

## PUBLIC NOTICE

Notice is hereby given that the Massachusetts Department of Environmental Protection (MassDEP), under authority granted by the Massachusetts Clean Waters Act, M.G.L. c. 21, §§ 26 – 53, is proposing to: (1) issue a federal Clean Water Act (CWA) section 401 certification for the U.S. Environmental Protection Agency's (EPA) proposed 2020 Draft NPDES Permit (Federal Permit) (MA Permit No. MA0020869) to Sprague Operating Resources LLC for their Sprague Quincy Terminal facility's pollutant discharges to Town River Bay (MA74-15); and (2) issue the 2020 Draft Massachusetts Permit to Discharge Pollutants to Surface Waters (State Permit) for the same discharge pursuant to the Massachusetts Clean Waters Act. The Sprague Quincy Terminal is located at 728 Southern Artery in Quincy, MA. The proposed section 401 certification, proposed State Permit, and proposed Federal Permit are all available at <https://www.mass.gov/service-details/massdep-public-hearings-comment-opportunities>. Alternatively a copy of the documents can be obtained by contacting Claire Golden, MassDEP Surface Water Discharge Program, at 978-821-3566 or [claire.golden@mass.gov](mailto:claire.golden@mass.gov). Written comments on both the proposed section 401 certification and the proposed State Permit will be accepted until 5:00 p.m. on February 2, 2020. During the state of emergency, MassDEP strongly encourages written comments to be submitted by email to [massdep.npdes@mass.gov](mailto:massdep.npdes@mass.gov); subject line: Sprague Quincy Terminal. If not possible, please send by mail to Claire Golden, MassDEP, 205 B Lowell St, Wilmington, MA 01887.

Following the close of the comment period, MassDEP will issue a final CWA section 401 certification and final State Permit and forward copies to the applicant and each person who has submitted written comments or requested notice.

For special accommodations, please call the MassDEP Diversity Office at 617-292-5751. TTY# MassRelay Service 1-800-439-2370. This information is available in alternate format upon request.

By Order of the Department

Martin Suuberg, Commissioner

**MASSACHUSETTS PERMIT TO DISCHARGE POLLUTANTS TO SURFACE WATERS**

In compliance with the provisions of the Massachusetts Clean Waters Act, as amended (M.G.L. Chap. 21, §§ 26 - 53) and the implementing regulations at 314 CMR 3.00 and 4.00,

Sprague Operating Resources LLC  
2 International Drive, Suite 200  
Portsmouth, NH 03801

is authorized to discharge from the facility located at

Sprague Quincy Terminal  
728 Southern Artery  
Quincy, MA 02169

to receiving water named

Town River Bay (MA74-15)  
Boston Harbor: Weymouth & Weir Basin

in accordance with the following effluent limitations, monitoring requirements and additional conditions:

1. This permit shall become effective on [DATE].<sup>1</sup>
2. This permit shall expire five years after the effective date.
3. This permit supersedes the permit issued on May 9, 2013.
4. This permit incorporates by reference Part IA., Effluent Limitations and Monitoring Requirements, Part IB., Unauthorized Discharges, Part IC., Special Conditions, Part ID. Reopener Clause, Part 1E., Reporting Requirements, Part 1F., State 401 Certification, and Part IIE., Standard Conditions, as set forth in the 2020 draft NPDES Permit No. MA0020869, issued by the United States Environmental Protection Agency (EPA), Region 1, issued to Sprague Operating Resources LLC on December 4, 2020 (the 2020 Draft NPDES Permit) and attached hereto as Appendix A; provided, however:
  - a. that the notification required by Part IA.8. shall also be provided to MassDEP;
  - b. that the reporting required by Part IB.1 shall be in accordance with 314 CMR 3.19(20)(e) (24 hour reporting);
  - c. that discharges of a new chemical or additive authorized under Part IC.3. are only authorized under this permit 30 days following written notification to MassDEP, unless otherwise notified in writing by MassDEP;
  - d. that a copy of the requests, reports, and information required by Part ID.3. to be submitted to EPA shall also be submitted to MassDEP electronically to [massdep.npdes@mass.gov](mailto:massdep.npdes@mass.gov);
  - e. that, if there is a conflict between the definitions in 314 CMR 3.02 and/or 314 CMR 4.00 and the definitions in Part IIE, the definitions in 314 CMR 3.02 and/or 314 CMR 4.00 shall control, as applicable;
  - f. that the notifications required by 4.a. and 4.c. above shall be provided as follows:

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<sup>1</sup> If no comments objecting to the issuance or terms of the permit were received by the Department during the public comment period, then this permit shall be effective upon issuance. If comments objecting to the issuance or the terms of the permit are received by the Department during the public comment period, then this permit shall become effective 30 days after issuance.

