ILLINOIS POLLUTION CONTROL BOARD April 15, 1999

IN THE MATTER OF:)	
)	
WASTEWATER PRETREATMENT)	R99-17
UPDATE, USEPA REGULATIONS)	(Identical-in-Substance
(July 1, 1998, through December 31, 1998))	Rulemaking - Water)

Proposed Rule. Proposal for Public Comment.

OPINION AND ORDER OF THE BOARD (by N. J. Melas):

Pursuant to Sections 7.2 and 13.3 of the Environmental Protection Act (Act) (415 ILCS 5/7.2 and 13.3 (1996)), the Board proposes amendments to the Illinois wastewater pretreatment regulations. As discussed more fully below, the proposed amendments establish new guidelines and standards under the Federal Water Pollution Control Act (FWPCA) for the pesticide chemicals manufacturing industry and the pharmaceutical manufacturing industry.

Section 13.3 of the Act provides for quick adoption of regulations that are identical in substance to federal wastewater pretreatment regulations adopted by the United States Environmental Protection Agency (USEPA) pursuant to Sections 307(b), (c), and (d) and 402(b)(9) of the FWPCA (33 U.S.C. §1317(b), (c), (d), 1342(b)(9) (1996)). Section 13.3 also provides that Title VII of the Act and Section 5 of the Administrative Procedure Act (APA) (5 ILCS 100/5-35 and 5-40 (1996)), do not apply to this rulemaking. Accordingly, this rulemaking is not subject to first or second-notice review by the Joint Committee on Administrative Rules (JCAR).

Section 7.2(b) of the Act (415 ILCS 5/7.2 (1996)) requires the Board to complete its identical-in-substance rulemaking actions within one year of the date of the earliest federal amendments involved in a docket. In this docket, the federal action requiring Board action occurred on July 22, 1998. Thus, the Board must complete its rulemaking activity in this docket prior to July 22, 1999.

FEDERAL ACTIONS CONSIDERED IN THIS RULEMAKING

This proposed rulemaking incorporates certain federal amendments that occurred during the period of July 1, 1998, through December 31, 1998. The federal wastewater pretreatment regulations are found at 40 C.F.R. §400-499, interspersed throughout the federal wastewater effluent discharge rules. The USEPA amended its wastewater pretreatment regulations four times during that period: July 22, 1998; August 7, 1998; September 21, 1998; and November 20, 1998. This rulemaking incorporates all of these actions, with the exception of the August 7, 1998 action which the Board has already incorporated into its most recent wastewater pretreatment update docket, In the Matter of: Wastewater Pretreatment Update,

USEPA Regulations (January 1, 1998, through June 31, 1998), Board docket number R99-4, adopted on March 18, 1999.

Additionally, although not enacted within this docket's stated time period, the Board also incorporates into this rulemaking a March 4, 1999 federal action promulgated by the USEPA which corrected errors contained in the September 21, 1998 federal action. As is the Board's custom, we include these federal corrections in this docket to minimize confusion to the regulated community and general public. The federal amendments incorporated into this rulemaking are summarized as follows:

<u>Federal Action</u> July 22, 1998 (63 Fed. Reg. 39443)

September 21, 1998

(63 Fed. Reg. 50388)

November 20, 1998 (63 Fed. Reg. 64417)

Summary

Amendments to Pretreatment Standards and New Source Performance Standards for the Organic Pesticide Chemicals Manufacturing Industry. The USEPA amended its pretreatment standards and new source performance standards for the organic pesticide chemicals manufacturing industry. The new standards increase the daily maximum and monthly average emission levels of the pesticide active ingredient (PAI) pendimethalin, based on actual industry monitoring data of the effluent concentration of PAIs in wastewaters treated by full-scale treatment systems.

Amendments to the Pharmacuetical

Manufacturing Category Pretreatment Standards
and New Source Performance Standards. The
USEPA amended its limitations of the discharge
of pollutants into publicly owned treatment
works (POTWs) by existing and new
pharmaceutical manufacturing facilities. This
federal action revises the limitations and
standards for the "Fermentation," "Extraction,"
"Chemical Synthesis," and "Mixing,
Compounding, and Formulating" sub-categories
and also eliminates the "Research" sub-category
for existing and new sources.

Revisions to Rain Mills Point Source Category. The USEPA revised the effluent limitations guidelines for the best practicable control technology currently available for the "Rain Mills Point Source" category.

