From the desk of
JOHN COX

For [illegible] 1980
J. Cole Weber

Attached is part of the "package" for Interagency Review on 307(c) standards for PCBs

1) complete preamble and regulations
2) cover sheet for Versar report (which you should have).
3) Table of Contents of the Criteria Document (which is 72-thick)

Regards,
John Cox
(202) 377-2388

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MONS 048711

From the desk of

A. E. LEISY

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MAY 28 1976

ENVIRONMENTAL PROTECTION AGENCY

40 C.F.R. Part 129

WATER PROGRAM

Proposed Toxic Pollutant Effluent Standards

Polychlorinated Biphenyls

Notice is hereby given that the Environmental Protection Agency, pursuant to the authority contained in Section 307(a) of the Federal Water Pollution Control Act (the Act) as amended by the Federal Water Pollution Control Act Amendments of 1972 (Pub. L. 92-500, 86 Stat. 816, 33 U.S.C. §1251 et seq.), proposes additional sections to Part 129, setting forth proposed effluent standards for polychlorinated biphenyls (PCBs). On (date), 1976, the Agency proposed a new Part 129, setting forth proposed effluent standards for the following toxic pollutants: aldrin/dieldrin, DDT (DDD, DDE), endrin and toxaphene, 41 F.R. _____ et seq. Those four pollutants, as well as polychlorinated biphenyls (PCBs), were included on a list of toxic pollutants previously published by the Agency pursuant to Section 307(a)(1), 38 F.R. 24342 et seq. (September 7, 1973).

Section 307(a)(2) of the Act provides as follows:

Within one hundred and eighty days after the date of publication of any list, or revision thereof, containing toxic pollutants or combination of pollutants under paragraph (1) of this subsection, the Administrator, in accordance with section 553 of Title 5 of the United States Code, shall publish a proposed effluent standard (or prohibition) for such pollutant or combination of pollutants which shall take into account the toxicity of the pollutant, its persistence, degradability, the usual or potential presence of the affected organisms in any waters, the importance of the affected organisms and the nature and extent of the effect of the toxic pollutant on such organisms, and he shall publish a notice for a public hearing on such proposed standard to be held within thirty days. As soon as possible after such hearing, but not later than six months after publication of the proposed effluent standard (or prohibition), unless the Administrator finds, on the record, that a modification of such proposed standard (or prohibition) is justified based upon a preponderance of evidence adduced at such hearings, such standard (or prohibition) shall be promulgated.

The regulations proposed at this time establish effluent standards for manufacturers of PCBs and manufacturers of transformers and capacitors. Standards are proposed for both existing and new sources.

The following, together with the materials and information hereinafter referred to and incorporated by reference, sets

forth the basis and purpose of the effluent standards proposed at this time.

Summary of Principal Features and Benefits of the Proposed Regulations

The regulations here proposed would establish effluent standards for all manufacturers of PCBs and manufacturers of transformers and capacitors who discharge directly into the navigable waters. Standards are established for both existing and new sources. Owners and operators of facilities which discharge into publicly owned treatment works, as defined in Section 212 of the Act (sometimes referred to as "indirect dischargers"), are not covered by the standards herein proposed. However, the Agency expects to propose pretreatment standards for such indirect discharges pursuant to the authority contained in Section 307(b) of the Act following proposal of these standards.

The term polychlorinated biphenyls refers to a family of organic chemicals which have been produced and marketed in this country for approximately 45 years. These organic chemicals are artifically made and consist of a number of chlorinated

biphenyl isomers. They are highly stable compounds and are used primarily as dielectric and heat transfer fluids, though they have had other uses as well. PCBs have been conclusively demonstrated to produce lethal and sublethal toxic effects at low dose levels upon a wide range of fish, mammals, and other wildlife, and have also demonstrated adverse health effects to humans. Moreover, they are highly mobile and persistent in the environment, and bioaccumulate greatly in tissue.

The sole manufacturer in the United States, Monsanto Company, currently produces approximately 40 million pounds of PCBs per year. Imports of PCBs currently amount to about 0.4 million pounds per year. Since 1970 Monsanto has voluntarily restricted its domestic sales of PCBs to use in transformers and capacitors (closed systems). Consequently Monsanto and the manufacturers of transformers and liquid-filled capacitors are significant sources of further contamination or potential contamination resulting from the discharge of domestically manufactured PCBs into the aquatic environment.

The proposed standards include a prohibition on discharge of PCBs by any PCB manufacturer. With respect to any manufacturer of transformers or capacitors, a prohibition of

ppb?

any PCBs in any effluent discharge of process wastes is proposed, and an average monthly concentration limit of 1 ug/l is proposed for any other discharge. For new sources, a prohibition on discharge of PCBs in process wastes in conjunction with an average monthly concentration limit of 0.1 ug/l is proposed.

Regulation of discharges under the Act cannot, by itself, guarantee an ample margin of safety for all organisms and human health even if all point source discharges were prohibited. In light of the serious environmental problem which already exists: Data available to the Agency indicate that the standards proposed at this time will however result in maximum feasible progress, within the inherent limitations of point source discharge control, towards the degree of protection for aquatic and other organisms and human health envisioned under the Act, and are technologically achievable by industry without serious adverse economic impact. The Agency will continue to review the standards established in this rulemaking as additional data become available to determine whether further protection, including more stringent standards, is necessary and feasible.

I. BACKGROUND

A. PCBs In the Environment

PCBs are a class of organic compounds manufactured by the chlorination of biphenyl with anhydrous chlorine using iron filings or ferric chloride as a catalyst. The biphenyl molecule has a total of 10 carbon hydrogen bonds at which chlorine substitution can be accommodated. In the manufacture of PCBs, anywhere from one to ten chlorine atoms may be located on the biphenyl molecule. Depending upon the location of these substitutions, theoretically as many as 209 separate compounds, or isomers, of the chlorinated biphenyl family can be manufactured.

The PCBs manufactured by Monsanto are marketed under the trade name Aroclor, followed by a four digit number, with "biphenyl" represented by the first two digits "12", and the approximate chlorine percentage represented by the second two. Thus, Aroclor 1242 is a mixture containing approximately 42 percent chlorine. The principal Aroclors which have been marketed over the past decade by Monsanto are 1221, 1232, 1242, 1248, 1254 and 1260, although at this time there is no active

marketing of 1232, 1248 or 1260. In addition, Aroclor 1016 (an exception to the previously identified nomenclature system) is being marketed, and bears approximately 41.3 percent chlorine. For an extensive discussion of the chemical and physical properties of PCBs, see O. Hutzinger, S. Safe, and V. Zitko, "The Chemistry of PCBs", CRC Press, 1974.

The unique physical and chemical properties of PCBs include low vapor pressure at ambient temperatures, resistance to combustion, remarkable chemical stability, high dielectric constant and high specific electrical resistivity and low water solubility. At the same time, PCBs are lipid soluble and hence are readily absorbed into fatty tissue and into the liver, and hence are retained by most organisms, rather than excreted. The qualities of persistence which make PCBs useful for many industrial purposes greatly aggravate their potential for harm in the ecosystem.

Although the principal uses of PCBs today are in "closed" electrical systems (transformers and capacitors), PCBs have been used over the years for a variety of more "open" uses resulting in greater direct contamination of the environment. These other uses include additive in investment casting waxes,

lubricant additives, hydraulic and compressor fluid, carbonless copy paper, plasticizers, paints, heat exchange fluids, certain types of paper and sealants. Most of these uses have been substantially curtailed, but the PCBs which have entered the environment as a result of these uses, and which continue to be disposed into the environment, will be there for many years. Some of these uses are resulting in effluent discharges which are not subject to the standards proposed at this time owing to insufficient data. As such data becomes available, however, the Agency expects to take appropriate measures to control such discharges pursuant to the Act or other applicable statutory authority.

It is estimated that over the past 45 years approximately 1.4 billion pounds of PCBs have been produced in the United States, of which 1.25 billion have been used in this country and the balance exported. Of this 1.25 billion pounds, approximately 960 million pounds have been used in electrical equipment. In addition, it is estimated that only approximately 50 million pounds has degraded, that 750 million pounds are presently in service, and that 450 million pounds are in landfills (ostensibly as a result of disposal) and in air, water, soil and sediments.

In contrast, it is estimated that discharges to the aquatic environment each year from the approximately 37 manufacturers of capacitors and transformers, plus Monsanto, probably do not exceed 10,000 pounds. Although efforts to reduce substantially and eventually eliminate this source of environmental contamination will have a relatively minor effect on the overall PCB problem as it currently exists, such efforts are likely to have a more significant impact in reducing future environmental contamination and in alleviating the specific environmental problems in the immediate receiving waters. Consequently the Agency believes that the standards proposed at this time will constitute an important element in the overall effort to reduce and ultimately eliminate any further addition of PCBs to the environment.

