

## Rule Implementation Plan Chapter 173-201A WAC, Water Quality Standards for Surface Waters of the State of Washington

## Natural Conditions Criteria

May 2024 Publication 24-10-016

#### **Publication and Contact Information**

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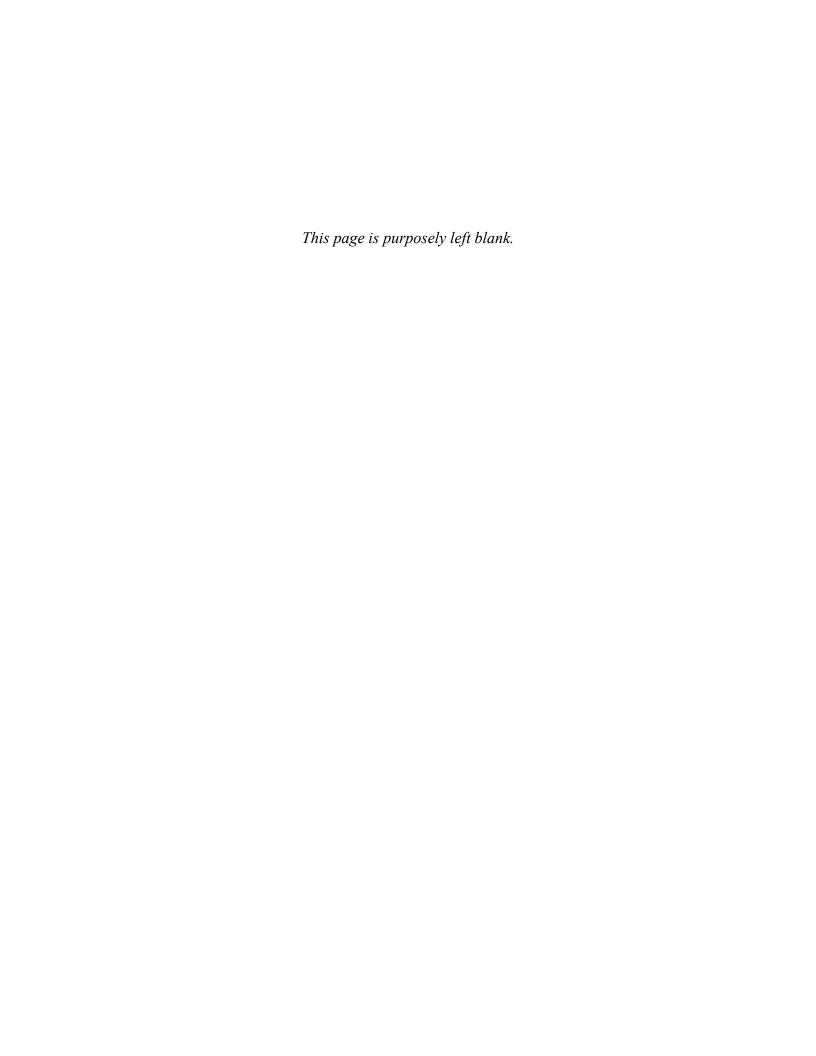
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# Implementation Plan Chapter 173-201A WAC Natural Conditions Criteria

Water Quality Program

Washington State Department of Ecology

Olympia, Washington



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## **Purpose**

The Washington State Department of Ecology (Ecology) provides the information in this implementation plan to meet agency and Administrative Procedure Act (RCW 34.05.328) requirements related to rule adoptions.

The Water Quality Program likes to provide a DRAFT Implementation Plan with the Water Quality Standards rule proposal packet. Although this is not required at the rule proposal phase (CR-102), we provide the draft as a helpful tool for staff and others to understand how we intend to implement the rule.

#### Introduction

On May 10, 2024, Ecology proposed amendments to chapter 173-201A WAC, Water Quality Standards for Surface Waters of the State of Washington. We proposed revisions to several natural conditions provisions in this chapter, including:

- WAC 173-201A-020 Definitions,
- WAC 173-201A-200 Fresh water designated uses and criteria,
- WAC 173-201A-210 Marine water designated uses and criteria,
- WAC 173-201A-260 Natural conditions and other water quality criteria and applications, and
- WAC 173-201A-430 Site-specific criteria.