Corrections to Pharmaceutical Manufacturing

March 4, 1999

(64 Fed. Reg. 10391)

Category Pretreatment Standards and New Source Performance Standards. This action corrects typographical errors and errors in rounding of several numerical limitations which were adopted in the September 21, 1998 action summarized above.

DISCUSSION

July 22, 1998: Amendments for the Organic Pesticide Chemicals Manufacturing Industry

Federal Action

On July 22, 1998, the USEPA amended its pretreatment standards and new source performance standards for the organic pesticide chemicals manufacturing industry. The amendments affect only new and existing facilities that manufacture the pesticide active ingredient (PAI) pendimethalin. The USEPA indicated that these amendments are based on additional effluent monitoring data submitted to the USEPA by the sole existing pendimethalin manufacturer, the American Cyanamid Company. Essentially, the amendments increase the daily maximum and monthly average emission levels of pendimethalin based on actual industry monitoring data of the effluent concentration of PAIs in wastewaters treated by full-scale treatment systems which are considered to be the best available technology economically achievable. Persons interested in a more detailed discussion of the July 22, 1998 federal action should refer to the cited *Federal Register* notice.

Amendment to Board Rules

The Board incorporates these amendments into its rules by updating a single incorporation by reference to 40 C.F.R. 455.20 in the "Applicability" sub-section found at 35 Ill. Adm. Code 307.6501.

September 21, 1998 and March 4, 1999: Amendments for the Pharmaceutical Manufacturing Industry

Federal Action

On September 21, 1998, the USEPA amended its pharmaceutical manufacturing pretreatment standards and new source performance standards. The amendments limit the discharge of pollutants into publicly owned treatment works (POTWs) by existing and new pharmaceutical manufacturing facilities. Specifically, the federal action revises the limitations and standards for the following sub-categories of the pharmaceutical manufacturing category: 1) "Fermentation;" 2) "Extraction;" 3) "Chemical Synthesis;" and 4) "Mixing, Compounding, and Formulating." Additionally, the amendments entirely eliminate the "Research" sub-category for existing and new wastewater pretreatment sources. The

amendments also clarify some of the limitations based on "best practicable control technology" for pharmaceutical facilities and establish analytical methods for certain organic pollutants.

On March 4, 1999, the USEPA published corrections to its September 21, 1998 action. According to the USEPA, these corrections merely fix "typographical errors and errors in rounding of several of the numerical limitations to a specific number of significant figures" in the previously adopted pharmaceutical manufacturing regulations. 63 Fed. Reg. 10392. Persons interested in a more detailed discussion of either the September 21, 1998 or March 4, 1999 federal action should refer to the cited *Federal Register* notice.

Amendments to Board Rules

The Board incorporates these amendments through incorporation by reference of the appropriate sections of 40 C.F.R. 136 and 439, throughout Sections 307.4900 - 307.4904 and Section 310.107 of the Board's rules. The Board also proposes repeal of Section 307.4905, based on the USEPA's removal of Section 439.56 and Section 438.57 from its regulations. Additionally, the proposed amendments add two new subsections to Section 307.4900 of the pharmaceutical manufacturing subpart. The additional subsections are necessary to adopt the general pretreatment standards added by the USEPA at 40 C.F.R. 439.3 and the surrogate pollutant standards found at 40 C.F.R. 439, Appendix A, Table 2 which are referred to in Section 439.1. Finally, any amendments required by the March 4, 1999, federal corrective action are located within the text of the proposed amendments to pharmaceutical manufacturing subpart and Section 310.107.

November 20, 1998: Revisions to Rain Mills Point Source Category

Federal Action

On November 20, 1998, the USEPA published typographical revisions to the "Rain Mills Point Source" category contained in Title 40, Part 406 of the Code of Federal Regulations. The revisions establish effluent limitations guidelines representing the degree of effluent reduction attainable by the application of the best practicable control technology currently available. Persons interested in a more detailed discussion of the November 20, 1998 federal action should refer to the cited *Federal Register* notice.

Amendments to Board Rules

These revisions are not adopted in this rulemaking, as effluent discharge criteria are not covered under the Board's identical-in-substance federal mandate for wastewater pretreatment regulations. Specifically, the USEPA adopts effluent discharge criteria pursuant to Sections 301, 302, and 306 of the FWPCA; the Board's identical-in-substance authority under Section 13.3 of the Act includes only Sections 307 and 309 of the FWPCA.

