

Brooke T. Paup, *Chairwoman*
Bobby Janecka, *Commissioner*
Catarina R. Gonzales, *Commissioner*
Kelly Keel, *Executive Director*



Garrett T. Arthur, *Public Interest Counsel*

TEXAS COMMISSION ON ENVIRONMENTAL QUALITY

Protecting Texas by Reducing and Preventing Pollution

August 29, 2025

Laurie Gharis, Chief Clerk
Texas Commission on Environmental Quality
Office of the Chief Clerk (MC-105)
P.O. Box 13087
Austin, Texas 78711-3087

RE: **IN THE MATTER OF THE APPLICATION BY J7 READY MIX, LLC
FOR STANDARD PERMIT CONCRETE BATCH PLANT
REGISTRATION NO. 172856
TCEQ DOCKET NO. 2025-0905-AIR**

Dear Ms. Gharis:

Enclosed for filing is the Office of Public Interest Counsel's Response to Requests for Hearing and Requests for Reconsideration in the above-entitled matter.

Sincerely,

A handwritten signature in cursive script that reads "Eli Martinez".

Eli Martinez, *Senior Attorney*
Assistant Public Interest Counsel

A handwritten signature in cursive script that reads "Jessica M. Anderson".

Jessica M. Anderson, *Attorney*
Assistant Public Interest Counsel

cc: Mailing List

DOCKET NO. 2025-0905-AIR

APPLICATION BY	§	BEFORE THE
J7 READY MIX, LLC	§	
FOR STANDARD PERMIT	§	TEXAS COMMISSION ON
CONCRETE BATCH PLANT	§	
REGISTRATION NO. 172856	§	ENVIRONMENTAL QUALITY

**THE OFFICE OF PUBLIC INTEREST COUNSEL’S RESPONSE
TO REQUESTS FOR HEARING AND REQUESTS FOR RECONSIDERATION**

To the Members of the Texas Commission on Environmental Quality:

The Office of Public Interest Counsel (OPIC) at the Texas Commission on Environmental Quality (TCEQ) files this Response to Requests for Hearing and Requests for Reconsideration on the application in the above-captioned matter and respectfully submits the following.

I. INTRODUCTION

A. Summary of Position

Before the Commission is an application by J7 Ready Mix, LLC (Applicant) for a Standard Permit under Texas Clean Air Act (TCAA) § 382.05195, which would authorize the construction of a new facility that may emit air contaminants. The Commission received numerous hearing requests and requests for reconsideration. For the reasons stated herein, OPIC respectfully recommends the Commission find that Chance Barnett, Nicole Barnett, Chad Brewer, Jessica Brewer, Justin Brewer, Mary Elizabeth Brewster, D. Michael Brewster, Judi Ann Daniel, Mitch L. Daniel, Chris Davis, Mike Finlay, Julia Galindo, Laura Phyllis Glasser, Carrie Amanda Grant, Larry Wayne Hendon, Lindsay Lee Hendon, Bradley Justin Iglehart, James Logan, Kari Logan, David Gil Maffei,

Brandon McElroy, Terry D. McWhirter, Donna Montgomery, Harold D. Montgomery, Sondra Pendergras, Tommy Wayne Pendergras, Janice Penwarden, Donna Kay Phillips, William R. Ribinskas, David Stowman Smith, Judy M. Smith, Haley Trammell, Selena C. Wilson, and Kendale Wyatt are affected persons and further recommends that the Commission grant their hearing requests. Additionally, OPIC recommends the Commission refer Bryan Edgar and Laurie Edgar to the State Office of Administrative Hearings (SOAH) for an affectedness determination. OPIC recommends the denial of all requests for reconsideration.

B. Description of Application and Facility

J7 Ready Mix applied to the TCEQ for a Standard Permit under TCAA § 382.05195, which would authorize the construction of a new Concrete Batch Plant. The proposed plant would be located at 5428 East FM 1187 in Burleson, Tarrant County. Contaminants authorized under this permit include particulate matter with diameters of 10 microns or less and 2.5 microns or less, road dust, aggregate, and cement.

