



STATE OF MAINE
Department of Environmental Protection

JOHN ELIAS BALDACCI
GOVERNOR

David P. Littel
COMMISSIONER

December 28, 2009

Passamaquoddy Water District
Ms. Nancy Seeley, Superintendent
56 Water Street
Eastport, ME 04631
nancypwd@myfairpoint.net

**RE: *Maine Pollutant Discharge Elimination System (MEPDES) Permit #ME0102211
Maine Waste Discharge License (WDL) Application #W007568-5S-D-R
FINALIZED MEPDES Permit / WDL Renewal
Certified Mail #7008 1830 0000 8209 7586***

Dear Ms. Seeley:

Enclosed, please find a copy of your **final** MEPDES permit and Maine WDL, which was approved by the Department of Environmental Protection. Please read the permit/license and its attached conditions carefully. You must follow the conditions in the order to satisfy the requirements of law. Any discharge not receiving adequate treatment is in violation of State law and is subject to enforcement action.

Any interested person aggrieved by a Department determination made pursuant to applicable regulations, may appeal the decision following the procedures described in the attached DEP FACT SHEET entitled "*Appealing a Commissioner's Licensing Decision.*"

If you have any questions regarding the matter, please feel free to call me at 207-485-2281.

Sincerely,

Bill Hinkel
Division of Water Quality Management
Bureau of Land and Water Quality

Enc.

cc: Clarissa Trasko, MeDEP Lori Mitchell, MeDEP File #W7568
Sandy Mojica, USEPA

AUGUSTA
17 STATE HOUSE STATION
AUGUSTA, MAINE 04333-0017
(207) 624-6550 FAX: (207) 624-6024
RAY BLDG., HOSPITAL ST.

BANGOR
106 HOGAN ROAD
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PORTLAND
312 CANCO ROAD
PORTLAND, MAINE 04103
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PRESQUE ISLE
1235 CENTRAL DRIVE, SKYWAY PARK
PRESQUE ISLE, MAINE 04769-2094
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STATE OF MAINE
DEPARTMENT OF ENVIRONMENTAL PROTECTION
17 STATE HOUSE STATION
AUGUSTA, ME 04333

DEPARTMENT ORDER

IN THE MATTER OF

| | |
|---------------------------------|-----------------------------|
| PASSAMAQUODDY WATER DISTRICT |) MAINE POLLUTANT DISCHARGE |
| PERRY, WASHINGTON COUNTY, MAINE |) ELIMINATION SYSTEM PERMIT |
| DRINKING WATER TREATMENT PLANT |) AND |
| #ME0102211 |) WASTE DISCHARGE LICENSE |
| #W007568-5S-D-R APPROVAL |) RENEWAL |

Pursuant to the provisions of the *Federal Water Pollution Control Act*, Title 33 USC, §1251, *Conditions of licenses*, 38 M.R.S.A. § 414-A, and applicable regulations, the Maine Department of Environmental Protection (Department) has considered the application of the PASSAMAQUODDY WATER DISTRICT (District), with its supportive data, agency review comments, and other related materials on file and FINDS THE FOLLOWING FACTS:

APPLICATION SUMMARY

The District has applied to the Department for a renewal of combination Waste Discharge License (WDL) #W007568-5S-C-R/ Maine Pollutant Discharge Elimination System (MEPDES) permit #ME0102211, which was issued on October 4, 2004 and expired on October 4, 2009. The 10/4/04 permit authorized the monthly average discharge of up to 0.075 million gallons per day (MGD) of treated filter backwash and sludge lagoon supernatant from a drinking water treatment plant to Boyden Stream, Class B, in Perry, Maine.

PERMIT SUMMARY

This permitting action is substantially similar to the 10/4/04 permitting action in that it is:

1. Carrying forward the monthly average and daily maximum concentration limitations for total suspended solids (TSS); and
2. Carrying forward the daily maximum concentration limitation for settleable solids.

This permitting action is significantly different from the 10/4/04 permitting action in that it is:

1. Revising the monthly average discharge flow limitation from 0.075 MGD to 0.045 MGD and establishing a daily maximum discharge flow limit reporting requirement;
2. Revising the monthly average and daily maximum mass limitations for TSS;
3. Revising the pH range limit;
4. Revising the monthly average and daily maximum concentration and mass limits for total aluminum; and
5. Revising the minimum monitoring frequency requirement for total aluminum.

CONCLUSIONS

BASED on the findings in the attached Fact Sheet dated December 28, 2009, and subject to the Conditions listed below, the Department makes the following conclusions:

1. The discharge, either by itself or in combination with other discharges, will not lower the quality of any classified body of water below such classification.
2. The discharge, either by itself or in combination with other discharges, will not lower the quality of any unclassified body of water below the classification which the Department expects to adopt in accordance with state law.
3. The provisions of the State's antidegradation policy, *Classification of Maine waters*, 38 M.R.S.A. § 464(4)(F), will be met, in that:
 - (a) Existing in-stream water uses and the level of water quality necessary to protect and maintain those existing uses will be maintained and protected;
 - (b) Where high quality waters of the State constitute an outstanding national resource, that water quality will be maintained and protected;
 - (c) The standards of classification of the receiving water body are met or, where the standards of classification of the receiving water body are not met, the discharge will not cause or contribute to the failure of the water body to meet the standards of classification;
 - (d) Where the actual quality of any classified receiving water body exceeds the minimum standards of the next highest classification that higher water quality will be maintained and protected; and
 - (e) Where a discharge will result in lowering the existing water quality of any water body, the Department has made the finding, following opportunity for public participation, that this action is necessary to achieve important economic or social benefits to the State.
4. The discharge will be subject to effluent limitations that require application of best practicable treatment as defined in 38 M.R.S.A. § 414-A(1)(D).

ACTION

THEREFORE, the Department APPROVES the above noted application of PASSAMAQUODDY WATER DISTRICT to discharge a monthly average of up to 0.045 MGD of treated filter backwash and sludge lagoon supernatant from a drinking water treatment plant to Boyden Stream, Class B, in Perry, Maine, SUBJECT TO THE ATTACHED CONDITIONS, and all applicable standards and regulations including:

1. *Maine Pollutant Discharge Elimination System Permit Standard Conditions Applicable To All Permits*, revised July 1, 2002, copy attached.
2. The attached Special Conditions, including any effluent limitations and monitoring requirements.
3. The term of this permit is five (5) years from the date of signature.

PLEASE NOTE ATTACHED SHEET FOR GUIDANCE ON APPEAL PROCEDURES

Date of initial receipt of application: July 24, 2009

Date of application acceptance: July 27, 2009

This Order prepared by William F. Hinkel, BUREAU OF LAND & WATER QUALITY

SPECIAL CONDITIONS

A. EFFLUENT LIMITATIONS AND MONITORING REQUIREMENTS

1. The permittee is authorized to discharge **treated filter backwash and sludge lagoon supernatant from Outfall #001A** to Boyden Stream. Such discharges shall be limited and monitored by the permittee as specified below⁽¹⁾:

| Effluent Characteristic | Discharge Limitations | | | | Minimum Monitoring Requirements | |
|-------------------------------------|------------------------------|------------------------------|---------------------------|-----------------------------|---------------------------------|-------------------------|
| | Monthly Average | Daily Maximum | Monthly Average | Daily Maximum | Measurement Frequency | Sample Type |
| | as specified | as specified | as specified | as specified | as specified | as specified |
| Flow <i>[50050]</i> | 0.045 MGD <i>[03]</i> | Report MGD <i>[03]</i> | --- | --- | Continuous <i>[CN]</i> | Measured <i>[MS]</i> |
| TSS <i>[00530]</i> | 11.3 lbs./day <i>[26]</i> | 22.5 lbs./day <i>[26]</i> | 30 mg/L <i>[19]</i> | 60 mg/L <i>[19]</i> | 2/Month <i>[02/30]</i> | Grab <i>[GR]</i> |
| Settleable Solids <i>[00545]</i> | --- | --- | --- | 0.3 ml/L <i>[25]</i> | 2/Month <i>[02/30]</i> | Grab <i>[GR]</i> |
| Aluminum (Total) <i>[01105]</i> | 0.26 lbs./day <i>[26]</i> | 0.75 lbs./day <i>[26]</i> | 1,388 µg/L <i>[28]</i> | 3,976 µg/L <i>[28]</i> | 1/Week <i>[01/07]</i> | Grab <i>[GR]</i> |
| pH <i>[00400]</i> | --- | --- | --- | 6.0 – 9.0 SU <i>[12]</i> | 2/Month <i>[02/30]</i> | Grab <i>[GR]</i> |

The italicized numeric values bracketed in the table and in subsequent text are code numbers that Department personnel utilize to code the monthly Discharge Monitoring Reports (DMRs).

FOOTNOTES: See Page 5 of this permit for applicable footnotes.

SPECIAL CONDITIONS

A. EFFLUENT LIMITATIONS AND MONITORING REQUIREMENTS (cont'd)

FOOTNOTES:

1. **Sampling** – Sampling and analysis must be conducted in accordance with; a) methods approved by 40 Code of Federal Regulations (CFR) Part 136, b) alternative methods approved by the Department in accordance with the procedures in 40 CFR Part 136, or c) as otherwise specified by the Department. Samples that are sent out for analysis shall be analyzed by a laboratory certified by the State of Maine's Department of Health and Human Services. Samples that are sent to a POTW licensed pursuant to *Waste discharge licenses*, 38 M.R.S.A. § 413 are subject to the provisions and restrictions of *Maine Comprehensive and Limited Environmental Laboratory Certification Rules*, 10-144 CMR 263 (last amended February 13, 2000).

