

AUTHORIZATION TO DISCHARGE UNDER THE
NATIONAL POLLUTANT DISCHARGE ELIMINATION SYSTEM

In compliance with the provisions of the Federal Clean Water Act, as amended, (33 U.S.C. §§1251 et seq.; the "CWA"), and the Massachusetts Clean Waters Act, as amended, (M.G.L. Chap. 21, §§ 26-53),

MFN Regional Wastewater District

is authorized to discharge from the facility located at

**MFN Regional Water Pollution Control Facility
Intersection of Hill Street and Crane Street, Norton, MA**

to receiving water named **Three Mile River**

in accordance with effluent limitations, monitoring requirements and other conditions set forth herein.

The Towns of Mansfield, Norton and Foxboro are co-permittees for PART 1.B. UNAUTHORIZED DISCHARGES and PART 1.C. OPERATION AND MAINTENANCE OF THE SEWER SYSTEM, which include conditions regarding the operation and maintenance of the collection systems owned and operated by the Towns. The responsible Town authorities are:

Town of Mansfield DPW - Sewer Division 6 Park Row Mansfield, MA 02048	Town of Norton Water & Sewer Department 166 John Scott Boulevard Norton, MA 02766	Town of Foxboro Water & Sewer Department 40 South Street Foxboro, MA 02035
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This permit will become effective on the first day of the calendar month immediately following sixty days after signature.

This permit and the authorization to discharge expire at midnight, five (5) years from the last day of the month preceding the effective date.

This permit supersedes the permit issued to the Town of Mansfield on April 9, 2004

This permit consists of **Part I** (19 pages including effluent limitations and monitoring requirements); **Attachments A** (USEPA Region 1 Freshwater Chronic Toxicity Test Procedure and Protocol, March 2013), **B** (USEPA Region 1 Freshwater Acute Toxicity Test Procedure and Protocol, February 2011) **C** (Reassessment of Technically Based Industrial Discharge Limits) and **D** (NPDES Permit Requirement For Industrial Pretreatment Annual Report), and **Part II** (25 pages including NPDES Part II Standard Conditions).

Signed this 11th day of September, 2014

/S/SIGNATURE ON FILE _____
Ken Moraff, Director
Office of Ecosystem Protection
Environmental Protection Agency
Boston, MA

/S/SIGNATURE ON FILE _____
David Ferris, Director
Massachusetts Wastewater Management Program
Department of Environmental Protection
Commonwealth of Massachusetts
Boston, MA

PART I

A.1. During the period beginning on the effective date and lasting through expiration, the permittee is authorized to discharge treated effluent from outfall serial number **001** to the Three Mile River. Such discharges shall be limited and monitored as specified below.

<u>EFFLUENT CHARACTERISTIC</u>		<u>EFFLUENT LIMITS</u>			<u>MONITORING REQUIREMENTS</u> ³		
<u>PARAMETER</u>	<u>AVERAGE MONTHLY</u>	<u>AVERAGE WEEKLY</u>	<u>AVERAGE MONTHLY</u>	<u>AVERAGE WEEKLY</u>	<u>MAXIMUM DAILY</u>	<u>MEASUREMENT FREQUENCY</u>	<u>SAMPLE TYPE</u>
FLOW ²	*****	*****	3.14 MGD	*****	Report MGD	CONTINUOUS	RECORDER
FLOW ²	*****	*****	Report MGD	*****	*****	CONTINUOUS	RECORDER
BOD ₅ ⁴ (May 1-October 31)	262 lb/day	262 lb/day	10 mg/l	10 mg/l	Report mg/l	3/WEEK	24-HOUR COMPOSITE ⁵
BOD ₅ ⁴ (November 1-April 30)	786 lb/day	1,178 lb/day	30 mg/l	45 mg/l	Report mg/l	3/WEEK	24-HOUR COMPOSITE ⁵
TSS ⁴ (May 1-October 31)	262 lb/day	262 lb/day	10 mg/l	10 mg/l	Report mg/l	3/WEEK	24-HOUR COMPOSITE ⁵
TSS ⁴ (November 1-April 30)	786 lb/day	1,178 lb/day	30 mg/l	45 mg/l	Report mg/l	3/WEEK	24-HOUR COMPOSITE ⁵
pH RANGE ¹	6.5 - 8.3 S.U. (SEE PERMIT PARAGRAPH I.A.1.b.)					1/DAY	GRAB
TOTAL RESIDUAL CHLORINE ^{1,7}	*****	*****	24 ug/l	*****	42 ug/l	2/DAY	GRAB
FECAL COLIFORM ^{1,6} (April 1–October 31) (First year only, see note 6)	*****	*****	200 cfu/100 ml	*****	400 cfu/100 ml	2/WEEK	GRAB
ESCHERICHIA COLI ^{1,6} (April 1–October 31) (Report only for first year, see note 6)	*****	*****	126 cfu/100 ml	*****	409 cfu/100 ml	2/WEEK	GRAB
TOTAL COPPER	*****	*****	24 ug/l	*****	29 ug/l	1/MONTH	24-HOUR COMPOSITE ⁵
DISSOLVED OXYGEN (April 1-October 31)	NOT LESS THAN 6.0 mg/l					1/DAY	GRAB

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A.1. During the period beginning on the effective date and lasting through expiration, the permittee is authorized to discharge treated effluent from outfall serial number 001 to the Three Mile River. Such discharges shall be limited and monitored as specified below.							
<u>EFFLUENT CHARACTERISTIC</u>		<u>EFFLUENT LIMITS</u>			<u>MONITORING REQUIREMENTS</u> ³		
<u>PARAMETER</u>	<u>AVERAGE MONTHLY</u>	<u>AVERAGE WEEKLY</u>	<u>AVERAGE MONTHLY</u>	<u>AVERAGE WEEKLY</u>	<u>MAXIMUM DAILY</u>	<u>MEASUREMENT FREQUENCY</u>	<u>SAMPLE TYPE</u>
AMMONIA-NITROGEN (April 1 - April 30)	262 lbs/day	*****	10 mg/l	*****	Report mg/l	2/WEEK	24-HOUR COMPOSITE ⁵
AMMONIA-NITROGEN (May 1 - May 31)	131 lbs/day	*****	5 mg/l	*****	Report mg/l	2/WEEK	24-HOUR COMPOSITE ⁵
AMMONIA-NITROGEN (June 1 – October 31)	26 lbs/day	*****	1 mg/l	*****	Report mg/l	2/WEEK	24-HOUR COMPOSITE ⁵
AMMONIA-NITROGEN (November 1 - March 31)	Report lbs/day	*****	30 mg/l	*****	Report mg/l	1/MONTH	24-HOUR COMPOSITE ⁵
TOTAL NITROGEN ⁸ (May 1 – October 31)	131 lbs/day	*****	Report mg/l	*****	Report mg/l	2/WEEK	24-HOUR COMPOSITE ⁵
TOTAL NITRATE NITROGEN	Report lbs/day		Report mg/l				
TOTAL NITRITE NITROGEN	Report lbs/day		Report mg/l				
TOTAL KJELDAHL NITROGEN	Report lbs/day		Report mg/l				
TOTAL NITROGEN ^{8,9} (November 1 – April 30)	Report lbs/day	*****	Report mg/l	*****	Report mg/l	1/MONTH	24-HOUR COMPOSITE ⁵
TOTAL NITRATE NITROGEN	Report lbs/day		Report mg/l				
TOTAL NITRITE NITROGEN	Report lbs/day		Report mg/l				
TOTAL KJELDAHL NITROGEN	Report lbs/day		Report mg/l				
TOTAL PHOSPHORUS ⁸ (April 1 – October 31)	4.45 lbs/day	*****	0.17 mg/l	*****	Report mg/l	2/WEEK	24-HOUR COMPOSITE ⁵
TOTAL PHOSPHORUS (November 1 – March 31)	26 lbs/day	*****	1.0 mg/l	*****	Report mg/l	1/MONTH	24-HOUR COMPOSITE ⁵

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A.1. During the period beginning the effective date and lasting through expiration, the permittee is authorized to discharge from treated effluent from outfall serial number **001** to the Three Mile River. Such discharges shall be limited and monitored as specified below.

<u>EFFLUENT CHARACTERISTIC</u>		<u>EFFLUENT LIMITS</u>				<u>MONITORING REQUIREMENTS</u> ³	
<u>PARAMETER</u>	<u>AVERAGE MONTHLY</u>	<u>AVERAGE WEEKLY</u>	<u>AVERAGE MONTHLY</u>	<u>AVERAGE WEEKLY</u>	<u>MAXIMUM DAILY</u>	<u>MEASUREMENT FREQUENCY</u>	<u>SAMPLE TYPE</u>
WHOLE EFFLUENT TOXICITY ^{10, 11, 12, 13}	Acute LC ₅₀ ≥ 100% Chronic C-NOEC ≥ 45%					4/YEAR	24-HOUR COMPOSITE ⁵
Hardness ¹⁴	*****	*****	*****	*****	Report mg/l	4/YEAR	24-HR COMP ⁵
Ammonia Nitrogen as N ¹⁴	*****	*****	*****	*****	Report mg/l	4/YEAR	24-HR COMP ⁵
Total Recoverable Aluminum ¹⁴	*****	*****	*****	*****	Report mg/l	4/YEAR	24-HR COMP ⁵
Total Recoverable Cadmium ¹⁴	*****	*****	*****	*****	Report mg/l	4/YEAR	24-HR COMP ⁵
Total Recoverable Copper ¹⁴	*****	*****	*****	*****	Report mg/l	4/YEAR	24-HR COMP ⁵
Total Recoverable Nickel ¹⁴	*****	*****	*****	*****	Report mg/l	4/YEAR	24-HR COMP ⁵
Total Recoverable Lead ¹⁴	*****	*****	*****	*****	Report mg/l	4/YEAR	24-HR COMP ⁵
Total Recoverable Zinc ¹⁴	*****	*****	*****	*****	Report mg/l	4/YEAR	24-HR COMP ⁵

Sampling Location: Composite sampling just after filtration; flow measured at Parshall flume after filtration; grab samples taken after chlorine contact chamber

Footnotes:

1. Required for State Certification.
2. Report annual average, monthly average, and the maximum daily flow. The limit is an annual average, which shall be reported as a rolling average. The value will be calculated as the arithmetic mean of the monthly average flow for the reporting month and the monthly average flows of the previous eleven months.
3. Effluent sampling shall be of the discharge and shall be collected at the point specified on page 4. Any change in sampling location must be reviewed and approved in writing by EPA and MassDEP.

A routine sampling program shall be developed in which samples are taken at the same location, same time and same days of the week each month. Occasional deviations from the routine sampling program are allowed, but the reason for the deviation shall be documented in correspondence appended to the applicable discharge monitoring report.

All samples shall be tested using the analytical methods found in 40 CFR § 136, or alternative methods approved by EPA in accordance with the procedures in 40 CFR § 136.

4. Sampling required for influent and effluent.
5. 24-hour composite samples will consist of at least twenty four (24) grab samples taken during one consecutive 24 hour period, either collected at equal intervals and combined proportional to flow or continuously collected proportionally to flow.
6. Fecal coliform and *Escherichia coli* bacteria limits and monitoring requirements are in effect during the period April 1 through October 31 only, to reflect the seasonal disinfection period. The average monthly limits for fecal coliform and *E.coli* are expressed as geometric means. Samples for fecal coliform bacteria and *E. coli* shall be taken concurrently. *E. coli* monitoring shall be conducted concurrently with a total residual chlorine sample.

The fecal coliform limits and monitoring requirements are in effect until one year from the permit effective date. The fecal coliform limits and monitoring requirements will end one year from the permit effective date.

The *E. coli* effluent limitations go into effect one year from the permit effective date. The monitoring and report requirements for *E. coli* go into effect on the effective date of this permit. The monitoring frequency for *E. coli* is 1/month until one year from the permit effective date and 2/week thereafter.

7. Total residual chlorine monitoring is required whenever chlorine is added to the treatment process (i.e. TRC sampling is not required if chlorine is not added for disinfection or

other purpose). The limitations are in effect year-round.

The minimum level (ML) for total residual chlorine is defined as 20 ug/l. This value is the minimum level for chlorine using EPA approved methods found in the most currently approved version of Standard Methods for the Examination of Water and Wastewater, Method 4500 CL-E and G. One of these methods must be used to determine total residual chlorine. For effluent limitations less than 20 ug/l, compliance/non-compliance will be determined based on the ML. Sample results of 20 ug/l or less shall be reported as zero on the discharge monitoring report.

Within one year of the permit effective date, the chlorination and dechlorination systems shall include an alarm system for indicating system interruptions or malfunctions. Any interruption or malfunction of the chlorine dosing system that may have resulted in levels of chlorine that were inadequate for achieving effective disinfection, or interruptions or malfunctions of the dechlorination system that may have resulted in excessive levels of chlorine in the final effluent shall be reported with the monthly DMRs. The report shall include the date and time of the interruption or malfunction, the nature of the problem, and the estimated amount of time that the reduced levels of chlorine or dechlorination chemicals occurred.

8. The permittee shall comply with the 0.17 mg/l total phosphorus limit, the 131 lb/day total nitrogen limit and the optimization requirement of footnote 9 in accordance with the schedule contained in Section F below. Upon the effective date of the permit, and until the date specified in Section F below for compliance with the total nitrogen final limit of 131 lb/day, monitoring for total nitrogen during the May 1 to October 31 period shall be conducted once per week.
9. The permittee shall operate the treatment facility to reduce the discharge of total nitrogen during the months of November to April to the maximum extent possible. All available treatment equipment in place at the facility shall be operated unless equal or better performance can be achieved in a reduced operational mode. The addition of a carbon source that may be necessary in order to meet the total nitrogen limit during the months of May through October is not required during the months of November through April.
10. The permittee shall conduct chronic and acute toxicity tests *four* times per year. The permittee shall test the daphnid, Ceriodaphnia dubia, and the fathead minnow, Pimephales promelas. Toxicity test samples shall be collected during the second week of the months of February, May, August and November. The test results shall be submitted by the last day of the month following the completion of the test. The results are due March 31, June 30, September 30 and December 31, respectively. The tests must be performed in accordance with test procedures and protocols specified in **Attachments A and B** of this permit.

Test Dates Second Week in	Submit Results By:	Test Species	Acute Limit LC ₅₀	Chronic Limit C-NOEC
February May August November	March 31 June 30 September 30 December 31	<u>Ceriodaphnia dubia</u> (daphnid) <u>Pimephales promelas</u> (fathead minnow)	≥ 100%	≥ 45%

After submitting **one year** and a **minimum** of four consecutive sets of WET test results, all of which demonstrate compliance with the WET permit limits, the permittee may request a reduction in the WET testing requirements. The permittee is required to continue testing at the frequency specified in the permit until notice is received by certified mail from the EPA that the WET testing requirement has been changed.

11. The LC₅₀ is the concentration of effluent which causes mortality to 50% of the test organisms. Therefore, a 100% limit means that a sample of 100% effluent (no dilution) shall cause no more than a 50% mortality rate.
12. C-NOEC (chronic-no observed effect concentration) is defined as the highest concentration of toxicant or effluent to which organisms are exposed in a life cycle or partial life cycle test which causes no adverse effect on growth, survival, or reproduction, based on a statistically significant difference from dilution control, at a specific time of observation as determined from hypothesis testing. As described in the EPA WET Method Manual EPA 821-R-02-013, Section 10.2.6.2, all test results are to be reviewed and reported in accordance with EPA guidance on the evaluation of the concentration-response relationship. The “**45%** or greater” limit is defined as a sample which is composed of **45%** (or greater) effluent, the remainder being dilution water.
13. If toxicity test(s) using receiving water as diluent show the receiving water to be toxic or unreliable, the permittee shall either follow procedures outlined in **Attachment A (Toxicity Test Procedure and Protocol) Section IV., DILUTION WATER** in order to obtain an individual approval for use of an alternate dilution water, or the permittee shall follow the Self-Implementing Alternative Dilution Water Guidance, which may be used to obtain automatic approval of an alternate dilution water, including the appropriate species for use with that water. This guidance is found in Attachment G of *NPDES Program Instructions for the Discharge Monitoring Report Forms (DMRs)*, which may be found on the EPA Region I web site at <http://www.epa.gov/Region1/enforcementandassistance/dmr.html>. If this guidance is revoked, the permittee shall revert to obtaining individual approval as outlined in **Attachment A**. Any modification or revocation to this guidance will be transmitted to

the permittees. However, at any time, the permittee may choose to contact EPA-New England directly using the approach outlined in **Attachment A**.

14. For each whole effluent toxicity test the permittee shall report on the appropriate discharge monitoring report, (DMR), the concentrations of the hardness, ammonia nitrogen as nitrogen, total recoverable aluminum, cadmium, copper, lead, nickel, and zinc found in the 100 percent effluent sample. All these aforementioned chemical parameters shall be determined to at least the minimum quantification level shown in **Attachment A**. Also the permittee should note that all chemical parameter results must still be reported in the appropriate toxicity report.

Part I.A.1. (Continued)

- a. The discharge shall not cause a violation of the water quality standards of the receiving waters.
 - b. The pH of the effluent shall not be less than 6.5 or greater than 8.3 at any time.
 - c. The discharge shall not cause objectionable discoloration of the receiving waters.
 - d. The effluent shall not contain a visible oil sheen, foam, or floating solids at any time.
 - e. The permittee's treatment facility shall maintain a minimum of 85 percent removal of both total suspended solids and biochemical oxygen demand. The percent removal shall be based on monthly average values.
 - f. The permittee shall minimize the use of chlorine while maintaining adequate bacterial control.
 - g. The results of sampling for any parameter done in accordance with EPA approved methods above its required frequency must also be reported.
 - h. If the average annual flow in any calendar year exceeds 80 percent of the facility's design flow, the permittee shall submit a report to MassDEP by March 31 of the following calendar year describing its plans for further flow increases and describing how it will maintain compliance with the flow limit and all other effluent limitations and conditions.
2. All POTWs must provide adequate notice to the Director of the following:
 - a. Any new introduction of pollutants into the POTW from an indirect discharger which would be subject to section 301 or 306 of the Clean Water Act if it were directly discharging those pollutants; and
 - b. 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.

- c. For purposes of this paragraph, adequate notice shall include information on:
 - (1) The quantity and quality of effluent introduced into the POTW; and
 - (2) Any anticipated impact of the change on the quantity or quality of effluent to be discharged from the POTW.

3. Prohibitions Concerning Interference and Pass Through:

- a. Pollutants introduced into POTW's by a non-domestic source (user) shall not pass through the POTW or interfere with the operation or performance of the works.

4. Toxics Control

- a. The permittee shall not discharge any pollutant or combination of pollutants in toxic amounts.
- b. Any toxic components of the effluent shall not result in any demonstrable harm to aquatic life or violate any state or federal water quality standard which has been or may be promulgated. Upon promulgation of any such standard, this permit may be revised or amended in accordance with such standards.

5. Numerical Effluent Limitations for Toxicants

EPA or MassDEP may use the results of the toxicity tests and chemical analyses conducted pursuant to this permit, as well as national water quality criteria developed pursuant to Section 304(a)(1) of the Clean Water Act (CWA), state water quality criteria, and any other appropriate information or data, to develop numerical effluent limitations for any pollutants, including but not limited to those pollutants listed in Appendix D of 40 CFR Part 122.

B. UNAUTHORIZED DISCHARGES

This permit authorizes discharges only from the outfall(s) listed in Part I.A.1. and only in accordance with the terms and conditions of this permit. Discharges of wastewater from any other point sources, including sanitary sewer overflows (SSOs), are not authorized by this permit and shall be reported to EPA and MassDEP in accordance with Section D.1.e.(1) of the General Requirements of this permit (Twenty-four hour reporting).

Notification of SSOs to MassDEP shall be made on its SSO Reporting Form (which includes MassDEP Regional Office telephone numbers). The reporting form and instruction for its completion may be found on-line at <http://www.mass.gov/eea/agencies/massdep/service/approvals/sanitary-sewer-overflow-bypass->

backup-notification.html.

C. OPERATION AND MAINTENANCE OF THE SEWER SYSTEM

Operation and maintenance of the sewer system shall be in compliance with the General Requirements of Part II and the following terms and conditions. The permittee and each co-permittee is required to complete the following activities for the collection system which it owns:

1. Maintenance Staff

The permittee shall provide an adequate staff to carry out the operation, maintenance, repair, and testing functions required to ensure compliance with the terms and conditions of this permit. Provisions to meet this requirement shall be described in the Collection System O & M Plan required pursuant to Section C.5. below.

2. Preventive Maintenance Program

The permittee shall maintain an ongoing preventive maintenance program to prevent overflows and bypasses caused by malfunctions or failures of the sewer system infrastructure. The program shall include an inspection program designed to identify all potential and actual unauthorized discharges. Plans and programs to meet this requirement shall be described in the Collection System O & M Plan required pursuant to Section C.5. below.

3. Infiltration/Inflow

The permittee shall control infiltration and inflow (I/I) into the sewer system as necessary to prevent high flow related unauthorized discharges from their collection systems and high flow related violations of the wastewater treatment plant's effluent limitations. Plans and programs to control I/I shall be described in the Collection System O & M Plan required pursuant to Section C.5. below.

4. Collection System Mapping

Within 30 months of the effective date of this permit, the permittee shall prepare a map of the sewer collection system it owns (see page 1 of this permit for the effective date). The map shall be on a street map of the community, with sufficient detail and at a scale to allow easy interpretation. The collection system information shown on the map shall be based on current conditions and shall be kept up to date and available for review by federal, state, or local agencies. Such map(s) shall include, but not be limited to the following:

- a. All sanitary sewer lines and related manholes;
- b. All combined sewer lines, related manholes, and catch basins;
- c. All combined sewer regulators and any known or suspected connections between the sanitary sewer and storm drain systems (e.g. combination manholes);

- d. All outfalls, including the treatment plant outfall(s), CSOs, and any known or suspected SSOs, including stormwater outfalls that are connected to combination manholes;
- e. All pump stations and force mains;
- f. The wastewater treatment facility(ies);
- g. All surface waters (labeled);
- h. Other major appurtenances such as inverted siphons and air release valves;
- i. A numbering system which uniquely identifies manholes, catch basins, overflow points, regulators and outfalls;
- j. The scale and a north arrow; and
- k. The pipe diameter, date of installation, type of material, distance between manholes, and the direction of flow.

5. Collection System Operation and Maintenance Plan

The permittee shall develop and implement a Collection System Operation and Maintenance Plan.

- a. Within six (6) months of the effective date of the permit, the permittee shall submit to EPA and MassDEP
 - (1) A description of the collection system management goals, staffing, information management, and legal authorities;
 - (2) A description of the collection system and the overall condition of the collection system including a list of all pump stations and a description of recent studies and construction activities; and
 - (3) A schedule for the development and implementation of the full Collection System O & M Plan including the elements in paragraphs b.1. through b.8. below.
- b. The full Collection System O & M Plan shall be completed, implemented and submitted to EPA and MassDEP within twenty-four (24) months from the effective date of this permit. The Plan shall include:
 - (1) The required submittal from paragraph 5.a. above, updated to reflect current information;
 - (2) A preventive maintenance and monitoring program for the collection system;
 - (3) Description of sufficient staffing necessary to properly operate and maintain the sanitary sewer collection system and how the operation and maintenance program is staffed;
 - (4) Description of funding, the source(s) of funding and provisions for funding sufficient for implementing the plan;
 - (5) Identification of known and suspected overflows and back-ups, including manholes. A description of the cause of the identified overflows and

- back-ups, corrective actions taken, and a plan for addressing the overflows and back-ups consistent with the requirements of this permit;
- (6) A description of the permittee's programs for preventing I/I related effluent violations and all unauthorized discharges of wastewater, including overflows and by-passes and the ongoing program to identify and remove sources of I/I. The program shall include an inflow identification and control program that focuses on the disconnection and redirection of illegal sump pumps and roof down spouts;
 - (7) An educational public outreach program for all aspects of I/I control, particularly private inflow; and
 - (8) An Overflow Emergency Response Plan to protect public health from overflows and unanticipated bypasses or upsets that exceed any effluent limitation in the permit.

6. Annual Reporting Requirement

The permittee shall submit a summary report of activities related to the implementation of its Collection System O & M Plan during the previous calendar year. The report shall be submitted to EPA and MassDEP annually by March 31. The summary report shall, at a minimum, include:

- a. A description of the staffing levels maintained during the year;
- b. A map and a description of inspection and maintenance activities conducted and corrective actions taken during the previous year;
- c. Expenditures for any collection system maintenance activities and corrective actions taken during the previous year;
- d. A map with areas identified for investigation/action in the coming year;
- e. If treatment plant flow has reached 80% of its design flow (2.5 MGD) based on the annual average flow during the reporting year, or there have been capacity related overflows, submit a calculation of the maximum daily, weekly, and monthly infiltration and the maximum daily, weekly, and monthly inflow for the reporting year; and
- f. A summary of unauthorized discharges during the past year and their causes and a report of any corrective actions taken as a result of the unauthorized discharges reported pursuant to the Unauthorized Discharges section of this permit.

7. Alternate Power Source

In order to maintain compliance with the terms and conditions of this permit, the permittee shall provide an alternative power source(s) sufficient to operate the portion of the publicly owned treatment works¹ it owns and operates.

¹ As defined at 40 CFR §122.2, which references the definition at 40 CFR §403.3

D. SLUDGE CONDITIONS

1. The permittee shall comply with all existing federal and state laws and regulations that apply to sewage sludge use and disposal practices, including EPA regulations promulgated at 40 CFR Part 503, which prescribe “Standards for the Use or Disposal of Sewage Sludge” pursuant to Section 405(d) of the CWA, 33 U.S.C. § 1345(d).
2. If both state and federal requirements apply to the permittee’s sludge use and/or disposal practices, the permittee shall comply with the more stringent of the applicable requirements.
3. The requirements and technical standards of 40 CFR Part 503 apply to the following sludge use or disposal practices.
 - a. Land application - the use of sewage sludge to condition or fertilize the soil
 - b. Surface disposal - the placement of sewage sludge in a sludge only landfill
 - c. Sewage sludge incineration in a sludge only incinerator
4. The requirements of 40 CFR Part 503 do not apply to facilities which dispose of sludge in a municipal solid waste landfill. 40 CFR § 503.4. These requirements also do not apply to facilities which do not use or dispose of sewage sludge during the life of the permit but rather treat the sludge (e.g. lagoons, reed beds), or are otherwise excluded under 40 CFR § 503.6.
5. The 40 CFR. Part 503 requirements including the following elements:
 - General requirements
 - Pollutant limitations
 - Operational Standards (pathogen reduction requirements and vector attraction reduction requirements)
 - Management practices
 - Record keeping
 - Monitoring
 - Reporting

Which of the 40 C.F.R. Part 503 requirements apply to the permittee will depend upon the use or disposal practice followed and upon the quality of material produced by a facility. The EPA Region 1 Guidance document, “EPA Region 1 - NPDES Permit Sludge Compliance Guidance” (November 4, 1999), may be used by the permittee to assist it in determining the applicable requirements.²

² This guidance document is available upon request from EPA Region 1 and may also be found at: <http://www.epa.gov/region1/npdes/permits/generic/sludgeguidance.pdf>

6. The sludge shall be monitored for pollutant concentrations (all Part 503 methods) and pathogen reduction and vector attraction reduction (land application and surface disposal) at the following frequency. This frequency is based upon the volume of sewage sludge generated at the facility in dry metric tons per year

less than 290	1/ year
290 to less than 1,500	1 /quarter
1,500 to less than 15,000	6 /year
15,000 +	1 /month

Sampling of the sewage sludge shall use the procedures detailed in 40 CFR 503.8.

7. Under 40 CFR § 503.9(r), the permittee is a “person who prepares sewage sludge” because it “is ... the person who generates sewage sludge during the treatment of domestic sewage in a treatment works” If the permittee contracts with *another* “person who prepares sewage sludge” under 40 CFR § 503.9(r) – i.e., with “a person who derives a material from sewage sludge” – for use or disposal of the sludge, then compliance with Part 503 requirements is the responsibility of the contractor engaged for that purpose. If the permittee does not engage a “person who prepares sewage sludge,” as defined in 40 CFR § 503.9(r), for use or disposal, then the permittee remains responsible to ensure that the applicable requirements in Part 503 are met. 40 CFR § 503.7. If the ultimate use or disposal method is land application, the permittee is responsible for providing the person receiving the sludge with notice and necessary information to comply with the requirements of 40 CFR Part 503 Subpart B.
8. The permittee shall submit an annual report containing the information specified in the 40 CFR Part 503 requirements (§ 503.18 (land application), § 503.28 (surface disposal), or § 503.48 (incineration)) by **February 19** (*see also* “EPA Region 1 - NPDES Permit Sludge Compliance Guidance”). Reports shall be submitted to the address contained in the reporting section of the permit. If the permittee engages a contractor or contractors for sludge preparation and ultimate use or disposal, the annual report need contain only the following information:
- Name and address of contractor(s) responsible for sludge preparation, use or disposal
 - Quantity of sludge (in dry metric tons) from the POTW that is transferred to the sludge contractor(s), and the method(s) by which the contractor will prepare and use or dispose of the sewage sludge.

E. INDUSTRIAL USERS AND PRETREATMENT PROGRAM

1. The permittee shall develop and enforce specific effluent limits (local limits) for Industrial User(s), and all other users, as appropriate, which together with appropriate changes in the POTW Treatment Plant's Facilities or operation, are necessary to ensure continued compliance with the POTW's NPDES permit or sludge use or disposal practices. Specific local limits shall not be developed and enforced without individual notice to persons or

groups who have requested such notice and an opportunity to respond. Within (120 days of the effective date of this permit), the permittee shall prepare and submit a written technical evaluation to the EPA analyzing the need to revise local limits. As part of this evaluation, the permittee shall assess how the POTW performs with respect to influent and effluent of pollutants, water quality concerns, sludge quality, sludge processing concerns/inhibition, biomonitoring results, activated sludge inhibition, worker health and safety and collection system concerns. In preparing this evaluation, the permittee shall complete and submit the attached form (Attachment C) with the technical evaluation to assist in determining whether existing local limits need to be revised. Justifications and conclusions should be based on actual plant data if available and should be included in the report. Should the evaluation reveal the need to revise local limits, the permittee shall complete the revisions within 120 days of notification by EPA and submit the revisions to EPA for approval. The Permittee shall carry out the local limits revisions in accordance with EPA's Local Limit Development Guidance (July 2004).

2. The permittee shall implement the Industrial Pretreatment Program in accordance with the legal authorities, policies, procedures, and financial provisions described in the permittee's approved Pretreatment Program, and the General Pretreatment Regulations, 40 CFR 403. At a minimum, the permittee must perform the following duties to properly implement the Industrial Pretreatment Program (IPP):
 - a. Carry out inspection, surveillance, and monitoring procedures which will determine independent of information supplied by the industrial user, whether the industrial user is in compliance with the Pretreatment Standards. At a minimum, all significant industrial users shall be sampled and inspected at the frequency established in the approved IPP but in no case less than once per year and maintain adequate records.
 - b. Issue or renew all necessary industrial user control mechanisms within 90 days of their expiration date or within 180 days after the industry has been determined to be a significant industrial user.
 - c. Obtain appropriate remedies for noncompliance by any industrial user with any pretreatment standard and/or requirement.
 - d. Maintain an adequate revenue structure for continued implementation of the Pretreatment Program.
3. The permittee shall provide the EPA and MassDEP with an annual report describing the permittee's pretreatment program activities for the twelve (12) month period ending 60 days prior to the due date in accordance with 403.12(i). The annual report shall be consistent with the format described in Attachment D of this permit and shall be submitted no later than **October 1** of each year.
4. The permittee must obtain approval from EPA prior to making any significant changes to the industrial pretreatment program in accordance with 40 CFR 403.18(c).

5. The permittee must assure that applicable National Categorical Pretreatment Standards are met by all categorical industrial users of the POTW. These standards are published in the Federal Regulations at 40 CFR 405 et. seq.
6. The permittee must modify its pretreatment program, if necessary, to conform to all changes in the Federal Regulations that pertain to the implementation and enforcement of the industrial pretreatment program. The permittee must provide EPA, in writing, within 180 days of this permit's effective date proposed changes, if applicable, to the permittee's pretreatment program deemed necessary to assure conformity with current Federal Regulations. At a minimum, the permittee must address in its written submission the following areas: (1) Enforcement response plan; (2) revised sewer use ordinances; and (3) slug control evaluations. The permittee will implement these proposed changes pending EPA Region I's approval under 40 CFR 403.18. This submission is separate and distinct from any local limits analysis submission described in Part I.E.1.

F. COMPLIANCE SCHEDULE

In order to comply with the new permit limits for total nitrogen and total phosphorus, the permittee shall take the following actions:

1. Within one year of the effective date of the permit, the Permittee shall submit to EPA and MassDEP a status report relative to the planning and design of the facilities necessary to achieve the total nitrogen and total phosphorus permit limits.
2. Within two years of the effective date of the permit, the Permittee shall complete design of the facility improvements required to achieve the total nitrogen and total phosphorus permit limits.
3. Within three years of the effective date of the permit, the Permittee shall initiate construction of the facility improvements required to achieve the total nitrogen and total phosphorus permit limits.
4. Within four years of the effective date of the permit, the Permittee shall submit to EPA and MassDEP a status report relative to construction of the facility improvements required to achieve the total nitrogen and total phosphorus permit limits.
5. The permit limits of 131 lb/dayl total nitrogen and 0.17 mg/l total phosphorus shall go into effect sixty (60) months from the effective date of the permit. Until such date the existing permit limit of 0.20 mg/l total phosphorus shall remain in effect.
6. The permittee shall notify EPA and MassDEP of its compliance or noncompliance with the requirements of this part in writing no later than 14 days after each interim or final date of compliance.

G. MONITORING AND REPORTING

1. **For a period of one year from the effective date of the permit**, the permittee may either submit monitoring data and other reports to EPA in hard copy form or report electronically using NetDMR, a web-based tool that allows permittees to electronically submit discharge monitoring reports (DMRs) and other required reports via a secure internet connection. **Beginning no later than one year after the effective date of the permit**, the permittee shall begin reporting using NetDMR, unless the facility is able to demonstrate a reasonable basis that precludes the use of NetDMR for submitting DMRs and reports. Specific requirements regarding submittal of data and reports in hard copy form and for submittal using NetDMR are described below:

- a. Submittal of Reports Using NetDMR

NetDMR is accessed from: <http://www.epa.gov/netdmr>. **Within one year of the effective date of this permit**, the permittee shall begin submitting DMRs and reports required under this permit electronically to EPA using NetDMR, unless the facility is able to demonstrate a reasonable basis, such as technical or administrative infeasibility, that precludes the use of NetDMR for submitting DMRs and reports (“opt-out request”).

DMRs shall be submitted electronically to EPA no later than the 15th day of the month following the completed reporting period. All reports required under the permit shall be submitted to EPA, including the MassDEP Monthly Operations and Maintenance Report, as an electronic attachment to the DMR. Once a permittee begins submitting reports using NetDMR, it will no longer be required to submit hard copies of DMRs or other reports to EPA and will no longer be required to submit hard copies of DMRs to MassDEP. However, permittees shall continue to send hard copies of reports other than DMRs (including Monthly Operation and Maintenance Reports) to MassDEP until further notice from MassDEP.

As NetDMR requires that reports be submitted as an attachment to a DMR, any report required under this permit shall be considered to be timely if it is electronically submitted to EPA with the next DMR due following the permit-specified report due date.

- b. Submittal of NetDMR Opt-Out Requests

Opt-out requests must be submitted in writing to EPA for written approval at least sixty (60) days prior to the date a facility would be required under this permit to begin using NetDMR. This demonstration shall be valid for twelve (12) months from the date of EPA approval and shall thereupon expire. At such time, DMRs and reports shall be submitted electronically to EPA unless the permittee submits a renewed opt-out request and such request be approved by EPA. All opt-out requests should be sent to the following addresses:

Attn: NetDMR Coordinator
U.S. Environmental Protection Agency, Water Technical Unit
5 Post Office Square, Suite 100 (OES04-4)
Boston, MA 02109-3912

And

Massachusetts Department of Environmental Protection
Surface Water Discharge Permit Program
627 Main Street, 2nd Floor
Worcester, Massachusetts 01608

c. Submittal of Reports in Hard Copy Form

Monitoring results shall be summarized for each calendar month and reported on separate hard copy Discharge Monitoring Report Form(s) (DMRs) postmarked no later than the 15th day of the month following the completed reporting period. All reports required under this permit, including MassDEP Monthly Operation and Maintenance Reports, shall be submitted as an attachment to the DMRs. Signed and dated originals of the DMRs, and all other reports or notifications required herein or in Part II shall be submitted to the Director at the following address:

U.S. Environmental Protection Agency
Water Technical Unit (OES04-SMR)
5 Post Office Square - Suite 100
Boston, MA 02109-3912

Duplicate signed copies of all reports or notifications required above shall be submitted to the State at the following addresses:

MassDEP – Southeast Region
Bureau of Resource Protection
20 Riverside Drive
Lakeville, MA 02347

Copies of toxicity tests and nitrogen optimization reports only to:

Massachusetts Department of Environmental Protection
Surface Water Discharge Permit Program
627 Main Street, 2nd Floor
Worcester, Massachusetts 01608

Any verbal reports, if required in **Parts I** and/or **II** of this permit, shall be made to both EPA-New England and to MassDEP.

H. STATE PERMIT CONDITIONS

1. This authorization to discharge includes two separate and independent permit authorizations. The two permit authorizations are (i) a federal National Pollutant Discharge Elimination System permit issued by the U.S. Environmental Protection Agency (EPA) pursuant to the Federal Clean Water Act, 33 U.S.C. §§1251 et seq.; and (ii) an identical state surface water discharge permit issued by the Commissioner of the Massachusetts Department of Environmental Protection (MassDEP) pursuant to the Massachusetts Clean Waters Act, M.G.L. c. 21, §§ 26-53, and 314 C.M.R. 3.00. All of the requirements contained in this authorization, as well as the standard conditions contained in 314 CMR 3.19, are hereby incorporated by reference into this state surface water discharge permit.
2. This authorization also incorporates the state water quality certification issued by MassDEP under § 401(a) of the Federal Clean Water Act, 40 C.F.R. 124.53, M.G.L. c. 21, § 27 and 314 CMR 3.07. All of the requirements (if any) contained in MassDEP's water quality certification for the permit are hereby incorporated by reference into this state surface water discharge permit as special conditions pursuant to 314 CMR 3.11.
3. Each agency shall have the independent right to enforce the terms and conditions of this permit. Any modification, suspension or revocation of this permit shall be effective only with respect to the agency taking such action, and shall not affect the validity or status of this permit as issued by the other agency, unless and until each agency has concurred in writing with such modification, suspension or revocation. In the event any portion of this permit is declared invalid, illegal or otherwise issued in violation of state law such permit shall remain in full force and effect under federal law as a NPDES Permit issued by the U.S. Environmental Protection Agency. In the event this permit is declared invalid, illegal or otherwise issued in violation of federal law, this permit shall remain in full force and effect under state law as a permit issued by the Commonwealth of Massachusetts.

FRESHWATER CHRONIC TOXICITY TEST PROCEDURE AND PROTOCOL USEPA Region 1

I. GENERAL REQUIREMENTS

The permittee shall be responsible for the conduct of acceptable chronic (and modified acute) toxicity tests using three fresh samples collected during each test period. The following tests shall be performed as prescribed in Part 1 of the NPDES discharge permit in accordance with the appropriate test protocols described below. (Note: the permittee and testing laboratory should review the applicable permit to determine whether testing of one or both species is required).

- **Daphnid (Ceriodaphnia dubia) Survival and Reproduction Test.**
- **Fathead Minnow (Pimephales promelas) Larval Growth and Survival Test.**

Chronic and modified acute toxicity data shall be reported as outlined in Section VIII. The chronic fathead minnow and daphnid test data can be used to calculate an LC50 at the end of 48 hours of exposure when both acute (LC50) and chronic (C-NOEC) test endpoints are specified in the permit.

II. METHODS

Methods to follow are those recommended by EPA in: Short Term Methods For Estimating The Chronic Toxicity of Effluents and Receiving Water to Freshwater Organisms, Fourth Edition, October 2002. United States Environmental Protection Agency. Office of Water, Washington, D.C., EPA 821-R-02-013. The methods are available on-line at <http://www.epa.gov/waterscience/WET/> . Exceptions and clarification are stated herein.

III. SAMPLE COLLECTION AND USE

A total of three fresh samples of effluent and receiving water are required for initiation and subsequent renewals of a freshwater, chronic, toxicity test. The receiving water control sample must be collected immediately upstream of the permitted discharge's zone of influence. Fresh samples are recommended for use on test days 1, 3, and 5. However, provided a total of three samples are used for testing over the test period, an alternate sampling schedule is acceptable. The acceptable holding times until initial use of a sample are 24 and 36 hours for on-site and off-site testing, respectively. A written waiver is required from the regulating authority for any hold time extension. All test samples collected may be used for 24, 48 and 72 hour renewals after initial use. All samples held for use beyond the day of sampling shall be refrigerated and maintained at a temperature range of 0-6° C.

All samples submitted for chemical and physical analyses will be analyzed according to Section VI of this protocol.

Sampling guidance dictates that, where appropriate, aliquots for the analysis required in this protocol shall be split from the samples, containerized and immediately preserved, or analyzed as per 40 CFR Part 136. EPA approved test methods require that samples collected for metals analyses be preserved immediately after collection. Testing for the presence of total residual chlorine (TRC) must be analyzed immediately or as soon as possible, for all effluent samples, prior to WET testing. TRC analysis may be performed on-site or by the toxicity testing laboratory and the samples must be dechlorinated, as necessary, using sodium thiosulfate prior to sample use for toxicity testing.

If any of the renewal samples are of sufficient potency to cause lethality to 50 percent or more of the test organisms in any of the test treatments for either species or, if the test fails to meet its permit limits, then chemical analysis for total metals (originally required for the initial sample only in Section VI) will be required on the renewal sample(s) as well.

IV. DILUTION WATER

Samples of receiving water must be collected from a location in the receiving water body immediately upstream of the permitted discharge's zone of influence at a reasonably accessible location. Avoid collection near areas of obvious road or agricultural runoff, storm sewers or other point source discharges and areas where stagnant conditions exist. EPA strongly urges that screening for toxicity be performed prior to the set up of a full, definitive toxicity test any time there is a question about the test dilution water's ability to achieve test acceptability criteria (TAC) as indicated in Section V of this protocol. The test dilution water control response will be used in the statistical analysis of the toxicity test data. All other control(s) required to be run in the test will be reported as specified in the Discharge Monitoring Report (DMR) Instructions, Attachment F, page 2, Test Results & Permit Limits.

The test dilution water must be used to determine whether the test met the applicable TAC. When receiving water is used for test dilution, an additional control made up of standard laboratory water (0% effluent) is required. This control will be used to verify the health of the test organisms and evaluate to what extent, if any, the receiving water itself is responsible for any toxic response observed.

If dechlorination of a sample by the toxicity testing laboratory is necessary a "sodium thiosulfate" control, representing the concentration of sodium thiosulfate used to adequately dechlorinate the sample prior to toxicity testing, must be included in the test.

If the use of an alternate dilution water (ADW) is authorized, in addition to the ADW test control, the testing laboratory must, for the purpose of monitoring the receiving water, also run a receiving water control.

If the receiving water diluent is found to be, or suspected to be toxic or unreliable an ADW of known quality with hardness similar to that of the receiving water may be substituted. Substitution is species specific meaning that the decision to use ADW is made for each species and is based on the toxic response of that particular species. Substitution to an ADW is authorized in two cases. The first is the case where repeating a test due to toxicity in the site dilution water requires an **immediate decision** for ADW use be made by the permittee and toxicity testing laboratory. The second is in the case where two of the most recent documented incidents of unacceptable site dilution water toxicity requires ADW use in future WET testing.

For the second case, written notification from the permittee requesting ADW use **and** written authorization from the permit issuing agency(s) is required **prior to** switching to a long-term use of ADW for the duration of the permit.

Written requests for use of ADW must be mailed with supporting documentation to the following addresses:

Director
Office of Ecosystem Protection (CAA)
U.S. Environmental Protection Agency-New England
One Congress St., Suite 1100
Boston, MA 02114-2023

and

Manager
Water Technical Unit (SEW)
U.S. Environmental Protection Agency
One Congress Street, Suite 1100
Boston, MA 02114-2023

Note: USEPA Region 1 retains the right to modify any part of the alternate dilution water policy stated in this protocol at any time. Any changes to this policy will be documented in the annual DMR posting.

See the most current annual DMR instructions which can be found on the EPA Region 1 website at <http://www.epa.gov/region1/enforcementandassistance/dmr.html> for further important details on alternate dilution water substitution requests.

V. TEST CONDITIONS AND TEST ACCEPTABILITY CRITERIA

Method specific test conditions and TAC are to be followed and adhered to as specified in the method guidance document, EPA 821-R-02-013. If a test does not meet TAC the test must be repeated with fresh samples within 30 days of the initial test completion date.

V.1. Use of Reference Toxicity Testing

Reference toxicity test results and applicable control charts must be included in the toxicity testing report.

If reference toxicity test results fall outside the control limits established by the laboratory for a specific test endpoint, a reason or reasons for this excursion must be evaluated, correction made and reference toxicity tests rerun as necessary.

If a test endpoint value exceeds the control limits at a frequency of more than one out of twenty then causes for the reference toxicity test failure must be examined and if problems are identified corrective action taken. The reference toxicity test must be repeated during the same month in which the exceedance occurred.

If two consecutive reference toxicity tests fall outside control limits, the possible cause(s) for the exceedance must be examined, corrective actions taken and a repeat of the reference toxicity test must take place immediately. Actions taken to resolve the problem must be reported.

V.1.a. Use of Concurrent Reference Toxicity Testing

In the case where concurrent reference toxicity testing is required due to a low frequency of testing with a particular method, if the reference toxicity test results fall slightly outside of laboratory established control limits, but the primary test met the TAC, the results of the primary test will be considered acceptable. However, if the results of the concurrent test fall well outside the established **upper** control limits i.e. ≥ 3 standard deviations for IC25s and LC50 values and \geq two concentration intervals for NOECs or NOAECs, and even though the primary test meets TAC, the primary test will be considered unacceptable and must be repeated.

V.2. For the *C. dubia* test, the determination of TAC and formal statistical analyses must be performed using only the first three broods produced.

V.3. Test treatments must include 5 effluent concentrations and a dilution water control. An additional test treatment, at the permitted effluent concentration (% effluent), is required if it is not included in the dilution series.

VI. CHEMICAL ANALYSIS

As part of each toxicity test's daily renewal procedure, pH, specific conductance, dissolved oxygen (DO) and temperature must be measured at the beginning and end of each 24-hour period in each test treatment and the control(s).

The additional analysis that must be performed under this protocol is as specified and noted in the table below.

<u>Parameter</u>	Effluent	Receiving Water	ML (mg/l)
Hardness ^{1, 4}	x	x	0.5
Total Residual Chlorine (TRC) ^{2, 3, 4}	x		0.02
Alkalinity ⁴	x	x	2.0
pH ⁴	x	x	--
Specific Conductance ⁴	x	x	--
Total Solids ⁶	x		--
Total Dissolved Solids ⁶	x		--
Ammonia ⁴	x	x	0.1
Total Organic Carbon ⁶	x	x	0.5
Total Metals ⁵			
Cd	x	x	0.0005
Pb	x	x	0.0005
Cu	x	x	0.003
Zn	x	x	0.005
Ni	x	x	0.005
Al	x	x	0.02

Other as permit requires

Notes:

1. Hardness may be determined by:

- APHA Standard Methods for the Examination of Water and Wastewater , 21st Edition
 - Method 2340B (hardness by calculation)
 - Method 2340C (titration)
2. Total Residual Chlorine may be performed using any of the following methods provided the required minimum limit (ML) is met.
- APHA Standard Methods for the Examination of Water and Wastewater , 21st Edition
 - Method 4500-CL E Low Level Amperometric Titration
 - Method 4500-CL G DPD Colorimetric Method
 - USEPA 1983. Manual of Methods Analysis of Water and Wastes
 - Method 330.5
3. Required to be performed on the sample used for WET testing prior to its use for toxicity testing
4. Analysis is to be performed on samples and/or receiving water, as designated in the table above, from all three sampling events.
5. Analysis is to be performed on the initial sample(s) only unless the situation arises as stated in Section III, paragraph 4
6. Analysis to be performed on initial samples only

VII. TOXICITY TEST DATA ANALYSIS AND REVIEW

A. Test Review

1. Concentration / Response Relationship

A concentration/response relationship evaluation is required for test endpoint determinations from both Hypothesis Testing and Point Estimate techniques. The test report is to include documentation of this evaluation in support of the endpoint values reported. The dose-response review must be performed as required in Section 10.2.6 of EPA-821-R-02-013. Guidance for this review can be found at

<http://www.epa.gov/y-cvgtuekgpeglo-gvj-qf-uly-gvlf-hly-gvi-wkf-g0fh>. In most cases, the review will result in one of the following three conclusions: (1) Results are reliable and reportable; (2) Results are anomalous and require explanation; or (3) Results are inconclusive and a retest with fresh samples is required.

2. Test Variability (Test Sensitivity)

This review step is separate from the determination of whether a test meets or does not meet TAC. Within test variability is to be examined for the purpose of evaluating test sensitivity. This evaluation is to be performed for the sub-lethal hypothesis testing endpoints reproduction and growth as required by the permit. The test report is to include documentation of this evaluation to support that the endpoint values reported resulted from a toxicity test of adequate sensitivity. This evaluation must be performed as required in Section 10.2.8 of EPA-821-R-02-013.

To determine the adequacy of test sensitivity, USEPA requires the calculation of test percent minimum significant difference (PMSD) values. In cases where NOEC determinations are made based on a non-parametric technique, calculation of a test PMSD value, for the sole purpose of assessing test sensitivity, shall be calculated using a comparable parametric statistical analysis technique. The calculated test PMSD is then compared to the upper and lower PMSD bounds shown for freshwater tests in Section 10.2.8.3, p. 52, Table 6 of EPA-821-R-02-013. The comparison will yield one of the following determinations.

- The test PMSD exceeds the PMSD upper bound test variability criterion in Table 6, the test results are considered highly variable and the test may not be sensitive enough to determine the presence of toxicity at the permit limit concentration (PLC). If the test results indicate that the discharge is not toxic at the PLC, then the test is considered insufficiently sensitive and must be repeated within 30 days of the initial test completion using fresh samples. If the test results indicate that the discharge is toxic at the PLC, the test is considered acceptable and does not have to be repeated.
- The test PMSD falls below the PMSD lower bound test variability criterion in Table 6, the test is determined to be very sensitive. In order to determine which treatment(s) are statistically significant and which are not, for the purpose of reporting a NOEC, the relative percent difference (RPD) between the control and each treatment must be calculated and compared to the lower PMSD boundary. See *Understanding and Accounting for Method Variability in Whole Effluent Toxicity Applications Under the NPDES Program*, EPA 833-R-00-003, June 2002, Section 6.4.2. The following link: [Understanding and Accounting for Method Variability in Whole Effluent Toxicity Applications Under the NPDES Program](#) can be used to locate the USEPA website containing this document. If the RPD for a treatment falls below the PMSD lower bound, the difference is considered statistically insignificant. If the RPD for a treatment is greater than the PMSD lower bound, then the treatment is considered statistically significant.
- The test PMSD falls within the PMSD upper and lower bounds in Table 6, the sub-lethal test endpoint values shall be reported as is.