B. Prior Regulatory Action and Related Efforts to Reduce Environmental Exposure

Because of the demonstrated toxicity of PCBs and the human health threat posed by ingestion of PCBs through the food chain, the Food and Drug Administration (FDA) of the Department of Health, Education and Welfare established temporary tolerances for PCBs in food pursuant to the Federal Food, Drug

and Cosmetic Act. 21 C.F.R. §122.10 (July 6, 1973). These tolerances included, for example, 5 parts per million (ppm) in the edible portion of fish and shellfish, 2.5 ppm in milk and dairy products, 5 ppm in poultry, 0.5 ppm in eggs and 0.2 ppm in infant and junior foods. On February 26, 1976, FDA announced that it is actively considering a lower temporary tolerance for fish in light of recent toxicological data concerning PCBs, 41 F.R. 8409. FDA has also banned PCBs for use in food and feed processing.

The American National Standards Institute has issued guidelines for industry on the use, disposal and labelling of PCBs, and is currently considering more extensive guidelines for the handling, servicing and disposing of existing equipment containing PCBs. The General Services Administration (GSA) has banned PCBs in carbonless copy paper purchased by the Federal government and the Department of the Interior (DOI) has prohibited the use of PCB's in offshore oil operations.

The Environmental Protection Agency (EPA) has proposed regulations pursuant to Section 311 of the Federal Water Pollution Control Act to control spills of numerous identified hazardous substances, including PCBs. These regulations are

intended to establish reporting requirements, to establish harmful quantities, and to fix civil penalties for spills, the Agency further anticipates use of its authority under Section 311 to require industry to prepare spill prevention control plans. The Agency, in October, 1975, issued in draft form a set of water quality criteria pursuant to Section 304(a) of the Act recommending maximum permissible concentrations in the ambient water for numerous pollutants, including PCBs. The concentration level proposed at that time was 0.001 ug/l for PCBs. That document is currently being reviewed prior to final publication.

On April 1, 1976, the Agency issued recommended procedures for disposal of PCBs by industrial users, pursuant to Section 204(b) of the Solid Waste Disposal Act, 41 F.R. 14134.

On July 6, 1973, the Agency published in the Federal Register a proposed list of nine toxic pollutants pursuant to Section 307(a)(1) of the Act, 38 F.R. 18044. The nine substances were: aldrin/dieldrin, benzidine, cadmium, cyanide, DDT (DDD, DDE), endrin, mercury, polychlorinated biphenyls and toxaphene. Following receipt of public comment, the list was promulgated on September 7, 1973, together with a discussion of

the Agency's selection criteria and a response to comments received on the proposed list, 38 F.R. 24342 et seq. The promulgated list consisted of the same nine substances previously proposed.

On December 27, 1973, the Agency proposed toxic pollutant effluent standards for each of these nine substances, together with a summary of the factors considered in setting the standards, and a list of point source categories of discharges proposed for coverage, 38 F.R. 35388 et seq. In accordance with Section 307(a)(2) of the Act, a formal rulemaking hearing on the proposed standards was scheduled. A prehearing conference was held on January 25, 1974, followed by a thirty (30) day evidentiary hearing held during April and May. During the course of those hearings, which were held under severe time constraints, the Agency became aware of certain gaps in its data base. As a result, the Agency determined at the conclusion of the hearings that the record did not contain sufficient evidence on which to promulgate responsible and defensible standards. Accordingly, the Agency decided to gather additional data and repropose its standards, supported by an expanded base. The standards proposed at this time thus supersede the proposal of December 27, 1973.

The Agency's decision to gather additional data and to repropose standards was discussed at considerable length in the Preamble to the Notice of Proposed Toxic Pollutant Effluent Standards for Aldrin/Dieldrin, DDT, Endrin and Toxaphene, published in the Federal Register on (date), 1976, 41 F.R. _____, to which the reader is referred and which is hereby incorporated by reference.

II. THE PROPOSED STANDARDS

General Provisions

The Notice of Proposed Rulemaking published on (date), 1976, proposed provisions of general applicability to all standards issued under Section 307(a). These were set forth as Sections 129.1 through 129.8. Those Sections as promulgated will be applicable to standards established hereunder for polychlorinated biphenyls. Owners and operators of facilities which are or may be subject to the standards proposed herein are expressly referred to that notice of proposed rulemaking for provisions relating to scope and purpose, definitions, abbreviations, compliance procedures (including notification of the Regional Administrator or State Director of an approved

NPDES permit program, as appropriate, of any discharge subject to these standards), and requirements and procedures for establishment of a more stringent effluent limitation than that established in these proceedings, and compliance date.

The Standards for Polychlorinated Biphenyls

In the Notice of Proposed Toxic Pollutant Effluent Standards published (date), 1976, standards were proposed for aldrin/dieldrin, DDT (DDD, DDE), endrin and toxaphene in Sections 129.100 through 129.103 respectively. In addition, the Agency is proposing to add a new Section 129.104 containing effluent standards for benzidine.

The standards proposed herein add a new Section 129.105 to provide coverage for PCBs for new and existing sources in the following industrial categories: manufacturers of PCBs, manufacturers of transformers, and manufacturers of capacitors. Coverage is provided for both new and existing sources, and for purposes of these standards, a new source is defined as any source on which construction is begun following the date of this proposed rulemaking, if stanadrds are subsequently promulgated pursuant to this proceeding. The Agency's data

indicate that these standards will cover at least 7 plants manufacturing transformers, and at least 9 plants manufacturing capacitors, all of which are existing direct dischargers.

Each section includes specialized definitions of the point source category covered and prescribes acceptable analytical methods. In addition, provision is made for determination of weights and concentrations. In cases where a discharge is allowed, the standard will be specified as an average monthly concentration limit, a maximum concentration at any time and a standard specified as a mass emission per unit of PCB used in the manufacturing output.

In developing the standards proposed herein the Administrator has given careful consideration to each of the factors enumerated in Section 307(a)(2). These factors include "the toxicity of the pollutant, its persistence, degradability, the usual or potential presence of the affected organisms in any waters, the importance of the affected organisms and the nature and extent of the effect of the toxic pollutant on such organisms." In light of the Act's manifest concern for public health, which is reflected both in the statute and the legislative history, the Administrator has also considered

available data concerning human health effects attributable to PCBs. The data considered by the Administrator relating to these factors of toxicity and environmental effect are set forth in a "Criteria Document". The Agency was assisted in the preparation of this criteria document by Ian C.T. Nisbet, Ph.D., of the Massachusetts Audubon Society, a nationally recognized expert on the toxicology of PCBs. This document is hereby incorporated by reference as a part of the statement of basis and purpose for the standards hereinafter proposed.

In addition, the Administrator has considered the availability of various methods of control and related technology by which discharge of PCBs might be eliminated or reduced. His authority to consider technology as well as economic impact is discussed in detail in the preamble portion of the Notice of Proposed Toxic Pollutant Effluent Standards published on (date), 1976, to which the reader is referred.

In order to obtain relevant data for this function, the Agency engaged the services of Versar Inc., of Springfield, Virginia, who are recognized experts in the study of wastewater treatment technology and the control of pollutants emitted by industrial sources. Versar Inc. has prepared and submitted a

report to the Agency concerning industrial discharge of PCBs and the assessment of wastewater management and treatment technology, including technologies which are actually in use or which are or may be available to industries to control or eliminate the discharge of PCBs. This report is entitled "Assessment of Wastewater Management, Treatment Technology, and Associated Costs for Abatement of PCB Concentrations In Industrial Effluents", and are hereby incorporated by reference as a part of the statement of basis and purpose of the standards herein proposed.

In addition Versar, through a subcontractor, Jack Faucett Associates, Inc. has prepared a study on the economic impacts of toxic pollutant effluent standards for PCBs.

Copies of the aforesaid criteria document and reports and supporting materials, as well as other materials which form a part of the basis and purpose for these standards and which are listed on Appendix A hereto, are available for public inspection and copying at the U.S. Environmental Protection Agency, Public Information Unit, Room 2922 (EPA Library), 401 M St., S.W., Washington, D.C. 20460, during normal business hours.

The approach utilized in arriving at the standards herein proposed may be generally stated as follows.

First, because the most important element in setting the standards is the toxicity considerations enumerated in Section 307(a)(2), the starting point is the development of the criteria document, which sets forth extensive data with respect to the environmental effects and behavior of PCBs. A principal objective of the criteria document is to seek to arrive at an ambient level of PCBs based upon the data which will provide an ample margin of safety for all important aquatic organisms and others up the food chain, including man, who may become exposed to it. This ambient water criterion is expressed as a concentration of the pollutant in the water in terms of micrograms per liter (ug/l) (1 ug/l = one part per billion). For substances such as PCBs where the data indicate that chronic toxic effects may occur at extremely low concentrations, it becomes virtually impossible to state with confidence that any number above zero provides an ample margin of safety. In such cases any criterion level chosen should be appropriately qualified to reflect these circumstances.