We also proposed a new section: WAC 173-201A-470 Performance-based approach.

The purpose of this rule implementation plan is to inform those who must comply with Chapter 173-201A about how Ecology intends to:

- Implement and enforce the rule.
- Inform and educate persons affected by the rule.
- Promote and assist voluntary compliance for the rule.
- Evaluate the rule.
- Train and inform Ecology staff about the new or amended rule.

Also included in this plan is information about:

- Supporting documents that may need to be written or revised because of the new rule or amended rule.
- Other resources where more information about the rule is available.
- Contact information for Ecology employees who can answer questions about the rule implementation.

#### Implementation and Enforcement

Ecology will implement and enforce the adopted rule (upon its effective date) in the same way the current rule is implemented and enforced. The rule will not be able to be used for Clean Water Act (CWA) actions such as for Total Maximum Daily Loads (TMDLs) or National Pollutant Discharge Elimination System (NPDES) permits until Ecology receives approval from the Environmental Protection Agency (EPA).

#### **Overview of Implementation**

Ecology intends to update existing guidance or develop new guidance to assist Ecology staff and others to implement new and revised portions of the rule. This will help ensure any new criteria derived under our proposed approach for determining natural conditions criteria and implementation tools are consistently applied by Ecology. As we implement the performance-based approach to derive natural conditions criteria, as well as any new criteria values as result of that approach, we will continue to review the guidance documents and make any necessary updates if changes are needed. See the List of Supporting Documents in this document for a complete list of guidance that will be developed to support this rule.

#### **Human Action Allowance Considerations**

Ecology is proposing updates to the human action allowances that apply when a water's temperature is warmer than applicable numeric criteria and when a water's dissolved oxygen is lower than applicable numeric criteria, and that these conditions are due to natural conditions.

#### **Human Allowance Limitations for Temperature**

Ecology proposes that when a water's temperature is higher than the applicable criteria in Table 200(1)(c) under WAC 173-201A-200 or Table 210(1)(c) under WAC 173-201A-210, or within 0.3°C of the criteria, and that condition is due to natural conditions, the impact of humans on surface waters may not cause an increase in the water's temperature by more than 0.3°C above natural conditions.

For further details on this portion of the proposed rule, see the <u>Draft Technical Support Document</u>, <sup>1</sup> Ecology publication 24-10-015.

#### **Human Allowance Limitations for Dissolved Oxygen**

Ecology proposes that when a water's dissolved oxygen level is lower than the applicable criteria in Table 200(1)(d) under WAC 173-201A-200 or Table 210(1)(d) under WAC 173-201A-210, or within 0.2 mg/L of the criteria, and that condition is due to natural conditions, the impact of humans on surface waters may not cause a decrease in the water's dissolved oxygen level by more than 10% or 0.2 mg/L below natural conditions, whichever decrease is smaller.

<sup>&</sup>lt;sup>1</sup> https://apps.ecology.wa.gov/publications/SummaryPages/2410015.html

This approach for human action allowances is to protect species that live in hypoxic (<2 mg/L) areas, as even small decreases in dissolved oxygen can have an impact on their ability to survive and reproduce. For further details on this portion of the proposed rule, see the <u>Draft Technical Support Document</u>, <sup>2</sup> Ecology publication 24-10-015.

#### **Local and Regional Sources of Human-Caused Pollution**

Ecology proposes limiting the human action allowance to local and regional sources of humancaused pollution. These sources of pollution are those that originate from:

- Within the boundaries of Washington; or
- Within the boundaries of the United States of America *and* within the boundaries of a jurisdiction that abuts Washington (e.g., Oregon, Idaho) *and* impacts Washington's surface waters.

These proposed criteria allow for non-measurable (or *de minimis*) allowances for regulated actions within the state.

