STATE OF MAINE DEPARTMENT OF ENVIRONMENTAL PROTECTION

PAUL R. LEPAGE GOVERNOR

PAUL MERCER COMMISSIONER

September 19, 2016

Mr. Jeff McGlin Vice President, AIM USA Development, LLC 2 River Road Bucksport, ME 04416 e-mail: <u>imcglin@aimrecyclinggroup.com</u>

RE: Maine Pollutant Discharge Elimination System (MEPDES) Permit #ME0002160 Maine Waste Discharge License (WDL) #W000598-5N-P-M **Final Permit Modification**

Dear Mr. McGlin:

Enclosed please find a copy of your final MEPDES permit and Maine WDL modification which was approved by the Department of Environmental Protection. Please read this permit/license modification and its attached conditions carefully. Compliance with this permit/license will protect water quality.

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

If you have any questions regarding the matter, please feel free to call me at 287-7693. Your Department compliance inspector copied below is also a resource that can assist you with compliance. Please do not hesitate to contact them with any questions.

Thank you for your efforts to protect and improve the waters of the great state of Maine!

Sincerely.

Gregg Wood

Division of Water Quality Management

Bureau of Water Quality

Enc.

cc: Clarissa Trasko, DEP/EMRO Marelyn Vega, USEPA

Olga Vergara, USEPA

Lori Mitchell, DEP/CMRO Sandy Mojica, USEPA

AUGUSTA 17 STATE HOUSE STATION AUGUSTA, MAINE 04333-0017

BANGOR 106 HOGAN ROAD, SUITE 6 BANGOR, MAINE 04401 (207) 287-7688 FAX: (207) 287-7826 (207) 941-4570 FAX: (207) 941-4584

PORTLAND 312 CANCO ROAD PORTLAND, MAINE 04103 (207) 822-6300 FAX: (207) 822-6303

PRESOUE ISLE 1235 CENTRAL DRIVE, SKYWAY PARK PRESQUE ISLE, MAINE 04769 (207) 764-0477 FAX: (207) 760-3143



STATE OF MAINE DEPARTMENT OF ENVIRONMENTAL PROTECTION 17 STATE HOUSE STATION AUGUSTA, ME 04333

DEPARTMENT ORDER

IN THE MATTER OF

BUCKSPORT MILL LL	·C)	MAINE POLLUTANT DISCHARGE
BUCKSPORT, HANCO	CK COUNTY, MAINE)	ELIMINATION SYSTEM PERMIT
MISC. NON-PROCESS WASTEWATER			AND
NON-CONTACT COOLING WATER			
ME0002160)	WASTE DISCHARGE LICENSE
W000598-5N-P-M	APPROVAL)	MODIFICATION

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

MODIFICATION REQUESTED

Bucksport Mill LLC has applied to the Department of Environmental Protection for the modification of combination Maine Waste Discharge License (WDL) #W000598-5N-N-R/ Maine Pollutant Discharge Elimination System (MEPDES) permit #ME0002160, (permit hereinafter) which was issued by the Department on October 15, 2015, for a five-year term. The 10/15/16 permit authorized the monthly average discharge of 2.0 million gallons per day (MGD) of treated landfill leachate and low volume waste waters as well as an unspecified quantity of storm water runoff via Outfall #001 and up to a monthly average flow of 72.0 MGD of non-contact cooling water via Outfall #003 to the Penobscot River, Class SC in Bucksport, Maine.

The permittee is requesting the Department remove all limitations and monitoring requirements established in the permit that are based on National Effluent Guidelines (NEGs) found at 40 Code of Regulations (CFR) Part 445, Landfill Point Source Category, Subpart B, RCRA Subtitle D Non-Hazardous Waste Landfills. The permittee indicates 40 CFR Part 445.1(e) states "This part does not apply to discharges of landfill wastewater from landfills operated in conjunction with other industrial or commercial operations when the landfill only receives wastes generated by the industrial or commercial operation directly associated with the landfill. "The permittee claims the Department erred in establishing said limits as the landfill from which it receives leachate was associated with and only received wastes generated by the former pulp and papermaking operation at the mill.

MODIFICATIONS GRANTED/DENIED

The Department concurs with the permittee and therefore this permit modification is removing all the limitations and monitoring requirements established pursuant to 40 CFR Part 445, *Landfill Point Source Category*, Subpart B, *RCRA Subtitle D Non-Hazardous Waste Landfills* for Outfall #001A & Outfall #001B. All other limitations, monitoring and reporting requirements remain unchanged.