The toxicity data used in developing these proposed standards were derived from laboratory studies as well as field observations on the effects and behavior of PCBs. These studies have been conducted on a variety of organisms including invertebrate, vertebrate, and mammalian test species, and are well documented in the scientific literature. These studies provided extensive acute and chronic toxicity data based primarily on feeding experiments for a wide range of aquatic organisms and consumers of aquatic organisms.

Studies documenting bioaccumulation in the food chain organisms and bioconcentration by organisms directly from the water provided an important additional component data base. Appropriate human toxicity data and studies of mammalian carcinogenesis, where available, were also considered, as were data on persistence and degradability.

Data on toxic effects of pollutants are not available for all species that may be exposed to toxic pollutants in the complex ecosystem. There is a vast number of species throughout the entire ecosystem, and it would be impractical to try to gather test data on every one, or even most of them. Because such data are not available on all species, the range

of sensitivity of a smaller number of tested species is used to provide a measure of the range of sensitivity of all species. The Agency's criterion for PCBs is based upon a wide range of toxicity data for a phylogenetic cross section of organisms as well as species representative of a wide geographic distribution.

Section 307(a) requires consideration of the importance of organisms likely to be affected. Ecological importance of an organism is dependent on the role the organism plays within the ecosystem and upon its relationship to the food chain within the aquatic community and the consumers of aquatic life, including man. Thus, toxicity data for the carnivores at the top of the food chain in a given ecosystem, as well as economically important species such as trout, salmon, menhaden and shrimp are properly considered in the development of a protective criterion level. Toxicity data for organisms such as diatoms, crustaceans and aquatic insects are also important since these organisms are a food base for higher consumers and are representative of plants and invertebrate species found in most waters of the United States.

On the basis of the foregoing data, a concentration level is sought which, it is believed, will provide that degree of safety required by the Act for all important organisms likely to be affected by it assuming a continued or chronic presence of the pollutant at that level in the water. In the case of PCBs, as discussed below, this proved to be an extremely difficult task in view of the already dangerously high levels of PCBs in some water bodies.

After arriving at an ambient water criterion, the Agency examined feasible control technology to ascertain what concentration levels industrial dischargers might be able to achieve in their effluents, the availability of substitute products for PCBs, and other factors relevant to the setting of standards. This process is discussed more specifically below (see "Rationale for Standard"), after the following summary of the Agency's consideration of the available data base.

(1) Constitution, Chemical and Physical Characteristics of PCBs

The commercial mixtures of PCBs have been reasonably well characterized. Each mixture contains 10 to 20 major components

and a number of minor components; more than 80 of the 209 chlorinated biphenyl (CB) isomers have been identified in the commercial mixtures. After release into the environment the constitution of the mixtures changes as some components are degraded while others persist. Since some components are more toxic than others, this complicates the evaluation of the hazards posed by environmental residues.

Highly toxic impurities, polychlorinated dibenzofurans (PCDFs), are present in small quantities in the range of 1 to 33 milligrams per liter (mg/l) in most commercial mixtures. Products manufactured overseas frequently contain more PCDFs than American-made Aroclor mixtures. There is evidence that PCDFs are formed from PCBs both in service, and in the environment by photochemical and metabolic processes. Accordingly, the toxicity of PCB mixtures is variable and environmental residues are sometimes more toxic than freshly manufactured products. However, it is not possible to separate the toxic effects of PCDFs and PCBs satisfactorily, and the environmental hazards of both must be considered together.

PCBs are viscous liquids or waxes. They are freely soluble in organic solvents and in lipids (fats), but have very low

solubility in water. In general, the lower CBs, i.e., those with fewer chlorine atoms, are more soluble in water and more volatile than the higher CBs. Accordingly, the mixtures are differentiated during volatilization and solution, the lower CBs being more mobile. PCBs are strongly adsorbed onto surfaces and particles: in the aquatic environment their behavior is often controlled by the presence and movement of sediments.

(2) Relevant Use and Wastewater Characteristics

(A) Manufacturing of PCBs

The sole domestic manufacturer of PCBs is the Monsanto Company, whose manufacturing operations are conducted at its William G. Krummrich plant in Sauget, Illinois. Aroclors 1221 and 1016 are used by capacitor manufacturers as dielectrics. Aroclors 1242 and 1254 are used as the principal ingredients in formulating so-called Askarels which are used by transformer manufacturers.

Monsanto discharges its effluent to the Sauget POTW, and therefore is not covered by the standards proposed at this

time. The Agency expects in due course to propose pretreatment standards applicable to this facility. A brief discussion of its operations and wastewater characteristics is appropriate here, however, in view of the fact that standards are proposed at this time for direct dischargers for the PCB manufacturing category for existing and new sources, and Monsanto's ability to achieve zero direct discharge was considered in proposing these standards.

The Krummrich plant has a design capacity to produce 48 million pounds of PCBs per year. In 1974, Monsanto produced 40,466,000 pounds, of which 34,406,000 pounds were sold domestically. Approximately two-thirds of 1974 domestic sales were of Aroclor 1016 with most of the remaining production evenly divided between Aroclors 1242 and 1254. Only small quantities of Aroclor 1221 were produced.

The raw wastes from the manufacturing area at Monsanto consist of the liquor from the scrubber, the condensate from the steam jet ejectors, water used for showers and eye baths, miscellaneous floor wash drains, waste oil collected in drip pans and drums, and so-called "montars" which are the bottoms from their stills. The composition and quantities of the

individual waste streams are not monitored. All effluent streams generated in the manufacturing area are collected in sumps located in this area. Reportedly the aqueous discharges amount to 750 ug/l PCBs in 0.432 million gallons per day ("MGD") or 2.7 lb/day.

The raw wastes generated in the incinerator area at Monsanto consist of the venturi scrubber liquor and the water phase from the oil-water separator sump. Reportedly the aqueous discharges from this area amount to 15 ug/l PCBs in 0.288 MGD or 0.36 lb/day. The total plant uses a maximum of 0.989 MGD of water principally for cooling and a maximum of 960,000 lbs of steam.

In addition to the aqueous discharges, it has been estimated that about 25 lbs. of scrap oil and "montar" are produced per ton of PCB produced, that about 5 1/2 lbs of PCB in contaminated solids per ton of PCB produced are landfilled daily and that less than 1 lb/day of PCBs is lost as air emissions.

(8) Capacitor Manufacturing

There are nineteen plants operated by seventeen companies manufacturing PCB impregnated capacitors in the United States. At the present time approximately 95 percent of all liquid-filled capacitors manufactured in the United States are of the PCB impregnated type. The two most frequent applications of these capacitors are for phase corrections on power lines connected to electrical motors and for use as ballast for fluorescent lighting systems. The PCB usage in this category was approximately 22,000,000 lbs. in 1974 with most of this being Aroclor 1016. Nine of the nineteen capacitor manufacturing plants have direct discharges to the navigable waters, and are therefore covered by the standards proposed at this time.

Most plants manufacture either large power capacitors or small industrial type units but not both. The large capacitors are either flood filled or manifold filled. All small capacitors are flood filled either in a vacuum tank or in an automatic "carousel" arrangement.

The raw wastes originating from these plants consist of scrap PCBs collected in sumps, drums and drip pans; contaminated vacuum pump oils; the fractionator bottoms from

the trichloroethylene recovery; the caustic bath used, at some plants, for purposes of paint stripping; spent detergent wash and rinse water from capacitor or component cleaning operations; rinse water used in the welding and plating operations; steam condensate from jet ejectors; the seal water used in vacuum pumps; water used in phosphatizing and fluoride bath; water spray used in paint booths; boiler blowdown; and cooling tower blowdowns.

Effluents from plants in this category range between 2,500 gallons per day to 1.26 MGD. These effluents are discharged into the navigable waters or are introduced into POTW's without any treatment directed toward PCB removal. Effluent information obtained for 14 plants indicated that average effluent PCB concentrations ranged from less than 10 ug/l to more than 6,000 ug/l. Average mass emissions of PCBs from these plants ranged from less than 0.01 lb/day to nearly 2.5 lb/day.

(C) Transformer Manufacturing

There are eighteen transformer plants operated by thirteen companies which manufacture transformers using

PCB-containing Askarel dielectric fluids. Askarel transformer oils are blends of 60 to 100 percent Aroclor 1254 or 1242 and trichlorobenzene. This type of transformer constitutes only 5 to 10 percent of these plants' transformer manufacturing volume. The remaining manufacturing volume uses mineral oil as the dielectric fluid, and there is some manufacture of air-cooled or gas-cooled transformers as well. Askarel transformers are used when other types are unsatisfactory because of design limitations or where flammability is a problem. The PCB usage in this category was 12,000,000 lbs in 1974. Seven of these plants have direct discharges, and are therefore subject to the standards proposed at this time.