All analytical test results shall be reported to the Department including results which are detected below the respective reporting limits (RLs) specified by the Department. If a non-detect analytical test result is below the respective RL, the concentration result shall be reported as <Y where Y is the actual detection limit achieved by the laboratory for each respective parameter. Reporting a value of <Y that is greater than an established RL is not acceptable and will be rejected by the Department. For mass, if the analytical result is reported as <Y or if a detectable result is less than a RL, report a <X lbs/day, where X is the parameter specific limitation established in the permit. Compliance with this permit will be evaluated based on whether or not a compound is detected at or above the Department's RL.

Filter backwash samples shall be collected from a point immediately following the sludge holding tank.

B. NARRATIVE EFFLUENT LIMITATIONS

1. The effluent shall not contain a visible oil sheen, foam or floating solids at any time which would impair the usages designated by the classification of the receiving waters.
2. The effluent shall not contain materials in concentrations or combinations which are hazardous or toxic to aquatic life, or which would impair the usages designated by the classification of the receiving waters.
3. The discharges shall not cause visible discoloration or turbidity in the receiving waters which would impair the usages designated by the classification of the receiving waters.
4. Notwithstanding specific conditions of this permit, the effluent must not lower the quality of any classified body of water below such classification, or lower the existing quality of any body of water if the existing quality is higher than the classification.

SPECIAL CONDITIONS

C. AUTHORIZED DISCHARGES

The permittee is authorized to discharge only in accordance with: 1) the permittee's General Application for Waste Discharge Permit, accepted for processing on July 27, 2009; 2) the terms and conditions of this permit; and 3) only from Outfall #001A. Discharges of wastewater from any other point source are not authorized under this permit, and shall be reported in accordance with Standard Condition B(5), *Bypasses*, of this permit.

D. NOTIFICATION REQUIREMENT

In accordance with Standard Condition D, the permittee shall notify the Department of the following:

1. Any substantial change in the volume or character of pollutants being introduced into the waste water collection and treatment system.
2. For the purposes of this section, adequate notice shall include information on:
 - a. The quality and quantity of waste water introduced to the waste water collection and treatment system; and
 - b. Any anticipated change in the quality and quantity of the waste water to be discharged from the treatment system.

E. MONITORING AND REPORTING

Monitoring results obtained during the previous month shall be summarized for each month and reported on separate Discharge Monitoring Report (DMR) forms provided by the Department and **postmarked on or before the thirteenth (13th) day of the month or hand-delivered to the Department's Regional Office such that the DMRs are received by the Department on or before the fifteenth (15th) day of the month** following the completed reporting period. A signed copy of the DMR and all other reports required herein shall be submitted to the Department assigned inspector (unless otherwise specified by the Department) at the following address:

Department of Environmental Protection
Eastern Maine Regional Office
Bureau of Land and Water Quality
Division of Water Quality Management
106 Hogan Road
Bangor, Maine 04401

Alternatively, if you are submitting an electronic Discharge Monitoring Report (eDMR), the completed eDMR must be electronically submitted to the Department by a facility authorized DMR Signatory **not later than close of business on the 15th day of the month** following the completed reporting period. **Hard Copy documentation** submitted in support of the eDMR must be **postmarked on or before the thirteenth (13th) day of the month or hand-delivered to the Department's Regional Office such that it is received by the Department on or before the fifteenth (15th) day of the month** following the completed reporting period. **Electronic documentation** in support of the eDMR must be submitted **not later than close of business on the 15th day of the month** following the completed reporting period.

SPECIAL CONDITIONS

F. OPERATION & MAINTENANCE (O&M) PLAN

This facility shall have a current written comprehensive Operation & Maintenance (O&M) Plan. The plan shall provide a systematic approach by which the permittee shall at all times, properly operate and maintain all facilities and systems of treatment and control (and related appurtenances) which are installed or used by the permittee to achieve compliance with the conditions of this permit.

By December 31 of each year, or within 90 days of any process changes or minor equipment upgrades, the permittee shall evaluate and modify the O&M Plan including site plan(s) and schematic(s) for the waste water treatment facility to ensure that it is up-to-date. The O&M Plan shall be kept on-site at all times and made available to Department and EPA personnel upon request.

Within 90 days of completion of new and or substantial upgrades of the waste water treatment facility, the permittee shall submit the updated O&M Plan to their Department inspector for review and comment.

G. REOPENING OF PERMIT FOR MODIFICATION

Upon evaluation of the tests results in the Special Conditions of this permitting action, new site specific information, or any other pertinent test results or information obtained during the term of this permit, the Department may, at any time and with notice to the permittee, modify this permit to:

- (1) include effluent limits necessary to control specific pollutants or whole effluent toxicity where there is a reasonable potential that the effluent may cause water quality criteria to be exceeded;
- (2) require additional monitoring if results on file are inconclusive; or
- (3) change monitoring requirements or limitations based on new information.

H. SEVERABILITY

In the event that any provision, or part thereof, of this permit is declared to be unlawful by a reviewing court, the remainder of the permit shall remain in full force and effect, and shall be construed and enforced in all aspects as if such unlawful provision, or part thereof, had been omitted, unless otherwise ordered by the court.

**MAINE POLLUTANT DISCHARGE ELIMINATION SYSTEM PERMIT
AND
MAINE WASTE DISCHARGE LICENSE**

FACT SHEET

DATE: **DECEMBER 28, 2009**

MEPDES PERMIT: **#ME0102211**
WASTE DISCHARGE LICENSE: **#W007568-5S-D-R**

NAME AND ADDRESS OF APPLICANT:

**PASSAMAQUODDY WATER DISTRICT
56 WATER STREET
EASTPORT, MAINE 04631**

COUNTY: **WASHINGTON**

NAME AND ADDRESS WHERE DISCHARGE OCCURS:

**PASSAMAQUODDY WATER DISTRICT
SOUTH MEADOW ROAD
PERRY, MAINE 04667**

RECEIVING WATER / CLASSIFICATION: **BOYDEN STREAM / CLASS B**

COGNIZANT OFFICIAL AND TELEPHONE NUMBER: **MS. NANCY SEELEY
(207) 853-2660
nancypwd@myfairpoint.net**

1. APPLICATION SUMMARY

- a. Application: The Passamaquoddy Water District (District) has applied to the Maine Department of Environmental Protection (Department) for a renewal of combination Waste Discharge License (WDL) #W007568-5S-C-R/ Maine Pollutant Discharge Elimination System (MEPDES) permit #ME0102211, which was issued on October 4, 2004 and expired on October 4, 2009. The 10/4/04 permit authorized the monthly average discharge of up to 0.075 million gallons per day (MGD) of treated filter backwash and sludge lagoon supernatant from a drinking water treatment plant to Boyden Stream, Class B, in Perry, Maine.

2. PERMIT SUMMARY

a. Terms and Conditions: **This permitting action is substantially similar to the 10/4/04 permitting action in that it is:**

1. Carrying forward the monthly average and daily maximum concentration limitations for total suspended solids (TSS); and
2. Carrying forward the daily maximum concentration limitation for settleable solids.

This permitting action is significantly different from the 10/4/04 permitting action in that it is:

1. Revising the monthly average discharge flow limitation from 0.075 MGD to 0.045 MGD and establishing a daily maximum discharge flow limit reporting requirement;
2. Revising the monthly average and daily maximum mass limitations for TSS;
3. Revising the pH range limit;
4. Eliminating the monthly average and daily maximum concentration limits and revising the mass limitations for total aluminum; and
5. Revising the minimum monitoring frequency requirement for total aluminum.

b. History: This section provides a summary of significant licensing/permitting actions and milestones that have been completed for the District.

June 9, 1988 – The U.S. Environmental Protection Agency (USEPA) notified the PWD in writing that the application submitted to the USEPA by the PWD on or about August 7, 1987 was complete for processing. The USEPA did not act on the PWD's application before Maine received authorization to administer the National Pollutant Discharge Elimination System (NPDES) permit program.

January 12, 2001 – The Department received authorization from the USEPA to administer the NPDES permit program in Maine, excluding areas of special interest to Maine Indian Tribes. From that point forward, the program has been referred to as the MEPDES program, and MEPDES permit #ME0102211 has been utilized as the primary reference number for the Passamaquoddy Water District facility.

October 4, 2004– The Department issued WDL #W007568-5S-C-R/ MEPDES Permit #ME0102211 to the District for a five-year term. The 10/4/04 permit superseded previous and initial WDL #W007568-45-A-N issued on March 9, 1988.

July 24, 2009 – The District submitted a timely and complete General Application to the Department for renewal of the 10/4/04 MEPDES permit. The application was accepted for processing on July 27, 2009, and was assigned WDL #W007568-5S-D-R / MEPDES #ME0102211.

