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October 10, 2017 Kathy beckett@steptoe-johnson.com Comments pertaining to 33CSR1 highlighted below

Filed Via Email: DEP.Comments@wv.gov

Austin Caperton,
Cabinet Secretary
West Virginia Department of Environmental Protection
601 57th Street SE
Charleston, West Virginia 25304

Re: Regulatory Reform

Dear Secretary Caperton:

The following comments are offered in response to your agency's proposed review of its regulatory program as directed by S.B. 619 and as publicly noticed on September 5, 2017. These comments represent a subset of key elements of the West Virginia environmental statutory and regulatory program. These comments and recommendations are filed on behalf of the West Virginia Chamber of Commerce (the "Chamber").

The Chamber is the largest, most influential general business organization, representing all business sectors in every region of the state. Members range from small business enterprises to mid-size manufacturers to tourism destinations to energy companies to Fortune 500 corporations. However, small businesses are the core of our membership -- making up 95 percent of the West Virginia Chamber's companies and firms. The West Virginia Chamber believes business must be a positive force for enhancing the quality of life in the Mountain State. The Chamber is a proactive leader in: the search for solutions to problems, a voice for free market competition and streamlined government, a catalyst for progressive thinking and problem solving, and a partner with government for progress in West Virginia.

S.B. 619 enacted W.Va. Code §29A-3-20 titled, "Executive review of agency rules, guidelines, policies and recommendations." This section of the W. Va. Code directs all executive agencies with rule-making authority to review and evaluate all state rules, guidelines, policies and recommendations to determine whether they are more stringent than their respective

¹ The statutory provisions, rules, guidelines, policies and recommendations highlighted in this letter are not an exhaustive assessment of all portions of the West Virginia environmental statutory and regulatory program. The issues addressed in this letter represent program elements that warrant review at this time.



federal counterparts. The statute directs the agencies to provide for a comment period on that evaluation, which the WVDEP is offering at this time.

Additionally, as noted by WVDEP, is it required to submit a report to the Joint Committee on Government and Finance and the Legislative Rule-Making Review Committee on or before November 1, 2017. That report is required to set forth a description of the state rules, guidelines, policies and recommendations that are more stringent than federal counterparts, and is to include comments received. With this statutory directive from the W.Va. Legislature in mind, the Chamber offers the following recommendations regarding the regulations, guidelines, policies and other statements that the WVDEP should consider addressing in its report to the Legislature.

The Chamber appreciates this opportunity to provide comment and recommendations and is prepared to participate and assist as the Legislature and WVDEP engage in implementing S.B. 619.

Very truly yours

Kathy G. Beckett

Chair, Environmental Committee West Virginia Chamber of Commerce

Enclosure

cc: Stephen G. Roberts, President West Virginia Chamber of Commerce

> Scott A. Mandirola, Deputy Cabinet Secretary West Virginia Department of Environmental Protection

The Honorable Mitch Carmichael Senate President and Lt. Governor

The Honorable Tim Armstead Speaker of the House of Delegates

Number	TITLE	STRINGENCY	COMMENTS	W. VA CHAMBER OF COMMERCE COMMENTS
	OFFICE OF ABA	ANDONED MINE LA	NDS	
59-1	Abandoned Mine Lands Reclamation Rule	No	This rule follows the parameters established in its federal counterpart regulation. Federal Counterpart Regulation: 30 CFR Parts 870 and 872	
	DIVISION	OF AIR QUALITY		
45-1	Alternative Emission Limitations During Startup, Shutdown, and Maintenance Operations	No	This rule follows the parameters established in its federal counterpart regulation. Federal Guidance: The EPA explicitly details SSM policy as guidance in the Federal Register as a final regulation at 80 Fed. Reg. 33840 (June 12, 2015) that was used to develop this rule.	
45-2	To Prevent and Control Particulate	No	This rule was part of the original State Implementation Plan (SIP)	This rule sets forth an opacity limit of 10%. This West Virginia originating

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	Air Pollution from Combustion of Fuel in Indirect Heat Exchangers		"backstop" for existing sources not subject to federal standards. The opacity limit is more stringent than similar federal regulations, unless an alternative limit is approved per section 3.2 and 3.3, because West Virginia was not in attainment with the 1971 health based Total Suspended Particulate (TSP) National Ambient Air Quality Standards (NAAQS), and these limits were required to bring the State into attainment. Although there are instances where the particulate matter (PM) limit appears to be more stringent in the State rule, the test method in the appendix of the State rule does not capture condensable PM, since the	limit developed many years ago before EPA's sector emissions programs were fully developed, applies to industrial boilers and electricity generating units. Opacity is a visual metric for assessing particulate emissions. Under both state and federal air emissions regulatory programs, visual opacity limits are paired with more precise particulate monitors to manage such emissions. EPA's regulatory program for monitoring opacity sets the standard at 20% for both industrial boilers and electricity generating units. 40 C.F.R. §§ 60.42(a)(2), 60.42Da, and 60.43b(f). The Chamber urges the WVDEP to review this difference and consider promulgation of a revised opacity standard that is consistent with federal regulations.

