Regulatory Analysis Form This space for use by IRRC (1) Agency 20200011 8011:40 Department of Environmental Protection (2) I.D. Number (Governor's Office Use) IRRC Number: 2342 7-374 (3) Short Title Water Quality Standards Implementation – Great Lakes Initiative (GLI) (4) PA Code Cite (5) Agency Contacts & Telephone Numbers 25 PA Code, Chapter 93 Primary Contact: Sharon F. Trostle 783-1303 Secondary Contact: Edward R. Brezina, 787-9637 (6) Type of Rulemaking (Check One) (7) Is a 120-Day Emergency Certification Atta *hed? X Proposed Rulemaking X Vo Final Order Adopting Regulation Yes: By the a princy General Final Order, Proposed Rulemaking Omitted Yes: By the vernor (8) Briefly explain the regulation in clear and nontechnical language. The proposed regulatory amendment to Chapter 93 provides consistency with the federal guidance for the Great Lakes System by eliminating opportunity for the use of mixing areas for discharges of toxic and persistent chemicals known as bioaccumulative chemicals of concern (BCCs). Examples of BCCs are mercury, PCBs and dioxin. BCCs in the waters of the Great Lakes are not flushed from the system but build up for long periods of time, allowing aquatic organisms to accumulate and magnify the pollutants. Animals and humans who consume the fish are subject to increased loadings of these toxic pollutants. This regulation eliminates the use of mixing areas in calculating allowable discharge limits for BCCs, thereby lessening loadings to the Great Lakes System. (9) State the statutory authority for the regulation and any relevant state or federal court decisions. The Pennsylvania Clean Streams Law, Act of June 22, 1937 (P.L. 1987, No. 394) as amended, 35 P.S. § 691.1 et seq. Section 1920-A of The Administrative Code of 1929, as amended, 71 P.S. § 510-20. In addition, section 118(c)(2)(C) of the federal Great Lakes Critical Programs Act of 1990, 33 U.S.C.A. §1269(c)(2)(C), directs the Great Lakes States to adopt standards, policies, and procedures "consistent with" the guidance published by the U.S. EPA Administrator at 40 CFR Part 132 (relating to water quality guidance for the Great Lakes System). American Iron and Steel Institute vs. EPA, 115 F.3d 979 (D.C. Cir. 1997)

(10) Is the regulation mandated by any federal or state law or court order, or federal regulation? If yes, cite the specific law, case or regulation, and any deadlines for action.

Federal regulations at 40 <u>CFR</u> Part 132 require each of the Great Lakes states to adopt water quality standards, antidegradation policies and implementation procedures "as protective as" the GLI into their water quality management programs. This proposal fulfills the requirements by adding the new federal provision to our GLI regulations. The federal regulation requires states to submit the provision to EPA for approval by May 13, 2002.

(11) Explain the compelling public interest that justifies the regulation. What is the problem it addresses?

After Pennsylvania's GLI was fully approved by EPA, EPA promulgated the provision to eliminate mixing areas for BCCs. EPA requires the Great Lakes states to adopt the provision or EPA will promulgate it for the states. The provision limits the amounts of BCCs that can be discharged to the Great Lakes and provides for consistent protection of fish and shellfish in the Great Lakes System and the people and wildlife who consume them.

(12) State the public health, safety, environmental or general welfare risks associated with non-regulation.

Without this regulation, the discharge of bioaccumulative chemicals to the Great Lakes System could result in larger loadings that will persist and cause environmental degradation and public health hazards.

(13) Describe who will benefit from the regulation. (Quantify the benefits as completely as possible and approximate the number of people who will benefit.)

The citizens of the Commonwealth will benefit from the regulation since it will provide an appropriate level of water quality protection for the Great Lakes System. The revised regulation will limit the amounts of BCCs discharged to the Great Lakes, lessening the impact both on the aquatic life in the waters and the people who consume the fish.

(14) Describe who will be adversely affected by the regulation. (Quantify the adverse effect as completely as possible and approximate the number of people who will be adversely affected.)

The Commonwealth, political subdivisions, local governments and individuals having existing or planned new activities requiring an NPDES permit for discharges that contain BCCs would be affected by these regulations. No current discharges include these pollutants; therefore, impacts would only exist if an existing discharge adds any of the BCCs or a new discharge is proposed that includes one or more BCCs. The number of affected point source discharges cannot be determined, since this would depend on case specific circumstances.