In summary, this proposal for public comment incorporates the federal amendments of July 22, 1998, September 21, 1998, November 20, 1998, and March 4, 1999, by use of the actual federal text or through incorporation by reference. The Board updates the citations to the Code of Federal Regulations to the most recent version available. As of the date of this

opinion, the most recent version of the Code of Federal Regulations available to the Board is the July 1, 1998 version. Thus, we have updated all citations to the 1998 version, adding references to later amendments using their appropriate *Federal Register* citation, where necessary. No deviations have been made from the federal text, except as required to meet APA requirements for incorporations by reference.

Public Comments

The Board will accept public comments in this matter for a period of 45 days after publication of the proposed amendments in the *Illinois Register*. After the expiration of the 45-day public comment period, the Board will proceed to adoption of the regulations based on this proposal on or before the July 22, 1999 completion date specified by Section 7.2(b) of the Act.

ORDER

The Board adopts the following proposal for public comment. The Board directs the clerk of the Board to cause publication of the following proposal for public comment in the *Illinois Register*:

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

PART 307 SEWER DISCHARGE CRITERIA

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

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

	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	Bulgur Wheat Flour Milling
307.1605	Normal Rice Milling
307.1606	Parboiled Rice Milling
307.1607	Animal Feed
307.1608	Hot Cereal
307.1609	Ready-to-eat Cereal
307.1610	Wheat Starch and Gluten
CLIDI	PART H: CANNED AND PRESERVED FRUITS AND VEGETABLES
Section	PART H. CANNED AND PRESERVED FRUITS AND VEGETABLES
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 Plats Canned and Preserved Vegetables
307.1708	Canned and Miscellaneous Specialties
007.17.00	Cumou una miscolanico as specialities
	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
	1 0
	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	SOBFART E. CEMENT MANOFACTORING
307.2101	Nonleaching
307.2101	Leaching
307.2102	Materials Storage Piles Runoff
307.2103	Materials Storage Thes Runon
	SUBPART M: FEEDLOTS
Section	
307.2201	General
307.2202	Ducks
	SUBPART N: ELECTROPLATING
Section	SCHIMOT IV. ELECTROTEMINA
307.2300	General Provisions
307.2301	Electroplating of Common Metals
307.2302	Electroplating of Precious Metals
307.2304	Anodizing
307.2305	Coatings
307.2306	Chemical Etching and Milling
307.2307	Electroless Plating
307.2308	Printed Circuit Boards
001.2000	Timed Official Dourds
SUBPA	ART O: ORGANIC CHEMICALS, PLASTICS AND SYNT

SUBPART O: ORGANIC CHEMICALS, PLASTICS AND SYNTHETIC FIBERS

Section	
307.2400	General Provisions
307.2401	Rayon Fibers

307.2402	Other Fibers
307.2403	Thermoplastic Resins
307.2404	Thermosetting Resins
307.2405	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 Wastestreams
307.2491	Complexed Metal-bearing Wastestreams
	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
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	SUBPART R: SOAP AND DETERGENTS
Section	
307.2701	Soap Manufacturing by Batch Kettle
307.2702	Fatty Acid Manufacturing by Fat Splitting
307.2703	Soap Manufacturing by Fatty Acid Neutralization
307.2704	Glycerine Concentration
307.2705	Glycerine Distillation
307.2706	Manufacture of Soap Flakes and Powders
307.2707	Manufacture of Bar Soaps
307.2708	Manufacture of Liquid Soaps
307.2709	Oleum Sulfonation and Sulfation
307.2710	Air-Sulfur Trioxide Sulfation and Sulfonation
307.2711	Sulfur Trioxide Solvent and Vacuum Sulfonation
307.2712	Sulfamic Acid Sulfation
307.2712	Chlorosulfonic Acid Sulfation
307.2714	Neutralization of Sulfuric Acid Esters and Sulfonic Acids
307.2714	Manufacture of Spray Dried Detergents
307.2716	Manufacture of Liquid Detergents
307.2717	
307.2717	Manufacturing of Detergents by Dry Blending Manufacture of Drum Dried Detergents
307.2719	· · · · · · · · · · · · · · · · · · ·
307.2719	Manufacture of Detergent Bars and Cakes
	SUBPART S: FERTILIZER MANUFACTURING
Section	SUDIANI S. FENTILIZEN MANUFACIUNING
307.2801	Dhacabata
307.2801	Phosphate Ammonia
307.2802	Urea
307.2804	Ammonium Nitrate