B. Statistical Analysis

1. General - Recommended Statistical Analysis Method

Refer to general data analysis flowchart, EPA 821-R-02-013, page 43

For discussion on Hypothesis Testing, refer to EPA 821-R-02-013, Section 9.6

For discussion on Point Estimation Techniques, refer to EPA 821-R-02-013, Section 9.7

2. *Pimephales promelas*

Refer to survival hypothesis testing analysis flowchart, EPA 821-R-02-013, page 79

Refer to survival point estimate techniques flowchart, EPA 821-R-02-013, page 80

Refer to growth data statistical analysis flowchart, EPA 821-R-02-013, page 92

3. *Ceriodaphnia dubia*

Refer to survival data testing flowchart, EPA 821-R-02-013, page 168

Refer to reproduction data testing flowchart, EPA 821-R-02-013, page 173

VIII. TOXICITY TEST REPORTING

A report of results must include the following:

- Test summary sheets (2007 DMR Attachment F) which includes:
 - Facility name
 - NPDES permit number
 - Outfall number
 - Sample type
 - Sampling method
 - Effluent TRC concentration
 - Dilution water used
 - Receiving water name and sampling location
 - Test type and species
 - Test start date
 - Effluent concentrations tested (%) and permit limit concentration
 - Applicable reference toxicity test date and whether acceptable or not
 - Age, age range and source of test organisms used for testing
 - Results of TAC review for all applicable controls
 - Test sensitivity evaluation results (test PMSD for growth and reproduction)
 - Permit limit and toxicity test results
 - Summary of test sensitivity and concentration response evaluation

In addition to the summary sheets the report must include:

- A brief description of sample collection procedures
- Chain of custody documentation including names of individuals collecting samples, times and dates of sample collection, sample locations, requested analysis and lab receipt with time and date received, lab receipt personnel and condition of samples upon receipt at the lab(s)
- Reference toxicity test control charts
- All sample chemical/physical data generated, including minimum limits (MLs) and analytical methods used
- All toxicity test raw data including daily ambient test conditions, toxicity test chemistry, sample dechlorination details as necessary, bench sheets and statistical analysis
- A discussion of any deviations from test conditions
- Any further discussion of reported test results, statistical analysis and concentration-response relationship and test sensitivity review per species per endpoint

USEPA REGION 1 FRESHWATER ACUTE TOXICITY TEST PROCEDURE AND PROTOCOL

I. GENERAL REQUIREMENTS

The permittee shall conduct acceptable acute toxicity tests in accordance with the appropriate test protocols described below:

- **Daphnid (Ceriodaphnia dubia) definitive 48 hour test.**
- **Fathead Minnow (Pimephales promelas) definitive 48 hour test.**

Acute toxicity test data shall be reported as outlined in Section VIII.

II. METHODS

The permittee shall use 40 CFR Part 136 methods. Methods and guidance may be found at:

<http://water.epa.gov/scitech/swguidance/methods/wet/index.cfm#methods>

The permittee shall also meet the sampling, analysis and reporting requirements included in this protocol. This protocol defines more specific requirements while still being consistent with the Part 136 methods. If, due to modifications of Part 136, there are conflicting requirements between the Part 136 method and this protocol, the permittee shall comply with the requirements of the Part 136 method.

III. SAMPLE COLLECTION

A discharge sample shall be collected. Aliquots shall be split from the sample, containerized and preserved (as per 40 CFR Part 136) for chemical and physical analyses required. The remaining sample shall be measured for total residual chlorine and dechlorinated (if detected) in the laboratory using sodium thiosulfate for subsequent toxicity testing. (Note that EPA approved test methods require that samples collected for metals analyses be preserved immediately after collection.) Grab samples must be used for pH, temperature, and total residual chlorine (as per 40 CFR Part 122.21).

Standard Methods for the Examination of Water and Wastewater describes dechlorination of samples (APHA, 1992). Dechlorination can be achieved using a ratio of 6.7 mg/L anhydrous sodium thiosulfate to reduce 1.0 mg/L chlorine. If dechlorination is necessary, a thiosulfate control (maximum amount of thiosulfate in lab control or receiving water) must also be run in the WET test.

All samples held overnight shall be refrigerated at 1- 6°C.

IV. DILUTION WATER

A grab sample of dilution water used for acute toxicity testing shall be collected from the receiving water at a point immediately upstream of the permitted discharge's zone of influence at a reasonably accessible location. Avoid collection near areas of obvious road or agricultural runoff, storm sewers or other point source discharges and areas where stagnant conditions exist. In the case where an alternate dilution water has been agreed upon an additional receiving water control (0% effluent) must also be tested.

If the receiving water diluent is found to be, or suspected to be toxic or unreliable, an alternate standard dilution water of known quality with a hardness, pH, conductivity, alkalinity, organic carbon, and total suspended solids similar to that of the receiving water may be substituted **AFTER RECEIVING WRITTEN APPROVAL FROM THE PERMIT ISSUING AGENCY(S)**. Written requests for use of an alternate dilution water should be mailed with supporting documentation to the following address:

Director
Office of Ecosystem Protection (CAA)
U.S. Environmental Protection Agency-New England
5 Post Office Sq., Suite 100 (OEP06-5)
Boston, MA 02109-3912

and

Manager
Water Technical Unit (SEW)
U.S. Environmental Protection Agency
5 Post Office Sq., Suite 100 (OES04-4)
Boston, MA 02109-3912

Note: USEPA Region 1 retains the right to modify any part of the alternate dilution water policy stated in this protocol at any time. Any changes to this policy will be documented in the annual DMR posting.

See the most current annual DMR instructions which can be found on the EPA Region 1 website at <http://www.epa.gov/region1/enforcementandassistance/dmr.html> for further important details on alternate dilution water substitution requests.

It may prove beneficial to have the proposed dilution water source screened for suitability prior to toxicity testing. EPA strongly urges that screening be done prior to set up of a full definitive toxicity test any time there is question about the dilution water's ability to support acceptable performance as outlined in the 'test acceptability' section of the protocol.

V. TEST CONDITIONS

The following tables summarize the accepted daphnid and fathead minnow toxicity test conditions and test acceptability criteria:

EPA NEW ENGLAND EFFLUENT TOXICITY TEST CONDITIONS FOR THE DAPHNID, CERIODAPHNIA DUBIA 48 HOUR ACUTE TESTS¹

1.	Test type	Static, non-renewal
2.	Temperature (°C)	20 ± 1° C or 25 ± 1°C
3.	Light quality	Ambient laboratory illumination
4.	Photoperiod	16 hour light, 8 hour dark
5.	Test chamber size	Minimum 30 ml
6.	Test solution volume	Minimum 15 ml
7.	Age of test organisms	1-24 hours (neonates)
8.	No. of daphnids per test chamber	5
9.	No. of replicate test chambers per treatment	4
10.	Total no. daphnids per test concentration	20
11.	Feeding regime	As per manual, lightly feed YCT and <u>Selenastrum</u> to newly released organisms while holding prior to initiating test
12.	Aeration	None
13.	Dilution water ²	Receiving water, other surface water, synthetic water adjusted to the hardness and alkalinity of the receiving water (prepared using either Millipore Milli-Q ^R or equivalent deionized water and reagent grade chemicals according to EPA acute toxicity test manual) or deionized water combined with mineral water to appropriate hardness.
14.	Dilution series	≥ 0.5, must bracket the permitted RWC

15. Number of dilutions ³	5 plus receiving water and laboratory water control and thiosulfate control, as necessary. An additional dilution at the permitted effluent concentration (% effluent) is required if it is not included in the dilution series.
16. Effect measured	Mortality-no movement of body or appendages on gentle prodding
17. Test acceptability	90% or greater survival of test organisms in dilution water control solution
18. Sampling requirements	For on-site tests, samples must be used within 24 hours of the time that they are removed from the sampling device. For off-site tests, samples must first be used within 36 hours of collection.
19. Sample volume required	Minimum 1 liter

Footnotes:

1. Adapted from EPA-821-R-02-012.
2. Standard prepared dilution water must have hardness requirements to generally reflect the characteristics of the receiving water.

**EPA NEW ENGLAND TEST CONDITIONS FOR THE FATHEAD MINNOW
(PIMEPHALES PROMELAS) 48 HOUR ACUTE TEST¹**

1. Test Type	Static, non-renewal
2. Temperature (°C):	20 ± 1 °C or 25 ± 1 °C
3. Light quality:	Ambient laboratory illumination
4. Photoperiod:	16 hr light, 8 hr dark
5. Size of test vessels:	250 mL minimum
6. Volume of test solution:	Minimum 200 mL/replicate
7. Age of fish:	1-14 days old and age within 24 hrs of each the others
8. No. of fish per chamber	10
9. No. of replicate test vessels per treatment	4
10. Total no. organisms per concentration:	40
11. Feeding regime:	As per manual, lightly feed test age larvae using concentrated brine shrimp nauplii while holding prior to initiating test
12. Aeration:	None, unless dissolved oxygen (D.O.) concentration falls below 4.0 mg/L, at which time gentle single bubble aeration should be started at a rate of less than 100 bubbles/min. (Routine D.O. check is recommended.)
13. dilution water: ²	Receiving water, other surface water, synthetic water adjusted to the hardness and alkalinity of the receiving water (prepared using either Millipore Milli-Q ^R or equivalent deionized and reagent grade chemicals according to EPA acute toxicity test manual) or deionized water combined with mineral water to appropriate hardness.
14. Dilution series	≥ 0.5 , must bracket the permitted RWC

15. Number of dilutions ³	5 plus receiving water and laboratory water control and thiosulfate control, as necessary. An additional dilution at the permitted effluent concentration (% effluent) is required if it is not included in the dilution series.
16. Effect measured	Mortality-no movement on gentle prodding
17. Test acceptability	90% or greater survival of test organisms in dilution water control solution
18. Sampling requirements	For on-site tests, samples must be used within 24 hours of the time that they are removed from the sampling device. For off-site tests, samples are used within 36 hours of collection.
19. Sample volume required	Minimum 2 liters

Footnotes:

1. Adapted from EPA-821-R-02-012
2. Standard dilution water must have hardness requirements to generally reflect characteristics of the receiving water.

VI. CHEMICAL ANALYSIS

At the beginning of a static acute toxicity test, pH, conductivity, total residual chlorine, oxygen, hardness, alkalinity and temperature must be measured in the highest effluent concentration and the dilution water. Dissolved oxygen, pH and temperature are also measured at 24 and 48 hour

intervals in all dilutions. The following chemical analyses shall be performed on the 100 percent effluent sample and the upstream water sample for each sampling event.

<u>Parameter</u>	<u>Effluent</u>	<u>Receiving Water</u>	<u>ML (mg/l)</u>
Hardness ¹ ,	x	x	0.5
Total Residual Chlorine (TRC) ^{2, 3} ,	x		0.02
Alkalinity	x	x	2.0
pH ⁴	x	x	--
Specific Conductance	x	x	--
Total Solids	x		--
Total Dissolved Solids	x		--
Ammonia	x	x	0.1
Total Organic Carbon	x	x	0.5
Total Metals			
Cd	x	x	0.0005
Pb	x	x	0.0005
Cu	x	x	0.003
Zn	x	x	0.005
Ni	x	x	0.005
Al	x	x	0.02
Other as permit requires			

Notes:

1. Hardness may be determined by:

- APHA Standard Methods for the Examination of Water and Wastewater , 21st Edition
 - Method 2340B (hardness by calculation)
 - Method 2340C (titration)

2. Total Residual Chlorine may be performed using any of the following methods provided the required minimum limit (ML) is met.

- APHA Standard Methods for the Examination of Water and Wastewater , 21st Edition
 - Method 4500-CL E Low Level Amperometric Titration
 - Method 4500-CL G DPD Colorimetric Method

3. Required to be performed on the sample used for WET testing prior to its use for toxicity testing

VII. TOXICITY TEST DATA ANALYSIS

LC50 Median Lethal Concentration (Determined at 48 Hours)

Methods of Estimation:

- Probit Method
- Spearman-Kärber
- Trimmed Spearman-Kärber
- Graphical

See the flow chart in Figure 6 on p. 73 of EPA-821-R-02-012 for appropriate method to use on a given data set.

No Observed Acute Effect Level (NOAEL)

See the flow chart in Figure 13 on p. 87 of EPA-821-R-02-012 .

VIII. TOXICITY TEST REPORTING

A report of the results will include the following:

- Description of sample collection procedures, site description
- Names of individuals collecting and transporting samples, times and dates of sample collection and analysis on chain-of-custody
- General description of tests: age of test organisms, origin, dates and results of standard toxicant tests; light and temperature regime; other information on test conditions if different than procedures recommended. Reference toxicant test data should be included.
- All chemical/physical data generated. (Include minimum detection levels and minimum quantification levels.)
- Raw data and bench sheets.
- Provide a description of dechlorination procedures (as applicable).
- Any other observations or test conditions affecting test outcome.

EPA - New England

Reassessment of Technically Based Industrial Discharge Limits

Under 40 CFR §122.21(j)(4), all Publicly Owned Treatment Works (POTWs) with approved Industrial Pretreatment Programs (IPPs) shall provide the following information to the Director: a written evaluation of the need to revise local industrial discharge limits under 40 CFR §403.5(c)(1).

Below is a form designed by the U.S. Environmental Protection Agency (EPA - New England) to assist POTWs with approved IPPs in evaluating whether their existing Technically Based Local Limits (TBLLs) need to be recalculated. The form allows the permittee and EPA to evaluate and compare pertinent information used in previous TBLLs calculations against present conditions at the POTW.

Please read direction below before filling out form.

ITEM I.

- * In Column (1), list what your POTW's influent flow rate was when your existing TBLLs were calculated. In Column (2), list your POTW's present influent flow rate. Your current flow rate should be calculated using the POTW's average daily flow rate from the previous 12 months.
- * In Column (1) list what your POTW's SIU flow rate was when your existing TBLLs were calculated. In Column (2), list your POTW's present SIU flow rate.
- * In Column (1), list what dilution ratio and/or 7Q10 value was used in your old/expired NPDES permit. In Column (2), list what dilution ratio and/or 7Q10 value is presently being used in your new/reissued NPDES permit.

The 7Q10 value is the lowest seven day average flow rate, in the river, over a ten year period. The 7Q10 value and/or dilution ratio used by EPA in your new NPDES permit can be found in your NPDES permit "Fact Sheet."

- * In Column (1), list the safety factor, if any, that was used when your existing TBLLs were calculated.
- * In Column (1), note how your bio-solids were managed when your existing TBLLs were calculated. In Column (2), note how your POTW is presently disposing of its biosolids and how your POTW will be disposing of its biosolids in the future.

ITEM II.

- * List what your existing TBLLs are - as they appear in your current Sewer Use Ordinance (SUO).

ITEM III.

- * Identify how your existing TBLLs are allocated out to your industrial community. Some pollutants may be allocated differently than others, if so please explain.

ITEM IV.

- * Since your existing TBLLs were calculated, identify the following in detail:
 - (1) if your POTW has experienced any upsets, inhibition, interference or pass-through as a result of an industrial discharge.
 - (2) if your POTW is presently violating any of its current NPDES permit limitations - include toxicity.

ITEM V.

- * Using current sampling data, list in Column (1) the average and maximum amount of pollutants (in pounds per day) received in the POTW's influent. Current sampling data is defined as data obtained over the last 24 month period.

All influent data collected and analyzed must be in accordance with 40 CFR §136. Sampling data collected should be analyzed using the lowest possible detection method(s), e.g. graphite furnace.

- * Based on your existing TBLLs, as presented in Item II., list in Column (2), for each pollutant the Maximum Allowable Headwork Loading (MAHL) values derived from an applicable environmental criteria or standard, e.g. water quality, sludge, NPDES, inhibition, etc. For more information, please see p.,3-28 in EPA's Guidance Manual on the Development and Implementation of Local Limits Under the Pretreatment Program, 12/87.

Item VI.

- * Using current sampling data, list in Column (1) the average and maximum amount of pollutants (in micrograms per liter) present your POTW's effluent. Current sampling data is defined as data obtained during the last 24 month period. All effluent data collected and analyzed must be in accordance with 40 CFR §136. Sampling data collected should be analyzed using the lowest possible detection method(s), e.g. graphite furnace.
- * List in Column (2A) what the Water Quality Standards (WQS) were (in micrograms per liter) when your TBLLs were calculated, please note what hardness value was used at that

time. Hardness should be expressed in milligram per liter of Calcium Carbonate.

List in Column (2B) the current WQSs or "Chronic Gold Book" values for each pollutant multiplied by the dilution ratio used in your new/reissued NPDES permit. For example, with a dilution ratio of 25:1 at a hardness of 25 mg/l - Calcium Carbonate (copper's chronic WQS equals 6.54 ug/l) the chronic NPDES permit limit for copper would equal 156.25 ug/l.

ITEM VII.

- * In Column (1), list all pollutants (in micrograms per liter) limited in your new/reissued NPDES permit. In Column (2), list all pollutants limited in your old/expired NPDES permit.

ITEM VIII.

- * Using current sampling data, list in Column (1) the average and maximum amount of pollutants in your POTW's biosolids. Current data is defined as data obtained during the last 24 month period. Results are to be expressed as total dry weight.

All biosolids data collected and analyzed must be in accordance with 40 CFR §136.

In Column (2A), list current State and/or Federal sludge standards that your facility's biosolids must comply with. Also note how your POTW currently manages the disposal of its biosolids. If your POTW is planning on managing its biosolids differently, list in Column (2B) what your new biosolids criteria will be and method of disposal.

In general, please be sure the units reported are correct and all pertinent information is included in your evaluation. If you have any questions, please contact your pretreatment representative at EPA - New England.

**REASSESSMENT OF TECHNICALLY BASED LOCAL LIMITS
(TBLLs)**

POTW Name & Address : _____

NPDES PERMIT # : _____

Date EPA approved current TBLLs : _____

Date EPA approved current Sewer Use Ordinance : _____

ITEM I.

In Column (1) list the conditions that existed when your current TBLLs were calculated. In Column (2), list current conditions or expected conditions at your POTW.		
	Column (1) EXISTING TBLLs	Column (2) PRESENT CONDITIONS
POTW Flow (MGD)		
Dilution Ratio or 7Q10 (from NPDES Permit)		
SIU Flow (MGD)		
Safety Factor		N/A
Biosolids Disposal Method(s)		

ITEM II.

EXISTING TBLLs			
POLLUTANT	NUMERICAL LIMIT (mg/l) or (lb/day)	POLLUTANT	NUMERICAL LIMIT (mg/l) or (lb/day)

ITEM III.

Note how your existing TBLLs, listed in Item II., are allocated to your Significant Industrial Users (SIUs), i.e. uniform concentration, contributory flow, mass proportioning, other. Please specify by circling.

ITEM IV.

Has your POTW experienced any upsets, inhibition, interference or pass-through from industrial sources since your existing TBLLs were calculated?

If yes, explain.

Has your POTW violated any of its NPDES permit limits and/or toxicity test requirements?

If yes, explain. _____

ITEM V.

Using current POTW influent sampling data fill in Column (1). In Column (2), list your Maximum Allowable Headwork Loading (MAHL) values used to derive your TBLLs listed in Item II. In addition, please note the Environmental Criteria for which each MAHL value was established, i.e. water quality, sludge, NPDES etc.

Pollutant	Column (1) Influent Data Analyses		Column (2)	Criteria
	Maximum (lb/day)	Average (lb/day)	MAHL Values (lb/day)	
Arsenic				
Cadmium				
Chromium				
Copper				
Cyanide				
Lead				
Mercury				
Nickel				
Silver				
Zinc				
Other (List)				

ITEM VI.

Using current POTW effluent sampling data, fill in Column (1). In Column (2A) list what the Water Quality Standards (Gold Book Criteria) were at the time your existing TBLLs were developed. List in Column (2B) current Gold Book values multiplied by the dilution ratio used in your new/reissued NPDES permit.				
Pollutant	Column (1)		Columns (2A) (2B)	
	Effluent Data Analyses Maximum Average (ug/l) (ug/l)		Water Quality Criteria (Gold Book) From TBLLs Today (ug/l) (ug/l)	
Arsenic				
*Cadmium				
*Chromium				
*Copper				
Cyanide				
*Lead				
Mercury				
*Nickel				
Silver				
*Zinc				
Other (List)				

*Hardness Dependent (mg/l - CaCO3)

ITEM VII.

In Column (1), identify all pollutants limited in your new/reissued NPDES permit. In Column (2), identify all pollutants that were limited in your old/expired NPDES permit.

[illegible]

ITEM VIII.

<p>Using current POTW biosolids data, fill in Column (1). In Column (2A), list the biosolids criteria that was used at the time your existing TBLLs were calculated. If your POTW is planing on managing its biosolids differently, list in Column (2B) what your new biosolids criteria would be and method of disposal.</p>			
Pollutant	Column (1) Biosolids Data Analyses Average (mg/kg)	Columns (2A) Biosolids Criteria From TBLLs (mg/kg)	(2B) New (mg/kg)
Arsenic			
Cadmium			
Chromium			
Copper			
Cyanide			
Lead			
Mercury			
Nickel			
Silver			
Zinc			
Molybdenum			
Selenium			
Other (List)			

NPDES PERMIT REQUIREMENT
FOR
INDUSTRIAL PRETREATMENT ANNUAL REPORT

The information described below shall be included in the pretreatment program annual reports:

1. An updated list of all industrial users by category, as set forth in 40 C.F.R. 403.8(f)(2)(i), indicating compliance or noncompliance with the following:
 - baseline monitoring reporting requirements for newly promulgated industries
 - compliance status reporting requirements for newly promulgated industries
 - periodic (semi-annual) monitoring reporting requirements,
 - categorical standards, and
 - local limits;
2. A summary of compliance and enforcement activities during the preceding year, including the number of:
 - significant industrial users inspected by POTW (include inspection dates for each industrial user),
 - significant industrial users sampled by POTW (include sampling dates for each industrial user),
 - compliance schedules issued (include list of subject users),
 - written notices of violations issued (include list of subject users),
 - administrative orders issued (include list of subject users),
 - criminal or civil suits filed (include list of subject users) and,
 - penalties obtained (include list of subject users and penalty amounts);
3. A list of significantly violating industries required to be published in a local newspaper in accordance with 40 C.F.R. 403.8(f)(2)(vii);
4. A narrative description of program effectiveness including present and proposed changes to the program, such as funding, staffing, ordinances, regulations, rules and/or statutory authority;
5. A summary of all pollutant analytical results for influent, effluent, sludge and any toxicity or bioassay data from the wastewater treatment facility. The summary shall include a comparison of influent sampling results versus threshold inhibitory concentrations for the Wastewater Treatment System and effluent sampling results versus water quality standards. Such a comparison shall be based on the sampling program described in the paragraph below or any similar sampling program described in this Permit.

At a minimum, annual sampling and analysis of the influent and effluent of the Wastewater Treatment Plant shall be conducted for the following pollutants:

- | | |
|--------------------|-------------------|
| a.) Total Cadmium | f.) Total Nickel |
| b.) Total Chromium | g.) Total Silver |
| c.) Total Copper | h.) Total Zinc |
| d.) Total Lead | i.) Total Cyanide |
| e.) Total Mercury | j.) Total Arsenic |

The sampling program shall consist of one 24-hour flow-proportioned composite and at least one grab sample that is representative of the flows received by the POTW. The composite shall consist of hourly flow-proportioned grab samples taken over a 24-hour period if the sample is collected manually or shall consist of a minimum of 48 samples collected at 30 minute intervals if an automated sampler is used. Cyanide shall be taken as a grab sample during the same period as the composite sample. Sampling and preservation shall be consistent with 40 CFR Part 136.

6. A detailed description of all interference and pass-through that occurred during the past year;
7. A thorough description of all investigations into interference and pass-through during the past year;
8. A description of monitoring, sewer inspections and evaluations which were done during the past year to detect interference and pass-through, specifying parameters and frequencies;
9. A description of actions being taken to reduce the incidence of significant violations by significant industrial users; and,
10. The date of the latest adoption of local limits and an indication as to whether or not the permittee is under a State or Federal compliance schedule that includes steps to be taken to revise local limits.

NPDES PART II STANDARD CONDITIONS
(January, 2007)

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NPDES PART II STANDARD CONDITIONS
(January, 2007)

PART II. A. GENERAL REQUIREMENTS

1. Duty to Comply

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

- a. The permittee shall comply with effluent standards or prohibitions established under Section 307(a) of the sludge use or disposal established under Section 405(d) of the CWA 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 requirements.
- b. The CWA provides that any person who violates Section 301, 302, 306, 307, 308, 318, or 405 of the CWA or any permit condition or limitation implementing any of such sections in a permit issued under Section 402, or any requirement imposed in a pretreatment program approved under Section 402 (a)(3) or 402 (b)(8) of the CWA is subject to a civil penalty not to exceed \$25,000 per day for each violation. Any person who negligently violates such requirements is subject to a fine of not less than \$2,500 nor more than \$25,000 per day of violation, or by imprisonment for not more than 1 year, or both. Any person who knowingly violates such requirements is subject to a fine of not less than \$5,000 nor more than \$50,000 per day of violation, or by imprisonment for not more than 3 years, or both.
- c. Any person may be assessed an administrative penalty by the Administrator for violating Section 301, 302, 306, 307, 308, 318, or 405 of the CWA, or any permit condition or limitation implementing any of such sections in a permit issued under Section 402 of the CWA. Administrative penalties for Class I violations are not to exceed \$10,000 per violation, with the maximum amount of any Class I penalty assessed not to exceed \$25,000. Penalties for Class II violations are not to exceed \$10,000 per day for each day during which the violation continues, with the maximum amount of any Class II penalty not to exceed \$125,000.

Note: See 40 CFR §122.41(a)(2) for complete “Duty to Comply” regulations.

2. 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 notifications of planned changes or anticipated noncompliance does not stay any permit condition.

3. Duty to Provide Information

The permittee shall furnish to the Regional Administrator, within a reasonable time, any information which the Regional Administrator 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 Regional Administrator, upon request, copies of records required to be kept by this permit.

NPDES PART II STANDARD CONDITIONS
(January, 2007)

4. Reopener Clause

The Regional Administrator reserves the right to make appropriate revisions to this permit in order to establish any appropriate effluent limitations, schedules of compliance, or other provisions which may be authorized under the CWA in order to bring all discharges into compliance with the CWA.

For any permit issued to a treatment works treating domestic sewage (including “sludge-only facilities”), the Regional Administrator or Director shall include a reopener clause to incorporate any applicable standard for sewage sludge use or disposal promulgated under Section 405 (d) of the CWA. The Regional Administrator or Director may promptly modify or revoke and reissue any permit containing the reopener clause required by this paragraph if the standard for sewage sludge use or disposal is more stringent than any requirements for sludge use or disposal in the permit, or contains a pollutant or practice not limited in the permit.

Federal regulations pertaining to permit modification, revocation and reissuance, and termination are found at 40 CFR §122.62, 122.63, 122.64, and 124.5.

5. Oil and Hazardous Substance Liability

Nothing in this permit shall be construed to preclude the institution of any legal action or relieve the permittee from responsibilities, liabilities or penalties to which the permittee is or may be subject under Section 311 of the CWA, or Section 106 of the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA).

6. Property Rights

The issuance of this permit does not convey any property rights of any sort, nor any exclusive privileges.

7. Confidentiality of Information

- a. In accordance with 40 CFR Part 2, any information submitted to EPA pursuant to these regulations may be claimed as confidential by the submitter. Any such claim must be asserted at the time of submission in the manner prescribed on the application form or instructions or, in the case of other submissions, by stamping the words “confidential business information” on each page containing such information. If no claim is made at the time of submission, EPA may make the information available to the public without further notice. If a claim is asserted, the information will be treated in accordance with the procedures in 40 CFR Part 2 (Public Information).
- b. Claims of confidentiality for the following information will be denied:
 - (1) The name and address of any permit applicant or permittee;
 - (2) Permit applications, permits, and effluent data as defined in 40 CFR §2.302(a)(2).
- c. Information required by NPDES application forms provided by the Regional Administrator under 40 CFR §122.21 may not be claimed confidential. This includes information submitted on the forms themselves and any attachments used to supply information required by the forms.

NPDES PART II STANDARD CONDITIONS
(January, 2007)

8. Duty to Reapply

If the permittee wishes to continue an activity regulated by this permit after its expiration date, the permittee must apply for and obtain a new permit. The permittee shall submit a new application at least 180 days before the expiration date of the existing permit, unless permission for a later date has been granted by the Regional Administrator. (The Regional Administrator shall not grant permission for applications to be submitted later than the expiration date of the existing permit.)

9. State Authorities

Nothing in Part 122, 123, or 124 precludes more stringent State regulation of any activity covered by these regulations, whether or not under an approved State program.

10. Other Laws

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

PART II. B. OPERATION AND MAINTENANCE OF POLLUTION CONTROLS

1. 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 and with the requirements of storm water pollution prevention plans. 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 only when the operation is necessary to achieve compliance with the conditions of the permit.

2. Need to Halt or Reduce 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.

3. 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.

4. Bypass

a. Definitions

- (1) *Bypass* means the intentional diversion of waste streams from any portion of a treatment facility.

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- (2) *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 be reasonably 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 provision of Paragraphs B.4.c. and 4.d. of this section.

c. Notice

- (1) 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.
- (2) Unanticipated bypass. The permittee shall submit notice of an unanticipated bypass as required in paragraph D.1.e. of this part (Twenty-four hour reporting).

d. Prohibition of bypass

Bypass is prohibited, and the Regional Administrator may take enforcement action against a permittee for bypass, unless:

- (1) Bypass was unavoidable to prevent loss of life, personal injury, or severe property damage;
- (2) 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 preventative maintenance; and
- (3) i) The permittee submitted notices as required under Paragraph 4.c. of this section.
ii) The Regional Administrator may approve an anticipated bypass, after considering its adverse effects, if the Regional Administrator determines that it will meet the three conditions listed above in paragraph 4.d. of this section.

5. Upset

- a. Definition. *Upset* means an exceptional incident in which there is an 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 B.5.c. of this section are met. No determination made during

NPDES PART II STANDARD CONDITIONS
(January, 2007)

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:
 - (1) An upset occurred and that the permittee can identify the cause(s) of the upset;
 - (2) The permitted facility was at the time being properly operated;
 - (3) The permittee submitted notice of the upset as required in paragraphs D.1.a. and 1.e. (Twenty-four hour notice); and
 - (4) The permittee complied with any remedial measures required under B.3. above.
- d. Burden of proof. In any enforcement proceeding the permittee seeking to establish the occurrence of an upset has the burden of proof.

PART II. C. MONITORING REQUIREMENTS

1. Monitoring and Records

- a. Samples and measurements taken for the purpose of monitoring shall be representative of the monitored activity.
- b. Except for records for 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 (or longer as required by 40 CFR Part 503), 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 except for the information concerning storm water discharges which must be retained for a total of 6 years. This retention period may be extended by request of the Regional Administrator at any time.
- c. Records of monitoring information shall include:
 - (1) The date, exact place, and time of sampling or measurements;
 - (2) The individual(s) who performed the sampling or measurements;
 - (3) The date(s) analyses were performed;
 - (4) The individual(s) who performed the analyses;
 - (5) The analytical techniques or methods used; and
 - (6) The results of such analyses.
- d. Monitoring results must be conducted according to test procedures approved under 40 CFR Part 136 or, in the case of sludge use or disposal, approved under 40 CFR Part 136 unless otherwise specified in 40 CFR Part 503, unless other test procedures have been specified in the permit.
- e. The CWA provides that any person who falsifies, tampers with, or knowingly renders inaccurate any monitoring device or method required to be maintained under this permit shall, upon conviction, be punished by a fine of not more than \$10,000, or by

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imprisonment for not more than 2 years, or both. If a conviction of a person is for a violation committed after a first conviction of such person under this paragraph, punishment is a fine of not more than \$20,000 per day of violation, or by imprisonment of not more than 4 years, or both.

2. Inspection and Entry

The permittee shall allow the Regional Administrator or an authorized representative (including an authorized contractor acting as a representative of the 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 CWA, any substances or parameters at any location.

PART II. D. REPORTING REQUIREMENTS

1. Reporting Requirements

- a. **Planned Changes.** The permittee shall give notice to the Regional Administrator as soon as possible of any planned physical alterations or additions to the permitted facility. Notice is only required when:
 - (1) 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
 - (2) The alteration or addition could significantly change the nature or increase the quantities of the pollutants discharged. This notification applies to pollutants which are subject neither to the effluent limitations in the permit, nor to the notification requirements at 40 CFR§122.42(a)(1).
 - (3) 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 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 Regional Administrator 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 after notice to the Regional Administrator. The Regional Administrator may require modification or revocation and reissuance of the permit to change the name of the permittee and

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incorporate such other requirements as may be necessary under the CWA. (See 40 CFR Part 122.61; in some cases, modification or revocation and reissuance is mandatory.)

- d. Monitoring reports. Monitoring results shall be reported at the intervals specified elsewhere in this permit.
 - (1) Monitoring results must be reported on a Discharge Monitoring Report (DMR) or forms provided or specified by the Director for reporting results of monitoring of sludge use or disposal practices.
 - (2) If the permittee monitors any pollutant more frequently than required by the permit using test procedures approved under 40 CFR Part 136 or, in the case of sludge use or disposal, approved under 40 CFR Part 136 unless otherwise specified in 40 CFR Part 503, or as specified in the permit, the results of the monitoring shall be included in the calculation and reporting of the data submitted in the DMR or sludge reporting form specified by the Director.
 - (3) Calculations for all limitations which require averaging or measurements shall utilize an arithmetic mean unless otherwise specified by the Director in the permit.
- e. Twenty-four hour reporting.
 - (1) 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 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.
 - (2) 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. (See 40 CFR §122.41(g).)
 - (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 Regional Administrator in the permit to be reported within 24 hours. (See 40 CFR §122.44(g).)
 - (3) The Regional Administrator may waive the written report on a case-by-case basis for reports under Paragraph D.1.e. if the oral report has been received within 24 hours.

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- f. Compliance Schedules. Reports of compliance or noncompliance with, 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.
- g. Other noncompliance. The permittee shall report all instances of noncompliance not reported under Paragraphs D.1.d., D.1.e., and D.1.f. of this section, at the time monitoring reports are submitted. The reports shall contain the information listed in Paragraph D.1.e. 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 Regional Administrator, it shall promptly submit such facts or information.

2. Signatory Requirement

- a. All applications, reports, or information submitted to the Regional Administrator shall be signed and certified. (See 40 CFR §122.22)
- b. The CWA provides that any person who knowingly makes any false statement, representation, or certification in any record or other document submitted or required to be maintained under this permit, including monitoring reports or reports of compliance or noncompliance shall, upon conviction, be punished by a fine of not more than \$10,000 per violation, or by imprisonment for not more than 2 years per violation, or by both.

3. Availability of Reports.

Except for data determined to be confidential under Paragraph A.8. above, all reports prepared in accordance with the terms of this permit shall be available for public inspection at the offices of the State water pollution control agency and the Regional Administrator. As required by the CWA, effluent data shall not be considered confidential. Knowingly making any false statements on any such report may result in the imposition of criminal penalties as provided for in Section 309 of the CWA.

PART II. E. DEFINITIONS AND ABBREVIATIONS

1. Definitions for Individual NPDES Permits including Storm Water Requirements

Administrator means the Administrator of the United States Environmental Protection Agency, or an authorized representative.

Applicable standards and limitations means all, State, interstate, and Federal standards and limitations to which a “discharge”, a “sewage sludge use or disposal practice”, or a related activity is subject to, including “effluent limitations”, water quality standards, standards of performance, toxic effluent standards or prohibitions, “best management practices”, pretreatment standards, and “standards for sewage sludge use and disposal” under Sections 301, 302, 303, 304, 306, 307, 308, 403, and 405 of the CWA.

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Application means the EPA standard national forms for applying for a permit, including any additions, revisions, or modifications to the forms; or forms approved by EPA for use in “approved States”, including any approved modifications or revisions.

Average means the arithmetic mean of values taken at the frequency required for each parameter over the specified period. For total and/or fecal coliforms and Escherichia coli, 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.

Average weekly discharge limitation means the highest allowable average of “daily discharges” measured during the calendar week divided by the number of “daily discharges” measured during the 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 United States.” 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.

Best Professional Judgment (BPJ) means a case-by-case determination of Best Practicable Treatment (BPT), Best Available Treatment (BAT), or other appropriate technology-based standard based on an evaluation of the available technology to achieve a particular pollutant reduction and other factors set forth in 40 CFR §125.3 (d).

Coal Pile Runoff means the rainfall runoff from or through any coal storage pile.

Composite Sample means a sample consisting of a minimum of eight grab samples of equal volume collected at equal intervals during a 24-hour period (or lesser period as specified in the section on Monitoring and Reporting) and combined proportional to flow, or a sample consisting of the same number of grab samples, or greater, collected proportionally to flow over that same time period.

Construction Activities - The following definitions apply to construction activities:

- (a) Commencement of Construction is the initial disturbance of soils associated with clearing, grading, or excavating activities or other construction activities.
- (b) Dedicated portable asphalt plant is a portable asphalt plant located on or contiguous to a construction site and that provides asphalt only to the construction site that the plant is located on or adjacent to. The term dedicated portable asphalt plant does not include facilities that are subject to the asphalt emulsion effluent limitation guideline at 40 CFR Part 443.
- (c) Dedicated portable concrete plant is a portable concrete plant located on or contiguous to a construction site and that provides concrete only to the construction site that the plant is located on or adjacent to.

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- (d) Final Stabilization means that all soil disturbing activities at the site have been complete, and that a uniform perennial vegetative cover with a density of 70% of the cover for unpaved areas and areas not covered by permanent structures has been established or equivalent permanent stabilization measures (such as the use of riprap, gabions, or geotextiles) have been employed.
- (e) Runoff coefficient means the fraction of total rainfall that will appear at the conveyance as runoff.

Contiguous zone means the entire zone established by the United States under Article 24 of the Convention on the Territorial Sea and the Contiguous Zone.

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 similar activities.

CWA means the Clean Water Act (formerly referred to as the Federal Water Pollution Control Act or Federal Water Pollution Control Act Amendments of 1972) Pub. L. 92-500, as amended by Pub. L. 95-217, Pub. L. 95-576, Pub. L. 96-483, and Pub. L. 97-117; 33 USC §§1251 et seq.

Daily Discharge means the discharge of a pollutant measured during the calendar day or any other 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 measurements, the “daily discharge” is calculated as the average measurement of the pollutant over the day.

Director normally means the person authorized to sign NPDES permits by EPA or the State or an authorized representative. Conversely, it also could mean the Regional Administrator or the State Director as the context requires.

Discharge Monitoring Report Form (DMR) means the EPA standard 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.

Discharge of a pollutant means:

- (a) Any addition of any “pollutant” or combination of pollutants to “waters of the United States” from any “point source”, or
- (b) Any addition of any pollutant or combination of pollutants to the waters of the “contiguous zone” or the ocean from any point source other than a vessel or other floating craft which is being used as a means of transportation (See “Point Source” definition).

This definition includes additions of pollutants into waters of the United States from: surface runoff which is collected or channeled by man; discharges through pipes, sewers, or other conveyances owned by a State, municipality, or other person which do not lead

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to a treatment works; and discharges through pipes, sewers, or other conveyances leading into privately owned treatment works.

This term does not include an addition of pollutants by any “indirect discharger.”

Effluent limitation means any restriction imposed by the Regional Administrator on quantities, discharge rates, and concentrations of “pollutants” which are “discharged” from “point sources” into “waters of the United States”, the waters of the “contiguous zone”, or the ocean.

Effluent limitation guidelines means a regulation published by the Administrator under Section 304(b) of CWA to adopt or revise “effluent limitations”.

EPA means the United States “Environmental Protection Agency”.

Flow-weighted composite sample means a composite sample consisting of a mixture of aliquots where the volume of each aliquot is proportional to the flow rate of the discharge.

Grab Sample – An individual sample collected in a period of less than 15 minutes.

Hazardous Substance means any substance designated under 40 CFR Part 116 pursuant to Section 311 of the CWA.

Indirect Discharger means a non-domestic discharger introducing pollutants to a publicly owned treatment works.

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

- (a) Inhibits or disrupts the POTW, its treatment processes or operations, or its sludge processes, use or disposal; and
- (b) 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 (CWA), the Solid Waste Disposal Act (SWDA) (including Title II, more commonly referred to as the Resources Conservation and Recovery Act (RCRA), and including State regulations contained in any State sludge management plan prepared pursuant to Subtitle D of the SDWA), the Clean Air Act, the Toxic Substances Control Act, and the Marine Protection Research and Sanctuaries Act.

Landfill means an area of land or an excavation in which wastes are placed for permanent disposal, and which is not a land application unit, surface impoundment, injection well, or waste pile.

Land application unit means an area where wastes are applied onto or incorporated into the soil surface (excluding manure spreading operations) for treatment or disposal.

Large and Medium municipal separate storm sewer system means all municipal separate storm sewers that are either: (i) located in an incorporated place (city) with a population of 100,000 or more as determined by the latest Decennial Census by the Bureau of Census (these cities are listed in Appendices F and 40 CFR Part 122); or (ii) located in the counties with unincorporated urbanized

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populations of 100,000 or more, except municipal separate storm sewers that are located in the incorporated places, townships, or towns within such counties (these counties are listed in Appendices H and I of 40 CFR 122); or (iii) owned or operated by a municipality other than those described in Paragraph (i) or (ii) and that are designated by the Regional Administrator as part of the large or medium municipal separate storm sewer system.

Maximum daily discharge limitation means the highest allowable “daily discharge” concentration that occurs only during a normal day (24-hour duration).

Maximum daily discharge limitation (as defined for the Steam Electric Power Plants only) when applied to Total Residual Chlorine (TRC) or Total Residual Oxidant (TRO) is defined as “maximum concentration” or “Instantaneous Maximum Concentration” during the two hours of a chlorination cycle (or fraction thereof) prescribed in the Steam Electric Guidelines, 40 CFR Part 423. These three synonymous terms all mean “a value that shall not be exceeded” during the two-hour chlorination cycle. This interpretation differs from the specified NPDES Permit requirement, 40 CFR § 122.2, where the two terms of “Maximum Daily Discharge” and “Average Daily Discharge” concentrations are specifically limited to the daily (24-hour duration) values.

Municipality means a city, town, borough, county, parish, district, association, or other public body created by or under State law and having jurisdiction over disposal of sewage, industrial wastes, or other wastes, or an Indian tribe or an authorized Indian tribe organization, or a designated and approved management agency under Section 208 of the CWA.

National Pollutant Discharge Elimination System means the national program for issuing, modifying, revoking and reissuing, terminating, monitoring and enforcing permits, and imposing and enforcing pretreatment requirements, under Sections 307, 402, 318, and 405 of the CWA. The term includes an “approved program”.

New Discharger means any building, structure, facility, or installation:

- (a) From which there is or may be a “discharge of pollutants”;
- (b) That did not commence the “discharge of pollutants” at a particular “site” prior to August 13, 1979;
- (c) Which is not a “new source”; and
- (d) Which has never received a finally effective NPDES permit for discharges at that “site”.

This definition includes an “indirect discharger” which commences discharging into “waters of the United States” after August 13, 1979. It also includes any existing mobile point source (other than an offshore or coastal oil and gas exploratory drilling rig or a coastal oil and gas exploratory drilling rig or a coastal oil and gas developmental drilling rig) such as a seafood processing rig, seafood processing vessel, or aggregate plant, that begins discharging at a “site” for which it does not have a permit; and any offshore rig or coastal mobile oil and gas exploratory drilling rig or coastal mobile oil and gas developmental drilling rig that commences the discharge of pollutants after August 13, 1979, at a “site” under EPA’s permitting jurisdiction for which it is not covered by an individual or general permit and which is located in an area determined by the Regional Administrator in the issuance of a final permit to be in an area of biological concern. In determining whether an area is an area of biological concern, the Regional Administrator shall consider the factors specified in 40 CFR §§125.122 (a) (1) through (10).

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An offshore or coastal mobile exploratory drilling rig or coastal mobile developmental drilling rig will be considered a “new discharger” only for the duration of its discharge in an area of biological concern.

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.

NPDES means “National Pollutant Discharge Elimination System”.

Owner or operator means the owner or operator of any “facility or activity” subject to regulation under the NPDES programs.

Pass through means a Discharge which exits the POTW into waters of the United States 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.

Person means an individual, association, partnership, corporation, municipality, State or Federal agency, or an agent or employee thereof.

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, landfill leachate collection system, vessel, or other floating craft, from which pollutants are or may be discharged. This term does not include return flows from irrigated agriculture or agricultural storm water runoff (see 40 CFR §122.2).

Pollutant means dredged spoil, solid waste, incinerator residue, filter backwash, sewage, garbage, sewage sludge, munitions, chemical wastes, biological materials, radioactive materials (except those regulated under the Atomic Energy Act of 1954, as amended (42 U.S.C. §§2011 et seq.)), heat, wrecked or discarded equipment, rock, sand, cellar dirt and industrial, municipal, and agricultural waste discharged into water. It does not mean:

- (a) Sewage from vessels; or
- (b) Water, gas, or other material which is injected into a well to facilitate production of oil or gas, or water derived in association with oil and gas production and disposed of in a well, if the well is used either to facilitate production or for disposal purposes is approved by the authority of the State in which the well is located, and if the State determines that the injection or disposal will not result in the degradation of ground or surface water resources.

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Primary industry category means any industry category listed in the NRDC settlement agreement (Natural Resources Defense Council et al. v. Train, 8 E.R.C. 2120 (D.D.C. 1976), modified 12 E.R.C. 1833 (D. D.C. 1979)); also listed in Appendix A of 40 CFR Part 122.

Privately owned treatment works means any device or system which is (a) used to treat wastes from any facility whose operation is not the operator of the treatment works or (b) not a “POTW”.

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 or system used in the treatment (including recycling and reclamation) of municipal sewage or industrial wastes of a liquid nature which is owned by a “State” or “municipality”.

This definition includes sewers, pipes, or other conveyances only if they convey wastewater to a POTW providing treatment.

Regional Administrator means the Regional Administrator, EPA, Region I, Boston, Massachusetts.

Secondary Industry Category means any industry which is not a “primary industry category”.

Section 313 water priority chemical means a chemical or chemical category which:

- (1) is listed at 40 CFR §372.65 pursuant to Section 313 of the Emergency Planning and Community Right-To-Know Act (EPCRA) (also known as Title III of the Superfund Amendments and Reauthorization Act (SARA) of 1986);
- (2) is present at or above threshold levels at a facility subject to EPCRA Section 313 reporting requirements; and
- (3) satisfies at least one of the following criteria:
 - (i) are listed in Appendix D of 40 CFR Part 122 on either Table II (organic priority pollutants), Table III (certain metals, cyanides, and phenols), or Table V (certain toxic pollutants and hazardous substances);
 - (ii) are listed as a hazardous substance pursuant to Section 311(b)(2)(A) of the CWA at 40 CFR §116.4; or
 - (iii) are pollutants for which EPA has published acute or chronic water quality criteria.

Septage means the liquid and solid material pumped from a septic tank, cesspool, or similar domestic sewage treatment system, or a holding tank when the system is cleaned or maintained.

Sewage Sludge means any solid, semisolid, or liquid residue removed during the treatment of municipal wastewater or domestic sewage. Sewage sludge includes, but is not limited to, solids removed during primary, secondary, or advanced wastewater treatment, scum, septage, portable toilet pumpings, Type III Marine Sanitation Device pumpings (33 CFR Part 159), and sewage sludge products. Sewage sludge does not include grit or screenings, or ash generated during the incineration of sewage sludge.

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Sewage sludge use or disposal practice means the collection, storage, treatment, transportation, processing, monitoring, use, or disposal of sewage sludge.

Significant materials includes, but is not limited to: raw materials, fuels, materials such as solvents, detergents, and plastic pellets, raw materials used in food processing or production, hazardous substance designated under section 101(14) of CERCLA, any chemical the facility is required to report pursuant to EPCRA Section 313, fertilizers, pesticides, and waste products such as ashes, slag, and sludge that have the potential to be released with storm water discharges.

Significant spills includes, but is not limited to, releases of oil or hazardous substances in excess of reportable quantities under Section 311 of the CWA (see 40 CFR §110.10 and §117.21) or Section 102 of CERCLA (see 40 CFR § 302.4).

Sludge-only facility means any “treatment works treating domestic sewage” whose methods of sewage sludge use or disposal are subject to regulations promulgated pursuant to Section 405(d) of the CWA, and is required to obtain a permit under 40 CFR §122.1(b)(3).

State means any of the 50 States, the District of Columbia, Guam, the Commonwealth of Puerto Rico, the Virgin Islands, American Samoa, the Trust Territory of the Pacific Islands.

Storm Water means storm water runoff, snow melt runoff, and surface runoff and drainage.

Storm water discharge associated with industrial activity means the discharge from any conveyance which is used for collecting and conveying storm water and which is directly related to manufacturing, processing, or raw materials storage areas at an industrial plant. (See 40 CFR §122.26 (b)(14) for specifics of this definition.

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

Toxic pollutants means 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.

Treatment works treating domestic sewage means a POTW or any other sewage sludge or wastewater treatment devices or systems, regardless of ownership (including federal facilities), used in the storage, treatment, recycling, and reclamation of municipal or domestic sewage, including land dedicated for the disposal of sewage sludge. This definition does not include septic tanks or similar devices.

For purposes of this definition, “domestic sewage” includes waste and wastewater from humans or household operations that are discharged to or otherwise enter a treatment works. In States where there is no approved State sludge management program under Section 405(f) of the CWA, the Regional Administrator may designate any person subject to the standards for sewage sludge use and disposal in 40 CFR Part 503 as a “treatment works treating domestic sewage”, where he or she finds that there is a potential for adverse effects on public health and the environment from poor sludge quality or poor sludge handling, use or disposal practices, or where he or she finds that such designation is necessary to ensure that such person is in compliance with 40 CFR Part 503.

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Waste Pile means any non-containerized accumulation of solid, non-flowing waste that is used for treatment or storage.

Waters of the United States means:

- (a) All waters which are currently used, were used in the past, or may be susceptible to use in interstate or foreign commerce, including all waters which are subject to the ebb and flow of tide;
- (b) All interstate waters, including interstate “wetlands”;
- (c) All other waters such as intrastate lakes, rivers, streams (including intermittent streams), mudflats, sandflats, “wetlands”, sloughs, prairie potholes, wet meadows, playa lakes, or natural ponds the use, degradation, or destruction of which would affect or could affect interstate or foreign commerce including any such waters:
 - (1) Which are or could be used by interstate or foreign travelers for recreational or other purpose;
 - (2) From which fish or shellfish are or could be taken and sold in interstate or foreign commerce; or
 - (3) Which are used or could be used for industrial purposes by industries in interstate commerce;
- (d) All impoundments of waters otherwise defined as waters of the United States under this definition;
- (e) Tributaries of waters identified in Paragraphs (a) through (d) of this definition;
- (f) The territorial sea; and
- (g) “Wetlands” adjacent to waters (other than waters that are themselves wetlands) identified in Paragraphs (a) through (f) of this definition.