MODIFICATIONS REQUESTED (cont'd)

This permit modification is removing monthly average and or daily maximum technology based concentration limitations for the following parameters:

- 1. Biochemical oxygen demand (BOD)
- 2. Ammonia (as Nitrogen)
- 3. Total Zinc
- 4. α Terpineol
- 5. Benzoic acid
- 6. p Cresol
- 7. Total phenol
- 8. Total suspended solids

CONCLUSIONS

BASED on the findings in the attached Fact Sheet dated August 16, 2016, and subject to the Conditions listed below, the Department makes the following CONCLUSIONS:

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

ACTION

THEREFORE, the Department APPROVES the above noted application of BUCKSPORT MILL LLC, to modify WDL #W000598-5N-N-R/MEPDES permit #ME0002160, issued by the Department on October 15, 2015, to remove all limitations and monitoring requirements established in the permit that are based on NEGs found at 40 CFR Part 445, *Landfill Point Source Category*, Subpart B, *RCRA Subtitle D Non-Hazardous Waste Landfills.*, SUBJECT TO THE ATTACHED CONDITIONS, and all applicable standards and regulations including:

- 1. Maine Pollutant Discharge Elimination System Permit Standard Conditions Applicable To All Permits, revised July 1, 2002, copy attached to WDL #W000598-5N-N-R/MEPDES permit #ME0002160, issued by the Department on October 15, 2015.
- 2. The attached Special Conditions, including any effluent limitations and monitoring requirements.
- 3. All terms and conditions of WDL #W000598-5N-N-R/MEPDES permit #ME0002160, issued by the Department on October 15, 2015, not modified by this minor revision remain in effect and enforceable.
- 4. This permit becomes effective upon the date of signature below and expires at midnight on October 15, 2020. If a renewal application is timely submitted and accepted as complete for processing prior to the expiration of this permit, the terms and conditions of this permit and all subsequent modifications and minor revisions thereto remain in effect until a final Department decision on the renewal application becomes effective. [Maine Administrative Procedure Act, 5 M.R.S. § 10002 and Rules Concerning the Processing of Applications and Other Administrative Matters, 06-096 CMR 2(21)(A) (last amended April 19, 2015)].

DONE AND DATED AT AUGUSTA, MAINE, THIS 19th DAY OF Section 2016.

DEPARTMENT OF ENVIRONMENTAL PROTECTION

BY: Wicker Keeling
Paul Mercer, Commissioner

PLEASE NOTE ATTACHED SHEET FOR GUIDANCE ON APPEAL PROCEDURES

Date of receipt of application May 25, 2016

Date of application acceptance May 30, 2016

Filed

SEP 2 0 2016

State of Maine
Board of Environmental Protection

This Order prepared by Gregg Wood, BUREAU OF WATER QUALITY

ME0002160 MR 2016

9/9/16

SPECIAL CONDITIONS

A. EFFLUENT LIMITATIONS AND MONITORING REQUIREMENTS

1. The permittee is authorized to discharge treated **low volume source water**, **landfill leachate and storm water runoff** to the Penobscot River via <u>Outfall #001A and Outfall #001B</u>. Such treated wastewater discharges shall be limited and monitored by the permittee as specified below.

Outfall #001A and Outfall #001B

	Monthly Average	Daily <u>Maximum</u>	Monthly Average	Daily <u>Maximum</u>	Measurement Frequency	Sample <u>Type</u>
Flow [50050]	2.0 MGD _[03]			priory two	Continuous [99/99]	Recorder [RC]
pH ⁽¹⁾ [00400]		g= 40 ps		6.0 – 9.0 SU [12]	Continuous [99/99]	Recorder [RC]
TSS [00530]	500 lbs/day [26]	1,668 lbs/day [26]	Report mg/L [19]	Report mg/L [19]	2/Month [02/30]	Composite [24]
Oil & Grease _[00552]	250 lbs/day [26]	334 lbs/day [26]	Report mg/L _[19]	Report mg/L _[19]	2/Month _[02/30]	Grab [GR]

FOOTNOTES: See page 6 of this permit for the applicable footnotes.

