

Rulemaking, Agenda Item C

National Pollutant Discharge Elimination System Industrial Stormwater Discharge Permit No.1200-Z General Permit renewal

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DEQ Recommendation to the EQC

DEQ recommends that the Environmental Quality Commission adopt the proposed rules in Attachment A as part of Chapter 340 of the Oregon Administrative Rules for this rulemaking regarding the National Pollutant Discharge Elimination System Industrial Stormwater Discharge Permit No. 1200-Z General Permit renewal.

Language of Proposed EQC Motion:

"I move that the commission adopt the proposed rule amendments seen in Attachment A of this report as part of Chapter 340 of the Oregon Administrative Rules."

Overview

The 1200-Z industrial stormwater general permit regulates stormwater discharges from certain types of industrial facilities that may reach Oregon waterways, directly, or through a conveyance system such as ditches or storm drains. Over 860 current permit registrants discharge to 180 waterways throughout Oregon. Permit coverage is required based on the Standard Industrial Classification (SIC) code of each facility statewide, and for certain types of facilities that discharge into the Columbia Slough and the Portland Harbor Superfund site (as part of the source control effort for that cleanup). In general, the permit requires facilities to implement best management practices and control measures to reduce pollution in stormwater discharged from sites. All facilities are required to develop and implement site-specific stormwater pollution control plans, monitor stormwater discharged from each site, and install additional pollution controls if the sampling results do not meet targets.

The permit registrants include over 215 categories of industry and varying sizes of facilities ranging from less than one acre to over 100 acres. DEQ has required permits for industrial stormwater since 1991 as part of its responsibility to implement the federal Clean Water Act.

In August 2017, DEQ renewed the 1200-Z industrial stormwater general permit for a five-year term. DEQ subsequently received a petition to reconsider the permit from the Oregon Industrial Stormwater Group, a diverse group of permitted industries. In addition, a petition for review of the permit was filed in Multnomah County Circuit Court, by Columbia Riverkeeper and Northwest Environmental Defense Center.

Following negotiations with the parties, on Aug. 17, 2018, DEQ entered into a Consent Judgement and a Settlement Agreement with Northwest Environmental Defense Center, Columbia Riverkeeper and the Oregon Industrial Stormwater Group as an intervener regarding the 1200-Z industrial stormwater general permit renewal. In summary, DEQ committed to the following:

- By Oct. 31, 2018, issue a final revised 1200-Z permit in accordance with ORS 183.484(4) that affirms or modifies the 1200-Z issued on Aug. 1, 2017;
- By Oct. 30, 2020, release for public review and comment a revised draft 1200-Z permit and;
- By March 30, 2021, issue a final revised 1200-Z permit along with written responses to public comments received on the draft revised 1200-Z permit.

On Oct. 22, 2018, DEQ reissued the 1200-Z incorporating several short-term changes from the Settlement Agreement signed by the parties in August 2018. As part of that reissuance, DEQ committed to the following:

- A process for considering proposed numeric technology-based effluent limitations, or, alternatively, proposed numeric technology-based benchmarks for the pollutants copper, lead, zinc, and total suspended solids.
- A process to consider one or more proposed site-specific, TMDL-specific, or statewide numeric water quality-based effluent limitations, related to industrial stormwater discharges into impaired waters.

• Development of appropriate monitoring and reporting requirements to ensure and verify compliance at discharge point(s) identified in each permit registrant's stormwater pollution control plan.

DEQ established an advisory committee to provide input on the elements of the 1200-Z industrial stormwater general permit renewal associated with the Settlement Agreement. Specifically, DEQ sought input on the evaluations, methodologies, and appropriate scale for considering numeric water quality-based effluent limitations for impaired waters and numeric technology-based effluent limitations or benchmarks for copper, lead, zinc, and total suspended solids. The advisory committee also considered appropriate monitoring and reporting requirements in relation to effluent limitations or benchmarks.

DEQ had assistance on this permit renewal rulemaking from PG Environmental, a contractor that has national experience in industrial stormwater regulations, federal permitting regulations and the Clean Water Act. PG Environmental helped with a number of the data analyses and associated work for DEQ and the advisory committee to consider methodologies and appropriate scale for considering permit limits versus benchmarks as well as other technical elements associated with the permit renewal.

DEQ is proposing the following substantive changes to the permit:

- A new framework for managing elevated levels of copper, lead, zinc, iron, pH, and E. coli discharged to Category 5 waterways (waters listed under section 303(d) of the federal Clean Water Act as impaired for the applicable pollutant). The framework leads to water quality-based effluent limits if monitoring shows that impairment pollutants exceed concentrations derived from water quality standards.
- New requirements for permit applicants that discharge to Category 5 waters (303(d) listed impaired waterways).
- New requirements for facilities that divert stormwater from reaching surface waters to manage pollutant discharges through infiltration devices.
- Changes in monitoring requirements for all current and future permit registrants, based on Oregon's water quality standards.
- Decreased impairment monitoring where several years of industrial stormwater monitoring data show that discharges are meeting water quality criteria.
- Changes in statewide benchmarks for copper, lead, zinc, and biochemical oxygen demand (BOD₅) benchmark concentration applicable to Columbia Slough dischargers.
- Expanded regulated area for transportation sector facilities exposed to industrial activities.
- Requiring all facilities to use DEQ's new Environmental Data Management System, Your DEQ Online.

Statement of Need

What need would the proposed rule address?