Waste treatment systems, including treatment ponds or lagoons designed to meet the requirements of the CWA (other than cooling ponds as defined in 40 CFR §423.11(m) which also meet the criteria of this definition) are not waters of the United States.

Wetlands means those areas that are inundated or saturated by surface or ground water at a frequency and duration 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 (WET) means the aggregate toxic effect of an effluent measured directly by a toxicity test. (See Abbreviations Section, following, for additional information.)

2. Definitions for NPDES Permit Sludge Use and Disposal Requirements.

Active sewage sludge unit is a sewage sludge unit that has not closed.

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Aerobic Digestion is the biochemical decomposition of organic matter in sewage sludge into carbon dioxide and water by microorganisms in the presence of air.

Agricultural Land is land on which a food crop, a feed crop, or a fiber crop is grown. This includes range land and land used as pasture.

Agronomic rate is the whole sludge application rate (dry weight basis) designed:

- (1) To provide the amount of nitrogen needed by the food crop, feed crop, fiber crop, cover crop, or vegetation grown on the land; and
- (2) To minimize the amount of nitrogen in the sewage sludge that passes below the root zone of the crop or vegetation grown on the land to the ground water.

Air pollution control device is one or more processes used to treat the exit gas from a sewage sludge incinerator stack.

Anaerobic digestion is the biochemical decomposition of organic matter in sewage sludge into methane gas and carbon dioxide by microorganisms in the absence of air.

Annual pollutant loading rate is the maximum amount of a pollutant that can be applied to a unit area of land during a 365 day period.

Annual whole sludge application rate is the maximum amount of sewage sludge (dry weight basis) that can be applied to a unit area of land during a 365 day period.

Apply sewage sludge or sewage sludge applied to the land means land application of sewage sludge.

Aquifer is a geologic formation, group of geologic formations, or a portion of a geologic formation capable of yielding ground water to wells or springs.

Auxiliary fuel is fuel used to augment the fuel value of sewage sludge. This includes, but is not limited to, natural gas, fuel oil, coal, gas generated during anaerobic digestion of sewage sludge, and municipal solid waste (not to exceed 30 percent of the dry weight of the sewage sludge and auxiliary fuel together). Hazardous wastes are not auxiliary fuel.

Base flood is a flood that has a one percent chance of occurring in any given year (i.e. a flood with a magnitude equaled once in 100 years).

Bulk sewage sludge is sewage sludge that is not sold or given away in a bag or other container for application to the land.

Contaminate an aquifer means to introduce a substance that causes the maximum contaminant level for nitrate in 40 CFR §141.11 to be exceeded in ground water or that causes the existing concentration of nitrate in the ground water to increase when the existing concentration of nitrate in the ground water exceeds the maximum contaminant level for nitrate in 40 CFR §141.11.

Class I sludge management facility is any publicly owned treatment works (POTW), as defined in 40 CFR §501.2, required to have an approved pretreatment program under 40 CFR §403.8 (a) (including any POTW located in a state that has elected to assume local program responsibilities pursuant to 40 CFR §403.10 (e) and any treatment works treating domestic sewage, as defined in 40 CFR § 122.2,

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classified as a Class I sludge management facility by the EPA Regional Administrator, or, in the case of approved state programs, the Regional Administrator in conjunction with the State Director, because of the potential for sewage sludge use or disposal practice to affect public health and the environment adversely.

Control efficiency is the mass of a pollutant in the sewage sludge fed to an incinerator minus the mass of that pollutant in the exit gas from the incinerator stack divided by the mass of the pollutant in the sewage sludge fed to the incinerator.

Cover is soil or other material used to cover sewage sludge placed on an active sewage sludge unit.

Cover crop is a small grain crop, such as oats, wheat, or barley, not grown for harvest.

Cumulative pollutant loading rate is the maximum amount of inorganic pollutant that can be applied to an area of land.

Density of microorganisms is the number of microorganisms per unit mass of total solids (dry weight) in the sewage sludge.

Dispersion factor is the ratio of the increase in the ground level ambient air concentration for a pollutant at or beyond the property line of the site where the sewage sludge incinerator is located to the mass emission rate for the pollutant from the incinerator stack.

Displacement is the relative movement of any two sides of a fault measured in any direction.

Domestic septage is either liquid or solid material removed from a septic tank, cesspool, portable toilet, Type III marine sanitation device, or similar treatment works that receives only domestic sewage. Domestic septage does not include liquid or solid material removed from a septic tank, cesspool, or similar treatment works that receives either commercial wastewater or industrial wastewater and does not include grease removed from a grease trap at a restaurant.

Domestic sewage is waste and wastewater from humans or household operations that is discharged to or otherwise enters a treatment works.

Dry weight basis means calculated on the basis of having been dried at 105 degrees Celsius (°C) until reaching a constant mass (i.e. essentially 100 percent solids content).

Fault is a fracture or zone of fractures in any materials along which strata on one side are displaced with respect to the strata on the other side.

Feed crops are crops produced primarily for consumption by animals.

Fiber crops are crops such as flax and cotton.

Final cover is the last layer of soil or other material placed on a sewage sludge unit at closure.

Fluidized bed incinerator is an enclosed device in which organic matter and inorganic matter in sewage sludge are combusted in a bed of particles suspended in the combustion chamber gas.

Food crops are crops consumed by humans. These include, but are not limited to, fruits, vegetables, and tobacco.

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Forest is a tract of land thick with trees and underbrush.

Ground water is water below the land surface in the saturated zone.

Holocene time is the most recent epoch of the Quaternary period, extending from the end of the Pleistocene epoch to the present.

Hourly average is the arithmetic mean of all the measurements taken during an hour. At least two measurements must be taken during the hour.

Incineration is the combustion of organic matter and inorganic matter in sewage sludge by high temperatures in an enclosed device.

Industrial wastewater is wastewater generated in a commercial or industrial process.

Land application is the spraying or spreading of sewage sludge onto the land surface; the injection of sewage sludge below the land surface; or the incorporation of sewage sludge into the soil so that the sewage sludge can either condition the soil or fertilize crops or vegetation grown in the soil.

Land with a high potential for public exposure is land that the public uses frequently. This includes, but is not limited to, a public contact site and reclamation site located in a populated area (e.g., a construction site located in a city).

Land with low potential for public exposure is land that the public uses infrequently. This includes, but is not limited to, agricultural land, forest and a reclamation site located in an unpopulated area (e.g., a strip mine located in a rural area).

Leachate collection system is a system or device installed immediately above a liner that is designed, constructed, maintained, and operated to collect and remove leachate from a sewage sludge unit.

Liner is soil or synthetic material that has a hydraulic conductivity of 1×10^{-7} centimeters per second or less.

Lower explosive limit for methane gas is the lowest percentage of methane gas in air, by volume, that propagates a flame at 25 degrees Celsius and atmospheric pressure.

Monthly average (Incineration) is the arithmetic mean of the hourly averages for the hours a sewage sludge incinerator operates during the month.

Monthly average (Land Application) is the arithmetic mean of all measurements taken during the month.

Municipality means a city, town, borough, county, parish, district, association, or other public body (including an intermunicipal agency of two or more of the foregoing entities) created by or under State law; an Indian tribe or an authorized Indian tribal organization having jurisdiction over sewage sludge management; or a designated and approved management agency under section 208 of the CWA, as amended. The definition includes a special district created under state law, such as a water district, sewer district, sanitary district, utility district, drainage district, or similar entity, or an integrated waste management facility as defined in section 201 (e) of the CWA, as amended, that has as one of its principal responsibilities the treatment, transport, use or disposal of sewage sludge.

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Other container is either an open or closed receptacle. This includes, but is not limited to, a bucket, a box, a carton, and a vehicle or trailer with a load capacity of one metric ton or less.

Pasture is land on which animals feed directly on feed crops such as legumes, grasses, grain stubble, or stover.

Pathogenic organisms are disease-causing organisms. These include, but are not limited to, certain bacteria, protozoa, viruses, and viable helminth ova.

Permitting authority is either EPA or a State with an EPA-approved sludge management program.

Person is an individual, association, partnership, corporation, municipality, State or Federal Agency, or an agent or employee thereof.

Person who prepares sewage sludge is either the person who generates sewage sludge during the treatment of domestic sewage in a treatment works or the person who derives a material from sewage sludge.

pH means the logarithm of the reciprocal of the hydrogen ion concentration; a measure of the acidity or alkalinity of a liquid or solid material.

Place sewage sludge or sewage sludge placed means disposal of sewage sludge on a surface disposal site.

Pollutant (as defined in sludge disposal requirements) is an organic substance, an inorganic substance, a combination of organic and inorganic substances, or pathogenic organism that, after discharge and upon exposure, ingestion, inhalation, or assimilation into an organism either directly from the environment or indirectly by ingestion through the food chain, could on the basis of information available to the Administrator of EPA, cause death, disease, behavioral abnormalities, cancer, genetic mutations, physiological malfunctions (including malfunction in reproduction) or physical deformations in either organisms or offspring of the organisms.

Pollutant limit (for sludge disposal requirements) is a numerical value that describes the amount of a pollutant allowed per unit amount of sewage sludge (e.g., milligrams per kilogram of total solids); the amount of pollutant that can be applied to a unit of land (e.g., kilograms per hectare); or the volume of the material that can be applied to the land (e.g., gallons per acre).

Public contact site is a land with a high potential for contact by the public. This includes, but is not limited to, public parks, ball fields, cemeteries, plant nurseries, turf farms, and golf courses.

Qualified ground water scientist is an individual with a baccalaureate or post-graduate degree in the natural sciences or engineering who has sufficient training and experience in ground water hydrology and related fields, as may be demonstrated by State registration, professional certification, or completion of accredited university programs, to make sound professional judgments regarding ground water monitoring, pollutant fate and transport, and corrective action.

Range land is open land with indigenous vegetation.

Reclamation site is drastically disturbed land that is reclaimed using sewage sludge. This includes, but is not limited to, strip mines and construction sites.

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Risk specific concentration is the allowable increase in the average daily ground level ambient air concentration for a pollutant from the incineration of sewage sludge at or beyond the property line of a site where the sewage sludge incinerator is located.

Runoff is rainwater, leachate, or other liquid that drains overland on any part of a land surface and runs off the land surface.

Seismic impact zone is an area that has 10 percent or greater probability that the horizontal ground level acceleration to the rock in the area exceeds 0.10 gravity once in 250 years.

Sewage sludge is a solid, semi-solid, or liquid residue generated during the treatment of domestic sewage in a treatment works. Sewage sludge includes, but is not limited to: domestic septage; scum or solids removed in primary, secondary, or advanced wastewater treatment processes; and a material derived from sewage sludge. Sewage sludge does not include ash generated during the firing of sewage sludge in a sewage sludge incinerator or grit and screening generated during preliminary treatment of domestic sewage in treatment works.

Sewage sludge feed rate is either the average daily amount of sewage sludge fired in all sewage sludge incinerators within the property line of the site where the sewage sludge incinerators are located for the number of days in a 365 day period that each sewage sludge incinerator operates, or the average daily design capacity for all sewage sludge incinerators within the property line of the site where the sewage sludge incinerators are located.

Sewage sludge incinerator is an enclosed device in which only sewage sludge and auxiliary fuel are fired.

Sewage sludge unit is land on which only sewage sludge is placed for final disposal. This does not include land on which sewage sludge is either stored or treated. Land does not include waters of the United States, as defined in 40 CFR §122.2.

Sewage sludge unit boundary is the outermost perimeter of an active sewage sludge unit.

Specific oxygen uptake rate (SOUR) is the mass of oxygen consumed per unit time per unit mass of total solids (dry weight basis) in sewage sludge.

Stack height is the difference between the elevation of the top of a sewage sludge incinerator stack and the elevation of the ground at the base of the stack when the difference is equal to or less than 65 meters. When the difference is greater than 65 meters, stack height is the creditable stack height determined in accordance with 40 CFR §51.100 (ii).

State is one of the United States of America, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Trust Territory of the Pacific Islands, the Commonwealth of the Northern Mariana Islands, and an Indian tribe eligible for treatment as a State pursuant to regulations promulgated under the authority of section 518(e) of the CWA.

Store or storage of sewage sludge is the placement of sewage sludge on land on which the sewage sludge remains for two years or less. This does not include the placement of sewage sludge on land for treatment.

Surface disposal site is an area of land that contains one or more active sewage sludge units.

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Total hydrocarbons means the organic compounds in the exit gas from a sewage sludge incinerator stack measured using a flame ionization detection instrument referenced to propane.

Total solids are the materials in sewage sludge that remain as residue when the sewage sludge is dried at 103 to 105 degrees Celsius.

Treat or treatment of sewage sludge is the preparation of sewage sludge for final use or disposal. This includes, but is not limited to, thickening, stabilization, and dewatering of sewage sludge. This does not include storage of sewage sludge.

Treatment works is either a federally owned, publicly owned, or privately owned device or system used to treat (including recycle and reclaim) either domestic sewage or a combination of domestic sewage and industrial waste of a liquid nature.

Unstable area is land subject to natural or human-induced forces that may damage the structural components of an active sewage sludge unit. This includes, but is not limited to, land on which the soils are subject to mass movement.

Unstabilized solids are organic materials in sewage sludge that have not been treated in either an aerobic or anaerobic treatment process.

Vector attraction is the characteristic of sewage sludge that attracts rodents, flies, mosquitoes, or other organisms capable of transporting infectious agents.

Volatile solids is the amount of the total solids in sewage sludge lost when the sewage sludge is combusted at 550 degrees Celsius in the presence of excess air.

Wet electrostatic precipitator is an air pollution control device that uses both electrical forces and water to remove pollutants in the exit gas from a sewage sludge incinerator stack.

Wet scrubber is an air pollution control device that uses water to remove pollutants in the exit gas from a sewage sludge incinerator stack.

3. Commonly Used Abbreviations

BOD	Five-day biochemical oxygen demand unless otherwise specified
CBOD	Carbonaceous BOD
CFS	Cubic feet per second
COD	Chemical oxygen demand
Chlorine	
Cl ₂	Total residual chlorine
TRC	Total residual chlorine which is a combination of free available chlorine (FAC, see below) and combined chlorine (chloramines, etc.)

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TRO	Total residual chlorine in marine waters where halogen compounds are present
FAC	Free available chlorine (aqueous molecular chlorine, hypochlorous acid, and hypochlorite ion)
Coliform	
Coliform, Fecal	Total fecal coliform bacteria
Coliform, Total	Total coliform bacteria
Cont. (Continuous)	Continuous recording of the parameter being monitored, i.e. flow, temperature, pH, etc.
Cu. M/day or M ³ /day	Cubic meters per day
DO	Dissolved oxygen
kg/day	Kilograms per day
lbs/day	Pounds per day
mg/l	Milligram(s) per liter
ml/l	Milliliters per liter
MGD	Million gallons per day
Nitrogen	
Total N	Total nitrogen
NH ₃ -N	Ammonia nitrogen as nitrogen
NO ₃ -N	Nitrate as nitrogen
NO ₂ -N	Nitrite as nitrogen
NO ₃ -NO ₂	Combined nitrate and nitrite nitrogen as nitrogen
TKN	Total Kjeldahl nitrogen as nitrogen
Oil & Grease	Freon extractable material
PCB	Polychlorinated biphenyl
pH	A measure of the hydrogen ion concentration. A measure of the acidity or alkalinity of a liquid or material
Surfactant	Surface-active agent

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Temp. °C	Temperature in degrees Centigrade
Temp. °F	Temperature in degrees Fahrenheit
TOC	Total organic carbon
Total P	Total phosphorus
TSS or NFR	Total suspended solids or total nonfilterable residue
Turb. or Turbidity	Turbidity measured by the Nephelometric Method (NTU)
ug/l	Microgram(s) per liter
WET	“Whole effluent toxicity” is the total effect of an effluent measured directly with a toxicity test.
C-NOEC	“Chronic (Long-term Exposure Test) – No Observed Effect Concentration”. The highest tested concentration of an effluent or a toxicant at which no adverse effects are observed on the aquatic test organisms at a specified time of observation.
A-NOEC	“Acute (Short-term Exposure Test) – No Observed Effect Concentration” (see C-NOEC definition).
LC ₅₀	LC ₅₀ is the concentration of a sample that causes mortality of 50% of the test population at a specific time of observation. The LC ₅₀ = 100% is defined as a sample of undiluted effluent.
ZID	Zone of Initial Dilution means the region of initial mixing surrounding or adjacent to the end of the outfall pipe or diffuser ports.

**UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
NEW ENGLAND - REGION I
5 POST OFFICE SQUARE, SUITE 100
BOSTON, MASSACHUSETTS 02109-3912**

FACT SHEET

DRAFT NATIONAL POLLUTANT DISCHARGE ELIMINATION SYSTEM (NPDES)
PERMIT TO DISCHARGE TO WATERS OF THE UNITED STATES PURSUANT TO THE
CLEAN WATER ACT (CWA)

NPDES PERMIT NUMBER: **MA0101702**

PUBLIC NOTICE START AND END DATES: July 1, 2013 – August 29, 2013

NAME AND MAILING ADDRESS OF APPLICANT:

**Town of Mansfield
6 Park Row
Mansfield, MA 02048**

NAME AND ADDRESS OF FACILITY WHERE DISCHARGE OCCURS:

**Mansfield Water Pollution Abatement Facility (WPAF)
Intersection of Hill Street and Crane Street, Norton, MA**

NAME AND ADDRESS OF CO-PERMITTEES:

**Town of Norton
Water & Sewer Department
70 E. Main Street
Norton, MA 02766**

**Town of Foxboro
Water & Sewer Department
40 South Street
Foxboro, MA 02035**

RECEIVING WATER(S): **Three Mile River (Taunton Watershed (62))**

RECEIVING WATER CLASSIFICATION(S): **Class B**

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Attachments

Table 1. DMR Data

Tables 2 and 3. Load Limit Calculations

Table 11. Metals Effluent Data and Criteria Calculations

Figure 1. Location Map

Figure 2. Flow Process Diagram

Attachment A. LOADEST results

Attachment B. Nitrogen Attenuation

Attachment C. *EPA Region 1 NPDES Permitting Approach for Publicly Owned Treatment Works that Include Municipal Satellite Sewage Collection Systems*

1. Proposed Action, Type of Facility, and Discharge Location

The above named applicant has requested that the U.S. Environmental Protection Agency (EPA) reissue its National Pollutant Discharge Elimination System (NPDES) permit to discharge from Outfall 001 into the Three Mile River. The facility is an advanced wastewater treatment plant engaged in the collection and treatment of sanitary and industrial wastewater.

The existing NPDES permit was issued on April 9, 2004 and expired on September 30, 2008. As of October 1, 2008 the expired permit (hereinafter referred to as the “current permit”) was administratively extended because the applicant filed a complete application for permit reissuance as required by 40 Code of Federal Regulations (CFR) §122.6. The facility location is shown on Figure 1 of this fact sheet.

The co-permittees own and operate separate sanitary sewer collection systems that convey wastewater to the Mansfield WPAF for treatment. The draft permit requires the co-permittees to properly operate and maintain their collection systems (see Section 1 of the Fact Sheet and Parts I.B and C of the draft permit for specific requirements).

2. Description of Discharge

A quantitative description of the discharge in terms of significant effluent parameters based on recent effluent monitoring data may be found in Table 1 of this fact sheet. Figure 2 of the fact sheet is a flow process diagram of the facility.

3. Receiving Water Description

The Three Mile River is classified as a Class B warm water fishery by the Massachusetts Department of Environmental Protection (MassDEP) in the Massachusetts Surface Water Quality Standards (MA SQWS), 314 Code of Massachusetts Regulations ("CMR") 4.05(4)(a). The MA SQWS describes Class B waters as having the following uses: (1) a habitat for fish, other aquatic life, and wildlife, (2) primary and secondary contact recreation, (3) a source of public water supply (i.e., where designated and with appropriate treatment), (4) suitable for irrigation and other agricultural uses and for compatible industrial cooling and process uses, and (5) will have consistently good aesthetic value.

The SWQS (314 CMR 4.02) define warm water fisheries as waters in which the maximum mean temperature over a seven day period generally exceeds 20° Celsius during the summer months and are not capable of supporting a year-round population of cold water stenothermal aquatic life.

The Three Mile River has been identified as impaired due to pathogens on the Massachusetts 2012 Integrated List of Waters, Category 5 (the “303(d)” list).

4. Limitations and Conditions

The effluent limitations and all other requirements described in Part VI of this Fact Sheet may be found in the draft permit.

5. Permit Basis: Statutory and Regulatory Authority

Congress enacted the Clean Water Act (CWA) “to restore and maintain the chemical, physical, and biological integrity of the Nation’s waters.” CWA § 101(a). To achieve this objective, the CWA makes it unlawful for any person to discharge any pollutant into the waters of the United States from any point source, except as authorized by specified permitting sections of the CWA, one of which is Section 402. *See* CWA §§ 301(a), 402(a).

Section 402(a) established one of the CWA’s principal permitting programs, the National Pollutant Elimination System (NPDES). Under this section of the CWA, EPA may “issue a permit for the discharge of any pollutant, or combination of pollutants” in accordance with certain conditions. *See* CWA § 402(a). NPDES permits generally contain discharge limitations and establish related monitoring and reporting requirements. *See* CWA § 402(a)(1)-(2).

Section 301 of the CWA provides for two types of effluent limitations to be included in NPDES permits: “technology-based” limitations and “water quality-based” limitations. *See* §§ 301, 304(b); 40 CFR §§ 122, 125, 131. Technology-based treatment requirements represent the minimum level of control that must be imposed under Sections 402 and 301(b) of the Clean Water Act. For publicly owned treatment works (POTWs), technology-based requirements are effluent limits based on secondary treatment as defined in 40 CFR 133.102.

EPA regulations require NPDES permits to contain effluent limits more stringent than technology-based limits where necessary to maintain or achieve federal or state water quality standards. Under Section 301(b)(1)(C) of the CWA, discharges are subject to effluent limitations based on water quality standards. The MA SWQS, 314 CMR 4.00, establish requirements for the regulation and control of toxic constituents and also require that EPA criteria, established pursuant to Section 304 (a) of the CWA, shall be used unless a site specific criteria is established. Massachusetts regulations similarly require that its permits contain limitations which are adequate to assure the attainment and maintenance of the water quality standards of the receiving waters as assigned in the MA SWQS. *See* 314 CMR 3.11(3). EPA is required to obtain certification from the state in which the discharge is located that all water quality standards or other applicable requirements of state law, in accordance with Section 301(b)(1)(C) of the CWA, are satisfied, unless the state waives certification.

Section 401(a)(2) of the CWA and 40 CFR § 122.44(d)(4) require EPA to condition NPDES permits in a manner that will ensure compliance with the applicable water quality standards of a “downstream affected state,” in this case Rhode Island. The Rhode Island Water Quality Regulations (RI WQR) also establish designated uses of the State’s waters, criteria to protect those uses, and an antidegradation provision to ensure that existing uses and high quality waters are protected and maintained.

In addition, a permit may not be renewed, reissued or modified with less stringent limitations or conditions than those contained in the previous permit unless in compliance with the anti-backsliding requirements of CWA Section 402(o) and 40 CFR §122.44(l). States are also required to develop antidegradation policies pursuant to 40 CFR § 131.12. No lowering of

water quality is allowed, except in accordance with the antidegradation policy.

6. Explanation of the Permit's Effluent Limitation(s)

6.1 Facility Information

The Mansfield WPAF was completed in 1985, replacing a secondary facility that was located upstream of the Norton Reservoir on the Wading River. Phase I of a planned upgrade was completed in 2009. The facility is a 3.14 million gallon per day (mgd) advanced wastewater treatment facility. The Facility serves a population of approximately 25,300 in Mansfield, Norton and Foxboro and industrial users including two categorical industrial users (CIUs) and five non-categorical significant industrial users (SIUs).

The activated sludge treatment process includes the following units:

1. Bar Screen
2. Aerated Grit Tanks
3. Distribution Box (ferric and lime added for phosphorus removal and pH control)
4. Primary Clariflocculators
5. Aeration Tanks (polymer and additional ferric added post-aeration for phosphorus removal)
6. Secondary Clarifiers
7. Gravity Filters (one sand filter, one Aquadiamond cloth media filter)
8. Chlorine Contact Chamber (chlorine addition point is just prior to filters)

The facility utilizes a lift prior to the treatment train, allowing gravity flow through the treatment process. The Phase 1 upgrade completed in 2009 included a complete headworks upgrade, replacement of one sand filter with an Aquadiamond filter, upgrades to the sludge and septage handling facilities and various drive gears and mixers through the facility. The facility is equipped to accept septage but receives very little. The WPAF has discontinued the use of filter presses for sludge handling (previously sent to a town-owned compost facility) and currently ships 18-27,000 gallons per day of wet sludge (approx 4% solids) to Synagro in Woonsocket for incineration.

Flow is measured via a Parshall flume just after the filter building. Composite samples are taken after filtration within the filtration building, while grab samples are taken after the chlorine contact chamber.

The permittee was issued an administrative compliance order by EPA to address copper permit limitation exceedances. The Order included a requirement to submit an annual Copper Optimization Report detailing the actions taken during the prior calendar year to identify sources of copper entering the POTW and to further optimize the removal of copper from the POTW effluent. The Order established an interim average monthly copper limit of 20 ug/l that is in effect until the effective date of this new permit.

The Town of Mansfield has engaged in extensive planning for a Phase 2 upgrade. Completion of

planning is pending the reissuance of this NPDES permit, which has been expected to contain new nutrient limits. In addition, the Town has been engaged in regionalization discussions, including the potential to tie in Wheaton College, which currently has its own NPDES permit (MA0026182). Should such a tie-in/permit termination occur within the term of this permit, the Mansfield WPAF would be eligible for a permit modification to accommodate the Wheaton College flow and pollutant loads. For informational purposes, the potential permit limits EPA expects would be included in a modified permit are discussed below.

6.2 Derivation of Effluent Limits under the Federal CWA and the Commonwealth of Massachusetts Water Quality Standards

A. FLOW

The 12 month rolling average flow limitation of 3.14 mgd in the current permit has been maintained in the draft permit. This is the design flow of the facility found in Form 2A, Part A, Section a.6. of the permit application. The draft permit requires continuous flow measurement, and also requires reporting of the average monthly and maximum daily flows.

Should Wheaton College tie into the Mansfield WPAF and terminate its NPDES permit, the Mansfield WPAF would be eligible for an increased flow limit of 3.26 mgd to reflect the addition of the design flow of the Wheaton College facility (0.12 mgd). Because Wheaton College is located upstream of the Mansfield WPAF, the transfer of flow to the Mansfield WPAF is consistent with water quality requirements. In fact, the removal of pollutant loads from the smaller Rumford River, and the higher level of treatment available at the Mansfield WPAF for the discharge as it reaches the Three Mile River, would be expected to improve water quality conditions in both receiving waters.

Several water quality-based limitations are established with the use of a calculated available “dilution factor” based on facility design flow and the receiving water 7Q10 flow pursuant to 314 CMR 4.03(3). The 7Q10 flow is the lowest seven consecutive day mean flow with an average recurrence frequency of ten years. The 7Q10 flow at this facility is 3.80 mgd or 5.87 cfs as determined from previous MassDEP studies and used in the prior permit reissuance.

The dilution factor is calculated as:

$$\frac{\text{River flow (7Q10)} + \text{Design effluent flow}}{\text{Design effluent flow}} = \text{Dilution Factor}$$

$$\frac{3.80 + 3.14}{3.14} = 2.21 \text{ (rounded to 2.2)}$$

The dilution factor calculated using a revised flow to accommodate Wheaton College would be

$$\frac{3.80 + 3.26}{3.26} = 2.16 \text{ (rounded to 2.2)}$$

B. CONVENTIONAL POLLUTANTS

Biochemical Oxygen Demand (BOD) and Total Suspended Solids (TSS)

Limits for BOD₅ and TSS are the same as in the current permit. Publicly Owned Treatment Works (POTWs) are subject to the secondary treatment requirements set forth at 40 CFR Part 133. From November 1 through April 30 the standard secondary treatment requirements for BOD₅ and TSS (30 mg/l average monthly; 45 mg/l average weekly) apply based on the requirements set forth at 40 C.F.R. § 133.102(a)(1) and (2). The permit also contains year-round requirements of not less than 85% removal of BOD₅ and TSS pursuant to 40 C.F.R. § 133.102(a)(3).

During the period of May 1 through October 31, the permit contains more stringent water quality-based limitations for BOD₅ and TSS. The limits are an average monthly concentration of 10 mg/l, and a weekly average concentration of 10 mg/l. These were established by the MassDEP as a wasteload allocation. These limits are more stringent than those required in 40 CFR §133.102(a)(4).

Load limits are also included in the draft permit, 40 CFR § 122.45(f), and are calculated based on design flow as shown in Table 2 (attached). Table 3 (also attached) shows the potential modified permit load limit should Wheaton College tie in and terminate its permit. Concentration limits would be unchanged in a modified permit.

There have been no violations of the monthly or weekly average BOD and TSS limits during the period of June 2010 through June 2012. The BOD and TSS removal percentages have both averaged over 99%, with no violations during this same time period (See Table 1 for details).

pH

The draft permit continues the current pH limitations based on MA SWQS at 314 CMR 4.00, and are at least as stringent as technology-based pH limitations set forth at 40 C.F.R. §133.102(c). MA SWQS require that Class B waters shall be in a range of 6.5 through 8.3 standard units. The monitoring frequency remains the same at once (1) per day.

Bacteria

Limitations for bacteria in the existing permit are based upon state water quality standards for Massachusetts. There were no violations of the fecal coliform limit in the period June 2010 through June 2012.

The limits are modified in the Draft Permit to reflect the *E. coli* criteria in the revisions to the MA SWQS, 314 CMR 4.05(3)(b), approved by EPA in 2007. The monthly average limitation in the draft permit is 126 colony forming units (cfu) per 100 ml, and shall be expressed as a monthly geometric mean. The daily maximum limitation in the draft permit is 409 cfu/100 ml. These limitations are a State certification requirement and are consistent with EPA guidance recommending that no dilution be considered in establishing permit limits for discharges to rivers designated for primary contact recreation. *EPA Memorandum re: Initial Zones of Dilution for Bacteria in Rivers and Streams Designated for Primary Contact Recreation*, November 12, 2008. The monitoring frequency is maintained at three times per week.

C. NON-CONVENTIONAL POLLUTANTS

EPA is required to limit any pollutant or pollutant parameter that is or may be discharged at a level that caused, has reasonable potential to cause or contributes to an excursion above any water quality criterion.

Ammonia-Nitrogen

The draft permit continues the current permit's warm weather (April 1 through October 31) limits for ammonia-nitrogen. The permit contains average monthly limits of 10 mg/l in April, 5 mg/l in May, and 1 mg/l in June to October. For the months of June through October the permit also contains an average weekly limit of 1 mg/l and a maximum daily limit of 1.5 mg/l. These limits are based on a 1988 wasteload allocation, with corresponding load limits as calculated in Table 2 (attached).¹ There were no violations of the ammonia limits between June 2010 and June 2012 (see Table 1).

Total Nitrogen

The draft permit includes a total nitrogen limit of 5.0 mg/l total nitrogen, and a mass limit of 131 lbs/day based on the concentration limit and the design flow of the treatment facility, in effect for the months of May through October, in order to address cultural eutrophication in the Taunton River Estuary and Mount Hope Bay. In addition to this seasonally-applied numeric limit, the permit requires the permittee to optimize the treatment facility operations for the removal of total nitrogen during the months of November through April using all available treatment equipment at the facility. The basis for this determination is set forth below.

a. Ecological Setting: the Taunton River Estuary, Mount Hope Bay and Estuarine Systems Generally

The saltwater portions of the Taunton River (the "Taunton River Estuary") and Mount Hope Bay are part of the greater Narragansett Bay Estuary system, which covers approximately 147 square miles within Massachusetts and Rhode Island. The Narragansett Bay Estuary is one of only 28 "estuaries of national significance" under the National Estuary Program (NEP), which was established in 1987 by amendments to the CWA to identify, restore and protect estuaries along the coasts of the United States.

Mt. Hope Bay (the Bay) is situated in the northeast corner of Narragansett Bay, lying within both Rhode Island to the south and west and Massachusetts to the north and east. The Bay connects to the East Passage of Narragansett Bay to the southwest, via a deep, narrow channel where the Mt. Hope Bridge crosses over from Aquidneck Island to Bristol Point, and to Rhode Island Sound to the South via the Sakonnet River (actually an embayment) between Tiverton, RI and Aquidneck Island. The Bay covers an area of 13.6 square miles, and has a volume of 53.3 billion gallons at mean low water (MLW). <http://www.smast.umassd.edu/MHBNL/report2003.php>

The Bay has a tidal range averaging approximately 4.5 feet.

¹ Table 3 (also attached) shows the potential modified permit load limit should Wheaton College tie in and terminate its permit. Concentration limits would be unchanged in a modified permit.

The Taunton River is the largest freshwater source to Mount Hope Bay. It discharges into the Bay from the north at Fall River. The Taunton River Estuary consists of the saltwater portions of the Taunton River, extending from the Braga Bridge at the confluence with Mount Hope Bay upstream to the Route 24 bridge (Taunton/Raynham), approximately four miles upstream of the Taunton WWTP discharge. (MassDEP, 2001). It is the longest river unobstructed by dams in New England, with tidal influence extending upriver approximately 20 miles. (Horsley Witten, 2007).

Estuaries are extremely significant aquatic resources. An estuary is a partially enclosed coastal body of water located between freshwater ecosystems (lakes, rivers, and streams; freshwater and coastal wetlands; and groundwater systems) and coastal shelf systems where freshwater from the land measurably dilutes saltwater from the ocean. This mixture of water types creates a unique transitional environment that is critical for the survival of many species of fish, birds, and other wildlife. Estuarine environments are among the most productive on earth, creating more organic matter each year than comparably sized areas of forest, grassland, or agricultural land (EPA, 2001).

Maintaining water quality within an estuary is important for many reasons. Estuaries provide a variety of habitats such as shallow open waters, freshwater and saltwater marshes, sandy beaches, mud and sand flats, rocky shores, oyster reefs, tidal pools, and seagrass beds. Tens of thousands of birds, mammals, fish, and other wildlife depend on estuarine habitats as places to live, feed, and reproduce. Many species of fish and shellfish rely on the sheltered waters of estuaries as protected places to spawn.

Moreover, estuaries also provide a number of recreational values such as swimming, boating, fishing, and bird watching. In addition, estuaries have an important commercial value since they serve as nursery grounds for two-thirds of the nation's commercial fish and shellfish, and support tourism drawing on the natural resources that estuaries supply. (EPA, 1998). Consequently, EPA believes sound environmental policy reasons favor a pollution control approach that is both protective and undertaken expeditiously to prevent degradation of these critical natural resources. Because estuaries are the intermediary between oceans and land, both of these geographic features influence their physical, chemical, and biological properties. In the course of flowing downstream through a watershed to an estuary, tributaries pick up materials that wash off the land or are discharged directly into the water by land-based activities.

Eventually, the materials that accumulate in the tributaries are delivered to estuaries. The types of materials that eventually enter an estuary largely depend on how the land is used. Undisturbed land, for example, will discharge considerably fewer pollutants than an urban center or areas with large amounts of impervious cover. Accordingly, an estuary's overall health can be heavily impacted by surrounding land uses.

Unlike free-flowing rivers, which tend to flush out sediments and pollutants relatively quickly, an estuary will often have a lengthy retention period as up-estuary saltwater movement interacts with down-estuary freshwater flow (EPA, 2001). Estuaries are particle-rich relative to coastal systems and have physical mechanisms that tend to retain particles. These suspended particles mediate a number of activities (e.g., absorbing and scattering light, or absorbing hydroscopic

materials such as phosphate and toxic contaminants). New particles enter with river flow and may be resuspended from the bottom by tidal currents and wind-wave activity. Many estuaries are naturally nutrient-rich because of inputs from the land surface and geochemical and biological processes that act as “filters” to retain nutrients within estuaries (EPA, 2001). Consequently, waterborne pollutants, along with contaminated sediment, may remain in the estuary for a long time, magnifying their potential to adversely affect the estuary’s plants and animals.

b. Effects of Nutrients on Estuarine Water Quality

The basic cause of nutrient problems in estuaries and nearshore coastal waters is the enrichment of freshwater with nitrogen (N) and phosphorus (P) on its way to the sea and by direct inputs within tidal systems (EPA, 2001). EPA defines nutrient overenrichment as the anthropogenic addition of nutrients, in addition to any natural processes, causing adverse effects or impairments to beneficial uses of a waterbody. (EPA, 2001).

Eutrophication is an aspect of nutrient overenrichment and is defined as an increase in the rate of supply of organic matter to a waterbody (EPA, 2001). Increased nutrient inputs promote a progression of symptoms beginning with excessive growth of phytoplankton and macroalgae to the point where grazers cannot control growth (NOAA, 2007). Phytoplankton is microscopic algae growing in the water column and is measured by chlorophyll-a. Macroalgae are large algae, commonly referred to as “seaweed.” The primary symptoms of nutrient overenrichment include an increase in the rate of organic matter supply, changes in algal dominance, and loss of water clarity and are followed by one or more secondary symptoms such as loss of submerged aquatic vegetation, nuisance/toxic algal blooms and low dissolved oxygen. (EPA, 2001). In U.S. coastal waters, nutrient overenrichment is a common thread that ties together a diverse suite of coastal problems such as red tides, fish kills, some marine mammal deaths, outbreaks of shellfish poisonings, loss of seagrass and bottom shellfish habitats, coral reef destruction, and hypoxia and anoxia now experienced as the Gulf of Mexico’s “dead zone.” (EPA, 2001). Figure 3 shows the progression of nutrient impacts on a waterbody.

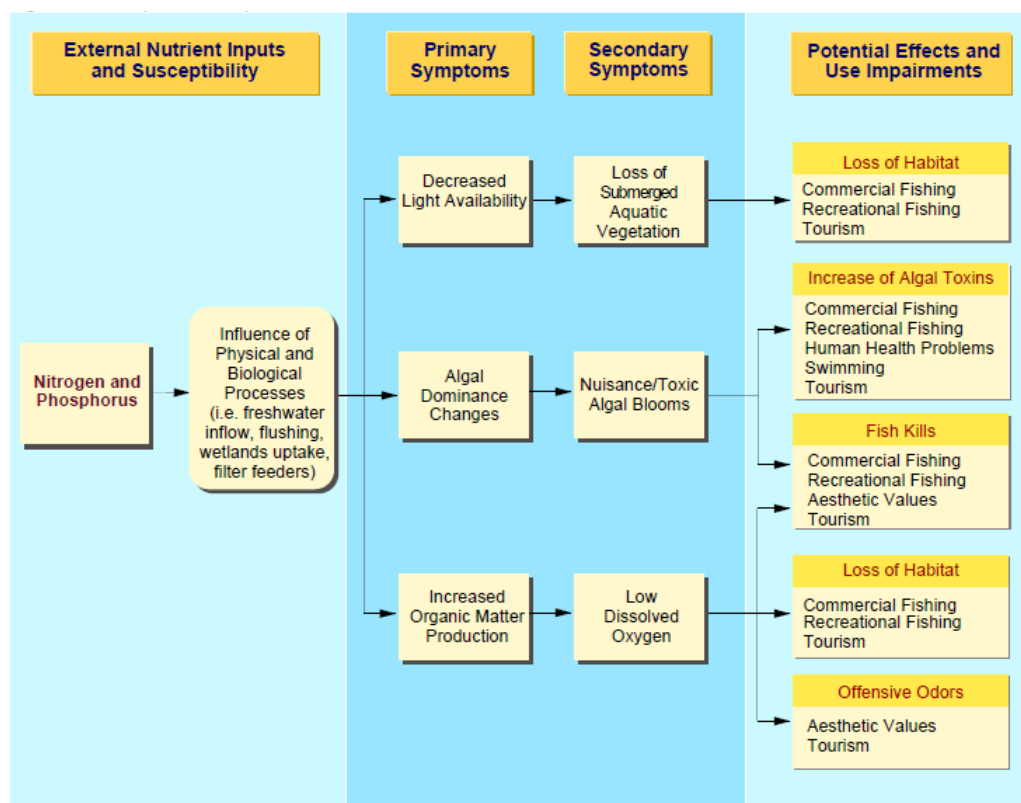


Figure 3

Source: Bricker, 1999 as cited in EPA, 2001

Estuarine nutrient dynamics are complex and are influenced by flushing time, freshwater inflow and stratification, among other factors. The deleterious physical, chemical, and biological responses in surface water resulting from excessive plant growth impair designated uses in both receiving and downstream waterbodies. Excessive plant growth can result in a loss of diversity and other changes in the aquatic plant, invertebrate, and fish community structure and habitat.

Nutrient-driven impacts on aquatic life and habitat are felt throughout the eutrophic cycle of plant growth and decomposition. Nutrient-laden plant detritus can settle to the bottom of a water body. In addition to physically altering the benthic environment and aquatic habitat, organic materials (*i.e.*, nutrients) in the sediments can become available for future uptake by aquatic plant growth, further perpetuating and potentially intensifying the eutrophic cycle.

Excessive aquatic plant growth, in addition, degrades aesthetic and recreational uses. Unsightly algal growth is unappealing to swimmers and other stream users and reduces water clarity. Decomposing plant matter also produces unpleasant sights and strong odors. Heavy growths of algae on rocks can make streambeds slippery and difficult or dangerous to walk on. Algae and macrophytes can interfere with angling by fouling fishing lures and equipment. Boat propellers and oars may also get tangled by aquatic vegetation.

When nutrients exceed the assimilative capacity of a water body, the ensuing eutrophic cycle can negatively impact in-stream dissolved oxygen (DO) levels. Through respiration, and the decomposition of dead plant matter, excessive algae and plant growth can reduce instream DO

concentrations to levels that could negatively impact aquatic life. During the day, primary producers (*e.g.*, algae, plants) provide oxygen to the water as a by-product of photosynthesis. At night, however, when photosynthesis ceases but respiration continues, DO concentrations decline. Furthermore, as primary producers die, they are decomposed by bacteria that consume oxygen, and large populations of decomposers can consume large amounts of DO. Many aquatic insects, fish, and other organisms become stressed and may even die when DO levels drop below a particular threshold level.

Nutrient overenrichment of estuaries and nearshore coastal waters from human-based causes is now recognized as a national problem on the basis of Clean Water Act Section 305(b) reports from coastal States (EPA, 2001). Most of the nation's estuarine and coastal waters are moderately to severely polluted by excessive nutrients, especially nitrogen and phosphorus (NOAA, 2007; NOAA, 1999, EPA, 2006; EPA, 2004, EPA; and EPA, 2001).

c. Water Quality Standards Applicable to the Taunton River Estuary and Mount Hope Bay

Under the MA SWQS, 314 CMR 4.00, surface waters are divided into water “use” classifications, including Class SA and SB for marine and coastal waters. The Taunton River Estuary and the eastern portion of Mount Hope Bay are classified as SB waters, with designations for Shellfishing (Restricted and Conditionally Restricted Shellfish Areas) and CSO. Class SB waters are designated as a “habitat for fish, other aquatic life and wildlife, including for their reproduction, migration, growth and other critical functions, and for primary and secondary contact recreation. In certain waters, habitat for fish, other aquatic life and wildlife may include, but is not limited to, seagrass. Where designated in the tables to 314 CMR 4.00 for shellfishing, these waters shall be suitable for shellfish harvesting with depuration (Restricted and Conditionally Restricted Shellfish Areas).” 314 CMR 4.05(4)(b). Waters in this classification “shall have consistently good aesthetic value.” *Id.*

Class SB waters are subject to class-specific narrative and/or numeric water quality criteria. 314 CMR 4.05(4)(b)1 to 8. DO concentrations in Class SB waters “[s]hall not be less than 5.0 mg/l. Seasonal and daily variations that are necessary to protect existing and designated uses shall be maintained. Where natural background conditions are lower, DO shall not be less than natural background.”

The western portion of Mount Hope Bay is designated as a Class SA – Shellfishing water. These waters are designated as an excellent habitat for fish, other aquatic life and wildlife and for primary and secondary contact recreation. In approved areas, they shall be suitable for shellfish harvesting without depuration (Open Shellfish Areas). These waters shall have excellent aesthetic value. With respect to DO, the criteria for class SA waters is “not less than 6.0 mg/L. Where natural background conditions are lower, DO shall not be less than the natural background. Natural seasonal and daily variations that are necessary to protect existing and designated uses shall be maintained.”

Both Class SA and Class SB waters are also subject to additional minimum standards applicable to all surface waters, as set forth at 314 CMR 4.05(5). With respect to nutrients, the MA SWQS provide:

Unless naturally occurring, all surface waters shall be free from nutrients in concentrations that would cause or contribute to impairment of existing or designated uses and shall not exceed the site specific criteria developed in a TMDL or as otherwise established by the Department pursuant to 314 CMR 4.00. Any existing point source discharge containing nutrients in concentrations that would cause or contribute to cultural eutrophication, including the excessive growth of aquatic plants or algae, in any surface water shall be provided with the most appropriate treatment as determined by the Department, including, where necessary, highest and best practical treatment (HBPT) for POTWs and BAT for non POTWs, to remove such nutrients to ensure protection of existing and designated uses.

314 CMR 4.05(5)(c). In addition, the MA SWQS require:

Aesthetics – All surface waters shall be free from pollutants in concentrations or combinations that settle to form objectionable deposits; float as debris, scum, or other matter to form nuisances; produce objectionable odor, color, taste, or turbidity; or produce undesirable or nuisance species of aquatic life. 314 CMR 4.05(5)(a)

Massachusetts has not adopted numeric criteria for total nitrogen or other nutrients. MassDEP has, however, used a number of indicators in interpreting its narrative nutrient standard. The DEP/SMASST Massachusetts Estuaries Project report, *Site-Specific Nitrogen Thresholds for Southeastern Massachusetts Embayments: Critical Indicators - Interim Report* (Howes et al., 2003) (Critical Indicators Report), was developed to provide “a translator between the current narrative standard and nitrogen thresholds (as they relate to the ecological health of each embayment) which can be further refined based on the specific physical, chemical and biological characteristics of each embayment. This report is intended to provide a detailed discussion of the issue and types of indicators that can be used, as well as propose an acceptable range of nitrogen thresholds that will be used to interpret the current narrative standard.” <http://www.oceanscience.net/estuaries/pdf/nitroest.pdf>. This interpretive guidance has been used in a number of TMDLs for estuarine waters in southeastern Massachusetts.

The Critical Indicators Report finds that the indicators of primary concern to be:

- plant presence and diversity (eelgrass, macroalgae, etc.)
- animal species presence and diversity (finfish, shellfish, infauna)
- nutrient concentrations (nitrogen species)
- chlorophyll-a concentration
- dissolved oxygen levels in the embayment water column

(Howes et al., 2003 at 11). With respect to total nitrogen, it concluded:

It is not possible at this time to put quantitative nitrogen levels on each Water Quality Class. In fact, initial results of the Massachusetts Estuaries Project (Chatham Embayment Report 2003) indicate that the total nitrogen level associated with a particular ecological response can vary by over 1.4 fold (e.g. Stage Harbor versus Bassing Harbor in Chatham

MA). Although between embayments nitrogen criteria may be different, it does appear that within a single embayment a consistent quantitative nitrogen criterion can be developed.

However, the Critical Indicators Report provides guidance for indicators, including total nitrogen, for various water quality classes. The nitrogen indicator ranges are based on long-term (>3 yr) average mid-ebb tide concentrations of total nitrogen (mg/L) in the water column. For “Excellent to Good” nitrogen related water quality conditions, equivalent to SA classification, the Report guidance is as follows: “Eelgrass beds are present, macroalgae is generally non-existent but in some cases may be present, benthic animal diversity and shellfish productivity are high, oxygen levels are generally not less than 6.0 mg/l with occasional depletions being rare (if at all), chlorophyll-a levels are in the 3 to 5 µg/L range. . . . For the case study, total nitrogen levels of 0.30-0.39 mg N/L were used to designate “excellent to good” quality areas.” Id at 21-22.

For SB waters, the Critical Indicators Report provides the following guidance for indicators of unimpaired conditions, to be refined based on data from the specific embayments: “benthic animal diversity and shellfish productivity are high, oxygen levels are generally not less than 5.0 mg/l with depletions to <4 mg/L being infrequent, chlorophyll-a levels are in the 3 to 5 µg/L range and nitrogen levels are in the 0.39 - 0.50 range. . . . eelgrass is not present . . . and macroalgae is not present or present in limited amounts even though a good healthy aquatic community still exists.” Id. at 22.

“Moderate Impairment” is indicated by “Shellfisheries may shift to more resistant species. Oxygen levels generally do not fall below 4 mg/L, although phytoplankton blooms raise chlorophyll a levels to around 10 µg/L. Eelgrass is not sustainable and macro-algae accumulations occur in some regions of the embayment. In the Case Study, embayment regions supporting total nitrogen levels >0.5 mg N/L were clearly impaired.” Significant Impairment is indicated by total nitrogen concentrations of 0.6/0.7 mg/l and above. In “severely degraded” conditions, “algal blooms are typical with chlorophyll-a levels generally >20 µg/L, oxygen depletions to hypoxic levels are common, there are periodic fish kills, and macro-algal accumulations occur with both ecological and aesthetic impacts.”

In addition to the MA SWQS, water quality standards applicable to the Rhode Island portion of Mount Hope Bay must also be satisfied. As in Massachusetts, the Rhode Island portions of Mount Hope Bay are designated SB waters in the eastern portion and SA waters in the western portion of the Bay. Rhode Island, like Massachusetts, has specific numeric criteria for dissolved oxygen in SA and SB waters², and narrative criteria for nutrients³ and aesthetics.⁴ The Rhode

² Rule 8.D.3. Table 3. For waters with a seasonal pycnocline, no less than 4.8 mg/l above the seasonal pycnocline; below the seasonal pycnocline DO concentrations above 4.8 mg/l shall be considered protective of Aquatic Life Uses. When instantaneous DO values fall below 4.8 mg/l, the waters shall not be (1) Less than 2.9 mg/l for more than 24 consecutive hours during the recruitment season; nor (2) Less than 1.4 mg/l for more than 1 hour more than twice during the recruitment season; nor (3) Shall they exceed the allowable cumulative DO exposure (Table 3.A).

For waters without a seasonal pycnocline, DO concentrations above 4.8 mg/l shall be considered protective of Aquatic Life Uses. When instantaneous DO values fall below 4.8 mg/l, the waters shall not be: (1) Less than 3.0 mg/l for more than 24 consecutive hours during the recruitment season; nor (2) Less than 1.4 mg/l for more than 1

Island portions of Mount Hope Bay, like the Massachusetts portions are listed for impairments due to total nitrogen, DO (as well as fishes bioassessments and temperature impairments linked to the Brayton Point power plant). As discussed below, permit limits designed to meet water quality standards in the Taunton River Estuary and the Massachusetts portions of Mount Hope Bay are expected to achieve water quality standards in Rhode Island.

d. Receiving Water Quality Violations

The Taunton River Estuary and Mount Hope Bay have reached their assimilative capacity for nitrogen and are suffering from the adverse water quality impacts of nutrient overenrichment, including cultural eutrophication. They are, consequently, failing to attain the water quality standards described above. The impacts of excessive nutrients are evident throughout the Taunton River Estuary and Mount Hope Bay.