There are 2 principal types of transformers produced: electrical distribution transformers which are used to step down voltages, and power transformers which are primarily used to step up voltages. Distribution transformer applications include use in networks, pad-mounted and pole-mounted, and special precipitator power supplies located in close proximity to hot gas stacks. Quantities of Askarel used in transformers of this type range from 500 to 5,000 lbs. Many of these transformers have provisions for venting with spring loaded venting devices or diaphragm rupture discs.

Askarel power transformer applications include use in primary and secondary substations, industrial furnaces, rectifiers, rail transportation, and for reactance and grounding functions. Quantities of Askarel used in transformers of this type range up to 19,000 lbs.

Various transformer assembling and filling procedures are being practiced throughout the industry. In general, the transformer assembling and filling operations consist of a predrying step for removing moisture from the transformer interiors, several stages of Askarel filling and topping, addition of electrical connections and bushings, electrical testing and sealing.

Water is not an essential component of transformer manufacturing. In general, the process raw wastes from these plants consist of waste Askarel collected in sumps or pans at the filling stations, contaminated vacuum pump seal oil, contaminated kerosene-like petroleum distillate, and contaminated Askarel used for transformer interior flushing. PCB wastes which reach water streams at these plants are due to inadvertent occasional loss during handling and residuals

accumulated around drainage systems from past operations when insufficient precautions were taken against PCB losses.

Based on information from 5 plants, effluents from plants in this subcategory ranged from 13,500 gal/day to nearly 1.9 MGD. These effluents (predominantly cooling water) are discharged into the navigable waters or are introduced into POTW's without any treatment directed toward PCB removal. Average effluent PCB concentrations ranged from less than 2 ug/l to nearly 30 ug/l. Average mass emmissions of PCBs from these plants ranged from less than 0.002 lb/day to nearly 0.1 lb/day.

(3) Toxicity

PCB's inhibit growth and cell division in certain species of phytoplankton (marine plants). Some sensitive species are affected at very low concentrations (0.1 ug/l). The effects are particularly marked in mixed cultures, where sensitive diatoms are replaced by resistant green algae.

PCBs are toxic to aquatic insects, crustaceans, and other invertebrates at concentrations down to a few ug/l.

Reproduction and growth in aquatic invertebrates is adversely affected at concnetrations as low as 0.4-0.5 ug/l. PCBs affect the settlement of larvae and reduce the diversity of marine invertebrate communities at concentrations as low as 0.1 ug/l.

PCBs are acutely toxic to estuarine aquatic organisms. For Aroclors 1016, 1242 and 1254, the 48-hour LC50 values for brown shrimp, pink shrimp, and grass shrimp fall in the range between 9 and 32 ug/l. In longer-term bioassays of two weeks or more, Aroclor 1254 is toxic to the commercially valuable penaied shrimp and grass shrimp at concentrations as low as 0.9 to 1.4 ug/l. Arthropods are affected at 0.1 ug/l.

Rainbow trout have been killed by exposure to Aroclor 1248 at concentrations of 3.4 ug/l in 25 days, and by exposure to Aroclor 1260 at 5 ug/l in 10 days. Spot and pinfish died when exposed for 14 to 45 days to 5 ug/l of Aroclor 1254. The longnose killifish has been killed by long-term exposure to Aroclor 1254 at a concentration of 1 ug/l.

PCBs have adverse effects on survival, growth, and reproduction of fish at concentrations as low as 1 ppb. In one case, eggs from fish exposed to only 0.1 ug/l failed to hatch

after being placed in PCB-free water. A variety of other sublethal toxic effects has been observed on a wide range of freshwater and marine fish present in waters thoughout the country, and these are set forth in detail in the Agency's criteria document for PCBs.

PCBs generally have low acute toxicity to birds and mammals, but long-term dietary exposure leads to a variety of chronic toxic effects.

Rats are relatively resistant to PCBs and usually do not show the characteristic lesions of the skin and stomach induced in several other mammals. The most characteristic effects in rats are enlargement of the liver, induction of hepatic microsomal enzymes and porphyria. Reproduction is adversely affected at dietary levels at and above 20 parts per million (ppm; 1 ppm is comparable to a liquid measurement of 1 milligram per liter (1 mg/l)).

Rhesus monkeys are extremely sensitive to PCBs, which induce skin lesions and gastric ulceration. Monkeys exposed to 2.5 ppm suffered reproductive dysfunctions and some died after exposure to only 3 ppm. Adult female Rhesus monkeys fed 25 ppm

of Aroclor 1248 not only accumulated the PCBs in their adipose tissue, but the PCBs were transferred across the placenta of one female which gave birth and concentrated at high levels in the fat and adrenals of the infant.

Mink are also very sensitive to PCBs. In one experiment, most females died on a diet containing 10 ppm and none produced young at 5 ppm. In another test 0.64 ppm caused total reproductive failure and a few deaths.

(4) Carcinogenesis

On prolonged exposure of rats and mice, PCBs cause a variety of morphological changes in the liver, including hypertrophy, hyperplasia, adenofibrosis and nodular hyperplasia. At high dose levels (100 ppm and above) PCBs induce hepatomas, neoplastic nodules and carcinomas in rats and mice and therefore pose a presumptive carcinogenic risk to man. In one experiment, PCB-treated rats also displayed an increased incidence of pituitary tumors.

Metabolism of PCBs in mammals and birds proceeds primarily through arene oxide (epoxide) intermediates, which are

biologically active and believed to be highly toxic and carcinogenic. PCBs also have immunosuppressive effects in rabbits and guinea pigs. In several experiments treatment with PCBs has increased the susceptibility of animals to various diseases.

(5) Human Health Effects

Humans occupationally exposed to PCBs sometimes suffer from an occupational disease known as chloracne, characterized by long-lasting skin lesions and sometimes systemic disturbances.

In a large-scale poisoning incident in Japan in 1968, more than 1,000 persons became sick with Yusho disease after ingesting rice oil contaminated with both PCBs and PCDFs. Their symptoms were similar to those of occupational chloracne, but also included hyperpigmentation of the skin, persistent eye discharge and gastric disturbances. Children were affected not only by direct ingestion of the contaminated oil, but also prior to birth by transplacental passage and in one case a child was contaminated by its mother's milk. The affected persons have improved only slowly since 1968 and there are already indications of excess cancer incidence.

The Rhesus monkey provides an important indication for human sensitivity to PCBs and, as noted above, is extremely sensitive to low levels of exposure. The symptoms following exposure appear similar in many respects to those observed among the population contaminated in the Yusho incident.

(6) Persistence, Mobility and Degradability

PCBs have a long life in the environment, often in excess of 25 years, but components with three or four chlorine atoms disappear fairly rapidly. Mono-,di, and tri-CBs are to some extent degraded or metabolized by bacteria, but higher CBs are resistant to microbial degradation. Tetra-CBs can be metabolized by birds and mammals, but penta-CBs are resistant and higher CBs are metabolized only very slowly. Most environmental residues have been reported in the form of tetra and higher CBs.

PCBs are mobile in the environment and are carried freely in the air, in water and attached to airborne or waterborne particles. Conventional incineration and other disposal techniques do not effectively destroy PCBs.

(7) Bioaccumulation and Biomagnification

PCBs are strongly concentrated ("bioaccumulated") from water into aquatic invertebrates and fish. Bioaccumulation factors (concentration of PCBs in organisms compared to concentration in water) for these organisms are commonly in the range of 20,000-200,000 after prolonged exposure in the laboratory. However, where reliable measurements of concentrations in natural waters are available, bioaccumulation factors in wild fish and invertebrates are generally larger than those measured in the laboratory, occasionally even on the order of 1 to 3 million and sometimes as high as 5 to 10 million.

Fish in Escambia Bay, Florida, bioaccumulated PCBs by a factor of over 670,000. PCB levels in the waters of Lake Michigan are generally less than .01 ug/l. However, PCB levels in fish in Lake Michigan have been consistently in the 2 to 20 ppm range, wet weight (16-200 ppm, lipid weight) indicating bioaccumulation factors ranging up to at least 2,000,000 in whole fish (20,000,000 in lipids). Whale and seal blubber also disclose bioaccumulation at rates in excess of 1 million.

PCBs are further concentrated (biomagnified) from the food of birds and mammals into their tissues, especially into their fat. Biomagnification factors (ppm in organisms/ppm in food) are often in the range 1 to 10 after prolonged exposure in the laboratory, but are often as high as 10 to 100 in wild animals and birds. Humans store PCBs in their fat more efficiently than any animal for which precise measurements have been made. This leads to greater exposure to sensitive organs and tissues in humans than in animals exposed to the same concentrations of PCBs in the diet. The data indicate, in particular, that Aroclors 1016 and 1242 are widely present in fish in the United States. This in turn leads to substantial exposure of humans and other fish-eating animals.