This rulemaking is to issue a revised 1200-Z industrial stormwater general permit by March 30, 2021, in accord with the Consent Judgement and Settlement Agreement between DEQ, Columbia Riverkeeper, Northwest Environmental Defense Center, and Oregon Industrial Stormwater Group.

How would the proposed rule address the need?

The proposed rule would establish the revised permit in rule. This is the first water quality general permit that DEQ is proposing to issue via rule since the authorizing statute (ORS 468B.050) was updated in 2005 to expressly allow general permits to be issued by order or rule.

How will DEQ know the rule addressed the need?

By evaluating the implementation of the 1200-Z industrial stormwater general permit over the next five-year permit cycle. DEQ expects the permit to be both protective and implementable.

Rules Affected, Authorities, Supporting Documents

Lead division

Water Quality Division

Program or activity

Stormwater program

Chapter 340 action

Amend	
OAR Proposed change	
	(11) add the following: (g) NPDES 1200-Z Industrial Stormwater General Permit (issued insert date)

Statutory Authority – ORS			
468.020	468.065	468B.035	468B.025

Statutes Implemented – ORS			
468.065	468B.015	468B.035	468B.050

Documents relied on for this rulemaking

Document title	Document location
Title	Link or office address
Contractor: PG Environmental Resource Documents Available by Request	www.pgenv.com Phone: 703-956-1956
National Academies of Science Report	https://www.nap.edu/catalog/25355/improving-the-epa-multi-sector-general-permit-for-industrial-stormwater-discharges
Advisory Committee Meeting Materials Posted online	https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx
Multi-Sector General Permit for Stormwater Discharges Associated with Industrial Activity, 2015 permit and fact sheet, EPA	https://www.epa.gov/npdes/stormwater-discharges-industrial-activities

Document title	Document location
Multi-Sector General Permit for Stormwater Discharges Associated with Industrial Activity, proposed 2020, EPA: Proposed 2020 MSGP (Permit Part 1-9) Proposed 2020 MSGP Appendix A-P Proposed 2020 MSGP draft Appendix Q Proposed 2020 MSGP Fact Sheet	https://www.epa.gov/npdes/proposed-2020-msgp-public-comment
Multi-Sector General Permit for Stormwater Discharges Associated with Industrial Activity, Final 2021, EPA: 2021 MSGP (Permit Part 1-9) 2021 MSGP Fact Sheet	https://www.epa.gov/npdes/stormwater-discharges-industrial-activities-epas-2021-msgp
TABLE 30: Aquatic Life Water Quality Criteria for Toxic Pollutants OAR 340-041- 8033	https://secure.sos.state.or.us/oard/viewSingle Rule.action?ruleVrsnRsn=256054
NPDES Permit Writers' Manual, 2010, EPA	https://www.epa.gov/npdes/npdes-permit- writers-manual
Interim Permitting Approach For Water Quality-Based Effluent Limitations In Storm Water Permits, 1996, EPA	https://www.federalregister.gov/documents/ 1996/08/26/96-21671/interim-permitting- approach-for-water-quality-based-effluent- limitations-in-storm-water-permits
National Pollutant Discharge Elimination System Storm Water Implementation Package, 1991,EPA Proposed Rule and Draft General Permits	https://nepis.epa.gov/Exe/ZyPDF.cgi/91022 RY4.PDF?Dockey=91022RY4.PDF
EPA Memorandum: Compliance Schedules for Water Quality-Based Effluent Limitations in NPDES Permits, 2007	https://www.epa.gov/sites/production/files/2 015- 09/documents/memo_complianceschedules_may07.pdf
EPA's Combined Sewer Overflow Control Policy, 1994	https://www.epa.gov/npdes/combined- sewer-overflows-csos
Establishing Total Maximum Daily Load (TMDL) Wasteload Allocations (WLAs) for Storm Water Sources and NPDES Permit Requirements Based on Those WLAs, 2014, EPA	https://www.epa.gov/tmdl/establishing-total- maximum-daily-load-tmdl-wasteload- allocations-wlas-storm-water-sources-and
Compliance Schedules in NPDES permits, 2010, DEQ Internal Management Directive	https://www.oregon.gov/deq/Data-and- Reports/Pages/imd.aspx

Document title	Document location
The Use of Significant Figures and Rounding Conventions in Water Quality Permitting, 2012, DEQ Internal Management Directive	https://www.oregon.gov/deq/Data-and-Reports/Pages/imd.aspx
Reasonable Potential Analysis IMD Memo, 2011 Reasonable Potential Analysis for Toxics v.3.8	https://www.oregon.gov/deq/Data-and- Reports/Pages/imd.aspx
Oregon Bacteria Rule: Bacteria Criteria for Marine and Estuarine Waters, 2011, DEQ Internal Management Directive	https://www.oregon.gov/deq/Data-and- Reports/Pages/imd.aspx
DEQ webpage and associated documents from Water Quality Standards Revisions for Bacteria, Aug. 2016 rulemaking	https://www.oregon.gov/deq/wq/Pages/WQ-Standards-Bacteria.aspx
DEQ webpage and associated documents from Arsenic, Iron and Manganese Rulemaking, April 2011	https://www.oregon.gov/deq/wq/Pages/WQ-Standards-Metals.aspx
The Feasibility of Numeric Effluent Limits Applicable to Discharges of Storm Water Associated with Municipal, Industrial and Construction Activities: Storm Water Panel Recommendations to the California State Water Resources Control Board, 2006	https://www.waterboards.ca.gov/water_issue s/programs/stormwater/docs/numeric/swpan el_final_report.pdf
Evaluation of Washington's Industrial Stormwater General Permit, 2006, prepared by EnviroVision and Herrara Environmental Consultants	http://ruby.fgcu.edu/courses/twimberley/101 99/stormwater.pdf
Washington State Ecology's Industrial Stormwater General Permit documents, 2020 and 2015	https://ecology.wa.gov/Regulations- Permits/Permits-certifications/Stormwater- general-permits/Industrial-stormwater- permit
2018 Industrial General Permit Amendment Documents for Board Adoption, CA Water Boards	https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx
PG Environmental, EPA Contractor Work Agreement: Contract EP-C-16-003, June 2020 Advisory Committee Meeting 2 Summary, Appendix A	https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx

Document title	Document location
Clean Water Act section 301(b)(1)(C) and 40 CFR 122.44(d), Federal regulations for numeric effluent limitations Advisory Committee Meeting 4 Summary, Appendix A	https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx
States' monitoring and reporting frequencies comparison Advisory Committee Meeting 4 Summary, Appendix A	https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx

Fee Analysis

This rulemaking does not involve fees.

Statement of Fiscal and Economic Impact

Fiscal and Economic Impact

The proposed 1200-Z industrial stormwater general permit will impact current and future permit registrants in different ways based on how each proposed permit change relates to each facility. DEQ does not have specific information accessible regarding each of the 860-plus current permit registrants to determine the fiscal impacts to particular registrants. However, the proposed permit will likely increase some costs for many of the 1200-Z industrial stormwater general permit registrants and lower other costs as described below.

The specific fiscal impact of the proposed permit to each facility with current permit coverage will be based on a number of facility-specific factors including:

- The location of each facility's discharge and the list of impairments for that waterbody based on the 2018/2020 Integrated Report.
- The current geometric mean for each statewide benchmark at each facility and if that level is above or below the proposed benchmark, impairment pollutant targets or water quality-based effluent limits in the permit.
- Best management practices, controls, operation and maintenance procedures, and corrective actions already implemented and installed at facilities, and any new measures required to meet permit terms.
- The Standards Industrial Classification (SIC) code and specific sector each facility is identified as, as well as receiving waterbody.
- How each facility implements the current permit and site-specific stormwater pollution control plan, specifically as it relates to good housekeeping, best management practices, and source and operational control activities.

Statement of Cost of Compliance

The proposed permit will have fiscal and economic impacts on businesses, state and federal agencies, units of local governments, and the public. DEQ is unable to quantify the specific impacts of the proposed changes at this time due to the following:

- DEQ does not know which or how many facilities will have exceedances of statewide benchmark levels, impairment pollutant targets, or water quality-based effluent limits at the time of the permit renewal and when monitoring occurs.
- Facilities that previously had benchmark or impairment exceedances under the current or previous permit(s) may have resolved the issue(s) causing the elevated pollutant level(s).
- DEQ does not know what additional actions each facility will need to evaluate the sources of the pollutions and options to reduce them.
- DEQ does not have accessible information to determine what actions are currently
 occurring at each facility that could be modified or enhanced to meet the new
 requirements.

While DEQ does know the status of compliance for recently inspected facilities, DEQ cannot determine how all facilities are complying with the current permit. Therefore, the costs associated to comply with the proposed permit requirements are unknown. DEQ anticipates that facilities in full compliance with all current permit requirements are likely to have less fiscal impacts than facilities not currently meeting the requirements of the current permit.

DEQ does expect fiscal impacts from proposed monitoring requirements at each facility, the follow-up actions required based on the monitoring results, the new requirements for facilities that divert stormwater from reaching surface waters, the requirements for new permit applicants, or the use of the new environmental data management system. The following changes may impact facilities by increasing or decreasing costs:

Monitoring

Category 5: 303(d) list pollutants

DEQ anticipates the majority of facilities will have some decreased costs associated with monitoring. This is the case in part, because DEQ is proposing to reduce the impairment pollutant monitoring to only the pollutants that have been determined to have a reasonable potential to discharge from industrial facilities in Oregon. This is a reduction in 38 pollutants that will no longer be required to be monitored. In addition, some impairment pollutants that facilities have monitored for many years have not been detected and the permit will discontinue monitoring requirements for those pollutants such as pesticides, like aldrin, and dieldrin. In some cases, the cost savings will be significant, considering laboratory analysis for some pollutant suites can cost more than \$200.

Monitoring waiver - discontinue sampling

The proposed rules would base the amount of consecutive samples under the geometric mean, a special type of average that tends to dampen the effect of very high or low values and is an appropriate measure of stormwater discharges given their highly variable nature, needed to qualify for a monitoring waiver to be increased from four samples to five samples. That means that facilities would have additional monitoring costs to be able to qualify for a monitoring waiver for this specific requirement. In order to be able to improve analytical trends, the monitoring waiver will no longer be extended to the end of the permit cycle. Instead, facilities will reinstate benchmark monitoring during the last year of the permit cycle.

Sector-specific monitoring

Some facilities may have increased or decreased pollutant monitoring costs based on the sector–specific requirements identified in the federal multi-sector general permit that DEQ proposes to continue using in this permit renewal.

The costs for analyzing water samples averages at \$25.28 per pollutant with a high range around \$218.25, for some hydrocarbons.