Susannah King, NPDES Section Chief  
Division of Watershed Management  
Department of Environmental Protection  
1 Winter Street – 5<sup>th</sup> Floor  
Boston, MA 02108

5. This permit incorporates by reference the Standard Permit Conditions set forth in 314 CMR 3.19.
6. This permit includes the following additional conditions:
- Within six (6) months of the effective date of the permit, the permittee shall submit to MassDEP an evaluation of whether the facility uses any products containing any per- and polyfluoroalkyl substances (PFAS) and whether use of those products can be reduced or eliminated. The analysis shall be submitted electronically to [massdep.npdes@mass.gov](mailto:massdep.npdes@mass.gov).
  - If the permittee has not been notified by EPA of a multi-lab validated method for wastewater by two (2) years from the effective date of the NPDES permit, the permittee shall conduct monitoring of the effluent for PFAS compounds as detailed in the table below using a method specified by MassDEP. If EPA's multi-lab validated method is not available by twenty (20) months after the effective date of the NPDES permit, the permittee shall contact MassDEP ([massdep.npdes@mass.gov](mailto:massdep.npdes@mass.gov)) for guidance on an appropriate analytical method.

**Effluent (Outfall 002)**

Parameter	Units	Measurement Frequency	Sample Type
Perfluorohexanesulfonic acid (PFHxS)	ng/L	Quarterly <sup>2</sup>	24-hour Composite
Perfluoroheptanoic acid (PFHpA)	ng/L	Quarterly	24-hour Composite
Perfluorononanoic acid (PFNA)	ng/L	Quarterly	24-hour Composite
Perfluorooctanesulfonic acid (PFOS)	ng/L	Quarterly	24-hour Composite
Perfluorooctanoic acid (PFOA)	ng/L	Quarterly	24-hour Composite
Perfluorodecanoic acid (PFDA)	ng/L	Quarterly	24-hour Composite

Signed this \_\_\_\_ day of \_\_\_\_\_, 20\_\_

Lealdon Langley, Director  
Division of Watershed Management  
Department of Environmental Protection

<sup>2</sup> Quarters are defined as January to March, April to June, July to September, and October to December. Samples shall be taken during the same month each quarter and shall be taken 3 months apart (e.g., an example sampling schedule could be February, May, August, and November).

## MASSACHUSETTS DEPARTMENT OF ENVIRONMENTAL PROTECTION

### FACT SHEET SUPPLEMENT

#### MASSACHUSETTS PERMIT TO DISCHARGE POLLUTANTS TO SURFACE WATERS

**MA PERMIT NUMBER:** MA0020869

**NAME AND MAILING ADDRESS OF APPLICANT:**

Sprague Operating Resources LLC  
185 International Drive, Suite 200  
Portsmouth, NH 03801

**NAME AND ADDRESS OF FACILITY WHERE DISCHARGE OCCURS:**

Sprague Quincy Terminal  
728 Southern Artery  
Quincy, MA 02169

**RECEIVING WATER AND CLASSIFICATION:**

Town River Bay (MA74-15); Boston Harbor: Weymouth & Weir Basin; Class SB

**SIC CODE:**

5171 (Petroleum Bulk Stations & Terminals)

#### PER – AND POLYFLUROALKYL SUBSTANCES

[MassDEP is implementing](#) a number of [actions to address](#) the potential health effects of exposure [to per- and polyfluoroalkyl substances \(PFAS\)](#).<sup>3</sup> [According to the United States Environmental Protection Agency \(EPA\)](#),<sup>4</sup> PFAS are a group of man-made chemicals that includes [perfluorooctanoic acid \(PFOA\)](#), perfluorooctane sulfonic acid (PFOS), GenX, and many other chemicals. PFAS have been manufactured and used in a variety of industries around the globe, including in the United States since the 1940s. PFOA and PFOS have been the most extensively produced and studied of these chemicals. Both chemicals are very persistent in the environment and in the human body – meaning they do not break down and they can accumulate over time. There is evidence that exposure to PFAS can lead to adverse human health effects.

PFAS can be found in:

- **Food** packaged in PFAS-containing materials, processed with equipment that used PFAS, or grown in PFAS-contaminated soil or water.

