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BEFORE THE ENVIRONMENTAL PROTECTION APPEALS BOARE. E.PA, UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
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In re:
PPG INDUSTRIES OHIO, INC., : RCRA Appeal No. 07-01
PPG INDUSTRIES, INC., :
Permit No. RCRA-004-304-689
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Washington, D.C.
Wednesday, July 23, 2008
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The above-entitled matter came on
for TELECONFERENCE at approximately 11:00
a.m. at 1341 G Street, NW., Washington, D.C.

BEFORE:
CHARLES SHEEHAN Presiding Judge

NIVEA BERRIOS
Senior Counsel to the Board

|  | 2 |  | 4 |
| :---: | :---: | :---: | :---: |
| 1 | APPEARANCES: | 1 | This conversation of course is |
| 2 | On behalf of PPG Industries Ohio, Inc.: | 2 | being transcribed, so it aids in |
| 3 | ROBERT J. SCHMIDT, ESQUIRE Porter Wright Morris \& Arthur |  | transcription as well. |
| 4 | 41 South High Street | 4 | Is that okay? |
| 5 | Columbus, Ohio 43215 (614) 227-2028 | 5 | MR. SCHMIDT: Yes, Your Honor. |
| 6 | On behalf of Environmental Protection Agency: | 6 | This is Rob Schmidt. |
| 7 | THOMAS J. KRUEGER, ESQUIRE | 7 | MR. KRUEGER: Yes, Your Honor. |
|  | Associate Regional Counsel | 8 | Tom Krueger. |
| 8 | U.S. EPA Region 5 77 West Jackson Boulevard | 9 | JUDGE SHEEHAN: This is an old case. |
| 9 | Chicago, Illinois 60604 (312) 886-0562 | 10 | It's about 15 months old at this point, filed in |
| 10 | ALSO PRESENT: | $\begin{aligned} & 11 \\ & 12 \end{aligned}$ | May of 07. And we now have before us a seventh motion for extension of time. We're concerned |
| 11 |  | 13 | about the extremely high number of extensions |
|  | Eurika Durr | 14 | granted at this point, and thought the case |
| 12 | Mark Mahoney | 15 | would have been concluded by now, given some of |
| 14 | **** | 16 | the representations lately. |
| 15 |  | 17 | In June, it was represented that |
| 16 |  | 18 | you thought that you'd have complete and |
| 178 |  | 19 | final resolution by July, but that didn't |
| 19 |  | 20 | happen; is that right? |
| 20 |  | 21 | Mr. Krueger, you want to go first |
| 21 |  |  | about why that representation was |
| 22 |  |  |  |
|  | 3 |  | 5 |
| 1 | PROCEEDINGS | 1 | unfulfilled? Was it the MACT issue only or |
| 2 | MS. DURR: Okay, we're getting ready | 2 | other issues? |
| 3 | to start. The Environmental Appeals Board of | 3 | MR. KRUEGER: The MACT issue certainly |
| 4 | the United States Environment Protection Agency | 4 | did slow matters down. As we indicated in the |
| 5 | is now in session for teleconference. in re: PPG | 5 | last request for extension, a recent stack test |
| 6 | Industries Ohio, Inc., PPG Industries, Inc.; | 6 | required some further evaluation by both |
| 7 | Permit No. RCRA-OHD-004-304-689, RCRA Appeal No. | 7 | parties, but ultimately helped us to come to a |
| 8 | 07-01. The Honorable Judge Charles Sheehan | 8 | resolution. |
| 9 | presiding. | 9 | At this point, I do believe that we |
| 10 | JUDGE SHEEHAN: Good morning. | 10 | have resolved the matter. That is, at this |
| 11 | Mr. Krueger, Mr. Schmidt. | 11 | point, we have agreed to six modifications to |
| 12 | MR. SCHMIDT: Good morning, Judge. | 12 | the issued permit that resolve the matters |
| 13 | MR. KRUEGER: Good morning, Your | 13 | raised in PPG's petition for review. |
| 14 | Honor. | 14 | And at this point, all that remains |
| 15 | JUDGE SHEEHAN: Yes, Judge Sheehan | 15 | to be done is to simply move forward and |
| 16 | here, and with me is our senior counsel, Nivea | 16 | implement those modifications. And at this |
| 17 | Berrios, who will, if she has any questions in | 17 | point what -- at least I would represent, |
| 18 | addition to mine, be free to ask them. | 18 | subject to Mr. Schmidt's confirmation, all |
| 19 | Given the fact that we are on by | 19 | that remains to be done is to have the |
|  | call, I think it's best that we proceed by | 20 | parties agree on the appropriate regulatory |
| 21 | introducing ourselves before each of us | 21 | mechanism for moving forward with those |
| 22 | speaks, just to be clear who it is speaking. | 22 | modifications, proposing the modifications, |