Section 303(d) of the CWA requires states to identify those waterbodies that are not expected to meet surface water quality standards after implementation of technology-based controls. The State of Massachusetts has identified Mount Hope Bay and the lower reaches of the Taunton River Estuary for impairments due to organic enrichment/low DO, with Total Nitrogen specifically identified as a cause of impairments in Mount Hope Bay.

A three-year water quality monitoring study was conducted by the School for Marine Science and Technology at UMass-Dartmouth (SMAST) and involved monthly sampling at 22 sites across Mount Hope Bay and the Taunton River Estuary from 2004 to 2006 (see Figure 4). This study showed that average chlorophyll-a over the three year period was above 10 ug/l at all monitoring stations across the Taunton River Estuary and Mount Hope Bay. The 20th percentile DO concentrations for the three year period were below the 5.0 mg/l water quality standard at four of the six sites in the Taunton River Estuary (MHB 1, 2 and 18-21). Table 4, reproduced from SMAST, *Summary of Water Quality Monitoring Program for the Mount Hope Bay Embayment System (2004 – 2006)* at 24 (August 16, 2007).

hour more than twice during the recruitment season; nor (3) Shall they exceed the allowable cumulative DO exposure presented (Table 3.A. and Table 3.B).

³ Rule 8.D.1(d). Nutrients - Nutrients shall not exceed the limitations specified in rule 8.D.(2) (freshwaters) and 8.D.(3) (seawaters) and/or more stringent site-specific limits necessary to prevent or minimize accelerated or cultural eutrophication.

Rule 8.D.3. None in such concentration that would impair any usages specifically assigned to said Class, or cause undesirable or nuisance aquatic species associated with cultural eutrophication. Shall not exceed site-specific limits if deemed necessary by the Director to prevent or minimize accelerated or cultural eutrophication. Total phosphorus, nitrates and ammonia may be assigned site-specific permit limits based on reasonable Best Available Technologies. Where waters have low tidal flushing rates, applicable treatment to prevent or minimize accelerated or cultural eutrophication may be required for regulated nonpoint source activities.

⁴ Rule 8.D.1(b)(iv). Aesthetics - all waters shall be free from pollutants in concentrations or combinations that: iv. Result in the dominance of species of fish and wildlife to such a degree as to create a nuisance or interfere with the existing or designated uses.

Table 4. Mount Hope Bay Monitoring Program results as reported in SMAST, 2007.

Station	Total Depth (m)	20% Low* D.O. (mg/L)	Sal (ppt)	PO4 (mg/L)	NH4 (mg/L)	NOX (mg/L)	DIN (mg/L)	DON (mg/L)	PON (mg/L)	TN (mg/L)	DIN/DIP Molar Ratio	Total Chl a (ug/L)
MHB1	10.0	5.02	23.3	0.054	0.052	0.095	0.147	0.299	0.155	0.601	6	11.75
MHB2	8.9	4.94	26.1	0.052	0.047	0.043	0.090	0.312	0.170	0.572	4	13.50
MHB3	5.2	5.49	26.0	0.051	0.037	0.035	0.072	0.282	0.163	0.517	3	14.32
MHB4	3.5	5.61	25.7	0.052	0.026	0.017	0.043	0.308	0.173	0.525	3	14.71
MHB5	5.6	5.20	26.2	0.050	0.029	0.020	0.050	0.294	0.169	0.512	2	14.53
MHB6	3.9	5.09	24.1	0.061	0.049	0.030	0.079	0.359	0.168	0.606	3	12.87
MHB7	4.5	5.94	25.5	0.049	0.023	0.016	0.039	0.308	0.189	0.536	2	17.46
MHB8	5.1	4.93	25.8	0.046	0.022	0.019	0.041	0.280	0.165	0.486	2	15.84
MHB9	ND	ND	19.7	0.062	0.049	0.040	0.089	0.453	0.263	0.805	3	14.02
MHB10	3.2	5.86	25.7	0.048	0.017	0.012	0.027	0.314	0.167	0.508	1	14.11
MHB11	4.9	5.02	26.2	0.043	0.017	0.012	0.029	0.268	0.175	0.472	1	16.23
MHB12	5.0	5.36	26.4	0.049	0.020	0.021	0.040	0.284	0.168	0.493	2	16.12
MHB13	5.9	6.00	26.8	0.045	0.020	0.013	0.033	0.282	0.158	0.473	2	15.40
MHB14	6.5	5.34	27.0	0.044	0.024	0.009	0.033	0.289	0.197	0.519	2	16.78
MHB15	12.9	6.46	27.9	0.035	0.021	0.009	0.029	0.273	0.143	0.445	2	12.68
MHB16	11.2	6.33	27.7	0.043	0.028	0.012	0.039	0.265	0.157	0.461	2	13.02
MHB17	ND	ND	24.6	0.064	0.057	0.026	0.083	0.404	0.181	0.669	3	11.81
MHB18	6.7	4.96	22.3	0.062	0.061	0.136	0.197	0.300	0.156	0.652	7	11.44
MHB19	4.0	4.93	18.7	0.058	0.074	0.201	0.275	0.342	0.178	0.799	10	12.27
MHB20	1.8	5.09	17.5	0.054	0.063	0.144	0.207	0.372	0.192	0.771	8	13.59
MHB21	2.6	4.60	14.2	0.061	0.066	0.350	0.415	0.420	0.219	1.058	15	13.34
MHBMOOR	6.3	5.85	26.8	0.045	0.025	0.013	0.038	0.284	0.181	0.503	2	15.57

* Average of the lowest 20% of recorded values

Figure 4. Mount Hope Bay Monitoring Program estuarine stations.

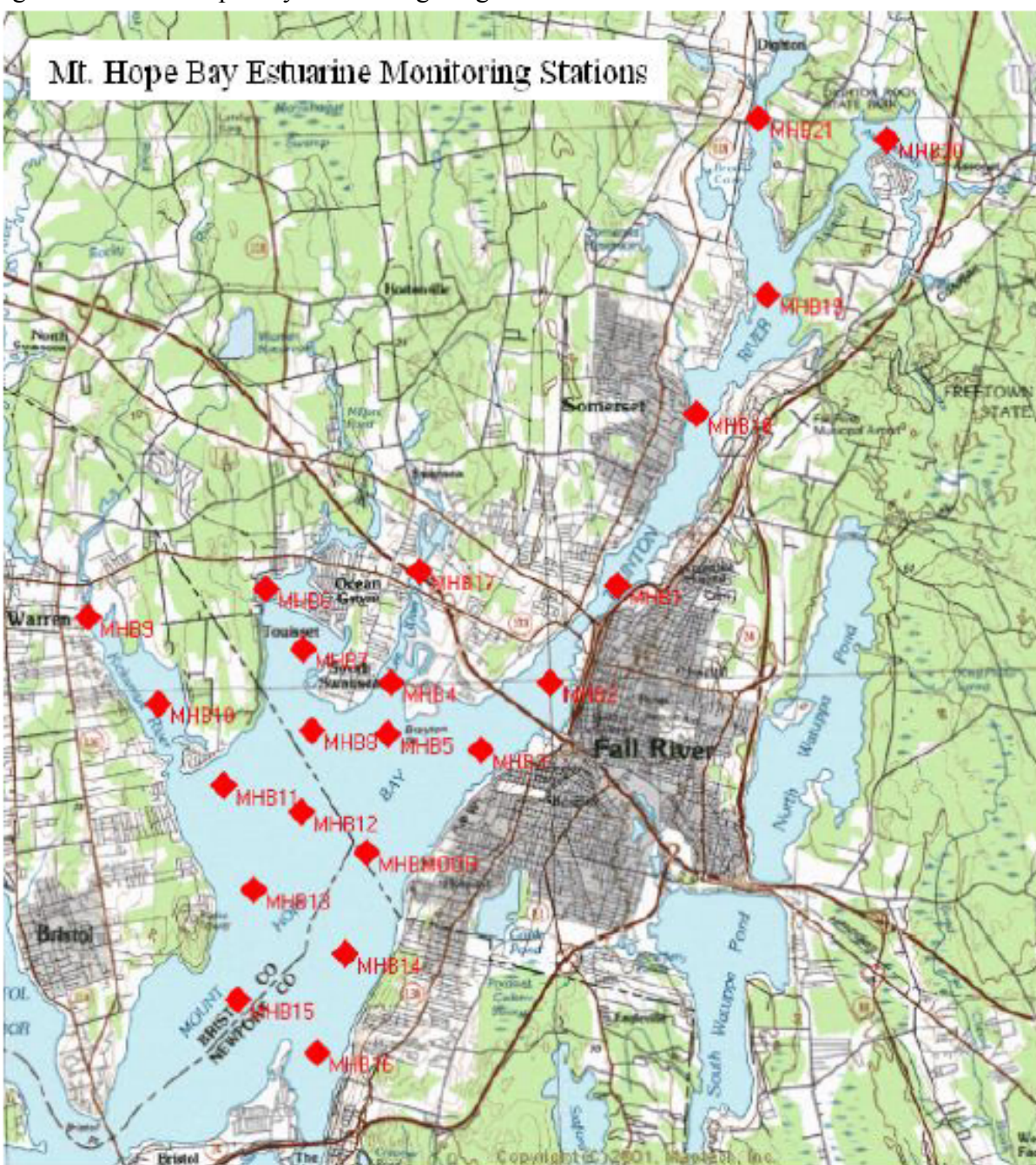


Table 5 below shows the results of the SMAST monitoring for each of the three years of the monitoring program, with the Taunton River stations highlighted. Minimum measured DO concentrations in each year were below 5.0 mg/l at all the Taunton River stations in 2004 and 2006, and a majority of those stations in 2005. In Mount Hope Bay proper, minimum DO concentrations below 5.0 mg/l were encountered at all but one of the Mount Hope Bay stations at least once during the three year period, and at five of the ten stations in both 2004 and 2005. This is compelling evidence of pervasive low DO conditions throughout the Taunton River

Estuary and Mount Hope Bay, given that the sampling was intermittent (and therefore unlikely to capture isolated low DO events) and was not timed to reflect the lowest DO conditions in the waterbody (just before dawn, when oxygen depletion due to respiration is greatest).

Elevated chlorophyll-a concentrations are similarly pervasive based on the SMAST monitoring data. Mean chlorophyll-a concentrations are above the Critical Indicators Report guidelines for unimpaired waters (3-5 ug/l) at every station monitored, in all three of the monitoring seasons. See Table 5. Maximum chlorophyll-a concentrations are routinely above 20 ug/l, far exceeding the chlorophyll concentrations found in unimpaired waters. Again, given the likelihood of intermittent sampling missing the worst conditions in terms of algal blooms, this is compelling evidence of pervasive eutrophic conditions throughout the Taunton River Estuary and Mount Hope Bay.

Total nitrogen concentrations are elevated throughout the system, with a three year average TN concentration above 0.5 mg/l at sixteen of the 22 sites and above 0.45 mg/l at 21 of 22 sites. SMAST, 2007. Total Nitrogen concentrations are generally highest in the tidal rivers, including the Taunton River (e.g. Station 19, TN range 0.66 to 0.99 mg/l). Molar N/P ratios are consistent with nitrogen limitation (≤ 10 at all stations other than MHB21, the uppermost Taunton River station).

Table 5. SMAST Monitoring Data Summarized by Year. Taunton River stations highlighted.

Station	Location	State	2004				2005				2006			
			DO min (mg/l)	Chl-a max (ug/l)	Chl-a mean (ug/l)	TN mean (mg/l)	DO min (mg/l)	Chl-a max (ug/l)	Chl-a mean (ug/l)	TN mean (mg/l)	DO min (mg/l)	Chl-a max (ug/l)	Chl-a mean (ug/l)	TN mean (mg/l)
1	Taunton River	MA	4.8	24.2	7.8	0.53	5.1	49.2	10.9	0.56	4.1	26.6	10.3	0.74
2	Taunton River	MA	4.7	33.2	9.6	0.53	5.0	16.6	8.2	0.51	3.0	48.6	14.2	0.68
3	MHB proper (61-06)	MA	5.1	65.1	11.9	0.51	5.2	20.0	10.2	0.45	4.8	41.5	16.8	0.60
4	Lee River	MA	4.7	19.5	10.5	0.51	5.1	16.0	10.8	0.48	6.1	28.6	16.3	0.59
5	MHB proper (61-07)	MA	4.7	22.4	10.5	0.48	4.6	22.6	11.7	0.49	5.1	29.7	14.3	0.57
6	Cole River	MA	4.9	26.4	11.1	0.52	4.7	16.0	11.0	0.56	5.3	18.6	8.5	0.74
7	MHB proper (61-07)	MA	3.4	37.2	14.2	0.47	5.3	22.3	13.3	0.54	7.1	24.9	16.2	0.60
8	MHB proper (61-07)	MA	3.8	38.8	12.7	0.46	2.6	27.5	11.8	0.45	5.6	32.7	14.1	0.55
9	Kickamut River	RI	No data	19.1	11.9	0.70	No Data	17.7	9.7	0.73	No data	33.1	13.1	1.03
10	Kickamut River	RI	6.0	12.5	8.5	0.48	5.4	29.9	13.6	0.49	5.4	28.9	14.6	0.57
11	MHB-proper	RI	3.2	26.3	10.4	0.44	4.5	33.2	14.3	0.45	5.5	35.6	17.1	0.53
12	MHB-proper	RI	4.0	29.2	10.8	0.45	4.0	29.6	14.4	0.50	5.4	36.4	14.1	0.52
13	MHB-proper	RI	6.5	25.8	11.2	0.42	4.1	27.9	13.4	0.46	6.2	26.5	13.7	0.53
14	MHB-proper	RI	6.0	36.8	14.2	0.58	6.1	32.4	12.1	0.41	2.1	80.6	19.4	0.57
15	MHB-proper	RI	6.9	23.1	9.8	0.45	6.3	23.6	8.8	0.42	4.3	42.4	14.5	0.46
16	MHB-proper	RI	6.2	25.5	10.5	0.45	6.0	33.3	10.3	0.44	5.3	30.4	14.1	0.50
17	Lee River	MA	No data	9.2	4.7	0.65	No Data	17.3	7.9	0.61	No data	27.2	13.8	0.76
18	Taunton River	MA	4.7	16.1	7.5	0.61	4.4	38.0	9.0	0.60	4.3	12.9	7.2	0.80
19	Taunton River	MA	4.4	27.0	10.8	0.72	4.7	33.2	10.5	0.73	4.6	15.0	5.5	0.99
20	Assonet River	MA	5.1	15.7	9.1	0.72	5.6	27.1	12.2	0.63	4.8	16.9	7.6	0.94
21	Taunton River	MA	3.8	23.1	10.5	0.98	4.1	19.8	10.5	1.04	4.8	14.3	5.9	1.24
MOOR	MHB proper (61-06)	MA	6.3	21.4	11.4	0.51	5.4	19.9	11.5	0.45	2.7	35.4	16.5	0.55

Based on these data, the SMAST report concluded that a Massachusetts Estuaries Project (“MEP”) analysis of nitrogen loading was warranted for the Mount Hope Bay/Taunton River complex, stating:

Given the high population within the watershed and resultant N loading to this down gradient estuary and the observed high chlorophyll levels and oxygen depletions, it is not surprising that nitrogen levels are moderately to highly enriched over offshore waters. The Taunton River estuarine reach, as the focus of upper watershed N loading, showed very high total nitrogen levels (TN) in its upper reach (1.058 mg N L⁻¹) and maintained high levels throughout most of its reach (>0.6 mg N L⁻¹). The main basin of Mt. Hope Bay supported lower TN levels primarily as a result of mixing with incoming waters (generally 0.5-0.6 mg N L⁻¹). This is consistent with the observed oxygen depletions and infauna animal communities. The highest (Moderate) water quality was found at the stations in the main basin and lower reaches of Mt Hope Bay out to the channels to lower Narragansett Bay and the Sakonet River (Figure 6).

...
In general, the Taunton River Estuary, with its large watershed N load and high TN levels, is showing poor water quality due to its high chlorophyll and oxygen depletions. The main basin of Mt. Hope Bay, with its greater flushing and access to higher quality waters of the lower Bay, is showing less impairment with moderate water quality. Finally, the lower basin of Mt. Hope Bay, nearest the tidal "inlet", is generally showing moderate water quality. . . . [T]hese data indicate that the MEP analysis of this system should focus on restoration of the main basin of Mt. Hope Bay and the Taunton River estuarine reach, and that it is likely that restoration of the Taunton River Estuary will have a significant positive effect on the habitat quality of the main basin of Mt. Hope Bay.

To date, the MEP analysis, along with the TMDL that would result from the analysis, has not been completed.^{5, 6}

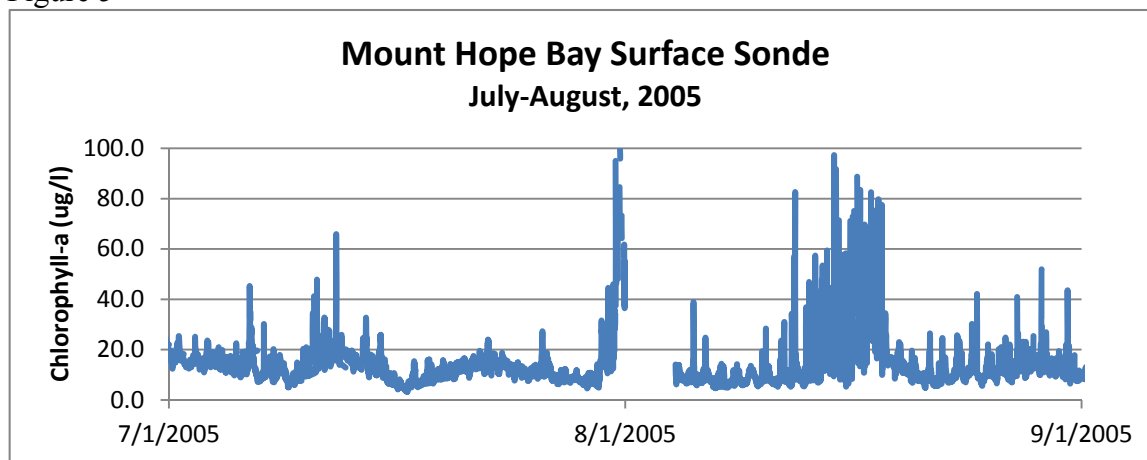
⁵ EPA is required to issue the permit with limits and conditions necessary to ensure compliance with State water quality standards at the time of permit reissuance. Neither the CWA nor EPA regulations require that a TMDL be completed before a water quality-based limit may be included in a permit. Rather, water quality-based effluent limitations in NPDES permits must be “consistent with the assumptions and requirements of any *available* [emphasis added] wasteload allocation.” 40 C.F.R. § 122.44(d)(1)(vii)(B). Thus, an approved TMDL is not a precondition to the issuance of an NPDES permit for discharges to an impaired waterway; nor does EPA have discretion to wait for the issuance of a TMDL to include effluent limitation on discharges of pollutants that contribute to impairments.

⁶ EPA also notes that USGS, in cooperation with MassDEP, has developed and calibrated a runoff-precipitation HSPF model for 13 impaired reaches in the upper watershed and performed load analyses using water quality data and regression models. USGS, *Nutrient and Sediment Concentrations, Yields, and Loads in Impaired Streams and Rivers in the Taunton River Basin, Massachusetts, 1997–2008*, SIR2012-5277 (2013). These efforts are “intended to assist MA DEP with the development of nutrient and sediment Total Maximum Daily Loads (TMDLs) for impaired tributary stream reaches in the basin, provide a basis for the distribution of nutrient and sediment load reductions, and support possible future studies of eutrophication in Mount Hope and Narragansett Bays.” No TMDL is yet forthcoming, and the water quality component of the HSPF model has not been developed. EPA notes however that the loading analyses are consistent with the load analyses underlying this permit, once differences in seasonal period are taken into account. See footnote 9 below.

Additional evidence of conditions in Mount Hope Bay is provided from the Narragansett Bay Water Quality Network, fixed monitoring station in the Bay, equipped with two datasondes that measured temperature, salinity, dissolved oxygen and depth at approximately 1 meter from the bottom and 0.5 meters below the surface, and chlorophyll fluorescence at the near surface sonde. (http://www.narrbay.org/d_projects/buoy/buoydata.htm). The datasondes have been deployed in the Rhode Island portion of Mount Hope Bay near SMAST site MHB13, from May or June through October, since 2005. Analysis of the DO data from the deep sonde at this site in 2005 and 2006 showed multiple events (three in 2005; seven in 2006) of DO depletion below the 4.8 mg/l RI water quality threshold, with individual events lasting between two and twelve days. Codiga et al, “Narragansett Bay Hypoxic Even Characteristics Based on Fixed-Site Monitoring Network Time Series: Intermittency, Geographic Distribution, Spatial Synchronicity, and Interannual Variability,” *Estuaries and Coasts* 32:621-641 (2009). Two of the 2006 events were characterized as “hypoxic”, with DO concentrations less than 2.9 mg/l persisting for over two days. Id.

The sonde data also confirms the occurrence of algal blooms and generally elevated chlorophyll-a concentrations in Mount Hope Bay. The 2005 sonde data, Figure 5, shows multiple events with chlorophyll-a concentrations well above 20 ug/l, and above the maximum concentrations captured with the intermittent SMAST sampling.

Figure 5



Charts by EPA. Source data: Narragansett Bay Fixed-Site Monitoring Network (NBFSMN), 2005. 2005 Datasets. Rhode Island Department of Environmental Management, Office of Water Resources. Data available at www.dem.ri.gov/bart

The Sonde monitoring also confirms that these water quality violations continue to the present. The most recent published data (for 2010) show elevated chlorophyll-a concentrations and persistent DO concentrations below 5 mg/l. See Figure 6.

Figure 6.

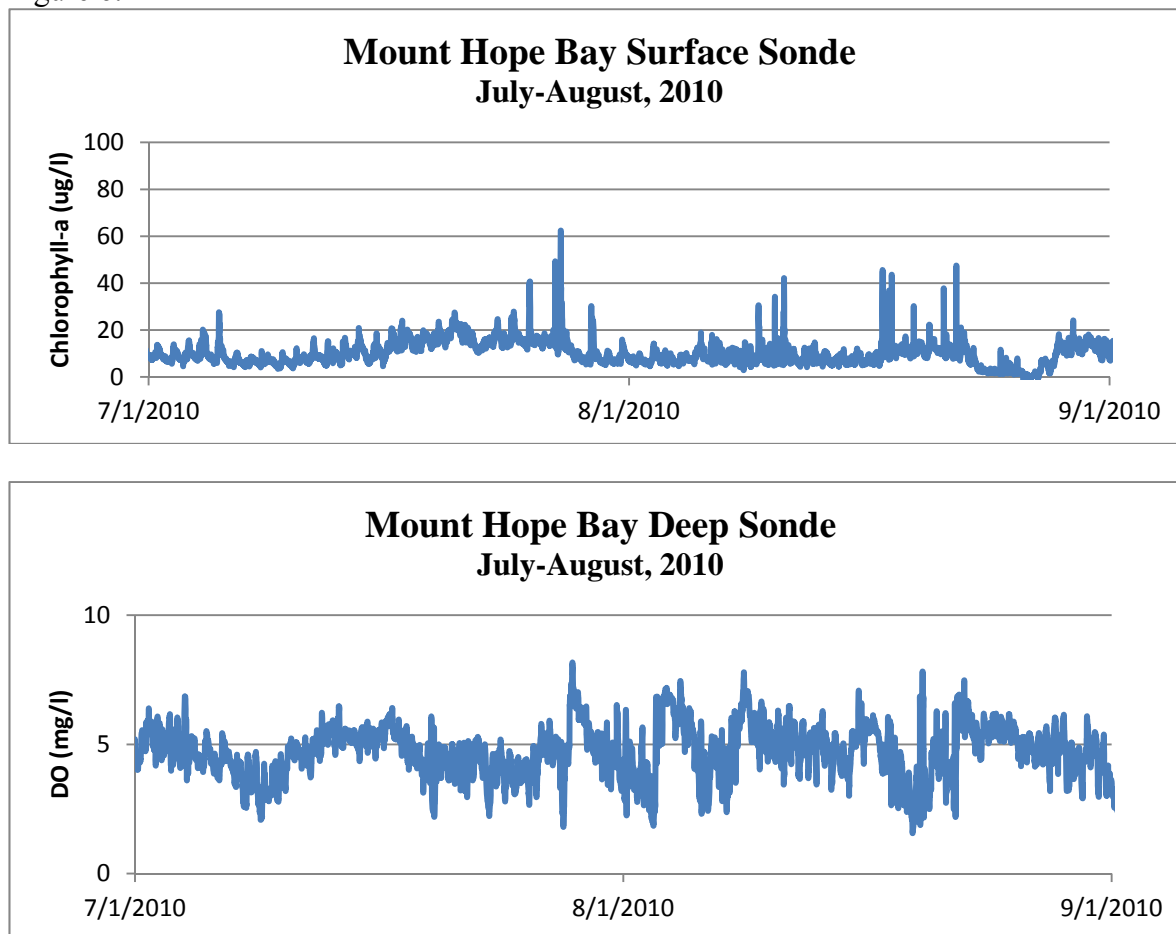


Chart by EPA. Source data: Narragansett Bay Fixed-Site Monitoring Network (NBFSMN), 2010. 2010 Datasets. Rhode Island Department of Environmental Management, Office of Water Resources. Data available at www.dem.ri.gov/bart

Based on these data, EPA has concluded that cultural eutrophication due to nitrogen overenrichment in the Taunton River Estuary and Mount Hope Bay has reached the level of a violation of both Massachusetts and Rhode Island water quality standards for nutrients and aesthetics, and has also resulted in violations of the numeric DO standards in these waters.

e. Reasonable Potential Analysis

Pursuant to 40 C.F.R. § 122.44(d)(1), NPDES permits must contain any requirements in addition to technology-based limits necessary to achieve water quality standards established under Section 303 of the CWA, including state narrative criteria for water quality. In addition, limitations “must control any pollutant or pollutant parameter (conventional, non-conventional, or toxic) that the Director has determined are or may be discharged at a level which will cause, have the reasonable potential to cause, or contribute to an excursion above any water quality standard, including State narrative criteria for water quality” (40 C.F.R. § 122.44(d)(1)(i)). An

excursion occurs if the actual or projected instream data exceeds any numeric or narrative water quality criterion.

To determine the extent of the facility's contribution to the violation of the MA SWQS, EPA performed an analysis of nitrogen loading to the Taunton River Estuary using data from the SMAST monitoring program, which included monitoring on the Taunton River and major tributaries to the Taunton River Estuary, in addition to the estuarine stations. The analysis focuses on the Taunton River Estuary because that area shows the greatest eutrophication impacts and greatest nitrogen concentrations. Using the 2004-2005 to representative a "typical year" based on precipitation data,⁷ EPA used the USGS LOADEST program to calculate a seasonal average (June to September) nitrogen load for the Taunton River and each tributary using measured nitrogen concentrations and flow for several discrete events. A description of the LOADEST analysis is provided in Attachment A.

EPA also calculated the point source loads to the Taunton River Estuary derived from wastewater treatment plants based on DMR data from each facility from June through September 2004-05. These include direct discharges to the Taunton River Estuary (Taunton and Somerset WWTPs), and discharges to the tributaries from other POTWs, which are a component of the tributary loads calculated above. For POTWs discharging to tributaries to the Taunton River, an attenuation factor was applied to account for instream uptake of nitrogen. A description of the attenuation calculation is provided in Attachment B. Attenuation was determined to range from four to eighteen percent for the major (> 1 mgd) facilities located on tributaries (eleven percent for Brockton, the largest discharger), with higher attenuation for some of the smaller facilities on smaller tributaries. Table 6 shows the point sources, the receiving stream, their nitrogen discharges and the delivered load to the estuary.

⁷ Rainfall during the summers of 2004 and 2005 totaled 17.82 and 11.03 inches respectively (http://weather-warehouse.com/WeatherHistory/PastWeatherData_TauntonMuniArpt_EastTaunton_MA_September.html), compared to a long term average of 15.24 inches (<http://www.weather.com/weather/wxclimatology/monthly/graph/02780>). The third monitoring year, 2006, was excluded because extremely high rainfall in May and June (over 9 inches per month, or more than twice the long term average) has potential to disturb the "steady-state" assumption that underlies EPA's load analysis.

Table 6.

WWTF	Design Flow (MGD)	Receiving stream	Average 2004-05 Summer TN discharged (lb/d)	Average 2004-05 Summer TN delivered to Estuary (lb/d)
<i>Direct discharges to Estuary</i>				
Taunton	8.4	Taunton River Estuary	610	610
Somerset	4.2	Taunton River Estuary	349.5	349.5
<i>Total direct point source load:</i>				959
<i>Upstream discharges</i>				
MCI Bridgewater	0.55	Taunton River	37	33
Brockton	18	Salisbury Plain River	1303	1160
Bridgewater	1.44	Town River	137.5	132
Dighton-Rehoboth Schools	0.01	Segregansett River	1	1
Mansfield	3.14	Three Mile River	375.5	312
Middleboro	2.16	Nemasket River	207.5	191
Wheaton College	0.12	Three Mile River	6	3
Oak Point	0.18	Bartlett Brook	9	8
East Bridgewater High School	0.01	Matfield River	1.5	1
<i>Total upstream point source load:</i>				1841

Finally, EPA calculated total loads to the estuary and allocated those loads between point sources and nonpoint sources. For upstream loads, nonpoint sources were calculated by subtracting the delivered point source loads from the LOADEST total load. Nonpoint source loads from the watershed area downstream of the SMAST monitoring sites, not accounted for in the LOADEST analysis, were calculated using an areal loading factor derived from the LOADEST loading figures. Direct atmospheric deposition to the Taunton River Estuary was not included in the model as it is a relatively small contribution given the relatively small area of the estuary.⁸ The average summer load to the estuary in 2004 to 2005 is 4,228 lbs/day.^{9, 10}

⁸ Atmospheric deposition to the watershed is included in the nonpoint source loading figures.

⁹ A similar result was obtained by the USGS in their recently published study, which calculated total nitrogen loads at the Dighton-Berkley bridge of 4,000-4,300 lb/day in dry conditions (similar to the summer conditions considered here), with higher loads of 10-11,700 lb/day under wetter conditions based on 2008 water quality data. USGS, 2013 at 28. The report also discusses estimated loadings from SPARROW regression models indicating 7,478 lb/day (2.7 million lbs/yr) annual average TN loads from the Taunton River, of which 46% is from municipal wastewater. *Id.* at 42. These figures are based on annual average loads, which are expected to have a larger nonpoint source component than the summer period loads used for the permit analysis. The SPARROW results appear generally consistent with the analysis in this permit when the difference in seasonal period and the difference in loads between 2002 SPARROW baseyear and the 2004-05 period used for the permit are taken into account (e.g. Brockton's discharge was several hundred pounds per day lower in 2004-05 than in 2002).

¹⁰ The *Narragansett Bay Sustainability Pilot, Phase I Report* (IEC, 2012), in contrast, reports annual average loads from the Taunton River watershed as 1,997 thousand kg/year (4.4 million lb/yr or 12,036 lb/day), of which 39% is municipal wastewater. The next phase of that project is expected to consider seasonality of loads, among other things.

Table 7 and Figure 7 show the total watershed nitrogen loads to the Taunton River Estuary. Wastewater treatment plant loads make up 66% of the total nitrogen load. Nonpoint sources make up the remaining 34%. The Mansfield WPAF load, at 312 lbs/day, is approximately 7% of the total nitrogen load.

Figure 7

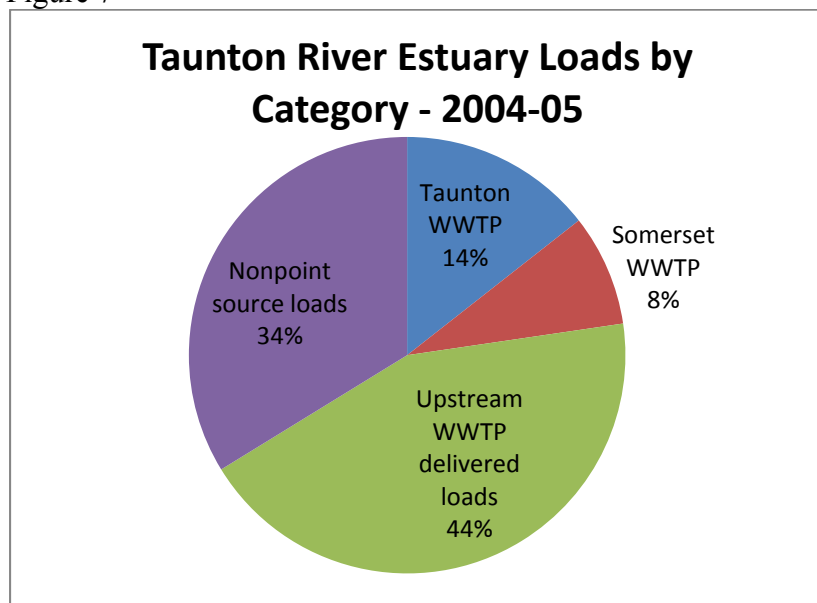


Table 7.

Total loads	Avg 2004-05 Summer Load (lb/d)
Taunton WWTP	610
Somerset WWTP	350
Upstream WWTP delivered loads	1841
Nonpoint source loads	1428
Total	4228

On this basis, EPA concludes that the Mansfield WPAF’s nitrogen discharges “cause, have a reasonable potential to cause, or contribute” to nitrogen-related water quality violations in the Taunton River Estuary. Therefore, an effluent limit must be included in the permit.

f. Effluent limitation calculation

EPA’s calculation of an effluent limitation for nitrogen consists of two parts. First, EPA determines a threshold nitrogen concentration in the water body that is consistent with unimpaired conditions. Second, EPA determines the allowable load from watershed sources

generally, and this facility specifically, that will result in receiving water concentrations at or below the allowable threshold.

i. Threshold nitrogen concentration

To determine an appropriate threshold concentration, EPA applies the procedure developed by the Massachusetts Estuaries Project of identifying a target nitrogen concentration threshold based on a location within the estuary where water quality standards are not violated, in order to identify a nitrogen concentration consistent with unimpaired conditions. This approach is consistent with EPA guidance regarding the use of reference conditions for the purposes of developing nutrient water quality criteria. The Taunton River Estuary is classified as an SB water and is not a location where eelgrass has historically been found.¹¹ Therefore the primary water quality parameter considered in determining a sentinel location is DO. EPA notes that concentrations previously found to be protective of DO in other southeastern Massachusetts estuaries have ranged between 0.35 and 0.55 mg/l.¹²

Data from the SMAST monitoring program indicates widespread DO violations at a range of TN concentrations. Table 5 of the SMAST report (Table 4 above) provides the three-year period 20% low DO concentration, which was below the 5 mg/l water quality standard at four stations, with long term average TN concentrations ranging from 0.486 to 1.058 mg/l. However, EPA does not consider a three year, 20% low DO to be a sufficiently sensitive indicator of water quality violations because the water quality criteria are based on a minimum DO concentration of 5 mg/l.

Closer examination of the SMAST monitoring data indicates multiple stations with minimum DO violations during the year with corresponding TN mean concentrations below 0.48 mg/l. Indeed minimum DO concentrations of less than 5.0 mg/l were encountered at all but one site (MHB16) during the three year monitoring program. See Table 5.

In addition, DO concentrations from the fixed site monitoring station indicate extensive periods with DO below 5.0 mg/l in 2005 and 2006 (the datasonde was not operating in 2004). EPA considers fixed site monitoring to be superior to intermittent sampling data with respect to DO concentrations because the continuous monitoring includes critical conditions and time periods (e.g. early morning DO minimums) that are generally missed in intermittent sampling. The SMAST monitoring station that is closest to the fixed site station is MHB13. The average TN

¹¹ Known historic eelgrass locations within Mount Hope Bay are located on the western portion of the Bay, including the mouths of the Kickamuit, Cole and Lee Rivers, and in the Sakkonet River. See Restoration Sites and Historical Eelgrass Distribution in Narragansett Bay, Rhode Island (2001), <http://www.edc.uri.edu/restoration/images/maps/historiceelgrass.pdf>. Water quality based TN thresholds would be lower in those areas to protect eelgrass habitat. The DO-based thresholds used for development of permit limits will also protect eelgrass in those locations due to much greater dilution of the Taunton River discharges in those areas of the Bay.

¹² See, e.g. MassDEP, *FINAL West Falmouth Harbor Embayment System Total Maximum Daily Loads For Total Nitrogen* (2007) (Harbor Head threshold 0.35 – SA water); MassDEP, *Oyster Pond Embayment System Total Maximum Daily Loads For Total Nitrogen* (2008) (threshold 0.55).

concentration at MHB13 between 2004 and 2006 was 0.473 mg/l, indicating that the threshold concentration must be lower than that value.

On the basis of these data, EPA determined that station MHB16 was appropriate as a sentinel site where dissolved oxygen standards were met, and that a total nitrogen concentration of **0.45 mg/l** (the average of 2004-05 concentrations) represents the threshold protective of the dissolved oxygen water quality standard of 5.0 mg/l. Higher TN concentrations are associated with multiple DO violations, based on the available monitoring data. EPA notes that this value is within the range of target nitrogen thresholds previously determined in southeastern Massachusetts embayments, and is also consistent with TN concentration thresholds to protect dissolved oxygen standards identified in other estuaries. See NHDES, 2009.

ii. Allowable TN load

EPA next determined an allowable total nitrogen load from the watershed that would result in TN concentrations at or below the 0.45 mg/l TN threshold. To do so, EPA applied a steady state ocean water dilution model based on salinity, from Fischer et al. (1979). A similar approach was used by the New Hampshire Department of Environmental Services to develop loading scenarios for the Great Bay Estuary (NHDES, 2009). The basic premise is that steady state concentrations of nitrogen in an estuary will be equal to the nitrogen load divided by the total water flushing rate from freshwater and ocean water. Estuaries are complicated systems with variability due to tides, weather, and stream flows. However, by making the steady state assumption, it is not necessary to model all of these factors. The steady state assumption can be valid for calculations based on long term average conditions, which approximate steady state conditions.

Salinity data is used to determine the proportion of fresh and ocean water in the estuary. Freshwater input is calculated from streamflow measurements at USGS gages in the watershed. Then, ocean water inputs are estimated using salinity measurements and the freshwater inputs. The total flushing rate is then used with the target nitrogen threshold to determine the total allowable load to the estuary. For this calculation, salinity at Station MHB19 during 2004-05¹³ was used to represent the sentinel location for meeting the target threshold, because it is the uppermost station that appears clearly nitrogen limited based on the Mount Hope Bay Monitoring Program data.

Freshwater Flow: Average freshwater flow input to the estuary in the summers of 2004 and 2005 is shown in Table 8. Freshwater flows at the mouths of the river is determined based on the USGS streamgage data using a drainage area ratio calculation as follows:

$$\text{Flow at mouth} = \text{Flow at USGS gage} * \text{Drainage area at mouth} / \text{Drainage area at gage}$$

¹³ As discussed above, 2004-05 represent a typical year.

Table 8

	1 Taunton River (Bridge- water) <i>USGS Gage</i>	2 Taunton River (area to mouth of estuary minus tributaries) <i>Drainage Area calculation</i>	3 Three Mile River (North Dighton) <i>USGS Gage</i>	4 Three Mile River (mouth) <i>Drainage Area calculation</i>	5 Segre- ganset River (Dighton) <i>USGS Gage</i>	6 Segre- ganset River (mouth) <i>Drainage Area calculation</i>	7 Assonet River (dam) <i>based on Segregansett</i>	8 Quequechan River (mouth) <i>based on Segregansett</i>	Total Fresh- water Flow (Sum of Columns 2+ 4+6+ 7+8)
Drainage Area	261 sq. miles	410 sq. miles	84 sq. miles	85 sq. miles	10.6 sq. miles	14.9 sq. miles	21.9 sq. miles	30.5 sq. miles	
2004	195 cfs	306 cfs	54 cfs	55 cfs	4.4 cfs	6.1 cfs	9.0 cfs	12.6 cfs	389 cfs
2005	217 cfs	341 cfs	55 cfs	56 cfs	4.6 cfs	6.4 cfs	9.4 cfs	13.1 cfs	427 cfs

Average: **408 cfs**

Salinity: A mass balance equation is applied as follows:

Average salinity at ocean boundary (Rhode Island Sound) = 30 ppt (Kincaid and Pockalny, 2003)

Average salinity at MHB19 in Taunton River Estuary for 2004-05 = 22.35 ppt

Average freshwater flow 2004-05 (Table 8) = 408 cfs

$$(30 \text{ ppt} * X \text{ cfs} + 0 \text{ ppt} * 408 \text{ cfs}) / (408 \text{ cfs} + X) = 22.35 \text{ ppt}$$

$$X = 1,192 \text{ cfs ocean water}$$

Nitrogen Target: The nitrogen target load in lbs per day is calculated by combining all water inputs and multiplying by the threshold concentration and the appropriate conversion factors.

$$(408 \text{ cfs} + 1,192 \text{ cfs}) * (0.646) * (8.34) * (0.45 \text{ mg/l}) = 3,886 \text{ lbs/day}$$

The nitrogen concentration at the seaward boundary is 0.28 mg/l (from Oviatt, et al., *Annual Primary Production in Narragansett Bay with no Bay-Wide Winter-Spring Phytoplankton Bloom* (2001). The ocean load can then be calculated:

$$\text{Ocean load} = 1,192 \text{ cfs} * (0.646) * (8.34) * (0.28 \text{ mg/l}) = 1,798 \text{ lbs/day}$$

Based on the overall flow of the estuary (average of summers 2004 and 2005), the allowable TN load to the Taunton River Estuary, including both ocean and watershed loads, is 3,879 lbs/day.¹⁴

¹⁴To provide a check on this calculation, EPA calculated the predicted TN concentration in the estuary using calculated loads from 2004-05 using the same mass balance equation. Using the calculated watershed load of 4,228 lbs/day and an ocean load of 1,803 lbs/day as calculated above, the predicted concentration in the estuary is 0.70

The load from the ocean is 1,798 lbs/day, leaving an allowable load of **2,081** lbs/day from watershed sources. As noted above, actual loads in 2004-05 averaged 4,228 lbs/day. This means a reduction in watershed loads of 2,147, or approximately 51%, is required in order to meet water quality standards in the Taunton River Estuary.¹⁵

Clearly, the required load reduction is greater than the total load discharged from the Taunton WWTP and cannot be achieved only through permit limits on this facility. Furthermore, the reduction should be fairly allocated among all discharges to the estuary. EPA notes that all the wastewater treatment plants contributing to the Taunton River are due for permit reissuance, and it is EPA's intent to include nitrogen limits in those permits as appropriate, consistent with this analysis. In doing so, EPA considers not only the facility's current discharges, but their potential discharges under their approved design flows. As this analysis considers summer flows only, an estimated summer flow is calculated at 90% of design flow, consistent with the analysis done by the Rhode Island Department of Environmental Management (RIDEM) for Narragansett Bay facilities. (RIDEM, 2004) See Table 9. This accounts for the fact that a facility discharging at an annual average flow equal to its design flow will average less than design flow during the drier summer months.

For purposes of allocating the required load reduction, EPA first notes that nonpoint sources are unlikely to be reduced by 51% (the overall reduction required in the estuary), and that therefore a higher proportion of the reduction will be allocated to wastewater point sources in the estuary. This is consistent with approaches in approved TMDLs in Massachusetts and elsewhere. EPA considers a 20% nonpoint source reduction to be a reasonably aggressive target for nonpoint source reduction in this watershed based on the prevalence of regulated MS4 stormwater discharges, trends in agricultural uses and population, and potential reductions in atmospheric deposition through air quality programs. EPA notes that should nonpoint source reductions fail to be achieved, permit limits for WWTPs in the watershed shall be revisited to ensure that water quality standards are met.

Using the baseline NPS load of 1,428 lbs/day from 2004-05, a 20% reduction would result in a NPS load of 1,142 lbs/day. This leaves an available load for wastewater discharges of 939 lbs/day. Of the eleven facilities discharging to the watershed, five are minor discharges (< 1 MGD) with a combined load of less than 50 lbs/day. These facilities are considered de minimis contributors for the purposes of this analysis and are not analyzed further here.

To determine an equitable load allocation, EPA first determined the permit limit that would be required to meet the allowable load if a uniform limit were applied to all facilities. While permit limits are generally set to be more stringent on larger dischargers/direct discharges to impaired waters, calculating a uniform limit allows EPA to determine the range of options for permit limits. As shown in Table 9 below, a uniform permit limit on all discharges > 1 MGD in the Taunton would have to be between 3.4 and 3.5 mg/l for the allowable loading threshold to be met. For the largest discharges such as Taunton, therefore, a 3.4 mg/l limit represents the upper

mg/l. The monitoring data indicates that the average TN concentration was 0.73 mg/l, within 5% of the predicted value.

¹⁵ Ocean loads are not considered controllable.

bound of possible permit limits to meet the water quality requirement. For a lower bound on potential permit limits, EPA notes that the currently accepted limit of technology (LOT) for nitrogen removal is a seasonal average of 3.0 mg/l.

Table 9.

WWTF	Design Flow (MGD)	Percent delivered to estuary	Limit assumption: 3.3	Limit assumption: 3.4	Limit assumption: 3.5
Taunton	8.4	100%	208	214	221
Somerset	4.2	100%	104	107	110
Brockton	18	89%	397	409	421
Bridgewater	1.44	96%	34	35	36
Mansfield	3.14	83%	65	67	69
Middleboro	2.16	92%	49	51	52
Smaller facilities (at 04-05 loads)			46	46	46
Total			903	929	955

Given the determination that the maximum possible limit is less than 4 mg/l, and that upgrades to meet the most stringent permit limits are more cost-effective at facilities with the highest flows and highest proportion of the load delivered to the estuary, EPA has concluded that a LOT permit limit of 3.0 mg/l (seasonal average) is required for the larger dischargers of nitrogen to the estuary. Effluent limits for the smaller dischargers, including the Mansfield WPAF, are therefore calculated based on an assumption of a 3.0 mg/l on the Taunton and Brockton facilities. This results in a permit limit of 5.0 mg/l for the Mansfield WPAF.

To put this limit in context, Table 10 shows an example permitting scenario that would meet the allowable loading threshold. In this particular example permit limits for the Brockton AWRP (the largest discharger), and Taunton WWTP (the second largest discharge and a direct discharger to the estuary) are set at 3.0 mg/l. Somerset WWTP (the third largest discharge and a direct discharger to the estuary) is set at 3.7 mg/l; and the remaining three facilities (Bridgewater, Mansfield and Middleborough) are set at 5.0 mg/l. Final determinations as to the permit limits on facilities other than the Mansfield WPAF will be made in each individual permit issuance.

Table 10.

WWTF	Design Flow (MGD)	Percent delivered to estuary	Potential permit limit	Load discharged (lbs/day) at 90%	Load delivered to Estuary
Brockton	18	89%	3.0	405	361
Taunton	8.4	100%	3.0	189	189
Somerset	4.2	100%	3.7	117	117
Mansfield	3.14	83%	5.0	118	98
Middleboro	2.16	92%	5.0	81	74
Bridgewater	1.44	96%	5.0	54	52
Smaller facilities (at current loads)					46
Total					937

For these reasons, EPA has included a monthly average total nitrogen limit of 5.0 mg/l (May to October) in the draft permit.¹⁶ Also, in accordance with 40 CFR 122.45(f), EPA is imposing a monthly average mass limit of 131 lbs/day, also applicable during the months of May through October. This mass limit is based on the monthly average concentration limit and the design flow of the facility, and represents the highest load that the facility can discharge consistent with achieving water quality standards. The sampling frequency is two times per week. The permit contains a compliance schedule for meeting the nitrogen limit (See Permit Section 1.F).

Consistent with the seasonal analysis, EPA has not included nitrogen limits for the timeframe of November through March because these months are not the most critical period for phytoplankton growth. As noted earlier, EPA is imposing a condition requiring the permittee to optimize nitrogen removal during the wintertime. The summer limits and the winter optimization requirements will serve to keep the annual discharge load low. In combination, the numeric limitations and the optimization requirements are designed to ensure that the discharge does not cause or contribute to violations of applicable water quality standards, including narrative water quality criterion for nutrients, in accordance with Section 301(b)(1)(C) of the CWA.

EPA also notes that while the permit limit was set based on standards in the Taunton River Estuary, the limit is also protective of water quality standards in Mount Hope Bay under Massachusetts and Rhode Island water quality standards. Mount Hope Bay receives much greater dilution by ocean water, so that the nitrogen concentrations resulting from Taunton River loadings will be lower in the Bay than the 0.45 mg/l being met in the Taunton River Estuary.

¹⁶ The May to October seasonal period is consistent with other Narragansett Bay-related nitrogen limits. See Upper Blackstone Water Pollution Abatement District, MA01002369. The Mount Hope Bay Monitoring Program did not include May and October sampling, so those months were not explicitly included in the loading analysis. However, the Narragansett Bay Fixed Site Monitoring Program extends through October and includes limited data at the end of May and supports the need for permit limits in those months. For example, in 2006 chlorophyll-a concentrations in the last week of May averaged 13 ug/l with a maximum of 25 ug/l, with an average DO at the surface sonde of less than 5.0 mg/l. In 2005, chlorophyll-a concentrations from October 1 through 5 averaged 15 ug/l, with a maximum of 45 ug/l; DO concentrations measured at the near-bottom datasonde were less than 5.0 mg/l for approximately 5% of that time.

While other loads to Mount Hope Bay (particularly the Fall River WWTP) will need to be addressed as well, the reduction in nitrogen loadings from the Taunton River will ensure that those discharges do not cause or contribute to nitrogen-related impairments in Mount Hope Bay.

Total Phosphorus

The existing total phosphorus permit limit of 0.2 mg/l average monthly, based on “highest and best practical treatment” pursuant to 314 CMR 4.05(5)(c), is reduced in the draft permit to 0.15 mg/l in order to meet the Gold Book target of 0.1 mg/l to prevent eutrophication in the receiving water.

As discussed above with respect to nitrogen, eutrophication is an aspect of nutrient overenrichment and is defined as an increase in the rate of supply of organic matter to a waterbody (EPA, 2001). The primary symptoms of nutrient overenrichment include an increase in the rate of organic matter supply, changes in algal dominance, and loss of water clarity and are followed by one or more secondary symptoms such as nuisance/toxic algal blooms and low dissolved oxygen. (EPA, 2001). In freshwater systems such as the Three Mile River, phosphorus is the primary nutrient of concern.

The MA SWQS at 314 CMR 4.00 do not contain numerical criteria for total phosphorus. They include a narrative criterion for nutrients at 314 CMR 4.05(5)(c), which provides that “all surface waters shall be free from nutrients in concentrations that would cause or contribute to impairment of existing or designated uses.” They also include a requirement that “[a]ny existing point source discharge containing nutrients in concentrations that would cause or contribute to cultural eutrophication, including the excessive growth of aquatic plants or algae, in any surface water shall be provided with the most appropriate treatment as determined by the Department, including, where necessary, highest and best practical treatment (HBPT) for POTWs” Id. MassDEP has interpreted the “highest and best practicable treatment” (HBPT) requirement in its standards as requiring an effluent limit of 0.2 mg/l (200 ug/l) for phosphorus, and that requirement was incorporated in the current permit as the monthly average total phosphorus limit for April to October.