MAINE POLLUTANT DISCHARGE ELIMINATION SYSTEM PERMIT

AND

MAINE WASTE DISCHARGE LICENSE

FACT SHEET

August 16, 2016

PERMIT NUMBER: ME0002160

LICENSE NUMBER: W000598-5N-P-M

NAME AND ADDRESS OF APPLICANT

BUCKSPORT MILL LLC 2 River Road Bucksport, Maine 04415

NAME AND ADDRESS OF FACILITY WHERE DISCHARGE OCCURS:

BUCKSPORT MILL River Road Bucksport, Maine 04416

COUNTY:

4

Hancock

RECEIVING WATERS/CLASSIFICATIONS:

Penobscot River / Class SC

COGNIZANT OFFICIAL AND TELEPHONE NUMBER:

Mr. Jeff McGlin, VP AIM Development, LLC

(920) 470-1061

e-mail: jmcglin@aimrecyclinggroup.com

1. MODIFICATION REQUESTED

Bucksport Mill LLC has applied to the Department of Environmental Protection for the modification of combination Maine Waste Discharge License (WDL) #W000598-5N-N-R/ Maine Pollutant Discharge Elimination System (MEPDES) permit #ME0002160, (permit hereinafter) which was issued by the Department on October 15, 2015, for a five-year term. The 10/15/16 permit authorized the monthly average discharge of 2.0 million gallons per day (MGD) of treated landfill leachate and low volume waste waters as well as an unspecified quantity of storm water runoff via Outfall #001 and up to a monthly average flow of 72.0 MGD of non-contact cooling water via Outfall #003 to the Penobscot River, Class SC in Bucksport, Maine.

1. MODIFICATION REQUESTED (cont'd)

The permittee is requesting the Department remove all limitations and monitoring requirements established in the permit that are based on National Effluent Guidelines (NEGs) found at 40 Code of Regulations (CFR) Part 445, Landfill Point Source Category, Subpart B, RCRA Subtitle D Non-Hazardous Waste Landfills. The permittee indicates 40 CFR Part 445.1(e) states "This part does not apply to discharges of landfill wastewater from landfills operated in conjunction with other industrial or commercial operations when the landfill only receives wastes generated by the industrial or commercial operation directly associated with the landfill." The permittee claims the Department erred in establishing said limits as the landfill from which it receives leachate was associated with and only received wastes generated by the former pulp and papermaking operation at the mill.

2. MODIFICATIONS GRANTED/DENIED

The Department concurs with the permittee and therefore this permit modification is removing all the limitations and monitoring requirements established pursuant to at 40 CFR Part 445, *Landfill Point Source Category*, Subpart B, *RCRA Subtitle D Non-Hazardous Waste Landfills* for Outfall #001A & Outfall #001B. All other limitations, monitoring and reporting requirements remain unchanged.

This permit modification is removing monthly average and or daily maximum technology based concentration limitations for the following parameters:

- a. Biochemical oxygen demand (BOD)
- b. Ammonia (as Nitrogen)
- c. Total Zinc
- d. a Terpineol
- e. Benzoic acid
- f. o Cresol
- g. Total phenol
- h. Total suspended solids

3. CONDITIONS OF PERMITS

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

4. RECEIVING WATER QUALITY STANDARDS

Maine law, 38 M.R.S., Article 4-A §469(2)(B) classifies all tidewaters in Bucksport as Class SC waters. Maine law, 38 M.R.S., Article 4-A, §465-B(3) describes the classification standards for Class SC waters as follows:

Class SC waters must be of such quality that they are suitable for recreation in and on the water, fishing, aquaculture, propagation and restricted harvesting of shellfish, industrial process and cooling water supply, hydroelectric power generation, navigation and as a habitat for fish and other estuarine and marine life.

The dissolved oxygen content of Class SC waters must be not less than 70% of saturation. Between May 15th and September 30th, the numbers of enterococcus bacteria of human and domestic animal origin in these waters may not exceed a geometric mean of 14 per 100 milliliters or an instantaneous level of 94 per 100 milliliters. In determining human and domestic animal origin, the department shall assess licensed and unlicensed sources using available diagnostic procedures. The numbers of total coliform bacteria or other specified indicator organisms in samples representative of the waters in restricted shellfish harvesting areas may not exceed the criteria recommended under the National Shellfish Sanitation Program, United States Food and Drug Administration.