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			lower temperature. Similar Federal Regulation: While there is no federal counterpart regulation to 45-2, there are federal regulations that may apply to the same sources: New Source Performance Standards (NSPS) of 40 CFR Part 60, subparts D (fossil fuel fired steam generators); Da (electric utility steam generating units); Db (industrial commercial institutional steam generating units); Dc (small industrial commercial institutional steam generating units)	While the WVDEP ultimately determined that 45 CSR 2 is not more stringent than a federal counterpart, it does note that its opacity limit is more stringent than similar federal regulations. While WVDEP appears to suggest that a permittee can request an alternate limit, WVDEP should review this opacity limit in comparison to similar federal standards and make the requisite amendments instead of requiring a permittee to request an alternative limit.
45-02A	Testing, Monitoring, Recordkeeping and Reporting Requirements under 45 CSR 2"	N/A	N/A	This rule sets forth guidance on the agency's testing, monitoring, recordkeeping and reporting requirements for owners/operators of fuel burning indirect heat exchangers subject to 45 CSR 2. Section 7.2

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				addresses exception reporting for the
				operation of continuous opacity
				monitors ("COMS"). Owners and
				operators are required to submit to
				the Director a COMS summary report
				and/or excursion and COMS
				monitoring system report. Section
				7.2.b.1 provides the guidance on
				such submittal as follows: if the total
				duration of excursions for the
				reporting period is less than one
				percent (1%) of the total operating
				time for the reporting period and
				monitoring system downtime for the
				period is less than five percent (5%)
				of the total operating time for the
				reporting period, the COMS
				Summary Report shall be submitted.
				The 5% downtime threshold is
				inconsistent with the federal program
				requirements. The Chamber urges
				the WVDEP to review the disparity
				between the federal and the state

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				requirement for monitor performance and consider promulgation of a revised standard that is consistent with the federal regulations.
				WVDEP's Review fails to address this procedural/legislative regulation.
45-3	To Prevent and Control Air Pollution from the Operation of Hot Mix Asphalt Plants	No	This rule was part of the original SIP package in 1972 and follows the parameters of its federal counterpart regulation. Similar Federal Regulation: NSPS subpart I	
45-5	To Prevent and Control Air Pollution from the Operation of Coal Preparation Plants, Coal Handling Operations and	No	This rule was part of the original SIP package in 1972 and follows the parameters of its federal counterpart regulation. Similar Federal Regulation: NSPS subpart Y	

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	Coal Refuse Disposal Areas			
45-7	To Prevent and Control Particulate Matter Air Pollution from Manufacturing Processes and Associated Operations	No	a "backstop" for existing sources not subject to federal standards. West Virginia was not originally in attainment with the 1971 TSP NAAQS, 1997 PM, and 2006 PM2.5. There were six 1997 PM2.5 maintenance areas and two 2006 PM2.5 maintenance areas. Similar Federal Regulation: Several dealing with opacity limits for manufacturing processes.	This rule was last reviewed and updated in 1999-2000. This regulation includes a prohibition concerning the release of mineral acids at specific allowable stack gas concentrations as provided in Table 45-7B. The regulated mineral acids are Sulfuric Acid Mist, Nitric Acid Mist and/or Vapor, Hydrochloric Acid Mist and/or Vapor and Phosphoric Acid Mist and/or Vapor. These "mineral acids" are more comprehensively regulated pursuant to the federal CAA 112 program to regulate hazardous air pollutants (those known to cause cancer and other serious health impacts). Regulated sources for these and other toxic air pollutants listed by EPA are required to meet control technology requirements. EPA's programs that

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				address hazardous air pollutants include: National Emission Standards for Hazardous Air Pollutants, Area Source Rules, Residual Risk/Technology rules, Area Source Generation Information and Implementations Rules, New Source Performance Rules, and certain Solid Waste rules [for waste combustors and incinerators]. This rule warrants WVDEP review and update as requested.
45-07A	Compliance Test Procedures for 45CSR7 – "To Prevent and Control Particulate Matter Air Pollution from Manufacturing Processes and Associated	No	This companion rule to 45-7 establishes test procedures in accordance with the method(s) established by EPA. Similar Federal Regulation: Method 303	

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	Operations"			
45-8	Ambient Air Quality Standards	No	This rule incorporates by reference its federal counterpart. Federal Counterpart Regulation: 40 CFR Parts 50 and 53	
45-10	To Prevent and Control Air Pollution from the Emission of Sulfur Oxides	No	This rule was part of the original SIP package in 1972. This rule is a "backstop" for existing sources not subject to federal standards. Similar Federal Regulation: While there is no federal counterpart to this rule, there are federal regulations that may apply to the same sources: New Source Performance standards (NSPS) of 40 CFR Part 60, Subparts D (fossil fuel fired steam generators); Da (electric utility steam generating units); Db (industrial commercial institutional steam generating	

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			units); Dc (small industrial commercial institutional steam generating units); J and Ja (petroleum refineries)	
45-11	Prevention of Air Pollution Emergency Episodes	No	Although provisions were added for coal and wood stoves in Table 2 and Table 3 that were not listed in Appendix L, the State rule is not more stringent; Appendix L provides only examples of emission control actions. Similar Federal Regulation: 40 C.F.R. Part 51, Subpart H	
45-13	Permits for Construction, Modification, Relocation and Operation of Stationary Sources of Air Pollutants,	N/A		This rule is another regulation warranting review and assessment. This is a state air permit program that does not have a federal equivalent and therefore is not required by federal law. There are air emissions thresholds in the rule that trigger this state permit. These trigger emissions

