# ILLINOIS POLLUTION CONTROL BOARD February 22, 2018

IN THE MATTER OF:	)	
WASTEWATER PRETREATMENT	)	R18-6
UPDATE, USEPA AMENDMENTS (January	)	(Identical-in-Substance
1, 2017 through June 30, 2017)	)	Rulemaking - Water)
	)	
WASTEWATER PRETREATMENT	)	R18-14
UPDATE, USEPA AMENDMENTS (July 1,	)	(Identical-in-Substance
2017 through December 31, 2017)	)	Rulemaking - Water)
	)	(Consolidated)

Proposed Rule. Proposal for Public Comment.

OPINION AND ORDER OF THE BOARD (by C.M. Santos):

The Board today proposes amendments to Illinois regulations that are "identical in substance" (IIS) to wastewater pretreatment regulations adopted by the United States Environmental Protection Agency (USEPA) during 2017. USEPA took two actions related to wastewater pretreatment during the first half of 2017, the update period of docket R18-6. USEPA took another two actions related to wastewater pretreatment during the second half of 2017, the update period of docket R18-14.

Sections 7.2 and 13.3 of the Illinois Environmental Protection Act (Act) (415 ILCS 5/7.2 and 13.3 (2016)) provide for quick adoption by the Board of regulations that are "identical in substance" to regulations that USEPA adopts to implement sections 307(b), (c), and (d) and 402(b)(8) and (b)(9) of the federal Clean Water Act (CWA) (33 U.S.C. §§ 1317(b), (c), and (d) and 1412(b)(8) and (b)(9) (2016)). The federal wastewater pretreatment standards implement these sections of the CWA and are found in segments of 40 C.F.R. 401, 403, 405 through 415, 417 through 430, 432 through 455, 457 through 461, 463 through 469, and 471. Section 13.3 of the Act also provides that Title VII of the Act and Section 5 of the Illinois Administrative Procedure Act (5 ILCS 100/5-35 and 5-40 (2016)) do not apply to the Board's adoption of identical-in-substance regulations.

The Board proposes amendments to Illinois regulations (35 Ill. Adm. Code 307) that are identical in substance to the recent federal actions. The Board also proposes updating incorporations by reference in the open provisions of the Illinois wastewater pretreatment regulations. For administrative economy and the benefit of those who will be subject to the regulations, the Board consolidates the R18-6 and R18-14 dockets for joint consideration.

The Board will cause the proposed amendments to be published in the *Illinois Register* and will receive public comments for at least 45 days after publication. The Board expects to adopt final rules by the statutory due date of June 14, 2018. The Board specifically requests comment on two specific aspects of the rules.

This opinion has three main segments. First, the Board provides its timetable for completing this rulemaking. Second, the Board identifies USEPA's actions that resulted in this

rulemaking and discusses the proposed amendments. Third, the Board invites public comment on the proposed amendments. The text of the Board's proposed amendments is appended to the order following this opinion.

# TIMETABLE TO COMPLETE RULEMAKING

Under Section 7.2(b) of the Act (415 ILCS 5/7.2(b) (2016)), the Board must complete this rulemaking within one year after the corresponding federal action. Based on the earliest date USEPA took action, the Board's deadline to adopt final rules is June 14, 2018.

Adopting this proposal for public comment today will allow the Board to complete this rulemaking by early May 2018, barring unforeseen delays. The Board intends to adhere the following schedule:

Board order proposing amendments:

Submission for Illinois Register publication:

Estimated Illinois Register publication:

Estimated end of 45-day public comment period:

Board order adopting amendments:

Estimate of when the rules take effect:

Estimated Illinois Register publication:

June 1, 2018

This timetable includes a slight amount of extra time to allow for unforeseen delays. Thus, the Board may adopt these amendments as final rules well ahead of the statutory due date.

# **DISCUSSION**

The discussion includes two segments. In the first segment, the Board considers incorporating into the Illinois wastewater pretreatment regulations rules adopted by USEPA. In the second segment, the Board considers a problem that the Board sees in one segment of the USEPA text.

#### **Federal Regulations Implemented**

The USEPA actions that require corresponding amendments to the Illinois regulations are summarized below.

<u>June 14, 2017 (82 Fed. Reg. 27154)</u>: USEPA adopted pretreatment standards for dental dischargers. New sources are to comply by July 20, 2017. Existing sources are to comply by July 14, 2020.

<u>June 26, 2017 (82 Fed. Reg. 28777)</u>: USEPA corrected the pretreatment standards for dental dischargers.

<u>July 5, 2017 (82 Fed. Reg. 30997)</u>: USEPA corrected the June 26, 2017 corrections to its June 14, 2017 pretreatment standards for dental dischargers.

<u>September 18, 2017 (82 Fed. Reg. 43494)</u>: USEPA postponed the effective date of pretreatment standards for the steam electric power generating point source category adopted November 3, 2015.

Thus, the USEPA actions involved relate to wastewater pretreatment standards for two point source categories: dental offices and steam electric power generating facilities.

# **Standards for Dental Offices**

On June 14, 2017, USEPA adopted wastewater pretreatment standards for dental offices. USEPA corrected those new standards on June 26, 2017 and July 5, 2017. USEPA intends to reduce mercury discharges to publicly owned treatment works (POTWs). USEPA estimates that the standards will nationally reduce discharges of mercury by 5.1 tons per year and discharges of other metals found in dental amalgam by 5.3 tons per year.

The standards require dental offices to use compliant dental amalgam separators or removal devices and engage in specified inspection and maintenance activities. 40 C.F.R. § 441.30(a) (2017), as amended at 82 Fed. Reg. 30997 (July 5, 2017); see 40 C.F.R. § 441.40 (2017). Existing sources<sup>1</sup> must comply with the standards by July 14, 2027, unless replacement of its existing separator is necessary before that time. 40 C.F.R. § 441.30(a)(1)(iii) and (a)(1)(v) (2017), as amended at 82 Fed. Reg. 30997 (July 5, 2017). New were to comply by July 14, 2017. 82 Fed. Reg. at 27154; see 40 C.F.R. § 441.40 (2017).