(8) Ambient Water Criterion for Effects on Natural Systems

The foregoing summary only briefly highlights the extensive data base set forth in the criteria document. This data base demonstrates that PCBs pose a serious threat to a wide range of aquatic and other food chain organisms, as well as to human health, at very low concentration levels. There appear to be some variations in the toxic effects for different isomers. Thus, the more highly chlorinated isomers appear to be somewhat

more persistent in the environment, while the lower chlorinated isomers appear to be somewhat more acutely toxic. These differences are relatively minor, since all isomers which are significant constituents of commercial mixtures of PCBs are highly persistent and mobile in the environment, and all isomers display a degree of toxicity which is a matter for grave public concern. Moreover, the constitution of PCB mixtures changes as they are transported through the environment. There is also evidence that toxic metabolites, or breakdown products, may be formed, so that the chemical species distribution in a water body may not be the same as the species distribution of the substance discharged. For all these reasons, there appears to be no sound basis for setting different criterion numbers or standards for different isomers, and accordingly, the criterion and standards herein proposed are for PCBs generically.

A criterion level of 0.001 ug/l would appear to avoid adverse effects to most aquatic organisms, based upon an analysis of both laboratory and field data. This level is initially derived by the use of a standard application factor of 0.01 applied to the water concentration (0.1 ug/l) at which adverse effects have been reported for a wide phylogenetic

cross section of aquatic species of broad geographic distribution. It is also based in part on the bioaccumulation properties of PCBs. Fish have been shown to accumulate PCBs by factors as high as 274,000 in the laboratory, while considerably higher factors appear to occur in their natural environments. Based upon a bioaccumulation factor of 274,000 a concentration of 0.001 ug/l could result in bioaccumulation to 0.274 ppm in flesh, which is below the dietary levels which have been shown injurious to aquatic birds and mammals who may feed upon them. In addition, however, there is evidence that in some waters some fish bioaccumulate at rates roughly ten times this, and in waters where the chronic level generally exceeds .001 ug/l, such as Lake Michigan, there is evidence of sublethal toxic effects on the fish.

In proposing this ambient water criterion the Agency recognizes the possibility that such water quality level may not provide complete safety for all organisms in all waters. Indeed there probably is no numerical concentration level above zero which one can at this time say with great confidence provides an "ample margin of safety" for all organisms under all circumstances. This is particularly true in light of the human health implications, discussed in the next paragraph.

which suggest that safety may call for a number below .001 ug/l. However, the data do establish, at this time, that an ambient water quality level of .001 ug/l should not be exceeded.

To assess risks to humans, the most critical toxic effects of PCBs are those observed in mammals at the lowest exposure levels. These include:

(i) Mortality and reproductive failure in mink at a dietary level of 0.64 ppm.

(ii) Increased liver weight in weanling rats in the second generation of animals exposed to 1 ppm, and liver pathology (including nodules) in the second generation exposed to 20 ppm.

(iii) Stomach nodules and ulcerations in dogs at a dietary level of 1 ppm; stomach lesions have also been reported from other species including monkeys, pigs and mink.

(iv) Reproductive failure, dermal and stomach lesions in Rhesus monkeys exposed to 2.5 ppm and deaths at 3.0 ppm.

(v) Increased activity of hepatic microsomal enzymes in rats fed at 0.5 ppm for 4 weeks.

(vi) Carcinogenic effects in rats and mice at dietary levels of 100 ppm and above.

(vii) Apparent increase in incidence of pituitary tumors in rats at dietary levels of 1 ppm and above.

(viii) Widespread presence of PCBs in fish and other organisms regularly consumed by humans.

All these effects are relevant in weighing potential adverse effects of PCBs on humans. In particular, the symptoms of poisoning in monkeys, including dermal and gastric lesions, are parallel to those observed in man; enzyme induction is a basic biochemical effect which has been observed in many species; carcinogenic effects in rodents are generally used to predict potential carcinogenicity in humans.

It is difficult to use the results of these experiments to establish acceptable levels of exposure for humans: (a) because many of the listed effects were reported at the lowest dietary levels investigated; (b) because humans are exposed for much longer periods (including prenatal exposure) than the experimental animals; and (c) because humans are known to store PCBs in their tissues more efficiently than the experimental animals. These data do, however, further support the proposition that an ambient water quality level of .001 ug/l should not be exceeded, and, beyond this, that every reasonable effort should be made to limit discharges of PCBs in order to minimize human exposure.

(9) Control Technology Available

With respect to process waste effluent, water is unnecessary to the processes involved in PCB manufacturing or the manufacture of liquid-fill capacitors or transformers. Consequently for process waste discharges, (except steam condensate from jet ejectors, a prohibition on discharge is achievable based upon currently available technology and handling methods.

Based upon detailed plant inspections and examinations of the process steps in the production of PCBs and their subsequent use in the manufacture of capacitors and transformers it has been determined that the characteristics of these wastes are sufficiently similar so that the same kinds of control and treatment technologies are applicable.

The wastewater characteristics for manufacturers of capacitors and transformers have been described above. Data available to the Agency indicates that water can be eliminated from most if not all of the manufacturing-related processes, with the result that potential effluents can be sufficiently reduced in quantity so that they can be incinerated or otherwise disposed of so as to reduce greatly or eliminate any discharge of process wastes to the navigable water.

With respect to capacitor manufacturing wastes, the scrap PCBs collected in sumps, drums, and drip pans, as well as fractionator bottoms from trichloroethylene recovery, are small in amount, and can be incinerated. The same is true for contaminated vacuum pump oils and any caustic bath used for paint stripping. With respect to capacitor and component cleaning operations, cleaning solvents rather than water can be

used, and then incinerated following use. Water used in phosphatizing and fluoride baths by some plants can be eliminated, along with the entire process, by use of aluminum containers.

Some capacitor manufacturers currently paint their products, which produces a waste resulting from water spray. This process can be and is eliminated through use of aluminum containers which need not be painted. If painting is nevertheless desired, effluent discharge can be avoided by use of an air or electrostatic system instead of a waterfall for trapping paint particles and fumes. Aqueous discharge from cooling tower blowdowns can be eliminated by use of a completely closed system or, alternatively, by incineration of blowdown. Any solid waste residue, which will not include PCBs, can be disposed of by landfill. Boiler blowdown, which is not likely to contain any PCBs, can be sealed in drums and landfilled.

With respect to transformer manufacturers, as with capacitor manufacturing all scrap PCBs collected in sumps or pans can be incinerated. Contaminated vacuum pump seal oil, petroleum distillate, and askarel used for transformer interim

flushing can also be incinerated. Each of these controls has been demonstrated by use by at least one of the covered plants.

Three potential sources of process-related waste may in some cases result in effluents which cannot be avoided feasibly in the near term. These include condensate from steam used in jet ejectors, rinsewater used in welding or plating operations, and scrubber and quench water from incinerator operations. Whereas the proposed standards for existing sources prohibit PCBs in discharges resulting from the processes described in the preceding paragraphs, discharges are allowed within specified limits for these three types of process-related discharges. For new sources, no exception from the prohibition is allowed for condensate from jet ejectors, since vacuum pumps can be installed to eliminate that source of effluent. Similarly no exception is allowed for rinsewater used in welding and plating, since this should not contain CBs, and the process can be carried out in a location separate from the PCB-filling operation. The exception appears necessary for scrubber and quench water from incinerators, as there appears to be no way of eliminating this effluent, which may well contain PCBs.

Non-process related effluents, including plant washdown, non-contact cooling water, and runoff from stormwater or spills, can be treated by carbon adsorption as described below.

It should be noted that EPA-sponsored investigations have revealed that there are no in-place processes being employed whereby dissolved or sorbed PCBs in water streams are being either extracted from those streams or destroyed within them. In general, these waste streams contain concentrations of PCBs of less than 1 ug/l up to about 500 ug/l with many instances occurring in the 10 to 50 ug/l range. While several of the plants have practiced PCB segregation to keep the quantity of contaminated wastewaters as low as possible, none has installed full scale terminal PCB removal facilities.

The EPA through its contractor, Versar, Inc., has identified a technology which will reduce the PCB concentration in wastewaters to 1 ug/l or less and which is capable of being installed within one year. The identified system is based upon activated carbon adsorption, following primary treatment consisting of sedimentation, filtration, and skimming. The feasibility of achieving the 1 ug/l or less level has been demonstrated in laboratory tests conducted cooperatively

between Versar, Inc., and two activated carbon suppliers, Carborundum Company and ICI-U.S. The system consists of an equalization-settling tank and mixed media filtration followed by carbon adsorption. Floatables and sludges from the equalization-settling tank and spent carbon are disposed of by incineration. Carbon adsorption has also been successfully used in full-scale operation to achieve removal of pollutants other than PCBs down to comparably low levels.

Based on work performed cooperatively between Versar, Inc., and Houston Research on one system and Westgate Research on another system, it was indicated that systems employing ozonation in conjunction with ultraviolet radiation can be designed to achieve any desired effluent PCB concentration. Preliminary comparisons of the capital costs between the ozone-UV system and activated carbon system show at least a 100 percent greater cost for the ozone-UV system. When pretreatment costs are included the ozone-UV system is only about 10 percent higher than activated carbon. It is doubtful however, that the ozone-UV system could be installed within one year.