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	Notification Requirements, Administrative Updates, Temporary Permits, General Permits, Permission to Commence Construction and Procedures for Evaluation"			thresholds warrant updating consistent with sound science and technical assessment. This rule warrants WVDEP review and update as requested.
45-14	Permits for Construction and Major Modification of Major Stationary Sources for the Prevention of Significant Deterioration of Air Quality	No	This rule adopts language from its federal counterpart. Federal Counterpart Regulation): 40 CFR § 51.166	

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45-16	Standards of Performance for New Stationary Sources	No	with limited exception. Federal Counterpart Regulation: 40 CFR Parts 60 and 65	This rule includes the following section: §45-16-7. Inconsistency Between Rules. 7.1. In the event of any inconsistency between this rule and any other rule of the West Virginia Department of Environmental Protection, the inconsistency shall be resolved by the determination of the Secretary and the determination shall be based upon the application of the more stringent provision, term, condition, method or rule.
				This regulatory provision creates a non-substantive default to a provision, term, condition, method or rule, regardless of its origin or intent. Application of this provision could lead to a West Virginia regulatory decision that would be more stringent than a federal counterpart. The

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				Chamber urges the agency to review
				this language and propose
				elimination.
				An example of implementation of this
				rule in a manner more stringent than
				the federal can be found in WVDEP's
				General Permit G70-D "Natural Gas
				Production Facilities Class II General
				Permit" at Section 8.1.1. "Operation
				and Maintenance of Air Pollution
				Control Equipment and Emission
				Reduction Devices" which provides:
				The registrant shall, to the extent
				practicable, install, maintain, and
				operate all air pollution control
				monitoring equipment and emission
				reduction devices listed in the
				General Permit registration and
				associated monitoring equipment in a
				manner consistent with safety and
				good air pollution control practices for
				minimizing emissions, or comply with
				any more stringent limits set forth in

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				this permit or as set forth by any State rule, Federal regulation, or alternative control plan approved by the Secretary.
45-18	Control of Air Pollution from Combustion of Solid Waste	No	This rule incorporates by reference its federal counterparts for new sources and adopts the language from its federal counterparts for existing sources. Federal Counterpart Regulation: 40 CFR Part 60, Subparts Eb, Ec, AAAA, CCCC, EEEE, and LLLL Federal Guidance: 40 CFR Part 60, Subpart Ce and DDDD	
45-19	Permits for Construction and Major Modification of Major Stationary Sources Which Cause or	No	This rule adopts the language from its federal counterpart. Federal Counterpart Regulation: 40 CFR §51.165	

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	Contribute to Nonattainment Areas			
45-20	Good Engineering Practice as Applies to Stack Heights	No	This rule adopts by reference its federal counterpart regulation. Federal Counterpart Regulation: 40 CFR Part 51	
45-21	Regulation to Prevent and Control Air Pollution from the Emission of Volatile Organic Compounds	No	This rule is part of a federally approved maintenance plan and applies only to sources located in Cabell, Kanawha, Putnam, Wayne, and Wood Counties, because those areas were not in attainment with the 1979 ozone NAAQS, and VOCs are a precursor to ozone. The agency submitted this Rule as part of its control plan in 1994 to establish attainment in those areas. Rule 21 is a "backstop" for existing sources in those designated counties not subject to federal	

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			standards. Similar Federal Regulation: While there is no federal counterpart regulation to 45-21, there are approximately 40 federal regulations that may address the source categories subject to this rule.	
45-23	To Prevent and Control Emissions from Municipal Solid Waste Landfills	No	This rule incorporates by reference its federal counterparts for new sources and adopts the language of its federal counterparts for existing sources. Federal Counterpart Regulation: 40 CFR Part 60, Subparts WWW and XXX Federal Guidance: 40 CFR Part 60, Subparts Cc and Cf	
45-25	Control of Air Pollution from Hazardous Waste	No	This rule adopts and incorporates by reference, with limited modification, its federal	This rule generally incorporates by reference the federal program at 40 CFR Parts 260, 261, 262, 264, 265,

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	Treatment, Storage and Disposal Facilities		Federal Counterpart Regulation: 40 CFR Parts 260, 261, 262, 264, 265, 266, 270, and 279	266, 270, and 279. However, this rule also supplements the incorporation with state derived requirements. As such there are redundancies and inefficiencies in this rule that warrant review as requested.
45-27	To Prevent and Control the Emissions of Toxic Air Pollutants	N/A		The goal of this rule is to require best available (control) technology (BAT) for emissions of state defined Toxic Air Pollutants (TAPs). The rule defines the following chemicals as TAPs: Acrylonitrile, Allyl Chloride, Benzene, 1,3 Butadiene, Carbon Tetrachloride, Chloroform, Ethylene Dichloride (also known as 1,3 Dichloroethane), Ethylene Oxide, Formaldehyde, Methylene Chloride (also known as Dichloromethane), Propylene Oxide, Trichloroethylene, Vinyl Chloride and Vinylidene Chloride (also known as 1,1-

