# ILLINOIS POLLUTION CONTROL BOARD May 10, 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)

Adopted Rule. Final Order.

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

The Board today adopts 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. In its February 22, 2018 order proposing amendments for public comment, the Board consolidated the two dockets for joint consideration.

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 5-35 of the Illinois Administrative Procedure Act (5 ILCS 100/5-35 (2016)) do not apply to the Board's adoption of identical-insubstance regulations.

The Board adopts amendments to Illinois regulations (35 Ill. Adm. Code 307) that are identical in substance to the recent federal actions. The Board also updates incorporations by reference in the open provisions of the Illinois wastewater pretreatment regulations.

The Board adopted a proposal for public comment on February 22, 2018. The proposed amendments appeared in the *Illinois Register* on March 16, 2018, at 42 Ill. Reg. 4698. The customary 45-day public comment period ended on April 30, 2018. The Board now adopts final rules.

### **DISCUSSION**

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

## **Federal Regulations Implemented**

The four USEPA actions that require corresponding amendments to the Illinois regulations relate to wastewater pretreatment standards for two point source categories: dental offices and steam electric power generating facilities. The four USEPA actions are summarized below.

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

#### **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 sources were to comply by July 14, 2017. 82 Fed. Reg. at 27154; see 40 C.F.R. § 441.40 (2017).

<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).

The new standards do not apply to specified dental facilities: facilities that practice oral pathology, oral and maxillofacial radiology, oral and maxillofacial surgery, orthodontists, periodontists, or prosthodontists. 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 incorporates 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, "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).

<u>Altering a Segment of Text.</u> 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.  $\S$  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)).

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 that a dental office would contribute more than five percent of average dry weather flows to a POTW to become a significant industrial user. 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

<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 III. Adm. Code 310.110 and Subparts B and C of 35 III. 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").

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 Wastewater Pretreatment Update, USEPA Amendments (July 1, 2015 through December 31, 2015), 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. Adm. 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*.

Adding Previously Omitted Incorporations by Reference. 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 invited public comments on the proposal, including two individual requests for comments on specific aspects of the proposal. The Board held the docket open to receive public comments for 45 days after *Illinois Register* publication—until April 30, 2018. The Board received no comments.

The Board did receive a copy of the text of the proposed amendments with three revisions marked as made by staff of the Joint Committee on Administrative Rules (JCAR). The Board declines to make the three changes for reasons given as described below.

## **IIS Rulemaking Addendum**

The IIS Rulemaking Addendum to the Final Opinion and Order of the Board (IIS-RA (F)) 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 third table lists the revisions suggested by JCAR that the Board declines to make, briefly describing each suggestion and explaining the Board's reason for declining to make the change.

The Board includes the IIS-RA (F) 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 (F) for information about deviations from the federal text and amendments not directly derived from current federal amendments.

### **ORDER**

The Board adopts the appended amendments to the Illinois wastewater pretreatment regulations at 35 Ill. Adm. Code 307. The Board directs the Clerk to file the amendments with the Office of the Secretary of State and cause them to be published in the *Illinois Register*.

### IT IS SO ORDERED.

Section 41(a) of the Environmental Protection Act provides that final Board orders may be appealed directly to the Illinois Appellate Court within 35 days after the Board serves the order. 415 ILCS 5/41(a) (2016); *see also* 35 Ill. Adm. Code 101.300(d)(2), 101.906, 102.706. Illinois Supreme Court Rule 335 establishes filing requirements that apply when the Illinois Appellate Court, by statute, directly reviews administrative orders. 172 Ill. 2d R. 335. The Board's procedural rules provide that motions for the Board to reconsider or modify its final orders may be filed with the Board within 35 days after the order is received. 35 Ill. Adm. Code 101.520; *see also* 35 Ill. Adm. Code 101.902, 102.700, 102.702. Filing a motion asking that the Board reconsider this final order is not a prerequisite to appealing the order. 35 Ill. Adm. Code 101.902.

I, Don A Brown, Clerk of the Illinois Pollution Control Board, certify that the Board adopted the above opinion and order on May 10, 2018, by a vote of 5-0.

Don A. Brown, Clerk

Illinois Pollution Control Board

## TEXT OF ADOPTED AMENDMENTS

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

# PART 307 SEWER DISCHARGE CRITERIA

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307.104	Cyanide (STORET number 00720) (Renumbered)
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307.1603	Normal Wheat Flour Milling

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307.2004	Knit Fabric Finishing
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	SUBPART V: NONFERROUS METALS MANUFACTURING
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	SUBPART BC: RUBBER MANUFACTURING
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### 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 Ill. Reg. 19483, effective October 29, 1993; amended in R94-10 at 19 Ill. 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/R18-14 at 42 Ill. 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.

(	Source:	Amended at 42 Ill. Reg.	. effective	

### **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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