Other systems evaluated included adsorption by polymeric resins, catalytic reduction and catalytic oxidation. Insufficient information was available to evaluate these systems.

(10) Economic Impact

Analysis of the economic impact of these standards is currently underway. The following is based on an interim report submitted by the economics subcontractor, Jack Faucett Associates, Inc., to document the research and findings to date. The costs associated with the recommended technology are currently being developed by Versar. When these costs are available the aggregate cost of the regulations can be estimated and more specific conclusions made regarding the economic impact.

Although these costs are not now available, a few general observations are possible at this time.

- Some manufacturers are already shifting production to non-PCB units. Although the reasons for this shift are unclear, it is assumed that they include potential

product bans from new legislation, current State and Federal pollution regulations and anticipated future pollution abatement requirments (including the standards proposed herein) 1975 sales for PCB transformers were down by 10 to 40 percent from 1974 levels for individual plants.

- Non-PCB units are in general more expensive on a life-cycle basis (including efficiency, maintenance, fire insurance, etc.) but apparently can and have been substituting for much of the demand now filled by PCB units.

- The cost of complying with these standards will probably accelerate shifts to production of non-PCB units. Preliminary indications are that some manufacturers may terminate production of PCB units, but will not shut down since they have the capability of increasing output of non-PCB units.

The continuing economic work is directed toward attempting to (1) better quantify the degree of and reasons for current industry shifts to non-PCB units, (2) assess the costs and

impacts for specific products/product groups, and (3) assess the energy consequences, if any, of these standards and the increased costs of energy use for the major consuming sectors. To support these tasks supplementary data is being sought concerning:

- Product mix by plant
- Financial data for representative operations - sales, profits, capital structure, etc.
- Industry price trends

(EPA hereby invites submission of data in these or other relevant areas.)

(11) Rationale for Standard

In discussing the establishment of an ambient water criterion number above, it was emphasized that a concentration of .001 ug/l should not be exceeded and, in addition, that every reasonable effort should be made to limit discharges of PCBs in order to minimize human exposure. Indeed the data

suggest that to provide an "ample margin of safety" for human health, and possibly for some other organisms as well, an ambient water criterion far lower than .001 ug/l may be required, though at this time one cannot confidently identify any specific number above zero.

At the present time, even if every point source discharge were prohibited, PCB concentrations in the water would remain for a long time not only above zero, but in some water bodies, above .001 ug/l.

In light of the foregoing considerations, the Administrator has weighed carefully the desirability and feasibility of imposing a prohibition on any discharge of PCBs from any point source. In the case of existing manufacturers, this can be done since the only present PCB manufacturer does not have a direct discharge. A similar requirement is imposed upon new PCB manufacturing sources, who would be required in effect to either achieve a completely closed system or discharge into a POTW. With respect to transformers and capacitors, both these industries provide important products to the United States economy for which there are no presently proven substitutes.

Moreover, the best reduction levels which available technology can achieve with respect to an effluent discharge containing PCBs appear to be 1 ug/l through the use of carbon adsorption treatment. This exceeds the ambient water criterion by more than three orders of magnitude.

Discharge of relatively modest amounts of a pollutant into the water at many times the ambient water criterion may be allowed, however, without necessarily failing to provide safety for affected organisms. First, the actual discharge concentration does not normally remain the ambient concentration. In fact, the effluent disperses following discharge and becomes greatly diluted. This area of dilution is often referred to as a "mixing zone", and will vary in size and shape from one body of water to the next, and one discharge to the next. The result of this phenomenon is that once the effluent reaches the outside of the mixing zone, the pollutant concentration may have become diluted by a factor of several hundred or more, and indeed may not even be detectable by the most sophisticated monitoring equipment. Concededly, there may in some instances be adverse effects on some organisms in the immediate vicinity of the outfall. However, for chronic effects to be observed, the exposure time would have to be

quite lengthy - perhaps a lifetime. Even acute toxic effects, which normally occur at much higher dosage levels than chronic effects, are generally recorded based upon a 96-hour exposure. Because of the extraordinary persistence of PCBs reliance on mixing zones, while of assistance in the immediate future, cannot be regarded as a long-term solution to the problem.

In developing the proposed standards, the Agency also considered the availability of substitutes for PCBs in transformers and capacitors. Several companies have developed products which they believe are an adequate substitute for PCBs in transformers and efforts are under way to develop substitutes for PCBs in capacitors as well. At this time, however, it is still too early to determine with confidence whether the substitutes are not only functionally effective but, in addition, are safe in terms of potential fire hazard and other safety considerations, and are environmentally safe. The Agency has concluded that it cannot at this time set a toxic pollutant effluent standard, or prohibition on discharge, upon the assumption of the ready availability of a substitute product. However, the Agency is pursuing an active policy to encourage industry to develop as rapidly as possible feasible substitutes for PCBs.

Because of the absence of any proven satisfactory substitute for PCBs in certain transformers and capacitors, it must be recognized that to impose a prohibition on all PCB-containing effluents at this time would probably cause a severe impact on the transformer and capacitor manufacturing industries which utilize PCBs, and deprive the nation of the future availability of products which utilize such transformers and capacitors. Accordingly, in the proposed standards the Administrator is requiring that discharges be prohibited where possible, and that other discharge comply with the very best results which available technology can achieve. For the manufacturing of transformers and capacitors, this results in a prohibition on discharge of PCBs from any point source to the navigable waters involving solely process wastes with the exception of condensate from steam used in jet ejectros, rinsewater used in welding or plating opeations, and scrubber and quench water from incinerators, based upon the controls and practices described earlier. For all other discharges (including the foregoing exceptions) a maximum average monthly concentration of 1 ug/l is proposed. Although occasional deviations are unavoidable, at no time may any such allowed discharge exceed 5 ug/l.

For new sources, where further technology advances can be reasonably expected, a more stringent limitation may be set to take such expected advances into account, including advances in control technology and in substitutes for PCBs. Limitations of 0.1 ug/l on the monthly average and 0.5 ug/l maximum at any time should be achievable (the ozonation-UV data so indicate) and are therefore proposed as new source standards for non-process wastewater discharges from transformer and capacitor manufacturers, and from discharges resulting from scrubber and quench water from incineretor operations. For the resons discussed above, no new source discharge of PCBs will be allowed which result from jeet ejectors of welding or plating operations.

The maximum daily permissable concentration is based upon an application factor of 5 times the maximum average monthly concentration factor. This is provided to take into account the fact that occasional daily concentrations may exceed the required maximum monthly average. They should not be allowed at any time to exceed the lowest feasible ceiling, however, and the Agency's information with respect to carbon adsorption and analogous treatment techniques indicate that a variability factor of 5 is achieveble and reasonable.

MONS 048767

To minimize total environmental burden, a further limitation is imposed on discharge, based upon weight per unit of production or use of PCBs expressed in terms of kilograms kgg) ;/kkg) per thousand kilograms (kg/kkg). The weight loading is tied to production or use levels to provide even handed treatment to small and large producers. The approach used to arrive at these weight loading figures was as follows. First, information was gathered concerning volumes of PCBs used at various plants. Where use information was unavailable, purchase volumes were used, which should be the same as or very close to use volumes. Next, the ratio of the volume of PCBs in the effluent to use volume was computed for the plants in kg/kkg. An average monthly concentration level was then applied based upon the proposed standards for existing and new source, including estimated PCB elimination from effluents based upon the control practices described previously. These computations were run for both capacitor manufacturing plants and transformer manufacturing plants. Based on these calculations, it can be reasonably expected that the following maximum monthly average daily weight loadings can be achieved: .0004 kg/kkg for existing sources and .00004 kg/kkg for new sources. An inherent limitation on these calculations is the fact that the volume and content of effluents likely to result

MUNS 048768

.0004 kg/1000 kg (at 100000 #/day rate produced)
.0004 lb/1000 lbs. = $.4 \times 10^{-4} \times 100 = 400 \times 10^{-4} = 0.04$ #/day

from compliance with the proposed standards are estimated. The estimates are believed to be both reasonable and conservative, however, the Agency hereby solicits any information relevant to these loading numbers.

Translating an ambient water criterion number to an end-of-the-pipe standard is at best an imprecise calculation. The dispersion and dilution factors discussed above are expected to lead as rapidly as feasible to the achievement of the degree of protection envisioned by the Act. The Agency recognizes, however, that there may be a few cases where, because of local receiving water conditions, notably with respect to hydrology, sufficient dispersion and dilution may not take place. To deal with such cases, Section 129.7 of Subpart A (the general provisions of Part 129; see standards proposed on _____, 1976, 41 F.R. _____) allows the applicable NPDES permit issuing authority to impose such more stringent effluent limitations as may be required in order to achieve or approach the ambient water criterion level, in this case .001 ug/l, at least beyond the boundaries of any applicable mixing zone. In additional, more stringent levels may be imposed to meet any applicable water quality standard, see Section 129.5(e). It is possible that an exercise of these

provisions could result in a plant closure. However, by allowing some consideration for technology in the initial standard-setting, even though consideration of ecological and health effects are predominant, the approach taken under these standards makes it reasonably probable that if there are to be any shutdowns, they will occur only after a site-specific examination, and only because of a failure to meet the safety requirements of Section 307(a).