Thus, local sources of human-caused pollution refer to both point and non-point sources of pollution that impact surface waters where the source originates within Washington. Regional sources refer to point and non-point sources of pollution that impact surface waters where the source originates within Washington, Oregon, Idaho, or the seaward boundary of Washington. In either case, the originating pollution source must be from within the boundaries of the United States, and thus would exclude pollution sources originating from other countries or from oceanic boundaries.

These proposed changes to the human action allowances provide Ecology with the tools to regulate *de minimis* allowances when natural conditions criteria apply to a waterbody without allocating human-caused impacts that are outside of Ecology's regulatory authority (e.g., point source discharges in upstream Canadian waters, global climate change impacts to oceans). For further details on this portion of the proposed rule, see <u>Draft Technical Support Document</u>, Ecology publication 24-10-015.

#### **Performance-Based Approach Considerations**

Ecology proposes to adopt a performance-based approach for developing site-specific natural conditions criteria for aquatic life at WAC 173-201A-470 and in <u>A Performance-Based Approach For Developing Site-Specific Natural Conditions Criteria For Aquatic Life in Washington</u>, Ecology publication 24-10-017.

#### Implementation Differences

Development of site-specific natural conditions criteria using the performance-based approach differs from other site-specific or general numeric or narrative criteria in two ways: (a) the resulting criteria values do not need to be separately incorporated into chapter 173-201A WAC

<sup>&</sup>lt;sup>2</sup> https://apps.ecology.wa.gov/publications/SummaryPages/2410015.html

<sup>&</sup>lt;sup>3</sup> https://apps.ecology.wa.gov/publications/SummaryPages/2410015.html

<sup>&</sup>lt;sup>4</sup> https://apps.ecology.wa.gov/publications/SummaryPages/2410017.html

through rulemaking as done with other site-specific criteria development (e.g., WAC 173-201A-430), nor separately approved by EPA; and (b) a report that details the process undertaken to develop these natural conditions criteria using the performance-based approach must accompany the developed criteria in all subsequent CWA actions.

Aquatic life natural conditions criteria values developed using the performance-based approach are in effect and applicable to the waterbody immediately following the performance-based approach derivation process, so long as all requirements set forth in the rulemaking document (publication 24-10-017) are met. If, however, the requirements set forth in the rulemaking document for the performance-based approach are not met, then alternative site-specific criteria development may be considered through the already identified processes set in our water quality standards and in federal rules.

In the process of using the performance-based approach, there are multiple requirements for criteria development, including evaluation of various water quality elements, data requirements, quality assurance and quality control, and ensuring criteria are protecting all designated and existing uses. As such, if any criteria developed under this approach are used for state or federal CWA actions, Ecology must provide a report following departmental policy that meets the requirements set forth in the proposed rulemaking document (publication 24-10-017). This report ensures that the process and criteria development followed the performance-based approach. For example, if using the performance-based approach to generate protective site-specific natural conditions criteria values for use in a TMDL action, then the report must be included with the submittal of the TMDL for public and EPA review.

#### **Use of the Performance-Based Approach**

Ecology proposes limiting the use of the performance-based approach to certain water quality parameters. In this proposed rule, the performance-based approach applies to dissolved oxygen (fresh water and marine water), pH (fresh water), and temperature (fresh water and marine water) only. Development of natural conditions site-specific criteria for other aquatic life criteria may consider alternative pathways (e.g., site-specific criteria development at WAC 173-201A-430). Natural conditions criteria do not replace nor supersede any applicable human health criteria for a waterbody.

There are no proposed requirements that the performance-based approach must be used. The performance-based approach is a tool that Ecology can choose to use for implementing aquatic life criteria in state and federal CWA actions.

#### **Considering Human Structural Changes**

The performance- based approach may not be used to derive criteria for specific assessment units of waters that contain human structural changes that cannot be effectively remedied (see WAC 173-201A-260(1)(b)). In these situations, alternative criteria may be developed (e.g., site-specific criteria, through a use attainability analysis).

The performance-based approach, however, may be used for other assessment units that are impacted by a waterbody containing human structural changes (as per WAC 173-201A-260(1)(b)), so long as the regional natural condition values with an underlying scientific basis defined in the project-specific QAPP or relevant documentation are used to remove the potential impacts of the irreversible structural changes.