The new standards do not apply to specified dental facilities: facilities that practice oral pathology, oral and maxillofacial radiology, oral and maxillofacial surgery, orthodontics, periodontics, or orthodontics. 40 C.F.R. § 441.10(c) (2017). The standards also do not apply to mobile dental units, dental offices that do not discharge wastewater to a POTW, and dental offices that do not place or remove dental amalgam except in limited emergency or unplanned circumstances. 40 C.F.R. § 441.10(d), (e), and (f). (2017).

The Board proposes incorporating the new USEPA standards for dental offices into the Illinois wastewater pretreatment standards without substantive deviation from the federal rules. The Board's general practice is to add the language of federal applicability provisions to the Illinois regulations and incorporate all other provisions by reference. The Board follows that practice with the new federal standards for dental offices. The Board combines all five sections of new 40 C.F.R. 441 into new Section 307.5100 of new Subpart BP within 35 Ill. Adm. Code 307, "Dental Offices." Specifically, the Board adds the applicability statement of 40 C.F.R. § 441.10 as subsection (a) of Section 307.5100. The Board adds the definitions provision of 40 C.F.R. § 441.20, the pretreatment standards for existing sources of 40 C.F.R. § 441.30, the pretreatment standards for new sources of 40 C.F.R. § 441.40, and the reporting and recordkeeping requirements of 40 C.F.R. § 441.50 by incorporating them by reference in corresponding subsections (b) through (e) of Section 307.5100.

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<sup>&</sup>lt;sup>1</sup> Sources that installed an amalgam separator before June 14, 2017. *See* 40 C.F.R. § 441.20(g) and (i) (2017).

Altering a Segment of Text. The Board finds it necessary to revise the language of one subsection of USEPA's applicability statement because it suggests that terms are defined when they are not:

Unless otherwise designated by the Control Authority, dental dischargers subject to this part are not Significant Industrial Users as defined in 40 CFR part 403, and are not "Categorical Industrial Users" or "industrial users subject to categorical pretreatment standards" as those terms and variations are used in 40 CFR part 403, as a result of applicability of this rule. 40 C.F.R. § 441.10(b) (2017).

"Categorical Industrial Users" and "industrial users subject to categorical pretreatment standards" are not defined in 40 C.F.R. § 403.3 (2017). See 40 C.F.R. § 403.3(j) and (v) (2017). The term "categorical standards," however, is implicitly defined by section 402(f) of the CWA (33 U.S.C. § 1342(f) (2016)), which requires USEPA to establish categories of point sources, and 40 C.F.R. § 403.6, which provides for industry subcategories and requires compliance with categorical standards. Thus, the terms are used and understood by their common meanings.

The Board finds that using capitalization and quotation marks on these terms in 40 C.F.R. § 441.10(b) is risks making them appear to be defined terms. The Board further finds the phrase "as those terms and variations are used in 40 CFR part 403" bolsters this impression. The Board therefore uses lower-case for the terms, drops the quotation marks, and omits the phrase "as those terms and variations are used . . ." in the text of corresponding 35 Ill. Adm. Code 307.5100(a)(2).

"Industrial user" and "significant industrial user" are defined in USEPA and Board regulations.<sup>2</sup> A "significant industrial user" is (1) any "industrial user" that is subject to a categorical pretreatment standard; (2) any industrial user that contributes sufficient volume of flow to a POTW; or (3) any industrial user that the Control Authority determines has a reasonable potential to adversely impact the POTW's operation or violate a pretreatment standard. 40 C.F.R. § 403.3(v)(1) (2017) (corresponding with 35 Ill. Adm. Code 310.110).

More rigorous requirements apply to a significant industrial user than apply to an industrial user. A significant industrial user must apply for and obtain a pretreatment permit before discharging to the collection works of a POTW. 40 C.F.R.  $\S$  403.8(f)(1)(iii) and (f)(1)(iii)(A)(2) (2017) (corresponding with 35 III. Adm. Code 310.510(a)(3) and (g)(2)). A POTW must monitor and evaluate discharges from a significant industrial user more thoroughly. 40 C.F.R.  $\S$  403.8(f)(2)(v) and (f)(2)(vi) (2017) (corresponding with 35 III. Adm. Code 310.510(a)(3) and (g)(2)).

<sup>&</sup>lt;sup>2</sup> USEPA defines and uses the terms as capitalized. *See*, *e.g.*, 40 C.F.R. §§ 403.3(j), (l), (t), and (v); 403.5(c)(2); 403.6; and 403.7 (2017). The Board defines and uses lower-case "industrial user" and "significant industrial user." *See* 35 Ill. Adm. Code 310.110 and Subparts B and C of 35 Ill. Adm. Code 310.

<sup>&</sup>lt;sup>3</sup> Defined as a source of an indirect discharge to a POTW. 40 C.F.R. § 403.3(j) (2017); *see* 40 C.F.R. 403.3(i) (2017) (definition of "indirect discharge").

By the plain meanings of terms in 40 C.F.R. § 441.10(b) and the definition of "significant industrial user" in 40 C.F.R. § 403.3(v)(1), a dental office is not a significant industrial user merely because it is subject to the new categorical standards. *See* 40 C.F.R. § 403.3(v)(1)(i) (2017). USEPA does not intend the greater burdens of compliance and oversight to apply to dental offices that would ordinarily apply to them as significant industrial users. 82 Fed. Reg. at 27156.

The Control Authority could deem a dental office a significant industrial user based on a reasonable potential of adverse impact on the receiving POTW. See 40 C.F.R. § 403.3(v)(1)(ii) (2017). It is less clear whether a dental office is a significant industrial user where it contributes more than five percent of average dry weather flows to a POTW. See 40 C.F.R. 403.3(v)(1)(ii) (2017). The Board observes, however, that these contingencies would only occur if the dental office discharges a large volume of wastewater to a very small POTW—seemingly, a very unlikely scenario.