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				Dichloroethylene). All of these
				compounds are defined by the U.S.
				EPA as hazardous air pollutants
				(HAP). Under Title III of the Clean Air
				Act Amendments, by November 15,
				1991 the USEPA Administrator was
				required to publish the initial list
				ofsource categories. This list is
				required to be updated a minimum of
				every 8 years. For these source
				categories and future categories,
				USEPA was required to develop
				emission standards. These are
				referred to National Emission
				Standards for Hazardous Air
				Pollutants (NESHAPs). These
				standards determine the Maximum
				Achievable Control Technology for
				HAPs associated with the source
				category. WVDEP CSR 34 "Emission
				Standards for Hazardous Air
				Pollutants" incorporates the federal
				NESHAP requirements by reference,

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				but also incorporates state derived regulations. These rules warrant WVDEP review and update as requested to assure content is no more stringent than federal requirements. WVDEP fails to address this regulation within its review.
45-30	Requirements for Operating Permits	No	This rule follows the parameters of its federal counterpart. Federal Counterpart Regulation: 40 CFR Part 70	
45-31	Confidential Information	No	This rule establishes the requirements for claiming information submitted to the Secretary as confidential and the procedures for determinations of confidentiality in accordance with the provisions of W. Va. Code § 22-5-10. A federal counterpart to	

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			this rule does not exist; however, the criteria for use in confidentiality determinations at 40 CFR § 2.208 and special rules dealing with certain information at 40 CFR § 2.301 have been incorporated into this rule. Similar Federal Regulation: 40 CFR Part 2, Subpart B	
45-31B	Confidential Business Information and Emission Data	No	This rule establishes the requirements for claiming information submitted to the Secretary as confidential and the procedures for determinations of confidentiality in accordance with the provisions of W. Va. Code § 22-5-10. A federal counterpart to this rule does not exist; however, the criteria for use in confidentiality determinations at 40 CFR § 2.208 and special rules dealing with certain information	

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			at 40 CFR § 2.301 have been incorporated into this rule. Similar Federal Regulation: 40 CFR Part 2, Subpart B	
45-33	Acid Rain Provisions and Permits	No	This rule incorporates by reference its federal counterpart. Federal Counterpart Regulation: 40 CFR Parts 72, 74, 75, 76, and 77	
45-34	Emission Standards for Hazardous Air Pollutants	No	This rule incorporates by reference its federal counterpart. Federal Counterpart Regulation: 40 CFR Parts 61, 63 and 65, to the extent referenced in 40 CFR Parts 61 and 63	
45-35	Determining Conformity of General Federal Actions to Applicable Air Quality	No	This rule incorporates by reference its federal counterpart. Federal Counterpart Regulation: 40 CFR Part 93, Subpart B	

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	Implementation Plans			
45-36	Requirements for Determining Conformity of Transportation Plans, Programs, and Projects Developed, Funded or Approved under Title 23 USC or the Federal Transit Laws, to Applicable Air Quality Implementation Plans	No	This rule incorporates by reference its federal counterpart. Federal Counterpart Regulation: 40 CFR Part 93, Subpart A	
45-38	Provisions for Determination of Compliance with Air Quality Rules	No	This rule follows the parameters established in the federal SIP call. Federal Guidance: This rule was	

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			promulgated in response to a 1994 SIP Call issued by EPA to comply with the enhanced monitoring requirements established in §§ 110(a)(2)(A), (C), and (F), 113(a) and (e), and 114(a)(3) of the Clean Air Act.		
45-40	Control of Ozone Season Nitrogen Oxide Emissions	No	This Rule establishes the budget set up in the NOx SIP Call for non-electric generating units. Federal Guidance: 40 CFR Parts 51.121, 52 96, and 97		
	DIVISION OF I	LAND RESTORATION	ON		
		None			
	DIVISION OF MINING & RECLAMATION				
38-2	West Virginia Surface Mining Reclamation Rule	YES	Please see attached PDF. Federal Counterpart Regulation: 30 CFR Parts 700 – 702, 705, 707, 710, 715, 716, 722 – 724, 730 – 733, 735, 762,		

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			764, 769, 772 – 780, 785, 795, 800, 810, 815, 816, 819, 824, 827, 828, 840, and 845 – 847	
47-30	WV/NPDES Rules for Coal Mining Facilities	No	This rule follows the parameters established in its federal counterpart regulation. Federal Counterpart Regulation: 40 CFR Part 122	
47-30B	Administrative Proceedings and Civil Penalty Assessment	No	This rule follows the parameters established in its federal counterpart regulation. Federal Counterpart Regulation: § 309(g) of the Clean Water Act (33 USC § 1319(g))	
199-1	Surface Mining Blasting Rule	YES	The restrictions on distance limits from the blasting site to adjacent structures is more stringent in West Virginia than the federal counterpart regulation requires. West Virginia requires blasting	

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			no closer than seven-tenths of a mile from the site of the blast or one-half mile from the permit boundary. This is because studies conducted by the agency in 2001 showed that blasting damage occurred past the federal standard of one-half mile past the permit boundary. Federal Counterpart Regulation: 30 CFR Part 816-61 – 816.68	
None				