C. Procedural Background

Before work begins on the construction of a new facility that may emit air contaminants, the person planning the construction must obtain an authorization from the Commission. This permit application is for an initial issuance of Air Quality Registration Number 172856.

The permit application was received on May 22, 2023, and declared administratively complete on July 26, 2023. The Notice of Receipt and Intent to

Obtain an Air Quality Permit for this permit application was published in English on December 4, 2023 in the *Fort Worth Star-Telegram* and in Spanish on December 4, 2023 in *La Prensa Comunidad*. The Amended Consolidated Notice of Public Meeting, Receipt of Application and Intent to Obtain Permit and Notice of Application and Preliminary Decision was published in English on December 4, 2023 in the *Fort Worth Star-Telegram* and in Spanish on December 5, 2023 in *La Prensa Comunidad*. A public meeting was held on December 11, 2023 in Mansfield. The public comment period ended on April 5, 2024. The Executive Director's (ED) Response to Comments (RTC) was mailed on March 24, 2025. The deadline for filing requests for a contested case hearing and requests for reconsideration of the ED's decision was April 23, 2025.

II. APPLICABLE LAW

A. Hearing Requests

This application was filed on or after September 1, 2015, and is therefore subject to the procedural rules adopted pursuant to Senate Bill 709. Tex. S.B. 709, 84th Leg., R.S. (2015). Under Title 30, Texas Administrative Code (TAC) § 55.201(c), a hearing request by an affected person must be in writing, must be timely filed, may not be based on an issue raised solely in a public comment which has been withdrawn, and—for applications filed on or after September 1, 2015—must be based only on the affected person's timely comments. Section 55.201(d) states that a hearing request must substantially comply with the following:

- (1) give the name, address, daytime telephone number, and, where possible, fax number of the person who files the request;
- (2) identify the person's personal justiciable interest affected by the application, including a brief, but specific, written statement explaining in plain language the requestor's location and distance relative to the proposed facility or activity that is the subject of the application and how and why the requestor believes he or she will be adversely affected by the proposed facility or activity in a manner not common to members of the general public;
- (3) request a contested case hearing;
- (4) list all relevant and material disputed issues of fact that were raised by the requestor during the public comment period and that are the basis of the hearing request. To facilitate the Commission's determination of the number and scope of issues to be referred to hearing, the requestor should, to the extent possible, specify any of the ED's responses to the requestor's comments that the requestor disputes, the factual basis of the dispute, and list any disputed issues of law; and
- (5) provide any other information specified in the public notice of application.

For concrete batch plant registrations under the Standard Permit, TCAA § 382.058(c) limits those who may be affected persons to "only those persons actually residing in a permanent residence within 440 yards of the proposed plant." Under 30 TAC § 55.203(a), an "affected person" is one who has a personal justiciable interest related to a legal right, duty, privilege, power, or economic interest affected by the application. An interest common to members of the general public does not qualify as a personal justiciable interest. Section 55.203(c) provides relevant factors to be considered in determining whether a person is affected. These factors include:

- (1) whether the interest claimed is one protected by the law under which the application will be considered;
- (2) distance restrictions or other limitations imposed by law on the affected interest;
- (3) whether a reasonable relationship exists between the interest claimed and the activity regulated;
- (4) likely impact of the regulated activity on the health, safety, and use of property of the person;
- (5) likely impact of the regulated activity on use of the impacted natural resource by the person;
- (6) for a hearing request on an application filed on or after September 1, 2015, whether the requestor timely submitted comments on the application that were not withdrawn; and
- (7) for governmental entities, their statutory authority over or interest in the issues relevant to the application.

Under § 55.203(d), to determine whether a person is an affected person for the purpose of granting a hearing request for an application filed on or after September 1, 2015, the Commission may also consider the following:

- (1) the merits of the underlying application and supporting documentation in the administrative record, including whether the application meets the requirements for permit issuance;
- (2) the analysis and opinions of the ED; and
- (3) any other expert reports, affidavits, opinions, or data submitted by the ED, the applicant, or hearing requestor.