2. PERMIT SUMMARY (cont'd)

- c. Source Description: The Passamaquoddy Water District operates a drinking water treatment plant adjacent to Boyden Stream in Perry to supply potable water to approximately 900 customer connections. The PWD has been operational since 1989 and the design capacity for the treatment of potable water is 600,000 gallons per day. The present usage according to the application materials is 200,000 to 250,000 gallons per day. Source water is obtained from an impoundment in Boyden Stream created by the Perry Station Dam, which is owned and operated by the District. Raw water is treated with a roughing filter to remove organic matter and was previously treated with chlorine dioxide for disinfection. The District reports that chlorine dioxide is no longer used at the facility. The District injects a polymer, alum, muriatic acid or caustic soda when necessary to enhance the coagulation process.

The District utilizes four (4) clarification/filtration trains for down-flow filtration. Filtered water is measured using an effluent flow meter and post filtration treatment includes the addition of lime for pH adjustment, sodium hypochlorite for disinfection, and fluoride for consumer dental benefit. Finished water is pumped to the distribution system, which includes a 365,000-gallon water storage tank in Eastport and a 347,000-gallon storage tank at the Passamaquoddy Indian Reservation.

A map showing the location of the facility, receiving water and outfall is included as Attachment A of this fact sheet.

- d. Wastewater Treatment: Filter cleaning cycles are initiated by an operator-set turbidity level, a timer, a differential headloss level, or manually. Typically, the District performs one or two filter cleaning cycles per day during which each of the four filter trains is backwashed. Approximately 4,750 gallons of wastewater are generated during each filter train backwash event and a total of approximately 19,000 gallons are generated from all four filter trains during each backwash cycle. Filter backwash waters are conveyed to a 90,000-gallon subsurface settling basin. The District previously discharged filter rinse water directly to Boyden Stream, but has modified the filter cleaning procedure in such a manner that this waste stream will not be directly discharged without prior treatment along with filter backwash waters.

Final effluent is conveyed for discharge to Boyden Stream via a 10-inch diameter outfall pipe designed Outfall #001A. The outfall pipe extends into Boyden Stream to a depth of approximately two feet into a channel of Boyden Stream that is formed by the discharge from the Perry Station Dam sluiceway.

The settling basin contains a 4-foot by 4-foot sludge sump and a sludge pump which is used to pump settled solids to an on-site sludge settling/drying lagoon. The sludge pump is activated manually by the plant operator approximately once per month. The unlined lagoon measures approximately 40 feet wide by 85 feet long and provides approximately 9,200 cubic feet (approximately 69,000 gallons) of storage. The PWD manages the lagoon as a store and release system from which they periodically discharge settled wastewater. Supernatant is conveyed to a 6-inch diameter discharge line that is tied into Outfall #001A.

2. PERMIT SUMMARY (cont'd)

The PWD must periodically backwash the roughing filter to remove accumulated organic matter from the filter media. The frequency with which these high rate cleaning events are performed depends on the quality of raw water and varies seasonally. The PWD utilizes raw river water to complete the cleaning cycles and there is no addition of chemicals by the permittee prior to backwash cleaning. The PWD generates up to approximately 97,000 gallons of wastewater per month from this process which is conveyed for discharge to Boyden Stream via a 20-inch diameter PVC pipe. The Department has made a best professional judgment determination that effluent monitoring for this waste stream is not necessary as the source waters and receiving water are the same and there is no chemical addition prior to discharge.

The PWD reported that they contract with an environmental services company to remove and dispose of sludge from the lagoons. Sludge was most recently removed in December 2003 and the PWD reported that they will continue to use an outside contractor for sludge removal until a more economical and practical disposal option becomes available.

3. CONDITIONS OF PERMIT

Conditions of licenses, 38 M.R.S.A. § 414-A, requires that the effluent limitations prescribed for discharges, including, but not limited to, effluent toxicity, require application of best practicable treatment (BPT), be consistent with the U.S. Clean Water Act, and ensure that the receiving waters attain the State water quality standards as described in Maine's Surface Water Classification System. In addition, *Certain deposits and discharges prohibited*, 38 M.R.S.A. § 420 and *Surface Water Toxics Control Program*, 06-096 CMR 530 (effective October 9, 2005) require the regulation of toxic substances not to exceed levels set forth in *Surface Water Quality Criteria for Toxic Pollutants*, 06-096 CMR 584 (effective October 9, 2005), and that ensure safe levels for the discharge of toxic pollutants such that existing and designated uses of surface waters are maintained and protected.

4. RECEIVING WATER QUALITY STANDARDS

Classification of minor drainages, 38 M.R.S.A. § 468(8) classifies Boyden Stream at the point of discharge as a Class B waterway. *Standards for classification of fresh surface waters*, 38 M.R.S.A. § 465(3) describes the standards for Class B waters.

5. RECEIVING WATER QUALITY CONDITIONS

The State of Maine 2008 Integrated Water Quality Monitoring and Assessment Report, (Report) prepared by the Department pursuant to Sections 303(d) and 305(b) of the Federal Water Pollution Control Act, lists 180.8 miles of minor drainages entering tidewater in Washington County between Robbinston and Sandy Point (Cutler) (Segment ID 508R) as “*Category 2: Rivers and Streams Attaining Some Designated Uses – Insufficient Information for Other Uses.*”

5. RECEIVING WATER QUALITY CONDITIONS (cont'd)

The 2008 Report also lists Maine's fresh waters as "*Category 4-A: Rivers and Streams with Impaired Use, TMDL Completed.*" All freshwaters formerly listed in Category 5-C are moved to Category 4-A (TMDL Completed) due to USEPA approval of a Regional Mercury TMDL. Impairment in this context refers to a statewide fish consumption advisory due to elevated levels of mercury in some fish tissues. The Report states, "*Impairment caused by atmospheric deposition of mercury; a regional scale TMDL has been approved. Maine has a fish consumption advisory for fish taken from all freshwaters due to mercury. Many waters, and many fish from any given water, do not exceed the action level for mercury. However, because it is impossible for someone consuming a fish to know whether the mercury level exceeds the action level, the Maine Department of Human Services decided to establish a statewide advisory for all freshwater fish that recommends limits on consumption. Maine has already instituted statewide programs for removal and reduction of mercury sources.*" Pursuant to 38 M.R.S.A. § 420(1-B)(B), "*a facility is not in violation of the ambient criteria for mercury if the facility is in compliance with an interim discharge limit established by the Department pursuant to section 413 subsection 11.*" Pursuant to 06-096 CMR 519(1)(A)(2), the discharge of filter backwash from this facility is exempt from interim mercury limits, and the Department has no information that this discharge causes or contributes to the mercury impairment.

6. EFFLUENT LIMITATIONS & MONITORING REQUIREMENTS

- a. Flow: The previous permitting action established a monthly average discharge flow limitation of 0.075 MGD, which was considered representative of wastewater flows generated by this facility at that time. The District has requested a reduction the monthly average discharge flow limitation to 0.045 MGD based on the system's current representative flows. This permitting action is establishing a daily maximum discharge flow reporting requirement to assist in compliance evaluations.

A summary of the discharge flow data as reported on the monthly Discharge Monitoring Reports (DMRs) for the period of January 2006 through June 2009 is as follows:

| Discharge Flow | Minimum | Maximum | Arithmetic Mean | # DMRs |
|-----------------------|----------------|----------------|------------------------|---------------|
| Monthly Average | 0.002 MGD | 0.06 MGD | 0.017 MGD | 39 |

6. EFFLUENT LIMITATIONS & MONITORING REQUIREMENTS (cont'd)

- b. Dilution Factors: Dilution factors associated with the permitted discharge flow of 0.045 MGD were derived in accordance with 06-096 CMR 530(4)(A) and were calculated as follows:

$$\text{Mod. Acute: } \frac{1}{4} Q_{10} = 0.15 \text{ cfs} \quad \Rightarrow \frac{(0.15 \text{ cfs})(0.6464) + 0.045 \text{ MGD}}{0.045 \text{ MGD}} = 3.2:1$$

$$\text{Acute: } 1Q_{10} = 0.6 \text{ cfs} \quad \Rightarrow \frac{(0.6 \text{ cfs})(0.6464) + 0.045 \text{ MGD}}{0.045 \text{ MGD}} = 9.6:1$$

$$\text{Chronic: } 7Q_{10} = 0.65 \text{ cfs} \quad \Rightarrow \frac{(0.65 \text{ cfs})(0.6464) + 0.045 \text{ MGD}}{0.045 \text{ MGD}} = 10.3:1$$

$$\text{Harmonic Mean: } 7Q_{10} = 2.0 \text{ cfs} \quad \Rightarrow \frac{(2.0 \text{ cfs})(0.6464) + 0.045 \text{ MGD}}{0.045 \text{ MGD}} = 29.7:1$$

06-096 CMR 530(4)(B)(1) states,

Analyses using numerical acute criteria for aquatic life must be based on 1/4 of the 1Q10 stream design flow to prevent substantial acute toxicity within any mixing zone and to ensure a zone of passage of at least 3/4 of the cross-sectional area of any stream as required by Chapter 581. Where it can be demonstrated that a discharge achieves rapid and complete mixing with the receiving water by way of an efficient diffuser or other effective method, analyses may use a greater proportion of the stream design flow, up to and including all of it, as long as the required zone of passage is maintained.

The Department has determined that the District's outfall pipe does not achieve rapid and complete mixing with the receiving water. Consequently, the Department is utilizing the default stream flow of 1/4 of the 1Q10 in acute evaluations. The District has proposed to install an efficient diffuser on the discharge pipe to improve mixing. The District may seek to modify this permit upon successful completion of an outfall configuration upgrade to evaluate dilution factors and water quality-based effluent limitations established in this permit.