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	DIVISION OF WATE	R & WASTE MANA	GEMENT	
33-1	Solid Waste Management Rule	No	This rule follows the parameters established in its federal counterpart regulation. Federal Counterpart Regulation: 40 CFR Parts 239 - 258	the State of West Virginia advocate for the approval of state CCR permit programs containing site-specific flexibility to USEPA. The WIIN Act directs USEPA to approve state CCR permit programs to operate in lieu of the federal CCR rule where the state permit program requires each CCR unit in the state to comply with criteria that, if different from the CCR rule, are "at least as protective" as the federal rule. 2) The Chamber also suggests that the State of West Virginia urge USEPA to extend some of the upcoming CCR deadlines to give time for transition from a self-implementing rule to one implemented by a state permit

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				program. The Utility Solid Waste Activities Group (USWAG) has raised this issue with USEPA in the past, stressing that it is important to avoid capital expenditures for elements of the rule that may be implemented differently by a state permit program (e.g., the use of risk- based standards that are equally protective.)
33-2	Sewage Sludge Management Rule	No	This rule follows the parameters established in its federal counterpart regulation. Federal Counterpart Regulation: 40 CFR Part 503	
33-20	Hazardous Waste Management System	Yes	Section 4 of this rule subjects conditionally exempt small quantity generators of hazardous waste (CESQG) to notification requirements that are not part of the federal counterpart regulation. West Virginia solid	

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			waste rules restrict disposal of hazardous waste in municipal and non-hazardous waste industrial landfills. Requiring CESQGs to register helps to ensure hazardous waste does not find its way into a landfill that is not permitted to accept it. Federal Counterpart Regulation: 40 CFR Parts 260 – 279	
33-30	Underground Storage Tanks	No	This rule incorporates by reference its federal counterpart. Federal Counterpart Regulation: 40 CFR Part 280 – 282	
47-1	Administrative Proceedings and Civil Penalty Assessment	No	This rule follows the parameters established in its federal counterpart regulation and is, thus, consistent with the federal program.	

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47-2	Requirements Governing Water Quality Standards	No	Federal Counterpart Regulation: § 309(g) of the Clean Water Act (33 USC § 1319(g)) Please see attached PDF. While there is no federal counterpart regulation for this rule, EPA does propose "recommended criteria" for water quality standards through 40 CFR Parts 405 – 471, and the states can either adopt those recommended criteria or establish their own criteria based on conditions specific to each	Protection for "Future" Uses on Surface Waters. W. Va. Code 22-11-7(b)(c) provides, " the secretary shall promulgate legislative rules setting standards of water quality Standards of quality with respect to surface waters shall protect the public health and welfare, wildlife, fish and aquatic life and the present and prospective future uses of the water for domestic, agricultural, industrial, recreational,
			state. Similar Federal Regulation: § 303 of the Clean Water Act (33 USC § 1313)	scenic and other legitimate beneficial uses thereof." WVDEP has opined that this language on "future uses" could be interpreted to mean the agency is required to expand its obligation to protect surface waters to all potential uses the future may

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				hold. This would amount to WVDEP
				"setting aside" waterbody
				assimilative capacity for pollutants in
				order to accommodate "future uses"
				where such uses are merely
				theoretical and undefined. This
				assertion is in direct conflict with the
				CWA §§ 101(a)(2) and 303(c); and
				USEPA regulation 40 CFR Part 131,
				policy and guidance on use
				designation and policy
				implementation. See also, U.S. EPA
				Water Quality Standards Handbook.
				The Chamber urges the WVDEP to
				carefully assess its interpretation of
				this language to assure it promotes
				protection of reasonably foreseeable
				prospective future uses to assure
				that interpretation is consistent with
				federal laws, rules, guidelines,
				policies and recommendations. If
				WVDEP has an interpretation
				inconsistent with the federal such

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				interpretation necessarily needs
				identified as more stringent than the
				federal laws, rules, guidelines,
				policies and recommendations.
				The Chamber finds WVDEP's failure
				to address the water quality
				standards program in its report an
				attempt to ignore the guidance of SB
				619. SB 619 directly addresses
				guidances and recommendations.
				WVDEP needs to address the water
				quality standards program as being
				inconsistent with the federal
				recommendations.
				Arsenic Water Quality Standard.
				The WVDEP water quality standard
				for arsenic reflects a water contact
				recreation concentration of 10 ug/l.
				This human health derived standard
				had no federal equivalent. The
				Chamber urges WVDEP to
				promulgate a revision to the
				standard to remove the water

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				contact recreation criteria. The water
				contact recreation use reflects
				exposure to pollutants during
				swimming, fishing, and boating;
				these activities do not apply to
				arsenic. Other states and regulatory
				bodies in the region do not have an
				arsenic standard for water contact
				recreation to include: Kentucky,
				Virginia, Maryland, Pennsylvania,
				Ohio and ORSANCO.
				The Chamber also recommends that
				WVDEP establish a protocol that
				updates the water quality standards
				periodically to identify appropriate
				revisions consistent with federal
				recommendations.
				Mercury Water Quality Standard.
				The WVDEP aquatic life mercury
				criterion for chronic exposure is a