Discharges to Class SC waters may cause some changes to estuarine and marine life provided that the receiving waters are of sufficient quality to support all species of fish indigenous to the receiving waters and maintain the structure and function of the resident biological community.

5. ANTI-BACKSLIDING/ANTI-DEGREDATION

Federal regulation 40 CFR, §122(1) contains the criteria for what is often referred to as the anti-backsliding provisions of the Federal Water Pollution Control Act (Clean Water Act). In general, the regulation states that except for provisions specified in the regulation, effluent limitations, standards or conditions must be at least as stringent as the final effluent limitations, standards or conditions in the previous permit. Applicable exceptions include (1) material and substantial alterations or additions to the permitted facility occurred after permit issuance which justify the application of a less stringent effluent limitation and (2) information is available which was not available at the time of the permit issuance (other than revised regulations, guidance or test methods) and which would justify the application of less stringent effluent limitations at the time of permit issuance or 3) the Administrator determines technical mistakes or mistaken interpretations of the law were made in issuing the permit under CWA section 402(a)(1)(b). The Department has determined it made a mistake in the interpretation of the federal regulations found at NEGs found at 40 CFR Part 445, Landfill Point Source Category, Subpart B, RCRA Subtitle D Non-Hazardous Waste Landfills., when issuing the permit on October 15, 2015. As permitted, the Department has determined the existing and designated water uses will be maintained and protected and the discharge will not cause or contribute to the failure of the Penobscot River to meet standards for Class SC classification.

6. PUBLIC COMMENTS

Public notice of this application was made in the *Bangor Daily News* newspaper on or about May 12, 2016. The Department receives public comments on an application until the date a final agency action is taken on the application. Those persons receiving copies of draft permits shall have at least 30 days in which to submit comments on the draft or to request a public hearing, pursuant to *Application Processing Procedures for Waste Discharge Licenses*, 06-096 CMR 522 (effective January 12, 2001).

7. DEPARTMENT CONTACTS

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

Gregg Wood
Division of Water Quality Management
Bureau of Water Quality
Department of Environmental Protection
17 State House Station
Augusta, Maine 04333-0017 Telephone: (207) 287-7693 Fax: (207) 287-3435
e-mail: gregg.wood@maine.gov

8. RESPONSE TO COMMENTS

During the period of August 16, 2016, through the issuance date of the permit/license, the Department solicited comments on the proposed draft permit/license to be issued for the discharge(s) from the permittee's facility. The Department did not receive comments from the permittee, state or federal agencies or interested parties that resulted in any substantive change(s) in the terms and conditions of the permit. Therefore, the Department has not prepared a Response to Comments.



DEP INFORMATION SHEET

Appealing a Department Licensing Decision

Dated: March 2012

Contact: (207) 287-2811

SUMMARY

There are two methods available to an aggrieved person seeking to appeal a licensing decision made by the Department of Environmental Protection's ("DEP") Commissioner: (1) in an administrative process before the Board of Environmental Protection ("Board"); or (2) in a judicial process before Maine's Superior Court. An aggrieved person seeking review of a licensing decision over which the Board had original jurisdiction may seek judicial review in Maine's Superior Court.

A judicial appeal of final action by the Commissioner or the Board regarding an application for an expedited wind energy development (35-A M.R.S.A. § 3451(4)) or a general permit for an offshore wind energy demonstration project (38 M.R.S.A. § 480-HH(1) or a general permit for a tidal energy demonstration project (38 M.R.S.A. § 636-A) must be taken to the Supreme Judicial Court sitting as the Law Court.

This INFORMATION SHEET, in conjunction with a review of the statutory and regulatory provisions referred to herein, can help a person to understand his or her rights and obligations in filing an administrative or judicial appeal.

I. ADMINISTRATIVE APPEALS TO THE BOARD

LEGAL REFERENCES

The laws concerning the DEP's Organization and Powers, 38 M.R.S.A. §§ 341-D(4) & 346, the Maine Administrative Procedure Act, 5 M.R.S.A. § 11001, and the DEP's Rules Concerning the Processing of Applications and Other Administrative Matters ("Chapter 2"), 06-096 CMR 2 (April 1, 2003).