307.2805 307.2806 307.2807	Nitric Acid Ammonium Sulfate Production Mixed and Blend Fertilizer Production
	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 307.3003	Sintering
307.3003	Ironmaking Steelmaking
307.3004	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
	SUBPART V: NONFERROUS METALS MANUFACTURING
Section	
307.3100	General Provisions
307.3101	Bauxite Refining
307.3102 307.3103	Primary Aluminum Smelting Secondary Aluminum Smelting
307.3103	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
	SUBPART X: STEAM ELECTRIC POWER GENERATING
Section	
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 307.3590	Retan-Wet Finish-Splits 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
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 307.3807	Medium-Sized General Molded, Extruded and Fabricated Rubber Plants
307.3808	Large-Sized General Molded, Extruded and Fabricated Rubber Plants West Digastion Reclaimed Rubber
307.3808	Wet Digestion Reclaimed Rubber Pan Dry Digestion and Machanical Reclaimed Rubber
307.3810	Pan, Dry Digestion and Mechanical Reclaimed Rubber Latex-Dipped, Latex-Extruded and Latex-Molded Rubber
307.3811	Latex Foam
507.5011	Latea Puani

SUBPART BD: TIMBER PRODUCTS PROCESSING

	SODI ART DD. THADER I RODGETS I ROCESSING
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
	Booth(s) or Without Laundry Facilities
307.3916	Wood Furniture and Fixture Production with Water Wash Spray
	Booth(s) 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
307.4005	Papergrade Sulfite
307.4006	Semi-Chemical
307.4007	Mechanical Pulp
307.4008	Non-Wood Chemical Pulp
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 307.4021 307.4022 307.4023 307.4024 307.4025	Tissue From Wastepaper (Repealed) Papergrade Sulfite (Repealed) Unbleached Kraft and Semi-Chemical (Repealed) Wastepaper-Molded Products (Repealed) Nonintegrated-Lightweight Papers (Repealed) Nonintegrated-Filter and Nonwoven Papers (Repealed)
307.4026	Nonintegrated-Paperboard (Repealed)
	SUBPART BF: BUILDERS' PAPER AND BOARD MILLS (Repealed)
Section 307.4101	Builder's Paper and Roofing Felt (Repealed)
	SUBPART BG: MEAT PRODUCTS
Section	
307.4201	Simple Slaughterhouse
307.4202	Complex Slaughterhouse
307.4203	Low-Processing Packinghouse
307.4204	High-Processing Packinghouse
307.4205	Small Processor
307.4206	Meat Cutter
307.4207	Sausage and Luncheon Meats Processor
307.4208	Ham Processor
307.4209	Canned Meats Processor
307.4210	Renderer
	SUBPART BH: METAL FINISHING
Section	
307.4300	General Provisions
307.4301	Metal Finishing
	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
307.4905	Research (Repealed)
	RT BR: PAVING AND ROOFING MATERIALS (TARS AND ASPHALT)
Section	
307.5301	Asphalt Emulsion
307.5302	Asphalt Concrete
307.5303	Asphalt Roofing
307.5304	Linoleum and Printed Asphalt Felt

SUBPART BU: PAINT FORMULATING Section 307.5601 Oil-Base Solvent Wash Paint SUBPART BV: INK FORMULATING Section 307.5701 Oil-Base Solvent Wash Ink SUBPART CD: PESTICIDE CHEMICALS Section 307.6500 **General Provisions** 307.6501 Organic Pesticide Chemicals Manufacturing Metallo-Organic Pesticides Chemicals Manufacturing 307.6502 307.6503 Pesticide Chemicals Formulating and Packaging 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 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 SUBPART CL: PLASTICS MOLDING AND FORMING Section 307.7300 **General Provisions** Contact Cooling and Heating Water 307.7301 **Cleaning Water** 307.7302 Finishing Water 307.7303 SUBPART CM: METAL MOLDING AND CASTING Section 307.7400 **General Provisions**