Mass reduction waivers

Facilities that have infiltration devices that reduce the mass of pollutants discharged by diverting a portion of their discharge from reaching surface waters under the current or prior permit, will have additional costs to hire a professional engineer to certify that that the system designed, implemented, and maintained still functions as planned. This is important to ensure that the mass reduction devices infiltrating stormwater and reducing discharge of pollutants planned for at each site are effective. The cost for a professional engineer is approximately \$179 per hour. DEQ does not know how many hours of work this will take nor how many facilities currently may infiltrate, divert, reuse, store, evaporate, or send stormwater to a sanitary sewer.

Pollutant reductions

Facilities with monitoring results for pollutants in the proposed permit that are over the benchmark levels may have increased costs for implementing additional best management practices, corrective actions, and treatment, to reduce pollutant levels under the Tier 1 and Tier 2 corrective action levels. Although there may be an added cost to facilities unable to meet the benchmarks targets that have changed, facilities have been required to meet many of the pollutant reduction concentrations in the previous two permit cycles. Those facilities that have not installed appropriate controls to meet benchmarks may have additional costs associated with prescriptive source and operation controls. However, DEQ anticipates little or no costs for facilities that have installed controls that comply with current permit requirements. DEQ is unable to quantify the costs for pollution reductions for each facility without knowing the facility-specific current best management practices and any treatment systems currently implemented at each site. DEQ's new environmental data management system will allow DEQ and the permit registrants to track the best management practices implemented at each facility, and the effectiveness of each best management practice over time.

DEQ is proposing a framework for managing elevated levels of copper, lead, zinc, iron, pH, and E. coli, discharged to waterways impaired for those pollutants and do not have a Total Maximum Daily Load. The proposed framework will require increased response actions to elevated levels of those pollutants, and may result in narrative and numeric water quality-based effluent limits for facilities. The proposed permit language allows for existing facilities subject to numeric water quality-based effluent limits to be given a two-year compliance schedule to install needed controls to meet the numeric effluent limit. This condition includes reporting milestones and site improvement costs. Facilities with elevated levels of impairment pollutants that discharge into waterbodies that are water quality limited for these pollutants will likely have increased costs associated with the new requirements. These costs may be in the range of tens of thousands of dollars based on input from the Fiscal Advisory Committee.

New applicants

New permit applicants with facilities discharging to impaired waters for pollutants shown to be a concern from industrial sites will need to provide additional information in the permit application to quality for permit coverage. The additional information may require more upfront costs associated with the permit applications that have discharge data indicating

elevated pollutant concentrations above the water quality standards. These facilities will not be eligible for coverage under the general permit and will need to apply for an individual permit.

Your DEQ Online

Implementing DEQ's new electronic environmental data management system, Your DEQ Online, will increase efficiency and timeliness for both DEQ and the facilities with 1200-Z permit coverage, over time. The data management system will also reduce the costs currently associated with paper processing, mailing of hard copy discharge monitoring reports, associated quarterly laboratory reports, required Tier 2 reports, and monitoring waiver requests for facilities and DEQ. DEQ is scheduling Your DEQ Online for industrial stormwater permit registrants beginning in 2021.

State and federal agencies

There are currently two state agencies with permit coverage for four facilities across the state. Three of those facilities are airports the Oregon Department of Aviation manages and the other is an Oregon Air Nation Guard facility the Oregon Military Department manages. There is one federal facility managed by the U.S. Army Corps of Engineers with permit coverage.

The impacts to these agencies are the same as the impacts to all permit registrants, as discussed throughout this document.

DEQ

The new requirements will likely increase DEQ's workload. The increased workload may arise specifically when sites are required to submit reports associated with mandatory water quality-based effluent limits, Professional Engineer stamped mass reduction waiver requirements, and compliance schedules. DEQ anticipates added technical assistance in response to new permit conditions, including the proposed new numeric water quality-based effluent limits for discharges to Category 5: 303(d) listed waters and associated compliance schedules applicable to discharge monitoring results that cannot immediately comply with the limits. Depending on facilities' level of ability to meet monitoring concentrations and stay in compliance with their permit, there is an option that DEQ will need to respond with formal enforcement to discharge violations. That said, DEQ expects a number of efficiencies with implementing Your DEQ Online, including time savings associated with processing, reviewing, and responding to discharge monitoring reports, corrective action reports, and monitoring waiver requests.

Local governments

There are 50 local government permit registrants with coverage under the 1200-Z permit. These facilities include wastewater treatment plants, landfills and transfer stations, port facilities, airports, industrial parks, and regional transportation related facilities.

The impacts to the local governments are similar to all permit registrants identified throughout this document.

Public

The public will have more information directly available to them with the implementation of Your DEQ Online, including the location of facilities with permit coverage, the stormwater discharge locations, monitoring results, and the stormwater pollution control plans implemented at all sites with permit coverage. While all of this information is currently available through public records requests, the process often takes two weeks.

DEQ takes into consideration environmental and human health impacts when proposing new permit requirements. The associated costs or benefits from the permit changes are unknown.

Large businesses – businesses with more than 50 employees

DEQ does not know the exact impacts of the proposed permit requirements on large businesses. However, as stated, the cost to comply with the proposed permit will be based on facility specific information. DEQ will begin tracking this information when it implements its environmental management data system.

For large businesses, the cost to comply with the proposed rules is identical to costs for all permit registrants, large and small, described throughout this document.

Small businesses – businesses with 50 or fewer employees

As is the case for all permit registrants, the extent of the small business fiscal impact is unknown and cannot be accurately quantified. DEQ estimates approximately 166 of the 863 permit registrants are small businesses.