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<sup>3</sup> To learn more about Per- and polyfluoroalkyl substances (PFAS) in the environment and what Massachusetts is doing to address them, go to: <https://www.mass.gov/info-details/per-and-polyfluoroalkyl-substances-pfas>.

<sup>4</sup> For basic information on PFAS provided by EPA, go to: <https://www.epa.gov/pfas/basic-information-pfas>

- **Commercial household products**, including stain- and water-repellent fabrics, nonstick products, polishes, waxes, paints, cleaning products, and fire-fighting foams (a major source of groundwater contamination at airports and military bases where firefighting training occurs).
- **Workplace**, including production facilities or industries (e.g., chrome plating, electronics manufacturing or oil recovery) that use PFAS.
- **Drinking water**, typically localized and associated with a specific facility (e.g., manufacturer, landfill, wastewater treatment plant, firefighter training facility).
- **Living organisms**, including fish, animals and humans, where PFAS have the ability to build up and persist over time.

Certain PFAS chemicals are no longer manufactured in the United States as a result of phase-outs including the PFOA Stewardship Program, in which eight major chemical manufacturers agreed to eliminate the use of PFOA and PFOA-related chemicals in their products and as emissions from their facilities. Although PFOA and PFOS are no longer manufactured in the United States, they are still produced internationally and can be imported into the United States in consumer goods such as carpet, leather and apparel, textiles, paper and packaging, coatings, rubber and plastics.

Scientific information and regulatory actions on PFAS are rapidly evolving. Currently, there are no enforceable federal standards for these substances in public drinking water. However, in May 2016, EPA issued a lifetime drinking water Health Advisory (HA) of 70 nanograms per liter (70 ng/L, which equals 70 parts per trillion or ppt) for any combination of PFOA and PFOS. In June 2018, MassDEP extended this advisory to include three additional related PFAS chemicals - perfluorononanoic acid (PFNA), perfluorohexanesulfonic acid (PFHxS) and perfluoroheptanoic acid (PFHpA). This Massachusetts value, called a MassDEP Office of Research and Standards Guideline (ORSG), is a maximum recommended level for drinking water. It is set to be protective against adverse health effects for all people consuming the water for a lifetime and also applies to shorter-term exposures of weeks to months during pregnancy and breast-feeding.

In December 2019, MassDEP promulgated final regulations at 310 CMR 40.0000 establishing groundwater and soil limits at waste cleanup sites for 6 PFAS compounds - PFOS, PFOA, PFHxS, PFNA, PFHpA, and perfluorodecanoic acid (PFDA). In September 2020, MassDEP promulgated final regulations at 310 CMR 22.00 establishing a drinking water standard or Massachusetts Maximum Contaminant Level (MMCL) for PFAS of 20 ng/L (or parts per trillion) for the sum of the concentrations of the same six PFAS included in the waste site clean up regulations. The standard is supported by recent scientific developments in understanding the health effects of PFAS and is aligned with PFAS cleanup standards promulgated by the Waste Site Cleanup Program. For information on the MMCL see: <https://www.mass.gov/regulations/310-CMR-22-the-massachusetts-drinking-water-regulations>. See the ORSG and technical support document here: <https://www.mass.gov/info-details/per-and-polyfluoroalkyl-substances-pfas#health-advisories-and-downloadable-fact-sheets>. The documents explain the basis of both the MassDEP revised cleanup standards and the proposed MMCL for drinking water.

Based on the current ORSG, MassDEP recommends that:

- 1) consumers in sensitive subgroups (pregnant women, nursing mothers, and infants) not consume water when the level of the six PFAS substances, individually or in combination, is above 20 ppt; and,
- 2) public water suppliers take steps expeditiously to lower levels of the six PFAS, individually or in combination, to below 20 ppt for all consumers.

Given that PFAS are persistent in the environment and may lead to adverse human health and environmental effects, MassDEP has identified a comprehensive approach for addressing PFAS in wastewater discharges. Additionally, based on review of data collected by other states for residuals produced from wastewater treatment and other processes, MassDEP has concerns regarding the levels of PFAS in residuals land applied in Massachusetts. All residuals products sold, distributed, and applied in Massachusetts are subject to an Approval of Suitability (AOS), which classifies residuals for different uses based on the chemical quality and treatment to reduce pathogens. Therefore, MassDEP began including a requirement for PFAS testing in all new or renewed AOSs in January 2019, and as of July 2020, MassDEP will be requiring all AOS holders to test their products for PFAS.