# Postponed Effective Date for Steam Electric Power Generating Standards

On September 18, 2017 (82 Fed. Reg. 43494), USEPA postponed the effective date of a rule adopted in 2015. On November 3, 2015, USEPA revised the effluent limitations and wastewater pretreatment standards applicable to fossil fuel-fired units in the Steam Electric Power Generating Point Source Category. The 2015 amendments added pretreatment standards for existing sources (PSES) effluent limits for flue gas desulfurization (FGD) wastewater, fly ash transport water, bottom ash transport water, flue gas mercury control water, and gasification wastewater. 40 C.F.R. § 423.16(e) through (i) (2017).

By the recent amendments, USEPA delayed the effective date of the PSES from November 1, 2018 until November 1, 2020. USEPA is reconsidering the 2015 standards. The postponed PSES effective date does not affect applicability of the pretreatment standards for new sources (PSNS). A new source is one for which construction began on or after June 7, 2013. 40 C.F.R. § 423.17(b) (2017).

The Board incorporated the 2015 amendments relating to wastewater pretreatment into the Illinois regulations in <u>Wastewater Pretreatment Update</u>, <u>USEPA Amendments (July 1, 2015 through December 31, 2015)</u>, R16-9 (Jan. 19, 2017). The Board added the 2015 USEPA amendments in 35 Ill. Adm. Code 307.3301. The Board followed the usual practice for wastewater pretreatment of revising the language of the applicability statement in 35 Ill. Adm. Code 307.3301(a) and using incorporation by reference for definitions and substantive requirements in 35 Ill. Adm. Code 307.3301(b), (c)(1), and (d)(1).

Incorporating the September 18, 2017 USEPA amendments delaying the effective date requires updating the incorporations by reference in 35 Ill. Ad. Code 307.3301(b) (definition of "as soon as possible") and 307.3301(c)(1) (PSES). This means updating the *Code of Federal Regulations* citations to the 2017 edition and adding a citation to the notice of final rule in the September 18, 2017 *Federal Register*.

<u>Adding Previously Omitted Incorporations by Reference.</u> When using incorporation by reference, the referenced federal provision itself cross-references other federal documents.

The Board does not ordinarily add the cross-referenced document to the incorporation by reference.

The USEPA provisions incorporated by reference in 35 Ill. Adm. Code 307.3301(c)(1) and (d)(1) for the PSES and PSNS both refer to the list of priority pollutants in appendix A to 40 C.F.R. 423 to identify the pollutants subject to discharge prohibition. *See* 40 C.F.R. §§ 423.16(d)(1) and 423.17(a)(4)(i) (2017). The Board considers identification of the pollutants as fundamental. The Board adds incorporations by reference to appendix A to the existing incorporations by reference to 40 C.F.R. §§ 423.16 and 423.17.

# **PUBLIC COMMENTS**

The Board invites public comments on this proposal. The Board will receive public comments for at least 45 days following the proposal's publication in the *Illinois Register*. The Board specifically requests comments on the following:

- 1. Using lower-case and omitting of quotation marks for the terms, "categorical industrial users" and "industrial users subject to categorical pretreatment standards," and omitting the phrase "as those terms and variations are used . . ." in 35 Ill. Adm. Code 307.5100(a)(2).
- 2. Adding incorporations by reference to appendix A in 35 Ill. Adm. Code 307.3301(c)(1) and (d)(1).

# **IIS Rulemaking Addendum**

The IIS Rulemaking Addendum to the Proposed Opinion and Order of the Board (IIS-RA (P)) fully lists the differences between the text of the USEPA amendments and the Board's language in this rulemaking. Entries in the tables briefly explain the differences. The first table lists deviations from the text of federal rules. The second table lists corrections and clarifications to rules not prompted by USEPA amendments, but which the Board finds are needed.

The Board included the IIS-RA (P) in the docket for this rulemaking, available on the Board's website (www.ipcb.state.il.us). The Board directs interested persons to the IIS-RA (P) for information about deviations from the federal text and amendments not directly derived from current federal amendments.

#### **ORDER**

The Board directs the Clerk to provide notice in the *Illinois Register* of the appended proposed amendments to the Illinois wastewater pretreatment regulations at 35 Ill. Adm. Code 307.

I, Don A. Brown, Clerk of the Illinois Pollution Control Board, certify that the Board adopted the above opinion and order on February 22, 2018, by a vote of 5-0.

Don A. Brown, Clerk

Illinois Pollution Control Board

# TITLE 35: ENVIRONMENTAL PROTECTION SUBTITLE C: WATER POLLUTION CHAPTER I: POLLUTION CONTROL BOARD

# PART 307 SEWER DISCHARGE CRITERIA

# SUBPART A: GENERAL PROVISIONS

	SUBPART A: GENERAL PROVISIONS
Section	
307.101	Preamble (Renumbered)
307.102	General Requirements (Renumbered)
307.103	Mercury (Renumbered)
307.104	Cyanide (STORET number 00720) (Renumbered)
307.105	Pretreatment Requirements (Repealed)
307.1001	Preamble
307.1002	Definitions
307.1003	Test Procedures for Measurement
307.1005	Toxic Pollutants
307.1006	Electronic Reporting
	SUBPART B: GENERAL AND SPECIFIC PRETREATMENT REQUIREMENTS
Section	
307.1101	General and Specific Requirements
307.1102	Mercury
307.1103	Cyanide
	SUBPART F: DAIRY PRODUCTS PROCESSING
Section	
307.1501	Receiving Stations
307.1502	Fluid Products
307.1503	Cultured Products
307.1504	Butter
307.1505	Cottage Cheese and Cultured Cream Cheese
307.1506	Natural and Processed Cheese
307.1507	Fluid Mix for Ice Cream and other Frozen Desserts
307.1508	Ice Cream, Frozen Desserts, Novelties, and Other Dairy Desserts
307.1509	Condensed Milk
307.1510	Dry Milk
307.1511	Condensed Whey
307.1512	Dry Whey
	SUBPART G: GRAIN MILLS
Section	
307.1601	Corn Wet Milling
307.1602	Corn Dry Milling
307.1603	Normal Wheat Flour Milling