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				methylmercury standard of 0.012
				ug/l. The aquatic life mercury
				criterion for chronic exposure
				promulgated by U.S. EPA in the
				Great Lakes Water Quality Guidance
				Rulemaking is 0.91 ug/l, which is the
				same value that has been adopted
				by ORSANCO and the states of Ohio
				and Pennsylvania. WVDEP's value
				is more stringent that necessary to
				achieve EPA approval. The
				Chamber urges the WVDEP to
				initiate an administrative rulemaking
				to promulgate a revised standard.
				The human health criterion for
				mercury is a 0.5 mg/kg as a
				methylmercury fish tissue
				concentration. WVDEP has yet to
				develop guidance on how this
				criterion is implemented in NPDES
				permit. As such, permittees may be
				required to incur costly mercury

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				removal treatment technologies
				when these measures are
				unnecessary where the fish tissue
				standard is not exceeded. The
				Chamber urges WVDEP to do as
				EPA has done, adopt the 2010
				Implementation Guidance EPA has
				developed. Such adoption would
				assist in the efficient and effective
				implementation of the criterion.
				Chloride Water Quality Standard.
				EPA does not have a recommended
				water quality standard for human
				health protection for chloride. The
				WVDEP human health chloride
				water quality standard of 250 mg/l is
				based on the secondary maximum
				contaminant level (SMCL) for
				chloride published by EPA under the
				Safe Drinking Water Act (SDWA).
				This SMCL is not enforceable under
				the SDWA, is not recommended for

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47.50		V		listing as a water quality standard, and should therefore be removed as a human health water quality standard in the WVDEP's water quality standards regulation.
47-5A	Regulations for State Certification of Activities Requiring Federal Licenses and Permits	YES	This rule is more stringent than its federal counterpart in three areas: (1) Wetlands mitigation (3:1 vs 1:1). WV's rule is more stringent in this area, because the State determined that manmade wetlands rarely function as well as natural ones, and they take time to mature. (2) Barge fleeting mitigation. This area is more stringent because barge fleeting areas restrict/eliminate acres of fishable water, and propwash damages fish nesting sites. (3) Impingement/entrainment of	This rule became effective on May 14, 2014. Although the West Virginia Code of State Rules provides a mechanism for the administrative review of State 401 Water Quality Certifications in 47 CSR 5A-7, that part of the rule is not applicable for pipelines regulated by the Federal Energy Regulatory Commission ("FERC") pursuant to the Natural Gas Act ("NGA"), and the regulation should state that. 15 U.S.C. §§ 717-717z. See Del. Riverkeeper Network v. Sec'y Pa. Dept. of Envtl. Prot., 833 F.3d 360, 367 (3rd Cir. 2016). While the NGA is the controlling authority for interstate pipelines, the NGA requires states to participate in the

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			fish at FERC hydropower	environmental regulation of pipeline
			facilities. This area is more	projects, including the Clean Water
			stringent, because a previous	Act's requirement that such projects
			federal court ruling stated	obtain a State 401 WQC or a waiver.
			impacts to a <u>fishery</u> must occur	15 U.S.C. § 717b(d). WVDEP is
			before mitigation; this provision in	urged to modify regulation 45 CSR
			the State rule makes it clear we	5A to clarify that its review process
			are concerned about impacts to	for WQC does not apply to FERC
			each fish.	regulated activities.
			Federal Counterpart	
			Regulation: 33 CFR Parts 325	In determining jurisdiction for the
			and 332 and 40 CFR Part 230	review of the issuance of a State 401
				WQC, the NGA contains the
				following provision:
				The United States Court of Appeals
				for the circuit in which a facility
				subject to section 717b of this title or
				section 717f of this title is proposed
				to be constructed, expanded, or
				operated shall have original and
				exclusive jurisdiction over any civil

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				action for the review of an order or
				action of a Federal agency (other
				than the Commission) or State
				administrative agency acting
				pursuant to Federal law to issue,
				condition, or deny any permit,
				license, concurrence or approval
				(hereinafter collectively referred to as
				"permit") required under Federal law,
				other than the Coastal Zone
				Management Act of 1972 (16 U.S.C.
				1451 et seq.). See 15 U.S.C. §
				717r(d)(1).
				Numerous Federal Circuit Courts
				have interpreted the above-cited
				provision as providing original and
				exclusive jurisdiction to the United
				States Court of Appeals for the
				circuit in which the facility is subject
				to the NGA with regard to the judicial
				review of a State administrative
				agency's issuance of a 401 WQC.