- c. Total Suspended Solids (TSS): The previous permitting action established, and this permitting action is carrying forward, monthly average and daily maximum concentration limits of 30 mg/L and 60 mg/L, respectively, based on Department best professional judgment of best practicable treatment for discharges from drinking water treatment facilities in Maine. The previous permitting action established monthly average and daily maximum mass limits of 19 lbs./day and 38 lbs./day, respectively, for TSS, based on the previous monthly average flow limit of 0.075 MGD. With a monthly average flow limit of 0.045 MGD, applicable mass limitations may be calculated and are being established as follows:

$$\begin{aligned} \text{Monthly Average Mass: } & (30 \text{ mg/L})(8.34 \text{ lbs./gallon})(0.045 \text{ MGD}) = 11.3 \text{ lbs./day} \\ \text{Daily Maximum Mass: } & (60 \text{ mg/L})(8.34 \text{ lbs./gallon})(0.045 \text{ MGD}) = 22.5 \text{ lbs./day} \end{aligned}$$

6. EFFLUENT LIMITATIONS & MONITORING REQUIREMENTS (cont'd)

A summary of TSS data as reported on the monthly DMRs for the period of January 2006 through June 2009 is as follows:

| TSS | Minimum | Maximum | Arithmetic Mean | # DMRs |
|-----------------|----------------|----------------|-----------------|--------|
| Monthly Average | 0.031 lbs./day | 14.5 lbs./day | 2.3 lbs./day | 35 |
| | 2 mg/L | 46.5 mg/L | 10 mg/L | 39 |
| Daily Maximum | 0.032 lbs./day | 25.09 lbs./day | 3.3 lbs./day | 35 |
| | 2 mg/L | 72 mg/L | 13 mg/L | 39 |

This permitting action is carrying forward the minimum monitoring frequency requirement twice per month based on Department best professional judgment and in consideration of the effluent data summarized above.

- d. Settleable Solids: The previous permitting action established, and this permitting action is carrying forward, a daily maximum concentration limit of 0.3 ml/L for settleable solids, which is considered a best practicable treatment limitation (BPT) for discharges from drinking water treatment facilities in Maine.

A summary of settleable solids data as reported on the monthly DMRs for the period of January 2006 through June 2009 indicates the facility has been in compliance with the 0.3 ml/L limit 100% of the time. This permitting action is carrying forward the minimum monitoring frequency requirement twice per month based on Department best professional judgment.

- e. pH: The previous permitting action established a pH range limit of 6.0 – 8.5 standard units (SU). In this permitting action, the pH range limit is being revised to 6.0 – 9.0 SU, which is considered by the Department as BPT and is consistent with limits established for other POTWs in Maine.

A summary of pH data as reported on the monthly DMRs for the period of January 2006 through June 2009 indicates the facility has been in compliance with the new pH range limitation 100% of the time during said reporting period. This permitting action is carrying forward the minimum monitoring frequency requirement twice per month based on Department best professional judgment.

- f. Total Residual Chlorine (TRC): The previous permitting action established monthly average and daily maximum, water quality-based effluent limitations for TRC. The District has eliminated the use of chlorine dioxide or other chlorine-based compounds during the treatment of raw water. The wastewater generated by this facility is not anticipated to contain measureable amounts of total residual chlorine. Therefore, the previously established monthly average and daily maximum effluent limits are being eliminated in this permitting action based on new information.

6. EFFLUENT LIMITATIONS & MONITORING REQUIREMENTS (cont'd)

- g. Aluminum (Total): The previous permitting action established monthly average and daily maximum, water quality-based effluent limitations of 0.57 mg/L (same as 570 µg/L) and 1.7 mg/L (same as 1,700 µg/L), respectively, for total aluminum based on the anticipated presence of this toxic in the effluent. Corresponding monthly average and daily maximum mass limitations of 0.34 lbs./day and 1.0 lbs./day, respectively, were also established.

With a monthly average flow limit of 0.045 MGD and dilution factors as determined above, calculated end-of-pipe (EOP) water quality-based concentration thresholds for total aluminum may be calculated in accordance with 06-096 CMR 530 as follows. 06-096 CMR 530(3)(D)(1) states, “for specific chemicals, effluent limits must be expressed in total quantity that may be discharged and in effluent concentration. In establishing concentration, the Department may increase allowable values to reflect actual flows that are lower than permitted flows and/or provide opportunities for flow reductions and pollution prevention provided water quality criteria are not exceeded.” The arithmetic mean of 0.017 MGD is less than the design capacity of 0.045 MGD as discussed in Section 6.a of this fact sheet. As not to penalize the permittee for operating at flows less than the permitted flow, the Department is establishing concentration limits for total aluminum based on a factor of 2.0.

EOP Concentration =

$$[(\text{Dilution Factor})(0.75)(\text{criterion})] + (0.25)(\text{criterion})$$

Mass Limit Formula =

$$\frac{(\text{EOP Concentration, } \mu\text{g/L})(8.34 \text{ lbs./gallon})(\text{flow limit, MGD})}{1000 \mu\text{g/mg}}$$

$$\begin{aligned} \text{Monthly Average EOP Conc.} &= [(10.3)(0.75)(87 \mu\text{g/L})] + (0.25)(87 \mu\text{g/L}) \\ &= 672.1 + 21.8 \\ &= 694 \mu\text{g/L} \times 2.0 \\ &= \mathbf{1,388 \mu\text{g/L}} \end{aligned}$$

$$\text{Monthly Average Mass} = \frac{(694 \mu\text{g/L})(8.34 \text{ lbs./gallon})(0.045 \text{ MGD})}{1000 \mu\text{g/mg}} = \mathbf{0.26 \text{ lbs./day}}$$

$$\begin{aligned} \text{Daily Maximum EOP Conc.} &= [(3.2)(0.75)(750 \mu\text{g/L})] + (0.25)(750 \mu\text{g/L}) \\ &= 1,800.0 + 187.5 \\ &= 1,988 \mu\text{g/L} \times 2.0 \\ &= \mathbf{3,976 \mu\text{g/L}} \end{aligned}$$

$$\text{Daily Maximum Mass} = \frac{(1,988 \mu\text{g/L})(8.34 \text{ lbs./gallon})(0.045 \text{ MGD})}{1000 \mu\text{g/mg}} = \mathbf{0.75 \text{ lbs./day}}$$

This permitting action is revising the monthly average and daily maximum, water quality-based mass limitations and the concentration limits for total aluminum based on the calculations above.

6. EFFLUENT LIMITATIONS & MONITORING REQUIREMENTS (cont'd)

A summary of the most recent 60 months of total aluminum data as reported on the monthly DMRs for the period of November 2005 through June 2009 is as follows:

| Total Aluminum | Minimum | Maximum | Arithmetic Mean | # DMRs |
|-----------------|---------------|---------------|-----------------|--------|
| Monthly Average | 0.02 lbs./day | 1.28 lbs./day | 0.23 lbs./day | 45 |
| | 0.08 mg/L | 3.6 mg/L | 0.89 mg/L | 50 |
| Daily Maximum | 0.02 lbs./day | 2.51 lbs./day | 0.28 lbs./day | 45 |
| | 0.12 mg/L | 3.9 mg/L | 1.02 mg/L | 50 |

The District has completed several process control and facility operation modifications to reduce the levels of aluminum present in the discharge. The most recent data indicate that the initial steps to control effluent aluminum levels has been successful; however, the Department and the District recognize that process control modifications will require long-term monitoring to ensure the discharge of aluminum complies with the water quality-based limits established in this permitting action. The Department is not requiring the District to submit a new toxicity reduction evaluation plan for aluminum at this time based on progress that has been made at the facility to control effluent levels of aluminum.

This permitting action is revising the minimum monitoring frequency requirement from twice per month to once per week to demonstrate compliance with the aluminum limits established herein. The Department may issue a minor revision to this permit no sooner than one year following the effective date of the permit to reduce the monitoring frequency for total aluminum based on the results of effluent data and best professional judgment.

7. DISCHARGE IMPACT ON RECEIVING WATER QUALITY

Based on information to date, the Department has determined the existing water uses will be maintained and protected provided the permittee complies with the terms and conditions established herein.

8. ANTI-BACKSLIDING

Waste Discharge License Conditions, 06-096 CMR 523(5)(1) (effective January 12, 2001) contains the criteria for what is often referred to as the anti-backsliding provisions of the Federal Water Pollution Control Act (Clean Water Act) (40 CFR Part 122.41). This permitting action is establishing less stringent effluent limitations for total aluminum. The basis for these revised limitations is new information concerning the discharge flow volume from the facility, available dilution associated with the discharge and mass-based statistical evaluations for toxic pollutants pursuant to 06-096 CMR 530. In general, the anti-backsliding provision of the regulations authorizes a permit to be reissued with less stringent limitations if “*information is available which was not available at the time of permit issuance (other than revised regulations, guidance, or test methods) and which would have justified application of a less stringent effluent limitation at the time of permit issuance.*” The action to revise the effluent limitations for total aluminum is based on new information and is consistent with the provisions of the anti-backsliding regulation. It is noted that the mass limitations for aluminum established in this permitting action are more stringent than the mass limits established in the 10/4/04 permit.