307.1604 307.1605 307.1606 307.1607 307.1608 307.1609 307.1610	Bulgur Wheat Flour Milling Normal Rice Milling Parboiled Rice Milling Animal Feed Hot Cereal Ready-to-Eat Cereal Wheat Starch and Gluten
	PART H: CANNED AND PRESERVED FRUITS AND VEGETABLES
Section	
307.1700	General Provisions
307.1701	Apple Juice
307.1702	Apple Products
307.1703	Citrus Products
307.1704	Frozen Potato Products
307.1705	Dehydrated Potato Products
307.1706	Canned and Preserved Fruits
307.1707	Canned and Preserved Vegetables
307.1708	Canned and Miscellaneous Specialties
	SUBPART I: CANNED AND PRESERVED SEAFOOD
Section	
307.1801	Farm-Raised Catfish
307.1815	Fish Meal Processing Subcategory
	SUBPART J: SUGAR PROCESSING
Section	
307.1901	Beet Sugar Processing
307.1902	Crystalline Cane Sugar Refining
307.1903	Liquid Cane Sugar Refining
	SUBPART K: TEXTILE MILLS
Section	
307.2000	General Provisions
307.2001	Wool Scouring
307.2002	Wool Finishing
307.2003	Low Water Use Processing
307.2004	Woven Fabric Finishing
307.2005	Knit Fabric Finishing
307.2006	Carpet Finishing
307.2007	Stock and Yarn Finishing
307.2008	Nonwoven Manufacturing
307.2009	Felted Fabric Processing
	SUBPART L: CEMENT MANUFACTURING
Section	
307.2101	Nonleaching

307.2102 307.2103	Leaching Materials Storage Piles Runoff
	SUBPART M: CONCENTRATED ANIMAL FEEDING OPERATIONS
Section	SOBITART W. CONCERNITATIES TRANSMILLI BESILVO OF ERVITTORIS
307.2201	General
307.2202	Ducks
	SUBPART N: ELECTROPLATING
Section	
307.2300	General Provisions
307.2301	Electroplating of Common Metals
307.2302	Electroplating of Precious Metals
307.2304	Anodizing
307.2305	Coatings Chamical Etaking and Milling
307.2306 307.2307	Chemical Etching and Milling
307.2307	Electroless Plating Printed Circuit Boards
307.2306	Timted Circuit Boards
	SUBPART O: ORGANIC CHEMICALS, PLASTICS, AND SYNTHETIC
~ .	FIBERS
Section	
307.2400	General Provisions
307.2401	Rayon Fibers
307.2402 307.2403	Other Fibers Thermoplestic Regins
307.2404	Thermoplastic Resins Thermosetting Resins
307.2404	Commodity Organic Chemicals
307.2406	Bulk Organic Chemicals
307.2407	Specialty Organic Chemicals
307.2410	Indirect Discharge Point Sources
307.2490	Non-Complexed Metal-Bearing and Cyanide-Bearing Waste Streams
307.2491	Complexed Metal-Bearing Waste Streams
	SUBPART P: INORGANIC CHEMICALS MANUFACTURING
Section	
307.2500	General Provisions
307.2501	Aluminum Chloride Production
307.2502	Aluminum Sulfate Production
307.2503	Calcium Carbide Production
307.2504	Calcium Chloride Production
307.2505	Calcium Oxide Production
307.2506	Chlor-Alkali Process (Chlorine and Sodium or Potassium Hydroxide Production)
307.2508	Hydrofluoric Acid Production
307.2509	Hydrogen Peroxide Production
307.2511	Potassium Metal Production
307.2512	Potassium Dichromate Production

307.2513	Potassium Sulfate Production
307.2514	Sodium Bicarbonate Production
307.2516	Sodium Chloride Production
307.2517	Sodium Dichromate and Sodium Sulfate Production
307.2520	Sodium Sulfite Production
307.2522	Titanium Dioxide Production
307.2523	Aluminum Fluoride Production
307.2524	Ammonium Chloride Production
307.2527	Borax Production
307.2528	Boric Acid Production
307.2529	Bromine Production
307.2530	Calcium Carbonate Production
307.2531	Calcium Hydroxide Production
307.2533	Carbon Monoxide and Byproduct Hydrogen Production
307.2534	Chrome Pigments Production
307.2535	Chromic Acid Production
307.2536	Copper Salts Production
307.2538	Ferric Chloride Production
307.2540	Fluorine Production
307.2541	Hydrogen Production
307.2542	Hydrogen Cyanide Production
307.2543	Iodine Production
307.2544	Lead Monoxide Production
307.2545	Lithium Carbonate Production
307.2547	Nickel Salts Production
307.2549	Oxygen and Nitrogen Production
307.2550	Potassium Chloride Production
307.2551	Potassium Iodide Production
307.2553	Silver Nitrate Production
307.2554	Sodium Bisulfite Production
307.2555	Sodium Fluoride Production
307.2560	Stannic Oxide Production
307.2563	Zinc Sulfate Production
307.2564	Cadmium Pigments and Salts Production
307.2565	Cobalt Salts Production
307.2566	Sodium Chlorate Production
307.2567	Zinc Chloride Production
307.2307	Zinc Chloride i roduction
	SUBPART R: SOAP AND DETERGENTS
Section	SOBITION SOLD THE BELLENOETTE
307.2701	Soap Manufacturing by Batch Kettle
307.2701	Fatty Acid Manufacturing by Fat Splitting
307.2702	
307.2703	Soap Manufacturing by Fatty Acid Neutralization
	Glycerine Concentration
307.2705	Glycerine Distillation  Manufacture of Soon Flakes and Powders
307.2706	Manufacture of Soap Flakes and Powders
307.2707	Manufacture of Bar Soaps