For an application filed on or after September 1, 2015, § 55.211(c)(2)(A)(ii) provides that a hearing request made by an affected person shall be granted if the request raises disputed issues of fact that were raised by the affected person during the comment period, that were not withdrawn by filing a withdrawal letter with the Chief Clerk prior to the filing of the ED's RTC, and that are relevant and material to the Commission's decision on the application.

Under § 55.211(c)(2)(B)-(D), the hearing request, to be granted, must also be timely filed with the Chief Clerk, pursuant to a right to hearing authorized by law, and comply with the requirements of § 55.201.

B. Requests for Reconsideration

Any person may file a request for reconsideration of the ED's decision under Title 30, Texas Administrative Code § 55.201(e). The request must be in writing and filed with the Chief Clerk no later than 30 days after the Chief Clerk mails the ED's decision and RTC. The request must expressly state that the person is requesting reconsideration of the ED's decision and give reasons why the decision should be reconsidered.

III. ANALYSIS OF HEARING REQUESTS

A. Whether the requestor is an affected person

Individuals Residing in Close Proximity to the Proposed Facility

The Commission received timely comments and hearing requests from Chance Barnett, Nicole Barnett, Chad Brewer, Jessica Brewer, Justin Brewer, Mary

Elizabeth Brewster, D. Michael Brewster, Judi Ann Daniel, Mitch L. Daniel, Chris Davis, Mike Finlay, Julia Galindo, Laura Phyllis Glasser, Carrie Amanda Grant, Larry Wayne Hendon, Lindsay Lee Hendon, Bradley Justin Iglehart, James Logan, Kari Logan, David Gil Maffei, Brandon McElroy, Terry D. McWhirter, Donna Montgomery, Harold D. Montgomery, Sondra Pendergras, Tommy Wayne Pendergras, Janice Penwarden, Donna Kay Phillips, William R. Ribinskas, David Stowman Smith, Judy M. Smith, Haley Trammell, Selena C. Wilson, and Kendale Wyatt.

Section 382.058(c) of the TCAA limits affected person status to “only those persons actually residing in a permanent residence within 440 yards of the proposed plant” authorized by a Standard Permit registration under TCAA § 382.05195. Accordingly, OPIC’s analysis is directed by this restrictive distance limitation imposed by statute. The map and appendix prepared by ED staff show that these requestors are all located within 440 yards of the proposed facility.

Collectively, they raise concerns regarding human health, air quality, notice and access to permit documents, plant and animal life, dust control, compliance history, permit enforceability, quality of life, location, traffic, noise and light pollution, local economy impacts, and property values. Some of these interests are protected by the law under which this application will be considered. *See* 30 TAC § 55.203(c)(1). Further, considering their close proximity to the facility, a reasonable relationship exists between those interests and the Applicant’s regulated activity - a relevant factor under 30 TAC § 55.203(c)(3). These requestors’ relative proximity to the facility, when combined with their

articulated concerns, demonstrates that they are likely to be affected in a way that is not common to members of the general public, and thus possess a personal justiciable interest in this matter. *See* 30 TAC § 55.203(a). Given these requestors' location within 440 yards of the proposed facility, the fact that many of their concerns are specific and protected by the law under which this application is considered, and a reasonable relationship exists between the concerns and the regulation of the facility, OPIC finds that the aforementioned requestors have a personal justiciable interest in this matter and qualify as affected persons.

Individuals Residing in Close Proximity to the 440-Yard Boundary

Bryan Edgar and Laurie Edgar submitted timely comments and hearing requests which encapsulate many of the issues articulated by other requestors. According to the map created by ED staff, the Edgars reside 446.0 yards from the facility boundary. As discussed above, Texas Clean Air Act Section 382.058(c) limits affected person status to “only those persons actually residing in a permanent residence within 440 yards of the proposed plant.”

OPIC notes that the ED's map states that the site location information was obtained from the Applicant, and contains the following disclaimer:

This product is for informational purposes and may not have been prepared for or be suitable for legal, engineering, or surveying purposes. It does not represent an on-the-ground survey and represents only the approximate relative location of property boundaries.