EPA is not aware of any assessments of eutrophication indicators or conditions downstream of the Mansfield WPAF since implementation of the permit limit, although there have been two occasions where monitoring conducted by the Taunton River Watershed Association indicated total phosphorus concentrations in the Three Mile river as high as 0.11 mg/l in 2010 and 0.18 mg/l in 2011. As the Town of Mansfield intends to construct an upgrade, and the current permit limit was based on HBPT (a technology standard) rather than a water quality-based calculation, EPA has calculated a new limit for this draft permit designed to meet water quality standards in the Three Mile River.

In the absence of a numeric criterion for phosphorus, EPA looks to nationally recommended criteria and other technical guidance documents. See 40 CFR 122.44(d)(1)(vi)(B). EPA has produced several guidance documents which contain recommended total phosphorus criteria for receiving waters. The 1986 *Quality Criteria for Water* (“Gold Book”) recommends in-stream phosphorus concentrations of no greater than 50 ug/l in any stream entering a lake or reservoir,

100 ug/l for any stream not discharging directly to lakes or impoundments, and 25 ug/l within a lake or reservoir. EPA has also released “Ecoregional Nutrient Criteria,” established as part of an effort to reduce problems associated with excess nutrients in water bodies in specific areas of the country. *Ambient Water Quality Criteria Recommendations: Information Supporting the Development of State and Tribal Nutrient Criteria, Rivers and Streams*, December 2000 (EPA-822-B-00-022). The published criteria represent conditions in waters in that ecoregion that are minimally impacted by human activities, and thus representative of water without cultural eutrophication. The Mansfield WPAF is within Ecoregion XIV, Eastern Coastal Plains. The recommended total phosphorus criterion for this ecoregion is 24 ug/l.

EPA has decided to rely on the Gold Book criterion of 0.1 mg/l rather than the more stringent eco-region criteria of 0.024 mg/l, given that it was developed from an effects-based approach, versus the eco-region criteria that were developed on the basis of reference conditions. The effects-based approach is taken because it is often more directly associated with an impairment to a designated use (i.e. fishing, swimming). The effects-based approach provides a threshold value above which adverse effects (i.e., water quality impairments) are likely to occur. It applies empirical observations of a causal variable (i.e., phosphorus) and a response variable (i.e., chlorophyll *a*) associated with designated use impairments. Reference-based values are statistically derived from a comparison within a population of rivers in the same eco-region class. They are a quantitative set of river characteristics (physical, chemical and biological) that represent minimally impacted conditions.

Therefore EPA has calculated a revised total phosphorus limit based on meeting the Gold Book target for preventing eutrophication under 7Q10 conditions. In performing this calculation EPA assumes a receiving water concentration of 0.03 mg/l, based on the median receiving water concentration in the Rumford River at Reservoir Street of 0.036 mg/l (range 0.032 to 0.041) (MassDEP, 2001) and the Wading River at the USGS gage of 0.026 mg/l (range 0.009 to 0.091) (USGS NAWQA; MassDEP, 2001).¹⁷ The calculation also accounts for the phosphorus load from the Wheaton College treatment plant based on Wheaton’s design flow (0.12 mgd or 0.185 cfs) and current effluent total phosphorus concentration from its DMRs (0.3 mg/l). The calculation is as follows:

Gold Book = 0.1 mg/l

7Q10 flow = 5.87 cfs

Design flow = 4.86 cfs

Limit =
$$\frac{[(5.87 + 4.86 \text{ cfs}) * 0.1 \text{ mg/l} - 5.87 \text{ cfs} * 0.03 \text{ mg/l} + 0.3 \text{ mg/l} * 0.185 \text{ cfs}]}{4.86 \text{ cfs}} = 0.15 \text{ mg/l}$$

The draft permit also includes a load limit of 3.9 lb/day as shown in Table 2 (attached).¹⁸

¹⁷ More recent data collected by the Taunton River Watershed Association indicates a median concentration below the detection limit of 0.05, consistent with these values.

¹⁸ Should Wheaton College tie in and terminate its permit, the expected modified permit load limit would be 4.1 lbs/day. See Table 3 (attached).

Total Residual Chlorine (TRC)

Chlorine and chlorine compounds produced by the chlorination of wastewater can be extremely toxic to aquatic life. Effluent limits are based on water quality criteria for total residual chlorine (TRC) which are specified in EPA water quality criteria established pursuant to Section 304(a) of the Clean Water Act. The most recent EPA recommended criteria are found in National Recommended Water Quality Criteria: 2002 (EPA-822-R-02-047). The fresh water aquatic life criteria for TRC are 11 ug/l for protection from chronic toxicity and 19 ug/l for protection from acute toxicity.

In its issuance of the current permit EPA determined that there is reasonable potential for TRC concentrations discharged in the effluent to cause or contribute to an exceedance of the water quality criteria given and calculated an average monthly limitation of 24 ug/l and maximum daily limitation of 42 ug/l for TRC based on the dilution under 7Q10 conditions. The 7Q10 dilution factor, multiplied by the acute and chronic fresh water criteria, provide the appropriate TRC limits. As shown below, the calculated limits are 24 ug/l and 42 ug/l.

Given:

acute freshwater criterion 19 ug/l chlorine
chronic freshwater criterion 11 ug/l chlorine
dilution factor 2.2

Then:

acute criterion x dilution factor = Daily Maximum Limit
 $19 \text{ ug/l} \times 2.2 = 42 \text{ ug/l}$ ¹⁹
chronic criterion x dilution factor = Monthly Average Limit
 $11 \text{ ug/l} \times 2.2 = 24 \text{ ug/l}$

The draft permit continues the current permit's requirement that chlorination and dechlorination systems provide an alarm for indicating system interruptions or malfunctions. Any interruption or malfunction of the chlorine dosing system may result in levels of chlorine that are inadequate for achieving effective disinfection, or interruptions and/or malfunctions of the dechlorination system may result in excessive levels of chlorine in the final effluent. The draft permit requires that all interruptions or malfunctions be reported with the monthly DMRs. The draft permit requires that the report include the date and time of the interruption or malfunction, the nature of the problem, and the estimated amount of time that the reduced levels of chlorine or dechlorination chemicals occurred.

Copper

The limits for copper in the existing permit were calculated based on the chronic and acute criteria set forth in the 1998 *National Recommended Water Quality Criteria*, pursuant to the MA SWQS in effect when the existing permit was issued in 2004. Since that time the Commonwealth of Massachusetts has issued, and EPA has approved, site-specific water quality criteria for copper for the Three Mile River that are less stringent than the prior criteria. The new site

¹⁹ These permit limits would remain the same if Wheaton College ties in, as the dilution factor is unchanged. See Section 6.2.A of this Fact Sheet.

specific criteria for copper establish a chronic criterion of 18.1 ug/l(dissolved, “d”),²⁰ and an acute criterion of 25.7 ug/l(d). The draft permit contains effluent limits of 24 ug/l(total recoverable “tr”)(monthly average) and 29 ug/l(tr)(maximum daily). The derivation of these limits is set forth below.

In determining the appropriate effluent limitation in response to this revised standard, EPA must apply the requirements of the revised state standard, as set forth in the Mass DEP *Protocol for and Determination of Site-Specific Copper Criteria for Ambient Waters in Massachusetts*, January 2007 (the “site-specific protocol”), and the requirements of the anti-backsliding provisions of the Clean Water Act §§ 402(o) and 303(d)(4).

Site-Specific Protocol: In determining effluent limitations under the revised standard, the site-specific protocol allows for relaxation of permit limits to reflect the higher criteria only to the extent required to reflect the actual performance that the facility has been able to achieve. It states:

[A]s part of the site-specific criteria, all reasonable efforts to minimize the loads of metals, and copper in this case, are part of the criteria revision protocol. So, the Department on a case-by-case basis will develop permit copper limits. Each determination will be based not only on the adjusted concentration resulting from the appropriate multiplier but will reflect the demonstrated level of copper reduction routinely achievable at the facility in order to minimize copper loads and thereby reduce its accumulation in the sediment.

Thus, determination of the appropriate effluent limits under the site-specific protocol requires calculating both (i) the required effluent limits that would meet the numeric criteria (criteria-based limits) and (ii) the actual effluent concentrations achieved by the facility (performance-based limits), and selecting the more stringent of the two.

Anti-backsliding: The reissuance of a permit with less stringent effluent limits must meet the requirements of the Clean Water Act’s anti-backsliding provision, § 402(o), which allows relaxation of water quality based standards only if they comply with CWA § 303(d)(4), and only if the revised limit meets current effluent guidelines and will not cause a violation of water quality standards.²¹ The Massachusetts antidegradation policy is set forth in 314 CMR § 4.04, providing, *inter alia*, “[i]n all cases existing uses and the level of water quality necessary to

²⁰ Water quality criteria for copper are expressed in terms of dissolved metals. However, permit limitations for copper are expressed in terms of total recoverable metals in accordance with the requirements of 40 CFR § 122.45(c). As such, conversion factors are used to develop total recoverable limits from dissolved criteria. The conversion factor reflects how the discharge of a particular metal partitions between the particulate and dissolved form after mixing with the receiving water. In the absence of site-specific data describing how a particular discharge partitions in the receiving water, a default assumption equivalent to the criteria conversion factor is used in accordance with the *Metal Translator Guidance for Calculating a Total Recoverable Permit Limit from a Dissolved Criterion* (USEPA 1996 [EPA-823-B96-007]). Therefore, a conversion factor of 0.960 was used to convert between total recoverable and dissolved copper concentrations. Dissolved concentrations are denoted ug/l(d), while total recoverable concentrations are denoted ug/l(tr)

²¹ The anti-backsliding rule also contains a number of exceptions that are not applicable here. See CWA § 402(o)(2); 40 CFR § 122.44(l).

protect the existing uses shall be maintained and protected.”

The analysis under the site-specific protocol addresses the anti-backsliding and antidegradation requirements by relaxing the copper limits to the more stringent of the limits necessary to achieve the revised criteria, or to the limits that have historically been achieved by the facility (unless the facility has historically discharged an effluent concentration lower than the current permit limits, in which those limits are retained). Because any relaxed limits will result in attainment of the site-specific criteria and not be less stringent than the facility’s current performance, the facility will not be able to scale back its efforts to reduce copper concentrations in the effluent. Therefore, the less stringent limits will not have the result of exceeding the revised criteria or worsening water quality in the receiving water, and the antidegradation requirement will be met.

As set forth above, the effluent limitations are determined by calculating both (i) the required effluent limits that would meet the numeric criteria (criteria-based limits) and (ii) the actual effluent concentrations achieved by the facility (performance-based limits), and selecting the more stringent of the two. The only exception to this procedure is if the actual effluent concentration is lower than the current (non site-specific) limits, then the current limits are retained in the permit

Criteria-based calculation. The criteria-based limits are calculated based on dilution under 7Q10 conditions, assuming a receiving water concentration of 4 ug/l based on the median receiving water result reported in the WET test reports:

Calculation of acute limit for copper:

Acute criteria (dissolved) = 25.7 ug/l(d)

7Q10 flow = 5.87 cfs

Design flow = 4.86 cfs

Criteria for total recoverable copper = 25.7 ug/l(d)/0.960 = 26.8 ug/l (tr)

Effluent limit = $[(5.87 + 4.86 \text{ cfs}) * 26.8 \text{ ug/l} - 5.87 \text{ cfs} * 4 \text{ ug/l}] / 4.86 = 54.3 \text{ ug/l}$

Calculation of chronic limit for copper:

Chronic criteria (dissolved) = 18.1 ug/l(d)

7Q10 flow = 5.87 cfs

Design flow = 4.86 cfs

Criteria for total recoverable copper = 18.1 ug/l(d)/0.960 = 18.85 ug/l (tr)

Effluent limit = $[(5.87 + 4.86 \text{ cfs}) * 18.85 \text{ ug/l} - 5.87 \text{ cfs} * 4 \text{ ug/l}] / 4.86 = 36.8 \text{ ug/l}$

Performance-based calculation. The level of copper removal routinely achieved by the facility (i.e., the past demonstrated performance of the facility) is determined by a statistical analysis of discharge data submitted by the facility over the three-year period from October 2009 through September 2012, using the methodology set forth in the *Technical Support Document for Water Quality-based Toxics Control*, EPA/505/2-90-001 (March 1991) (Appendix E). The average monthly and maximum daily limits are based on the 95th and 99th percentile of a lognormal distribution, based on the facility’s monthly average effluent data as shown in Table #. These calculations indicate that limits based solely on past performance would result in a monthly

average limit of 24 µg/l(tr) and a maximum daily limit of 29 µg/l(tr).

Resulting Effluent Limitation. As noted above, pursuant to the site-specific protocol, effluent limits will be relaxed only to the more stringent of the criteria-based or performance-based limits. In this case the performance-based limits are more stringent with respect to both the chronic and acute criteria. The draft permit therefore includes performance-based monthly average and maximum daily permit limits, as follows:

Monthly average: 24 µg/l(tr)

Maximum daily: 29 µg/l(tr)

Other metals

EPA also reviewed monitoring data for other toxic metals (Aluminum, Cadmium, Lead, Nickel and Zinc) as reported in the facility's WET test reports, Table 11, to determine whether the facility's discharges of those metals have a reasonable potential to cause an exceedance of the water quality standard. As shown in Table 11, none of these metals are present in the facility's discharge at concentrations that exceed the water quality criteria. Therefore there is no reasonable potential to cause an exceedance of the water quality standards and no effluent limit is required.

Toxicity Testing

The draft permit carries forward the Whole Effluent Testing limits in the current permit.

National studies conducted by EPA have demonstrated that domestic sources contribute toxic constituents to POTWs. These constituents include metals, chlorinated solvents and aromatic hydrocarbons among others. The Region's current policy is to include toxicity testing requirements in all municipal permits, while Section 101(a)(3) of the CWA specifically prohibits the discharge of toxic pollutants in toxic amounts.

Based on the potential for toxicity resulting from domestic and industrial contributions, the low level of dilution at the discharge location, water quality standards, and in accordance with EPA regulation and policy, the draft permit includes chronic and acute toxicity limitations and monitoring requirements. (See, e.g., "Policy for the Development of Water Quality-Based Permit Limitations for Toxic Pollutants", 50 Fed. Reg. 30,784 (July 24, 1985); see also, EPA's *Technical Support Document for Water Quality-Based Toxics Control*). EPA Region I has developed a toxicity control policy. The policy requires wastewater treatment facilities to perform toxicity bioassays on their effluents. The MassDEP requires bioassay toxicity testing for state certification.

The MassDEP's Division of Watershed Management has a current toxics policy that requires toxicity testing for all major dischargers such as the Mansfield WPAF (*Implementation Policy for the Control of Toxic Pollutants in Surface Waters*, MassDEP 1990). In addition, EPA believes that toxicity testing is required to assure that the synergistic effect of the pollutants in the discharge does not cause toxicity, even though the pollutants may be at low concentrations in

the effluent. The inclusion of whole effluent toxicity limitations in the draft permit will assure that the Mansfield WPAF does not discharge combinations of toxic compounds into the Three Mile River in amounts that would affect aquatic or human life.

Pursuant to EPA Region I Policy, and MassDEP's *Implementation Policy for the Control of Toxic Pollutants in Surface Waters* (February 1990), dischargers having a dilution factor less than 10 are required to conduct acute and chronic toxicity testing four times per year unless there are passing results over an extended period of time. A dilution factor of 2.2 was calculated for this facility. In accordance with the above guidance, the draft permit includes an acute toxicity limit (LC50 of > 100%) and a chronic toxicity limit (C-NOEC of > 45 %). The C-NOEC calculations are as follows:

$$(1/\text{dilution factor} * 100) = (1/2.2 * 100) = 45 \text{ percent.}$$

Toxicity testing shall be performed on the daphnid, *Ceriodaphnia dubia*, and the fathead minnow, *Pimephales promelas*, in accordance with the EPA Region I test procedures and protocols specified in **Attachments A** (Freshwater Chronic Toxicity Procedure and Protocol) and **B** (Freshwater Acute Toxicity Procedure and Protocol) of the draft permit, and the tests will be conducted four times a year. These WET testing requirements have changed from the current permit. It has come to EPA Region I's attention that the "modified acute" toxicity test in the current permit, which is conducted as part of the chronic toxicity test, is not an approved method under 40 CFR Part 136. As of March 2013 the modified acute testing requirement is being replaced by a standalone acute toxicity test. The acute toxicity testing protocol is Attachment B to the draft permit, while the revised chronic protocol (eliminating the "modified acute" component) is Attachment A.

EPA and the MassDEP may use the results of the toxicity tests and chemical analyses conducted by the permittee, required by the permit, as well as national water quality criteria, state water quality criteria, and any other appropriate information or data, to develop numerical effluent limitations for any pollutants.

7. Industrial Pretreatment Program

The permittee is required to administer a pretreatment program based on the authority granted under 40 CFR 122.44(j), 40 CFR Part 403 and section 307 of the Act. The Permittee's pretreatment program received EPA approval on July 31, 1982 and, as a result, appropriate pretreatment program requirements were incorporated into the previous permit, which were consistent with that approval and federal pretreatment regulations in effect when the permit was issued.

The Federal Pretreatment Regulations in 40 CFR Part 403 were amended in October 1988, July 1990, and again in October 2005. Those amendments established new requirements for implementation of pretreatment programs. Upon reissuance of this NPDES permit, the permittee is obligated to modify its pretreatment program to be consistent with current Federal Regulations. Those activities that the permittee must address include, but are not limited to, the following: (1) develop and enforce EPA approved specific effluent limits (technically-based

local limits); (2) revise the local sewer-use ordinance or regulation, as appropriate, to be consistent with Federal Regulations; (3) develop an enforcement response plan; (4) Implement a slug control evaluation program; (5) track significant noncompliance for industrial users; and (6) establish a definition of and track significant industrial users.

These requirements are necessary to ensure continued compliance with the POTW's NPDES permit and its sludge use or disposal practices.

In addition to the requirements described above, the draft permit requires the permittee to submit to EPA in writing, within 180 days of the permit's effective date, a description of proposed changes to permittee's pretreatment program deemed necessary to assure conformity with current federal pretreatment regulations. These requirements are included in the draft permit to ensure that the pretreatment program is consistent and up-to-date with all pretreatment requirements in effect. Lastly, the permittee must continue to submit, annually by October 1, a pretreatment report detailing the activities of the program for the twelve month period ending 60 days prior to the due date.

8. Operation and Maintenance of the Sewer System

EPA regulations set forth a standard condition for "Proper Operation and Maintenance" that is included in all NPDES permits. *See* 40 CFR § 122.41(e). This condition is specified in Part II.B.1 (General Conditions) of the draft permit and it requires the proper operation and maintenance of all wastewater treatment systems and related facilities installed or used to achieve permit conditions.

EPA regulations also specify a standard condition to be included in all NPDES permits that specifically imposes on permittees a "duty to mitigate." *See* 40 CFR § 122.41(d). This condition is specified in Part II.B.3 of the draft permit and it requires permittees to take all reasonable steps – which in some cases may include operations and maintenance work - to minimize or prevent any discharge in violation of the permit which has the reasonable likelihood of adversely affecting human health or the environment.

Proper operation of collection systems is critical to prevent blockages and equipment failures that would cause overflows of the collection system (sanitary sewer overflows, or SSOs), and to limit the amount of non-wastewater flow entering the collection system (inflow and infiltration or I/I²²). I/I in a collection system can pose a significant environmental problem because it may displace wastewater flow and thereby cause, or contribute to causing, SSOs. Moreover, I/I could reduce the capacity and efficiency of the treatment plant and cause bypasses of secondary treatment. Therefore, reducing I/I will help to minimize any SSOs and maximize the flow receiving proper treatment at the treatment plant. MassDEP has stated that the inclusion in NPDES permits of I/I control conditions is a standard State Certification requirement under Section 401 of the CWA and 40 CFR § 124.55(b).

²² "Infiltration" is groundwater that enters the collection system through physical defects such as cracked pipes, or deteriorated joints. "Inflow" is extraneous flow entering the collection system through point sources such as roof leaders, yard and area drains, sump pumps, manhole covers, tide gates, and cross connections from storm water systems.

Therefore, specific permit conditions have been included in Part I.B. and I.C. of the draft permit. These requirements include mapping of the wastewater collection system, preparing and implementing a collection system operation and maintenance plan, reporting unauthorized discharges including SSOs, maintaining an adequate maintenance staff, performing preventative maintenance, controlling infiltration and inflow to the extent necessary to prevent SSOs and I/I related-effluent violations at the wastewater treatment plant, and maintaining alternate power where necessary. These requirements are intended to minimize the occurrence of permit violations that have a reasonable likelihood of adversely affecting human health or the environment.

Several of the requirements in the new draft permit were not included in the current permit or the previous draft permit, including collection system mapping, and preparation of a collection system operation and maintenance plan. EPA has determined that these additional requirements are necessary to ensure the proper operation and maintenance of the collection system and has included schedules for completing these requirements in the draft permit.

Because Norton and Foxboro each own and operate collection systems that discharge to the Taunton treatment works, these municipalities have been included as co-permittees for the specific permit requirements discussed in the paragraph above. The historical background and legal framework underlying this co-permittee approach is set forth in Attachment C to this Fact Sheet, *EPA Region 1 NPDES Permitting Approach for Publicly Owned Treatment Works that Include Municipal Satellite Sewage Collection Systems*.

9. Essential Fish Habitat

Under the 1996 Amendments (PL 104-267) to the Magnuson-Stevens Fishery Conservation and Management Act (16 U.S.C. § 1801 et seq. (1998)), EPA is required to consult with the National Marine Fisheries Services (NMFS) if EPA's action or proposed actions that it funds, permits, or undertakes, may adversely impact any essential fish habitat as: waters and substrate necessary to fish for spawning, breeding, feeding, or growth to maturity (16 U.S.C. § 1802 (10)). Adversely impact means any impact which reduces the quality and/or quantity of EFH (50 C.F.R. § 600.910 (a)). Adverse effects may include direct (e.g., contamination or physical disruption), indirect (e.g., loss of prey, reduction in species' fecundity), site-specific or habitat-wide impacts, including individual, cumulative, or synergistic consequences of actions. Essential fish habitat is only designated for species for which federal fisheries management plans exist (16 U.S.C. § 1855(b) (1) (A)). EFH designations for New England were approved by the U.S. Department of Commerce on March 3, 1999. The Three Mile River is not covered by the EFH designation for riverine systems (nor is the Taunton River, to which the Three Mile River discharges) and thus EPA has determined that a formal EFH consultation with NMFS is not required.

10. Endangered Species Act

Section 7(a) of the Endangered Species Act of 1973, as amended (ESA) grants authority to and imposes requirements upon Federal agencies regarding endangered or threatened species of fish, wildlife, or plants ("listed species") and habitat of such species that has been designated as

critical (a “critical habitat”). The ESA requires every Federal agency, in consultation with and with the assistance of the Secretary of Interior, to insure that any action it authorizes, funds, or carries out, in the United States or upon the high seas, is not likely to jeopardize the continued existence of any listed species or result in the destruction or adverse modification of critical habitat. The United States Fish and Wildlife Service (USFWS) administers Section 7 consultations for freshwater species, where as the NMFS administers Section 7 consultations for marine species and anadromous fish.

EPA has determined that no federally-listed or proposed, threatened or endangered species or critical habitat are known to occur in the Three Mile River. Atlantic Sturgeon have been identified in the Taunton River but are not known to utilize tributaries to the Taunton River such as the Three Mile River, and the discharge is located an extensive distance (approximately ten miles) from the Taunton mainstem, making it highly unlikely that Atlantic Sturgeon will be present in the vicinity of the discharge. Furthermore, the effluent limitations and other permit requirements identified in this Fact Sheet are designed to be protective of all aquatic species. Therefore, consultation under Section 7 of the ESA with NMFS and USFWS is not required.

11. Monitoring and Reporting

The effluent monitoring requirements have been established to yield data representative of the discharge under authority of Section 308 (a) of the CWA in accordance with 40 CFR §§122.41 (j), 122.44 (l), and 122.48.

As noted on page 3 of the permit, a routine sampling program shall be developed in which samples are taken at the same location, same time and same day(s) of every month. Any deviations from the routine sampling program shall be documented in correspondence appended to the applicable Discharge Monitoring Report (DMR) that is submitted to EPA.

The Draft Permit includes new provisions related to DMR submittals to EPA and the State. The Draft Permit requires that, no later than one year after the effective date of the permit, the permittee submit all monitoring data and other reports required by the permit to EPA using NetDMR, unless the permittee is able to demonstrate a reasonable basis, such as technical or administrative infeasibility, that precludes the use of NetDMR for submitting DMRs and reports (“opt-out request”).

In the interim (until one year from the effective date of the permit), the permittee may either submit monitoring data and other reports to EPA in hard copy form, or report electronically using NetDMR.

NetDMR is a national web-based tool for regulated CWA permittees to submit DMRs electronically via a secure Internet application to U.S. EPA through the Environmental Information Exchange Network. NetDMR allows participants to discontinue mailing in hard copy forms under 40 CFR § 122.41 and § 403.12. NetDMR is accessed from the following url: <http://www.epa.gov/netdmr>. Further information about NetDMR, including contacts for EPA Region 1, is provided on this website.

EPA currently conducts free training on the use of NetDMR, and anticipates that the availability of this training will continue to assist permittees with the transition to use of NetDMR. To participate in upcoming trainings, visit <http://www.epa.gov/netdmr> for contact information for Massachusetts.

The Draft Permit requires the permittee to report monitoring results obtained during each calendar month using NetDMR, no later than the 15th day of the month following the completed reporting period. All reports required under the permit shall be submitted to EPA as an electronic attachment to the DMR. Once a permittee begins submitting reports using NetDMR, it will no longer be required to submit hard copies of DMRs or other reports to EPA and will no longer be required to submit hard copies of DMRs to MassDEP. However, permittees must continue to send hard copies of reports other than DMRs to MassDEP until further notice from MassDEP.

The Draft Permit also includes an “opt-out” request process. Permittees who believe they cannot use NetDMR due to technical or administrative infeasibilities, or other logical reasons, must demonstrate the reasonable basis that precludes the use of NetDMR. These permittees must submit the justification, in writing, to EPA at least sixty (60) days prior to the date the facility would otherwise be required to begin using NetDMR. Opt-outs become effective upon the date of written approval by EPA and are valid for twelve (12) months from the date of EPA approval. The opt-outs expire at the end of this twelve (12) month period. Upon expiration, the permittee must submit DMRs and reports to EPA using NetDMR, unless the permittee submits a renewed opt-out request sixty (60) days prior to expiration of its opt-out, and such a request is approved by EPA.

Until electronic reporting using NetDMR begins, or for those permittees that receive written approval from EPA to continue to submit hard copies of DMRs, the Draft Permit requires that submittal of DMRs and other reports required by the permit continue in hard copy format. Hard copies of DMRs must be postmarked no later than the 15th day of the month following the completed reporting period.

12. State Certification Requirements

EPA may not issue a permit unless MassDEP certifies that the effluent limitations included in the permit are stringent enough to assure that the discharge will not cause the receiving water to violate State Water Quality Standards. EPA has requested permit certification by the State pursuant to 40 CFR §124.53 and expects the draft permit will be certified.

13. Comment Period, Hearing Requests, and Procedures for Final Decisions

All persons, including applicants, who believe any condition of the permit is inappropriate must raise all issues and submit all available arguments and all supporting material for their arguments in full by the close of the public comment period to Susan Murphy, U.S. Environmental Protection Agency, 5 Post Office Square, Suite 100 (OEP06-1), Boston, MA 02109. Any person prior to such date may submit a request in writing for a public hearing to consider the draft permit to EPA and the State Agency. Such requests shall state the nature of the issues to be

raised in the hearing. A public hearing may be held after at least thirty days public notice whenever the Regional Administrator finds that response to this notice indicates significant public interest. In reaching a final decision on the draft permit the Regional Administrator will respond to all significant comments and make these responses available to the public at EPA's Boston office.

Following the close of the comment period, and after the public hearing, if held, the Regional Administrator will issue a final permit decision and forward a copy of the final decision to the applicant and to each person who has submitted written comments or requested notice.

14. EPA Contact

Requests for additional information or questions concerning the draft permit may be addressed Monday through Friday, between the hours of 9:00 a.m. and 5:00 p.m., to :

Susan Murphy
U.S. Environmental Protection Agency
5 Post Office Square, Suite 100 (OEP06-1)
Boston, MA 02109
Telephone: (617) 918-1534 Fax: (617) 918-0534
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**Ken Moraff, Acting Director
Office of Ecosystem Protection
U.S. Environmental Protection Agency**

Fact Sheet, MA0101702

Table 1. DMR Summary

Monitoring Period End Date	BOD5 (May 1 - October 31)					BOD5 (November 1 - April 30)					TRC		Fecal Coliform		Total Copper	
	Average Monthly	Max Daily	Average Monthly	Average Weekly	Maximum Daily	Average Monthly	Max Daily	Average Monthly	Average Weekly	Maximum Daily	Average Monthly	Maximum Daily	Average Monthly	Maximum Daily	Average Monthly	Maximum Daily
	lb/day		mg/L			lb/day		mg/L			ug/L		cfu/100mL		ug/L	
06/30/2010	25.5	80.5	1.6	3.3	4.9	Test Not Required					0	0	0.7	4	19	19
07/31/2010	11.4	16.8	0.8	1	1.3	Test Not Required					0	0	1	7.5	22	22
08/31/2010	14.9	21.7	1	1.5	1.6	Test Not Required					0	0	0.9	2	17	17
09/30/2010	13	20.7	0.9	1.3	1.3	Test Not Required					0	0	0.6	1.5	12	12
10/31/2010	9.8	14.5	0.7	0.7	0.9	Test Not Required					0	0	0.7	1.5	13	13
11/30/2010	Test Not Required					14.5	35.6	0.9	1.4	2.1	0	0	Test Not Required		14	14
12/31/2010	Test Not Required					19.3	52.2	1.1	1.6	2.7	0	0	Test Not Required		13	13
01/31/2011	Test Not Required					24.9	77.2	1.4	3	4.2	0	0	Test Not Required		15	15
02/28/2011	Test Not Required					17.5	23.8	0.9	1	1.5	0	0	Test Not Required		20	20
03/31/2011	Test Not Required					25	33.7	0.9	1	1.5	0	0	Test Not Required		10	10
04/30/2011	Test Not Required					25.5	34.4	1.1	1.6	1.7	0	0	2.5	172	18	18
05/31/2011	19.6	37.3	1	1.4	1.8	Test Not Required					0	0	0.7	1	16	16
06/30/2011	13.7	24.4	0.8	1.2	1.4	Test Not Required					0	0	13.8	24	17	17
07/31/2011	12.4	15.5	0.8	1	1	Test Not Required					0	0	8.4	12	18	18
08/31/2011	15.5	27.3	1	1.6	1.6	Test Not Required					0	0	2	17	20	25
09/30/2011	18.4	49.8	1	1.6	2.9	Test Not Required					0	0	2.8	20.5	16.5	17
10/31/2011	15.1	24.3	0.7	0.9	1.5	Test Not Required					0	0	4.3	10.5	12	12
11/30/2011	Test Not Required					15	26.2	0.6	0.7	0.9	0	0	Test Not Required		14	14
12/31/2011	Test Not Required					16.7	32.6	0.7	1.1	1.3	0	0	Test Not Required		12	12
01/31/2012	Test Not Required					9.9	15.9	0.5	0.7	0.9	0	0	Test Not Required		15	15
02/29/2012	Test Not Required					13.6	26.6	0.8	1.3	1.7	0	0	Test Not Required		21	21
03/31/2012	Test Not Required					12.2	18.9	0.7	0.9	1.1	0	0	Test Not Required		19	19
04/30/2012	Test Not Required					14.8	25.5	1	1.2	1.7	0	0	0.8	3.5	15	15
05/31/2012	20.4	30	1.2	1.2	1.8	Test Not Required					0	0	0.7	1.5	18	18
06/30/2012	15.9	28.4	1	1.4	1.6	Test Not Required					0	0	1.2	3	19	19
Existing Permit Limit	262	Report	10	10	Report	786	Report	30	45	Report	24	42	200	400	20*	20*
Minimum	9.8	14.5	0.7	0.7	0.9	9.9	15.9	0.5	0.7	0.9	0	0	0.6	1	10	10
Maximum	25.5	80.5	1.6	3.3	4.9	25.5	77.2	1.4	3	4.2	0	0	13.8	172	22	25
Average	15.8	30.1	1	1.4	1.8	17.4	33.6	0.9	1.3	1.8	0	0	2.7	18.8	16	16
Standard Deviation	4.3	17.9	0.2	0.6	1	5.2	16.6	0.2	0.6	0.9	0	0	3.7	43	3	4
Number of Measurements	13	13	13	13	13	12	12	12	12	12	25	25	15	15	25	25
Number of Exceedences	0	N/A	0	0	N/A	0	N/A	0	0	N/A	0	0	0	0	2	3

Note: NR = Test Not Required

*Limit is changed due to an administrative order, original permit limits are 15.8 ug/L monthly average and 22.9 ug/L daily max.

**Limit varies based on month, see permit

Fact Sheet, MAC

Monitoring Period End Date	Flow		Ammonia Nitrogen					Total Kjeldahl Nitrogen	Total Nitrate	Total Nitrite	DO	pH		Total Phosphorous (November 1 - March 31)		
	Monthly Average	Maximum Daily	Average Monthly	Maximum Daily	Average Monthly	Average Weekly	Max Daily	Average Monthly	Average Monthly	Average Monthly	Daily Min	Daily Min	Daily Max	Maximum Daily	Average Monthly	Maximum Daily
	MGD		lb/day		mg/L			mg/L	mg/L	mg/L	mg/L	SU		lb/day	mg/L	mg/L
06/30/2010	2.618	2.039	1.8	7.7	0.1	0.25	0.5	1.4	21	0.17	7.6	7.1	7.6	Test Not Required		
07/31/2010	2.527	1.907	0.4	1.5	0	0.07	0.1	1.1	18	0	7.2	7.2	7.8	Test Not Required		
08/31/2010	2.489	2.184	0	0	0	0	0	0	18	0	7.3	7.4	7.7	Test Not Required		
09/30/2010	2.487	2	0.2	1.1	0	0.035	0.1	0	19	0	7.6	7.3	7.8	Test Not Required		
10/31/2010	2.47	1.942	0.2	1.2	0	0.04	0.1	0	17	0	7.6	7.3	7.6	Test Not Required		
11/30/2010	2.442	2.246	NR	NR	0	NR	NR	1.9	16	0.01	8.5	7.1	7.6	1.4	0.1	0.1
12/31/2010	2.364	2.319	NR	NR	0	NR	NR	1.5	22	0.02	8.4	7	7.5	1.3	0.1	0.1
01/31/2011	2.322	2.436	NR	NR	0.4	NR	NR	1.9	23	0.13	8.5	6.9	7.2	1.4	0.1	0.1
02/28/2011	2.333	4.044	NR	NR	0	NR	NR	1.2	21	0.02	9.6	6.9	7.2	0.7	0	0
03/31/2011	2.205	5.658	NR	NR	0	NR	NR	0	10	0.16	10	6.8	7.3	1.5	0.1	0.1
04/30/2011	2.129	3.448	0	0.2	0	NR	0	1.4	21	0.02	9.9	6.8	7.4	Test Not Required		
05/31/2011	2.15	2.528	0.5	2.5	0	NR	0.1	0	21	0	9.2	7	7.4	Test Not Required		
06/30/2011	2.169	2.249	0	0.2	0	0.05	0	1	22	0	8.7	7.2	7.5	Test Not Required		
07/31/2011	2.183	2.072	0.3	1.5	0	0.05	0.1	0	18	0	8.3	7.1	7.4	Test Not Required		
08/31/2011	2.194	2.146	0.3	1.7	0	0.05	0.1	1.1	23	0.02	8.3	7.1	7.4	Test Not Required		
09/30/2011	2.235	2.77	0.2	1.7	0	0.05	0.1	1.4	15	0	8.8	7	7.4	Test Not Required		
10/31/2011	2.329	3.884	0.5	4.1	0	0.079	0.2	1.5	12	0	9.1	7	7.7	Test Not Required		
11/30/2011	2.411	3.791	NR	NR	0	NR	NR	1.1	15	0	9	6.8	7.6	1.5	0.1	0.1
12/31/2011	2.483	4.89	NR	NR	0	NR	NR	0	17	0	8.3	6.8	7.6	0.8	0	
01/31/2012	2.496	2.424	NR	NR	0.1	NR	NR	0	22	0	9.1	6.7	7.6	0.9	0	0.1
02/29/2012	2.446	2.621	NR	NR	0	NR	NR	0	22	0	9.5	6.6	7.2	1	0.1	0.1
03/31/2012	2.324	2.171	NR	NR	0.1	NR	NR	0	20	0	8.4	7	7.3	2.1	0.12	0.16
04/30/2012	2.252	2.165	4.4	19.9	0.3	NR	1.1	1.3	26	0.07	8.1	6.9	7.4	Test Not Required		
05/31/2012	2.232	2.383	0.1	0.9	0	NR	0.1	0	25	0	7.7	7	7.2	Test Not Required		
06/30/2012	2.223	2.132	0.4	1	0	0.0398	0.1	0	1.3	0	7.6	6.9	7.3	Test Not Required		
Existing Permit Limit	3.14	Report	**	**	**	**	**	Report	Report	Report	>6	6.5	8.3	Report	Report	Report
Minimum	2.129	1.907	0	0	0	0	0	0	1.3	0	7.2	6.6	7.2	0.7	0	0
Maximum	2.618	5.658	4.4	19.9	0.4	0.25	1.1	1.9	26	0.17	10	7.4	7.8	2.1	0.12	0.16
Average	2.341	2.738	0.6	3	0	0.065	0.2	0.7	18.6	0.02	8.5	7	7.5	1.3	0.1	0.1
Standard Deviation	0.139	0.985	1.1	5	0.1	0.065	0.3	0.7	5.3	0.05	0.8	0.2	0.2	0.4	0.1	0
Number of Measurements	25	25	15	15	25	11	15	25	25	25	25	25	25	10	10	9
Number of Exceedences	0	N/A	0	0	0	0	0	N/A	N/A	N/A	0	0	0	N/A	N/A	N/A

Fact Sheet, MAC

Monitoring Period End Date	Total Phosphorus (April 1 - October 31)				TSS (May 1 - October 31)					TSS (November 1 - April 30)					Ceriodaphnia dubia		Pimephales promelas	
	Monthly Average	Maximum Daily	Monthly Average	Maximum Daily	Average Monthly	Maximum Daily	Average Monthly	Average Weekly	Maximum Daily	Average Monthly	Maximum Daily	Average Monthly	Average Weekly	Maximum Daily	Acute	Chronic	Acute	Chronic
	lb/day		mg/L		lb/day		mg/L			lb/day		mg/L			%		%	
06/30/2010	1.7	2.2	0.11	0.14	16.2	27.2	1.1	1.2	1.8	Test Not Required					Test Not Required		Test Not Required	
07/31/2010	1.5	1.7	0.11	0.12	11.5	18	0.8	1.1	1.4	Test Not Required					Test Not Required		Test Not Required	
08/31/2010	1.5	1.7	0.1	0.12	15.6	33.2	1.1	1.2	2.1	Test Not Required					100	100	100	100
09/30/2010	1.4	1.6	0.09	0.11	15.4	27.9	1	1.6	1.8	Test Not Required					Test Not Required		Test Not Required	
10/31/2010	1.3	1.5	0.09	0.1	8.5	15.5	0.6	0.8	1	Test Not Required					Test Not Required		Test Not Required	
11/30/2010	Test Not Required				Test Not Required					8	15.3	0.5	0.6	0.8	100	100	100	100
12/31/2010	Test Not Required				Test Not Required					11.5	26.1	0.7	1	1.4	Test Not Required		Test Not Required	
01/31/2011	Test Not Required				Test Not Required					17.8	32.6	1	1.3	2	Test Not Required		Test Not Required	
02/28/2011	Test Not Required				Test Not Required					25.2	86.5	1.2	1.7	3.8	100	100	100	100
03/31/2011	Test Not Required				Test Not Required					35	80.2	1.2	1.4	1.9	Test Not Required		Test Not Required	
04/30/2011	1.3	2.3	0.06	0.1	Test Not Required					36.4	69.1	1.6	1.9	2.7	Test Not Required		Test Not Required	
05/31/2011	1.3	1.7	0.07	0.08	18	27.2	0.9	1.1	1.4	Test Not Required					100	100	100	100
06/30/2011	1.3	2.1	0.07	0.13	14.8	20.9	0.9	0.9	1.2	Test Not Required					Test Not Required		Test Not Required	
07/31/2011	1.3	1.7	0.09	0.12	14.1	20	0.9	1.2	1.4	Test Not Required					Test Not Required		Test Not Required	
08/31/2011	1.2	1.4	0.08	0.1	14.7	20.3	0.9	1.1	1.3	Test Not Required					100	100	100	45
09/30/2011	1.3	1.4	0.07	0.08	15	20.9	0.8	1	1.2	Test Not Required					Test Not Required		Test Not Required	
10/31/2011	1.6	2.6	0.07	0.11	17.4	34.8	0.7	1	2.2	Test Not Required					Test Not Required		Test Not Required	
11/30/2011	Test Not Required				Test Not Required					8.9	12.2	0.4	0.6	0.5	100	100	100	100
12/31/2011	Test Not Required				Test Not Required					8.6	25.2	0.3	0.4	0.8	Test Not Required		Test Not Required	
01/31/2012	Test Not Required				Test Not Required					7.6	22.9	0.4	0.6	1.2	Test Not Required		Test Not Required	
02/29/2012	Test Not Required				Test Not Required					10.7	33.7	0.7	1.5	2.2	100	100	100	100
03/31/2012	Test Not Required				Test Not Required					11.2	17.8	0.7	1	1.2	Test Not Required		Test Not Required	
04/30/2012	1.8	2.7	0.12	0.17	Test Not Required					18.2	32.2	1.2	1.4	2.1	Test Not Required		Test Not Required	
05/31/2012	1.7	2.1	0.1	0.12	20.7	34.5	1.1	1.1	2.1	Test Not Required					100	100	100	25
06/30/2012	1.5	2.2	0.09	0.13	11.4	33.3	0.7	1.9	1.9	Test Not Required					Test Not Required		Test Not Required	
Existing Permit Limit	5	Report	0.2	Report	262	Report	10	10	Report	786	Report	30	45	Report	100	45	100	45
Minimum	1.2	1.4	0.06	0.08	8.5	15.5	0.6	0.8	1	7.6	12.2	0.3	0.4	0.5	100	100	100	100
Maximum	1.8	2.7	0.12	0.17	20.7	34.8	1.1	1.9	2.2	36.4	86.5	1.6	1.9	3.8	100	100	100	100
Average	1.4	1.9	0.09	0.12	14.9	25.7	0.9	1.2	1.6	16.6	37.8	0.8	1.1	1.7	100	100	100	100
Standard Deviation	0.2	0.4	0.02	0.02	3.1	6.8	0.2	0.3	0.4	10.3	25.8	0.4	0.5	0.9	0	0	0	0
Number of Measurements	15	15	15	15	13	13	13	13	13	12	12	12	12	12	8	8	8	8
Number of Exceedences	0	N/A	0	N/A	0	N/A	0	0	N/A	0	N/A	0	0	N/A	0	0	0	0

Table 2. Load limit calculations
Current design flow = 3.14 MGD

Parameter	Concentration Limit (mg/l)	Load limit (lb/d) = Conc.limit(mg/l)*designflow(mgd)*8.34
BOD/TSS	10	262
	30	786
	45	1178
Ammonia	10	262
	5	131
	1	26
	30	786
Total Nitrogen	5	131
Total Phosphorus	0.15	3.9
	1	26

Table 3. Load limit calculations with Wheaton College
Modified flow = 3.26 MGD

Parameter	Concentration Limit (mg/l)	Load limit (lb/d) = Conc.limit(mg/l)*designflow(mgd)*8.34
BOD/TSS	10	272
	30	816
	45	1223
Ammonia	10	272
	5	136
	1	27
	30	816
Total Nitrogen	5	136
Total Phosphorus	0.15	4.1
	1	27

	Effluent Analytical Data (ug/l)							Receiving Water Analytical Data (ug/l)						
	Hardness	Al	Cd ¹	Cu	Ni	Pb ¹	Zn	Hardness	Al	Cd ¹	Cu	Ni	Pb ¹	Zn
5/12/2009	130	10	ND-0.5	12	2	0.5	20	32	90	ND-0.5	2	2	0.7	8
8/11/2009	160	20	ND-0.5	26	3	ND-0.5	29	37	80	ND-0.5	ND-2	ND-2	0.53	15
11/10/2009	180	20	ND-0.5	19	ND-2	0.6	21	36	170	ND-0.5	4	ND-2	2	14
2/9/2010	160	ND-20	ND-0.5	28	ND-2	1	28	34	ND-20	ND-0.5	13	ND-2	0.7	10
5/11/2010	170	ND-20	ND-0.5	16	ND-2	0.6	27	30	110	ND-0.5	7	2	1	46
8/10/2010	180	ND-20	ND-0.5	15	2	0.5	20	39	30	ND-0.5	4	ND-2	ND-0.5	6
11/9/2010	180	ND-20	ND-0.5	11	ND-2	ND-0.5	21	35	76	ND-0.5	2	ND-2	0.7	7
2/15/2011	150	ND-20	ND-0.5	13	ND-2	1	21	38	88	ND-0.5	6	ND-2	0.6	11
5/10/2011	180	ND-20	ND-0.5	15	ND-2	0.6	21	38	120	ND-0.5	10	2	1	9
8/23/2011	170	20	ND-0.5	14	ND-2	0.7	20	39	60	ND-0.5	4	ND-2	0.6	4
11/15/2011	160	ND-20	ND-0.5	10	ND-2	ND-0.5	14	28	76	ND-0.5	ND-2	ND-2	ND-0.5	4
2/14/2012	160	21	ND-0.5	15	ND-2	ND-0.5	20	33	100	ND-0.5	ND-2	ND-2	0.6	5
Median	165	20	ND-0.5	15	2	0.6	21	36	88	ND-0.5	4.0	2.0	0.7	8.5
95th percentile ²		25	ND-0.5	23	3	1.00	30							
Chronic Criterion ³		87	0.26	18.1	50	2.94	114							
Acute Criterion ³		750	2.01	25.7	446	75.6	114							

¹ Non-detects noted as " ND- [minimum detection level]"

² Percentiles calculated from a lognormal distribution with mean and standard deviation derived from monitoring data

³ Expressed in Total Recoverable Metals for consistency with monitoring data. Criteria for Cd, Ni, Pb and Zn are hardness dependent and calculated using the formulas set forth in the National Recommended Water Quality Criteria 2002 (EPA 2002) at a hardness of 94, based on the median hardness of effluent and receiving water combined proportional to design flow and 7Q10 flow.



Figure 1. Location Map
Mansfield WPAF
NPDES No. MA0101702



775 387.5 0 775 Feet

 **Mansfield WPAF**

The diagram illustrates the flow of wastewater through various treatment stages. Key components include:

- EFFLUENT** (top)
- Chlorine** (top)
- SECONDARY CLAMPING** (top)
- FERRIC** (top)
- Aeration Basin** (middle)
- FERRIC** (middle)
- PRIMARY CLAMPING/CLARIFICATION** (middle)
- Line** (middle)
- ADVANCED GENT TANKS** (bottom)
- RAW SEWAGE** (bottom)
- WASTEWATER PUMP** (bottom)

To estimate the TN load to the Taunton River Estuary, the USGS LOADEST computer modeling program was used. This program develops a number of regression equations correlating constituent concentration and streamflow based on an input calibration file listing corresponding data points of these two variables. For each regression equation, three different models are used to estimate the average summer load based on the summer flow record. The first, Adjusted Maximum Likelihood Estimation (AMLE), and the second, Maximum Likelihood Estimation (MLE) are applicable when the calibration model errors, or “residuals,” are normally distributed. Normality is determined by the Turnbull-Weiss test. These two estimations will be the same unless there are any censored data points, in which case the AMLE estimate is more accurate. The third model, Least Absolute Deviation (LAD), is used for non-normally distributed data.

The average summer TN load to the Taunton River at Weir Village, as well as to the four tributaries downstream from this point, were modeled by LOADEST using nitrogen concentration data from the Mount Hope Bay Monitoring Program and 2004 and 2005 daily streamflow data either measured by USGS gages, or adjusted proportionally based on drainage area. For days on which more than one concentration was measured, the average concentration was used in the LOADEST calibration file. Days on which the streamflow was 0 cfs were excluded from the dataset.

For all load estimations the best regression equation was automatically selected by the program based on the Akaike Information Criteria (AIC) value. In calculating the summer loads, the regression equation was selected based on the full year of monitoring data (i.e., the equation used to calculate the summer 2004 loads was selected based on a calibration dataset of the entire year 2004 monitoring data).

As described earlier, LOADEST gives load estimations based on three different models. If the calibration residuals were distributed normally, the Maximum Likelihood Estimation (MLE) was chosen. Otherwise, the Least Absolute Deviation (LAD) estimation was chosen. The calibration residuals were considered normal if the p-value of the Turnbull Weiss test was greater than 0.05.

Taunton River at Weir Village	
Year	Load Est. (lb/d)
2004	2659
2005	2289

Three Mile River	
Year	Load Est. (lb/d)
2004	547
2005	403

Segreganset River	
Year	Load Est. (lb/d)
2004	35
2005	34

Assonet River	
Year	Load Est. (lb/d)
2004	49
2005	51

Quequechan River	
Year	Load Est. (lb/d)
2004	85
2005	112

Sum of Loads (lb/d)	
2004	3375
2005	2889

Nitrogen Attenuation

As a result of chemical and biological processes, not all of the nitrogen discharged from each point source reaches the estuary. To determine the delivered nitrogen load, attenuation from each point source was calculated. The governing equation is:

$$L_f = L_i * e^{-kt} ; \text{ where}$$

L_f = the delivered load;
 L_i = discharged load;
 k = attenuation coefficient; and
 t = travel time in days.

Attenuation calculations have been estimated in a number of studies for smaller order streams but generally do not reflect the effluent-dominated stream conditions encountered downstream of the Brockton AWRP (DF (dilution factor) = 1.02) and, to a lesser extent, the Bridgewater (DF 2.2), Mansfield (DF 2.2) and Middleborough (DF 1.9) WWTPs. For example, attenuation coefficients for small streams are given by the NE SPARROW models. Moore et al., *Estimation of Total Nitrogen and Phosphorus in New England Streams Using Statistically Referenced Regression Models*, USGS SIR-2004-5012. The NE SPARROW model indicates that no attenuation would be expected in the Taunton River mainstem, but that the tributaries (with flows ≤ 100 cfs) are given an attenuation coefficient of 0.77 day^{-1} .