(15) List the persons, groups or entities that will be required to comply with the regulation. (Approximate the number of people who will be required to comply.)

Persons with proposed or existing discharges of BCCs to surface waters of the Great Lakes System must comply with the regulation.

(16) Describe the communications with and inputs from the public in the development and drafting of the regulation. List the persons and/or groups who where involved, if applicable.

The Water Resources Advisory Committee (WRAC) supported the proposed amendments at its meeting of October 18, 2001. In addition, the proposal was discussed with representatives of the dischargers in the Great Lakes region of the Commonwealth. The dischargers are familiar with the federal requirement and recognize that the state's action is necessary to comply with those requirements.

(17) Provide a specific estimate of the costs and/or savings to the regulated community associated with compliance, including any legal, accounting or consulting procedures which may be required.

The proposed amendment is not expected to impose any additional costs on the regulated community, unless a discharge of BCCs is proposed. The proposed discharge of BCCs would be subject to additional costs for limiting or eliminating the amount of pollutants. A specific estimate of costs to the regulated community is not possible because of the case specific nature of discharges. It is anticipated that few, if any, proposed discharges would include BCCs because of the growing awareness of the toxicity and impacts of these pollutants. These regulations will not require any additional legal, accounting or consultant procedures.

Regulatory Analysis Form
(18) Provide a specific estimate of the costs and/or savings to local governments associated with compliance, including any legal, accounting or consulting procedures which may be required.
See Question #17.
No costs will be imposed directly upon state or local governments by this regulation, except to the extent they may own or operate a wastewater treatment plant and propose a new, expanded or additional discharge of BCCs.
(19) Provide a specific estimate of the costs and/or savings to state government associated with the implementation of the regulation, including any legal, accounting or consulting procedures which may be required.
This proposal is based on and will be implemented through existing Department programs, procedures and policies. There are no additional implementation costs associated with this regulation.

(20) In the table below, provide an estimate of the fiscal savings and costs associated with implementation and compliance for the regulated community, local government, and state government for the current year and five subsequent years.

for the current year and nve	Current FY	FY +1	FY +2	FY +3	FY +4	FY +5
	Year	Year	Year	Year	Year	Year
SAVINGS:	\$	\$	\$	\$	\$	\$
Regulated Community	Not Measurable					
Local Government	"					
State Governments	44					
Total Savings	دد					
COSTS:						
Regulated Community	Not Measurable					
Local Government	46					
State Governments	46					
Total Costs	66					
REVENUE LOSSES:						
Regulated Community	Not Measurable					
Local Government	دد					
State Governments	66					
Total Revenue Losses	66					

(20a) Explain how the cost estimates listed above were derived.

Not Applicable.

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(20b) Provide the past three year expenditure history for programs affected by the regulation.

Program	FY-3	FY-2	FY-1	Current FY
Water Quality	\$16,704,886	\$16,605,573	\$18,741,606	\$15,995,084
Management				

(21) Using the cost-benefit information provided above, explain how the benefits of the regulation outweigh the adverse effects and costs.

The benefits to the citizens of the Commonwealth from protecting the unique resource known as the Great Lakes include reducing the toxic threat to those waters, protecting fish which inhabit those waters from accumulating toxic chemicals; and thereby, enhancing the health of humans and wildlife who consume the fish. These intangible benefits outweigh any increased cost of compliance to meet the GLI requirements because the beneficial impacts will preserve and improve the special ecosystem of the Great Lakes for future generations. An additional benefit of the rule is ensuring consistent implementation of the standards among the Great Lakes states.

(22) Describe the nonregulatory alternatives considered and the costs associated with those alternatives. Provide the reasons for their dismissal.

There were no non-regulatory alternatives available to consider in this case because the regulations are required by federal regulations to be adopted by Pennsylvania.

(23) Describe alternative regulatory schemes considered and the costs associated with those schemes. Provide the reasons for their dismissal.

There were no alternative regulatory schemes to consider in this case. See response to Question 22.