By contrast, the 440-yard statutory distance limitation on persons who may be considered affected for concrete batch plant registrations is a prescriptive and

precise legal standard. Because a requestor's standing is directly constrained by this requirement, the precision of the distance measurement is critical. Given the small intervening margin of distance at stake, in combination with the justiciability of their concerns, OPIC recommends that the Edgars' requests be referred to SOAH for an affectedness determination. Such a referral would allow the Edgars an opportunity to present any evidence demonstrating their distance to the facility that may differ from the ED's map, and in so doing ensure that the Commission has thorough, properly vetted and properly considered evidence supporting its decision on legal standing. If Bryan and Laurie Edgar are determined to reside within the 440-yard boundary imposed by TCAA Section 382.058(c), OPIC finds that they would otherwise qualify as affected persons.

Individuals Residing in Close Proximity to the Proposed Facility Who Failed to Articulate a Personal Justiciable Interest

Tonya Finlay, Kimberly Malone, and David Wells reside within 440 yards of the proposed facility according to the ED's map. These requestors also submitted timely hearing requests but failed to articulate any personal justiciable interests. While their submissions contained requests for hearing on this matter, these individuals failed to provide any description of how they might be personally affected by the issuance of this permit. Given these requestors' failure to describe a personal justiciable interest in this matter, OPIC cannot find that Tonya Finlay, Kimberly Malone, or David Wells would be affected in a manner not common to the general public.

Individuals Residing Further than 440 Yards from the Proposed Facility

The remaining hearing requestors who submitted timely comments and hearing requests articulating similar concerns reside, according to the map created by ED staff, demonstrably further from the proposed facility than the statutorily-mandated 440 yards. At distances beyond 440 yards, these requestors, by statute, cannot qualify as affected persons. *See* TCAA § 382.058(c). Therefore, OPIC must respectfully recommend that their hearing requests be denied.

B. Which issues raised in the hearing requests are disputed

The affected requestors raised the following disputed issues:

1. Whether the proposed facility may have adverse effects on air quality.
2. Whether the proposed facility may have adverse effects on human health.
3. Whether the proposed facility may have adverse effects on plant and animal life.
4. Whether the proposed facility may cause dust control issues.
5. Whether there was adequate notice and public access to permit documents.
6. Whether the Applicant's compliance history was adequately considered.
7. Whether potential permit violations are enforceable.
8. Whether the proposed facility may create negative impacts on nearby residents' quality of life.
9. Whether the proposed facility is in a suitable location.
10. Whether the proposed facility will negatively impact the local economy.

11. Whether the proposed facility will negatively impact property values.
12. Whether the proposed facility would create noise and light pollution.
13. Whether the proposed facility would have adverse effects on traffic.

C. Whether the dispute involves questions of fact or of law

If the Commission considers an issue to be one of fact, rather than one of law or policy, it is appropriate for referral to hearing if it meets all other applicable requirements. The issues raised here are issues of fact.

D. Whether the issues were raised during the public comment period

Issues No. 1-13 in Section III.B. were specifically raised by the affected requestors during the public comment period.

E. Whether the hearing requests are based on issues raised solely in a withdrawn public comment

No public comments were withdrawn in this matter. Therefore, the hearing requests are not based on issues raised in withdrawn public comments.

F. Whether the issues are relevant and material to the decision on the application

The hearing requests raise some issues that are relevant and material to the Commission's decision under the requirements of 30 TAC §§ 55.201(d)(4)(B) and 55.211(c)(2)(A)(ii). To refer an issue to the State Office of Administrative Hearings, the Commission must find that the issue is relevant and material to the Commission's decision to issue or deny the permit. Relevant and material issues are those governed by the substantive law under which the permit is to be issued. *Anderson v. Liberty Lobby, Inc.*, 477 U.S. 242, 248-51 (1986).

Air Quality, Human Health, and Plant and Animal Life

Requestors articulated concerns about air quality and dust control as they relate to human health, as well as plant and animal life. Under the Texas Clean Air Act, the Commission may issue this permit only if it finds no indication that the emissions from the facility will contravene the intent of the TCAA, including protection of the public's health and physical property. TCAA § 382.0518(b)(2). Further, the purpose of the TCAA is to safeguard the state's air resources from pollution by controlling or abating air pollution and emissions of air contaminants, consistent with the protection of public health, general welfare, and physical property. TCAA § 382.002(a). Additionally, Applicant's proposed emissions must meet the secondary National Ambient Air Quality Standards (NAAQS), which provide public welfare protection, including protection against damage to animals, crops, vegetation, and buildings. Therefore, Issues No. 1-4 are relevant and material to the Commission's decision regarding this Application.