HOW LONG YOU HAVE TO SUBMIT AN APPEAL TO THE BOARD

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

HOW TO SUBMIT AN APPEAL TO THE BOARD

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

WHAT YOUR APPEAL PAPERWORK MUST CONTAIN

Appeal materials must contain the following information at the time submitted:

OCF/90-1/r95/r98/r99/r00/r04/r12

- 1. Aggrieved Status. The appeal must explain how the person filing the appeal has standing to maintain an appeal. This requires an explanation of how the person filing the appeal may suffer a particularized injury as a result of the Commissioner's decision.
- 2. The findings, conclusions or conditions objected to or believed to be in error. Specific references and facts regarding the appellant's issues with the decision must be provided in the notice of appeal.
- 3. The basis of the objections or challenge. If possible, specific regulations, statutes or other facts should be referenced. This may include citing omissions of relevant requirements, and errors believed to have been made in interpretations, conclusions, and relevant requirements.
- 4. The remedy sought. This can range from reversal of the Commissioner's decision on the license or permit to changes in specific permit conditions.
- 5. All the matters to be contested. The Board will limit its consideration to those arguments specifically raised in the written notice of appeal.
- 6. Request for hearing. The Board will hear presentations on appeals at its regularly scheduled meetings, unless a public hearing on the appeal is requested and granted. A request for public hearing on an appeal must be filed as part of the notice of appeal.
- 7. New or additional evidence to be offered. The Board may allow new or additional evidence, referred to as supplemental evidence, to be considered by the Board in an appeal only when the evidence is relevant and material and that the person seeking to add information to the record can show due diligence in bringing the evidence to the DEP's attention at the earliest possible time in the licensing process or that the evidence itself is newly discovered and could not have been presented earlier in the process. Specific requirements for additional evidence are found in Chapter 2.

OTHER CONSIDERATIONS IN APPEALING A DECISION TO THE BOARD

- Be familiar with all relevant material in the DEP record. A license application file is public
 information, subject to any applicable statutory exceptions, made easily accessible by DEP. Upon
 request, the DEP will make the material available during normal working hours, provide space to
 review the file, and provide opportunity for photocopying materials. There is a charge for copies or
 copying services.
- 2. Be familiar with the regulations and laws under which the application was processed, and the procedural rules governing your appeal. DEP staff will provide this information on request and answer questions regarding applicable requirements.
- 3. The filing of an appeal does not operate as a stay to any decision. If a license has been granted and it has been appealed the license normally remains in effect pending the processing of the appeal. A license holder may proceed with a project pending the outcome of an appeal but the license holder runs the risk of the decision being reversed or modified as a result of the appeal.

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

The Board will formally acknowledge receipt of an appeal, including the name of the DEP project manager assigned to the specific appeal. The notice of appeal, any materials accepted by the Board Chair as supplementary evidence, and any materials submitted in response to the appeal will be sent to Board members with a recommendation from DEP staff. Persons filing appeals and interested persons are notified in advance of the date set for Board consideration of an appeal or request for public hearing. With or without holding a public hearing, the Board may affirm, amend, or reverse a Commissioner decision or remand the matter to the Commissioner for further proceedings. The Board will notify the appellant, a license holder, and interested persons of its decision.

II. JUDICIAL APPEALS

Maine law generally allows aggrieved persons to appeal final Commissioner or Board licensing decisions to Maine's Superior Court, see 38 M.R.S.A. § 346(1); 06-096 CMR 2; 5 M.R.S.A. § 11001; & M.R. Civ. P 80C. A party's appeal must be filed with the Superior Court within 30 days of receipt of notice of the Board's or the Commissioner's decision. For any other person, an appeal must be filed within 40 days of the date the decision was rendered. Failure to file a timely appeal will result in the Board's or the Commissioner's decision becoming final.

An appeal to court of a license decision regarding an expedited wind energy development, a general permit for an offshore wind energy demonstration project, or a general permit for a tidal energy demonstration project may only be taken directly to the Maine Supreme Judicial Court. See 38 M.R.S.A. § 346(4).

Maine's Administrative Procedure Act, DEP statutes governing a particular matter, and the Maine Rules of Civil Procedure must be consulted for the substantive and procedural details applicable to judicial appeals.

ADDITIONAL INFORMATION

If you have questions or need additional information on the appeal process, for administrative appeals contact the Board's Executive Analyst at (207) 287-2452 or for judicial appeals contact the court clerk's office in which your appeal will be filed.

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