- a. Estimated number of small businesses and types of businesses and industries with small businesses subject to proposed rule.
- DEQ estimates the approximate number of small businesses that may be impacted by the proposed permit is approximately 166 permit registrants.
- b. Projected reporting, recordkeeping and other administrative activities, including costs of professional services, required for small businesses to comply with the proposed rule.

DEQ generally anticipates that most permit registrants will have similar recordkeeping and other administrative activities and costs to those under the current permit. The exception for all permit holders will be the change to electronic reporting and the option for electronic record keeping instead of mailed hard copies and paper documents. This change should reduce costs for permit holders who no longer print, mail, and manage paper files onsite.

c. Projected equipment, supplies, labor and increased administration required for small businesses to comply with the proposed rule. Same as above.

d. Describe how DEQ involved small businesses in developing this proposed rule.

DEQ requested input from the Oregon Business and Industry Association when establishing the advisory committee for this rulemaking. While there was not a representative specifically for small businesses, a number of the individual advisory committee members work with or represent permit registrants that include small businesses.

Documents relied on for fiscal and economic impact

Document title	Document location
DEQ's Water Quality SIS Database for permit registrants	DEQ
Oregon's 2018/2020 draft Integrated Report	https://www.oregon.gov/deq/wq/Pages/2018- Integrated-Report.aspx
Cost Impact Analysis for the Proposed 2020 Multi-Sector General Permit (MSGP)	https://www.epa.gov/sites/production/files/2020-02/documents/final_proposed_2020_msgpcost_analysis.pdf
U.S. Bureau of Labor Statistics	https://www.bls.gov/oes/current/oes_nat.htm
Oregon Department of Employment	DEQ

Advisory committee fiscal review

DEQ appointed an advisory committee.

As ORS 183.33 requires, DEQ asked for the committee's recommendations on:

- Whether the proposed rules would have a fiscal impact
- The extent of the impact
- Whether the proposed rules would have a significant adverse impact on small businesses; if so, then how DEQ can comply with ORS 183.540 to reduce that impact

The committee reviewed the draft fiscal and economic impact statement and documented its recommendations in the approved minutes dated June 17, 2020, online: https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx under 1200-Z Permit Rulemaking Advisory Committee Meetings

The committee determined the proposed rules would have an impact on small and large businesses in Oregon. Brief summaries of comments about the fiscal impact included:

- An increase in monitoring requirements will increase costs associated with monitoring
- Cost increases are significant for proposed requirements for mass reduction systems to be verified by a certified professional engineer

As ORS 183.333 and 183.540 require, the committee considered how DEQ could reduce the rules' fiscal impact on small business by:

Recommendation to consider adding flexibility in how to resolve mass reduction system issues

Housing cost

As ORS 183.534 requires, DEQ evaluated whether the proposed rules would have an effect on the development cost of a 6,000-square-foot parcel and construction of a 1,200-square-foot detached, single-family dwelling on that parcel. DEQ determined the proposed rules will not affect development costs, because this permit is for industrial stormwater facilities and not single-family dwellings.

Federal Relationship

ORS 183.332, 468A.327 and OAR 340-011-0029 require DEQ to attempt to adopt rules that correspond with existing equivalent federal laws and rules unless there are reasons not to do so.

DEQ has administered industrial stormwater general permits since 1991. The overall intent of the permits has remained the same, to reduce pollution levels in stormwater discharged into Oregon's waterways from industrial sites. Federal regulations require stormwater discharges associated with specific categories of industrial activity to be covered under NPDES permits.

DEQ's 1200-Z industrial stormwater general permit framework requires all facilities to monitor their stormwater, develop and keep up to date a pollution control plan specific to their facility and install additional pollution controls if sampling does not meet targets. The permit also has specific requirements for different industrial activities based on Standard Industrial Classification codes adopted from the federal permit. DEQ's industrial stormwater general permit has always and will continue to be specific to Oregon to ensure the appropriate water quality standards, total maximum daily loads, water quality monitoring data, industrial activities and associated stormwater discharges are taken into consideration. This proposed rule and permit has permit requirements that are different from and in addition to the federal Multi-Sector General permit, which is EPA's industrial stormwater general permit for locations that EPA regulates.

There are public health, environmental, scientific, economic, technological and administrative reasons that DEQ is proposing an industrial stormwater general permit that has requirements that are in addition to EPA's permit. DEQ uses Oregon-specific water quality standards, monitoring data, the most recent Integrated Report and associated water assessment and list of impaired waterbodies, total maximum daily loads that have waste load allocations for industrial stormwater, information associated with cleanup sites as well as the types of industries in Oregon to develop appropriate permit conditions. In addition, during permit development, DEQ considered information associated with the fiscal impact statement and an assessment of what has worked and not during implementation of prior permits for the regulated community as well as DEQ. EPA's permit does not include any of the state-specific information listed above.

Due to the Oregon-specific considerations, the proposed permit has benchmarks, water quality-based effluent limitations and monitoring specific to Oregon. In addition, the proposed final permit continues specific requirements for industrial sites that discharge into the Columbia Slough to implement the wasteload allocations for the total maximum daily load. The proposed final permit also continues more stringent requirements for discharges to the Portland Harbor Superfund site to ensure stormwater is not a source of recontamination. The proposed permit also includes industry-specific federal requirements.

DEQ considered several alternatives to the proposed permit conditions and did not adopt them due to feedback from the advisory committee, the public comments received, the need

to ensure the permit is Oregon-specific and the ability to implement the permit by the permit registrants and DEQ.