Notice

Requestors raised concerns about notice, including newspaper publication and sign posting. Section 382.056 requires that an applicant for the Standard Permit publish notice. Notice must be published in a newspaper of general circulation in the municipality in which the proposed facility is proposed to be located. Additionally, 30 TAC § 39.604 requires that signs be placed at the site of the proposed facility. The signs must state that an application for a standard

permit has been filed and the manner in which the Commission may be contacted for further information. Given that these notice requirements apply to Applicant's action in this matter, Issue No. 5 is relevant and material to the Commission's decision on this application.

Compliance History

Requestors shared concerns regarding the Applicant's previous history of possible noncompliance with environmental regulations. When making a decision on the issuance of a permit, the Commission is required to consider an entity's past compliance with applicable environmental rules and statutes through an evaluation of that entity's compliance history. 30 TAC § 60.1(a)(1)(A); 30 TAC § 60.3(a)(1)(A). Additionally, to address concerns with compliance history, the TCEQ may impose certain permit conditions or provisions. 30 TAC § 60.3(a)(2). Because compliance history must be considered in the decision to issue a permit and whether special conditions should be included in the permit, Issue No. 6 is relevant and material to the Commission's decision regarding this Application.

Enforceability

Affected requestors in this matter have articulated concerns about the enforceability of the draft permit. The Standard Permit includes monitoring requirements, and Applicant is required to maintain records to demonstrate compliance. Therefore, Issue No. 7 is relevant and material to the decision on this application.

Location, Quality of Life, Local Economy, and Property Values

Requestors articulated concerns related to the location of the proposed facility and the impact it could have on their quality of life, as well as the local economy and property values. The Texas Legislature, which establishes the jurisdiction of TCEQ, has not given the Commission the authority to consider these types of concerns when deciding whether to issue an air permit. Given that these concerns fall outside of TCEQ's jurisdiction when determining whether to grant an air permit application, Issues No. 8-11 are therefore not relevant and material to the Commission's decision regarding this application.

Noise Pollution, Light Pollution, and Traffic

Requestors raised concerns about increased traffic and road use, as well as noise and light pollution. TCEQ does not have jurisdiction to consider traffic, road safety, or road repair costs when determining whether to approve or deny an air permit application. Further, the TCEQ is prohibited from regulating roads per TCAA § 382.003(6), which excludes roads from the definition of "facility." Additionally, TCEQ does not have jurisdiction to consider noise or light pollution when evaluating an air quality permit application and determining whether to approve or deny an application. Therefore, Issues No. 12 and 13 are not relevant and material to the Commission's decision regarding this application.

G. Maximum expected duration for the contested case hearing

Commission rule 30 TAC § 50.115(d) requires that any Commission order referring a case to SOAH specify the maximum expected duration of the hearing

by stating a date by which the judge is expected to issue a proposal for decision. The rule further provides that, for applications filed on or after September 1, 2015, the administrative law judge must conclude the hearing and provide a proposal for decision by the 180th day after the first day of the preliminary hearing, or a date specified by the Commission, whichever is earlier. 30 TAC § 50.115(d)(2). To assist the Commission in setting a date by which the judge is expected to issue a proposal for decision, and as required by 30 TAC § 55.209(e)(7), OPIC estimates that the maximum expected duration of a hearing on this Application would be 180 days from the first date of the preliminary hearing until the proposal for decision is issued.

IV. REQUESTS FOR RECONSIDERATION

Any person may file a request for reconsideration of the ED's decision under Title 30, Texas Administrative Code (TAC) § 55.201(e). The request must be in writing and filed with the Chief Clerk no later than 30 days after the Chief Clerk mails the ED's decision and RTC. The request must expressly state that the person is requesting reconsideration of the ED's decision and give reasons why the decision should be reconsidered.