For example, the natural nutrient loading from the Lake Washington watershed to the Salish Sea would be estimated as the sum of all the natural nutrient loading input estimates to Lake Washington (a lake with irreversible structural changes from natural). Any differences between the existing net load from Lake Washington to the Salish Sea and the estimate of natural loading for Lake Washington inputs would thus be assumed to be anthropogenic and removed from the natural condition estimate for the Salish Sea.

Using this approach in these situations is particularly important for impaired waters with large geographic drainage areas and model domains, as they will most certainly contain some waterbodies with irreversible structural changes.

#### **Changes to Permits**

#### Addressing Permit Processing

Permitting can be in various stages when water quality standards are approved by EPA and become effective for CWA purposes. All newly EPA approved criteria will be implemented when permits are renewed or when new permits are issued. Table 1 describes how Ecology will guide permitted dischargers to consider the water quality standards once they become effective, based on permit status at the date of approval.

Table 1. Addressing permit processing when new water quality standards become effective.

Wastewater Discharge Permit Status at the Date of Approval	Action
1. Entity review not begun.	Use new criteria to determine reasonable potential and effluent limits.
2. Entity review completed but public notice not started.  New water quality standards cause reasonable potential to pollute or cause the effluent limits to change.	Prior to notice, Ecology will first estimate whether the reasonable potential determination would likely use the newly approved criteria and whether it would make a significant difference in Ecology's decision and conditions. The permit would go to public notice once the new standards are incorporated into the permit.
3. Entity review completed but public notice not started. New water quality standards don't cause a reasonable potential to pollute or cause the effluent limits to change.	Go to public notice with permit.
4. Public notice completed.	Issue permit but make sure applicant understands that new rules were recently approved and future permits may change.

#### Impacts to Existing Permits

Ecology reissues individual and general NPDES permits every 5 years and uses the EPA-approved water quality standards that are in effect at the time of issuance. A reasonable potential determination to exceed the water quality standards should be assessed for each permit. In addition, compliance schedules are a permitting tool considered by Ecology if permittees are unable to comply with new limits or benchmarks, based on state and federal NPDES rules. Ecology also can work with affected industries or permittees to provide technical assistance and guidance on best management practices that would help achieve compliance with any limits or benchmarks that are more stringent (protective) resulting from rulemakings.

This rulemaking does not propose to adopt criteria which affects parameters that have water quality-based effluent limits (WQBELs) or benchmarks in Ecology permits.

#### **Identifying Future Changes to Permits**

In general, this rulemaking provides a benefit for permits, as natural conditions criteria developed for a receiving water will reflect specific site-conditions. See the <u>Preliminary Regulatory Analyses</u><sup>5</sup> for this rule (publication 24-10-022) for additional details.

#### **Permit Benchmarks**

Benchmarks are provided to permittees in stormwater general permits. Benchmark means a pollutant level used as a permit threshold, below which a pollutant is considered unlikely to cause a water quality violation, and above which it may. When pollutant concentrations exceed benchmarks, corrective action requirements take effect. Benchmark values are not water quality standards and are not numeric effluent limitations; they are indicator values. However, benchmarks are calculated based on the numeric criteria applicable to the permit. This rulemaking will not change aquatic life or human health criteria for toxic substances listed under WAC 173-201A-240; therefore, recalculations of stormwater benchmarks for applicable general permits is unlikely.

#### **Changes to TMDLs**

There is ongoing TMDL work that will be in various stages of development once proposed revisions to the water quality standards are finalized and become effective for CWA purposes. Table 2 describes how Ecology plans to manage the various stages of TMDLs when changes become effective.