9. PUBLIC COMMENTS

Public notice of this application was made in the *Quoddy Tides* newspaper on or about July 24, 2009. The Department receives public comments on an application until the date a final agency action is taken on the application. Those persons receiving copies of draft permits shall have at least 30 days in which to submit comments on the draft or to request a public hearing, pursuant to *Application Processing Procedures for Waste Discharge Licenses*, 06-096 CMR 522 (effective January 12, 2001).

10. DEPARTMENT CONTACTS

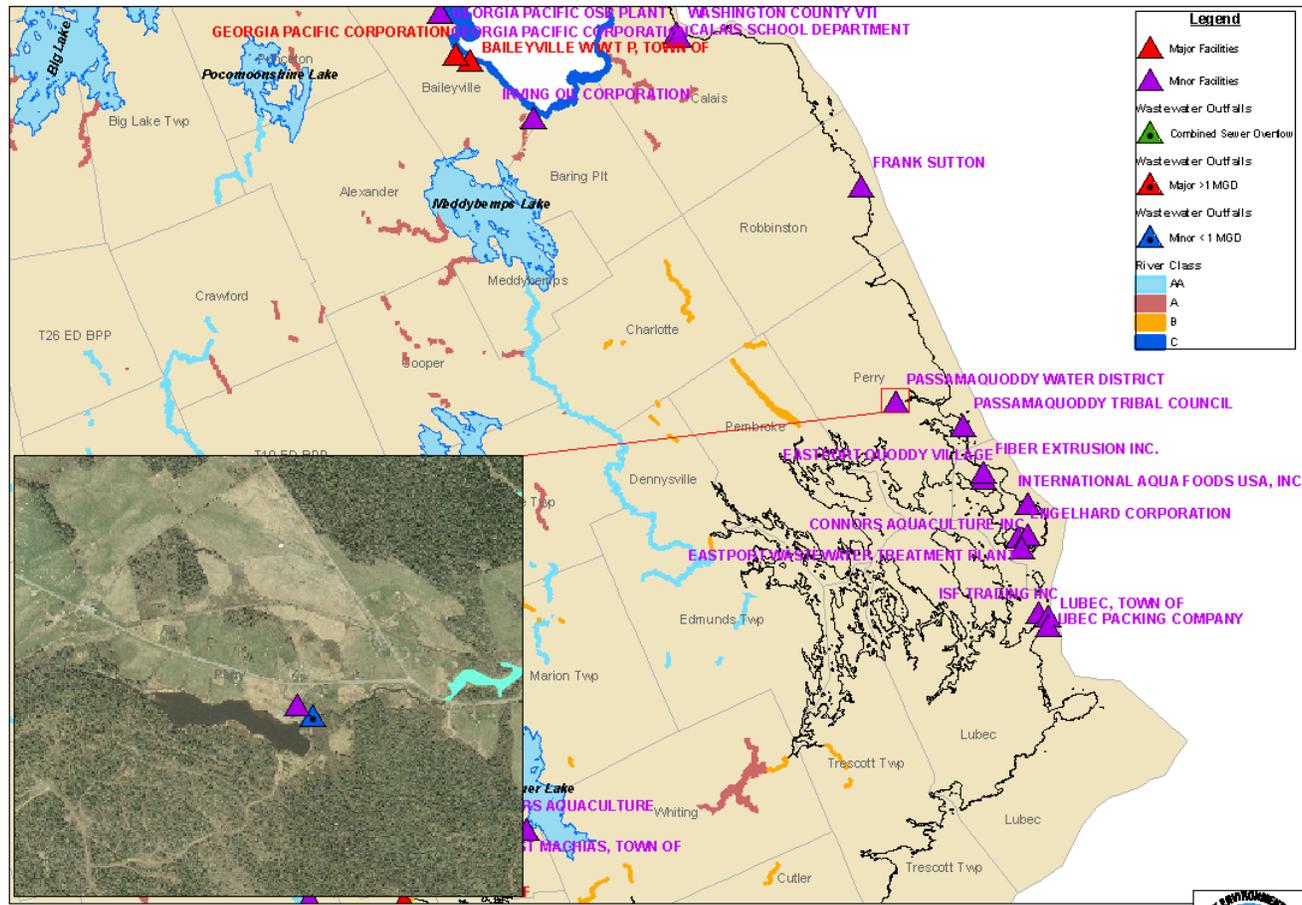
Additional information concerning this permitting action may be obtained from, and written comments sent to:

William F. Hinkel
Division of Water Quality Management
Bureau of Land & Water Quality
Department of Environmental Protection
17 State House Station
Augusta, Maine 04333-0017 Telephone: (207) 485-2281 Fax: (207) 287-3435
e-mail: bill.hinkel@maine.gov

11. RESPONSE TO COMMENTS

During the period of November 23, 2009 through December 23, 2009, the Department solicited comments on the proposed draft MEPDES permit to be issued to the District for the proposed discharge. The Department did not receive significant comments on the draft permit; therefore, a Response to Comments was not prepared.

ATTACHMENT A



Passamaquoddy Water District
Perry, Washington County, Maine



Map created by Maine DEP
September 2009



MAINE POLLUTANT DISCHARGE ELIMINATION SYSTEM PERMIT

STANDARD CONDITIONS APPLICABLE TO ALL PERMITS

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A. GENERAL PROVISIONS

1. General compliance. All discharges shall be consistent with the terms and conditions of this permit; any changes in production capacity or process modifications which result in changes in the quantity or the characteristics of the discharge must be authorized by an additional license or by modifications of this permit; it shall be a violation of the terms and conditions of this permit to discharge any pollutant not identified and authorized herein or to discharge in excess of the rates or quantities authorized herein or to violate any other conditions of this permit.

2. Other materials. Other materials ordinarily produced or used in the operation of this facility, which have been specifically identified in the application, may be discharged at the maximum frequency and maximum level identified in the application, provided:

- (a) They are not
 - (i) Designated as toxic or hazardous under the provisions of Sections 307 and 311, respectively, of the Federal Water Pollution Control Act; Title 38, Section 420, Maine Revised Statutes; or other applicable State Law; or
 - (ii) Known to be hazardous or toxic by the licensee.
- (b) The discharge of such materials will not violate applicable water quality standards.

3. Duty to comply. The permittee must comply with all conditions of this permit. Any permit noncompliance constitutes a violation of State law and the Clean Water Act and is grounds for enforcement action; for permit termination, revocation and reissuance, or modification; or denial of a permit renewal application.

- (a) The permittee shall comply with effluent standards or prohibitions established under section 307(a) of the Clean Water Act, and 38 MRSA, §420 or Chapter 530.5 for toxic pollutants within the time provided in the regulations that establish these standards or prohibitions, even if the permit has not yet been modified to incorporate the requirement.
- (b) Any person who violates any provision of the laws administered by the Department, including without limitation, a violation of the terms of any order, rule license, permit, approval or decision of the Board or Commissioner is subject to the penalties set forth in 38 MRSA, §349.

4. Duty to provide information. The permittee shall furnish to the Department, within a reasonable time, any information which the Department may request to determine whether cause exists for modifying, revoking and reissuing, or terminating this permit or to determine compliance with this permit. The permittee shall also furnish to the Department upon request, copies of records required to be kept by this permit.

5. Permit actions. This permit may be modified, revoked and reissued, or terminated for cause. The filing of a request by the permittee for a permit modification, revocation and reissuance, or termination, or a notification of planned changes or anticipated noncompliance does not stay any permit condition.

6. Reopener clause. The Department reserves the right to make appropriate revisions to this permit in order to establish any appropriate effluent limitations, schedule of compliance or other provisions which may be authorized under 38 MRSA, §414-A(5).

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7. Oil and hazardous substances. Nothing in this permit shall be construed to preclude the institution of any legal action or relieve the permittee from any responsibilities, liabilities or penalties to which the permittee is or may be subject under section 311 of the Federal Clean Water Act; section 106 of the Federal Comprehensive Environmental Response, Compensation and Liability Act of 1980; or 38 MRSA §§ 1301, et. seq.

8. Property rights. This permit does not convey any property rights of any sort, or any exclusive privilege.

9. Confidentiality of records. 38 MRSA §414(6) reads as follows. "Any records, reports or information obtained under this subchapter is available to the public, except that upon a showing satisfactory to the department by any person that any records, reports or information, or particular part or any record, report or information, other than the names and addresses of applicants, license applications, licenses, and effluent data, to which the department has access under this subchapter would, if made public, divulge methods or processes that are entitled to protection as trade secrets, these records, reports or information must be confidential and not available for public inspection or examination. Any records, reports or information may be disclosed to employees or authorized representatives of the State or the United States concerned with carrying out this subchapter or any applicable federal law, and to any party to a hearing held under this section on terms the commissioner may prescribe in order to protect these confidential records, reports and information, as long as this disclosure is material and relevant to any issue under consideration by the department."

10. Duty to reapply. If the permittee wishes to continue an activity regulated by this permit after the expiration date of this permit, the permittee must apply for and obtain a new permit.

11. Other laws. The issuance of this permit does not authorize any injury to persons or property or invasion of other property rights, nor does it relieve the permittee of its obligation to comply with other applicable Federal, State or local laws and regulations.