MassDEP is also concerned about the potential impacts PFAS discharges from wastewater treatment plants may have on downstream drinking water, recreational, and aquatic life uses. The Massachusetts Surface Water Quality Standards do not include numeric criteria for PFAS. However, the narrative criterion for toxic pollutants at 314 CMR 4.05(5)(e) states:

*All surface waters shall be free from pollutants in concentrations or combinations that are toxic to humans, aquatic life or wildlife.*

In addition, this narrative criterion is further elaborated on at 314 CMR 4.05(5)(e)2 which states:

*Human Health Risk Levels. Where EPA has not set human health risk levels for a toxic pollutant, the human health-based regulation of the toxic pollutant shall be in accordance with guidance issued by the Department of Environmental Protection's Office of Research and Standards. The Department's goal is to prevent all adverse health effects which may results from the ingestion, inhalation or dermal absorption of toxins attributable to waters during their reasonable use as designated in 314 CMR 4.00.*

To assess whether PFAS discharges from the Sprague Quincy Terminal are occurring and whether they may be contributing to a violation of the narrative toxics criteria, MassDEP is including conditions in the Massachusetts Surface Water Discharge Permit for the facility to require the permittee to monitor its discharges for PFAS and to conduct an evaluation of its use of PFAS-containing products.

DRAFT

Clean Water Act Section 401 Certification  
For the Proposed 2020 Federal NPDES Permit  
For the Sprague Quincy Terminal  
MA Permit No. MA0020869

The Massachusetts Department of Environmental Protection (MassDEP), having examined Sprague Operating Resources LLC's National Pollutant Discharge Elimination System (NPDES) permit application for the Sprague Quincy Terminal, reviewed the United States Environmental Protection Agency (EPA) – Region 1's draft 2020 Federal NPDES permit (MA Permit No. MA0020869) for the Sprague Quincy Terminal issued December 4, 2020, and considered the public comments received on MassDEP's proposed Clean Water Section 401 Certification for the draft 2020 Federal NPDES Permit for the Sprague Quincy Terminal, and in consideration of the relevant water quality considerations, hereby certifies:

1. that the following conditions, together with the terms and conditions contained in the proposed 2020 Federal NPDES permit for the Sprague Quincy Terminal, are necessary to assure compliance with the applicable provisions of the Federal Clean Water Act Sections 208(e), 301, 302, 303, 306, and 307 and with appropriate requirements of State law, including, without limitation, the Massachusetts Clean Waters Act, M.G.L. c. 21, §§ 26-53 and the Massachusetts Water Quality Standards published at 314 CMR 4.00:
  - a. Pursuant to 314 CMR 3.11 (2)(a)6., and in accordance with MassDEP's obligation under 314 CMR 4.05(5)(e) to maintain surface waters free from pollutants in concentrations or combinations that are toxic to humans, aquatic life, or wildlife, within six (6) months of the effective date of the 2021 Federal NPDES permit, the permittee shall submit to MassDEP an evaluation of whether the facility uses any products containing any per- and polyfluoroalkyl substances (PFAS) and whether use of those products can be reduced or eliminated. The analysis shall be submitted electronically to [massdep.npdes@mass.gov](mailto:massdep.npdes@mass.gov).
  - b. Pursuant to 314 CMR 3.11 (2)(a)6., and in accordance with MassDEP's obligation under 314 CMR 4.05(5)(e) to maintain surface waters free from pollutants in concentrations or combinations that are toxic to humans, aquatic life, or wildlife, if the permittee has not been notified by EPA of a multi-lab validated method for wastewater by two (2) years from the effective date of the 2021 Federal NPDES permit, the permittee shall conduct monitoring of the effluent for PFAS compounds as detailed in the table below using a method specified by MassDEP. If EPA's multi-lab validated method is not available by twenty (20) months after the effective date of the 2021 Federal NPDES permit, the permittee shall contact MassDEP ([massdep.npdes@mass.gov](mailto:massdep.npdes@mass.gov)) for guidance on an appropriate analytical method.

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Perfluorooctanoic acid (PFOA)	ng/L	Quarterly	24-hour Composite
Perfluorodecanoic acid (PFDA)	ng/L	Quarterly	24-hour Composite

2. that there is a reasonable assurance that the activity will be conducted in a manner which will not violate applicable state water quality standards.

To meet the requirements of Massachusetts laws, each of the conditions cited in the draft permit and this certification shall not be made less stringent unless new data or other information is presented and MassDEP determines modification of this certification is appropriate in consideration of the relevant water quality considerations.