Table 2. Total maximum daily load (TMDL) implementation for this rulemaking

TMDL Status	Action
1. TMDL formally approved.	Keep TMDL in place, even if criteria in the new rule are different

<sup>&</sup>lt;sup>5</sup> https://apps.ecology.wa.gov/publications/SummaryPages/2410022.html

TMDL Status	Action	
	Continue implementation measures	
	Monitor compliance with TMDL allocations	
	Compare TMDL targets to new criteria, but not required to change targets	
	• Waterbody will be placed in category 4a (Has a TMDL) in accordance with the 303(d) listing policy	
	Effectiveness monitoring on the TMDL will include analysis of the new criteria	
2. TMDL not yet approved, but field work completed and TMDL	Report will have to be updated to include analysis of the new criteria	
draft document (report) may or may not be completed	Proceed with submittal of TMDL if the analysis shows that new criteria will be met	
completed	• If new criteria will not be met, then the TMDL will need to be amended to address new criteria	
	• If it is determined that the waterbody is naturally not meeting applicable water quality criteria at critical points in the year, AND the water quality parameter is temperature, dissolved oxygen, or pH (fresh waters only), AND a natural conditions determination will be needed, AND the performance-based approach is used, then the QAPP will need to be updated to account for the procedures as stated in Ecology publication 24-10-017.	
3. TMDL study in	Continue study and include new criteria	
progress and field work begun but not completed	Analysis should be based on new criteria	
	Develop monitoring plan that incorporates new criteria	
	• If it is determined that the waterbody is naturally not meeting applicable water quality criteria at critical points in the year, AND the water quality parameter is temperature, dissolved oxygen, or pH (fresh waters only), AND a natural conditions determination will be needed, AND the performance-based approach is used, then the QAPP will need to be updated to account for the procedures as stated in Ecology publication 24-10-017.	

TMDL Status	Action
4. TMDL study planned and no field work yet begun	Include new criteria in study design and sampling and drop old criteria
	• If it is determined that the waterbody is naturally not meeting applicable water quality criteria at critical points in the year, AND the water quality parameter is temperature, dissolved oxygen, or pH (fresh waters only), AND a natural conditions determination will be needed, AND the performance-based approach is used, then the QAPP will need to be updated to account for the procedures as stated in Ecology publication 24-10-017.
5. 303(d) listed but no priority set for doing	• Retain on 303(d) list
study	• Continue to scope and schedule projects. When projects are selected for work, the project will be treated the same as in (4) above
6. Effectiveness monitoring for TMDLs	Each TMDL should do effectiveness monitoring after implementation of actions
	• Effectiveness monitoring associated with the TMDL will be based on the monitoring strategy in the TMDL. In order to determine the TMDL is meeting water quality standards, monitoring will have to show the waterbody is meeting the most current criteria
	If new criteria will not be met, then the TMDL will need to be amended to address new criteria

#### **Using the Performance-Based Approach**

It is anticipated that TMDL development will use the performance-based approach for waters where natural conditions are a partial reason for nonattainment for water quality standards. The performance-based approach follows closely with established procedures and policies for TMDL development, including the use of Quality Assurance Project Plans (QAPPs) and model requirements. There are, however, additions to anticipated workflow in the TMDL process compared to prior natural conditions criteria implementation.

First, all human-caused impacts must be accounted for using all existing, readily available, and credible data. This includes estimation of the impact from human actions to a waterbody from waters outside the state's jurisdiction and impacts from climate change. These impacts are included alongside local and regional human sources to determine the total human-caused influence on the waterbody. This impact can then be subtracted from the model estimates of current (existing) water quality to estimate the natural condition water quality. In other words,

outside jurisdictional waters and climate change influences are subtracted from the "target reference conditions of the system" as determined when using prior natural conditions criteria implementation procedures.

The resulting estimates of the water quality represent the natural conditions of the target system. These estimates, alongside the applicable and protective duration and frequency components, represent the natural conditions criteria for that water quality parameter.

Departmental documents, procedures, and policies related to the development, review, and submittal of TMDLs may need to be updated to reflect the use of the performance-based approach.