12. Inspection and entry. The permittee shall allow the Department, or an authorized representative (including an authorized contractor acting as a representative of the EPA Administrator), upon presentation of credentials and other documents as may be required by law, to:

- (a) Enter upon the permittee's premises where a regulated facility or activity is located or conducted, or where records must be kept under the conditions of this permit;
- (b) Have access to and copy, at reasonable times, any records that must be kept under the conditions of this permit;
- (c) Inspect at reasonable times any facilities, equipment (including monitoring and control equipment), practices, or operations regulated or required under this permit; and
- (d) Sample or monitor at reasonable times, for the purposes of assuring permit compliance or as otherwise authorized by the Clean Water Act, any substances or parameters at any location.

B. OPERATION AND MAINTENANCE OF FACILITIES

1. General facility requirements.

- (a) The permittee shall collect all waste flows designated by the Department as requiring treatment and discharge them into an approved waste treatment facility in such a manner as to

MAINE POLLUTANT DISCHARGE ELIMINATION SYSTEM PERMIT

STANDARD CONDITIONS APPLICABLE TO ALL PERMITS

- maximize removal of pollutants unless authorization to the contrary is obtained from the Department.
- (b) The permittee shall at all times maintain in good working order and operate at maximum efficiency all waste water collection, treatment and/or control facilities.
 - (c) All necessary waste treatment facilities will be installed and operational prior to the discharge of any wastewaters.
 - (d) Final plans and specifications must be submitted to the Department for review prior to the construction or modification of any treatment facilities.
 - (e) The permittee shall install flow measuring facilities of a design approved by the Department.
 - (f) The permittee must provide an outfall of a design approved by the Department which is placed in the receiving waters in such a manner that the maximum mixing and dispersion of the wastewaters will be achieved as rapidly as possible.

2. Proper operation and maintenance. The permittee shall at all times properly operate and maintain all facilities and systems of treatment and control (and related appurtenances) which are installed or used by the permittee to achieve compliance with the conditions of this permit. Proper operation and maintenance also includes adequate laboratory controls and appropriate quality assurance procedures. This provision requires the operation of back-up or auxiliary facilities or similar systems which are installed by a permittee only when the operation is necessary to achieve compliance with the conditions of the permit.

3. Need to halt or reduce activity not a defense. It shall not be a defense for a permittee in an enforcement action that it would have been necessary to halt or reduce the permitted activity in order to maintain compliance with the conditions of this permit.

4. Duty to mitigate. The permittee shall take all reasonable steps to minimize or prevent any discharge or sludge use or disposal in violation of this permit which has a reasonable likelihood of adversely affecting human health or the environment.

5. Bypasses.

- (a) Definitions.
 - (i) Bypass means the intentional diversion of waste streams from any portion of a treatment facility.
 - (ii) Severe property damage means substantial physical damage to property, damage to the treatment facilities which causes them to become inoperable, or substantial and permanent loss of natural resources which can reasonably be expected to occur in the absence of a bypass. Severe property damage does not mean economic loss caused by delays in production.
- (b) Bypass not exceeding limitations. The permittee may allow any bypass to occur which does not cause effluent limitations to be exceeded, but only if it also is for essential maintenance to assure efficient operation. These bypasses are not subject to the provisions of paragraphs (c) and (d) of this section.
- (c) Notice.
 - (i) Anticipated bypass. If the permittee knows in advance of the need for a bypass, it shall submit prior notice, if possible at least ten days before the date of the bypass.

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- (ii) Unanticipated bypass. The permittee shall submit notice of an unanticipated bypass as required in paragraph D(1)(f), below. (24-hour notice).
- (d) Prohibition of bypass.
 - (i) Bypass is prohibited, and the Department may take enforcement action against a permittee for bypass, unless:
 - (A) Bypass was unavoidable to prevent loss of life, personal injury, or severe property damage;
 - (B) There were no feasible alternatives to the bypass, such as the use of auxiliary treatment facilities, retention of untreated wastes, or maintenance during normal periods of equipment downtime. This condition is not satisfied if adequate back-up equipment should have been installed in the exercise of reasonable engineering judgment to prevent a bypass which occurred during normal periods of equipment downtime or preventive maintenance; and
 - (C) The permittee submitted notices as required under paragraph (c) of this section.
 - (ii) The Department may approve an anticipated bypass, after considering its adverse effects, if the Department determines that it will meet the three conditions listed above in paragraph (d)(i) of this section.

6. Upsets.

- (a) Definition. Upset means an exceptional incident in which there is unintentional and temporary noncompliance with technology based permit effluent limitations because of factors beyond the reasonable control of the permittee. An upset does not include noncompliance to the extent caused by operational error, improperly designed treatment facilities, inadequate treatment facilities, lack of preventive maintenance, or careless or improper operation.
- (b) Effect of an upset. An upset constitutes an affirmative defense to an action brought for noncompliance with such technology based permit effluent limitations if the requirements of paragraph (c) of this section are met. No determination made during administrative review of claims that noncompliance was caused by upset, and before an action for noncompliance, is final administrative action subject to judicial review.
- (c) Conditions necessary for a demonstration of upset. A permittee who wishes to establish the affirmative defense of upset shall demonstrate, through properly signed, contemporaneous operating logs, or other relevant evidence that:
 - (i) An upset occurred and that the permittee can identify the cause(s) of the upset;
 - (ii) The permitted facility was at the time being properly operated; and
 - (iii) The permittee submitted notice of the upset as required in paragraph D(1)(f) , below. (24 hour notice).
 - (iv) The permittee complied with any remedial measures required under paragraph B(4).
- (d) Burden of proof. In any enforcement proceeding the permittee seeking to establish the occurrence of an upset has the burden of proof.

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C. MONITORING AND RECORDS

1. General Requirements. This permit shall be subject to such monitoring requirements as may be reasonably required by the Department including the installation, use and maintenance of monitoring equipment or methods (including, where appropriate, biological monitoring methods). The permittee shall provide the Department with periodic reports on the proper Department reporting form of monitoring results obtained pursuant to the monitoring requirements contained herein.

2. Representative sampling. Samples and measurements taken as required herein shall be representative of the volume and nature of the monitored discharge. If effluent limitations are based wholly or partially on quantities of a product processed, the permittee shall ensure samples are representative of times when production is taking place. Where discharge monitoring is required when production is less than 50%, the resulting data shall be reported as a daily measurement but not included in computation of averages, unless specifically authorized by the Department.

3. Monitoring and records.

- (a) Samples and measurements taken for the purpose of monitoring shall be representative of the monitored activity.
- (b) Except for records of monitoring information required by this permit related to the permittee's sewage sludge use and disposal activities, which shall be retained for a period of at least five years, the permittee shall retain records of all monitoring information, including all calibration and maintenance records and all original strip chart recordings for continuous monitoring instrumentation, copies of all reports required by this permit, and records of all data used to complete the application for this permit, for a period of at least 3 years from the date of the sample, measurement, report or application. This period may be extended by request of the Department at any time.
- (c) Records of monitoring information shall include:
 - (i) The date, exact place, and time of sampling or measurements;
 - (ii) The individual(s) who performed the sampling or measurements;
 - (iii) The date(s) analyses were performed;
 - (iv) The individual(s) who performed the analyses;
 - (v) The analytical techniques or methods used; and
 - (vi) The results of such analyses.
- (d) Monitoring results must be conducted according to test procedures approved under 40 CFR part 136, unless other test procedures have been specified in the permit.
- (e) State law provides that any person who tampers with or renders inaccurate any monitoring devices or method required by any provision of law, or any order, rule license, permit approval or decision is subject to the penalties set forth in 38 MRSA, §349.

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D. REPORTING REQUIREMENTS

1. Reporting requirements.

- (a) Planned changes. The permittee shall give notice to the Department as soon as possible of any planned physical alterations or additions to the permitted facility. Notice is required only when:
 - (i) The alteration or addition to a permitted facility may meet one of the criteria for determining whether a facility is a new source in 40 CFR 122.29(b); or
 - (ii) The alteration or addition could significantly change the nature or increase the quantity of pollutants discharged. This notification applies to pollutants which are subject neither to effluent limitations in the permit, nor to notification requirements under Section D(4).
 - (iii) The alteration or addition results in a significant change in the permittee's sludge use or disposal practices, and such alteration, addition, or change may justify the application of permit conditions that are different from or absent in the existing permit, including notification of additional use or disposal sites not reported during the permit application process or not reported pursuant to an approved land application plan;
- (b) Anticipated noncompliance. The permittee shall give advance notice to the Department of any planned changes in the permitted facility or activity which may result in noncompliance with permit requirements.
- (c) Transfers. This permit is not transferable to any person except upon application to and approval of the Department pursuant to 38 MRSA, § 344 and Chapters 2 and 522.
- (d) Monitoring reports. Monitoring results shall be reported at the intervals specified elsewhere in this permit.
 - (i) Monitoring results must be reported on a Discharge Monitoring Report (DMR) or forms provided or specified by the Department for reporting results of monitoring of sludge use or disposal practices.
 - (ii) If the permittee monitors any pollutant more frequently than required by the permit using test procedures approved under 40 CFR part 136 or as specified in the permit, the results of this monitoring shall be included in the calculation and reporting of the data submitted in the DMR or sludge reporting form specified by the Department.
 - (iii) Calculations for all limitations which require averaging of measurements shall utilize an arithmetic mean unless otherwise specified by the Department in the permit.
- (e) Compliance schedules. Reports of compliance or noncompliance with, or any progress reports on, interim and final requirements contained in any compliance schedule of this permit shall be submitted no later than 14 days following each schedule date.
- (f) Twenty-four hour reporting.
 - (i) The permittee shall report any noncompliance which may endanger health or the environment. Any information shall be provided orally within 24 hours from the time the permittee becomes aware of the circumstances. A written submission shall also be provided within 5 days of the time the permittee becomes aware of the circumstances. The written submission shall contain a description of the noncompliance and its cause; the period of noncompliance, including exact dates and times, and if the noncompliance

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has not been corrected, the anticipated time it is expected to continue; and steps taken or planned to reduce, eliminate, and prevent reoccurrence of the noncompliance.

