2,12 ss 27:2 stack 18:6 20:11 20:16,19 21:7 stack-tip 15:19 stacks 18:5 20:10 staff 4:1 6:8 standard 1:8 3:8 5:17 12:10 13:17 start 10:18 state 1:6 3:6 4:22 5:20 10:7 10:10 13:14,22 19:7 21:17 27:2,6 State's 5:15 stated 14:4 statement 10:16 statements 6:18 9:5,9 10:3 States 5:19 stepwise 19:1 21:10 strategies 14:8 structures 18:3 Studer 2:11 3:17 4:2 5:1,3 8:7 11:21 12:17 13:5,8 24:4,14 25:23 26:3 Study 16:21,22 Submissions 14:19</p>	<p>submit 5:18 6:23 13:15 submits 7:12 submitted 6:14 7:6,20 sulfur 1:7 3:7 5:8,16 8:9 9:5 10:24 12:9,14 19:12,14,17,18 21:22,24 22:11 22:12 23:12 summary 7:17 7:18 12:7 suppliers 19:9 21:19 supply 19:10 21:20 Support 2:5 10:23 12:14 14:24 25:4,5,7 25:13 Sure 24:22 surface 15:12,13 16:9,10,14,14 system 15:3,7</p> <hr/> <p style="text-align: center;">T</p> <hr/> <p>T 2:2 table 7:10 taken 27:8 talking 25:14 Tazewell 5:11,12 12:21 Technical 2:5 10:23 12:14 14:24 19:21 25:3,5,7,13 Temporally 17:11 ten 17:1 terrain 15:9,19 test 19:20 thank 24:3 25:21 26:3,6 thereto 27:14 think 13:11</p>	<p>24:17 three 17:14 time 6:15 9:23 today 6:9 7:11 8:14,15,23 10:3 11:6 24:21 townships 5:9 5:11 12:16,20 16:20,20,22 17:6 transcript 8:20 treat 9:14 turn 10:6 two 20:9 24:12 types 19:16 22:2 typewriting 27:9</p> <hr/> <p style="text-align: center;">U</p> <hr/> <p>U.S 14:12 ultimately 18:22 Unit 4:3 11:18 19:22 20:17,20 21:7 22:8 23:5 23:19 United 5:19 units 17:22 21:5 22:5,14 unruly 9:18 upper 16:11,16 urban 18:8,9 USC 5:22 use 15:12,18 18:10,15 19:18 USEPA 14:18 USEPA's 15:4 user 14:13</p> <hr/> <p style="text-align: center;">V</p> <hr/> <p>value 17:13 20:2 22:21 23:23 values 23:10,16 variable 17:18 varying 17:11 verbalize 6:12 verbatim 8:16 versus 18:8</p>	<p>Vetterhoffer 4:6 11:11,12 violating 16:1 visual 12:2 24:6</p> <hr/> <p style="text-align: center;">W</p> <hr/> <p>W 4:3 14:1,5 wants 6:16 warrant 9:20 we'll 11:9,23 we're 13:11 web 6:6 8:21 website 6:3 week 12:4 wet 23:9 whack-a-mole 18:19 whichever 19:7 21:18 winds 15:13 writing 6:23 7:6 7:20 written 6:13 7:13,22 8:6 9:21 www.ipcb.stat... 6:5</p> <hr/> <p style="text-align: center;">X</p> <hr/> <p>X 2:1,2</p> <hr/> <p style="text-align: center;">Y</p> <hr/> <p>years 13:19 17:9 17:14</p> <hr/> <p style="text-align: center;">Z</p> <hr/> <p>zeroed 20:1</p> <hr/> <p style="text-align: center;">0</p> <hr/> <p>084-001390 4:21 27:19</p> <hr/> <p style="text-align: center;">1</p> <hr/> <p>1 2:4 10:21 19:5 19:22 20:14,16 21:2,5,14 1-800-280-3376</p>
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MIDWEST LITIGATION SERVICES

PUBLIC HEARING 12/16/2015

4:24	22:8,16 23:8			
1-hour 12:9	30 26:6			
14:10,19 18:23	35 5:24			
1-minute 15:13				
1,000 19:13	4			
21:23	4 2:8 20:13 21:2			
10 2:4,5	23:4,5,9,20			
10:00 3:15	24:7			
10:05 1:21	4,000 21:7			
10:35 3:15 26:9	40 13:24			
100-meter 17:4	42 5:22			
100% 17:22,23				
1021 3:15 8:11	5			
11 2:7	5 8:9 20:24			
13th 12:23	23:15			
15 4:22 19:11	5,000 23:21			
21:21	50- 15:24			
15th 6:16 7:23	50-meter 16:23			
8:2 12:24	50% 17:22			
16 1:14	500 19:17 22:11			
164 6:1	23:12			
16th 3:14	51 13:24			
19276 8:12	522-2211 4:23			
	6			
2	6 22:5			
2 2:5 11:1 19:12	6,520 23:6			
20:3,17,19	62701 4:23			
21:5,7,22	62794-9276 8:12			
22:21 23:8				
2,756 20:19	7			
2009 16:8	7 22:5			
2010 1:7 3:7	7401 5:22			
5:15	75% 17:22			
2011 17:9				
2013 16:8 17:9	8			
2014 14:18	8 22:6			
2015 1:14 3:14	80% 20:10			
12:13,23				
2016 6:16 7:23	9			
8:3 13:1	91% 20:8			
2100 20:15				
217 4:23				
24 2:8				
3				
3 2:6 11:2 20:7				
20:12,20 21:7				

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