#### **Water Quality Assessment**

The addition of new and updated natural conditions criteria will require Ecology to refine the natural conditions considerations found in Water Quality Program Policy 1-11, Chapter 1: Washington's Water Quality Assessment Listing Methodology to Meet Clean Water Act Requirements, 6 Ecology publication 18-10-035. Because EPA disapproved prior water quality standards natural conditions provisions in 2021, the natural conditions methodology in Policy 1-11 is not currently used for listing purposes. In this rulemaking, we propose updated natural conditions provisions that limit application to aquatic life, adjusted human pollution allowances, and provide a performance-based approach option for determining protective natural conditions criteria. The addition of these elements will require water quality assessment staff to revise and develop new methodologies based on these updated provisions.

#### **Natural Conditions General Provision**

Ecology proposes to update the general provision at WAC 173-201A-260(1) to limit use of the natural conditions provisions to aquatic life only, not human health. Further, the general provision makes clear there are binding procedures to calculate natural conditions criteria (e.g., performance-based approach). Therefore, determination of the natural conditions criteria that constitute the water quality criteria must be done before deciding whether to place waterbody segments into impaired categories when the nonattainment of a standard is only due to natural conditions, and not as result of human-caused pollution. These proposed rules will require revision to the current listing methodology.

#### **401 Certifications**

Ecology will issue 401 Certifications based on the water quality standards that are in effect when the certification is issued. When Ecology goes to public notice, it can estimate how the certification might change if the water quality standards are approved by EPA prior to issuance of the certification, and whether it would make a significant difference to Ecology's decision and conditions. All certifications that go to public notice after the water quality standards are adopted should be based on the new water quality standards.

<sup>&</sup>lt;sup>6</sup> https://apps.ecology.wa.gov/publications/SummaryPages/1810035.html

## Informing and Educating Persons Affected by the Rule

#### Rule development outreach

On September 27, 2022, we filed a pre-proposal statement of inquiry (CR-101) to notify the public that we started a rulemaking to consider revisions to our natural conditions provisions in the surface water quality standards. During the rule development phase, we:

- Reached out to interested and affected parties through email, including water quality email distribution lists, and website notices.
- Held requested meetings.
- Hosted public informational webinars.

Outreach activities during this phase included:

- March 2, 2023 Public webinar. We held an introductory webinar to discuss the scope of the rule and listen to any concerns from stakeholders.
- April 4, 2023 Tribal webinar. We held an introductory webinar to discuss the scope of the rule and any concerns from Tribal water quality staff.
- April 2, 2024 Tribal webinar. During this webinar, we discussed the preliminary decisions for the proposed rulemaking with Tribal water quality staff.
- April 23, 2024 Public webinar. During this webinar, we discussed the preliminary decisions for the proposed rulemaking with the public.

#### Rule proposal outreach

During the rule proposal phase, we will hold online hearings to discuss the proposed rule and collect formal comments. Public hearings will consist of a presentation of the proposed changes to the water quality standards, followed by a question-and-answer session. After questions, we will then accept formal testimony on the proposed changes. We will consider and respond to all comments we receive during the rule proposal phase.

#### **Future outreach**

We intend to inform and educate persons affected by the adopted rule revisions by:

- Providing new or revised guidance for implementing the natural conditions provisions.
- Providing continued opportunities to meet and discuss the implementation of the proposed rule with stakeholders.
- Providing continued opportunities for discussion and government-to-government consultation about the proposed rule with interested Tribes.
- Educating Ecology staff on how to implement the rule in their CWA action work.

For more information on how we intend to train and inform Ecology staff, see the section "Training and Informing Ecology Staff."			

## **Promoting and Assisting Voluntary Compliance**

Ecology will provide direct technical assistance to any entity that requests it. Ecology will continue to work with entities that are regulated by the state water quality standards. Ecology continues to encourage voluntary compliance with the water quality standards and supports numerous water quality programs that, at least in part, promote voluntary compliance:

- Total maximum daily loads (TMDLs)
- Nonpoint pollution programs
- Federal and state grants and loans
- Ongoing technical assistance from permit writers and compliance staff

These programs provide financial and technical support to entities complying with the water quality standards.