(12) Subsequent Review of Standards

It continues to be the goal of the Agency to reduce the presence of PCBs in the environment to the greatest extent possible as rapidly as feasible, for all of the reasons outlined above. Indeed, as additional data becomes available to the Agency, it may be necessary to revise in subsequent proceedings both the standards and the ambient water criterion established pursuant to the present rulemaking in the direction of greater stringency in order to provide the degree of safety required by the Act.

The Agency is obliged to review and, where necessary, revise its Section 307(a) standards at least every three years.

Notice is hereby given of the Agency's intention to review the proposed standard one year following promulgation, with the expectation that industry will have made significant strides towards the development of reliable substitutes for PCBs, as well as in the field of control technology, so that a prohibition on all discharges of PCBs in any industrial effluent can be considered at that time, including sources not covered by the standards proposed at this time.

III. PUBLIC PARTICIPATION IN RULEMAKING PROCESS

A public hearing to consider the proposed effluent standards will be held pursuant to Section 307(a)(2) of the Act commencing_____, 1976, at_____AM/PM at _____. In accordance with the Agency's rules of practice governing public hearings on effluent standards for toxic pollutants, 40 C.F.R. Part 104 as amended, 41 F.R. 17898 et seq. (April 29, 1976), the first hearing day shall include a prehearing conference at the above time and place. All persons interested in participating in those hearings as objecting parties should refer to the amended rules of practice, 41 F.R. 17898 et seq., and should not rely on previous editions. Any person who has any objection to any standard proposed herein may file with the

Hearing Clerk (A-100), Room 1019 WSHE, U.S. Environmental Protection Agency, 401 M Street, SW., Washington, D.C. 20460, within 25 days of the date of this notice, a statement of objection in triplicate which shall meet all of the requirements of 40 C.F.R. Sections 104.3(a) and (b). The presiding officer may refuse to permit any person to participate in said hearing who fails to comply with any of the provisions of those sections.

In addition to the foregoing, any person interested in this proposed rulemaking but who does not participate as a party in the formal hearing may submit written comments to the Agency on the proposed rulemaking. Such comments should be filed in triplicate, if possible, and should be addressed to: Hearing Clerk (A-100), Room 1019 WSHE, U.S. Environmental Protection Agency, 401 M Street, SW., Washington, D.C. 20460. All comments which are received by the hearing clerk and which are postmarked on or before (thirty days following publication of this notice) shall become a part of the hearing record in the manner prescribed in 40 C.F.R. Section 104.3(d) and shall be considered by the Administrator prior to the promulgation of final standards.

Dated:

Administrator

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APPENDIX A 1184

1. Criteria Document for Polychlorinated Biphenyls (EPA, Ian C.T. Hisbet, Ph.D., 1976). 1187 1188

2. Criteria Documents for Toxic Pollutants (Introduction). 1190

3. PCBs In the United States Industrial Use and Environmental Distribution (Doc. No. EPA 560/6-76-005 February 25, 1976). 1192 1193 1193

4. Assessment of Wastewater Management, Treatment Technology and Associated Costs for Abatement of PCBs Concentrations in Industrial Effluents (Doc. No. EPA 560/6-76-006 February 3, 1976). 1195 1196 1197 1197

5. Conference Proceedings of the National Conference on PCBs (Doc. No. EPA 560/6-75-004; Conference held November, 1975; proceedings published March, 1976). 1199 1200 1201

6. Notice of Proposed Rulemaking: EPA Proposal of Toxic Pollutant Effluent Standards for Aldrin/Dieldrin, DDT 1203 1204

(DDD, DDE), Endrin and Toxaphene, 41 F.R. _____ (_____, 1976).

7. Jack W. Faucett Associates, Economic Impact Assessment of PCBs Regulations Proposed Under FWPCA §307(a) (1976).

MAY 26 1976

Subpart A of Part 129 is amended by adding a new subsection (f) to Section 129.4 to read as follows:

(f) Polychlorinated Biphenyls (PCBs) - polychlorinated biphenyls (PCBs) means a mixture of compounds composed of the biphenyl molecule which has been chlorinated to varying degrees.

Subpart A of Part 129 is amended by adding a new Section 129.105 to read as follows:

Section 129.105 Polychlorinated Biphenyls (PCBs)

(a) Specialized Definitions

(1) "PCB Manufacturer" means a manufacturer who produces, prepares or processes polychorinated biphenyls.

(2) "Electrial capacitor manufacturer" means a manufacturer who produces or assembles electrical capacitors in which PCB or PCB containing compounds are part of the dielectric.

MONS 048776

(3) "Electrical transformer manufacturer" means a manufacturer who produces or assembles electrical transformers in which PCB or PCB-containing compounds are part of the dielectric.

(4) The ambient water criterion for PCBs in navigable waters is 0.001 ug/l.

(b) PCB Manufacturer

(1) Applicability

(i) These standards or prohibitions apply to:

(A) all discharges of process wastes to the navigable waters, and

(B) all discharges from the manufacturing or incinerator areas, loading and unloading areas, storage areas, and other areas which are subject to direct contamination by PCBs as a result of

the manufacturing process, including but not limited to:

(1) stormwater and other runoff, and

(2) water used for routine cleanup or cleanup of spills.

(ii) These standards do not apply to stormwater runoff or other discharges from areas subject to contamination solely by fallout from air emissions of PCBs; or to stormwater runoff that exceeds that from the ten year 24-hour rainfall event.

(2) Analytical Method Acceptable - Environmental Protection Agency method specified in 40 CFR Part 136, except that a 1 liter sample size is required to increase analytical sensitivity.

(3) Effluent Standards

(i) Existing Sources - PCBs are prohibited in any discharges from any PCB manufacturer.

(ii) New Sources - PCBs are prohibited in any discharge from any PCB manufacturer.

(c) Electrical Capacitor Manufacturers

(1) Applicability

(i) These standards or prohibitions apply to:

(A) all discharges of process wastes to the navigable waters, and

(B) all discharges from the manufacturing or incineration areas, storage areas, and other areas which are subject to direct contamination by PCBs as a result of the manufacturing process, including but not limited to:

(1) stormwater and other runoff, and

(2) water used for routine cleanup or cleanup of spills.

(ii) These standards do not apply to stormwater runoff or other discharges from areas subject to contamination solely by fallout from air emissions of PCBs; or to stormwater runoff that exceeds that from the ten year 24-hour rainfall event.

(2) Analytical Method Acceptable - Environmental Protection Agency method specified in 40 CFR Part 136, except that a 1 liter sample size is required to increase analytical sensitivity.

(3) Effluent Standards

(i) Existing Sources

(A) PCBs are prohibited in all process wastes discharged to the navigable waters with the following exceptions:

(1) condensate from steam used in jet ejectors,

(2) rinsewater used in welding or plating operation, and

(3) scrubber and quench water from incinerator operations.

(B) in all other discharges (including each of the exceptions set forth in the preceding Section A)), PCBs shall not exceed a monthly average concentration of 1 ug/l, and shall not exceed a monthly average daily loading of 0.0004 kg/kkg of PCBs used, and shall not exceed 5 ug/l in a sample(s) representing any working day.

(ii) New Sources

(A) PCBs are prohibited in any process wastes discharged to the navigable

waters with the exception of scrubber and quench water from incinerator operations, and

(B) In all other discharges (including the exception set forth in the preceding Section (A)),, PCBs shall not exceed a monthly average concentration of 0.1 µg/l, and shall not exceed a monthly average daily loading of 0.00004 kg/kkg of PCBs used, and shall not exceed 0.5 µg/l in a sample(s) representing any working day.

(4) The standards set forth in this Subsection shall apply to the total combined weight or concentration of PCBs, excluding any associated element or compound,

(d) Electrical Transformer Manufacturing

(1) Applicability

(i) These standards or prohibitions apply to:

(A) all discharges of process wastes to the navigable waters, and

(B) all discharges from the manufacturing or incineration areas, loading and unloading areas, storage areas, and other areas which are subject to direct contamination by PCBs as a result of the manufacturing process, including but not limited to:

(1) stormwater and other runoff, and

(2) water used for routine cleanup or cleanup of spills.

(ii) These standards do not apply to stormwater runoff or other discharges from areas subject to contamination solely by fallout from air emissions of PCBs; or to stormwater

runoff that exceeds that from the ten year 24-hour rainfall event.

(2) Analytical Method Acceptable - Environmental Protection Agency method specified in 40 CFR Part 136, except that a 1 liter sample size is required to increase analytical sensitivity.