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				See <u>AES Sparrows Point LNG, LLC</u>
				<u>v. Wilson</u> , 589 F.3d 721, 726-27 (4th
				Cir. 2009) (holding that it has original
				jurisdiction over the review of the
				issuance or denial of a 401 WQC in
				accordance with 15 U.S.C. §
				717r(d)(1)); Del. Riverkeeper
				Network v. Sec'y Pa. Dep't of Envtl.
				Prot., 833 F.3d 360, 371-72 (3rd Cir.
				2016); <u>Islander E. Pipeline Co. v.</u>
				Conn. Dep't of Envtl. Prot., 482 F.3d
				79 (2nd Cir. 2006); <u>Islander E.</u>
				Pipeline Co. v. McCarthy, 525 F.3d
				141 (2nd Cir. 2008). Again, WVDEP
				is urged to modify regulation 45 CSR
				5A to clarify that its review process
				for WQC does not apply to FERC
				regulated activities.
				Additionally, the WV Chamber
				proposes the following:
				1) Section 4.3.c.1 to -4.3.c.7:
				These sections appear to be outside
				the purview of Section 401 as it is a

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				water quality certification and has no
				direct relationship to recreation as
				written. Recreational need is in the
				purview of FERC, and hydro power
				projects are required to provide for
				recreational opportunities. During
				licensing or relicensing of hydro
				projects is the appropriate place for
				the Department to provide recreation
				recommendations. Also, many of
				stated recreational requirements are
				well outside the control of the
				licensee.
				2) Section 6.2.c. The
				compensatory mitigation
				requirements of the state are more
				stringent than the federal found at 33
				CFR 332.3(f)(1) as identified by
				WVDEP. The Chamber urges
				further assessment of the
				distinctions and differences of the
				state program from the federal.
				3) Section 6.2.c.1. Mitigation

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				for open water impacts should be
				discretionary based on the quality of the open water and impact.
				4) Section 6.2.c.5. Mitigation for wetland conversion should not be a requirement as wetland conversion does not always constitute a regulated activity under federal or state law. 5) Section 6.2.e.1. As stated above, mitigation for open water should be considered on a case by case basis, if at all.
				6) Section 6.2.k. 1. and 2.
				should be omitted altogether. Monetary payments for Section 10
				impacts to recreational resources are
				not appropriate or a suitable
				replacement for other uses of the
				resource. For instance, a
				commercial barge fleeting area
				provides for commerce, jobs and the

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				economy. This should be
				encouraged and incentivized by WV,
				not discouraged or require mitigation
				for recreation. In other words,
				irrespective of other considerations,
				why build a facility on the WV side of
				the Ohio River when it could be built
				on the OH side?
				7) Section 6.2.1. Payment for
				potential fish losses as a result of
				entrainment and impingement at a
				hydro facility is highly inappropriate,
				subjective to whatever costs
				WVDNR comes up with (not a
				standard or based on value), not an
				acceptable means for migration by
				FERC, and the hydro itself can
				provide better fishing and
				recreational opportunities than any
				potential loss of fish through the
				turbines. It is also unclear where
				and how any mitigation dollars for
				fish losses would be spent and what

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				the environmental benefit would actually be (i.e. loss of gizzard shad that are highly fecund and sensitive to other stressors).
47-10	National Pollutant Discharge Elimination System (NPDES) Program	No	This rule follows the parameters established in its federal counterpart regulation. Federal Counterpart Regulation: 40 CFR Part 122 - 125	The Chamber welcomes WVDEP taking a proactive role in assessing improvements in the implementation of the state WV/NPDES program. To further such an effort, the Chamber proposes that WVDEP conduct a review and/or be receptive to a request for review of NPDES permit conditions as identified by a permittee or permit applicant. Such review would identify any proposed or existing permit provisions that are more stringent than federal counterparts. Any such provisions must be changed so as to not be more stringent than the federal counterpart prior to issuance,

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				renewal or reissuance of a final
				permit. Existing NPDES permits
				should be eligible for review and
				modification as a matter of WVDEP
				policy and pursuant to the NPDES
				permit modification provisions.
				WVDEP should support any permit
				changes to conditions that will
				eliminate provisions in permits that
				are more stringent than required by
				federal law. WVDEP should also
				commit to provide supportive
				comment, justification and agency
				action, upon appropriate
				demonstration of inconsistency with
				federal law, rules, guidelines,
				policies and recommendations, for
				such modification requests.
				NPDES Permit Terms Can Be
				Interpreted as Eliminating Federal
				CWA Provisions. The U.S. Court of
				Appeals for the Fourth Circuit ruled

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				in a citizen suit case, Ohio Valley
				Environmental Coalition v. Fola Coal,
				that "a court must interpret an
				NPDES permit as it would a
				contract." 845 F.3d 133, 138 (4 th Cir.
				2017). The Court read the text of the
				WV/NPDES permit at issue as an
				agreement between West Virginia
				and the NPDES permit holder to
				render void the "permit shield"
				concept of the Clean Water Act §
				402(k), 33 U.S.C. § 1342(k) and W.
				Va. Code § 22-11-6(2). See, Revised
				Policy Statement on Scope of
				Discharge Authorization and Shield
				Associated with NPDES Permits
				(April 11, 1995). Because the permit
				condition that was more stringent
				than the federal counterpart was not
				removed from the permit before it
				was finalized, (despite the request of
				the permittee, and statutory changes
				in state law), the permittee (who fully