Regulatory Analysis Form
(24) Are there any provisions that are more stringent than federal standards? If yes, identify the specific provisions and the compelling Pennsylvania interest that demands stronger regulations.
No.
(25) How does the regulation compare with those of other states? Will the regulation put Pennsylvania at a competitive disadvantage with other states?
The proposed amendment will not put Pennsylvania at a competitive disadvantage to other states since five of the eight Great Lakes states already have incorporated this provision and the other two are required to do so.
(26) Will the regulation affect existing or proposed regulations of the promulgating agency or other state agencies? If yes, explain and provide specific citations.
No.
(27) Will any public hearings or informational meetings be scheduled? Please provide the dates, times, and locations, if available.
In addition to the public input gathered as described in Question #16, notice of the proposed rulemaking and a 45-day public comment period will be published in the <i>Pennsylvania Bulletin</i> and a local newspaper in the Great Lakes region of the Commonwealth. A public meeting or hearing is not anticipated, but will be held upon request.

(28) Will the regulation change existing reporting, record keeping, or other paperwork requirements?
Describe the changes and attach copies of forms or reports which will be required as a result of
implementation, if available.

No additional reporting, record keeping, or other paperwork will be required.

(29) Please list any special provisions which have been developed to meet the particular needs of affected groups or persons including, but not limited to, minorities, elderly, small businesses, and farmers.

The proposed amendments do not contain any special provisions that are designed to meet the particular needs of minorities, elderly, small businesses, farmers or others.

(30) What is the anticipated effective date of the regulation; the date by which compliance with the regulation will be required; and the date by which any required permits, licenses or other approvals must be obtained?

The regulation will become final and effective upon publication in the *Pennsylvania Bulletin* as final rulemaking. The federal regulation requires that Great Lakes states adopt the provision and submit it to EPA for approval by May 13,2002. NPDES permits for new or expanded discharges will include the mixing area prohibitions when EPA approves DEP's submission of this regulation.

(31) Provide the schedule for continual review of the regulation.

This regulation will be reviewed in accordance with the sunset review schedule published by the Department to determine whether the regulation effectively fulfills the goals for which it was intended. In addition, water quality standards are required to be reviewed by the Department at least once every three years, with the results of the review to be submitted to EPA.

FACE SHEET FOR FILING DOCUMENTS WITH THE LEGISLATIVE REFERENCE BUREAU

(Pursuant to Commonwealth Documents Law)

DO NOT WRITE IN THIS SPACE

py below is hereby approved as to and legality. Attorney General	Copy below is hereby certified to be a true and correct or of a document issued, prescribed or promulgated by: DEPARTMENT OF ENVIRONMENTAL PROTECTION ENVIRONMENTAL QUALITY BOARD (MGENCY)	form and legality. Executive or Independ-
JAN 0 3 2002	DOCUMENT/FISCAL NOTE NO. #7-374 DATE OF ADOPTION: 11-20-9/	- 12/5/0/
heck if applicable opy not approved. Objections tached.	TITLE: DAVID E. HESS, CHAIRMAN EXECUTIVE OFFICER. CHAIRMAN OR SECRETARY)	(Deputy General Counsel) (Chief Gounsel, Independent Agency) (Strike inapplicable title) Check if applicable. No Attorney General approval or objection within 30
		days after submission.

NOTICE OF
PROPOSED RULEMAKING
DEPARTMENT OF ENVIRONMENTAL PROTECTION
ENVIRONMENTAL QUALITY BOARD

Great Lakes Initiative

25 Pa. Code, Chapter 93.8a

Title 25 – ENVIRONMENTAL PROTECTION

ENVIRONMENTAL QUALITY BOARD

[25 PA. CODE CH. 93]

Great Lakes Initiative (GLI)

Preamble

The Environmental Quality Board (EQB) proposes to amend 25 PA Code Chapter 93 as set forth in Annex A. The amendment incorporates federal requirements concerning prohibitions and phasing out of mixing zones for bioaccumulative chemicals of concern (BCCs) in waters of the Great Lakes System.

This proposal was adopted by Board order at its meeting of November 20, 2001.

A. Effective Date

This amendment is effective upon publication in the *Pennsylvania Bulletin* as final rulemaking.