For the Brockton AWRP, attenuation calculations based on regional regression equations were determined to be insufficient. Using the above analysis with SPARROW regression coefficients, the calculated attenuation of the Brockton AWRP discharge under summer flow conditions is predicted to be approximately 30%. EPA determined that this figure was unreliable for the following reasons:

(1) Use of a 30% attenuation factor for Brockton's load to allocate the total loads at Weir Village from the LOADEST analysis resulted in an implausibly large nonpoint source load per square mile compared to the other tributaries. This would indicate that the point source component of the load is being understated; the likeliest explanation for that is that attenuation of Brockton's load is overstated.¹

¹ To explain further, monitoring of the Taunton River at Weir Village indicates an average summer load for 2004-05 of 2,474 lbs/day. If the Brockton discharge of 1,303 lbs/day is assumed to be reduced by 30% through attenuation, then 912 lbs/day of the load at Weir Village is due to Brockton. Other WWTPs contribute 330 lbs/day, leaving 1,232 lbs/day attributable to nonpoint sources. Given the drainage area above Weir Village of 358 square miles, this gives an estimated summer nonpoint source loading of 3.4 lbs/day/sq.mi. This is significantly greater than the areal nonpoint source loading found at any other monitoring site in the Mount Hope Bay Monitoring Program, including the Quequechan River (which drains the City of Fall River) as well as the Ten Mile, Assonet and Segreganset Rivers.

(2) Nitrogen data collected by CDM for the Brockton AWRP receiving water study, although not collected for the purposes of attenuation calculations, do not appear to be consistent with significant in-stream attenuation.²

(3) The extremely effluent-dominated conditions downstream of the Brockton AWRP discharge are likely outside of the range of conditions used in developing the SPARROW regional regression equations.^{3,4}

Because of the large impact of Brockton's discharge on the loading analysis, EPA determined that an improved attenuation estimate was necessary for this analysis, and therefore conducted a monitoring study including sampling and streamflow measurements in the summer of 2012, in order to estimate an attenuation rate for Brockton's discharge.

The Matfield River Monitoring Study utilized a Lagrangian sampling program modelled on USGS, *Lagrangian Sampling of Wastewater Treatment Plant Effluent in Boulder Creek, Colorado, and Fourmile Creek, Iowa*, Open File Report 2011-1054 (2011), based on following the same "packet" of water downstream from the AWRP and sampling downstream based on calculated time of travel from the AWRP. Samples were taken at one upstream and four downstream locations on the Salisbury Plain and Matfield Rivers, as well as the two major tributaries (Beaver Brook and Meadow Brook) and the AWRP discharge, and streamflow was measured at three downstream locations. Sampling locations are shown on Figure B-1.

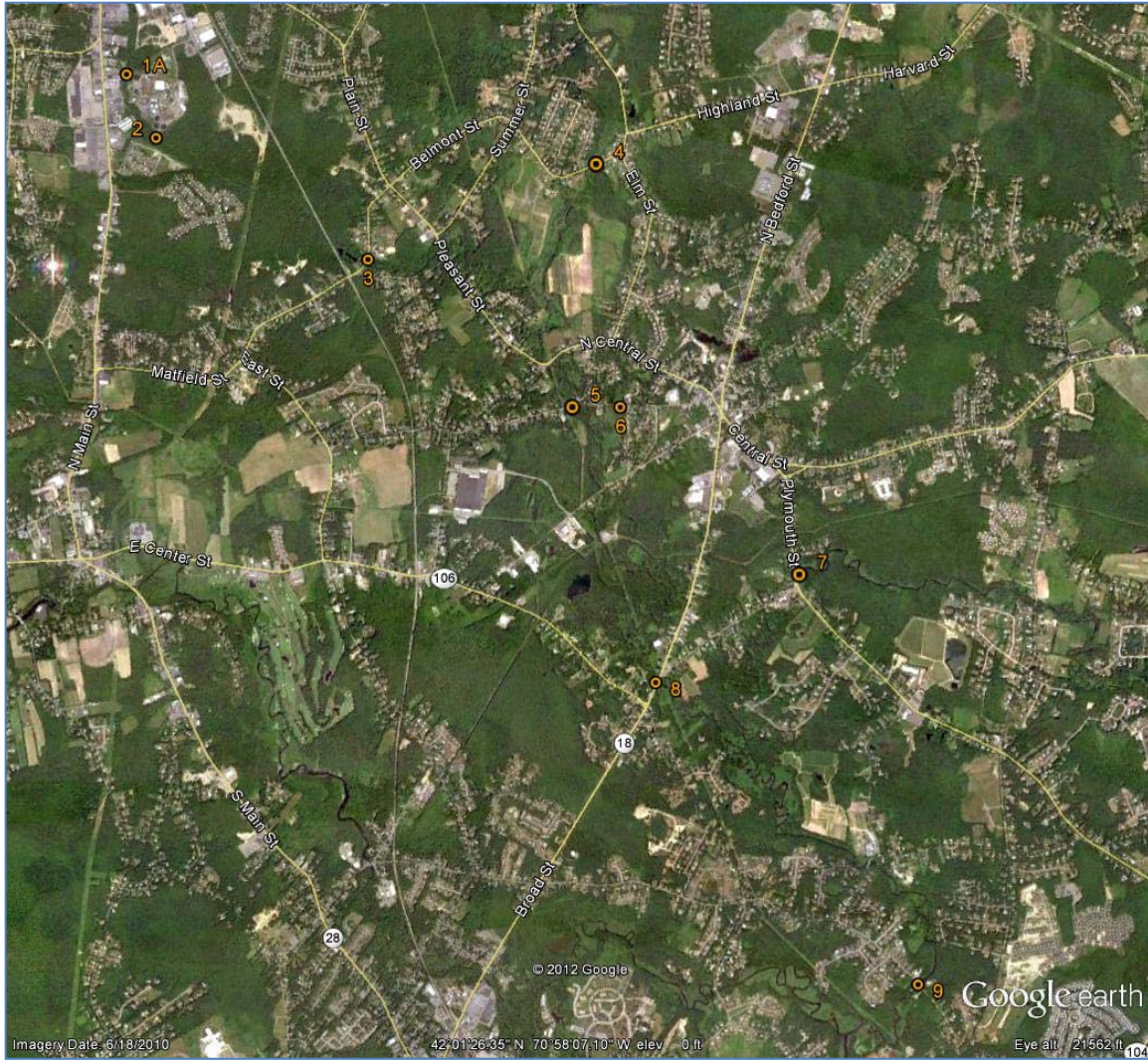
² For example, total nitrogen concentrations at the site of the discontinued USGS gage on the Matfield (CDM's station BR1-08) were within 5% of the concentrations found over 4 miles upstream on the Salisbury Plain River (CDM Station BR1-03), indicating on a qualitative level that little attenuation is occurring once the additional dilution resulting from the confluence of Beaver Brook, Meadow Brook and other minor tributaries and baseflow is accounted for.

³ EPA also notes the SPARROW regression equations include a regression coefficient for POTW loads of 1.11. This means that direct application of the SPARROW model would require that Brockton's load be inflated by 11% before applying the attenuation factor in order to calculate Brockton's contribution to the delivered flow. It is unclear that application of the SPARROW attenuation factor in isolation accurately reflects SPARROW model results.

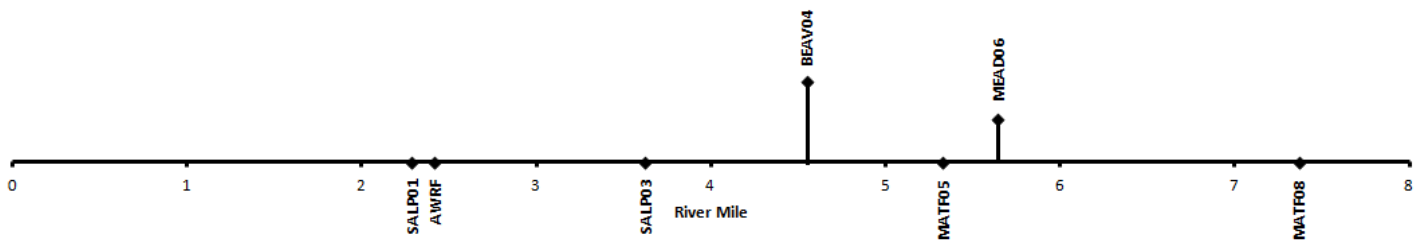
⁴ Available literature also indicates the potential for significant reduction in attenuation rates under high nitrogen concentrations. See Alexander et al, Dynamic modeling of nitrogen losses in river networks unravels the coupled effects of hydrological and biogeochemical processes, *Biogeochemistry* 93:91–116 (2009).

Figure B-1. Sampling locations

(a) Map of sampling locations. Site 2 not used in analysis.

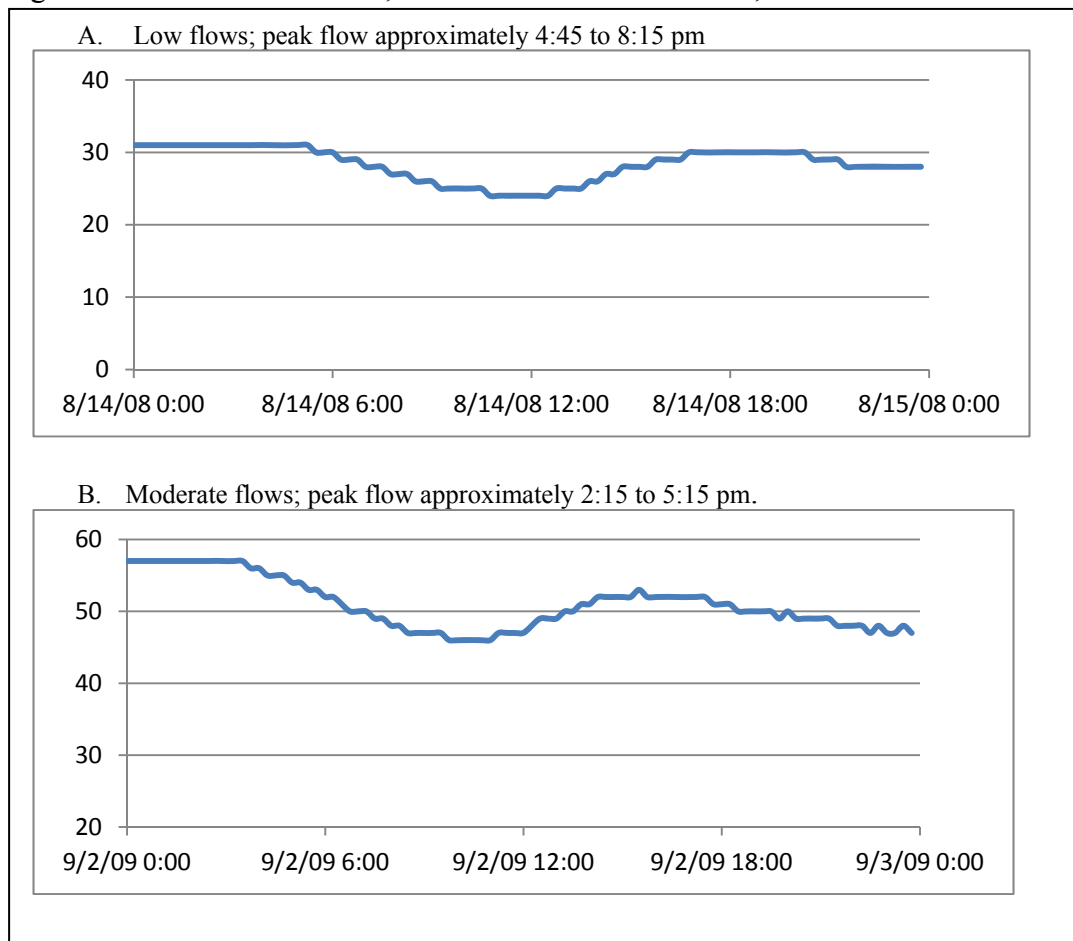


(b) Sampling locations by river mile along Salisbury Plain and Matfield Rivers.



The furthest downstream station (MATF08) was located at the former USGS streamgage site on the Matfield River at Elmwood (USGS 01106500). Time of travel to this site was based on 15-minute streamflow data provided by USGS for summer months prior to discontinuance of data collection at the streamgage in October 2009. These show a clear pattern of influence from the Brockton AWRF's diurnal discharge variation. Figure B-2 shows two 24-hour streamflow records from September 2009 at relatively low (chart A) and moderate (chart B) flows. These show a distinct diurnal flow pattern, consistent with wastewater discharges, and a delayed and more spread out pattern under lower flow conditions, consistent with lower stream velocities under those conditions. The time of travel for individual days was determined by comparison of the daily streamflow pattern with the Brockton AWRF discharge data from the facility's SCADA system (measurements approximately every 3 minutes; an example is shown at Figure B-3). Time of travel to the intermediate sites was assumed to be proportional to time of travel to MATF08, based on the distance in river miles to each site.

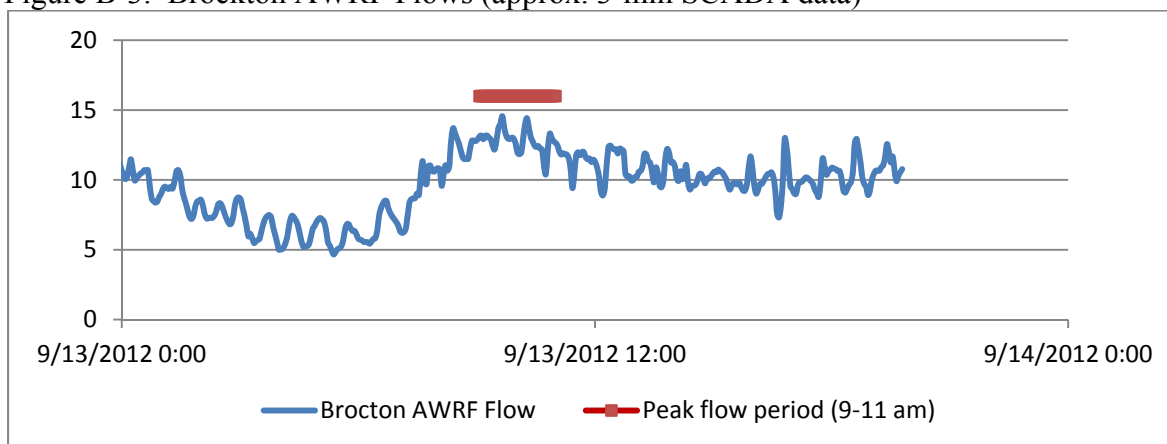
Figure B-2. USGS 01106500, Matfield River at Elmwood, 15-minute flow data



As can be seen from the Brockton AWRF SCADA data, there is considerable short term variability in the AWRF discharge rate. As explained by the facility, this is due to the

interaction of the various pump operations related to facility discharge and is inherent in the operation of the facility. While this variability will tend to dissipate as the plume moves downstream (see smoother pattern in 15-min data from the USGS gage downstream), there is potential for initial load calculations, and thus the attenuation factor, to vary on the order of 5-8% in the short term (on the order of 3 minutes). A time of travel analysis is not expected to be sufficiently precise to capture the exact packet of discharge within the sub-3 minute variability of the discharge. Therefore the analysis focused on following the peak period of Brockton's flows, approximately 9 to 11 a.m. While this provides a lower level of precision than would be ideal, it is sufficient that attenuation on the order of 30% (as predicted using regional regression models) would be apparent.

Figure B-3. Brockton AWRF Flows (approx. 3-min SCADA data)



Monitoring data from sampling stations on the Salisbury Plain and Matfield River are shown in Table B-1. On two of the sampling dates, instream total nitrogen concentrations increase slightly as sampling moves downstream, inconsistent with significant attenuation of nitrogen under those flow conditions (these are the two lowest flow dates). These increases could indicate instream release of nitrogen under low flow conditions. In contrast, in the August sampling a significant reduction in total nitrogen concentration occurred between sites 5 and 8. In general, the reach between sites 5 and 8 saw the most variability, with both load increases and one day of significant load decrease recorded between the two sites. This is likely due to the extensive wetland system the river passes through between these two stations, which appear to provide potential for sizeable release as well as uptake of nitrogen discharges. EPA notes that results showing widely variation attenuation rates under different stream conditions are consistent with the available literature (see, e.g. Smith et al., Nitrogen attenuation in the Connecticut River, northeastern USA; a comparison of mass balance and N₂ production modeling approaches, *Biogeochemistry* 87, 311-323 (2008) (differing attenuation in April (zero in both reaches) from August (zero in southern reach, 18% in northern reach)); Vanderburg et al., Field Evaluation of Mixing Length and Attenuation of Nutrients and Fecal Coliform in a Wastewater Effluent Plume, Environmental Monitoring and

Assessment (2005) 107: 45–57 (2005) (“Nitrate attenuation is markedly different between the two sampling events.”).

Table B-1. Monitoring data

Station	Distance from AWRP (mi)	6/18/2012			7/9/2012			8/13/2012			9/13/2012		
		Flow (cfs)	TN (mg/l)	Travel time (d)	Flow (cfs)	TN (mg/l)	Travel time (d)	Flow (cfs)	TN (mg/l)	Travel time (d)	Flow (cfs)	TN (mg/l)	Travel time (d)
SALP01 (upstream)	-0.1	--	1.7	NA	--	2.1	NA	--	1.7	NA	--	1.5	NA
AWRF	0	25.2	4.2	0	18.3	4.3	0	22.1	4.8	0	19.9	4.0	0
SALP03	1.2	37.4	3.3	0.06	26.0	3.2	0.07	42.2	3.3	0.05	25.2	3.4	0.07
MATF05	2.9	42.1	2.8	0.16	26.8	3.2	0.18	55.3	2.8	0.14	25.8	3.5	0.18
MATF08¹	4.9	46.0	3.1	0.27	27.7	3.4	0.24	63.0	1.6	0.24	26.7	3.8	0.30

¹ Flow at MATF08 determined from USGS staff gage and most recent shifted rating curve for June, August and September sampling dates. Direct streamflow measurements on 7/9/12 and early morning on 9/13/12 used to confirm shifted rating curve, which is considered highly provisional by USGS since discontinuance of site as active USGS streamgage.

Load reduction percentages were calculated for each sampling station on the Salisbury Plain/Matfield Rivers for each monitoring data and are shown in Table B-2. The general equation for calculating attenuation is:

$$\text{Attenuation} = \frac{(\text{Load upstream of reach} + \text{Load added to reach} - \text{Load at end of reach})}{(\text{Load upstream of reach} + \text{Load added to reach})}$$

This calculation assumes that all the additional load input into the reach is subject to the same attenuation as the load coming in from the mainstem upstream of the reach. This is an accurate assumption for the reach upstream of SALP03 (where greater than 90% of the drainage area is upstream of the AWRP) and for the reach upstream of MATF08 (77% of additional drainage area is Meadow Brook watershed, and Meadow Brook enters close to the head of this reach). See Figure B-1(b). For the reach upstream of MATF08 the majority of additional load is from Beaver Brook (82% of additional drainage area) which enters the mainstem at approximately the halfway point of the reach; while this load is subject to lesser attenuation than assumed in the calculation the effect is minor and the approximation is reasonable.⁵

In general load reductions are on the order of a few percent and, given the uncertainty in the analysis, are consistent with either zero attenuation or a low level of attenuation in the system on all sampling dates but August 13 (when significant attenuation is shown). These calculations indicate that, averaged over the summer, there is attenuation of nitrogen taking place downstream of the AWRP discharge. Average attenuations over the summer for the three reaches were combined to determine a cumulative attenuation

⁵ To assess the impact, the calculation was performed assuming the additional load received zero attenuation: $[\text{Attenuation}] = [\text{Upstream load} + \text{Load added to reach} - \text{Load at end reach}] / \text{Upstream Load}$. Calculated attenuation differed by between 0.02 and 0.34%; the actual effect would be less since most of the load enters the stream at the midpoint of the reach, giving some opportunity for attenuation.

percentage from the AWRF to Station MATF08 of 7%. This corresponds to an attenuation coefficient k of 0.28 day^{-1} , based on a travel time of 0.27 days using the loading equation

$$L_f = L_i * e^{-kt}; \text{ or } k = - [\ln(L_f/L_i)]/t$$

L_f = the delivered load;

L_i = discharged load;

L_f/L_i = delivery percentage = 93%

k = attenuation coefficient; and

t = travel time in days = 0.27.

Table B-2

	6/18/2012			7/9/2012			8/13/2012			9/13/2012		
	Flow (cfs)	TN (mg/l)	Load	Flow (cfs)	TN (mg/l)	Load	Flow (cfs)	TN (mg/l)	Load	Flow (cfs)	TN (mg/l)	Load
<i>Input Loads</i>												
Brockton A/WRF	25.2	4.2	572	18.3	4.3	425	22.1	4.8	572	19.9	4.0	428
Upstream of SALP03 ¹	12.2	1.7	110	7.8	2.1	89	20.1	1.7	181	5.3	1.5	44
			682			514			753			472
<i>Output Load</i>												
Total load at SALP03	37.4	3.26	656	26.0	3.21	450	42.2	3.32	754	25.2	3.43	465
Attenuation percent			4%			12%			0%			1%

¹ Flow upstream calculated from flow at SALP03 minus Brockton A/WRF flow; concentration upstream from Salisbury Plain River at SALP01, representing 82% of watershed at SALP03.

	6/18/2012			7/9/2012			8/13/2012			9/13/2012		
	Flow (cfs)	TN (mg/l)	Load	Flow (cfs)	TN (mg/l)	Load	Flow (cfs)	TN (mg/l)	Load	Flow (cfs)	TN (mg/l)	Load
<i>Input Loads</i>												
Load at SALP03	37.4	3.3	656.1	26.0	3.2	449.6	42.2	3.3	754.1	25.2	3.4	465.1
Load added between SALP03 and MATF05 ²	4.7	1.0	25	0.7	1.4	5	13.1	1.5	106	0.7	1.0	3
			681			455			860			468
<i>Output Load</i>												
Total load at MATF05	42.1	2.785	632	26.8	3.22	464	55.3	2.82	839	25.8	3.51	488
Attenuation percent			7%			-2%			2%			-4%

² Flow input between SALP03 and MATF05 calculated from flow at MATF05 minus flow at SALP03; concentration of input flow based on concentration of Beaver Brook at BEAB04, representing 91% of additional watershed between SALP03 and SALP05.

	6/18/2012			7/9/2012			8/13/2012			9/13/2012		
	Flow (cfs)	TN (mg/l)	Load	Flow (cfs)	TN (mg/l)	Load	Flow (cfs)	TN (mg/l)	Load	Flow (cfs)	TN (mg/l)	Load
<i>Input Loads</i>												
Load at SALP03	42.1	2.8	632.0	26.8	3.2	464.0	55.3	2.8	839.1	25.8	3.5	488.4
Load added between MATF05 and MATF08 ³	3.9	1.6	34	1.0	1.7	9	7.7	2.8	117	0.9	1.5	7
			666			473			956			495
<i>Output Load</i>												
Total load at MATF08 ³	46	3.085	765	27.7	3.40	508	63	1.64	555	26.7	3.82	549
Attenuation percent			-15%			-7%			42%			-11%

³ Flow input between MATF08 and MATF05 calculated from flow at MATF08 minus flow at MATF05; concentration of input flow based on concentration of Meadow Brook at MEBR06, representing 77% of additional watershed between SALP05 and SALP08

Reach	Average attenuation in reach	Cumulative attenuation	Cumulative delivery factor	k (1/day)
Upstream of SAPB03	4%	4%	96%	
Between SALP03 and MATF05	1%	5%	95%	
Between MATF05 and MATF08	2%	7%	93%	0.28

The calculated value of k (0.28 day⁻¹) was used to determine the delivery factor for the Brockton AWRP and for the Bridgewater, Mansfield and Middleborough WWTPs that also discharge to effluent-dominated streams. For the small facilities discharging to tributaries the New England SPARROW attenuation coefficient was applied. Travel time from each point source to the Taunton River, was calculated using river distance and a calculated average summer velocity,⁶ Table B-3 shows the river distance, average velocity, travel time and percent load delivered for each facility.

Table B-3

Facility	River distance on tributary (ft)	Average velocity (fps)	Travel Time (days)	Percent of load delivered
Oak Point	9,613	0.67	0.17	88
MCI Bridgewater	7,665	0.67	0.13	90
Brockton	44,135	1.23	0.42	89
Bridgewater	13,015	1.04	0.14	96
Dighton-Rehoboth Schools	53,385	0.79	0.78	55
Mansfield	62,503	1.1	0.66	83
Middleborough	27,608	1.05	0.30	92
Wheaton College	81,449	1.1	0.86	52
East Bridgewater H.S.	22,976	0.99	0.27	81

⁶ Annual average velocities by reach were obtained from the National Hydrography Dataset (NHDPlus). As this analysis is for summer only, when flow and velocities are lower, an average summer velocity was calculated based on the following relationship from Jobson, H.E., 1996, *Prediction of traveltime and longitudinal dispersion in rivers and streams*: U.S. Geological Survey Water-Resources Investigations Report 96-4013 (equation 12).

$$V_p = 0.094 + 0.0143 \times (D'_a)^{0.919} \times (Q'_a)^{-0.469} \times S^{0.159} \times \frac{Q}{D_a}$$

Where $Q'_a = Q/Q_a$
 Q = summer average flow
 Q_a = annual average flow
 D_a = Drainage area
 S = slope
 g = gravitational acceleration

$$D'_a = \frac{D_a^{1.25} \times \sqrt{g}}{Q_a}$$

The NHDPlus average annual velocities were calculated using the Jobson equation where $Q=Q_a$. The Jobson equation can be used to derive a relationship between summer average and annual average velocity:

$$V_{\text{summer}} = 0.094 + (V_{\text{annual}} - 0.094) \times (Q/Q_a)^{0.531}$$

This equation was used to calculate average summer flows for each reach in NHDPlus.

EPA notes that the results of this field work confirm the complex nature of nitrogen cycling in the Salisbury Plain and Matfield River, and that continued work developing a water quality model of the Salisbury Plain and Matfield Rivers as contemplated by MassDEP and USGS would assist in informing this analysis and any future TMDL analysis, particularly with respect to attenuation under differing loads as upgrades are implemented. However, at this time no modeling effort is ongoing, and the attenuation analysis performed by EPA is the best available information upon which to develop this permit limit. EPA also notes that the permit limit for the Mansfield facility would vary within a relatively small range (between 3 and 7 mg/l) under a wide range of assumptions regarding attenuation of the Brockton discharge. For example, the Fact Sheet notes that, using the 7% attenuation figure, if a uniform permit limit were applied to all facilities in the watershed it would have to be less than 3.5 mg/l. For comparison, if it were assumed that there is zero attenuation of Brockton's discharge, the resulting uniform permit limit would be only slightly higher (approximately 3.7). On the other hand, if the attenuation factor was doubled (resulting in approximately 21% attenuation), a permit limit between 3.1 and 3.2 mg/l would need to be applied. (Required permit limits are more stringent if greater attenuation is assumed. This is because the attenuation factor is used in calculating how much of the measured load is from nonpoint sources; a higher attenuation rate means more load is attributed to the (more difficult to control) nonpoint sources, so that greater reduction from point sources is needed to meet the same total load target). The highest possible permit limits would result from assuming that there is no attenuation at all of the nitrogen discharges and would still require an average limit from all POTW discharges of less than 4. Even under this most generous assumption, which EPA does not consider realistic, the resulting permit limit for the Mansfield WPAF would still be less than 7 mg/l.⁷

⁷ An example load allocation meeting this assumption is as follows: If zero attenuation is assumed for Brockton, Mansfield, Middleborough and Bridgewater, the total load from point sources is 2,070 lbs/day; from nonpoint sources 1,175 lbs/day. Assuming a 20% reduction in nonpoint sources allows for a POTW load of 1,141 lbs/day. This can be met with a permit limit of 3 mg/l on the Brockton AWRP and Taunton WWTP, a permit limit of 5 mg/l on the Somerset WWTP, and limits of 6.7 mg/l on the Mansfield, Middleborough and Bridgewater facilities.

EPA REGION 1 NPDES PERMITTING APPROACH FOR PUBLICLY OWNED TREATMENT WORKS THAT INCLUDE MUNICIPAL SATELLITE SEWAGE COLLECTION SYSTEMS

This regional interpretative statement provides notice to the public of EPA Region 1's interpretation of the Clean Water Act ("CWA" or "Act") and implementing regulations, and advises the public of relevant policy considerations, regarding the applicability of the National Pollutant Discharge Elimination System ("NPDES") program to publicly owned treatment works ("POTWs") that include municipal satellite sewage collection systems ("regionally integrated POTWs"). When issuing NPDES permits to these types of sanitary sewer systems, it is EPA Region 1's practice to include and regulate the owners/operators of the municipal satellite collection systems through a co-permitting structure. This interpretative statement is intended to explain, generally, the basis for this practice. EPA Region 1's decision in any particular case will be made by applying the law and regulations on the basis of specific facts when permits are issued.

EPA has set out a national policy goal for the nation's sanitary sewer systems to adhere to strict design and operational standards:

"Proper [operation and maintenance] of the nation's sewers is integral to ensuring that wastewater is collected, transported, and treated at POTWs; and to reducing the volume and frequency of ...[sanitary sewer overflow] discharges. Municipal owners and operators of sewer systems and wastewater treatment facilities need to manage their assets effectively and implement new controls, where necessary, as this infrastructure continues to age. Innovative responses from all levels of government and consumers are needed to close the gap."¹

Because ownership/operation of a regionally integrated POTW is divided among multiple parties, the owner/operator of the treatment plant many times lacks the means to implement comprehensive, system-wide operation and maintenance ("O & M") procedures. Failure to properly implement O & M measures in a POTW can cause, among other things, excessive extraneous flow (*i.e.*, inflow and infiltration) to enter, strain and occasionally overload treatment system capacity. This failure not only impedes EPA's national policy goal concerning preservation of the nation's wastewater infrastructure assets, but also frustrates achievement of the water quality- and technology-based requirements of CWA § 301 to the extent it results in sanitary sewer overflows and degraded treatment plant performance, with adverse impacts on human health and the environment.

In light of these policy objectives and legal requirements, it is EPA Region 1's permitting practice to subject all portions of the POTW to NPDES requirements in order to ensure that the treatment system as a whole is properly operated and maintained and that human health and water quality impacts resulting from excessive extraneous flow are minimized. The approach of addressing O&M concerns in a regionally integrated treatment works by adding municipal

¹ See *Report to Congress: Impacts and Control of CSOs and SSOs* (EPA 833-R-04-001) (2004), at p. 10-2. See also "1989 National CSO Control Strategy," 54 Fed. Reg. 37371 (September 8, 1989).

satellite collection systems as co-permittees is consistent with the definition of “publicly owned treatment works,” which by definition includes sewage collection systems. Under this approach, the POTW in its entirety is subject to NPDES regulation as a point source discharger under the Act. This entails imposition of permitting requirements applicable to the POTW treatment plant along with a more limited set of conditions applicable to the connected municipal satellite collection systems.

The factual and legal basis for the Region’s position is set forth in greater detail in *Attachment A*.

Attachment A

ANALYSIS SUPPORTING EPA REGION 1 NPDES PERMITTING APPROACH FOR PUBLICLY OWNED TREATMENT WORKS THAT INCLUDE MUNICIPAL SATELLITE SEWAGE COLLECTION SYSTEMS

- | | |
|------------------|--|
| <i>Exhibit A</i> | List of regional centralized POTW treatment plants and municipal satellite collection systems subject to the co-permittee policy |
| <i>Exhibit B</i> | Analysis of extraneous flow trends for representative systems |
| <i>Exhibit C</i> | List of municipal satellite collection systems that have had SSOs |
| <i>Exhibit D</i> | Form of Regional Administrator's waiver of permit application requirements for municipal satellite collection systems |

Introduction

On May 28, 2010, the U.S. EPA Environmental Appeals Board (“Board”) issued a decision remanding to the Region certain NPDES permit provisions that included and regulated satellite collection systems as co-permittees. *See In re Upper Blackstone Water Pollution Abatement District*, NPDES Appeal Nos. 08-11 to 08-18 & 09-06, 14 E.A.D. __ (Order Denying Review in Part and Remanding in Part, EAB, May 28, 2010).² While the Board “did not pass judgment” on the Region’s position that its NPDES jurisdiction encompassed the entire POTW and not only the treatment plant, it held that “where the Region has abandoned its historical practice of limiting the permit only to the legal entity owning and operating the wastewater treatment plant, the Region had not sufficiently articulated in the record of this proceeding the statutory, regulatory, and factual bases for expanding the scope of NPDES authority beyond the treatment plant owner/operator to separately owned/operated collection systems that do not discharge directly to waters of the United States, but instead that discharge to the treatment plant.” *Id.*, slip op. at 2, 18. In the event the Region decided to include and regulate municipal satellite collection systems as co-permittees in a future permit, the Board posed several questions for the Region to address in the analysis supporting its decision:

- (1) Is the scope of NPDES authority limited to owners/operators of the treatment plant, or does the authority extend to owners/operators of the municipal satellite collection systems that comprise the wider POTW?

² The decision is available on the Board’s website via the following link:
http://yosemite.epa.gov/oa/EAB_Web_Docket.nsf/30b93f139d3788908525706c005185b4/34e841c87f346d94852577360068976f!OpenDocument.

- (2) If the latter, how far up the collection system does NPDES jurisdiction reach, *i.e.*, where does the “collection system” end and the “user” begin?
- (3) Do municipal satellite collection systems “discharge [] a pollutant” within the meaning of the statute and regulations?
- (4) Are municipal satellite collection systems “indirect dischargers” and thus excluded from NPDES permitting requirements?
- (5) Is the Region’s rationale for regulating municipal satellite collection systems as co-permittees consistent with the references to “municipality” in the regulatory definition of POTW, and the definition’s statement that “[t]he term also means the municipality...which has jurisdiction over the Indirect Discharges to and the discharges from such a treatment works”?
- (6) Is the Region’s rationale consistent with the permit application and signatory requirements under NPDES regulations?

See *Blackstone, slip op.* at 18, 20, n. 17.

This regional interpretative statement is, in part, a response to the Board’s decision. It details the legal and policy bases for regulating as co-permittees publicly owned treatment works (“POTWs”) that include municipal satellite collection systems. Region 1’s analysis is divided into five sections. First, the Region provides context for the co-permitting approach by briefly describing the health and environmental impacts associated with poorly maintained sanitary sewer systems. Second, the Region outlines its evolving permitting practice regarding regionally integrated POTWs, particularly its attempts to ensure that such entity’s municipal satellite collection systems are properly maintained and operated. Third, the Region explains the legal authority to include municipal satellite collection systems as co-permittees when permitting regionally integrated POTWs. In this section, the Region answers the questions posed by the Board in the order presented above. Fourth, the Region sets forth the basis for the specific conditions to which the municipal satellite collection systems are subject as co-permittees. Finally, the Region discusses other considerations informing its decision to employ a co-permittee structure when permitting regionally integrated POTWs.

I. Background

A sanitary sewer system (SSS) is a wastewater collection system owned by a state or municipality that is designed to collect and convey only sanitary wastewater (domestic sewage from homes as well as industrial and commercial wastewater).³ The purpose of these systems is

³ A combined sewer, on the other hand, is a type of sewer system that collects and conveys sanitary sewage and stormwater runoff in a single-pipe system to a POTW treatment plant. See *generally* Report to Congress: Impacts and Control of CSOs and SSOs (EPA 833-R-04-001) (2004), from which EPA Region 1 has drawn this background material.

to transport wastewater uninterrupted from its source to a treatment facility. Developed areas that are served by sanitary sewers often also have a separate storm sewer system (*e.g.*, storm drains) that collects and conveys runoff, street wash waters and drainage and discharges them directly to a receiving water (*i.e.*, without treatment at a POTW). While sanitary sewers are not designed to collect large amounts of runoff from precipitation events or provide widespread drainage, they typically are built with some allowance for higher flows that occur during periods of high groundwater and storm events. They are thus able to handle minor and controllable amounts of extraneous flow (*i.e.*, inflow and infiltration, or I/I) that enter the system. Inflow generally refers to water other than wastewater—typically precipitation like rain or snowmelt—that enters a sewer system through a direct connection to the sewer. Infiltration generally refers to other water that enters a sewer system from the ground, for example through defects in the sewer.

Municipal sanitary sewer collection systems can consist of a widespread network of pipes and associated components (*e.g.*, pump stations). These systems provide wastewater collection service to the community in which they are located. In some situations, the municipality that owns the collector sewers may not provide treatment of wastewater, but only conveys its wastewater to a collection system that is owned and operated by a different municipal entity (such as a regional sewer district). This is known as a satellite community. A “satellite” community is a sewage collection system owner/operator that does not have ownership of the treatment facility and a specific or identified point of discharge but rather the responsibility to collect and convey the community’s wastewater to a POTW treatment plant for treatment. *See* 75 Fed. Reg. 30395, 30400 (June 1, 2010).

Municipal sanitary sewer collection systems play a critical role in protecting human health and the environment. Proper operation and maintenance of sanitary sewer collection systems is integral to ensuring that wastewater is collected, transported, and treated at POTW treatment plants. Through effective operation and maintenance, collection system operators can maintain the capacity of the collection system; reduce the occurrence of temporary problem situations such as blockages; protect the structural integrity and capacity of the system; anticipate potential problems and take preventive measures; and indirectly improve treatment plant performance by minimizing deterioration due to I/I-related hydraulic overloading.

Despite their critical role in the nation’s infrastructure, many collection systems exhibit poor performance and are subjected to flows that exceed system capacity. Untreated or partially treated overflows from a sanitary sewer system are termed “sanitary sewer overflows” (SSOs). SSOs include releases from sanitary sewers that reach waters of the United States as well as those that back up into buildings and flow out of manholes into city streets.

There are many underlying reasons for the poor performance of collection systems. Much of the nation’s sanitary sewer infrastructure is old, and aging infrastructure has deteriorated with time. Communities also sometimes fail to provide capacity to accommodate increased sewage delivery and treatment demand from increasing populations. Furthermore, institutional arrangements relating to the operation of sewers can pose barriers to coordinated action, because many

municipal sanitary sewer collection systems are not entirely owned or operated by a single municipal entity.

The performance and efficiency of municipal collection systems influence the performance of sewage treatment plants. When the structural integrity of a sanitary sewer collection system deteriorates, large quantities of infiltration (including rainfall-induced infiltration) and inflow can enter the collection system, causing it to overflow. These extraneous flows are among the most serious and widespread operational challenges confronting treatment works.⁴

Infiltration can be long-term seepage of water into a sewer system from the water table. In some systems, however, the flow characteristics of infiltration can resemble those of inflow, *i.e.*, there is a rapid increase in flow during and immediately after a rainfall event, due, for example, to rapidly rising groundwater. This phenomenon is sometimes referred to as rainfall-induced infiltration.

Sanitary sewer systems can also overflow during periods of normal dry weather flows. Many sewer system failures are attributable to natural aging processes or poor operation and maintenance. Examples include years of wear and tear on system equipment such as pumps, lift stations, check valves, and other moveable parts that can lead to mechanical or electrical failure; freeze/thaw cycles, groundwater flow, and subsurface seismic activity that can result in pipe movement, warping, brittleness, misalignment, and breakage; and deterioration of pipes and joints due to root intrusion or other blockages.

Inflow and infiltration impacts are often regional in nature. Satellite collection systems in the communities farthest from the POTW treatment plant can cause sanitary sewer overflows (“SSOs”) in communities between them and the treatment plant by using up capacity in the interceptors. This can cause SSOs in the interceptors themselves or in the municipal sanitary sewers that lead to them. The implication of this is that corrective solutions often must also be regional in scope to be effective.

The health and environmental risks attributed to SSOs vary depending on a number of factors including location and season (potential for public exposure), frequency, volume, the amount and type of pollutants present in the discharge, and the uses, conditions, and characteristics of the receiving waters. The most immediate health risks associated with SSOs to waters and other areas with a potential for human contact are associated with exposure to bacteria, viruses, and other pathogens.

Human health impacts occur when people become ill due to contact with water or ingestion of water or shellfish that have been contaminated by SSO discharges. In addition, sanitary sewer systems can back up into buildings, including private residences. These discharges provide a

⁴ In a 1989 Water Pollution Control Federation survey, 1,003 POTWs identified facility performance problems. Infiltration and inflow was the most frequently cited problem, with 85 percent of the facilities reporting I/I as a problem. I/I was cited as a major problem by 41 percent of the facilities (32 percent as a periodic problem). [BP: Is there anything more recent?]

direct pathway for human contact with untreated wastewater. Exposure to land-based SSOs typically occurs through the skin via direct contact. The resulting diseases are often similar to those associated with exposure through drinking water and swimming (*e.g.*, gastroenteritis), but may also include illness caused by inhaling microbial pathogens. In addition to pathogens, raw sewage may contain metals, synthetic chemicals, nutrients, pesticides, and oils, which also can be detrimental to the health of humans and wildlife.

II. EPA Region 1 Past Practice of Permitting POTWs that Include Municipal Satellite Collection Systems

EPA Region 1's practice in permitting regionally integrated POTWs has developed in tandem with its increasing focus on addressing I/I in sewer collection systems, in response to the concerns outlined above. Up to the early 1990s, POTW permits issued by Region 1 generally did not include specific requirements for collection systems. When I/I and the related issue of SSOs became a focus of concern both nationally and within the region in the mid-1990s, Region 1 began adding general requirements to POTW permits that required the permittees to "eliminate excessive infiltration and inflow" and provide an annual "summary report" of activities to reduce I/I. As the Region gathered more information and gained more experience in assessing these reports and activities, it began to include more detailed requirements and reporting provisions in these permits.

MassDEP also engaged in a parallel effort to address I/I, culminating in 2001 with the issuance of MassDEP Policy No. BRP01-1, "Interim Infiltration and Inflow Policy." Among other provisions, this policy established a set of standard NPDES permit conditions for POTWs that included development of an I/I control plan (including funding sources, identification and prioritization of problem areas, and public education programs) and detailed annual reporting requirements (including mapping, reporting of expenditures and I/I flow calculations). Since September 2001, these requirements have been the basis for the standard operation and maintenance conditions related to I/I.

Regional treatment plants presented special issues as I/I requirements became more specific, as it is generally the member communities, rather than the regional sewer district, that own the collection systems that are the primary source of I/I. Before the focus on I/I, POTW permits did not contain specific requirements related to the collection system component of POTWs. Therefore, when issuing NPDES permits to authorize discharges from regionally integrated treatment POTWs, EPA Region 1 had generally only included the legal entity owning and/or operating the regionally centralized wastewater treatment plant. As the permit conditions were focused on the treatment plant itself, this was sufficient to ensure that EPA had authority to enforce the permit requirements.

In implementing the I/I conditions, Region 1 initially sought to maintain the same structure, placing the responsibility on the regional sewer district to require I/I activities by the contributing systems and to collect the necessary information from those systems for submittal to EPA. MassDEP's 2001 Interim I/I Policy reflected this approach, containing a condition for regional systems:

((FOR REGIONAL FACILITIES ONLY)) The permittee shall require, through appropriate agreements, that all member communities develop and implement infiltration and inflow control plans sufficient to ensure that high flows do not cause or contribute to a violation of the permittees effluent limitations, or cause overflows from the permittees collection system.

As existing NPDES permittees, the POTW treatment plants were an obvious locus of regulation. The Region assumed the plants would be in a position to leverage preexisting legal and/or contractual relationships with the satellite collection systems they serve to perform a coordinating function, and that utilizing this existing structure would be more efficient than establishing a new system of direct reporting to EPA by the collection system owners. The Region also believed that the owner/operator of the POTW treatment plant would have an incentive to reduce flow from contributing satellite systems because doing so would improve treatment plant performance and reduce operation costs. While relying on this cooperative approach, however, EPA Region 1 also asserted that it had the authority to require that POTW collection systems be included as NPDES permittees and that it would do so if it proved necessary. Indeed, in 2001 Region 1 acceded to Massachusetts Water Resources Authority's ("MWRA") request that the contributing systems to the MWRA Clinton wastewater treatment plant ("WWTP") be included as co-permittees, based on evidence provided by MWRA that its specific relationship with those communities would not permit it to run an effective I/I reduction program for these collection systems. EPA Region 1 also put satellite collection systems on notice that they would be directly regulated through legally enforceable permit requirements if I/I reductions were not pursued or achieved.

In time, the Region realized that its failure to assert direct jurisdiction over municipal satellite dischargers was becoming untenable in the face of mounting evidence that cooperative (or in some cases non-existent) efforts on the part of the POTW treatment plant and associated satellites were failing to comprehensively address the problem of extraneous flow entering the POTW. The ability and/or willingness of regional sewer districts to attain meaningful I/I efforts in their member communities varied widely. The indirect structure of the requirements also tended to make it difficult for EPA to enforce the implementation of meaningful I/I reduction programs.

It became evident to EPA Region 1 that a POTW's ability to comply with CWA requirements depended on successful operation and maintenance of not only the treatment plant but also the collection system. For example, the absence of effective I/I reduction and operation/maintenance programs was impeding the Region's ability to prevent or mitigate the human health and water quality impacts associated with SSOs. *See Exhibit B* (Municipal satellite collection systems with SSOs). Additionally, these excess flows stressed POTW treatment plants from a hydraulic capacity and performance standpoint, adversely impacting effluent quality. *See Exhibit C* (Analysis of extraneous flow trends for representative systems). Addressing these issues in regional systems was essential, as these include most of the largest systems in terms of flow, population served and area covered, and serve the largest population centers.

The Region's practice of imposing NPDES permit conditions on the municipal collection systems in addition to the treatment plant owner/operator represents a necessary and logical progression in its continuing effort to effectively address the serious problem of I/I in sewer collection systems.⁵ In light of its past permitting experience and the need to effectively address the problem of extraneous flow on a system-wide basis, Region 1 decided that it was necessary to refashion permits issued to regionally integrated POTWs to encompass all owners/operators of the treatment works (*i.e.*, the regional centralized POTW treatment plant and the municipal satellite collection systems).⁶ Specifically, Region 1 determined that the satellite systems should be subject as co-permittees to a limited set of O&M-related conditions on permits issued for discharges from regionally integrated treatment works. These conditions pertain only to the portions of the POTW collection system that the satellites own. This ensures maintenance and pollution control programs are implemented with respect to all portions of the POTW. Accordingly, since 2005, Region 1 has generally included municipal satellite collection systems as co-permittees for limited purposes, in addition to the owner/operator of the treatment plant as the main permittee subject to the full array of NPDES requirements, including secondary treatment and water-quality based effluent limitations. The Region has identified 25 permits issued by the Region to POTWs in New Hampshire and Massachusetts that include municipal satellite collection systems as co-permittees. *See Exhibit A.* The 25 permits include a total of 55 satellite collection systems as co-permittees.

III. Legal Authority

The Region's prior and now superseded practice of limiting the permit only to the legal entity owning and/or operating the wastewater treatment plant had never been announced as a regional policy or interpretation. Similarly, the Region's practice of imposing NPDES permit conditions on the municipal collection systems in addition to the treatment plant owner/operator has also never been expressly announced as a uniform, region-wide policy or interpretation. Upon consideration of the Board's decision, described above, EPA Region 1 has decided to supply a clearer, more detailed explanation regarding its use of a co-permittee structure when issuing NPDES permits to regionally integrated POTWs. In this section, the Region addresses the questions posed by the Board in the *Upper Blackstone* decision referenced above.

⁵ Although EPA Region 1 has in the past issued NPDES permits only to the legal entities owning and operating the wastewater treatment plant (*i.e.*, only a portion of the "treatment works"), the Region's reframing of permits to include municipal satellite collection systems does not represent a break or reversal from its historical legal position. EPA Region 1 has never taken the legal position that the satellite collection systems are beyond the reach of the CWA and the NPDES permitting program. Rather, the Region as a matter of discretion had merely never determined it necessary to exercise its statutory authority to directly reach these facilities in order to carry out its NPDES permitting obligations under the Act.

⁶ EPA has "considerable flexibility in framing the permit to achieve a desired reduction in pollutant discharges." *Natural Resources Defense Council, Inc. v. Costle*, 568 F.2d 1369, 1380 (D.C.Cir.1977). ("[T]his ambitious statute is not hospitable to the concept that the appropriate response to a difficult pollution problem is not to try at all.").

(1) Is the scope of NPDES authority limited to owners/operators of the treatment plant, or does the authority extend to owners/operators of the municipal satellite collection systems that comprise the wider POTW?

The scope of NPDES authority extends beyond the owners/operators of the treatment plant to include to owners/operators of portions of the wider POTW, for the reasons discussed below.

The CWA prohibits the “discharge of any pollutant by any person” from any point source to waters of the United States, except, *inter alia*, in compliance with an NPDES permit issued by EPA or an authorized state pursuant to Section 402 of the CWA. CWA § 301, 402(a)(1); 40 C.F.R. § 122.1(b). Where there is a discharge of pollutants, NPDES regulations require the “operator” of the discharging “facility or activity” to obtain a permit in circumstances where the operator is different from the owner. *Id.* § 122.21(b). “Owner or operator” is defined as “the owner or operator of any ‘facility or activity’ subject to regulation under the NPDES program,” and a “facility or activity” is “any NPDES ‘point source’ or any other facility or activity (including land or appurtenances thereto) that is subject to regulation under the NPDES program.” *Id.* § 122.2.

“Publicly owned treatment works” are facilities subject to the NPDES program. Statutorily, POTWs as a class must meet performance-based requirements based on available wastewater treatment technology. *See* CWA § 402(a)(1) (“[t]he Administrator may...issue a permit for the discharge of any pollutant...upon condition that such discharge will meet (A) all applicable requirements under [section 301]...”); § 301(b)(1)(B) (“In order to carry out the objective of this chapter there shall be achieved...for publicly owned treatment works in existence on July 1, 1977...effluent limitations based upon secondary treatment[.]”); *see also* 40 C.F.R. pt 133. In addition to secondary treatment requirements, POTWs are also subject to water quality-based effluent limits if necessary to achieve applicable state water quality standards. *See* CWA § 301(b)(1)(C). *See also* 40 C.F.R. § 122.44(a)(1) (“...each NPDES permit shall include...[t]echnology-based effluent limitations based on: effluent limitations and standards published under section 301 of the Act”) and (d)(1) (same for water quality standards and state requirements). NPDES regulations similarly identify the “POTW” as the entity subject to regulation. *See* 40 C.F.R. § 122.21(a), (requiring “new and existing POTWs” to submit information required in 122.21(j),” which in turn requires “all POTWs,” among others, to provide permit application information).

A municipal satellite collection system is part of a POTW under applicable law. The CWA and its implementing regulations broadly define “POTW” to include not only wastewater treatment plants but also the sewer systems and associated equipment that collect wastewater and convey it to the plants. Under NPDES regulations at 40 C.F.R. §§ 122.2 and 403.3(q), the term “Publicly Owned Treatment Works” or “POTW” means “a treatment works as defined by section 212 of the Act, which is owned by a State or municipality (as defined by section 502(4) of the Act).” Under section 212 of the Act,

“(2)(A) The term ‘treatment works’ means any devices and systems used in the storage, treatment, recycling, and reclamation of municipal sewage or industrial wastes of a liquid

nature to implement section 1281 of this title, or necessary to recycle or reuse water at the most economical cost over the estimated life of the works, including intercepting sewers, outfall sewers, *sewage collection systems* [emphasis added], pumping, power, and other equipment, and their appurtenances; extensions, improvements, remodeling, additions, and alterations thereof; elements essential to provide a reliable recycled supply such as standby treatment units and clear well facilities; and any works, including site acquisition of the land that will be an integral part of the treatment process (including land used for the storage of treated wastewater in land treatment systems prior to land application) or is used for ultimate disposal of residues resulting from such treatment.