2 (Pages 2 to 5 )
going through the appropriate public participation measures, and assuming that public participation doesn't require any changes, then moving forward to modify the permit as the parties have agreed.

JUDGE SHEEHAN: Why couldn't the permit be withdrawn and then when the new permit is issued -- the old permit be withdrawn? So that the petition could be withdrawn, and the issue would be moot before us.

MR. SCHMIDT: Your Honor, this is Rob Schmidt speaking. I think from $\mathrm{PPG}^{\prime}$ s perspective, the problem becomes one -- we need to have a permit in place. So we can't -- and we can't dismiss -- we can't withdraw the current permit without having another one in place effectively.

The modification procedures that we're talking about do have a public participation element to it, which requires the region to take some steps, or potentially PPG, depending on what mechanism that we
undertake to modify this permit.
And during the pendency of that period of time when we're modifying the permit, if U.S. EPA is required due to public comments to make some changes to the agreed-to language that we've -- for the six modifications that we're going to make to the existing permit -- if U.S. EPA can't go forward with a change, or has to make a change that's different from the one that we've agreed to, unless this appeal is still pending at that point, we won't be able to challenge it.

I guess an example would be, in order here to explain the problem is as we see it -- the current permit as it exists has six effectively stayed provisions that were appealed. One of them relates to operational parameters for a thermal oxidation unit. The parties, meaning U.S. EPA and PPG, have agreed to modify the language to remove certain operational parameters from the
thermal oxidation unit and replace it with some other language related to the operation.

If during the public comment process, the modification to the permit to implement these changes, U.S. EPA is forced to, because of public comment or considers it -- considered the public comment worthy of making this change, to go back to the original permit language -- there wouldn't nced to be a modification of the underlying permit in that case, and there wouldn't be an opportunity for PPG to challenge that decision.

JUDGE SHEEHAN: You see our concern is, we have had representations at least since mid-June that this would be done by July, and July, you come back and give us three new jssues, essentially, in addition to the MACT issue you mentioned in June.

The final approval, whatever that means, the appropriate vehicle on the implementation of mods, and then you'd like

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until September to get back to us to tell us whether you need another indefinite period of time. So it's looking like rather than the window shutting in this case, as we were told in June, it's re-opening for an indefinite length of time. So it feels like the case is going out of control rather than getting more controlled.

MR. SCHMIDT: Your Honor, this Rob Schmidt again. If that's what we have conveyed to you, that is not what we intended to do. The substantive issues have been resolved and --

JUDGE SHEEHAN: Then let me ask, if they've been resolved by all the appropriate decision-makers all the way up the chain, for both parties?

MR. SCHMIDT: PPG -- this is Rob Schmidt -- PPG has confirmed that the language that was transmitted to us by U.S. EPA captures all of the elements of the agreement. So we do actually have now final signoff from my side on the language to implement the changes to the
permit to represent the agreement.
JUDGE SHEEHAN: What about you, Mr. Krueger?

MR. KRUEGER: Your Honor, we have concurrence in the language of the revised permit sections up to the level immediately below the division director who issues the permit.

JUDGE SHEEHAN: Isn't the division director the person that needs to concur?

MR. KRUEGER: The division director has indicated that she would like to wait until the package actually comes to her after public comment, before her final concurrence, but we have indicated to her that we strongly recommend those changes, and we anticipate there will be no problems, subject to public comment.