B. Contact Persons

For further information contact Edward R. Brezina, Chief, Division of Water Quality Assessment and Standards, Bureau of Water Supply and Wastewater Management, 11th Floor, Rachel Carson State Office Building, P.O. Box 8467, Harrisburg, PA 17105-8467, 717-787-9637 or Michelle Moses, Assistant Counsel, Bureau of Regulatory Counsel, 9th Floor, Rachel Carson State Office Building, P.O. Box 8464, Harrisburg, PA 17105-8464, 717-787-7060.

Information regarding submitting comments on this proposal appears in Section J of this preamble. Persons with a disability may use the AT&T Relay Service by calling 1-800-654-5984 (TDD users) or 1-800-654-5988 (voice users) and request that the call be relayed. This proposal is available electronically through the DEP Web site (http://www.dep.state.pa.us).

C. Statutory Authority

This amendment is made under the authority of §§5(b)(l) and 402 of the Clean Streams Law (35 P.S. §§691.5(b)(l) and 691.402), which authorize the Environmental Quality Board to develop and adopt rules and regulations to implement the provisions of the

Clean Streams Law, and §1920-A of the Administrative Code of 1929 (71 P.S. §510-20), which grants the Board the power and duty to formulate, adopt and promulgate rules and regulations for the proper performance of the work of the Department.

D. Background and Purpose of the Amendment

The purpose of this proposal is to revise existing water quality regulations at Chapter 93 (Water Quality Standards). The Great Lakes Initiative (GLI) requirements were promulgated at 40 CFR Part 132 on March 23, 1995 (60 FR15366) to provide for consistent protection of the Great Lakes System. Pennsylvania promulgated the regulations for the Commonwealth waters in the Great Lakes System on December 27, 1997, and EPA approved the regulations on March 17, 2000.

EPA had promulgated a mixing zone provision as part of the regulation, but the provision was vacated by the U.S. Court of Appeals for the District of Columbia Circuit in the case of American Iron & Steel Institute v. EPA, 115 F.3d 979 (D.C. Cir. 1997), and was remanded to the Agency for further consideration. In response to the Court's remand, EPA published a proposal on October 4, 1999, to amend the Guidance to reinstate the provision to prohibit mixing zones for BCCs (64 FR 53632). EPA promulgated the final rule to amend Appendix F, Procedure 3.C of 40 CFR Part 132 to prohibit mixing zones for BCCs in the Great Lakes System, subject to certain exceptions for existing discharges, by publication in 65 FR 67638 (November 13, 2000). The proposed regulatory amendment to Chapter 93 provides consistency with the federal guidance for the Great Lakes System by eliminating opportunity for the use of mixing areas for discharges of toxic and persistent chemicals known as bioaccumulative chemicals of concern (BCCs). Examples of BCCs are mercury and dioxin. BCCs in the waters of the Great Lakes are not flushed from the system but build up for long periods of time, allowing aquatic organisms to accumulate and magnify the pollutants. Animals and humans who consume the fish are subject to increased loadings of these toxic pollutants. This regulation eliminates the use of mixing areas in calculating allowable discharge limits for BCCs, thereby lessening loadings to the Great Lakes System.

For existing discharges to waters of the Great Lakes System, the regulation prohibits mixing zones for BCCs after November 15, 2010. New discharges of BCCs to waters of the Great Lakes System are subject to the mixing zone prohibition when EPA approves the state's submission of these regulations. The three Great Lakes states, including Pennsylvania (the other two states are Ohio and New York), which did not include the BCC mixing zone provision in their regulation, are required to submit amended regulations for EPA approval by May 13, 2002.

The Water Resources Advisory Committee (WRAC) supported the draft amendment at its October 18, 2001 meeting. No issues were raised during the discussion.

E. Summary of Regulatory Revisions

This proposed regulatory revision removes the exclusion of Appendix F, Procedure 3, Subpart C (relating to mixing zones for bioaccumulative chemicals of concern) contained in Section 93.8a(j)(2) (relating to toxic substances) from the GLI requirements. This proposed amendment adds Subpart C of Procedure 3 to the other requirements that were incorporated by reference from the federal regulation in the current regulation. The proposed amendment will make Pennsylvania's GLI as protective as the federal requirement.