307.2708 307.2709 307.2710 307.2711 307.2712 307.2713 307.2714 307.2715 307.2716 307.2717 307.2718 307.2719	Manufacture of Liquid Soaps Oleum Sulfonation and Sulfation Air-Sulfur Trioxide Sulfation and Sulfonation Sulfur Trioxide Solvent and Vacuum Sulfonation Sulfamic Acid Sulfation Chlorosulfonic Acid Sulfation Neutralization of Sulfuric Acid Esters and Sulfonic Acids Manufacture of Spray Dried Detergents Manufacture of Liquid Detergents Manufacturing of Detergents by Dry Blending Manufacture of Drum Dried Detergents Manufacture of Detergent Bars and Cakes
	SUBPART S: FERTILIZER MANUFACTURING
Section	
307.2801	Phosphate
307.2802	Ammonia
307.2803	Urea Ammonium Nitrate
307.2804	Nitric Acid
307.2805 307.2806	Ammonium Sulfate Production
307.2807	Mixed and Blend Fertilizer Production
307.2007	Mixed and Diend Fertilizer Froduction
	SUBPART T: PETROLEUM REFINING
Section	
307.2901	Topping
307.2902	Cracking
307.2903	Petrochemical
307.2904	Lube
307.2905	Integrated
	SUBPART U: IRON AND STEEL MANUFACTURING
Section	
307.3000	General Provisions
307.3001	Cokemaking
307.3002	Sintering
307.3003	Ironmaking
307.3004	Steelmaking
307.3005	Vacuum Degassing
307.3006	Continuous Casting
307.3007	Hot Forming
307.3008	Salt Bath Descaling
307.3009	Acid Pickling
307.3010	Cold Forming
307.3011	Alkaline Cleaning
307.3012	Hot Coating
307.3013	Other Operations

# SUBPART V: NONFERROUS METALS MANUFACTURING

	SUBPART V: NONFERROUS METALS MANUFACTURING
Section	
307.3100	General Provisions
307.3101	Bauxite Refining
307.3102	Primary Aluminum Smelting
307.3103	Secondary Aluminum Smelting
307.3104	Primary Copper Smelting
307.3105	Primary Electrolytic Copper Refining
307.3106	Secondary Copper
307.3107	Primary Lead
307.3108	Primary Zinc
307.3109	Metallurgical Acid Plants
307.3110	Primary Tungsten
307.3111	Primary Columbium-Tantalum
307.3112	Secondary Silver
307.3113	Secondary Lead
307.3114	Primary Antimony
307.3115	Primary Beryllium
307.3116	Primary and Secondary Germanium and Gallium
307.3117	Secondary Indium
307.3118	Secondary Mercury
307.3119	Primary Molybdenum and Rhenium
307.3120	Secondary Molybdenum and Vanadium
307.3121	Primary Nickel and Cobalt
307.3122	Secondary Nickel
307.3123	Primary Precious Metals and Mercury
307.3124	Secondary Precious Metals
307.3125	Primary Rare Earth Metals
307.3126	Secondary Tantalum
307.3127	Secondary Tin
307.3128	Primary and Secondary Titanium
307.3129	Secondary Tungsten and Cobalt
307.3130	Secondary Uranium
307.3131	Primary Zirconium and Hafnium
	CLIDDADT V. CTEAM ELECTRIC DOWED CENEDATING
Castion	SUBPART X: STEAM ELECTRIC POWER GENERATING
Section 307.3301	Stoom Flootnia Dovven Consecting
307.3301	Steam Electric Power Generating
	SUBPART Y: FERROALLOY MANUFACTURING
Section	
307.3401	Open Electric Furnaces With Wet Air Pollution Control Devices
307.3402	Covered Electric Furnaces and Other Smelting Operations with Wet Air Pollution
-	Control Devices
307.3403	Slag Processing
307.3404	Covered Calcium Carbide Furnaces With Wet Air Pollution Control Devices
307.3405	Other Calcium Carbide Furnaces

307.3406	Electrolytic Manganese Products
307.3407	Electrolytic Chromium
	SUBPART Z: LEATHER TANNING AND FINISHING
Section	
307.3500	General Provisions
307.3501	Hair Pulp, Chrome Tan, Retan-Wet Finish
307.3502	Hair Save, Chrome Tan, Retan-Wet Finish
307.3503	Hair Save or Pulp, Non-Chrome Tan, Retan-Wet Finish
307.3504	Retan-Wet Finish-Sides
307.3505	No Beamhouse
307.3506	Through-the-Blue
307.3507	Shearling
307.3508	Pigskin
307.3509	Retan-Wet Finish-Splits
307.3590	Potassium Ferricyanide Titration Method
	SUBPART BA: GLASS MANUFACTURING
Section	
307.3601	Insulation Fiberglass
307.3602	Sheet Glass Manufacturing
307.3603	Rolled Glass Manufacturing
307.3604	Plate Glass Manufacturing
307.3605	Float Glass Manufacturing
307.3606	Automotive Glass Tempering
307.3607	Automotive Glass Laminating
307.3608	Glass Container Manufacturing
307.3610	Glass Tubing (Danner) Manufacturing
307.3611	Television Picture Tube Envelope Manufacturing
307.3612	Incandescent Lamp Envelope Manufacturing
307.3613	Hand Pressed and Blown Glass Manufacturing
	SUBPART BB: ASBESTOS MANUFACTURING
Section	
307.3701	Asbestos-Cement Pipe
307.3702	Asbestos-Cement Sheet
307.3703	Asbestos Paper (Starch Binder)
307.3704	Asbestos Paper (Elastomeric Binder)
307.3705	Asbestos Millboard
307.3706	Asbestos Roofing
307.3707	Asbestos Floor Tile
307.3708	Coating or Finishing of Asbestos Textiles
307.3709	Solvent Recovery
307.3710	Vapor Absorption
307.3711	Wet Dust Collection