If any condition in the draft 2020 Federal NPDES permit for the Sprague Quincy Terminal is changed during EPA's review in any manner inconsistent with this certification, the Department reserves the right to modify this certification in consideration of the relevant water quality considerations. In addition, the Department reserves the right to modify this certification if there is a change in Massachusetts law or regulation upon which this certification is based, or if a court of competent jurisdiction or MassDEP Office of Appeals and Dispute Resolution stays, vacates or remands this certification, as provided by 40 C.F.R. § 124.55.

Signed this \_\_\_\_ day of \_\_\_\_\_, 2020.

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Lealdon Langley, Director  
Massachusetts Department of Environmental Protection  
Bureau of Water Resources  
Division of Watershed Management

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<sup>5</sup> Quarters are defined as January to March, April to June, July to September, and October to December. Samples shall be taken during the same month each quarter and shall be taken 3 months apart (e.g., an example sampling schedule could be February, May, August, and November).



**NOTICE OF APPEAL RIGHTS**  
**SECTION 401 CERTIFICATION of FEDERAL NPDES PERMIT**

Within 21 days of the issuance of MassDEP's decision to grant or deny a water quality certification of EPA's NPDES permit pursuant to § 401 of the federal Clean Water Act, any person aggrieved may request an adjudicatory hearing concerning MassDEP's decision.

**How should the request for an adjudicatory hearing be made?**

A request for an adjudicatory hearing for DEP's § 401 water quality certification of the federal NPDES permit must be made within 21 days of the issuance of MassDEP's decision to grant or deny the water quality certification, in accordance with 310 CMR 1.01. 310 CMR 1.01(6)(b) establishes the required form and content of the request. Failure to meet the requirements of 310 CMR 1.01 may result in dismissal of the request or the requirement to file a more definite statement.

A person filing a request for an adjudicatory hearing must complete and mail a MassDEP Fee Transmittal Form for the appeal and send it with a valid check to the Commonwealth Master Lockbox, as instructed below, if a fee is required by 310 CMR 4.06. The MassDEP Fee Transmittal Form can be downloaded from:

<http://www.mass.gov/eea/agencies/massdep/service/approvals/transmittal-form-for-payment.html>.

The written notice requesting an adjudicatory hearing shall be delivered to MassDEP's Case Administrator together with (i) a photocopy of the decision being appealed, (ii) a photocopy of the completed MassDEP Fee Transmittal Form, if required, and (iii) a photocopy of the check used to pay any adjudicatory hearing filing fee due for the appeal under 310 CMR 4.06. The notice of claim should be made in writing and sent by email to [Caseadmin.OADR@state.ma.us](mailto:Caseadmin.OADR@state.ma.us).

Please do not send the original of the completed MassDEP Fee Transmittal Form and check to the Case Administrator. Instead, please follow the instructions below for delivery of the original of the completed Fee Transmittal Form and check to the Commonwealth Master Lockbox.

A \$100 adjudicatory hearing filing fee must be paid, unless (i) a simplified hearing is requested for a reduced fee of \$25, (ii) the person requesting an adjudicatory hearing is a town, a municipal agency, a county or a municipal housing authority, in which case there is no fee, or (iii) the person requesting the hearing is seeking to have MassDEP waive the adjudicatory hearing filing fee because paying the fee will create an undue financial hardship.

A person who believes that payment of the fee would be an undue financial hardship shall file with the request for adjudicatory hearing a request for waiver of the fee together with an affidavit setting forth the facts the appellant believes constitute the undue financial hardship. For more information on the adjudicatory hearing filing fee and the grounds on which the Department may waive the fee, please see 310 CMR 4.06.

If a fee is required, the completed MassDEP Fee Transmittal Form and a valid check made payable to the Commonwealth of Massachusetts for the amount of the fee due must be mailed to:

Mass. Department of Environmental Protection  
Commonwealth Master Lockbox  
P.O. Box 4062  
Boston, Massachusetts 02211

Failure to pay the adjudicatory hearing filing fee, if required, may be grounds for dismissal of the appeal.

In accordance with 314 CMR 2.08(5), any person, other than the permit applicant or permittee, who files a request for an adjudicatory hearing with the Department pursuant to 314 CMR 2.08(2) on an individual permit or general permit coverage, also shall simultaneously send a copy of the request by certified mail, return receipt requested, to the applicant or permittee. Any person who files a request for an adjudicatory hearing with the Department pursuant to 314 CMR 2.08(2) on a general permit also shall simultaneously send a copy of the request by certified mail, return receipt requested, to each permittee covered by the general permit.