F. Benefits, Costs, and Compliance

Executive Order 1996-1 provides for a cost/benefit analysis of the proposed regulation.

Benefits

Overall, the citizens of the Commonwealth will benefit from the recommended change because it provides the appropriate level of protection of the waters in the Great Lakes System. The revision also assures compliance with the applicable federal requirements.

Compliance Costs

The proposed amendment is not expected to impose any significant additional compliance costs on the regulated community. No current NPDES permits provide for discharges of BCCs to the Great Lakes System in Pennsylvania. For this reason, no costs associated with phase out of mixing provisions need to be addressed. New discharges would have to meet the requirement when discharging commences, but there is no way of knowing if or when such discharges will be proposed.

Compliance Assistance Plan

The proposed amendment adds a requirement that, in practice, will only be applicable if there are new discharges of BCCs to waters of the Great Lakes System. The requirement is straightforward and will not require implementation guidance. Staff are available to assist regulated entities in complying with the regulatory requirements if any questions arise.

Paperwork Requirements

These regulatory revisions should have no significant paperwork impact on the Commonwealth, its political subdivisions, or the private sector.

G. Pollution Prevention

In keeping with Governor Schweiker's interest in encouraging pollution prevention solutions to environmental problems, this proposed regulation specifically provides for prevention of additional loadings of BCCs to the water environment by requiring that the addition of these substances be significantly limited, even beyond that necessary to meet water quality standards.

H. Sunset Review

These regulations will be reviewed in accordance with the sunset review schedule published by the Department to determine whether the regulation effectively fulfills the goals for which it was intended. In addition, water quality standards are required to be reviewed by the Department at least once every three years, with the results of the review to be submitted to EPA.

I. Regulatory Review

Under section 5(a) of the Regulatory Review Act, the Act of June 30, 1989 (P.L. 73, No. 19), (71 P.S. §745.5(a)), the Department submitted a copy of the proposed rulemaking on January 11, 2002 to the Independent Regulatory Review Commission and to the Chairpersons of the Senate and House Environmental Resources and Energy Committees. In addition to submitting the proposed amendments, the Department has provided the Commission and Committees with a copy of a detailed regulatory analysis form prepared by the Department in compliance with Executive Order 1996-1, "Regulatory Review and Promulgation." A copy of this material is available to the public upon request.

Under section 5(g) of the Regulatory Review Act, if the Commission has objections to any portion of the proposed amendments, it will notify the Department within 10 days of the close of the Committee's review period. The notification shall specify the regulatory review criteria which have not been met by that portion to which an objection is made. The Act specifies detailed procedures for review, prior to final publication of the amendment, by the Department, the Governor, and the General Assembly.

J. Public Comments

Written Comments - Interested persons are invited to submit comments, suggestions, or objections regarding the proposed regulation to the Environmental Quality Board, P.O. Box 8477, Harrisburg, PA 17105-8477 (express mail: Rachel Carson State Office Building, 15th Floor, 400 Market Street, Harrisburg, PA 17101-2301). Comments submitted by facsimile will not be accepted. Comments, suggestions or objections must be received by the Board by March 12, 2002 (within 45 days of publication in the Pennsylvania Bulletin). Interested persons may also submit a summary of their comments to the Board. The summary may not exceed one page in length and must also be received by March 12, 2002 (within 45 days following publication in the Pennsylvania Bulletin).

The one-page summary will be provided to each member of the Board in the agenda packet distributed prior to the meeting at which the final regulation will be considered.

<u>Electronic Comments</u> - Comments may be submitted electronically to the Board at RegComments@state.pa.us and must also be received by the Board by March 12, 2002. A subject heading of the proposal and a return name and address must be included in each transmission.

By:

David E. Hess, Chairman Environmental Quality Board

ANNEX A

TITLE 25. ENVIRONMENTAL PROTECTION

PART I. DEPARTMENT OF ENVIRONMENTAL PROTECTION

Subpart C. PROTECTION OF NATURAL RESOURCES

ARTICLE II. WATER RESOURCES

CHAPTER 93. WATER QUALITY STANDARDS

§ 93.8a. Toxic Substances.