(B) In addition to the definition contained in subparagraph (A) of this paragraph, ‘treatment works’ means any other method or system for preventing, abating, reducing, storing, treating, separating, or disposing of municipal waste, including storm water runoff, or industrial waste, including waste in combined storm water and *sanitary sewer systems* [emphasis added]. Any application for construction grants which includes wholly or in part such methods or systems shall, in accordance with guidelines published by the Administrator pursuant to subparagraph (C) of this paragraph, contain adequate data and analysis demonstrating such proposal to be, over the life of such works, the most cost efficient alternative to comply with sections 1311 or 1312 of this title, or the requirements of section 1281 of this title.”

Under the NPDES program regulations, this definition has been interpreted as follows:

“The term *Publicly Owned Treatment Works* or *POTW* [emphasis in original]...includes any devices and systems used in the storage, treatment, recycling and reclamation of municipal sewage or industrial wastes of a liquid nature. It also includes sewers, pipes and other conveyances only if they convey wastewater to a POTW Treatment Plant. The term also means the municipality as defined in section 502(4) of the Act, which has jurisdiction over the Indirect Discharges to and the discharges from such a treatment works.”

See 40 C.F.R. § 122.2, cross-referencing 403.3(q).

The statutory and regulatory definitions plainly encompass both the POTW treatment plant and municipal satellite collection systems. Municipal satellite collection systems are part of a POTW by definition (*i.e.*, they are “sewage collection systems” under section 212(A) and “sanitary sewer systems” under section 212(B)). They are also conveyances that send wastewater to a POTW treatment plant for treatment under 40 C.F.R. 403.3(q)). The preamble to the rule that created the regulatory definition of POTW supports the reading that the treatment plant comprises only a portion of the POTW. See 44 Fed. Reg. 62260, 62261 (Oct. 29, 1979).⁷

⁷ “A new provision...defining the term ‘POTW Treatment Plant’ has been added to avoid an ambiguity that now exists whenever a reference is made to a POTW (publicly owned treatment works). ...[T]he existing regulation defines a POTW to include both the treatment plant and the sewer pipes and other conveyances leading to it. As a result, it is unclear whether a particular reference is to the pipes, the treatment plant, or both. The term “POTW

Consistent with EPA Region 1's interpretation, courts have similarly taken a broad reading of the terms treatment works and POTW.⁸

(2) *If the latter, how far up the collection system does NPDES jurisdiction reach, i.e., where does the "collection system" end and the "user" begin?*

NPDES jurisdiction extends beyond the treatment plant to the outer boundary of the municipally-owned sewage collection systems, which are defined as sewers whose purpose is to be a common carrier of wastewater for others to a POTW treatment plant for treatment, as explained below.

As discussed in response to Question 1 above, the term "treatment works" is defined to include "sewage collection systems." CWA § 212. In order to define the extent of the sewage collection system for purposes of co-permittee regulation—i.e., to identify the boundary between the portions of the collection system that are subject to NPDES requirements and those that are not—Region 1 is relying on EPA's regulatory interpretation of the term "sewage collection system." In relevant part, EPA regulations define "sewage collection system" at 40 C.F.R. § 35.905 as:

".... each, and all, of the common lateral sewers, within a publicly owned treatment system, which are primarily installed to receive waste waters directly from facilities which convey waste water from individual structures or from private property and which include service connection "Y" fittings designed for connection with those facilities. The facilities which convey waste water from individual structures, from private property to the public lateral sewer, or its equivalent, are specifically excluded from the definition...."

Put otherwise, a municipal satellite collection system is subject to NPDES jurisdiction under the Region's approach insofar as its purpose is to be a common carrier of wastewater for others to a POTW treatment plant for treatment. The use of this primary purpose test (i.e., common sewer installed as a recipient and carrier waste water from others) allows Region 1 to draw a principled, predictable and readily ascertainable boundary between the POTW's collection system and user. This test would exclude, for example, branch drainpipes that collect and transport wastewater from fixtures in a commercial building or public school to the common lateral sewer. This type

treatment plant" will be used to designate that portion of the municipal system which is actually designed to provide treatment to the wastes received by the municipal system."

⁸ See, e.g., *United States v. Borowski*, 977 F.2d 27, 30 n.5 (1st Cir. 1992) ("We read this language [POTW definition] to refer to such sewers, pipes and other conveyances that are publicly owned. Here, for example, the City of Burlington's sewer is included in the definition because it conveys waste water to the Massachusetts Water Resource Authority's treatment works."); *Shanty Town Assoc. v. Env'tl. Prot. Agency*, 843 F.2d 782, 785 (4th Cir. 1988) ("As defined in the statute, a 'treatment work' need not be a building or facility, but can be any device, system, or other method for treating, recycling, reclaiming, preventing, or reducing liquid municipal sewage and industrial waste, including storm water runoff.") (citation omitted); *Comm. for Consideration Jones Fall Sewage System v. Train*, 375 F. Supp. 1148, 1150-51 (D. Md. 1974) (holding that NPDES wastewater discharge permit coverage for a wastewater treatment plant also encompasses the associated sanitary sewer system and pump stations under § 1292 definition of "treatment work").

of infrastructure would not be considered part of the collection system, because it is not designed to be a common recipient and carrier of wastewaters from other users. Rather, it is designed to transport its users' wastewater to such a common collection system at a point further down the sanitary sewer system.

EPA's reliance on the definition of "sewage collection system" from outside the NPDES regulations for interpretative guidance is reasonable as the construction grants regulations at 40 C.F.R. Part 35, subpart E pertain to grants for POTWs, the entity that is the subject of this NPDES policy. Additionally, the term "sewage collection systems" expressly appears in the definition of treatment works under section 212 of the Act as noted above. Finally, this approach is also consistent with EPA's interpretation in other contexts, such as the SSO listening session notice, published in the Federal Register on June 1, 2010, which describes wastewater collection systems as those that "collect domestic sewage and other wastewater from homes and other buildings and convey it to wastewater sewage treatment plants for proper treatment and disposal." See "Municipal Sanitary Sewer Collection Systems, Municipal Satellite Collection Systems, Sanitary Sewer Overflows, and Peak Wet Weather Discharges From Publicly Owned Treatment Works Treatment Plants Serving Separate Sanitary Sewer Collection Systems," 75 Fed. Reg. 30395.⁹

(3) Do municipal satellite collection systems "discharge [] a pollutant" within the meaning of the statute and regulations?

Yes, because they are a part of the POTW, municipal satellite collection systems discharge pollutants to waters of the United States through one or more outfalls (point sources).

The "discharge of a pollutant," triggers the need for a facility to obtain an NPDES permit. A POTW "discharges [] pollutant[s]" if it adds pollutants from a point source to waters of the U.S. (See 40 C.F.R. § 122.2, section (a) of the definition of "discharge of a pollutant.") As explained above, municipal satellite collection systems are part of the POTW. The entire POTW is the entity that discharges pollutants to waters of the U.S. through point source outfalls typically located at the treatment plant but also occasionally through other outfalls within the overall system. The fact that a collection system may be located in the upstream portions of the POTW and not necessarily near the ultimate discharge point at the treatment plant is not material to the question of whether it "discharges" a pollutant and consequently may be subject to conditions of an NPDES permit issued for discharges from the POTW.¹⁰

⁹ That EPA has in the past looked for guidance from Part 35 when construing the NPDES permitting program, for instance, in the context of storm water permitting, provides further support to the Region that its practice in this regard is sound. See, e.g., "National Pollutant Discharge Elimination System Permit Application Regulations for Storm Water Discharges," 55 Fed. Reg. 47990, 47955 (looking to the definition of "storm sewer" at 40 C.F.R. § 35.2005(b)(47) when defining "storm water" under the NDPEs program).

¹⁰ This position differs from that taken by the Region in the *Upper Blackstone* litigation. There, the Region argued that the treatment plant was the sole discharging entity for regulatory purposes. The Region has revised this view upon further consideration of the statute, regulations and case law and determined that the POTW as a whole is the discharging entity.

“Discharge of a pollutant” at 40 C.F.R. § 122.2 is also defined to include “... discharges through pipes, sewers, or other conveyances owned by a State, municipality, or other person *which do not lead to a treatment works*.”(emphasis added). Some municipal collection systems have argued that this sentence means that only municipal discharges that do not lead to a “treatment plant” fall within the scope of “discharge of a pollutant.” They further argue that because discharges through satellite collection systems do lead to a treatment plant, such systems do not “discharge [] pollutant[s]” and therefore are not subject to the NPDES permit requirements. This argument is flawed in that it incorrectly equates “treatment works,” the term used in the definition above, with “treatment plant.” To interpret “treatment works” as it appears in the regulatory definition of “discharge of a pollutant” as consisting of only the POTW treatment plant would be inconsistent with the definition of “treatment works” at 40 C.F.R. § 403.3(q), which expressly includes the collection system. *See also* § 403.3(r) (defining “POTW Treatment Plant” as “*that portion* [emphasis added] of the POTW which is designed to provide treatment (including recycling and reclamation) of municipal sewage and industrial waste”).

(4) Are municipal satellite collection systems “indirect dischargers” and thus excluded from NPDES permitting requirements?

No, municipal satellite collection systems are part of the POTW, not “indirect dischargers” to the POTW.

Section 307(b) of the Act requires EPA to establish regulatory pretreatment requirements to prevent the “introduction of pollutants into treatment works” that interfere, pass through or are otherwise incompatible with such works. Section 307 is implemented through the General Pretreatment Regulations for Existing and New Sources of Pollution (40 C.F.R. Part 403) and categorical pretreatment standards (40 C.F.R. Parts 405-471). Section 403.3(i) defines “indirect discharger” as “any non-domestic” source that introduces pollutants into a POTW and is regulated under pretreatment standards pursuant to CWA § 307(b)-(d). The source of an indirect discharge is termed an “industrial user.” *Id.* at § 403.3(j). Under regulations governing the NPDES permitting program, the term “indirect discharger” is defined as “a non-domestic discharger introducing ‘pollutants’ to a ‘publicly owned treatment works.’” 40 C.F.R. § 122.2. Indirect dischargers are excluded from NPDES permit requirements by the indirect discharger rule at 40 C.F.R. § 122.3(c), which provides, “The following discharges do not require an NPDES permit: . . . The introduction of sewage, industrial wastes or other pollutants into publicly owned treatment works by indirect dischargers.”

Municipal satellite collection satellite systems are not indirect dischargers as that term is defined under part 122 or 403 regulations. Unlike indirect dischargers, municipal satellite collection systems are not “introducing pollutants” to POTWs under 40 C.F.R. § 122.2; they are, instead, part of the POTW by definition. Similarly, they are not a non-domestic *source* that introduces pollutants into a POTW within the meaning of § 403.3(j), but as part of the POTW collect and convey municipal sewage from industrial, commercial and domestic users of the POTW.

The Region’s determination that municipal satellite collection systems are not indirect dischargers is, additionally, consistent with the regulatory history of the term indirect discharger.

The 1979 revision of the part 122 regulations defined “indirect discharger” as “a non-municipal, non-domestic discharger introducing pollutants to a publicly owned treatment works, which introduction does not constitute a ‘discharge of pollutants’...” See National Pollutant Discharge Elimination System, 44 Fed. Reg. 32854, 32901 (June 7, 1979). The term “non-municipal” was removed in the Consolidated Permit Regulations, 45 Fed. Reg. 33290, 33421 (May 19, 1980) (defining “indirect discharger” as “a nondomestic discharger...”). Although the change was not explained in detail, the substantive intent behind this provision remained the same. EPA characterized the revision as “minor wording changes.” 45 Fed. Reg. at 33346 (Table VII: “Relationship of June 7[, 1979] Part 122 to Today’s Regulations”). The central point again is that under any past or present regulatory incarnation, municipal satellite collection systems, as POTWs, are not within the definition of “indirect discharger,” which is limited to dischargers that introduce pollutants to POTWs.

The position that municipal satellite collection systems are part of, rather than discharge to, the POTW also is consistent with EPA guidance. EPA’s 1994 Multijurisdictional Pretreatment Programs Guidance Manual, (EPA 833-B94-005) (June 1994), at p. 19, asserts that EPA has the authority to require municipal satellite collection systems to develop pretreatment programs by virtue of their being part of the POTW.

(5) How is the Region’s rationale consistent with the references to “municipality” in the regulatory definition of POTW found at 40 C.F.R. § 403.3(q), and the definition’s statement that “[t]he term also means the municipality....which has jurisdiction over the Indirect Discharges to and the discharges from such a treatment works?”

There is no inconsistency between the Region’s view that municipally-owned satellite collection systems are part of a POTW, and the references to municipality in 40 C.F.R. § 403.3(q), including the final sentence of the regulatory definition of POTW in the pretreatment regulations.

The Region’s co-permitting rationale is consistent with the first part of the pretreatment program’s regulatory definition of POTW, because the Region is only asserting NPDES jurisdiction over satellite collection systems that are owned by a “State or municipality (as defined by section 502(4) of the Act).” The term “municipality” as defined in CWA § 502(4) “means a city, town, borough, county, parish, district, association, or other public body created by or pursuant to State law and having jurisdiction over disposal of sewage, industrial wastes, or other wastes...” Thus, in order to qualify under this definition, a wastewater collection system need only be “owned by a State or municipality.” There is no requirement that the constituent components of a regionally integrated POTW, *i.e.*, the collection system and regional centralized POTW treatment plant, be owned by the same State or municipal entity.

Furthermore, there is no inconsistency between the Region’s view that a satellite collection system is part of a POTW, and the final sentence of the regulatory definition of POTW in the pretreatment regulations. As noted above, the sentence provides that “POTW” may “also” mean a municipality which has jurisdiction over indirect discharges to and discharges from the treatment works. This is not a limitation because of the use of the word “also” (contrast this with the “only if” language in the preceding sentence of the regulatory definition).

(6) How does the Region's rationale comport with the permit application and signatory requirements under NPDES regulations?

EPA's authority to require municipal satellite collection systems to separately comply with the permit application requirements, or to provide waivers from these requirements where appropriate, is consistent with NPDES regulations, which provide that all POTWs must submit permit application information set forth in 40 C.F.R. § 122.21(j) unless otherwise directed, and municipal satellite collection systems are part of the POTW.

EPA has the authority to require municipal satellite collection systems to submit permit applications. These entities are operators of parts of the POTW. NPDES regulations characterize the operator "of the POTW" (which by definition includes the sewage collection system) as opposed to the operator "of the POTW treatment plant" as an appropriate applicant. *Id.* § 122.21(a), (requiring applicants for "new and existing POTWs" to submit information required in 122.21(j)," which in turn requires "all POTWs," among others, to provide permit application information). This reading of the regulation is in keeping with the statutory text, which subjects the POTW writ large to the secondary treatment and water quality-based requirements. *See* CWA § 301(b)(1)(B), (C). In fact, the NPDES permit application for POTWs solicits information concerning portions of the POTW beyond the treatment plant itself, including the collection system used by the treatment works. *See* 40 C.F.R. 122.21(j)(1).

Notwithstanding that EPA could require applications for all the municipal satellite collection systems, requiring such applications may result in duplicative or immaterial information. The Regional Administrator ("RA") may waive any requirement of this paragraph if he or she has access to substantially identical information. 40 C.F.R. § 122.21(j). *See generally*, 64 Fed. Reg. 42440 (August 4, 1999). The RA may also waive any application requirement that is not of material concern for a specific permit. Region 1 believes that it will typically receive information sufficient for NPDES permitting purposes from the POTW treatment plant operator's application.

In most cases, EPA Region 1 believes that having a single permit application from the POTW treatment plant operator will be more efficient in carrying out the regulation's intent than multiple applications from the satellite systems. (The treatment plant operator would of course be required to coordinate as necessary with the constituent components of the POTW to ensure that the information provided to EPA is accurate and complete). EPA Region 1 therefore intends to issue waivers to exempt municipal satellite collection systems from permit application and signatory requirements in accordance with 40 C.F.R. § 122.21(j). To the extent the Region requires additional information, it intends to use its information collection authority under CWA § 308.

IV. Basis for the Specific Conditions to which the Municipal Satellite Collection Systems are Subject as Co-permittees

The legal authority for extending NPDES conditions to all portions of the municipally-owned treatment works to ensure proper operation and maintenance and to reduce the quantity of extraneous flow into the POTW is Section 402(a) of the CWA. This section of the Act authorizes EPA to issue a permit for the “discharge of pollutants” and to prescribe permit conditions as necessary to carry out the provisions of the CWA, including Section 301 of the Act. Among other things, Section 301 requires POTWs to meet performance-based requirements based on secondary treatment technology, as well as any more stringent requirements of State law or regulation, including water quality standards. *See* CWA § 301(b)(1)(B),(C).

The co-permittee requirements are required to assure continued achievement of secondary treatment requirements and water quality standards in accordance with sections 301 and 402 of the Act and to prevent unauthorized discharges of sewage from collection systems. With respect to secondary treatment, the inclusion of the satellite systems as co-permittees is necessary because high levels of I/I dilute the strength of influent wastewater and increase the hydraulic load on treatment plants, which can reduce treatment efficiency (*e.g.*, result in violations of technology-based percent removal limitations for BOD and TSS due to less concentrated influent, or violation of other technology effluent limitations due to reduction in treatment efficiency), lead to bypassing a portion of the treatment process, or in extreme situations make biological treatment facilities inoperable (*e.g.*, wash out the biological organisms that treat the waste).

As to water quality standards, the addition of the satellite systems as co-permittees is necessary to ensure collection system operation and maintenance, which will reduce extraneous flow entering the system and free up available capacity. This will facilitate compliance with water quality-based effluent limitations—made more difficult by reductions in treatment efficiency and also reduce water quality standard violations that result from the occurrence of SSOs. *See Exhibits B* (Municipal satellite collection systems with SSOs) and *C* (Analysis of extraneous flow trends for representative systems). SSOs that reach waters of the U.S. are discharges in violation of section 301(a) of the CWA to the extent not authorized by an NPDES permit.

Subjecting portions of an NPDES-regulated entity upstream of the ultimate discharge point is consistent with EPA’s interpretation of the CWA in other contexts. For example, it is well established that EPA has the ability to apply discharge limitations and monitoring requirements to internal process discharges, rather than to outfalls, on the grounds that compliance with permit limitations “may well involve controls applied at points other than the ultimate point of discharge.” *See Decision of the General Counsel No. 27 (In re Inland Steel Company)*, August 4, 1975 (“Limitations upon internal process discharges are proper, if such discharges would ultimately be discharged into waters of the United States, and if such limitations are necessary to carry out the principal regulatory provisions of the Act.”). In the case of regionally integrated POTWs, placing conditions on satellite collection systems—though located farther up the system than the point of discharge—is a logical implication of the regulations and serves to effectuate the statute.

Without imposing conditions on the satellite communities, standard permit conditions applicable to all NPDES permits by regulation cannot be given full effect. To illustrate, there is no dispute

that the operator of the POTW treatment plant and outfall is discharging pollutants within the meaning the CWA and, accordingly, is subject to the NPDES permit program. NPDES permitting regulations require standard conditions that “apply to all NPDES permits,” pursuant to 40 C.F.R. § 122.41, including a duty to mitigate and to 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 the permit.” *Id.* at § 122.41(d), (e). EPA regulations also require additional conditions applicable to specified categories of NPDES permit, including “Publicly owned treatment works.” *See id.* at § 122.42(b). A municipal satellite collection system, as demonstrated above, falls within the regulatory definition of a POTW. In light of EPA’s authority to require appropriate operation and maintenance of collection systems necessary to achieve compliance with an NPDES permit, and because the operator of the POTW treatment plant may not own or operate a significant portion of the wider treatment works (*i.e.*, the collection systems that send flow to the POTW treatment plant), it is appropriate, and in some cases necessary, to extend pertinent, mandated standard conditions to all portions of the POTW, which is subject to regulation in its entirety. The alternative of allowing state and local jurisdictional boundaries to place significant portions of the POTW beyond the reach of the NPDES permitting program would not only be inconsistent with the broad statutory and regulatory definition of the term POTW but would impede Region 1 from carrying out the objectives of the CWA. It would also, illogically, preclude the Region from imposing on POTWs standard conditions EPA has by regulation mandated for those entities.

Other Considerations Informing EPA Region 1’s Decision to Use a Co-permittee Permitting Structure for Regionally Integrated POTWs

In addition to consulting the relevant statutes, regulations, and preambles, Region 1 also considered other EPA guidance in coming to its determination to employ a co-permittee structure for regionally integrated POTWs. EPA’s 1994 Multijurisdictional Pretreatment Programs Guidance Manual, p. 19, asserts that EPA has the authority to include municipal satellite collection systems as co-permittees by virtue of their being part of the POTW:

If the contributing jurisdiction owns or operates the collection system within its boundaries, then it is a co-owner or operator of the POTW. As such, it can be included on the POTW’s NPDES permit and be required to develop a pretreatment program. Contributing jurisdictions should be made co-permittees where circumstances or experience indicate that it is necessary to ensure adequate pretreatment program implementation.

The same logic that led EPA to conclude it had authority to require municipal satellite collection systems to develop a pretreatment program pursuant to an NPDES permit supports EPA Region 1’s decision to impose permit conditions on such facilities to undertake proper O & M and to reduce inflow and infiltration.

EPA Region 1 also took notice of federal listening session materials on the June 2010 proposed SSO rule and associated model permits and fact sheet. The position articulated by EPA in these

model documents—specifically the application of standard NPDES conditions to municipal satellite collection systems—generally conform to Region 1’s co-permitting approach.

Finally, in addition to federal requirements, EPA Region 1 considered the co-permittee approach in light of state regulations and policy pertaining to wastewater treatment works. The Region found its approach to be consistent with such requirements. Under Massachusetts law, “Any person operating treatment works shall maintain the facilities in a manner that will ensure proper operation of the facilities or any part thereof,” where “treatment works” is defined as “any and all devices, processes and properties, real or personal, used in the collection, pumping, transmission, storage, treatment, disposal, recycling, reclamation or reuse of waterborne pollutants, but not including any works receiving a hazardous waste from off the site of the works for the purpose of treatment, storage or disposal, or industrial wastewater holding tanks regulated under 314 CMR 18.00” *See* 314 CMR 12.00 (“Operation and Maintenance and Pretreatment Standards for Wastewater Treatment Works and Indirect Dischargers”). MassDEP has also prioritized this area, issuing detailed operation and maintenance guidelines entitled “Optimizing Operation, Maintenance and Rehabilitation of Sanitary Sewer Collection Systems.”

Exhibit A

Name	Issue Date
Massachusetts Water Resources Authority – Clinton (NPDES Permit No. MA0100404)	September 27, 2000
City of Brockton (NPDES Permit No. MA0101010)	May 11, 2005
City of Marlborough (NPDES Permit No. MA0100480)	May 26, 2005
Westborough Wastewater Treatment Plant (NPDES Permit No. MA0100412)	May 20, 2005
Lowell Regional Wastewater Utilities (NPDES Permit No. MA0100633)	September 1, 2005
Town of Webster Sewer Department (NPDES Permit No. MA0100439)	March 24, 2006
Town of South Hadley, Board of Selectmen (NPDES Permit No. MA0100455)	June 12, 2006
City of Leominster (NPDES Permit No. MA0100617)	September 28, 2006
Hoosac Water Quality District (NPDES Permit No. MA0100510)	September 28, 2006
Board of Public Works, North Attleborough (NPDES Permit No. MA0101036)	January 4, 2007
Town of Sunapee (NPDES Permit No. 0100544)	February 21, 2007
Lynn Water and Sewer Commission (NPDES Permit No. MA0100552)	March 3, 2007
City of Concord (NPDES Permit No. NH0100331)	June 29, 2007
City of Keene (NPDES Permit No. NH0100790)	August 24, 2007
Town of Hampton (NPDES No. NH0100625)	August 28, 2007
Town of Merrimack, NH (NPDES No. NH0100161)	September 25, 2007
City of Haverhill (NPDES Permit No. MA0101621)	December 5, 2007
Greater Lawrence Sanitary District (NPDES Permit No. MA0100447)	August 11, 2005
City of Pittsfield, Department of Public Works (NPDES No.	August 22, 2008

MA0101681)	
City of Manchester (NPDES No. NH0100447)	September 25, 2008
City of New Bedford (NPDES Permit No. MA0100781)	September 28, 2008
Winnepesaukee River Basin Program Wastewater Treatment Plant (NPDES Permit No. NH0100960)	June 19, 2009
City of Westfield (NPDES Permit No. MA0101800)	September 30, 2009
Hull Permanent Sewer Commission (NPDES Permit No. MA0101231)	September 1, 2009
Gardner Department of Public Works (NPDES Permit No. MA0100994)	September 30, 2009

Exhibit B

I/I Flow Analysis for Sample Regional Publicly Owned Treatment Works

I. Representative POTWS

The **South Essex Sewer District (SESD)** is a regional POTW with a treatment plant in Salem, Massachusetts. The SESD serves a total population of 174,931 in six communities: Beverly, Danvers, Marblehead, Middleton, Peabody and Salem. The **Charles River Pollution Control District (CRPCD)** is a regional POTW with a treatment plant in Medway, Massachusetts. The CRPCD serves a total population of approximately 28,000 in four communities: Bellingham, Franklin, Medway and Millis. Both of these facilities have been operating since 2001 under permits that place requirements on the treatment plant to implement I/I reduction programs with the satellite collection systems, in contrast to Region 1's current practice of including the satellite collection systems as co-permittees.

II. Comparison of flows to standards for nonexcessive infiltration and I/I

Flow data from the facilities' discharge monitoring reports (DMRs) are shown in comparison to the EPA standard for nonexcessive infiltration/inflow (I/I) of 275 gpcd wet weather flow and the EPA standard for nonexcessive infiltration of 120 gallons per capita per day (gpcd) dry weather flow; the standards are multiplied by population served for comparison with total flow from the facility. See *I/I Analysis and Project Certification*, EPA Ecol. Pub. 97-03 (1985); 40 CFR 35.2005(b)(28) and (29).

Figures 1 and 2 show the Daily Maximum Flows (the highest flow recorded in a particular month) for the CRPCD and SESD, respectively, along with monthly precipitation data from nearby weather stations. Both facilities experience wet weather flows far exceeding the standard for nonexcessive I/I, particularly in wet months, indicating that these facilities are receiving high levels of inflow and wet weather infiltration.

Figure 1. CRPCD Daily Maximum Flow Compared to Nonexcessive I/I Standard

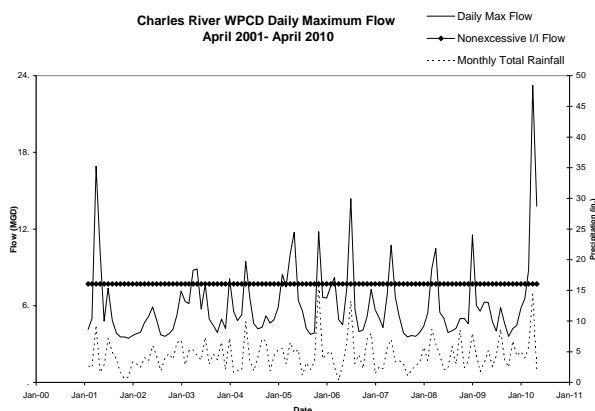
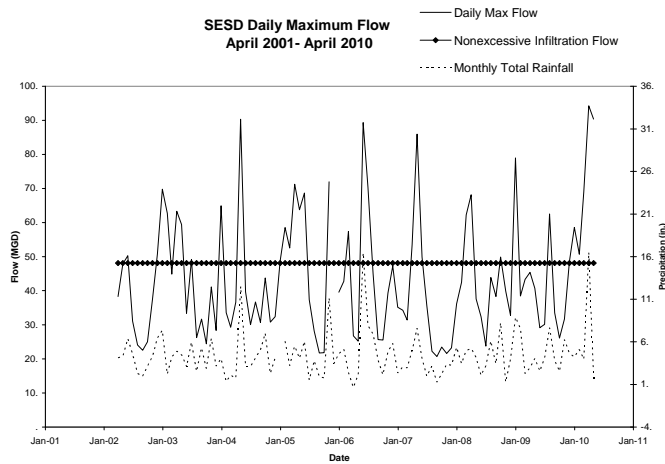


Figure 2. SESD Daily Maximum Flow Compared to Nonexcessive I/I Standard



Figures 3 and 4 shows the Average Monthly Flows for the CRPCD and SESD, which exceed the nonexcessive infiltration standard for all but the driest months. This indicates that these systems experience high levels of groundwater infiltration into the system even during dry weather.

Figure 3. CRPCD Monthly Average Flow Compared to Nonexcessive Infiltration Standard

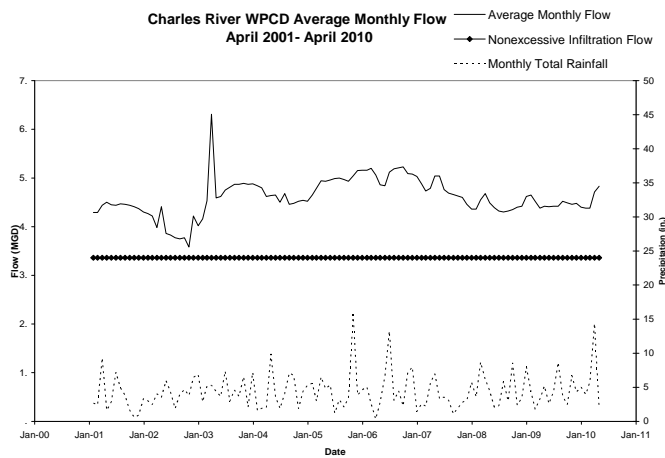
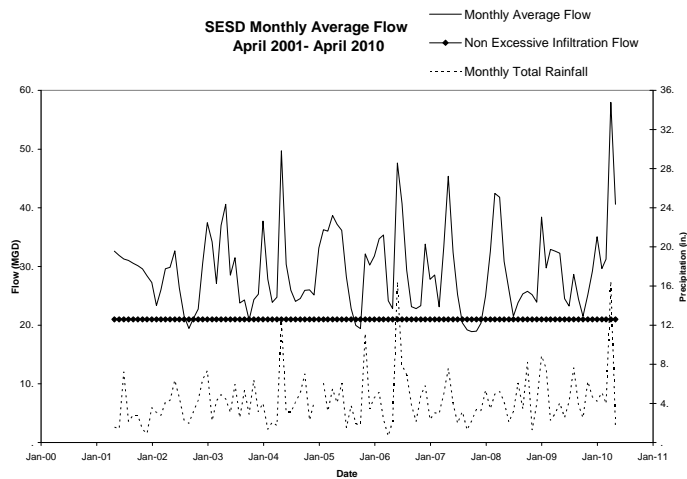


Figure 4. SESD Monthly Average Flow Compared to Nonexcessive Infiltration Standard



II. Flow Trends

Figures 5 and 6 show the trend in Maximum Daily Flows over the period during which these regional facilities have been responsible for implementing cooperative I/I reduction programs with the satellite collection systems. The Maximum Daily Flow reflects the highest wet weather flow for each month. The trend over this time period has been of increasing Maximum Daily Flow, indicating that I/I has not been reduced in either system despite the permit requirements.

Figure 5. CRPCD Daily Maximum Flow Trend

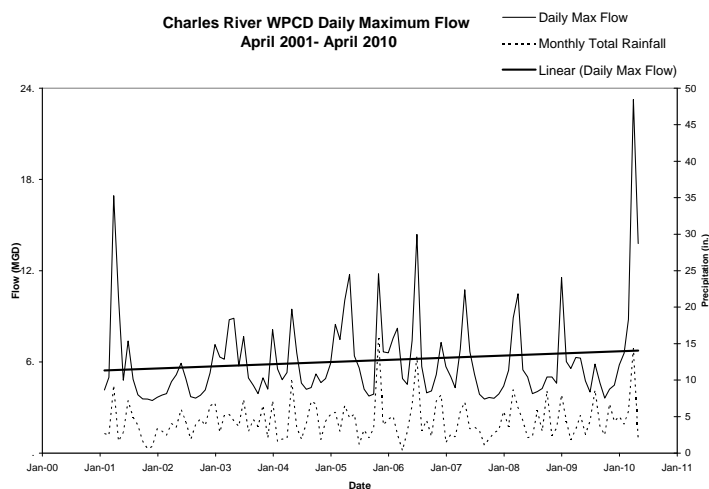
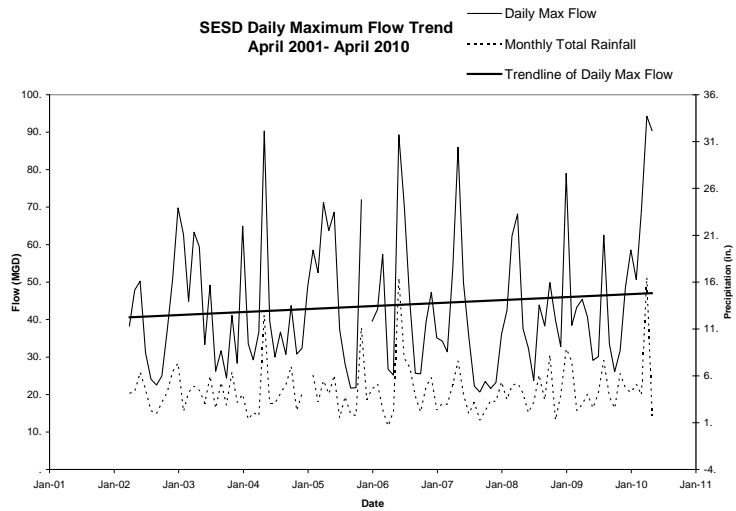


Figure 6. SESD Daily Maximum Flow Trend



III. Violations Associated with Wet Weather Flows

Both the CRPCD and SESD have experienced permit violations that appear to be related to I/I, based on their occurrence during wet weather months when excessive I/I standards are exceeded. Figure 7 shows violations of CRPCD's effluent limits for CBOD (concentration) and TSS (concentration and percent removal). Twelve of the sixteen violations occurred during months when daily maximum flows exceeded the EPA standard.

Figure 7. CRPCD CBOD and TSS Effluent Limit Violations

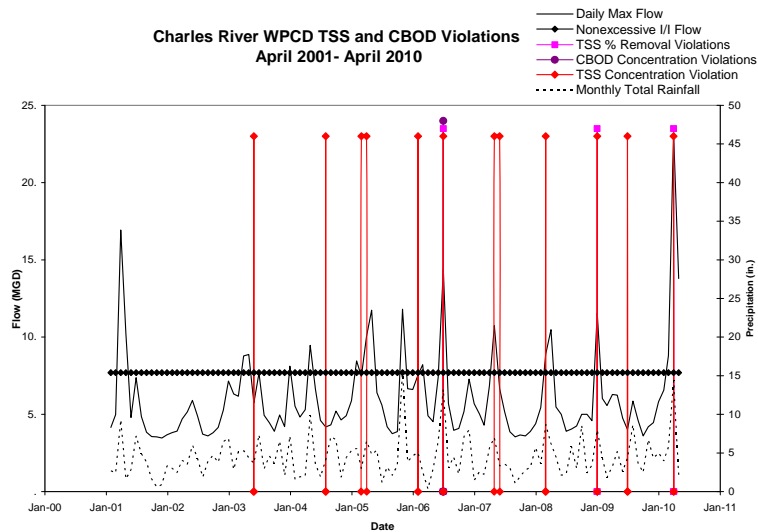
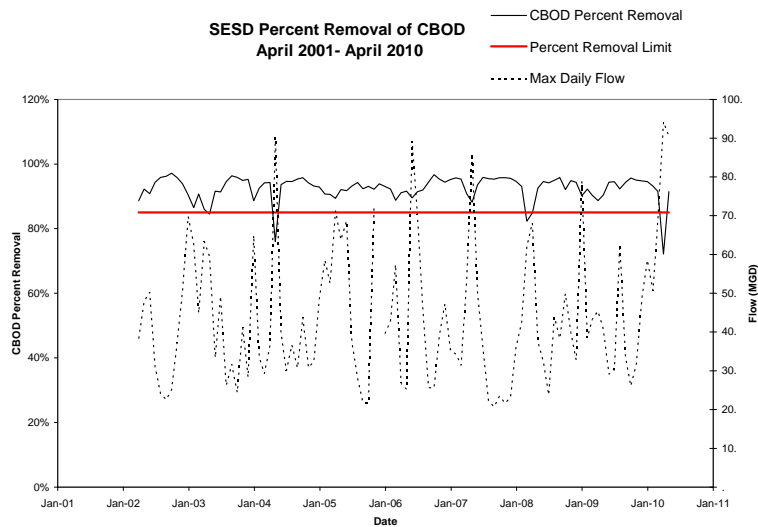


Figure 8 shows SESD's results for removal of CBOD, in percentage, as compared to maximum daily flow. SESD had three permit violations where CBOD removal fell below 85%, all during months with high Maximum Daily Flows.

Figure 8. SESD CBOD Percent Removal



In addition, both of these regional POTWs have experienced SSOs within the municipal satellite collection systems. In the SESD system, Beverly, Danvers, Marblehead and Peabody have reported SSOs between 2006 and 2008, based on data provided by MassDEP. In the CRPCD system, both Franklin and Bellingham have reported SSOs between 2006 and 2009.

Exhibit C

List of municipal satellite collection systems that have had SSOs

Exhibit D

Form of Regional Administrator's waiver of permit application requirements for municipal satellite collection systems



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 1
1 CONGRESS STREET, SUITE 1100
BOSTON, MASSACHUSETTS 02114-2023

Re: Waiver of Permit Application and Signatory Requirements for [Municipal Satellite Sewage Collection System]

Dear _____:

Under NPDES regulations, all POTWs must submit permit application information set forth in 40 C.F.R. § 122.21(j) unless otherwise directed. Where the Region has “access to substantially identical information,” the Regional Administrator may waive permit application requirements for new and existing POTWs. *Id.* Pursuant to my authority under this regulation, I am waiving NPDES permit application and signatory requirements applicable to the above-named municipal satellite collection systems.

Although EPA has the authority to require municipal satellite collection systems to submit individual permit applications, in this case I find that requiring a single permit application executed by the regional POTW treatment plant owner/operator will deliver “substantially identical information,” and will be more efficient, than requiring separate applications from each municipal satellite collection system owner/operator. Municipal satellite collection system owners/operators are expected to consult and coordinate with the regional POTW treatment plant operators to ensure that any information provided to EPA about their respective entities is accurate and complete. In the event that EPA requires additional information, it may use its information collection authority under CWA § 308. 33 U.S.C. § 1318.

This notice reflects my determination based on the specific facts and circumstances in this case. It is not intended to bind the agency in future determinations where a separate permit for municipal satellites would not be duplicative or immaterial.

If you have any questions or would like to discuss this decision, please contact [EPA Contact] at [Contact Info].

Sincerely,

Regional Administrator

**MFN Regional Water Pollution Control Facility
(formerly Mansfield Water Pollution Abatement Facility)
Response to Comments**

On July 1, 2013, the U.S. Environmental Protection Agency (EPA) and the Massachusetts Department of Environmental Protection (MassDEP) public noticed a Draft Permit (MA0101702) for the Mansfield Water Pollution Abatement Facility.

EPA received comments from the Town of Mansfield, the Town of Norton, and the Nature Conservancy. The following are responses to all significant comments received and descriptions of any changes made to the public-noticed permit as a result of those comments, and a description of other changes made to the Final Permit.

On July 23, 2014, EPA received notice from Lee Azinheira, the Town of Mansfield Director of Public Works and Executive Director of the newly established MFN Regional Wastewater District, that as of July 1, 2014 responsibility for the Mansfield WPAF and the referenced NPDES permit were transferred to the MFN Regional Wastewater District. Pursuant to 40 CFR § 122.61 the permit has been transferred to the MFN Regional Wastewater District and the Final Permit has been modified accordingly. The Town of Mansfield is now a co-permittee on the Final Permit with respect to the collection system it owns and operates. The comments and responses below continue to use the designation “Mansfield WPAF” consistent with the text of the Draft Permit and comment letters; that terminology includes the successor MFN Regional Water Pollution Control Facility as appropriate.

A. The Town of Mansfield submitted comments by letter dated November 7, 2013.

Comment A.1. The allowable TN mass load to the Taunton River estuary is the basis of the TN limit. This being the case, no concentration limit should be required. Mass loads are the basis of the nitrogen limits developed by EPA, per the Fact Sheet, and mass limits would allow the Mansfield WPAF to operate in a less costly manner during low flow periods. Therefore, we ask that the TN concentration limit be deleted from the permit.

Response A.1. EPA agrees that the water quality analysis is based on mass loads to the estuary that have been translated into concentration-based permit limits. In general the use of concentration-based permit limits provides a clear target for facility design and operation, ensures that the underlying assumptions of the water quality analysis are met, and provides a better measure of operational control of the facility. Mass load-based WLAs and TMDLs in Massachusetts have generally been implemented through concentration-based limits. See, e.g., *Total Maximum Daily Load (TMDL) for Nutrients in the Upper/Middle Charles River* at 92 (<http://www.mass.gov/eea/docs/dep/water/resources/n-thru-y/ucharles.pdf>). This practice is consistent with EPA’s regulations, which provide that “All pollutants limited in permits shall have limitations, standards or prohibitions expressed in terms of mass . . .” and that “Pollutants limited in terms of mass additionally may

be limited in terms of other units of measurement, and the permit shall require the permittee to comply with both limitations.” 40 CFR 122.45(f)(1) and (2).

Concentration based limits are not mandated under EPA’s regulations, and mass-only limits have been implemented in certain state-delegated NPDES programs, particularly those involving watershed-wide loading analyses of nitrogen load reductions. For example, the Long Island Sound TMDL nitrogen load allocations (see NYSDEC and CTDEP, *A Total Maximum Daily Load Analysis to Achieve Water Quality Standards for Dissolved Oxygen in Long Island Sound* (December 2001)) have been implemented in Connecticut through a mass load-based *General Permit for Nitrogen Discharges* from POTWs. This approach facilitates the trading of nitrogen load credits under Connecticut’s Nitrogen Credit Exchange. See <http://www.ct.gov/deep/cwp/view.asp?A=2719&Q=325572>. Similarly in the Chesapeake Bay Watershed, EPA encouraged a permitting approach based on annual mass loads and promoted watershed permits and trading programs. See Chesapeake Bay Program, *NPDES Permitting Approach for Discharges of Nutrients in the Chesapeake Bay Watershed* (December 2004). Load based permit limits facilitate trading programs.

In this case, there have been no proposals from permitted entities for trading of load allocations, and Massachusetts does not have a clear framework for trading permitted loads. However, EPA agrees that mass-only limits are sufficient in this case to meet the water quality requirements described in the Fact Sheet, and will provide some flexibility to the facility to operate in a more cost-efficient manner even in the absence of trading. Therefore EPA has eliminated the concentration limit for Total Nitrogen from the Final Permit.

Comment A.2. Page 4 includes average monthly effluent concentration and mass limits for total nitrogen (TN) in the period from May 1 to October 1. At the November 29, 2012 meeting, EPA indicated that the new TN limit would be a seasonal average. Monthly average limits are more restrictive than seasonal averages, and there does not appear to be any justification provided requiring average monthly limits. In fact, the Fact Sheet provides the justification for the new TN limit, and it repeatedly refers to “average summer load” or “seasonal average” in the discussion of allowable loads to the Taunton River estuary. The first mention of “average monthly” is on Page 31 of the Fact Sheet, and no justification for average monthly limits for the smaller dischargers to the Taunton River estuary, rather than the seasonal average limit indicated for the larger dischargers, is presented. Therefore, we ask that the permit include a seasonal average TN limit instead of an average monthly limit.

Response A.2. EPA recognizes that monthly average limits are more restrictive than seasonal averages. However, while the analysis that forms the basis of the permit limits is based on seasonal average loads, EPA’s permitting regulations specifically require that permit limits for POTWs be expressed as monthly average and weekly average “unless impracticable.” Therefore it is not the case that EPA must provide “justification” for including average monthly limits for

smaller dischargers to the Taunton River estuary; rather, EPA must justify any decision to base permit limits on longer averaging periods.

The standard for determining whether longer term averaging period are permissible for nutrient limits is discussed in an EPA memorandum concerning nutrient limits to protect Chesapeake Bay, wherein EPA approved a proposal to include permit limits based on annual averages rather than monthly averages. The approval memorandum recognized that the Chesapeake Bay may not be unique, and that

[t]he establishment of an annual limit with a similar finding of "impracticability" pursuant to 40 CFR 122.45(d) may be appropriate for the implementation of nutrient criteria in other watersheds when: attainment of the criteria is dependent on long-term average loadings rather than short-term maximum loadings; the circumstances match those outlined in this memo for Chesapeake Bay and its tidal tributaries; annual limits are technically supportable with robust data and modeling as they are in the Chesapeake Bay context; and appropriate safeguards to protect all other applicable water quality standards are employed.

Hanlon, J.A., *MEMORANDUM: Annual Permit Limits for Nitrogen and Phosphorus for Permits Designed to Protect Chesapeake Bay and its tidal tributaries from Excess Nutrient Loading under the National Pollutant Discharge Elimination System* (EPA, 2004) ("Hanlon Memo"). The circumstances identified in support of annual limits included: "the exposure period of concern for nutrients loadings to Chesapeake Bay and its tidal tributaries is very long; the area of concern is far-field (as opposed to the immediate vicinity of the discharge); and the average pollutant load rather than the maximum pollutant load is of concern." The EPA memorandum also noted the variability of nutrient treatment systems on an annual basis, stating

the efficiency of treatment of nutrients by biological nutrient removal is highly sensitive to ambient temperature and is not effective at lower temperatures. Thus, the effluent loading of nutrients is not constant due to seasonal temperature fluctuations in northern climates. Even a simple steady-state model for permit development such as dividing the annual limit by 12 and establishing that value as the monthly limit is therefore, not appropriate. Such a limit does not account for seasonal fluctuations in effluent loading.

Hanlon Memo at 5. There are a number of similarities between the circumstances identified in Chesapeake Bay and those underlying the limits here, in that the area of concern is "far-field (as opposed to the immediate vicinity of the discharge)" and EPA's load analysis is based on an average pollutant load (here seasonal rather than annual) rather than the maximum pollutant load. On the other hand, EPA's basis for concluding that the exposure period of concern for pollutants is

very long is not as robust in this analysis as it was in Chesapeake Bay; as noted in the Memorandum there was very detailed modeling in Chesapeake Bay that demonstrated that there was no benefit to monthly average as opposed to annual average limits:

The complex movement of water within Chesapeake Bay and its tidal tributaries, particularly the density-driven vertical estuarine stratification, is simulated with a Chesapeake Bay hydrodynamic model of more than 13,000 cells. The Water Quality Model is linked to the hydrodynamic model and uses complex nonlinear equations describing 26 variables of relevance to the simulation of dissolved oxygen, water clarity and chlorophyll a. Coupled with the Water Quality Model are simulations of settling organic material into and upon the sediments and its subsequent decay and flux of inorganic nutrients from the sediment, as well as a coupled simulation of underwater Bay grasses in the shallows.

The Water Quality Model was used to examine the differences between a constant monthly load and a variable monthly load, but each at the same annual load levels. For nitrogen, the constant monthly discharge estimate is based on a scenario that assumes the level of point source loads based on a constant 5 mg/l discharge applied against point source flow. The variable load scenario is based on the records of 54 sewage treatment plants (STPs) that discharge to Chesapeake Bay that have complete monthly records. The Total Nitrogen average concentration for each month was calculated and then converted to a concentration that would be at the same annual loads as the constant 5 mg/l case, but still preserve the observed monthly variations. Monthly changes in flow were also taken into account. The variation in monthly concentrations varied from a low of 3.76 mg/l in August to a high of 8.46 mg/l in January. The derived monthly variation equivalent on an annual basis to the constant 5 mg/l monthly loads was applied to all point source dischargers in the Chesapeake Bay watershed. Water quality results of the two scenarios were indistinguishable, no difference was seen in the achievement of Chesapeake Bay water quality criteria. A similar analysis was performed for phosphorus and the same conclusion was reached.

Hanlon Memo at 3 n.4 and 5. In addition, the seasonal variability of treatment plant performance cited in the Memorandum is mitigated in this case by the use of a seasonal limit, which is only in effect May through October. While there is still some variability in treatment performance within that time period, EPA has generally found facilities to be able to achieve 5mg/l on a seasonal basis.

Given these factors, EPA cannot conclude at this time that the use of monthly average limits is “impracticable” under 40 CFR 122.45(d). The monthly average limit is maintained in the Final Permit.

EPA notes that the November 29, 2012 meeting referenced in the comment was a pre-draft informational meeting. As EPA was at all times aware of the restrictions on longer term averaging periods, it appears that there was some miscommunication; EPA disagrees that any firm statements regarding “seasonal” as opposed to “average monthly” limits were made. It also should be noted that EPA clearly stated at that meeting that the prospective limits being discussed were preliminary and subject to change prior to the issuance of the Draft Permit.

Comment A.3. The draft permit contains average weekly concentration and mass limits for BOD5 and TSS in the period from November through April 30. The average weekly concentration limits for these two parameters are greater than the average monthly limits (45 mg/l vs. 30 mg/l), but the average monthly mass limit of 786 lbs/day is not increased proportionally for the average weekly limit. To be consistent with the concentration limits, the average weekly mass limit should be 1178 lbs/day. This appears to be a clerical error, and the intent is acknowledged in Table 2 of the Fact Sheet. Please correct this error.

Response A.3. EPA apologizes for the clerical error and has corrected the average weekly mass limit in the Final Permit.

Comment A.4. The draft permit contains revised disinfection limits. At the November 29, 2012 meeting EPA indicated that it was possible to include a transition period in the permit so that plant staff could phase in the new procedures necessary to test for E. coli, but there is no indication of this transition period in the draft permit.

Response A.4. EPA agrees that a transition period is appropriate to allow for an orderly implementation of the new procedures, and the Final Permit includes a one year transition period. During the transition period the fecal coliform limits will be in effect, and concurrent testing for fecal coliform and E. coli will be conducted. The new E. coli permit limits will go into effect one year from the permit effective date. The change has been made in footnote 6 of the Final Permit.

Comment A.5. Footnote No. 7 (page 6 of 20) requires an alarm system for indicating a service interruption or malfunction of the chlorination and dechlorination systems. It appears that this would require the Town to procure and install an automatic in-situ total residual chlorine (TRC) monitoring system, because there is no such system currently installed at the plant. The plant’s current systems have been operated problem-free and with constant compliance with the plant’s TRC limit, and therefore we ask that the requirement for in-situ system be deleted. If not deleted, the permit must include a schedule compliance period that will allow the Town to procure, install and startup the system.

Response A.5. The requirement in Footnote 7 of the Draft Permit for the incorporation of an alarm system into the chlorination and dechlorination systems is being included in all NPDES permits issued to POTWs in Massachusetts that

use chlorination for disinfection of their effluent, regardless of their compliance history and the age of the system(s). For clarification, EPA is not requiring that the Town install any type of continuous residual chlorine analyzer for the monitoring and recording of the chlorine concentration in the effluent, before and after disinfection. Rather, the intent of this requirement is to ensure that facilities with chlorination and/or dechlorination systems have an alarm system installed solely for the purpose of alerting WWTP personnel in the event of a malfunction and/or interruption of the chemical dosing systems (i.e., for detecting a failure of the chemical delivery system) which could potentially affect the amount of chlorination and/or dechlorination chemicals added to the effluent. This requirement shall remain in the final permit.