JUDGE SHEEHAN: But I guess what I am getting at is the permit mods that have been made -- irrespective of what the public comment process yields, since that's unpredictable and no one knows what that will result in -- but as
far as the agreed modifications to this point, has your division director agreed with all the mods that you say that Mr. Schmidt said PPG has been willing to do?

MR. KRUEGER: She has not -- everyone in the signoff chain up to her, both in counsel and on the program side, has agreed and has recommended that she agreed to those modifications.

JUDGE SHEEHAN: But she has not agreed?

MR. KRUEGER: She has not, but she certainly has not disagreed. As I said, she's indicated she preferred to wait, but if you want us to tell her that we need her concurrence, I anticipate we can get that very quickly.

JUDGE SHEEHAN: I guess what I'm getting at, Mr. Krueger, is to say in your July 17th filing - July 16 th , the parties have successfully negotiated all terms necessary to settle this matter, but it sounds from what you're saying that all the parties, at least in
the case of EPA, have not, because the signoff official hasn't concurred, hasn't successfully negotiated all terms.

You have and people above you, but not the director. So that -- I'm confused, because you said you represented the party's stand, and the party in your case is EPA, but EPA hasn't concurred, according to what you just said.

MR. KRUEGER: To make sure that I'm clear, the division director has indicated she did not want to formally concur until after public comment proceeded; however, we have all indications that she is onboard with the modifications which have been recommended to her.

She expressed no concern, she expressed no objections. She simply indicated that her decision or her concurrence would not and could not be final until after public comment.

JUDGE SHEEHAN: But why? I understand
that public comment will produce who knows what,
and she needs to take a fresh look at it there, but as far as what was agreed between the parties before public comment, why can't she agree to those changes now? Putting aside what public comment may yield.

MR. KRUEGER: I can get her to verify that that is her position. I think that's implicitly her position, but as I indicated, her bottom line was ultimately, she can't make a final decision until after public comment.

JUDGE SHEEHAN: Again, I'm not asking about a final decision at that point. I'm asking about a final agreement by her now that the mods are acceptable.

MR. KRUEGER: I can certainly get that clarification.

JUDGE SHEEHAN: It doesn't seem like your statement is accurate in the joint request for extension in stating that the parties have negotiated successfully.

MR. SCHMIDT: Your Honor, if I -- this
is Rob Schmidt -- if I may clarify a statement. I think certainly, PPG's perspective on this is that the party that we were attempting to negotiate with was the division -- and Tom and the permit writer -- because we have always understood that U.S. EPA's final decision on any agreed-to terms and conditions that we have reached would have to be contingent upon moving the permit to the permit modification process, which we have always understood to include the ability of U.S. EPA to make changes based upon the requirements for public participation.

Certainly from our perspective, from PPG's perspective, an agrecment has been reached with the necessary party, if you will, the permit writer and legal counsel at U.S. EPA, but we have always understood that the final decision by -- well, originally 1 was thinking the regional administrator, but certainly the division head -- was going to be something that was subject to the modification process and public comment.

And so certainly from our perspective, we've reached an agreement with U.S. EPA. We understand that that agreement has a contingency in it and are prepared to move forward with the modification process, however that ultimately is decided to be done.

JUDGE SHEEHAN: It just sounds like EPA, and if EPA is the decision-maker here, has not agreed with you. Mr. Krueger, the permit writer, has, but not the division director; right?

MR. KRUEGER: Well, again, Your Honor,
I -- while we didn't ask her to make this statement, based on our discussions with the division director, I think she regards it as being a final agreement subject to public comment.

Again, she -- I think she felt that it was unnecessary for her to formally say yes, this is final, and maybe that's a fairly fine distinction, but I think that she felt
more comfortable not that going to that point, feeling it wasn't necessary.

But again, if that is important for the Board for us to clearly establish that, we are happy to do that. And again, I certainly don't believe that we mis-represented the region's sense that the parties have reached agreement here subject to public comment.