(ii) The following shall be included as information which must be reported within 24 hours under this paragraph.

(A) Any unanticipated bypass which exceeds any effluent limitation in the permit.

(B) Any upset which exceeds any effluent limitation in the permit.

(C) Violation of a maximum daily discharge limitation for any of the pollutants listed by the Department in the permit to be reported within 24 hours.

(iii) The Department may waive the written report on a case-by-case basis for reports under paragraph (f)(ii) of this section if the oral report has been received within 24 hours.

(g) Other noncompliance. The permittee shall report all instances of noncompliance not reported under paragraphs (d), (e), and (f) of this section, at the time monitoring reports are submitted. The reports shall contain the information listed in paragraph (f) of this section.

(h) Other information. Where the permittee becomes aware that it failed to submit any relevant facts in a permit application, or submitted incorrect information in a permit application or in any report to the Department, it shall promptly submit such facts or information.

2. Signatory requirement. All applications, reports, or information submitted to the Department shall be signed and certified as required by Chapter 521, Section 5 of the Department's rules. State law provides that any person who knowingly makes any false statement, representation or certification in any application, record, report, plan or other document filed or required to be maintained by any order, rule, permit, approval or decision of the Board or Commissioner is subject to the penalties set forth in 38 MRSA, §349.

3. Availability of reports. Except for data determined to be confidential under A(9), above, all reports prepared in accordance with the terms of this permit shall be available for public inspection at the offices of the Department. As required by State law, effluent data shall not be considered confidential. Knowingly making any false statement on any such report may result in the imposition of criminal sanctions as provided by law.

4. Existing manufacturing, commercial, mining, and silvicultural dischargers. In addition to the reporting requirements under this Section, all existing manufacturing, commercial, mining, and silvicultural dischargers must notify the Department as soon as they know or have reason to believe:

(a) That any activity has occurred or will occur which would result in the discharge, on a routine or frequent basis, of any toxic pollutant which is not limited in the permit, if that discharge will exceed the highest of the following "notification levels":

(i) One hundred micrograms per liter (100 ug/l);

(ii) Two hundred micrograms per liter (200 ug/l) for acrolein and acrylonitrile; five hundred micrograms per liter (500 ug/l) for 2,4-dinitrophenol and for 2-methyl-4,6-dinitrophenol; and one milligram per liter (1 mg/l) for antimony;

(iii) Five (5) times the maximum concentration value reported for that pollutant in the permit application in accordance with Chapter 521 Section 4(g)(7); or

(iv) The level established by the Department in accordance with Chapter 523 Section 5(f).

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- (b) That any activity has occurred or will occur which would result in any discharge, on a non-routine or infrequent basis, of a toxic pollutant which is not limited in the permit, if that discharge will exceed the highest of the following "notification levels":
- (i) Five hundred micrograms per liter (500 ug/l);
 - (ii) One milligram per liter (1 mg/l) for antimony;
 - (iii) Ten (10) times the maximum concentration value reported for that pollutant in the permit application in accordance with Chapter 521 Section 4(g)(7); or
 - (iv) The level established by the Department in accordance with Chapter 523 Section 5(f).

5. Publicly owned treatment works.

- (a) All POTWs must provide adequate notice to the Department of the following:
- (i) Any new introduction of pollutants into the POTW from an indirect discharger which would be subject to section 301 or 306 of CWA or Chapter 528 if it were directly discharging those pollutants.
 - (ii) Any substantial change in the volume or character of pollutants being introduced into that POTW by a source introducing pollutants into the POTW at the time of issuance of the permit.
 - (iii) For purposes of this paragraph, adequate notice shall include information on (A) the quality and quantity of effluent introduced into the POTW, and (B) any anticipated impact of the change on the quantity or quality of effluent to be discharged from the POTW.
- (b) When the effluent discharged by a POTW for a period of three consecutive months exceeds 80 percent of the permitted flow, the permittee shall submit to the Department a projection of loadings up to the time when the design capacity of the treatment facility will be reached, and a program for maintaining satisfactory treatment levels consistent with approved water quality management plans.

E. OTHER REQUIREMENTS

1. Emergency action - power failure. Within thirty days after the effective date of this permit, the permittee shall notify the Department of facilities and plans to be used in the event the primary source of power to its wastewater pumping and treatment facilities fails as follows.

- (a) For municipal sources. During power failure, all wastewaters which are normally treated shall receive a minimum of primary treatment and disinfection. Unless otherwise approved, alternate power supplies shall be provided for pumping stations and treatment facilities. Alternate power supplies shall be on-site generating units or an outside power source which is separate and independent from sources used for normal operation of the wastewater facilities.
- (b) For industrial and commercial sources. The permittee shall either maintain an alternative power source sufficient to operate the wastewater pumping and treatment facilities or halt, reduce or otherwise control production and or all discharges upon reduction or loss of power to the wastewater pumping or treatment facilities.

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STANDARD CONDITIONS APPLICABLE TO ALL PERMITS

2. Spill prevention. (applicable only to industrial sources) Within six months of the effective date of this permit, the permittee shall submit to the Department for review and approval, with or without conditions, a spill prevention plan. The plan shall delineate methods and measures to be taken to prevent and or contain any spills of pulp, chemicals, oils or other contaminants and shall specify means of disposal and or treatment to be used.

3. Removed substances. Solids, sludges trash rack cleanings, filter backwash, or other pollutants removed from or resulting from the treatment or control of waste waters shall be disposed of in a manner approved by the Department.

4. Connection to municipal sewer. (applicable only to industrial and commercial sources) All wastewaters designated by the Department as treatable in a municipal treatment system will be cosigned to that system when it is available. This permit will expire 90 days after the municipal treatment facility becomes available, unless this time is extended by the Department in writing.

F. DEFINITIONS. For the purposes of this permit, the following definitions shall apply. Other definitions applicable to this permit may be found in Chapters 520 through 529 of the Department's rules

Average means the arithmetic mean of values taken at the frequency required for each parameter over the specified period. For bacteria, the average shall be the geometric mean.

Average monthly discharge limitation means the highest allowable average of daily discharges over a calendar month, calculated as the sum of all daily discharges measured during a calendar month divided by the number of daily discharges measured during that month. Except, however, bacteriological tests may be calculated as a geometric mean.

Average weekly discharge limitation means the highest allowable average of daily discharges over a calendar week, calculated as the sum of all daily discharges measured during a calendar week divided by the number of daily discharges measured during that week.

Best management practices ("BMPs") means schedules of activities, prohibitions of practices, maintenance procedures, and other management practices to prevent or reduce the pollution of waters of the State. BMPs also include treatment requirements, operating procedures, and practices to control plant site runoff, spillage or leaks, sludge or waste disposal, or drainage from raw material storage.

Composite sample means a sample consisting of a minimum of eight grab samples collected at equal intervals during a 24 hour period (or a lesser period as specified in the section on monitoring and reporting) and combined proportional to the flow over that same time period.

Continuous discharge means a discharge which occurs without interruption throughout the operating hours of the facility, except for infrequent shutdowns for maintenance, process changes, or other similar activities.

Daily discharge means the discharge of a pollutant measured during a calendar day or any 24-hour period that reasonably represents the calendar day for purposes of sampling. For pollutants with limitations expressed in units of mass, the daily discharge is calculated as the total mass of the pollutant discharged over the day. For pollutants with limitations expressed in other units of measurement, the daily discharge is calculated as the average measurement of the pollutant over the day.

MAINE POLLUTANT DISCHARGE ELIMINATION SYSTEM PERMIT

STANDARD CONDITIONS APPLICABLE TO ALL PERMITS

Discharge Monitoring Report ("DMR") means the EPA uniform national form, including any subsequent additions, revisions, or modifications for the reporting of self-monitoring results by permittees. DMRs must be used by approved States as well as by EPA. EPA will supply DMRs to any approved State upon request. The EPA national forms may be modified to substitute the State Agency name, address, logo, and other similar information, as appropriate, in place of EPA's.

Flow weighted composite sample means a composite sample consisting of a mixture of aliquots collected at a constant time interval, where the volume of each aliquot is proportional to the flow rate of the discharge.

Grab sample means an individual sample collected in a period of less than 15 minutes.