Land Use

In adopting new or amended rules, ORS 197.180 and OAR 340-018-0070 require DEQ to determine whether the proposed rules significantly affect land use. If so, DEQ must explain how the proposed rules comply with statewide land-use planning goals and local acknowledged comprehensive plans.

Under OAR 660-030-0005 and OAR 340 Division 18, DEQ considers that rules affect land use if:

- The statewide land use planning goals specifically refer to the rule or program, or
- The rule or program is reasonably expected to have significant effects on:
 - o Resources, objectives or areas identified in the statewide planning goals, or
 - o Present or future land uses identified in acknowledged comprehensive plans

DEQ determined whether the proposed rules involve programs or actions that affect land use by reviewing its Statewide Agency Coordination plan. The plan describes the programs that DEQ determined significantly affect land use. DEQ considers that its programs specifically relate to the following statewide goals:

Goal	Title
5	Open Spaces, Scenic and Historic Areas, and Natural Resources
6	Air, Water and Land Resources Quality
9	Ocean Resources
11	Public Facilities and Services
16	Estuarial Resources

Statewide goals also specifically reference the following DEQ programs:

- Nonpoint source discharge water quality program Goal 16
- Water quality and sewage disposal systems Goal 16
- Water quality permits and oil spill regulations Goal 19

Determination

While the proposed rule significantly affects land use, DEQ's existing land use compatibility procedures adequately cover the proposed rules. Existing EQC rules require DEQ to determine compliance with local government acknowledge comprehensive plans prior to the issuance of NPDES permits. OAR 340-018-0030(5)(d); 340-018-0050. For this reason, 1200-Z permit applications require a Land Use Compatibility Statement to be signed by the local land use authority confirming that the activity or use is compatible with the acknowledged comprehensive plan and land use regulations prior to issuing permit coverage.

EQC Prior Involvement

DEQ shared information with the EQC about this rulemaking through an informational item on Friday, Nov. 15, 2019, at the EQC meeting in Portland, Oregon. The memorandum is online here: https://www.oregon.gov/deq/EQCdocs/11152019 ItemJ 1200z.pdf

DEQ's director shared information with the EQC about this rulemaking as part of the director's report in September 2020.

https://www.oregon.gov/deg/about-us/eqc/Pages/09172020.aspx

DEQ Water Quality division administrator and water quality manager shared information about this rulemaking with the EQC in January 2021.

https://www.oregon.gov/deq/about-us/eqc/Pages/01212021.aspx

Advisory Committee

Background

DEQ convened a 1200-Z Industrial Stormwater Permit Renewal Rulemaking advisory committee. The committee included representatives from small and large businesses, local government, and private industry. The committee met seven times. The committee's web page is online: https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx

The committee members were:

1200-Z Industrial Stormwater Permit Renewal Rulemaking Advisory Committee		
Name	Representing	
Ada Banasik	Maul Foster & Alongi, Inc.	
Alan Flemming	Kennedy/Jenks Consultants, Inc.	
Norma Job	Ash Grove Cement Company	
Chris Rich	Perkins Coie, LLP	
Jamie Saul	Columbia Riverkeeper	
Jonah Sandford	Northwest Environmental Defense Center	
Debbie Deetz Silva	EVRAZ NA	
Kathryn VanNatta	Northwest Pulp and Paper Association	
Michael Campbell	Stoel Rives, LLP	
Stacy Hibbard	City of Portland, Bureau of Environmental Services	

Meeting notifications

To notify people about the advisory committee's activities, DEQ:

- Sent GovDelivery bulletins, a free e-mail subscription service, to the following lists:
 - Subscribers of Rulemaking and Stormwater (10,640 recipients)
- People who signed up for the advisory committee bulletin
- Added advisory committee announcements to DEQ's calendar of public meetings at <u>DEQ</u> Calendar

In addition to the recommendations described under the Statement of Fiscal and Economic Impact section above, the committee covered topics that included an introduction to the rulemaking scope and purpose. The committee discussions included topics such as numeric water quality—based effluent limits, DEQ's draft 2018/2020 Integrated Report and delistings, technology-based effluent limitations, Columbia Slough Biochemical Oxygen Demand benchmark, sector-specific and impairment monitoring recommendations, surrogate pollutant assessment, water quality-effluent limit methodology, benchmark

methodology and daft permit language. Advisory committee members provided input and recommendations throughout the rulemaking process.

Committee discussions

Meeting minutes and recordings are available by request from DEQ or from the advisory committee webpage at:

https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx

Tribal Governments

In July 2019, Director Whitman sent letters to the chairpersons of the nine federally recognized tribal governments in Oregon, the Yakama Nation and the Nez Perce Tribe regarding this rulemaking. The letters included a brief summary of the planned work and process, an invitation to consult on the rulemaking and offer to engage on the permit renewal.

In January 2020, Director Whitman sent his annual letter to the tribal chairpersons to the nine federally recognized tribes in Oregon. The letters included a list of active rulemakings, and an offer to engage and/or answer any questions on any of them. The 1200-Z permit renewal rulemaking was on the list.