# SUBPART BC: RUBBER MANUFACTURING

	SUBPART BC: RUBBER MANUFACTURING
Section	
307.3801	Tire and Inner Tube Plants
307.3802	Emulsion Crumb Rubber
307.3803	Solution Crumb Rubber
307.3804	Latex Rubber
307.3805	Small-Sized General Molded, Extruded, and Fabricated Rubber Plants
307.3806	Medium-Sized General Molded, Extruded, and Fabricated Rubber Plants
307.3807	Large-Sized General Molded, Extruded, and Fabricated Rubber Plants
307.3808	Wet Digestion Reclaimed Rubber
307.3809	Pan, Dry Digestion, and Mechanical Reclaimed Rubber
307.3810	Latex-Dipped, Latex-Extruded, and Latex-Molded Rubber
307.3811	Latex Foam
00710011	
	SUBPART BD: TIMBER PRODUCTS PROCESSING
Section	
307.3900	General Provisions
307.3901	Barking
307.3902	Veneer
307.3903	Plywood
307.3904	Dry Process Hardboard
307.3905	Wet Process Hardboard
307.3906	Wood Preserving—Water Borne or Nonpressure
307.3907	Wood Preserving—Steam
307.3908	Wood Preserving—Boulton
307.3909	Wet Storage
307.3910	Log Washing
307.3911	Sawmills and Planing Mills
307.3912	Finishing
307.3913	Particleboard Manufacturing
307.3914	Insulation Board
307.3915	Wood Furniture and Fixture Production without Water Wash Spray Booths or
	without Laundry Facilities
307.3916	Wood Furniture and Fixture Production with Water Wash Spray Booths or with
	Laundry Facilities
	SUBPART BE: PULP, PAPER, AND PAPERBOARD
Section	
307.4000	General Provisions
307.4001	Dissolving Kraft
307.4002	Bleached Papergrade Kraft and Soda
307.4003	Unbleached Kraft
307.4004	Dissolving Sulfite
307.4004	Papergrade Sulfite
307.4005	Semi-Chemical
307.4007	Mechanical Pulp
307.4007	Non-Wood Chemical Pulp
JU1.4000	Non-wood Chemical Lulp

307.4009	Secondary Fiber Deink
307.4010	Secondary Fiber Non-Deink
307.4011	Fine and Lightweight Papers from Purchased Pulp
307.4012	Tissue, Filter, Non-Woven, and Paperboard from Purchased Pulp
307.4013	Groundwood-Thermo-Mechanical (Repealed)
307.4014	Groundwood-CMN Papers (Repealed)
307.4015	Groundwood-Fine Papers (Repealed)
307.4016	Soda (Repealed)
307.4017	Deink (Repealed)
307.4018	Nonintegrated-Fine Papers (Repealed)
307.4019	Nonintegrated-Tissue Papers (Repealed)
307.4020	Tissue From Wastepaper (Repealed)
307.4021	Papergrade Sulfite (Drum Wash) (Repealed)
307.4022	Unbleached Kraft and Semi-Chemical (Repealed)
307.4023	Wastepaper-Molded Products (Repealed)
307.4024	Nonintegrated-Lightweight Papers (Repealed)
307.4025	Nonintegrated-Filter and Nonwoven Papers (Repealed)
307.4026	Nonintegrated-Paperboard (Repealed)
	SUBPART BF: BUILDERS' PAPER AND BOARD MILLS
Section	
307.4101	Builder's Paper and Roofing Felt (Repealed)
	CLIDDADT DC. MICAT DDAINLATC
Section	SUBPART BG: MEAT PRODUCTS
Section	
307.4201	Simple Slaughterhouse
307.4201 307.4202	Simple Slaughterhouse Complex Slaughterhouse
307.4201 307.4202 307.4203	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse
307.4201 307.4202 307.4203 307.4204	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse
307.4201 307.4202 307.4203 307.4204 307.4205	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208 307.4209	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor Canned Meats Processor
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208 307.4209	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor Canned Meats Processor
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208 307.4209	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor Canned Meats Processor Renderer
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208 307.4209 307.4210	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor Canned Meats Processor Renderer
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208 307.4209 307.4210	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor Canned Meats Processor Renderer  SUBPART BH: METAL FINISHING General Provisions
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208 307.4209 307.4210 Section 307.4300	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor Canned Meats Processor Renderer  SUBPART BH: METAL FINISHING
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208 307.4209 307.4210 Section 307.4300 307.4301	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor Canned Meats Processor Renderer  SUBPART BH: METAL FINISHING General Provisions
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208 307.4209 307.4210 Section 307.4300 307.4301	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor Canned Meats Processor Renderer  SUBPART BH: METAL FINISHING  General Provisions Metal Finishing  SUBPART BJ: OIL AND GAS EXTRACTION
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208 307.4209 307.4210 Section 307.4300 307.4301	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor Canned Meats Processor Renderer  SUBPART BH: METAL FINISHING  General Provisions Metal Finishing
307.4201 307.4202 307.4203 307.4204 307.4205 307.4206 307.4207 307.4208 307.4209 307.4210 Section 307.4300 307.4301	Simple Slaughterhouse Complex Slaughterhouse Low-Processing Packinghouse High-Processing Packinghouse Small Processor Meat Cutter Sausage and Luncheon Meats Processor Ham Processor Canned Meats Processor Renderer  SUBPART BH: METAL FINISHING  General Provisions Metal Finishing  SUBPART BJ: OIL AND GAS EXTRACTION