307.7401	Aluminum Casting
307.7402	Copper Casting
307.7403	Ferrous Casting
307.7404	Zinc Casting
	GUDDA DE GNA GOAL GOALENAG
C4!	SUBPART CN: COIL COATING
Section	
307.7500	General Provisions
307.7501	Steel Basis Material
307.7502	Galvanized Basis Material
307.7503	Aluminum Basis Material
307.7504	Canmaking
	SUBPART CO: PORCELAIN ENAMELING
Section	CODITION OUT TOWOODER MY DEWINDER OUT
307.7600	General Provisions
307.7601	Steel Basis Material
307.7602	Cast Iron Basis Material
307.7603	Aluminum Basis Material
307.7604	Copper Basis Material
	SUBPART CP: ALUMINUM FORMING
Section	
307.7700	General Provisions
307.7701	Rolling With Neat Oils
307.7702	Rolling With Emulsions
307.7703	Extrusion
307.7704	Forging
307.7705	Drawing With Neat Oils
307.7706	Drawing With Emulsions or Soaps
	SUBPART CQ: COPPER FORMING
Section	Sobi Akti CQ. Coll Ek Pokvinya
307.7800	General Provisions
307.7801	Copper Forming
307.7802	Beryllium Copper Forming
307.7002	Berymum Copper Forming
	SUBPART CR: ELECTRICAL AND ELECTRONIC COMPONENTS
Section	
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	Precious Metals Forming
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

Appendix A References to Previous Rules (Repealed)

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

SOURCE: Adopted in R70-5, at 1 PCB 426, March 31, 1971; amended in R71-14, at 4 PCB 3, March 7, 1972; amended in R74-3, at 19 PCB 182, October 30, 1975; amended in R74-15, 16, at 31 PCB 405, at 2 Ill. Reg. 44, p. 151, effective November 2, 1978; amended in R76-17, at 31 PCB 713, at 2 Ill. Reg. 45, p. 101, effective November 5, 1978; amended in R76-21, at 44 PCB 203, at 6 Ill. Reg. 563, effective December 24, 1981; codified at 6 Ill. Reg. 7818; amended in R82-5, 10, at 54 PCB 411, 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 Ill. 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 Ill. Reg. 11930, effective August 12, 1997; amended in R99-4 at 23 Ill. Reg. _______, effective _______; amended in R99-17 at _____, effective ______.

SUBPART BN: PHARMACEUTICAL MANUFACTURING

Section 307.4900 General Provisions

- a) Applicability. This Subpart applies to any pharmaceutical manufacturing facility which introduces or may introduce process wastewater pollutants into a POTW.
- b) General definitions. The Board incorporates by reference 40 CFR 439.1 (19<u>9886</u>), as amended at 63 Fed. Reg. 50388, September 21, 1998. This incorporation includes no later amendments or editions.

- c) Monitoring requirements. The Board incorporates by reference 40 CFR 439.<u>42</u> (19<u>98</u>86), as amended at 63 Fed. Reg. 50388, September 21, 1998. This incorporation includes no later amendments or editions.
- d) General pretreatment standards. The Board incorporates by reference 40 CFR
 439.3 (1998), as amended at 63 Fed. Reg. 50388, September 21, 1998. This incorporation includes no later amendments or editions.
- e) Surrogate parameters for indirect dischargers. The Board incorporates by reference 40 CFR 439.3 (1998), as amended at 63 Fed. Reg. 50388, September 21, 1998 and at 64 Fed. Reg. 10391, March 4, 1999. This incorporation includes no later amendments or editions.

Source: Amended at _	Ill.	Reg.	, effective)
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Section 307.4901 Fermentation Products

- a) Applicability. This Section applies to discharges resulting from the manufacture of pharmaceuticals by fermentation.
- b) Specialized definitions. The Board incorporates by reference 40 CFR 439.11 (199886), as amended at 63 Fed. Reg. 50388, September 21, 1998. This incorporation includes no later amendments or editions.
- c) Existing sources:
 - The Board incorporates by reference 40 CFR 439.16 (19<u>9886</u>), as amended at 63 Fed. Reg. 50388, September 21, 1998, and at 64 Fed. Reg. 10391, March 4, 1999. This incorporation includes no later amendments or editions.
 - 2) No person subject to the pretreatment standards incorporated by reference in subsection (1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
- d) New sources:
 - 1) The Board incorporates by reference 40 CFR 439.17 (199886), as amended at 63 Fed. Reg. 50388, September 21, 1998, and at 64 Fed. Reg. 10391, March 4, 1999. This incorporation includes no later amendments or editions.