The ED's final decision letter was mailed on March 24, 2025, and the period for requests for reconsideration therefore expired on April 23, 2025. As the request from Honorable Representative David L. Cook was not received until April 24, 2025, OPIC cannot make a recommendation on its merits. However, OPIC notes that each of the concerns raised in this request were also raised in

other requests for reconsideration, and therefore the issues in the request are nonetheless addressed in our response below.

Timely requests for reconsideration were received from: Shaun Ashman, State, Laura Hernandez, Rose A. Jones, Gloria Lim, Sung Lim, Charlene Michele Lindsey, Treyce McWhirter, Fred R. Porta, Kathryna Porta, Jessica Marie Ratterree, Lauren Ratterree, Paige Ratterree, Rosa Ratterree, Angela Bennett Redman, Mary B. Reichardt, Robert E. Reichardt, Rose Ann Sherman, Kellie Underwood, Carol Wilson, Mitchell Wilson, Selena C. Wilson, Charles and Elizabeth York, and Daniel P. Zumwalt. These requests raised concerns relating to air quality, human health, impacts to animal and other terrestrial life, cumulative impacts from nearby facilities, dust control, adequacy of notice and public access to permit documents, applicant's unauthorized commencement of facility buildout prior to permit issuance, permit enforceability, impacts on quality of life, storm water management, impacts on ground and surface water, suitability and appropriateness of facility location, negative impacts on the local economy, negative impacts on property values, noise and light pollution, negative impacts to road infrastructure, and increased danger to pedestrians and motorists resulting from additional traffic.

While OPIC notes that many of the concerns expressed are relevant and material to the Commission's decision on this application, a record establishing the evidentiary basis for reconsidering the ED's decision based on these issues would be needed to recommend that any of these requests for reconsideration be granted. As no such record exists yet, OPIC cannot recommend the requests


be granted at this time. OPIC further notes, however, that we have recommended that many of these issues and parties be referred to SOAH for a contested case hearing so that they may be properly considered by the Commission.

V. CONCLUSION

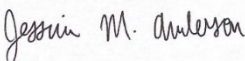
Having found that Chance Barnett, Nicole Barnett, Chad Brewer, Jessica Brewer, Justin Brewer, Mary Elizabeth Brewster, D. Michael Brewster, Judi Ann Daniel, Mitch L. Daniel, Chris Davis, Mike Finlay, Julia Galindo, Laura Phyllis Glasser, Carrie Amanda Grant, Larry Wayne Hendon, Lindsay Lee Hendon, Bradley Justin Iglehart, James Logan, Kari Logan, David Gil Maffei, Brandon McElroy, Terry D. McWhirter, Donna Montgomery, Harold D. Montgomery, Sondra Pendergras, Tommy Wayne Pendergras, Janice Penwarden, Donna Kay Phillips, William R. Ribinskas, David Stowman Smith, Judy M. Smith, Haley Trammell, Selena C. Wilson, and Kendale Wyatt qualify as affected persons in this matter, OPIC respectfully recommends the Commission grant their hearing requests and refer Issue Nos. 1-7 specified in Section III.B. for a contested case hearing at SOAH with a maximum duration of 180 days. Additionally, OPIC recommends the Commission refer Bryan Edgar and Laurie Edgar to SOAH for an affectedness determination. OPIC further recommends the Commission deny the pending requests for reconsideration.

Respectfully submitted,

Garrett T. Arthur
Public Interest Counsel

By: 

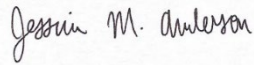
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CERTIFICATE OF SERVICE

I hereby certify that on August 29, 2025, the original of the Office of Public Interest Counsel's Response to Requests for Hearing and Requests for Reconsideration was filed with the Chief Clerk of the TCEQ and a copy was served to all persons listed on the attached mailing list via Inter-Agency Mail, electronic mail, or by deposit in the U.S. Mail.



Jessica M. Anderson

MAILING LIST
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TCEQ DOCKET NO. 2025-0905-AIR

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REQUESTER(S):

See attached list.

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