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				disclosed in its application the
				constituents in the waste water at
				issue) was determined to be in
				violation of a vintage permit
				condition. The Chamber urges
				WVDEP to actively engage in permit
				modifications as justified by law.
				Direct Enforcement of Water Quality
				Standards. W. Va. Code §§ 22-11-
				6(2) and 22-11-8(a) imply that water
				quality standards are the basis for
				the development of effluent
				limitations in water discharge
				permits. This West Virginia statutory
				law is consistent with the CWA which
				lays out the process for setting water
				quality standards and implementing
				them in NPDES permits. 33 U.S.C.
				§§ 1313(c), 1311(c)(2)(B), 1342(b). It
				is federal law that water quality
				standards are not effluent limitations.
				33 U.S.C. § 1362(11); <u>Va. Elec. &</u>

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				Power Co., v. Costle, 566 F.2d 446,
				n. 17 (4th Cir. 1977). In the Fola
				case, the issue involved assertion
				that Fola was required to comply
				with any sulfate and conductivity
				levels necessary to comply with the
				narrative criteria. The impact of a
				ruling that implements an NPDES
				permit in a manner more stringent
				than federal policy is uncertainty as
				to compliance obligations of a
				NPDES permittee. These
				uncertainties lend a lack of
				confidence when determining
				investment options in West Virginia
				as opposed to other jurisdiction. The
				Chamber urges the WVDEP to
				strengthen its NPDES program by
				clarifying the implementation process
				for water quality standards through
				recommended statutory
				amendments, rulemaking, and
				policy.

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				Intake Water Credit. The WVDEP
				water quality standards regulations
				unnecessarily limit the application of
				credit for pollutants that exist in
				water taken into a facility and
				ultimately returned to the same
				surface water. 47 CSR 10, Section
				7.7.a. narrowly provides that "upon
				request of the permittee, technology-
				based effluent limitations or
				standards shall be adjusted to reflect
				credit for pollutants in the permittee's
				intake water if certain conditions are
				met." U.S. EPA has approved
				implementation of intake credit (or
				"netting" of intake pollutants) to water
				quality based effluent limits in
				addition to technology based limits,
				in the following states: Delaware,
				Kentucky, Illinois, Indiana, Ohio,
				Pennsylvania, and Virginia. The
				West Virginia Regulation, W. Va.

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				C.S.R. § 47-10-7.7a. is not federally
				mandated. The Chamber urges
				WVDEP to review the authorizations
				EPA has granted to other states and
				to promulgate an administrative rule
				to allow for intake credit related to
				water quality based effluent limits.
				Stormwater Benchmarks. WVDEP
				implements stormwater discharge
				benchmark concentrations for water
				quality parameters as a threshold in
				their NPDES permitting of industrial
				stormwater discharges. WVDEP has
				chosen to use the benchmark values
				prepared by EPA. These benchmark
				values are largely derived from
				nationally-recommended water
				quality criteria for aquatic life
				protection. WVDEP's comparison of
				stormwater discharge values against
				these benchmarks as indicators of
				potential aquatic toxicity (i.e.,

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				bioavailability, exposure duration and
				frequency, and background
				concentrations) is scientifically and
				technically improper. Stormwater
				discharges, by their very nature, are
				of limited duration such that aquatic
				life are exposed to pollutants at a
				rate much different than used for
				EPA nationally-recommended
				criteria, WVDEP's stormwater
				benchmark protocol is more stringent
				than the federal and warrants
				revision. EPA guidance provides,
				"[a]n exceedance of a benchmark
				does not necessarily mean that your
				control measures are insufficient."
				Industrial Stormwater Monitoring and
				Sampling Guide, EPA 832-B-09-003.
				Final Draft. March 2009. The
				Chamber urges WVDEP to engage
				in a process of improving its existing
				stormwater benchmark approach to
				evaluate the potential impact on in-

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				stream aquatic life from stormwater
				discharges. The West Virginia
				Manufacturers Association has led
				the effort to inform WVDEP of the
				problems relative to its
				implementation of benchmark
				values. The Chamber is working
				with the WVMA. We commend to
				WVDEP the research and efforts
				being led by the WVMA.
				Federal NPDES exemption. The CWA does not require discharge permits for uncontaminated storm water associated with oil and gas exploration and production activities. See 33 U.S.C. 1342(I)(2). The CWA conditionally exempts oil and gas related storm water discharges from federal NPDES permitting requirements, so long as certain discharge criteria are met. Id. In contrast to

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				Virginia's Water Pollution Control Act regulates storm water discharges related to 'oil and gas construction activities' through a state water pollution control permit, regardless of whether there is or is not a violation of an applicable water quality standard. The Chamber urges WVDEP to identify this inconsistency as directed by S.B. 619.
47-13	Underground Injection Control	No	This rule follows the parameters established in its federal counterpart regulation. Federal Counterpart Regulation: 40 CFR Parts 144 – 148	
47-31	State Water Pollution Control Revolving Fund Program Rule	No	This rule follows the parameters established in its federal counterpart regulation. Federal Counterpart	

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			Regulation: 40 CFR Part 35	
47-34	Dam Safety Rule	No	This rule follows the parameters established in its federal guidance. Federal Guidance: FEMA's Federal Guidelines for Dam Safety Risk Management	
60-5	Antidegradation Implementation Procedures	No	Similar Federal Regulation: While there is not federal counterpart regulation for this rule, EPA required states to develop antidegradation policies through 40 CFR Part 131, and West Virginia developed this rule in accordance with the parameters established pursuant to the federal regulation.	