(j) The requirements for discharges to and antidegradation requirements for the Great Lakes System are as follows[.]:

(2) Total Maximum Daily Loads (TMDLs). TMDLs for Open Waters of the Great Lakes shall be derived following the procedures in 40 CFR Part 132, Appendix F, Procedure 3, Subpart D (relating to Great Lakes Water Quality Initiative implementation procedures), including all other subparts referenced in Subpart D [,except Subpart C].



Pennsylvania Department of Environmental Protection

Rachel Carson State Office Building P.O. Box 2063 Harrisburg, PA 17105-2063 January 11, 2002

The Secretary

Phone: 717-787-2814

E-Mail: DavidHess@state.pa.us

Mr. Robert E. Nyce, Executive Director Independent Regulatory Review Commission 14th Floor, Harristown #2 333 Market Street Harrisburg, PA 17120

RE: Proposed Rulemaking: Water Quality Standards Implementation – Great Lakes Initiative (#7-374)

Dear Bob:

Enclosed is a copy of a proposed regulation for review and comment by the Commission pursuant to Section 5(a) of the Regulatory Review Act. This proposal is scheduled for publication as a proposed rulemaking in the *Pennsylvania Bulletin* on January 26, 2002, with a 45-day public comment period. This proposal was approved by the Environmental Quality Board (EQB) on November 20, 2002.

This proposal is being initiated to satisfy federal requirements for protection of the Great Lakes System. It amends § 93.8a of the water quality standards to delete an exclusion that relates to the prohibition of mixing zones for certain toxic substances known as bioaccumulative chemicals of concern (BCCs). BCCs are long-lasting pollutants that accumulate in the food web of large lakes. Deleting this exclusion incorporates EPA's final rule concerning mixing zones for BCCs in Appendix F, Procedure 3.C of 40 CFR Part 132. EPA's Great Lakes Initiative (GLI) is currently excluded because it had been vacated by the U.S. Court of Appeals for the District of Columbia Circuit and remanded to EPA for further consideration at the time that the Pennsylvania GLI was promulgated in 1997. In response to the Court's remand, EPA on November 13, 2000, promulgated a rule to amend Appendix F, Procedure 3.C of 40 CFR Part 132 that would inhibit mixing zones for BCCs in the Great Lakes System, with certain exceptions for existing discharges. Pennsylvania and two other Great Lakes states that omitted the BCC mixing zone provision in their original regulations have until May 13, 2002, to submit revised regulations to EPA.

DEP worked with the Water Resources Advisory Committee (WRAC) in developing this proposal. WRAC supported a draft of the proposal at its October 18, 2001, meeting.

The Department will provide the Commission with any assistance required to facilitate a thorough review of this proposal. Section 5(g) of the Act provides that the Commission may, within ten days after the expiration of the Committee review period, notify the agency of any objections to the proposed regulation. The Department will consider any comments or suggestions received by the Commission, together with Committee and other public comments prior to final adoption.

For additional information, please contact Sharon Trostle, Regulatory Coordinator, at 787-4526.

Sincerely,

David E. Hess Secretary

Sand E. H

Enclosures

TRANSMITTAL SHEET FOR REGULATIONS SUBJECT TO THE REGULATORY REVIEW ACT

I.D. NUMBE	R: 7-374						
SUBJECT:	Great Lakes Initiative						
AGENCY:	DEPARTMENT OF ENVIRONMENTAL PROTECTION	1	ya. A				
X	TYPE OF REGULATION Proposed Regulation			•			
	Final Regulation	1	agent de				
	Final Regulation with Notice of Proposed Rulemaking Omitted	1 20 20	marione garagement garagement ear de den den				
	120-day Emergency Certification of the Attorney General		4) in 				
	120-day Emergency Certification of the Governor						
	Delivery of Tolled Regulation a. With Revisions b. Without Revisions						
FILING OF REGULATION							
L1102 (SIGNATURE DESIGNATION Circly Juin HOUSE COMMITTEE ON ENVIRONMENT RESOURCES & ENERGY	TAL					
1/11/02	SENATE COMMITTEE ON ENVIRONMEN RESOURCES & ENERGY	TAL					
1/11/03 8	independent regulatory review	COMM	ISSIOI	N			
	ATTORNEY GENERAL						
Hufoz (LEGISLATIVE REFERENCE BUREAU						