Public Engagement

DEQ provided notice of the proposed rulemaking and rulemaking hearing by:

- On Aug. 17, 2020, filing notice with the Oregon Secretary of State for publication in the September 2020 Oregon Bulletin
- Notifying the EPA by mail
- Posting the Notice and draft rules on the web page for this rulemaking, located at: https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx
- Posting notice of the rulemaking on the webpage for this permit: https://www.oregon.gov/deq/wq/wqpermits/Pages/Stormwater-Industrial.aspx
- Emailing approximately 2,400 interested parties on the 1200-Z industrial stormwater newsletter through GovDelivery
- Emailing approximately 13,493 interested parties on the following DEQ lists through GovDelivery:
 - Rulemaking
 - Stormwater
- Emailing the following key legislators required under ORS 183.335:
 - Senator Michael Dembrow, Chair of Senate Committee on Environment and Natural Resources
 - Senator Alan Olsen, Vice-chair of Senate Committee on Environment and Natural Resources
 - Representative Ken Helm, Chair of House Committee on Water
 - Representative Gary Leif, Vice-chair of House Committee on Water
 - Senator Kathleen Taylor, Co-Chair of Joint Committee on Ways and Means Subcommittee on Natural Resources
 - Representative Jeff Reardon Co-Chair of Joint Committee on Ways and Means Subcommittee on Natural Resources
- Emailing advisory committee members,
- Posting on the DEQ event calendar: DEQ Calendar

Public Hearing

DEQ held an informational webinar on Sept. 29, 2020, and one public hearing on Oct. 30, 2020. DEQ received three (3) verbal comments at the hearing. Later sections of this document include a summary of the written comments received during the public comment period, DEQ's responses, and a list of the commenters. Original comments are on file with DEQ.

Presiding Officers' Record

Date	Oct. 30, 2020
Place	Virtual using Zoom
Start Time	12 p.m.
Ending Time	12:23 p.m.
Presiding Officer	Michele Martin

Presiding Officer:

The presiding officer convened the hearing, summarized procedures for the hearing, and explained that DEQ was recording the hearing. The presiding officer asked people who wanted to present verbal comments to sign the registration list, or if attending by phone, to indicate their intent to present comments. The presiding officer advised all attending parties interested in receiving future information about the rulemaking to sign up for GovDelivery email notices.

As Oregon Administrative Rule 137-001-0030 requires, the presiding officer summarized the content of the rulemaking notice.

People attended the hearing virtually. Three people commented orally and zero people submitted written comments at the hearing itself.

Summary of Public Comments and DEQ Responses

Public comment period

DEQ accepted public comment on the proposed rulemaking from Aug. 17, 2020, until 4 p.m. on Oct. 30, 2020.

For public comments received by the close of the public comment period, DEQ's responses are in Attachment D. DEQ describes the changes made to the draft permit in response to comments in the same document. A compilation of original comments can be found in Attachment E.

Implementation

Notification

DEQ will notify affected parties by posting the final permit on the industrial stormwater website, sending out an email to all who subscribe to DEQ's industrial stormwater newsletter and tailored letters to all industrial stormwater permit registrants regarding the new permit and monitoring requirements.

Compliance and enforcement

- Affected parties –All 1200-Z industrial stormwater general permit registrants.
- DEQ staff All DEQ industrial and construction stormwater staff and managers and the Office of Compliance and Enforcement staff and manager.
- DEQ local public agencies acting as DEQ's agents Bureau of Environmental Services City of Portland, City of Eugene and Clean Water Services.

Measuring, sampling, monitoring and reporting

- Affected parties All 1200-Z industrial stormwater general permit registrants, staff that implement the permit, laboratories and consultants.
- DEQ All DEQ industrial and construction stormwater staff and managers.
- DEQ local public agencies acting as DEQ's agents Bureau of Environmental Services City of Portland, City of Eugene and Clean Water Services.

Systems

- Websites:
 - DEQ's industrial stormwater website https://www.oregon.gov/deq/wq/wqpermits/Pages/Stormwater-Industrial.aspx
 - DEQ's 1200-Z Industrail Stormwater Discharge Permit Renewal rulemaking page:
 https://www.orggon.gov/deg/Pagulations/rulemaking/Pagas/r120
 - https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx
- Database WQSIS and EDMS/Your DEQ Online
- Invoicing Water Quality Program Invoicing

Training

Affected parties – All 1200-Z industrial stormwater general permit registrants, agents, consultants and interested parties. DEQ will host online trainings regarding the new permit and the new electronic permitting system, Your DEQ Online. DEQ will also develop and update appropriate fact sheets and other technical assistance documents to be posted on DEQ's industrial stormwater webpage.

• DEQ staff – The Senior Stormwater Permit Writer will host a series of online trainings and develop and update implementation documents for DEQ staff and agents that implement the permit.

Five-Year Review

Requirement

Oregon law requires DEQ to review new rules within five years after EQC adopts them. The law also exempts some rules from review. This rule adoption is for an NPDES permit with a five-year term. As such, DEQ anticipates that the permit will be updated within a similar timeframe as the five-year review requirement.

Exemption from five-year rule review

The Administrative Procedures Act exempts all of the proposed rules from the five-year review because the proposed rules would:

• Amend or repeal an existing rule. ORS 183.405(4).

Accessibility Information

You may review copies of all documents referenced in this announcement at: Oregon Department of Environmental Quality 700 NE Multnomah St., Ste. 600 Portland, OR, 97232

To schedule a review of all websites and documents referenced in this announcement, contact Krista Ratliff, <u>Ratliff.krista@deq.state.or.us</u> (866-863-6668, ext. 2033 toll-free in Oregon).

DEQ can provide documents in an alternate format or in a language other than English upon request. Call DEQ at 800-452-4011 or email deqinfo@deq.state.or.us.