	2)	No person subject to the pretreatment standards incorporated by reference in subsection (1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
	3)	"New source" means any building, structure, facility or installation the construction of which commenced after November 26, 1982.
(Source: Ar	nended	at Ill. Reg, effective)
Section 307.	.4902 E	extraction Products
a)		icability. This Section applies to discharges resulting from the manufacture of naceuticals by extraction.
b)	(19 <u>98</u>	ialized definitions. The Board incorporates by reference 40 CFR 439.21 886), as amended at 63 Fed. Reg. 50388, September 21, 1998. This reporation includes no later amendments or editions.
c)	Exist	ing sources:
	1)	The Board incorporates by reference 40 CFR 439.26 (199886), as amended at 63 Fed. Reg. 50388, September 21, 1998, and at 64 Fed. Reg. 10391, March 4, 1999. This incorporation includes no later amendments or editions.
	2)	No person subject to the pretreatment standards incorporated by reference in subsection (1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
d)	New	sources:
	1)	The Board incorporates by reference 40 CFR 439.27 (19 <u>9886</u>), as amended at 63 Fed. Reg. 50388, September 21, 1998. This incorporation includes no later amendments or editions.
	2)	No person subject to the pretreatment standards incorporated by reference in subsection (1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
	3)	"New source" means any building, structure, facility or installation the construction of which commenced after November 26, 1982.

(Source: Amended at __ Ill. Reg. _____, effective _____)

Section 307.4903 Chemical Synthesis Products

- a) Applicability. This Section applies to discharges resulting from the manufacture of pharmaceuticals by chemical synthesis.
- b) Specialized definitions. The Board incorporates by reference 40 CFR 439.31 (199886), as amended at 63 Fed. Reg. 50388, September 21, 1998. This incorporation includes no later amendments or editions.
- c) Existing sources:
 - 1) The Board incorporates by reference 40 CFR 439.36 (199886), as amended at 63 Fed. Reg. 50388, September 21, 1998, and at 64 Fed. Reg. 10391 March 4, 1999. This incorporation includes no later amendments or editions.
 - 2) No person subject to the pretreatment standards incorporated by reference in subsection (1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
- d) New sources:
 - 1) The Board incorporates by reference 40 CFR 439.37 (199886), as amended at 63 Fed. Reg. 50388, September 21, 1998, and at 64 Fed. Reg. 10391, March 4, 1999. This incorporation includes no later amendments or editions.
 - 2) No person subject to the pretreatment standards incorporated by reference in subsection (1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
 - 3) "New source" means any building, structure, facility or installation the construction of which commenced after November 26, 1982.

(Source: Amended at	_ Ill. Reg	, effective	
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Section 307.4904 Mixing/Compounding and Formulation

- a) Applicability. This Section applies to discharges resulting from mixing/compounding and formulation operations of pharmaceutical products.
- b) Specialized definitions. The Board incorporates by reference 40 CFR 439.41 (199886), as amended at 63 Fed. Reg. 50388, September 21, 1998. This incorporation includes no later amendments or editions.

- c) Existing sources:
 - 1) The Board incorporates by reference 40 CFR 439.46 (199886), as amended at 63 Fed. Reg. 50388, September 21, 1998. This incorporation includes no later amendments or editions.
 - 2) No person subject to the pretreatment standards incorporated by reference in subsection (1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
- d) New sources:
 - 1) The Board incorporates by reference 40 CFR 439.47 (199886), as amended at 63 Fed. Reg. 50388, September 21, 1998. This incorporation includes no later amendments or editions.
 - 2) No person subject to the pretreatment standards incorporated by reference in subsection (1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
 - 3) "New source" means any building, structure, facility or installation the construction of which commenced after November 26, 1982.

(Source: Amended at	Ill. Reg	, effective _)
Section 307.4905 Resear	rch (Repealed	()	

- a) Applicability. This Section applies to discharges resulting from pharmaceutical research.
- b) Specialized definitions. The Board incorporates by reference 40 CFR 439.51 (1986). This incorporation includes no later amendments or editions.
- c) Existing sources:
 - 1) The Board incorporates by reference 40 CFR 439.56 (1986). This incorporation includes no later amendments or editions.
 - 2) No person subject to the pretreatment standards incorporated by reference in subsection (1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
- d) New sources:

- 1) The Board incorporates by reference 40 CFR 439.57 (1986). This incorporation includes no later amendments or editions.
- 2) No person subject to the pretreatment standards incorporated by reference in subsection (1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
- 3) "New source" means any building, structure, facility or installation the construction of which commenced after November 26, 1982.