JUDGE SHEEHAN: I'm looking for more than a sense, especially when you're asking for much more time now and you indicated that you knew you were effectively done. Do you understand the Board's concern?

MR. KRUEGER: I certainly do --
JUDGE SHEEHAN: You make signals here, it's done, but then it's suddenly not done. It's open again anew.

MR. KRUEGER: Your Honor, this is Mr. Krueger again -- I don't believe that the parties were mis-representing to the Board the status of their progress in this, cssentially
our agreement that -- our belief that we have resolved this matter.

I think the one thing we may have failed to emphasize to the Board in some of our previous pleadings was that this agreement would then still require the parties to obtain a modification of the permit.

JUDGE SHEEHAN: Let me ask Mr. Krueger, when do you anticipate you would go out with a new revised permit for public comment?

MR. KRUEGER: Our belief is that all we would need to go forward with would be a modification of the permit rather than a completely new reissued permit.

JUDGE SHEEHAN: When would that date be?

MR. KRUEGER: We have one matter that we still need to resolve, Your Honor, and at this point, we need to have further consultation with EPA headquarters on whether the permit can
be modified using the procedures set forth in 40 CFR Section 124.19(d). That's a relatively new regulatory provision that the agency really has not used much, if at all, that seems to provide for a streamlined approach to permit modification when that modification is resolving a matter upon appeal with the agency. Because
it is fairly precedential, we do need to have further consultations with headquarters.

Headquarters indicated that they weren't ready to complete that consultation until the region advised them the matter really has been settled. We have now done that. We're hoping that that will be done expeditiously.

If this provisions of 124.19 (d) are deemed not to be applicable there in whole or in part, we would then proceed with their standard modification provisions under CFR Section 270.41. Both parties are familiar with those.

As Mr. Schmidt indicated, we have
developed a document that shows the specific language changes. Once we know which vehicte is the appropriate vehicle to use, my belief is that we can get that modification out before the public within a matter of about a week, establishing then appropriate public communication provisions.

After we receive our public comments, we believe we can move forward expeditiously to respond to them and to finalize the appropriate permit modifications. So if you're asking me for a specific projection, I would say that that I do believe that we will have the modifications resolved in about two months, which was the basis for our asking for an extension to September.

JUDGE SHEEHAN: When you say in your filing on July 15th, the sentence after you say you've successfully negotiated all terms, you say you require further time to obtain final approval. Is that what you just described, the
headquarters' approval on the vehicle for streamlining, or something else?

MR. SCHMIDT: Your Honor, this Rob Schmidt. That was actually something else. We reached final agreement the afternoon of July 16 ih . And we hadn't at that point exchanged the language for all six of the modifications. And basically my client said we have agreement but we've got to see it before we can approve it.

And that was -- because we were under the previous orders of the Board to file a response by July 16 th, we had to include that language because -- from my client's perspective, while we had reached that agreement in principle, we hadn't exchanged the language and we had to see the language.

MR. KRUEGER: Your Honor, that that final verification of language also had to procced within EPA Region 5, and that did happen very shortly after we filed the status report. divisi director has indicated, as I expressed, no problems with it. She didn't feel that she wanted to say that she agreed with the modifications until she saw public comment.

JUDGE SHEEHAN: So you say you've talked to headquarters already, Mr. Krueger, about the streamlining vehicle?

MR. KRUEGER: Yes.
JUDGE SHEEHAN: When did you speak to them?

MR. KRUEGER: We've actually -- we have been talking with headquarters staff about this question since the beginning of the calendar year, but we indicated to them that at this point, we now have a final resolution and we really need to answer this question quickly. That communication occurred. I think our filing was last Thursday, and I was in touch with the
appropriate contacts at headquarters Friday morning first thing.

JUDGE SHEEHAN: So why does it require all the way through August into September to get this out if you've already begun those conversations with headquarters earlier this year, at the beginning of this year?

MR. SCHMIDT: Your Honor, Rob Schmidt.
Depending on how we go forward with the modification -- and we'll have to figure out whether this is a Class II or Class III product modification to get these changes implemented, there is a -- at least, I believe a 60 -day public comment period on the proposed modification.