#### SUBPART BL: CENTRALIZED WASTE TREATMENT Section 307.4700 **General Provisions** 307.4701 Metals Treatment and Recovery Oils Treatment and Recovery 307.4702 Organics Treatment and Recovery 307.4703 307.4704 Multiple Waste Streams SUBPART BN: PHARMACEUTICAL MANUFACTURING Section 307.4900 **General Provisions** 307.4901 Fermentation Products 307.4902 **Extraction Products** 307.4903 **Chemical Synthesis Products** 307.4904 Mixing/Compounding and Formulation Research (Repealed) 307.4905 SUBPART BP: DENTAL OFFICES Section 307.5100 **Dental Offices** SUBPART BQ: TRANSPORTATION EQUIPMENT CLEANING Section **General Provisions** 307.5200 307.5201 Tank Trucks and Intermodal Tank Containers Transporting Chemical and Petroleum Cargos 307.5202 Rail Tank Cars Transporting Chemical and Petroleum Cargos 307.5203 Tank Barges and Ocean/Sea Tankers Transporting Chemical and Petroleum Cargos 307.5204 Tanks Transporting Food Grade Cargos SUBPART BR: PAVING AND ROOFING MATERIALS (TARS AND ASPHALT) Section 307.5301 **Asphalt Emulsion** 307.5302 Asphalt Concrete Asphalt Roofing 307.5303 307.5304 Linoleum and Printed Asphalt Felt SUBPART BS: WASTE COMBUSTORS Section Commercial Hazardous Waste Combustor 307.5401 SUBPART BT: LANDFILLS Section **General Provisions** 307.5500 307.5501 RCRA Subtitle C Hazardous Waste Landfill

307.5502	RCRA Subtitle D Non-Hazardous Waste Landfill
Section	SUBPART BU: PAINT FORMULATING
307.5601	Oil-Base Solvent Wash Paint
307.3001	On-Dase Solvent Wash Laint
	SUBPART BV: INK FORMULATING
Section	
307.5701	Oil-Base Solvent Wash Ink
	SUBPART CD: PESTICIDE CHEMICALS
Section	SODI ART CD. TESTICIDE CHEWICALS
307.6500	General Provisions
307.6501	
	Organic Pesticide Chemicals Manufacturing
307.6502	Metallo-Organic Pesticides Chemicals Manufacturing
307.6503	Pesticide Chemicals Formulating and Packaging
307.6505	Repackaging of Agricultural Pesticides Performed at Refilling Establishments
	SUBPART CG: CARBON BLACK MANUFACTURING
Section	
307.6801	Carbon Black Furnace Process
307.6802	Carbon Black Thermal Process
307.6803	Carbon Black Channel Process
307.6804	Carbon Black Lamp Process
307.0001	Caroon Black Lamp 110ccss
	SUBPART CJ: BATTERY MANUFACTURING
Section	
307.7100	General Provisions
307.7101	Cadmium
307.7102	Calcium
307.7103	Lead
307.7104	Leclanche
307.7105	Lithium
307.7106	Magnesium
307.7107	Zinc
	CURDART CL. DI ACTICC MOI DINC AND FORMING
Castian	SUBPART CL: PLASTICS MOLDING AND FORMING
Section	
307.7300	General Provisions
307.7301	Contact Cooling and Heating Water
307.7302	Cleaning Water
307.7303	Finishing Water
	SUBPART CM: METAL MOLDING AND CASTING
Section	
307.7400	General Provisions
307.7401	Aluminum Casting
301.1 <del>1</del> 01	munimum Casung

307.7402 307.7403 307.7404	Copper Casting Ferrous Casting Zinc Casting
	SUBPART CN: COIL COATING
Section	
307.7500	General Provisions
307.7501	Steel Basis Material
307.7502 307.7503	Galvanized Basis Material Aluminum Basis Material
307.7504	Canmaking
	SUBPART CO: PORCELAIN ENAMELING
Section	
307.7600	General Provisions
307.7601	Steel Basis Material
307.7602	Cast Iron Basis Material
307.7603 307.7604	Aluminum Basis Material
307.7004	Copper Basis Material
Section	SUBPART CP: ALUMINUM FORMING
307.7700	General Provisions
307.7701	Rolling With Neat Oils
307.7701	Rolling With Emulsions
307.7703	Extrusion
307.7704	Forging
307.7705	Drawing With Neat Oils
307.7706	Drawing With Emulsions or Soaps
g .	SUBPART CQ: COPPER FORMING
Section	General Provisions
307.7800 307.7801	Copper Forming
307.7801	Beryllium Copper Forming
	SUBPART CR: ELECTRICAL AND ELECTRONIC COMPONENTS
Section	Septimit en Ebbetheribine bebetherie com ordavis
307.7901	Semiconductor
307.7902	Electronic Crystals
307.7903	Cathode Ray Tube
307.7904	Luminescent Materials
	SUBPART CT: NONFERROUS METALS FORMING AND METAL POWDERS
Section 307.8100	General Provisions

307.8101	Lead-Tin-Bismuth Forming
307.8102	Magnesium Forming
307.8103	Nickel-Cobalt Forming
307.8104	<b>Precious Metals Forming</b>
307.8105	Refractory Metals Forming
307.8106	Titanium Forming
307.8107	Uranium Forming
307.8108	Zinc Forming
307.8109	Zirconium-Hafnium Forming
307.8110	Metal Powders

# 307.APPENDIX A References to Previous Rules (Repealed)

AUTHORITY: Implementing Sections 7.2, 13, and 13.3 and authorized by Section 27 of the Environmental Protection Act [415 ILCS 5/7.2, 13, 13.3, and 27].