	Source: Repealed a	t Ill.	Reg.	, effective	
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SUBPART CD: PESTICIDE CHEMICALS

Section 307.6501 Organic Pesticide Chemicals Manufacturing

- a) Applicability.
 - 1) The Board incorporates by reference 40 CFR 455.20 (199894), as amended at 63 Fed. Reg. 39443, July 22, 1998. This incorporation includes no later amendments or editions.
 - 2) This Section applies to discharges resulting from any plant which manufactures organic pesticide chemicals, as defined in the materials incorporated by reference in subsection (a)(1).
- b) Specialized definitions. The Board incorporates by reference 40 CFR 455.21 (1994). This incorporation includes no later amendments or editions.
- c) Existing sources:
 - 1) The Board incorporates by reference 40 CFR 455.26 (1994). This incorporation includes no later amendments or editions.
 - 2) No person subject to the pretreatment standards incorporated by reference in subsection (c)(1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
- d) New sources:
 - 1) The Board incorporates by reference 40 CFR 455.27 (1994). This incorporation includes no later amendments or editions.

2)	No person subject to the pretreatment standards incorporated by reference in subsection (c)(1) shall cause, threaten or allow the discharge of any contaminant to a POTW in violation of such standards.
(Source: Amended at	Ill. Reg)

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

PART 310 PRETREATMENT PROGRAMS

SUBPART A: GENERAL PROVISIONS

	SUBPART A: GENERAL PROVISIONS
Section	
310.101	Applicability
310.102	Objectives
310.103	Federal Law
310.104	State Law
310.105	Confidentiality
310.107	Incorporations by Reference
310.110	Definitions
310.111	New Source
	SUBPART B: PRETREATMENT STANDARDS
Section	
310.201	General Prohibitions
310.202	Specific Prohibitions
310.210	Specific Limits Developed by POTW
310.211	Local Limits
310.220	Categorical Standards
310.221	Category Determination Request
310.222	Deadline for Compliance with Categorical Standards
310.230	Concentration and Mass Limits
310.232	Dilution
310.233	Combined Wastestream Formula
	SUBPART C: REMOVAL CREDITS
Section	
310.301	Special Definitions
310.302	Authority
310.303	Conditions for Authorization to Grant Removal Credits
310.310	Calculation of Revised Discharge Limits
310.311	Demonstration of Consistent Removal
310.312	Provisional Credits
310.320	Compensation for Overflow
310.330	Exception to POTW Pretreatment Program
310.340	Application for Removal Credits Authorization
310.341	Agency Review
310.343	Assistance of POTW

310.350	Continuation of Authorization
310.351	Modification or Withdrawal of Removal Credits

SUBPART D: PRETREATMENT PERMITS

Section	
310.400	Preamble
310.401	Pretreatment Permits
310.402	Time to Apply
310.403	Imminent Endangerment
310.410	Application
310.411	Certification of Capacity
310.412	Signatures
310.413	Site Visit
310.414	Completeness
310.415	Time Limits
310.420	Standard for Issuance
310.421	Final Action
310.430	Conditions
310.431	Duration of Permits
310.432	Schedules of Compliance
310.441	Effect of a Permit
310.442	Modification
310.443	Revocation
310.444	Appeal

SUBPART E: POTW PRETREATMENT PROGRAMS

Section	
310.501	Pretreatment Programs Required
310.502	Deadline for Program Approval
310.503	Incorporation of Approved Programs in Permits
310.504	Incorporation of Compliance Schedules in Permits
310.505	Reissuance or Modification of Permits
310.510	Pretreatment Program Requirements
310.521	Program Approval
310.522	Contents of Program Submission
310.524	Content of Removal Allowance Submission
310.531	Agency Action
310.532	Defective Submission
310.533	Water Quality Management
310.541	Deadline for Review
310.542	Public Notice and Hearing
310.543	Agency Decision
310.544	USEPA Objection