JUDGE SHEEHAN: That's not why I asked. I asked why did it take so long to get the proposed modified permit out for public comment?

MR. KRUEGER: Your Honor, this is Mr. Krueger. I belicve that I had represented earlier that we thought we could get it out very
quickly.
JUDGE SHEEHAN: But you said that was September, which doesn't sound really quickly at all, given the fact that you say began the conversations with headquarters in January, or early in the calendar year, as you represented.

MR. KRUEGER: Your Honor, I must have misspoken then. I thought that I said and I certainly meant to say we would have the permit modification completed by September.

JUDGE SHEEHAN: You mean completed through public comment?

MR. KRUEGER: Exactly.
JUDGE SHEEHAN: That may be my mistake. I thought you meant just out, not with public comment received. When do you think you'll get it out then -- received with public comment?

MR. KRUEGER: My belief is that we should be able to get the modifications out within about a week after we get this decision on what the appropriate vehicle would be. And I
am very hopeful that we will have our input from headquarters on that question within about a week or so.

JUDGE SHEEHAN: So you think what then -- sounds like you're guessing two weeks or so; is that right? To get it out?

MR. KRUEGER: That is my current expectation. This is Mr. Krueger again. And again, that is subject to making sure that we have everything cleared with PPG as well. My impression from our discussions with the PPG is they'll work to fast-track this as well.

MR. SCHMIDT: This is Rob Schmidt.
Absolutely.
JUDGE SHEEHAN: So given the fact that that point, we'll be probably be in the 15 th or maybe 16 th -1 16th month, and the Board is anxious just to get this thing resolved either by briefing it in your argument and having a decision, or by having the parties take it away -- would you have any objection to the Board ordering that the region file its response
to the petition in three weeks if the permit mod is not out for public comment before that timc?

MR. KRUEGER: Your Honor, this is Mr. Krueger. This may be a good opportunity to I think clarify some apparent confusion. The EPA Rcgion 5 has filed its response to the petition for review. We filed that within the deadline that the Board originally established.

So the matter is effectively fully briefed. And it was after EPA filed its response that the parties initiated their request for a stay, because we believe that the matter was capable of resolution by agreement rather than requiring the Board to review the merits. So the matter is fully briefed and ready to proceed, if that becomes necessary.

JUDGE SHEEHAN: Okay.
MR. SCHMIDT: Your Honor, this Rob Schmidt. I do want to concur with Mr. Krueger on that point that they did file their response within the timeline provided. I think that
proceeding at this point with oral argument or any sort of hearings on this matter would not really be necessary because all of the substantive issues have been resolved. I mean, we are at a point now where we are effectively dealing only with procedural matters to implement the agreement between the parties.

JUDGE SHEEHAN: Right, but you understand our concem. The procedural matters are seeming to eat up more months than the substantive at this point. And again, I'm going back to your representation in June that you'd have complete and final resolution by July, and then in July saying you had all terms necessary settled.

But then you had three other issues you put out, and you wanted until September before you get back to us with another proposal for how much more time it might take. It doesn't sound like it's just winding down. Can you understand that perspective, given the way you have
articulated things in your recent filings?
MR. SCHMIDT: This is Rob Schmidt. I guess my response to that would be that would probably be the result of inartful drafting betwecn Mr. Krueger and myself as to not alerting the Board clearly enough that there was going to be a secondary set of considerations once the parties had resolved the substantive issues.

MR. KRUEGER: And this is Mr. Krueger. I would agree with that. And while I think we have been clearancing, we were working towards an agreement to modify the permit. Perhaps we could have been clearer that once that agreement was reached, that we would still have to go through the necessary procedural steps, as Mr. Schmidt indicated.

JUDGE SHEEHAN: And this too in the face of the statement in the July order that no further extensions will be granted, and that was actually said even before that, with reference to the June 13 filings.

So it -- the concern here is that we thought that this is moving to closure. This is an old, old case as it is, and now we are being told there is a lot more process and procedure to come, which could gobble up many more months.