SOURCE: Adopted in R70-5, March 31, 1971; amended in R70-8/R71-14/R71-20, March 7, 1972; amended in R74-3, October 30, 1975; amended in R74-15/R74-16 at 2 Ill. Reg. 44, p. 151, effective November 2, 1978; amended in R76-17 at 2 Ill. Reg. 45, p. 101, effective November 5, 1978; amended in R76-21 at 6 Ill. Reg. 563, effective December 24, 1981; codified at 6 Ill. Reg. 7818; amended in R82-5/R82-10 at 8 Ill. Reg. 1625, effective January 18, 1984; amended in R86-44 at 12 Ill. Reg. 2592, effective January 13, 1988; amended in R88-11 at 12 Ill. Reg. 13094, effective July 29, 1988; amended in R88-18 at 13 Ill. Reg. 1794, effective January 31, 1989; amended in R89-3 at 13 III. Reg. 19288, effective November 17, 1989; amended in R88-9 at 14 Ill. Reg. 3100, effective February 20, 1990; amended in R89-12 at 14 Ill. Reg. 7620, effective May 8, 1990; amended in R91-5 at 16 Ill. Reg. 7377, effective April 27, 1992; amended in R93-2 at 17 III. Reg. 19483, effective October 29, 1993; amended in R94-10 at 19 III. Reg. 9142, effective June 23, 1995; amended in R95-22 at 20 Ill. Reg. 5549, effective April 1, 1996; amended in R97-23 at 21 III. Reg. 11930, effective August 12, 1997; amended in R99-4 at 23 III. Reg. 4413, effective March 31, 1999; amended in R99-17 at 23 Ill. Reg. 8421, effective July 12, 1999; amended in R00-15 at 24 III. Reg. 11640, effective July 24, 2000; amended in R01-5 at 25 Ill. Reg. 1735, effective January 11, 2001; amended in R01-25 at 25 Ill. Reg. 10867, effective August 14, 2001; amended in R03-13 at 27 Ill. Reg. 15095, effective September 10, 2003; amended in R04-1 at 28 III. Reg. 3076, effective February 6, 2004; amended in R04-18 at 28 III. Reg. 10661, effective July 13, 2004; amended in R05-4/R05-15 at 29 Ill. Reg. 6921, effective April 26, 2005; amended in R06-13 at 30 Ill. Reg. 17811, effective October 26, 2006; amended in R08-5/R08-7/R08-13 at 32 III. Reg. 18986, effective November 26, 2008; amended in R13-7 at 37 Ill. Reg. 1936, effective February 4, 2013; amended in R16-9 and R17-8 at 41 Ill. Reg. 1129, effective January 23, 2017; amended in R18-6 and R18-14 at 42 III. Reg. \_\_\_\_\_\_, effective

#### SUBPART X: STEAM ELECTRIC POWER GENERATING

# Section 307.3301 Steam Electric Power Generating

a) Applicability. This Section applies to discharges resulting from operation of a generating unit by an establishment whose generation of electricity is the

predominant source of revenue or principal reason for operation, and whose generation of electricity results primarily from a process utilizing fossil-type fuel (coal, oil, or gas), fuel derived from fossil fuel (e.g., petroleum coke, synthesis gas), or nuclear fuel in conjunction with a thermal cycle employing the steam water system as the thermodynamic medium. This Section applies to discharges associated with both the combustion turbine and steam turbine portions of a combined cycle generating unit.

- b) Specialized definitions. The Board incorporates by reference 40 CFR 423.11 (2017), as amended at 82 Fed. Reg. 43494 (Sep. 18, 2017)-(2016). This incorporation includes no later amendments or editions.
- c) Existing sources.
  - 1) The Board incorporates by reference 40 CFR 423.16 (2017), as amended at 82 Fed. Reg. 43494 (Sep. 18, 2017), and appendix A to 40 CFR 423 (2017) (2016). This incorporation includes no later amendments or editions.
  - 2) No person subject to the pretreatment standards incorporated by reference in subsection (c)(1) may cause, threaten, or allow the discharge of any contaminant to a POTW in violation of those standards.
- d) New sources.
  - 1) The Board incorporates by reference 40 CFR 423.17 and appendix A to 40 CFR 423 (2017) (2016). This incorporation includes no later amendments or editions.
  - 2) No person subject to the pretreatment standards incorporated by reference in subsection (d)(1) may cause, threaten, or allow the discharge of any contaminant to a POTW in violation of those standards.
  - 3) "New source" means any building, structure, facility, or installation the construction of which commenced after October 14, 1980.

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# **SUBPART BP: DENTAL OFFICE**

# Section 307.5100 Dental Offices

- a) Applicability.
  - 1) Except as provided in subsections (a)(3), (a)(4), and (a)(5), this Subpart BP applies to dental dischargers.

- 2) Unless otherwise designated by the control authority, a dental discharger subject to this Subpart BP is not a significant industrial user, as defined in 35 Ill. Adm. Code 310, and is not a categorical industrial user or industrial user subject to categorical pretreatment standards as a result of applicability of this Subpart BP.
- 3) This Subpart BP does not apply to dental dischargers that exclusively practice one or more of the following dental specialties: oral pathology, oral and maxillofacial radiology, oral and maxillofacial surgery, orthodontics, periodontics, or prosthodontics.
- 4) This Subpart BP does not apply to wastewater discharges from a mobile unit operated by a dental discharger.
- 5) This Subpart BP does not apply to dental dischargers that do not discharge any amalgam process wastewater to a POTW, such as dental dischargers that collect all dental amalgam process wastewater for transfer to a centralized waste treatment facility, as defined in 40 CFR 437.2(c).
- 6) A dental discharger that does not place dental amalgam and does not remove amalgam, except in limited emergency or unplanned, unanticipated circumstances, and which certifies these facts to the control authority, as required in subsection (d), is exempt from any further requirements of this Subpart BP.
- b) General Definitions. The Board incorporates by reference 40 CFR 441.20 (2017), as added at 82 Fed. Reg. 30997 (July 5, 2017). This incorporation includes no later amendments or editions.
- Pretreatment Standards for Existing Sources (PSES). The Board incorporates by reference 40 CFR 441.30 (2017), as added at 82 Fed. Reg. 30997 (July 5, 2017). This incorporation includes no later amendments or editions.
- d) Pretreatment Standards for New Sources (PSNS). The Board incorporates by reference 40 CFR 441.40 (2017), as added at 82 Fed. Reg. 30997 (July 5, 2017). This incorporation includes no later amendments or editions.
- e) Reporting and Recordkeeping Requirements. The Board incorporates by reference 40 CFR 441.50 (2017), as added at 82 Fed. Reg. 30997 (July 5, 2017). This incorporation includes no later amendments or editions.

(Source:	Added at 42 Ill. Reg.	, effective	
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