310.545	Notice of Decision				
310.546	Public Access to Submission				
310.547	Appeal				
SUBPART F: REPORTING REQUIREMENTS					
Section					
310.601	Definition of Control Authority				
310.602	Baseline Report				
310.603	Compliance Schedule				
310.604	Report on Compliance with Deadline				
310.605	Periodic Reports on Compliance				
310.606	Notice of Potential Problems				
310.610	Monitoring and Analysis				
310.611	Requirements for Non-Categorical Standard Users				
310.612	Annual POTW Reports				
310.613	Notification of Changed Discharge				
310.621	Compliance Schedule for POTW's				
310.631	Signatory Requirements for Industrial User Reports				
310.632	Signatory Requirements for POTW Reports				
310.633	Fraud and False Statements				
310.634	Recordkeeping Requirements				
310.635	Notification of Discharge of Hazardous Waste				
	_				
	SUBPART G: FUNDAMENTALLY DIFFERENT FACTORS				
Section					
310.701	Definition of Requester				
310.702	Purpose and Scope				
310.703	Criteria				
310.704	Fundamentally Different Factors				
310.705	Factors which are Not Fundamentally Different				
310.706	More Stringent State Law				
310.711	Application Deadline				
310.712	Contents of FDF Request				
310.713	Deficient Requests				
310.714	Public Notice				
310.721	Agency Review of FDF Requests				
310.722	USEPA Review of FDF Requests				
	SUBPART H: ADJUSTMENTS FOR POLLUTANTS IN INTAKE				
Section					
310.801	Net/Gross Calculation by USEPA				

SUBPART I: UPSETS

Section	
310.901	Definition
310.902	Effect of an Upset
310.903	Conditions Necessary for an Upset
310.904	Burden of Proof
310.905	Reviewability of Claims of Upset
310.906	User Responsibility in Case of Upset

SUBPART J: BYPASS

Section

310.910	Definition
310.911	Bypass Not Violating Applicable Pretreatment Standards or
	Requirements
310.912	Notice
310.913	Prohibition of Bypass

SUBPART K: MODIFICATION OF POTW PRETREATMENT PROGRAMS

Section	
310.920	General
310.921	Substantial Modifications Defined
310.922	Approval Procedures for Substantial Modifications
310.923	Approval Procedures for Non-Substantial Modifications
310.924	Incorporation of Modifications into the Permit

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

SOURCE: Adopted in R86-44 at 12 III. Reg. 2502, effective January 13, 1988; amended in R88-18 at 13 III. Reg. 2463, effective January 31, 1989; amended in R89-3 at 13 III. Reg. 19243, effective November 27, 1989; amended in R89-12 at 14 III. Reg. 7608, effective May 8, 1990; amended in R91-5 at 16 III. Reg. 7346, effective April 27, 1992; amended in R95-22 at 20 III. Reg. 5533, effective April 1, 1996; amended in R96-12 at 20 III. Reg. 10671, effective July 24, 1996; amended in R97-7 at 21 III. Reg. 5163, effective April 10, 1997; amended in R98-23 at 22 III. Reg.11465, effective June 22, 1998; amended in R99-17 at __ III. Reg _______, effective

Section 31	0.107	Incorporations	by	Reference

- a) The following publications are incorporated by reference:
 - 1) The consent decree in NRDC v. Costle, 12 Environment Reporter Cases 1833 (D.C. Cir. August 16, 1978).
 - 2) Standard Industrial Classification Manual (1972), and 1977 Supplement, republished in 1983, available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20401.
- b) The following provisions of the Code of Federal Regulations are incorporated by reference:

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40 CFR 2.302 (1994)

40 CFR 25 (1994)

40 CFR 122, Appendix D, Tables II and III (1994)

40 CFR 128.140(b) (1977)

40 CFR 136 (199896), as amended at 63 Fed. Reg. 50388, September 21, 1998

40 CFR 403 (1996)

40 CFR 403, Appendix D (1994)
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- c) The following federal statutes are incorporated by reference:
 - 1) Section 1001 of the Criminal Code (18 U.S.C. 1001) as of July 1, 1988
 - 2) Clean Water Act (33 U.S.C. 1251 et seq) as of July 1, 1988
 - 3) Subtitles C and D of the Resource Conservation and Recovery Act (42 U.S.C. 6901 et seq.) as of July 1, 1988
- d) This Part incorporates no future editions or amendments.

 (Source: Amended at __ Ill. Reg. ______, effective ______)

IT IS SO ORDERED.

I, Dorothy M. Gunn, Clerk of the Illinois Pollution Control Board, hereby certify that the above opinion and order was adopted on the 15th day of April 1999 by a vote of 7-0.

Dorothy M. Gunn, Clerk

Illinois Pollution Control Board