Supporting Documents

Documents relied on for this rulemaking			
Document title	Document location		
Contractor: PG Environmental Resource Documents Available by Request	<u>www.pgenv.com</u> Phone: 703-956-1956		
National Academies of Science Report	https://www.nap.edu/catalog/25355/improving- the-epa-multi-sector-general-permit-for- industrial-stormwater-discharges		
Advisory Committee Meeting Materials Posted online	https://www.oregon.gov/deq/Regulations/rulema king/Pages/r1200Z.aspx		
Multi-Sector General Permit for Stormwater Discharges Associated with Industrial Activity, 2015 permit and fact sheet, EPA	https://www.epa.gov/npdes/stormwater-discharges-industrial-activities		
Multi-Sector General Permit for Stormwater Discharges Associated with Industrial Activity, proposed 2020, EPA: Proposed 2020 MSGP (Permit Part 1-9) Proposed 2020 MSGP Appendix A-P Proposed 2020 MSGP draft Appendix Q Proposed 2020 MSGP Fact Sheet	https://www.epa.gov/npdes/proposed-2020-msgp-public-comment		
Multi-Sector General Permit for Stormwater Discharges Associated with Industrial Activity, Final 2021, EPA: 2021 MSGP (Permit Part 1-9) 2021 MSGP Fact Sheet	https://www.epa.gov/npdes/stormwater-discharges-industrial-activities-epas-2021-msgp		
TABLE 30: Aquatic Life Water Quality Criteria for Toxic Pollutants OAR 340-041-8033	https://secure.sos.state.or.us/oard/viewSingleRule.action?ruleVrsnRsn=256054		
NPDES Permit Writers' Manual, 2010, EPA	https://www.epa.gov/npdes/npdes-permit- writers-manual		
Interim Permitting Approach For Water Quality- Based Effluent Limitations In Storm Water Permits, 1996, EPA	https://www.federalregister.gov/documents/1996/08/26/96-21671/interim-permitting-approach-for-water-quality-based-effluent-limitations-instorm-water-permits		
National Pollutant Discharge Elimination System Storm Water Implementation Package, 1991,EPA Proposed Rule and Draft General Permits	https://nepis.epa.gov/Exe/ZyPDF.cgi/91022RY4 .PDF?Dockey=91022RY4.PDF		

Documents relied on for this rulemaking			
Document title	Document location		
EPA Memorandum: Compliance Schedules for Water Quality-Based Effluent Limitations in NPDES Permits, 2007	https://www.epa.gov/sites/production/files/2015- 09/documents/memo_complianceschedules_may 07.pdf		
EPA's Combined Sewer Overflow Control Policy, 1994	https://www.epa.gov/npdes/combined-sewer- overflows-csos		
Establishing Total Maximum Daily Load (TMDL) Wasteload Allocations (WLAs) for Storm Water Sources and NPDES Permit Requirements Based on Those WLAs, 2014, EPA	https://www.epa.gov/tmdl/establishing-total- maximum-daily-load-tmdl-wasteload- allocations-wlas-storm-water-sources-and		
Compliance Schedules in NPDES permits, 2010, DEQ Internal Management Directive	https://www.oregon.gov/deq/Data-and- Reports/Pages/imd.aspx		
The Use of Significant Figures and Rounding Conventions in Water Quality Permitting, 2012, DEQ Internal Management Directive	https://www.oregon.gov/deq/Data-and- Reports/Pages/imd.aspx		
Reasonable Potential Analysis IMD Memo, 2011 Reasonable Potential Analysis for Toxics v.3.8	https://www.oregon.gov/deq/Data-and- Reports/Pages/imd.aspx		
Oregon Bacteria Rule: Bacteria Criteria for Marine and Estuarine Waters, 2011, DEQ Internal Management Directive	https://www.oregon.gov/deq/Data-and- Reports/Pages/imd.aspx		
DEQ webpage and associated documents from Water Quality Standards Revisions for Bacteria, Aug. 2016 rulemaking	https://www.oregon.gov/deq/wq/Pages/WQ- Standards-Bacteria.aspx		
DEQ webpage and associated documents from Arsenic, Iron and Manganese Rulemaking, April 2011	https://www.oregon.gov/deq/wq/Pages/WQ-Standards-Metals.aspx		
The Feasibility of Numeric Effluent Limits Applicable to Discharges of Storm Water Associated with Municipal, Industrial and Construction Activities: Storm Water Panel Recommendations to the California State Water Resources Control Board, 2006	https://www.waterboards.ca.gov/water_issues/pr ograms/stormwater/docs/numeric/swpanel_final _report.pdf		
Evaluation of Washington's Industrial Stormwater General Permit, 2006, prepared by EnviroVision and Herrara Environmental Consultants	http://ruby.fgcu.edu/courses/twimberley/10199/stormwater.pdf		

Documents relied on for this rulemaking			
Document title	Document location		
Washington State Ecology's Industrial Stormwater General Permit documents, 2020 and 2015	https://ecology.wa.gov/Regulations- Permits/Permits-certifications/Stormwater- general-permits/Industrial-stormwater-permit		
2018 Industrial General Permit Amendment Documents for Board Adoption, CA Water Boards	https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx		
PG Environmental, EPA Contractor Work Agreement: Contract EP-C-16-003, June 2020 Advisory Committee Meeting 2 Summary, Appendix A	https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx		
Clean Water Act section 301(b)(1)(C) and 40 CFR 122.44(d), Federal regulations for numeric effluent limitations Advisory Committee Meeting 4 Summary, Appendix A	https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx		
States' monitoring and reporting frequencies comparison Advisory Committee Meeting 4 Summary, Appendix A	https://www.oregon.gov/deq/Regulations/rulemaking/Pages/r1200Z.aspx		