(3) Effluent Standards

(i) Existing Sources

(A) PCBs are prohibited in any process wastes discharged to the navigable waters, with the following exceptions:

(1) condensate from steam used in jet ejectors,

(2) rinsewater used in welding or plating operation, and

(3) scrubber and quench water from incinerator operations.

(B) in all other discharges (including each of the exceptions set in the preceding Section (A)), PCBs shall not exceed a monthly average concentration of 1 ug/l, and shall not exceed a montly average daily loading of 0.0004 kg/kkg of PCBs used, and shall not exceed 5 ug/l sample(s) representing any working day.

(ii) New Sources

(A) PCBs are prohibited in any process wastes discharged to the navigable waters with the exception of scrubber and quench water from incinerator operations, and

(B) in all other discharges (including the exception set forth in the preceding

Section (A)),, PCBs shall not exceed a monthly average concentration of 0.1 ug/l, and shall not exceed a monthly average daily loading of 0.00004 kg/kkn of PCBs used, and shall not exceed 0.5 ug/l in a sample(s) representing any working day.

(4) The standards set forth in this Subsection shall apply to the total combined weight or concentration of PCBs, excluding any associated element or compound.

FINAL REPORT

ASSESSMENT OF WASTEWATER MANAGEMENT, TREATMENT TECHNOLOGY, AND ASSOCIATED COSTS FOR ABATEMENT OF PCBs CONCENTRATIONS IN INDUSTRIAL EFFLUENTS

Task II

Contract No. 68-01-3759

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Office of Toxic Substances
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POLYCHLORINATED BIPHENYLS IN THE ENVIRONMENT

WITH RECOMMENDATIONS FOR CRITERIA FOR PCBs IN AMBIENT WATER

MONS 048788

TABLE OF CONTENTS

I. INTRODUCTION.....
I.1. Principal sources of information.....
I.2. Uses and releases of PCBs into the environment.....
I.3. PCB mixtures and contaminants: the problem of evaluation.....

II. CHEMICAL AND PHYSICAL PROPERTIES.....
II.1. Nomenclature of chlorobiphenyls and isomers.....
II.2. Manufacture and nomenclature of commercial PCB mixtures.....
II.3. Constitution of Aroclor mixtures.....
II.3.1. Molecular composition.....
II.3.2. Isomeric constitution.....
II.4. Constitution of other commercial mixtures.....
II.5. Occurrence of certain substitution patterns in PCB mixtures....
II.5.1. Adjacent unsubstituted positions.....
II.5.2. Number of ortho-chlorines.....
II.5.3. 4,4'-substitution.....
II.5.4. 3,4 - substitution.....
II.5.5. Toxic contaminants in commercial PCB mixtures.....
II.6. Physical properties of chlorobiphenyls and PCB mixtures.....
II.6.1. General properties.....
II.6.2. Vapor pressure and volatilization.....
II.6.2.1. Factors affecting the rate of volatilization.....
II.6.3. Solubility in water.....
II.6.4. Solubility in organic solvents and partitioning into lipids.....
II.6.5. Adsorption to soils, sediments, and particulates...
II.6.6. Concentration at the air-water interface.....
II.7. Physical properties of chlorinated dibenzofurans.....
II.8. Chemical properties of chlorobiphenyls and commercial mixtures.
II.8.1. General chemical stability.....
II.8.2. Photochemical reactions.....
II.8.3. Photochemical production and degradation of chlorinated dibenzofurans.....
II.8.4. Probable formation of PCDFs from PCBs in service...

III. TOXIC EFFECTS.....
III.1. Introduction.....
III.2. Effects on microbial systems.....
III.3. Effects on phytoplankton.....
III.4. Effects on aquatic invertebrates.....
III.4.1. Effects on fresh-water organisms.....
III.4.2. Effects on estuarine organisms.....
III.4.3. Effects on a marine invertebrate community.....
III.5. Effects on fish.....
III.5.1. Lethal concentrations of PCBs to fish.....
III.5.2. Effects on fish reproduction.....

MONS 048789

III.5.3. Other sublethal effects on fish.....
III.5.4. Effects on ATPase and osmoregulation.....
III.5.5. Effects of PCDFs on fish.....
III.6. Effects on birds.....
III.6.1. Lethal concentrations in diet: subacute and semi-chronic studies.....
III.6.2. Chick edema disease and the role of PCDFs in PCB toxicity.....
III.6.3. Porphyria and induction of ALA-synthetase.....
III.6.4. Effects on reproduction.....
III.6.4.1. Effects in chickens.....
III.6.4.2. Effects in pheasants.....
III.6.4.3. Effects in Mallards.....
III.6.4.4. Effects in Bobwhite Quail.....
III.6.4.5. Effects in Ring Doves.....
III.6.4.6. Effects in American Kestrels.....
III.6.4.7. Effects in Japanese Quail.....
III.6.4.8. Summary of effects on reproduction in birds.....
III.6.5. Liver and microsomal enzymes.....
III.6.6. Other toxic effects in birds.....
III.7. Toxic effects in mammals: acute and subacute studies.....
III.7.1. Acute toxicity.....
III.7.2. Subacute toxicity.....
III.8. Toxicity of PCDFs in mammals and the role of PCDFs in the toxicity of commercial PCBs.....
III.9. Chronic effects of PCBs in mammals and effects on reproduction.
III.9.1. Effects on rats.....
III.9.2. Effects on mice.....
III.9.3. Effects on dogs.....
III.9.3. Effects on non-human primates.....
III.9.4. Effects on mink.....
III.9.5. Effects on swine.....
III.9.6. Effects on rabbits.....
III.10. Enzyme induction and other effects on the liver.....
III.10.1. Effects on liver weight.....
III.10.2. Proliferation of smooth endoplasmic reticulum.....
III.10.3. Microsomal enzyme induction.....
III.10.4. Structure-activity relationships.....
III.10.5. Enzyme induction by Aroclor 1016.....
III.10.6. Enzyme induction by PCDFs.....
III.10.7. Synergistic effects on enzyme induction.....
III.10.8. Structural changes in liver.....
III.10.9. Changes in biochemical composition of the liver...
III.11. Induction of porphyria.....
III.12. Miscellaneous biochemical effects.....
III.12.1. Hypertriglyceridemia.....
III.12.2. Effects on the adrenal gland.....
III.12.3. Effects on thyroxine.....
III.12.4. Hematological effects.....
III.12.5. Enzyme inhibition.....

III.13. Immunosuppressive effects.....
III.14. Carcinogenic and co-carcinogenic effects.....
III.15. Mutagenic and teratogenic effects.....
III.16. Effects in humans.....
III.16.1. Chloracne.....
III.16.2. Yusho.....
III.16.3. Animal models for Yusho and chloracne.....
III.16.4. The role of PCDFs in the toxicity of PCBs to humans.....

IV. ENVIRONMENTAL FATE AND EFFECTS.....
IV.1. Persistence, metabolism and fate.....
IV.1.1. Persistence.....
IV.1.2. Differential persistence of lower and higher chlorinated biphenyls.....
IV.1.3. Metabolism.....
IV.1.4. Photodegradation.....
IV.1.5. Transport.....
IV.1.6. Fate.....
IV.2. Bio-accumulation and bio-magnification.....
IV.2.1. Mechanisms of uptake and accumulation.....
IV.2.2. Bio-accumulation in aquatic invertebrates.....
IV.2.3. Bio-accumulation in fish.....
IV.2.4. Bio-accumulation in modal aquatic ecosystems.....
IV.2.5. Storage and bio-magnification in birds.....
IV.2.6. Storage and bio-magnification in mammals.....
IV.2.7. Storage and bio-magnification in humans.....
IV.2.8. Bio-accumulation and bio-magnification in natural ecosystems.....
IV.3. Presence in the aquatic environment.....
IV.4. Effects on biota and natural ecosystems.....
IV.4.1. Effects observed in the laboratory.....
IV.4.2. Effects observed in the field.....
IV.5. Potential effects in the human population.....

V. CONSIDERATIONS UNDERLYING SELECTION OF CRITERIA.....
V.1. Critical toxicological effects: natural systems.....
V.2. Critical toxicological effects in mammals.....
V.3. Considerations underlying the selection of acceptable exposure levels.....
V.4. Differential toxicity of PCB components and mixtures.....
V.5. Formulation of criteria.....

APPENDIX A. The Chemistry of PCBs (Nutzinger, Safe & Zitko).

APPENDIX B. The Toxicity of Polychlorinated Polycyclic Compounds and Related Chemicals (Kimbrough).

APPENDIX C. Review of PCB Levels in the Environment (U.S. EPA, Office of Toxic Substances, Draft report).

APPENDIX D. Review of Carcinogenic and Co-Carcinogenic Effects of PCBs. D-74

APPENDIX E. Metabolism and Biodegradation.

APPENDIX F. Low-dose Risk Extrapolation for Carcinogenic Effects.