But I think that you got your word, Mr. Krueger, that even though -- 1 know it's not -- you can't be absolutely clear, but you expect -- well, both of you expect, within two weeks, you'll get out the modified permit for public comment. You're both comfortable with that statement?

MR. SCHMIDT: Your Honor, this is Mr. Schmidt --

JUDGE SHEEHAN: Fact representations --

MR. SCHMIDT: As far as Mr. Krueger's representations go, I certainly think that we could marshal resources on our end to be able to do that, depending upon what the ultimate decision is as to the process.

MR. KRUEGER: Yes, Judge, and this is
Mr. Krueger. I also don't want you to take our hesitation as concern that we wouldn't meet those deadlines. I think as Mr. Schmidt was indicating, the decision on which vehicle is going to be used will determine which entity has to take the laboring oar in terms of getting the modifications out.

So we can only -- 1 think we can only really fairly speak for our own clients, but I will indicate that -- as Mr. Schmidt did, I think my client is ready to move forward within that time frame.

JUDGE SHEEHAN: I think Ms. Berrios has a question.

MS. BERRIOS: I had a question for Mr. Krueger. You mentioned 124.19(b) as the provision given with modification. Is that a new provision, and how new is it?

I have a copy here of the CFR, but it's a 2006 version, and it doesn't -- the provision that relates to 124.19 (b) doesn't
deal with mechanism, so I was wondering if this was a new provision, recent one?

Mr. Krueger?
MR. KRUEGER: Yes, I don't have it here in front of me, and I apologize for that. My belicf is that that provision was added at roughly the time that the Agency revised its procedural rules. That still seems new to me, although I realize that's probably been in place now for about four or five years.

But it was done in conjunction with that. And as I indicated, from all the research that I've done and all the people I've talked to, it's not anything that the Agency has really had to invoke very much at this point.

MR. SCHMIDT: Your Honor, Rob Schmidt. If I may offer an observation. I have a second RCRA permit appeal in front of the Board pending right now on behalf of the Dow Chemical Company. And in that -- that case has also resolved itself on a substantive basis, but the question
has been posed in that case as well as to what procedures need to be used to modify the underlying RCRA permit.

And the response in that matter was the same as Mr. Krueger's response, in that this procedural rule appears to be something that has not been used a great deal. And I think that Mr. Krueger's observation about headquarters needing to be involved is something that I've experienced in another context.

JUDGE SHEEHAN: I think unless the parties have anything more to add, we can wrap this up. Again, I do want to stress, I'm going to speak about this with the other judges, who I think shared the frustration that this has gone on quite a while and gone on -- most recently in the face of representation that it was about to conclude -- and suddenly it doesn't seem like it's about to conclude at all.

I would, Mr. Krueger, urge you to get with your division director right away
and indicate to us whether or not there's any disagreement on her part with approval, at least as of the mods between the parties whatever -.. putting aside whatever the public comment might be.

And also, Mr. Krueger, urge you to get with OGC or whomever you're speaking to at headquarters to wrap up the vehicle issue -- streamlining issue so that this begin can get out quickly.

MR. KRUEGER: Yes, Judge. I certainly intend to do that. And you know, I understand and share the Board's concern that this has dragged on for some time now. You know, I will note that the Board was very gracious in granting the last extension. On seeing there will be no further extensions unless the parties have successfully negotiated all terms to settle this matter, I genuinely do believe we have reached that point. If we hadn't, we wouldn't have made the further request for extension of stay.
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Board's willingness to grant us time to see if we could reach an agreed resolution has produced a substantive resolution at this point that is advantageous to all the parties and to the Agency.

We are grateful for the extensions the Board has granted us, and I do firmly believe that by September, if we are completely done, we're going to be well along in the process, and have something tangible to show the Board and have a very concrete idea of the fact that this is going to be resolved.

JUDGE SHEEHAN: Thank you both. MR. SCHMIDT: Thank you, Your Honor. MR. KRUEGER: Thank you.
(Whereupon, at approximately 11:33 a.m., the TELECONFERENCE was adjoumed.)

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