#### **Evaluating the Rule**

The purpose of the surface water quality standards is to restore and maintain the chemical, physical, and biological integrity of Washington's waters. More specifically, the water quality standards are designed to protect public health, public recreation in the water, and the propagation of fish, shellfish, and wildlife. The numeric and narrative criteria in the water quality standards are intended to protect those beneficial uses. Ecology will consider if the adopted changes have achieved their purpose to protect the beneficial uses.

#### **Objectively Measurable Outcomes**

Outcomes of the rule can be measured if water quality standards are attained. Ecology monitors surface waters across the state to determine whether water quality conditions support the designated uses set in the standards. Monitoring data (meeting requirements of the Data Quality Act; RCW 90.48.570 to 90.48.590) will be used to determine whether designated uses are met.

## **Training and Informing Ecology Staff**

A rulemaking of this magnitude requires broad outreach to TMDL staff in both the Environmental Assessment and Water Quality Programs, permit writers and other staff and management involved with water quality regulation. This will be done through meetings, email communication, written guidance, and one-on-one communication. Ecology will notify all Water Quality Program staff, as well as staff from other programs, that will use the new criteria or tools after EPA takes an approval action on its federal Clean Water Act review of the newly adopted water quality standards. The following are examples of staff resources to address training and information sharing related to the revised rule.

#### NPDES permits and 401 certifications

The Water Quality Program will provide training for the Ecology permit writers on changes to the rule and to permit writer's guidance. In addition, permit writers are given the opportunity to review and comment on changes to Ecology's Water Quality Program Permit Writer's Manual, which will contain the new guidance on how to implement the final rule changes in permits. Permit writing tools, templates, and forms will be updated to account for provisions in the adopted rule, and permit writers will be notified of changes.

Ongoing support is provided by Ecology's Permit Writer's Workgroup and General Permit Writer's Workgroup, made up of permit writers who meet quarterly to discuss emerging issues and facilitate communication throughout the regions and across other programs with staff who issue permits.

#### **Water Quality Assessment**

Ecology Water Quality Assessment staff will be involved in determining any new approaches that are needed to assess Washington waters for compliance with the new natural conditions provisions. These staff are already involved with this rulemaking via the development of information to support the Cost Benefit Analysis required by the Administrative Procedures Act. Water Quality Assessment staff will be aware of all changes to criteria that will affect how surface waters are assessed.

#### **Total Maximum Daily Loads (TMDL)**

Ecology Environmental Assessment Program staff are already involved with this rulemaking via the development of information to support the proposed rule language. There will be updated QAPP guidance to make sure that QAPPs for TMDLs incorporate the requirements of this rule for TMDLs that want to use the performance-based approach. TMDL staff at Ecology's regional offices will be informed of changes to the water quality standards through direct communication at their regular TMDL staff meetings, TMDL implementation workshops, and updates to the TMDL templates. Additional training on implementation of the revised water quality standards will be made available to staff upon request.

## List of Supporting Documents that May Need to be Written or Revised

Guidance and other documents that will need to be developed or revised:

- Ecology's Water Quality Program Permit Writer's Manual (publication 92-109) may need to be modified to include the updated human pollution allowances when natural conditions constitute the aquatic life criteria.
- Permit templates, Fact Sheet templates, and permit application forms may need to be updated to reflect the new criteria and tools.
- PermitCalc (Ecology's permit spreadsheet tool) may need to be updated.
- Materials available to the public (e.g., websites, Focus Sheets) will need to be updated to reflect the adopted rule.
- The Water Quality Program's Policy 1-11 Chapter 1 (publication 18-10-035) will need to be revised to reflect the new rule.
- The TMDL Template will need to be updated along with the QAPP templates to reflect the use of these tools (e.g., performance-based approach) if the TMDL is using them.

## **More Information**

For additional information go to Ecology websites noted below:

- Rulemaking webpage<sup>7</sup>
- Water Quality Standards webpage<sup>8</sup>

<sup>&</sup>lt;sup>7</sup> https://ecology.wa.gov/regulations-permits/laws-rules-rulemaking/rulemaking/wac-173-201a-natural-conditions

<sup>&</sup>lt;sup>8</sup> https://ecology.wa.gov/Water-Shorelines/Water-quality/Water-quality-standards

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