Nonetheless, EPA agrees that a transition period is appropriate to allow the Town to procure, install and startup the system, and the Final Permit includes a one year transition period. The monitoring system requirement will go into effect one year from the permit effective date and the Final Permit has been revised to indicate the one year deadline.

Comment A.6. Footnote No. 9 (page 7 of 20) requires that in the period from November through April, the plant should be operated to reduce nitrogen to the “maximum extent possible”. Other than the clarification regarding supplemental carbon use, it is not clear what would constitute compliance (or non-compliance) with this permit requirement. As an example, what if the plant schedules maintenance on a tank outside the permit season from May – October, and therefore is not operating “all available treatment equipment.”? Would that constitute a permit violation? Please provide further clarification regarding permit compliance/non-compliance and necessary maintenance regarding this footnote.

Response A.6. EPA agrees that maintenance tasks may require that certain equipment and tanks be taken off-line for periods of time and that in those cases the equipment undergoing maintenance would not be considered “available” for purposes of footnote 9 of the permit. This would apply to any period of necessary maintenance, and is limited to the period of time necessary for such maintenance to be performed.

Comment A.7. The draft permit (Page 17) includes a compliance schedule for complying with the TN and TP limits. The milestone duration for the construction phase (54-36=18 months) is inadequate given the complexity of the anticipated work and the sequencing required to keep the current plant in operation while constructing the improvements. A duration of 30-months is appropriate for the construction phase; please modify the compliance schedule accordingly.

Response to Comment A.7. EPA recognizes that the anticipated construction work is complex and that the entire construction schedule may extend longer than 18 months. However, EPA notes that the other schedule milestones are intentionally generous (two years for design and three years to initiate construction) and the Town could certainly initiate construction sooner in order to

have a longer time period. In addition, the permit does not require full completion of all facility upgrades, but only those improvements necessary to achieve the permit limits. Appropriate construction sequencing to prioritize the nutrient removal components can assist in meeting the milestones. In any case, it is EPA's general position that a five year time frame is sufficient for planning, engineering and construction, and EPA does not extend construction schedules beyond 5 years in the absence of unusual circumstances. *See EPA, Combined Sewer Overflows Guidance for Financial Capability Assessment and Schedule Development* (1997).

However in order to provide the Town with maximum flexibility EPA has eliminated the requirement of "substantial completion" within 54 months, while the requirement that permit limits go into effect five years from effective date remains in the Final Permit. EPA usually includes a "substantial completion" milestone prior to the scheduled effective date of the permit to allow for a period of time for startup and testing. As this permit is expected to become effective in the fall, however, eliminating this milestone will avoid the permittee being constrained to complete those upgrades midwinter when biological nutrient systems may not be effectively operated in any case, while still having the opportunity for a period of testing and operational experience prior to the permit limits coming into effect.

EPA further notes that a 30 month construction schedule could be achieved by moving up the milestones for design and/or initiation of construction. As the permittee could implement that change on its own consistent with the permit requirements, EPA has not made that change in the Final Permit so as to allow the town maximum flexibility consistent with the permit requirements. EPA encourages the Town to establish a design and construction schedule that meets its needs consistent with the permit requirements.

Comment A.8. Page 10 on Fact Sheet Attachment B indicates that with different assumptions in the presented attenuation analysis, the Mansfield WPAF TN limit would vary from 3 to 7 mg/l. From the perspective of necessary capital improvements and the cost and sustainability of plant operation (including chemical and energy consumption), this range is not "relatively small" as indicated in the text. This range represents a very significant variation in plant requirements and reinforces the importance of developing limits based on a rigorous, thorough analysis. Please consider and address the assumptions made.

Response A.8. EPA acknowledges that the range of 3 to 7 mg/l represents a significant difference in cost and plant operations, although the entire range continues to represent a similarly large scale reduction in nitrogen discharges from this facility from current concentrations of approximately 19 mg/l. EPA agrees that a rigorous and thorough analysis is important for this facility and others in the watershed and disagrees with the suggestion that the existence of a recognized range of uncertainty, all of which requires substantial reduction in

pollutant discharge, is any indication that the analysis is something other than rigorous and thorough. With respect to the attenuation analysis, EPA conducted a season of field work to establish an attenuation rate for nitrogen in this watershed rather than relying on regional or literature values, and applied an attenuation figure that was site specific and data-based, and not unreasonably imprecise in comparison to attenuation figures presented in literature sources.¹ Therefore, and in the absence of any specific criticisms of the attenuation analysis aside from a desire for greater precision, EPA continues to believe that the attenuation analysis represents the best available information for assessment of nitrogen loads.

Comment A.9. Fact Sheet Page 23 indicates that the USGS LOADEST analysis was done for the period 2004-2005. Since that time, the Brockton AWRP has undergone a nutrient-removal upgrade and is discharging considerably less nitrogen than at the time this 2004-2005 data was collected. Is the use of the 2004-2005 data appropriate? The analysis should be based on recent data given the significant work in the watershed. The analysis presented in the Fact Sheet used 1303 lb/d as the nitrogen load from the Brockton WWTF in 2004-05, but the Fact Sheet indicates that in 2012 the Brockton WWTF discharged only 572 lb/day. A comparison of the Sonde data provided from 2005 and 2010 could indicate that *chlora* has been significantly reduced. So perhaps the problems have diminished, and a reduction in TN from Mansfield is no longer required. Please update the analysis based on recent data.

Response to Comment A.9. The USGS LOADEST and other elements of EPA's analysis were based on 2004-05 data because that is the time period for which a comprehensive dataset is available. The Mount Hope Bay Monitoring Program of 2004-06² included monthly or more frequent sampling at 22 sites across Mount Hope Bay and the Taunton River Estuary, as well as of the freshwater inputs from the Taunton, Three Mile, Assonet, Segregansett, Quequechan and Cole Rivers. An extensive array of parameters were monitored and reported, including Total Nitrogen, Ammonia-N, Nitrate and Nitrite, Dissolved Inorganic Nitrogen, Dissolved Organic Nitrogen and Total Organic Nitrogen, Chlorophyll-a, Dissolved Oxygen concentration and percent saturation, Total Suspended Solids, Salinity, Secchi Depth, Orthophosphate and Total Organic Carbon. More recent data is much more limited. There is continuing water quality information through 2011-12 from a single site in Mount Hope Bay that includes datasonde DO, Chlorophyll and Salinity data along with monthly sampling data, and the Narragansett Bay Commission has conducted monitoring of a site at the Berkley Bridge on the Taunton River (within the estuarine portion

¹ For example, the regional regression model presented in Moore et al., *Estimation of Total Nitrogen and Phosphorus in New England Streams Using Statistically Referenced Regression Models*, USGS SIR-2004-5012, provided an in-stream loss variable of 0.78 d⁻¹ with a standard error of 0.49; this results in a range of predicted sewer loads in the Matfield River downstream of Brockton from 90,000 to 794,000 kg/yr (mean 230,000). See dataviewer and data links at <http://vt.water.usgs.gov/projects/sparrow/index.htm>

² 2006 was not included in the load analysis due to the extreme wet weather in spring of that year that was inconsistent with the steady state analysis; see Fact Sheet at 23 n.7.

of the river), although that monitoring did not include TN until 2013 (prior to 2013 were analyzed for Total Dissolved Nitrogen species only).³

In this context the 2004-05 period is used as a baseline for analysis, and projections concerning the impact of load reductions are made based on the analysis of the comprehensive dataset. This is the process used to determine permit limits (i.e. identifying a threshold allowable nitrogen concentration and determining the load reductions necessary to achieve that concentration), so projection of the impacts of nitrogen load reductions to future conditions was an essential part of EPA's analysis. To the extent more recent data is available, it can be used for comparison to the baseline analysis, with appropriate caution to ensure that the data is comparable and that the inherent variability of conditions being measured is taken into account.

Thus, in the Fact Sheet EPA noted that there had been some reductions in nitrogen load, specifically in connection with the upgrade to the Brockton AWWRF, but that the reduction was not expected to be sufficient to resolve the water quality issues and that 2010 datasonde data from Mount Hope Bay indeed showed continued high chlorophyll and low DO consistent with continuing nitrogen impacts. To more specifically quantify that analysis, the City of Brockton's upgrade to its treatment plant, completed in 2010, has resulted in a significant decrease in total nitrogen loads of about 700 lb/d as of 2010. The total reduction in WWTP loads to the Taunton River Estuary has been approximately 25%, although the reduction in total TN load (including nonpoint sources) is less (about 17%). EPA's load reduction analysis, in comparison, indicates that a 51% decrease in total loads is necessary in order for water quality standards to be met in the estuary. Therefore, the Brockton load reduction, while commendable, is not expected to be sufficient to address eutrophication impacts downstream, and the limited available data, although located in Mount Hope Bay (datasonde), indicates continuing water quality issues consistent with EPA's conclusions.

Other recent data, not discussed in the Fact Sheet, is also consistent with EPA's analysis. Datasonde data for 2011 has been published and indicates continued elevated chlorophyll-a concentrations, corresponding periods of supersaturated DO at the surface, persistent bottom DO concentrations below 5 mg/l and frequent excursions below 3 mg/l. *See* Figure 9. This is consistent with EPA's determination that nitrogen reductions to date are not sufficient to resolve water quality issues.

³ This latter dataset was not discussed in the Fact Sheet for this permit but was brought to EPA's attention by the City of Taunton in its comments on the draft Taunton WWTP permit.

Figure 9a. Surface Chlorophyll and DO percent at MHB sonde, 2011

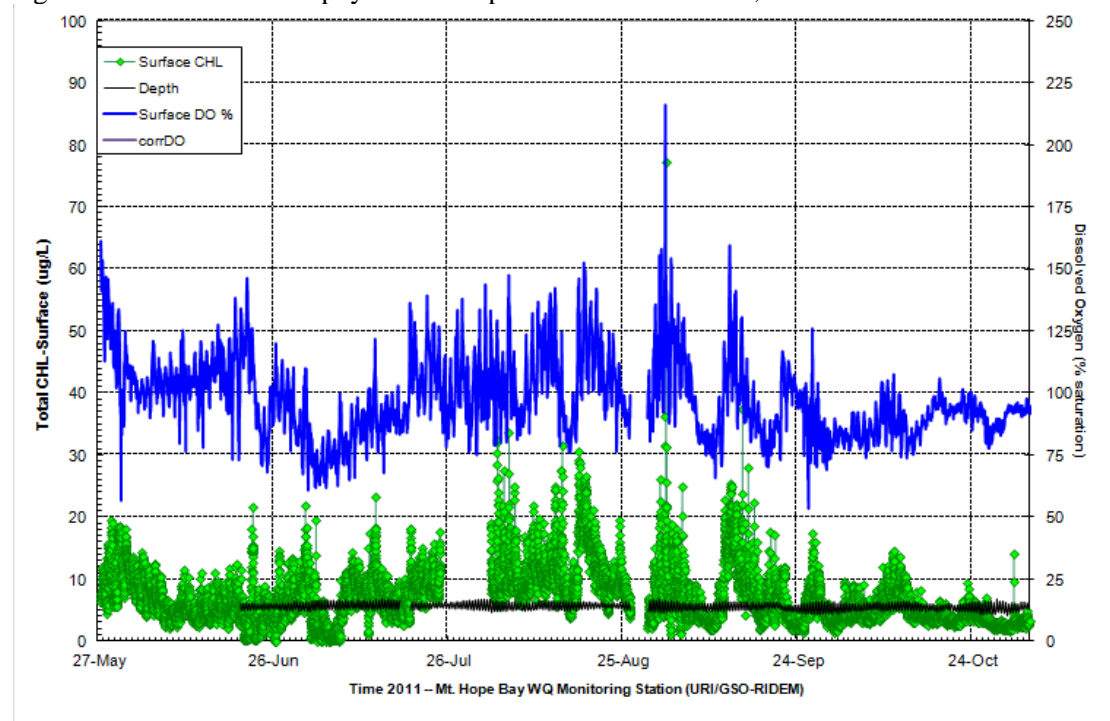


Chart by URI/GSO-RIDEM. Chart and data available at www.dem.ri.gov/bart

Figure 9b. DO concentration at surface and bottom, MHB sonde, 2011

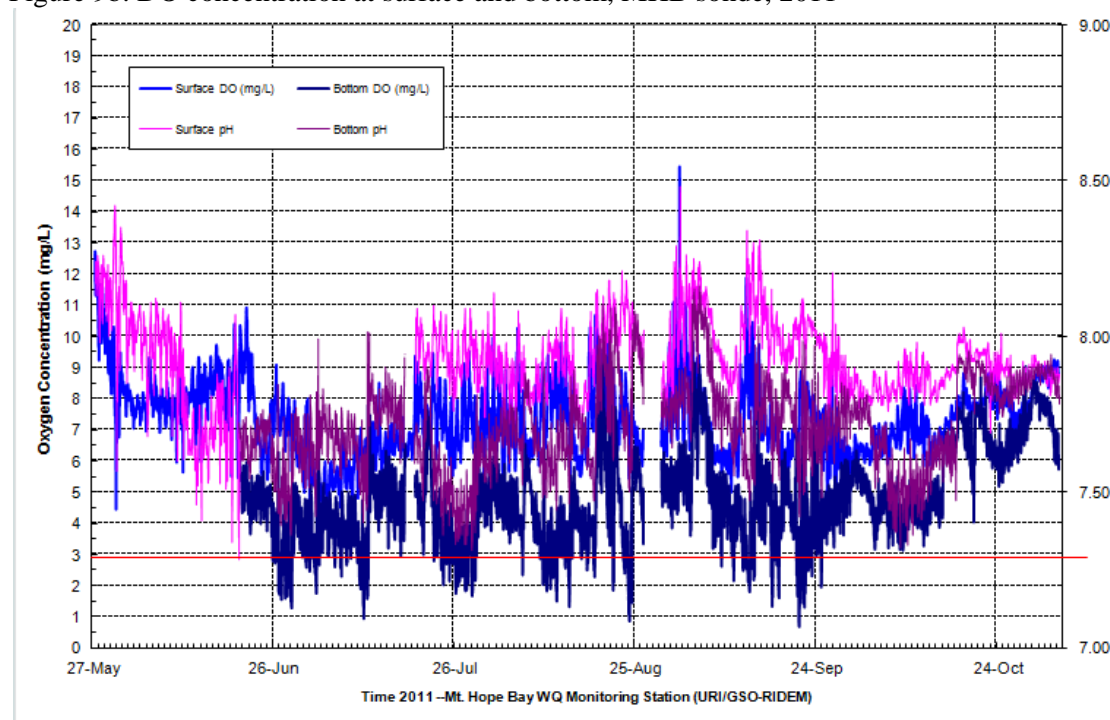


Chart by URI/GSO-RIDEM. Chart and data available at www.dem.ri.gov/bart

Other recent data is not directly comparable to EPA's analysis, but was examined to the extent possible for consistency with EPA's analysis. NBC monitoring of the Taunton

River began in 2006 and was limited to Total Dissolved Nitrogen (TDN) parameters until 2013. The results for TDN are not expected to be directly comparable to TN analyses, but to exhibit similar trends. A review of NBC monitoring from 2006 to 2013 indicates that those data appear consistent with a reduction in total Taunton River loads, although the variability of the data makes statistically significant results elusive. Figure 9c shows TDN concentrations over time along with a MS Excel-generated trendline; a slight decline is indicated but with extremely low statistical significance.

Figure 9c. NBC Taunton River monitoring, all TDN datapoints 2006-13

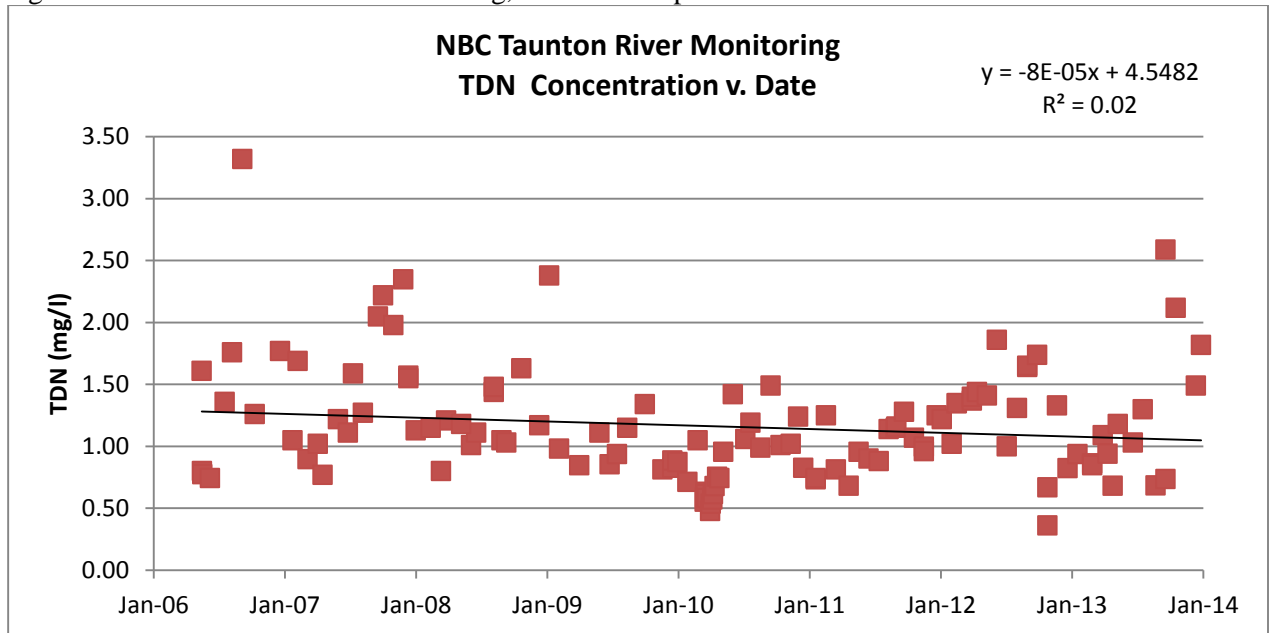


Chart by EPA. Data from Narragansett Bay Commission,
<http://snapshot.narrabay.com/app/MonitoringInitiatives/NutrientMonitoring>

EPA then looked at a subset of the NBC data where WWTP nitrogen reductions would be expected to have the most impact in order to assess whether the load reduction is discernible in the data. WWTP reductions are likely to be most pronounced in low flow conditions and during warm weather when biological treatment processes are most effective. Therefore, a comparison of warm weather low flow⁴ data between the periods 2006-09 and 2010-13 is presented in Figure 9d below. The median TDN concentration in the 2010-2013 period is 1.125 mg/l, 23% less than the 1.46 mg/l median in 2006-09. This is reasonably consistent with the scale of reduction predicted in EPA's analysis, as the reduction seen in low flow conditions should be greater than the reduction in total loads (calculated by EPA as 17%) but somewhat less than the reduction in point source loads alone from Brockton's upgrade (30%). The NBC monitoring does not include any eutrophication indicators in the Taunton River Estuary or Mount Hope Bay, so their data cannot be used for assessment of the response of this system to the load reduction.

⁴ Here low flow is defined as less than 200 cfs at the USGS Bridgewater gage; this represents conditions where Brockton AWRP effluent is approximately 10% or more of Taunton River flow at Bridgewater.

Figure 9d. NBC Taunton River monitoring at low flows, 2006-13

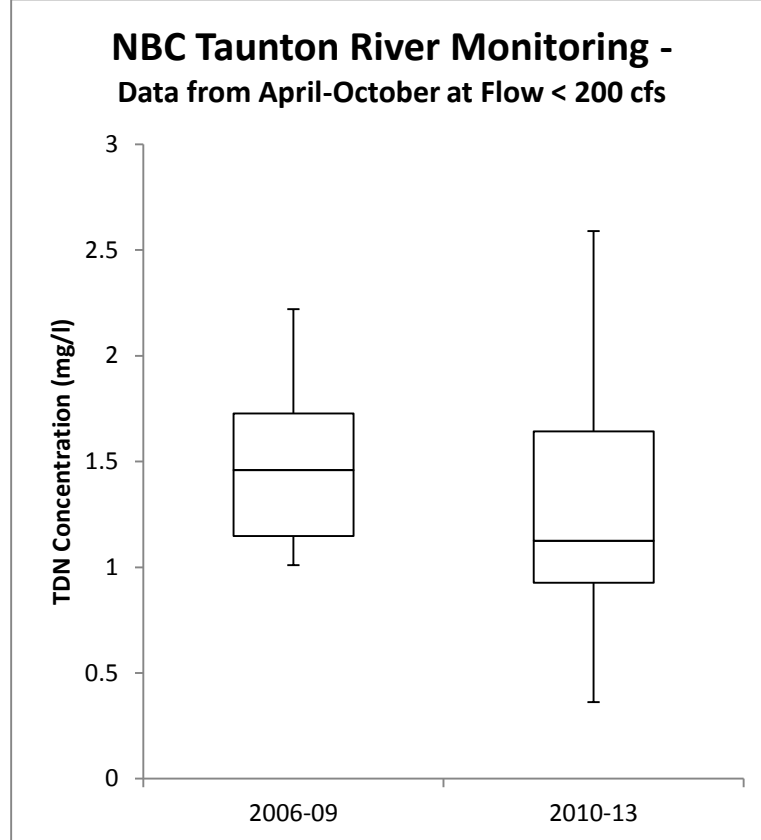


Chart by EPA. Data from Narragansett Bay Commission,
<http://snapshot.narrabay.com/app/MonitoringInitiatives/NutrientMonitoring>

Second, unpublished monitoring data collected by the University of Rhode Island Graduate School of Oceanography (URI-GSO) at a single site in Mount Hope Bay includes measurements of Total Nitrogen that are significantly lower than those measured in the SMAST 2004-06 monitoring program used by EPA for the single year of overlapping data at nearby sites (2006 – SMAST average 0.58 mg/l; URI-GSO average 0.35 mg/l), with lower TN concentrations continuing in more recent URI-GSO data. See Figure 9e below. On their face these data do appear inconsistent with the data relied upon by EPA. The difference may be partly explained by the fact that the locations of the monitoring sites are not exactly the same, and they were collected under differing tidal conditions (the SMAST data at mid ebb tide, when concentrations are expected to be highest, versus URI data collected under a range of tidal conditions), although it is not clear that those differences would explain such a large difference in TN concentrations. The differing data does not, however, indicate a change in conditions between 2004-6 and the present; URI reported concentrations have been generally consistent over the 2006-2011 time period and were lower than the SMAST data in the overlapping year.

Figure 9e. Comparison of SMAST (2004-05) and URI-GSO (2006-11) data

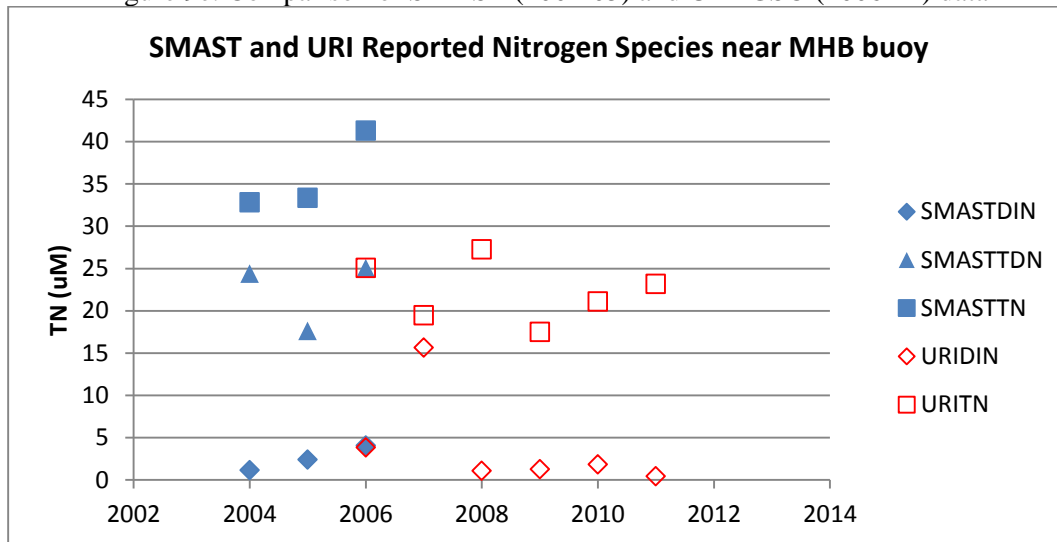


Chart by EPA. SMAST data from SMAST, *Summary of Water Quality Monitoring Program for the Mount Hope Bay Embayment System (2004 – 2006)* (2007) ; URI-GSO data tables from personal communication, Professor Candace Oviatt (see also Krumholz, *Spatial and Temporal Patterns in Nutrient Standing Stock and Mass-Balance in Response to Load Reductions in a Temperate Estuary* (2012); Decautis and Pryor, *Nutrient Conditions in Narragansett Bay & Numeric Nutrient Criteria Development Strategies for Rhode Island Estuarine Waters (Draft)* at 35 (2011)).

EPA has concerns about the comparability of these data. Not only are results inconsistent for the one overlapping year, but the low TN concentrations reported by URI-GSO in some time periods appear simply implausible. For example, TN concentrations were recorded as averaging 0.22 mg/l TN in June-September 2009, a period in which average chlorophyll concentrations measured at the datasonde were 13 µg/l. However analysis of Narragansett Bay data has indicated that particulate organic nitrogen (PON) concentrations, a subset of TN, are generally 20 to 50 times the chlorophyll concentration. Decautis and Pryor, 2011 at 25. The expected PON in 2009 therefore would be a minimum of 0.26 mg/l – higher than the reported TN concentration even without accounting for dissolved organic nitrogen or inorganic components. *Id.* The data appears more consistent with an exclusion of certain nitrogen species, and in fact the URI data closely matches the total dissolved nitrogen reported by SMAST in the overlapping year (as well as having similar DIN results).

EPA notes that if the TN concentrations report by URI-GSO were representative of the Bay, the persistence of elevated chlorophyll-a concentrations and dissolved oxygen violations as shown by other data would indicate that target TN concentrations should be set lower than the 0.45 mg/l identified by EPA in this permit proceeding. However given the data comparability concerns described above, and the consistent procedures used in the comprehensive dataset that underlies EPA's analysis, EPA is not revising its determination based on these data. EPA encourages further monitoring and particular attention to the intercomparability of datasets among different researchers.

Comment A.10. Fact Sheet Page 29 indicates that an assumed summer flow of 90% of design flow was used. The actual plant flow records are available from each plant in the Taunton River basin and we suggest that these should be used in the analysis. Note that the Mansfield WPAF's summer flow is closer to 80% of the annual average flow and this should be considered in the analysis.

Response A.10. EPA disagrees with the suggestion. The 90% value was used as a projection of summer flow under future conditions where the facility is operating at design flow on an annual average basis. It was not used to characterize past or current flow patterns. While the facility historically may be closer to 80% of annual average during the summer, the town is engaged in a continuing process to address infiltration and inflow in its collection system. I/I reductions would be expected to reduce wet weather flows to the treatment plant and thus reduce the difference between summer and annual flows. If load allocations are based on historic figures, improvements to I/I would provide room for additional sanitary flow and related nutrient loads that are not accounted for in the analysis, and therefore would not be sufficiently protective under projected future conditions.

Comment A.11. Fact Sheet Page 30 indicates that the other facilities' nitrogen limits may differ from those presented in Table 10. How can a TN limit be set based on this table, which is a basin-wide allocation, if the values in the table may change?

Response to Comment A.11. The specific reference in the Fact Sheet is to the fact that there are a number of alternative allocations of the allowable load to the Taunton River Estuary that would meet water quality requirements, and new information provided in connection with individual permit issuances could result in modifications of the allocation within the general framework of the total allowable load. This has already occurred between the Taunton and Mansfield draft permit issuances, as discussed in Response to Comment A.12. Nonetheless EPA emphasizes that as this allocation is being implemented through individual permits rather than through a separate Wasteload Allocation or TMDL, it is essential that individual permittees be provided with a meaningful opportunity to comment on their allocation and permit limits. While EPA does not expect major changes in the allocation as the individual permit issuances go forward, EPA is considering any additional information provided by individual facilities and other commenters, whether it is specific to the individual facility (e.g. site specific information on plant capacity, attenuation, or other factors) or on the allocation as a whole.

Comment A.12. Note that the Fact Sheet attached to the courtesy draft for Mansfield is not consistent with the Fact Sheet attached to the recently advertised Taunton WWTF draft permit in regards to establishing the basis for the TN limit. There are many text variations, and importantly the draft Taunton WWTF permit anticipates assigning the Mansfield WPAF at 5.5 mg/l TN limit. Why are the fact sheets inconsistent and why

didn't the Mansfield WPAD draft NPDES permit include a 5.5 mg/l TN as previously indicated in the Taunton draft NPDES permit?

Response A.12. As stated in the draft Taunton WWTF permit Fact Sheet, the allocation presented therein was one of a number of possible allocations of load among the multiple facilities discharging in the Taunton River watershed. That Fact Sheet specifically stated that the actual permit limits for individual facilities other than the Taunton WWTF were not being decided in the Taunton WWTF proceeding and would be determined in connection with the individual permit reissuances for each facility.

As the comment states, one possible allocation of loads among contributing facilities would result in a permit limit of 5.5 mg/l TN for the Mansfield WPAF, if the Somerset WWTF were assigned a permit limit of 3.0 mg/l. Upon further consideration of the appropriate allocation, EPA took note of the fact that 3 mg/l represents the limit of technology for nitrogen removal and can represent a significant challenge to achieve on a consistent basis. In contrast 5.0 mg/l has been recognized by EPA as representing a technology threshold achievable with a number of biological nutrient removal technologies, with a slightly higher 5.5 mg/l target representing opportunity for greater operational flexibility. In that context EPA determined that the required pollutant reduction would be more readily and consistently achieved by requiring Mansfield to achieve the 5 mg/l technology threshold, with Somerset's limit at a less stringent level than the current limit of technology.

Comment A.13. The calculations for the phosphorus limit do not appear to be correct. First, the formula as shown on page 33 of the Fact Sheet is in error – the last plus sign in the numerator should be a minus sign. Secondly, when corrected for this fact, the calculation results in a value of 0.17 mg/l, not 0.15 mg/l. If the Wheaton College flow is included, the value rises to 0.18 mg/l. All values in the permit that reflect this error should be corrected, including the mass based limits.

Response to Comment A.13. EPA agrees that there is an error in the calculation of the phosphorus limit and that the result of that equation should be 0.17 mg/l rather than 0.15 mg/l. With respect to Wheaton College's flow, the current flow from Wheaton College is already part of the 7Q10 streamflow in the equation; while under design flow conditions the flow would be slightly higher the effect is small (a change of about 0.002 mg/l in the calculated effluent limit). The Final Permit therefore includes a corrected permit limit of 0.17 mg/l, which a corresponding mass limit of 4.45 lb/day.

EPA notes that the calculation is dependent upon the concentration in the Three Mile River upstream of the discharge, but that there is no upstream monitoring data available. Therefore data from upstream tributaries were used, and adjusted to reflect the upstream wastewater load from Wheaton College. EPA believes these assumptions regarding upstream concentrations are reasonably conservative

and reflect reasonable projections of growth in upstream loads. However EPA will continue to reassess available data on upstream concentrations in the Three Mile River in future permit reissuances and will make necessary changes warranted by the data, including more stringent permit limits on Wheaton College if appropriate (assuming Wheaton College does not tie into the regional facility).

Comment A.14. Note that Table 3 is inconsistent with footnote 18 of the Fact Sheet that indicates that the allowable phosphorus load would increase to 4.1 pounds per day if Wheaton College connects to the system. But both values are in error based on Comment No. 13 above. Please address.

Response A.14. EPA is not clear where the figures are “inconsistent” as both Fact Sheet footnote 18 and Table 3 contain the 4.1 lb/day figure. As set forth in Response A.13. the permit limit for phosphorus is revised to 0.17 mg/l; this would result in a 4.6 lb/day load limit should Wheaton College connect to the system and terminate its discharge.

Comment A.15. Page 3 lists a flow limit of 3.14 mgd on a rolling annual average basis. At a November 29, 2012 meeting to discuss the pending draft permit, EPA indicated that when/if the 0.12 mgd permitted flow from Wheaton College is connected to the Mansfield system, a permit modification would be required (and would be permissible) to increase the allowable flow to 3.26 mgd. At that time, the mass limits associated with this permitted flow rate should also be increased proportionally. The fact sheet (page 6, second paragraph) acknowledges that the flow increase would be allowable, and Table 3 indicates that the allowable mass loads would also be increased proportionally. Please confirm.

Response A.15. Yes, at such time that Wheaton College is connected to the Mansfield system and terminates its discharge, a permit modification will be required and would be permissible to increase the allowable flow to 3.26 mgd, and the mass limits would also be increased proportionally as set forth in Revised Fact Sheet Table 3 above. EPA would consider this a “material and substantial alteration or addition to the permitted facility or activity” under 40 CFR 122.62(a)(1) that would justify a modification.

EPA notes that should such a tie-in fail to occur within the five year term of this permit but take place after this permit expires, a new permit reissuance will be required to implement the addition of the Wheaton College flow to the permit flow and mass limits.

Comment A.16. Page 3 of the Fact Sheet indicates that the Three Mile River has been identified (on the 303d list) as impaired due to pathogens, but not nutrients. That being the case, why are the Mansfield WPAF phosphorus limits being made more stringent? Page 32 of the Fact Sheet says “EPA is not aware of any assessments of eutrophication indicators or conditions downstream of the Mansfield WPAF since implementation of the permit limit EPA has calculated a new limit for this Draft Permit designed to meet

water quality standards in the Three Mile River.” However, this appears to conflict with the 2012 303(d) list that includes no indication that the Three Mile River is impaired due to nutrients. We also note that the Fact Sheet states on Page 18 that in the Taunton River “molar N/P ratios are consistent with nitrogen limitation”. Please address.

Response A.16. The setting of permit limits in NPDES permits is not dependent on 303(d) listing determinations. This is necessary as the standard for imposition of a water quality-based permit limit under 40 CFR 122.44(d) (a permit limit is necessary if a discharge of pollutant “causes, has reasonable potential to cause, or contributes”) is different from that under the 303(d) list which is dependent on documented evidence of existing use impairments, generally based on limited sampling data. As different standards apply to permit and 303(d) list determinations, there is no “conflict” between the permit limit and the lack of a nutrient impairment listing. However EPA notes that the state’s Water Quality Assessment Report for the Three Mile River identified the Aquatic Life Use in this segment with an “Alert Status” based in part on phosphorus concentrations. (2001 Taunton River Water Quality Assessment Report at 162-63; this is the most recent water quality assessment report and the basis for the 303(d) listing determinations in this watershed). This indicates the state’s concern with the potential for phosphorus-related water quality impairments in this segment, consistent with EPA’s “reasonable potential” finding.

Having found that “reasonable potential” exists, EPA is obligated to impose a permit limit that will “ensure that discharges do not cause or contribute to violations of water quality standards.” 40 CFR 122.44(d) The more stringent phosphorus limit in the Draft Permit is based on a threshold phosphorus concentration of 100 ug/l in the receiving water, calculated under 7Q10 conditions pursuant to the Massachusetts Surface Water Quality Standards. This is an appropriate basis for determination of a water quality-based limit and replaces the less stringent limit than the 0.2 mg/l in the prior permit, which was based on “highest and best practical treatment” under 314 CMR 404(3) rather than a water quality-based calculation.

The reference to “nitrogen limitation” on page 18 is related to conditions in the estuarine portion of the Taunton River. The freshwater portions of the Taunton River (approximately upstream of Weir Village in Taunton) are not nitrogen-limited.

Comment A.17. Page 4 of the Fact Sheet refers to the anti-backsliding requirements of CWA 402(o) and 40 CFR §122.44(l). If a true TMDL of this estuary system is ever done in the future and the resulting waste load allocations are higher than what the results of analysis presented in the Fact Sheet, will it be possible to increase the Mansfield WPAF permit limits?

Response to Comment A.17. The permittee is correct that any change in permit limits to limits that are less stringent than those in this Final Permit would have to

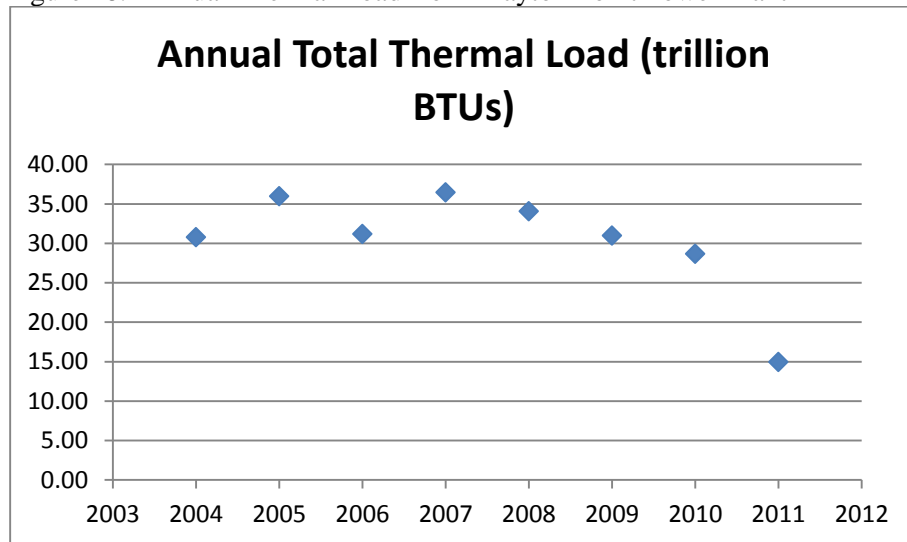
comply with the anti-backsliding requirements of CWA 402(o) and 40 CFR 122.44(l). The anti-backsliding requirements do not represent an absolute bar to less stringent permit limits, but have some exceptions. This includes an exception for new information under CWA § 402(o)(2)(B)(i) (“Information is available which was not available at time of permit issuance (other than revised regulations, guidance or test methods), and which would have justified a less stringent limitation at the time of permit issuance.”). This exception is subject to the limitation that water quality-based effluent limitations may not be made less stringent based on “any revised waste load allocation or any alternative grounds for translating water quality standards into effluent limitations” except where the revised allocation “results in a decrease in the amount of pollutants discharged” and is “not a result of a discharge eliminating or substantially reducing its discharge of pollutants due to compliance with [the CWA] or for reasons otherwise unrelated to water quality.”

EPA cannot in this Response address all possible circumstances of a hypothetical future development, so it cannot provide a firm answer as to how a TMDL would be implemented in the effected permits with respect to antibacksliding requirements. However, EPA notes that given the requirement that any revision “result in a decrease in the amount of pollutants,” and the general reading of antidegradation requirements in Massachusetts to require facilities to achieve permit limits at least as stringent as their past performance (see Fact Sheet copper discussion), EPA expects that once the facility upgrade is completed and the facility is achieving the permit limit, no change to a less stringent limit would be approved.

Comment A.18. Page 15 of the Fact Sheet references the Brayton Point Power Plant and “temperature impairments”, which may have influenced water quality in Massachusetts with incoming tides. Our understanding is that only recently has the plant stopped discharging high temperature water into the Bay – perhaps this is the difference in chlor a measured by the NBC sondes between 2005 and 2010. Has this reduced impact been considered?

Response A.18. Differences in Mount Hope Bay conditions between 2005 and 2010 would not be explained by changes in thermal loads from Brayton Point Power Plant, as the major recent reduction in thermal loads did not take place until 2011. Figure 18 below shows the annual thermal load from 2004 through 2011 as summarized by the facility; 2010 thermal loads are similar to those in preceding years.

Figure 18. Annual Thermal Load from Brayton Point Power Plant



Dominion Brayton Point Station Hydrographical and Biological Monitoring Program 2011 Annual Report at 1-12.

Thermal loads were reduced as of 2011, and EPA did consider the possibility of reduced eutrophication impacts due to changes in thermal loads. While in theory higher temperatures could have some impact on algal dynamics, there is no indication of a significant effect in Mount Hope Bay and impact on chlorophyll is not among the water quality factors considered significant in the Brayton Point permitting proceedings. Sonde data from 2011 shows continued eutrophication indicators including elevated chlorophyll concentrations, corresponding periods of supersaturated DO at the surface, persistent bottom DO concentrations below 5 mg/l and frequent excursions below 3 mg/l. See Figure 9a and b. The available data does not support the theory of a “reduced impact” as suggested in the comment.

Comment A.19. Page 30, Table 9 of the Fact Sheet indicates that the % load delivered to the estuary from the various treatment plants ranges from 83% to 96%. This implies a level of accuracy that doesn’t exist based on the analysis approach and the assumptions used. How would the imprecision inherent in the analysis impact the eventual permit limits?

Response A.19. The Fact Sheet reference to the range of load delivery factors refers to the range of delivery factors applied to the different facilities based on the distance in river miles of attenuating stream. Thus the range is not intended as a measure of accuracy but as a reflection of the different level of attenuation of discharges that are different distances from the estuary. EPA does not believe the Fact Sheet “implies” a level of accuracy for the specific delivery factors that does not exist; the basis for the attenuation figures is set forth in great detail in Attachment B to the Fact Sheet, which addresses both the uncertainty and the impact of imprecision on the eventual permit limits. Indeed the permittee

commented on the range of permit limits in Comment A.8. See Response A.8. for further discussion of the impact of uncertainty on permit limits.

Comment A.20. Fact Sheet Page 40, Paragraph 2, refers to a “previous draft permit”. We are not aware of any previous drafts for this permit cycle. Please clarify this reference.

Response A.20. EPA apologizes for the error in references on Page 40 which applied to the Taunton WWTP; the reference to a “previous draft permit” should have been deleted. The Fact Sheet is a final document and not subject to correction but EPA notes the error for the record.

Comment A.21. Fact Sheet Page 40, Paragraph 3, mistakenly refers to the Taunton WWTF. Please correct.

Response A.21. See Response A.20.

Comment A.22. Note that the Outfall 001 location shown in Figure 1 is incorrect; the discharge is from the southwest corner of the site.

Response A.22. A corrected Figure 1 is included as an attachment to this Response to Comments.

B. The Nature Conservancy submitted comments by letter dated August 27, 2013.

The Nature Conservancy is an international, nonprofit conservation organization. Our mission is to conserve the lands and waters on which all life depends. Our work is carried out in all 50 states and over 30 countries, and is supported by over 36,000 members in Massachusetts and Rhode Island and over one million members worldwide. The Conservancy works globally on freshwater and coastal science and management to help government agencies, water management agencies, industry, scientists, and other non-governmental organizations around the world to improve ecosystem health and implement sustainable solutions.

The Taunton River is the longest free flowing coastal river in New England, with tidal influence reaching nearly 20 miles inland from Narragansett Bay. This extent of tidal influence maintains large, high quality, and globally rare brackish and freshwater tidal marshes. The river supports populations of environmentally-sensitive species such as river otters and freshwater mussels; three globally rare species of plants and two globally rare fish, bridge shiner and Atlantic sturgeon, inhabit the watershed. The Taunton River provides important habitat for one of the largest spawning populations of river herring in New England and populations of other fish that play a critical role in supporting marine food webs. The River was designated Wild and Scenic in 2009, to protect six outstanding resource values: agriculture, ecology and biodiversity, estuary, fisheries, history and archaeology, and recreation.

Nutrient pollution from upstream wastewater is widely recognized as a major source of impairment for Narragansett Bay and other estuaries throughout the region. The Conservancy is committed to efforts to reduce reactive nitrogen levels in this region because of persistent problems related to excessive nitrogen including widespread algal blooms causing shellfish harvest closures, low dissolved oxygen levels, and loss of eelgrass.

From Nantucket Sound to Block Island Sound to Great South Bay, NY, The Nature Conservancy is investing in estuarine restoration focused on salt marsh, seagrass, oysters, bay scallops, hard clams, and diadromous fish habitat. However, monitoring and research have shown that to be truly effective at scale, restoration success requires improved water quality to support a diversity and abundance of native species and habitats. Limiting nitrogen from wastewater treatment facilities is a high priority for the Conservancy in our efforts to improve water quality and thus ecosystem health in the region's estuaries.

The Nature Conservancy supports the draft NPDES permit, and we agree with EPA that these limits are necessary to achieve water quality standards in the Three Mile River and downstream waterways, and that the limits are justified by the best available science. Requiring the Mansfield facility and other dischargers to meet these new limits will help to protect and improve water quality in the Taunton River watershed and associated estuary. We view this permit as a key piece of a comprehensive and watershed-wide approach to restoring the environmental conditions of the Taunton River estuary.

While the Conservancy strongly supports the 5.0 mg/l total nitrogen seasonal limit described in the draft permit as a step towards improving water quality, a stricter seasonal limit of 3.0 mg/l total nitrogen, reached over time, may be necessary to meet water quality standards. As the draft permit describes, recent monitoring by the University of Massachusetts School for Marine Science and Technology (SMAST) has shown elevated total nitrogen concentrations in the Taunton River Estuary and Mount Hope Bay. SMAST and Narragansett Bay Water Quality Network monitoring data have also shown other indicators of eutrophic condition, including low dissolved oxygen and elevated chlorophyll-a concentrations. Based on these data, EPA has concluded that excess nitrogen in the Taunton River Estuary and Mount Hope Bay has reached the level of a violation of state water quality standards for nutrients and aesthetics, and has subsequently determined a nitrogen limit is necessary to meet water quality requirements. The Mansfield facility currently constitutes 7% of the total watershed nitrogen load; a 51% reduction in nitrogen from the watershed, allocated among several sources, is needed. We agree that a numerical limit on total nitrogen should be included in the permit, and commend the use of recent local data to determine the limit. However, this limit is based on assumptions regarding future reductions in nonpoint source pollution and other point source reductions, in-stream nitrogen attenuation, and dilution within the estuary. To reach water quality conditions that will support historic eelgrass habitat and the general ecological health of Mount Hope Bay, the Conservancy recommends consideration of a 3.0 mg/l season nitrogen limit. The Nature Conservancy is also supportive of other source reductions and limits needed to reach the overall required load reduction, including reductions in nonpoint source pollution.

The Conservancy is supportive of measures to protect and restore the water balance in the Taunton River watershed, consistent with goals of the 2008/2011 Taunton River Watershed Study and the 2004 Massachusetts Water Policy. We encourage careful consideration of flow limits for wastewater treatment plants in the watershed, to restore water balance and promote groundwater recharge, as well as to maintain consistency with anti-degradation regulations to prevent increased discharge of pollutants to already impaired waters. Therefore, we support maintaining the current flow limit of 3.14 MGD for the Mansfield facility.

In coalition with associations representing municipalities and water suppliers, The Nature Conservancy has supported public policy and funding for municipal infrastructure related to water quality including leading the legislative advocacy efforts to create a \$20 million loan fund for dam removal and repair and advocating for capital funding legislation to implement the recommendations of the Water Infrastructure Financing Commission. The Conservancy will continue to help ensure public funding and incentives are available to help communities protect clean water to benefit people and the environment.

Response B. EPA acknowledges the Nature Conservancy's support for the draft NPDES permit and agrees that nitrogen limits on this facility and others in the watershed are essential for restoring this estuarine ecosystem.

With respect to the recommendation that EPA consider a 3.0 mg/l nitrogen limit, EPA notes that it did consider a range of permit limits for this facility and that 3 mg/l is within the range of uncertainty of EPA's analysis (as are higher limits, e.g. 7 mg/l). It is EPA's technical judgment that the best available information supports a 5 mg/l permit limit for this facility and that the unavoidable presence of some uncertainty in the analysis does not necessitate the imposition of a limit of technology permit limit on this facility. The projected future nonpoint source and other point source reductions are achievable through ongoing permit reissuance (WWTPs and MS4 permits), atmospheric nitrogen reductions (see Chesapeake Bay TMDL Appendix L), and trends in agricultural land uses in the watersheds, although EPA agrees that continuing monitoring and analysis will be needed to assess both load reductions and the response of the estuary to the reduction in nitrogen loads. If additional monitoring and analysis indicate the need for further reductions in nitrogen loads, including if nonpoint source reductions are not achieved, lower limits may be needed in future permit reissuances.

EPA acknowledges the Conservancy's support for maintaining the current flow limit of 3.14 MGD for the Mansfield facility. EPA notes that it does not understand this comment as an objection to EPA's approach to the tie-in of Wheaton College (adding the permitted Wheaton College flow to Mansfield for a total permitted flow of 3.26 MGD), which will not result in an increase in total permitted flow to the watershed and will provide improved treatment for Wheaton College flow. To the extent that the Conservancy is objecting to the treatment of Wheaton College, EPA disagrees with the comment. EPA notes that the Town of

Mansfield has not requested a flow increase and is planning to accommodate its future wastewater disposal needs through groundwater discharge, an approach EPA has supported.

C. The Town of Norton submitted comments by letter dated August 28, 2013.

Comment C.1. The Town of Norton, as a Co-Permittee under Parts 1.B and part 1.C. of the draft NPDES permit for the Town of Mansfield Water Pollution Abatement Facility wants to reaffirm and support the comments made in the August 27, 2013 letter from the Town of Mansfield to your office concerning the Draft Permit.

Response to Comment C.1. EPA acknowledges the Town of Norton's support for the comments from the Town of Mansfield. See Responses A.1 through A.22 for specific responses to those comments.

Comment C.2. In addition, we want to let you know that Norton's discussion with representatives of Wheaton College are progressing toward the College connecting to the Mansfield Sewer System as discussed in Paragraphs 13 through 15 of the Mansfield comment letter. With regard to Paragraph 15, in the Mansfield letter, we want to verify that the mass loads will be increased proportionally based on the Wheaton permitted discharge and not the lesser flow proportional (3.26/3.14) increment.

Response C.2. EPA does not understand the distinction being made by the Town of Norton between "proportionally based on the Wheaton permitted discharge" and "the lesser flow proportional (3.26/3.14) increment." In EPA's view there are two basic approaches to the calculation of mass limits: (i) an additive approach that adds Wheaton College's mass limits to those of the Mansfield WPAF, and (ii) a proportional approach whereby the Wheaton College permitted flow is added to that of the Mansfield WPAF, with the mass limits increased proportional to the flow increase. EPA's approach is a proportional one; the revised mass limits are calculated using the same concentration limit but with a flow of 3.26 mgd instead of 3.14 mgd. This is the same as scaling the mass loads up by a factor of 3.26/3.14. The resulting permit limits are set forth in the Fact Sheet Table 3. Response A.15 confirms EPA's intent to modify the permit to reflect these changes upon tie-in and termination of Wheaton College's flow to the Mansfield WPAF.

Comment C.3. The only other issue that we wish to call your attention to at this time is the correct address for the Norton Water and Sewer Department, which is now located at 166 John Scott Boulevard in Norton.

Response to Comment C.3. The address for the Norton Water and Sewer Department has been updated in the Final Permit and EPA's files.

Other Changes to the Final Permit

EPA has become aware that the requirement to submit reports as electronic attachments to DMRs using NetDMR has created confusion as to report due dates, as report due dates generally differ from the DMR due date (the 15th of each month) and NetDMR does not allow submission of a report without a concurrently submitted DMR. Therefore, to assist in electronic reporting, EPA has added language to the Final Permit (Section I.G.1.a) stating that such reports shall be considered timely so long as they are electronically submitted with the next DMR due following the report due date specified in the permit.



Figure 1 - Corrected. Location Map
Mansfield WPAF
NPDES No. MA0101702



820 410 0 820 Feet