Interference means a Discharge which, alone or in conjunction with a discharge or discharges from other sources, both:

- (1) Inhibits or disrupts the POTW, its treatment processes or operations, or its sludge processes, use or disposal; and
- (2) Therefore is a cause of a violation of any requirement of the POTW's NPDES permit (including an increase in the magnitude or duration of a violation) or of the prevention of sewage sludge use or disposal in compliance with the following statutory provisions and regulations or permits issued thereunder (or more stringent State or local regulations): Section 405 of the Clean Water Act, the Solid Waste Disposal Act (SWDA) (including title II, more commonly referred to as the Resource Conservation and Recovery Act (RCRA), and including State regulations contained in any State sludge management plan prepared pursuant to subtitle D of the SWDA), the Clean Air Act, the Toxic Substances Control Act, and the Marine Protection, Research and Sanctuaries Act.

Maximum daily discharge limitation means the highest allowable daily discharge.

New source means any building, structure, facility, or installation from which there is or may be a discharge of pollutants, the construction of which commenced:

- (a) After promulgation of standards of performance under section 306 of CWA which are applicable to such source, or
- (b) After proposal of standards of performance in accordance with section 306 of CWA which are applicable to such source, but only if the standards are promulgated in accordance with section 306 within 120 days of their proposal.

Pass through means a discharge which exits the POTW into waters of the State in quantities or concentrations which, alone or in conjunction with a discharge or discharges from other sources, is a cause of a violation of any requirement of the POTW's NPDES permit (including an increase in the magnitude or duration of a violation).

Permit means an authorization, license, or equivalent control document issued by EPA or an approved State to implement the requirements of 40 CFR parts 122, 123 and 124. Permit includes an NPDES general permit (Chapter 529). Permit does not include any permit which has not yet been the subject of final agency action, such as a draft permit or a proposed permit.

Person means an individual, firm, corporation, municipality, quasi-municipal corporation, state agency, federal agency or other legal entity.

MAINE POLLUTANT DISCHARGE ELIMINATION SYSTEM PERMIT

STANDARD CONDITIONS APPLICABLE TO ALL PERMITS

Point source means any discernible, confined and discrete conveyance, including, but not limited to, any pipe, ditch, channel, tunnel, conduit, well, discrete fissure, container, rolling stock, concentrated animal feeding operation or vessel or other floating craft, from which pollutants are or may be discharged.

Pollutant means dredged spoil, solid waste, junk, incinerator residue, sewage, refuse, effluent, garbage, sewage sludge, munitions, chemicals, biological or radiological materials, oil, petroleum products or byproducts, heat, wrecked or discarded equipment, rock, sand, dirt and industrial, municipal, domestic, commercial or agricultural wastes of any kind.

Process wastewater means any water which, during manufacturing or processing, comes into direct contact with or results from the production or use of any raw material, intermediate product, finished product, byproduct, or waste product.

Publicly owned treatment works ("POTW") means any facility for the treatment of pollutants owned by the State or any political subdivision thereof, any municipality, district, quasi-municipal corporation or other public entity.

Septage means, for the purposes of this permit, any waste, refuse, effluent sludge or other material removed from a septic tank, cesspool, vault privy or similar source which concentrates wastes or to which chemicals have been added. Septage does not include wastes from a holding tank.

Time weighted composite means a composite sample consisting of a mixture of equal volume aliquots collected over a constant time interval.

Toxic pollutant includes any pollutant listed as toxic under section 307(a)(1) or, in the case of sludge use or disposal practices, any pollutant identified in regulations implementing section 405(d) of the CWA. Toxic pollutant also includes those substances or combination of substances, including disease causing agents, which after discharge or upon exposure, ingestion, inhalation or assimilation into any organism, including humans either directly through the environment or indirectly through ingestion through food chains, will, on the basis of information available to the board either alone or in combination with other substances already in the receiving waters or the discharge, cause death, disease, abnormalities, cancer, genetic mutations, physiological malfunctions, including malfunctions in reproduction, or physical deformations in such organism or their offspring.

Wetlands means those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.

Whole effluent toxicity means the aggregate toxic effect of an effluent measured directly by a toxicity test.



DEP INFORMATION SHEET

Appealing a Commissioner's Licensing Decision

Dated: May 2004

Contact: (207) 287-2811

SUMMARY

There are two methods available to an aggrieved person seeking to appeal a licensing decision made by the Department of Environmental Protection's (DEP) Commissioner: (1) in an administrative process before the Board of Environmental Protection (Board); or (2) in a judicial process before Maine's Superior Court. This INFORMATION SHEET, in conjunction with consulting statutory and regulatory provisions referred to herein, can help aggrieved persons with understanding their rights and obligations in filing an administrative or judicial appeal.

I. ADMINISTRATIVE APPEALS TO THE BOARD

LEGAL REFERENCES

DEP's *General Laws*, 38 M.R.S.A. § 341-D(4), and its *Rules Concerning the Processing of Applications and Other Administrative Matters* (Chapter 2), 06-096 CMR 2.24 (April 1, 2003).

HOW LONG YOU HAVE TO SUBMIT AN APPEAL TO THE BOARD

The Board must receive a written notice of appeal within 30 calendar days of the date on which the Commissioner's decision was filed with the Board. Appeals filed after 30 calendar days will be rejected.

HOW TO SUBMIT AN APPEAL TO THE BOARD

Signed original appeal documents must be sent to: Chair, Board of Environmental Protection, c/o Department of Environmental Protection, 17 State House Station, Augusta, ME 04333-0017; faxes are acceptable for purposes of meeting the deadline when followed by receipt of mailed original documents within five (5) working days. Receipt on a particular day must be by 5:00 PM at DEP's offices in Augusta; materials received after 5:00 PM are not considered received until the following day. The person appealing a licensing decision must also send the DEP's Commissioner and the applicant a copy of the documents. All the information listed in the next section must be submitted at the time the appeal is filed. Only the extraordinary circumstances described at the end of that section will justify evidence not in the DEP's record at the time of decision being added to the record for consideration by the Board as part of an appeal.

WHAT YOUR APPEAL PAPERWORK MUST CONTAIN

The materials constituting an appeal must contain the following information at the time submitted:

1. *Aggrieved Status.* Standing to maintain an appeal requires the appellant to show they are particularly injured by the Commissioner's decision.
2. *The findings, conclusions or conditions objected to or believed to be in error.* Specific references and facts regarding the appellant's issues with the decision must be provided in the notice of appeal.
3. *The basis of the objections or challenge.* If possible, specific regulations, statutes or other facts should be referenced. This may include citing omissions of relevant requirements, and errors believed to have been made in interpretations, conclusions, and relevant requirements.
4. *The remedy sought.* This can range from reversal of the Commissioner's decision on the license or permit to changes in specific permit conditions.

5. *All the matters to be contested.* The Board will limit its consideration to those arguments specifically raised in the written notice of appeal.
6. *Request for hearing.* The Board will hear presentations on appeals at its regularly scheduled meetings, unless a public hearing is requested and granted. A request for public hearing on an appeal must be filed as part of the notice of appeal.
7. *New or additional evidence to be offered.* The Board may allow new or additional evidence as part of an appeal only when the person seeking to add information to the record can show due diligence in bringing the evidence to the DEP's attention at the earliest possible time in the licensing process or show that the evidence itself is newly discovered and could not have been presented earlier in the process. Specific requirements for additional evidence are found in Chapter 2, Section 24(B)(5).

OTHER CONSIDERATIONS IN APPEALING A DECISION TO THE BOARD

1. *Be familiar with all relevant material in the DEP record.* A license file is public information made easily accessible by DEP. Upon request, the DEP will make the material available during normal working hours, provide space to review the file, and provide opportunity for photocopying materials. There is a charge for copies or copying services.
2. *Be familiar with the regulations and laws under which the application was processed, and the procedural rules governing your appeal.* DEP staff will provide this information on request and answer questions regarding applicable requirements.
3. *The filing of an appeal does not operate as a stay to any decision.* An applicant proceeding with a project pending the outcome of an appeal runs the risk of the decision being reversed or modified as a result of the appeal.

WHAT TO EXPECT ONCE YOU FILE A TIMELY APPEAL WITH THE BOARD

The Board will formally acknowledge initiation of the appeals procedure, including the name of the DEP project manager assigned to the specific appeal, within 15 days of receiving a timely filing. The notice of appeal, all materials accepted by the Board Chair as additional evidence, and any materials submitted in response to the appeal will be sent to Board members along with a briefing and recommendation from DEP staff. Parties filing appeals and interested persons are notified in advance of the final date set for Board consideration of an appeal or request for public hearing. With or without holding a public hearing, the Board may affirm, amend, or reverse a Commissioner decision. The Board will notify parties to an appeal and interested persons of its decision.

II. APPEALS TO MAINE SUPERIOR COURT

Maine law allows aggrieved persons to appeal final Commissioner licensing decisions to Maine's Superior Court, see 38 M.R.S.A. § 346(1); 06-096 CMR 2.26; 5 M.R.S.A. § 11001; & MRCivP 80C. Parties to the licensing decision must file a petition for review within 30 days after receipt of notice of the Commissioner's written decision. A petition for review by any other person aggrieved must be filed within 40-days from the date the written decision is rendered. The laws cited in this paragraph and other legal procedures govern the contents and processing of a Superior Court appeal.

ADDITIONAL INFORMATION

If you have questions or need additional information on the appeal process, contact the DEP's Director of Procedures and Enforcement at (207) 287-2811.

Note: The DEP provides this INFORMATION SHEET for general guidance only; it is not intended for use as a legal reference. Maine law governs an appellant's rights.
