

BEFORE THE BOARD OF ENVIRONMENTAL REVIEW  
OF THE STATE OF MONTANA

BOARD MEETING )  
March 20, 2015 )

TRANSCRIPT OF PROCEEDINGS

Heard at Room 111 of the Metcalf Building  
1520 East Sixth Avenue  
Helena, Montana  
March 20, 2015  
9:00 a.m.

BEFORE CHAIRMAN ROBIN SHROPSHIRE,  
BOARD MEMBERS LARRY MIRES,  
MARIETTA CANTY, JOSEPH RUSSELL,  
CHRIS TWEETEN, HEIDI KAISER;  
and JOAN MILES (by telephone)

PREPARED BY: LAURIE CRUTCHER, RPR  
COURT REPORTER, NOTARY PUBLIC

1           WHEREUPON, the following proceedings were  
2 had and testimony taken, to-wit:

3                           \* \* \* \* \*

4                           (Ms. Miles not present)

5           CHAIRMAN SHROPSHIRE: We'll go ahead and  
6 get started. We're waiting for Joan to call in,  
7 but I suggest we go ahead and proceed. So it is  
8 9:00 a.m, and I'll call this regular meeting of  
9 the Board of Environmental Review to order.

10                   So the first thing on the agenda is  
11 review and approval of the minutes from the last  
12 meeting. Any comments or questions from the  
13 Board?

14           MR. MIRES: I would move to adopt.

15           MS. KAISER: I'll second.

16           CHAIRMAN SHROPSHIRE: It's been moved  
17 and seconded. Any further discussion?

18                   (No response)

19           CHAIRMAN SHROPSHIRE: Hearing none, all  
20 those in favor, signify by saying aye.

21                   (Response)

22           MR. NORTH: Madam Chair, there is one  
23 additional administrative item that I wanted to  
24 bring up, just as a matter of notice, and that is  
25 that Senate Resolution No. 5, which is a Senate

1 resolution to confirm the four Board members that  
2 were appointed last year -- Ms. Canty, Ms. Miles,  
3 Ms. Shropshire, and Chris Tweeten -- has been  
4 introduced, and is it's up for hearing on April  
5 8th in Senate Natural Resources at 3:00. So I  
6 just wanted to make sure that all those members  
7 were aware of that fact.

8 CHAIRMAN SHROPSHIRE: If any of us are  
9 expected to be there, you'll let us know in  
10 advance?

11 MR. NORTH: Tom, do you want to address  
12 that?

13 MR. LIVERS: Madam Chair, members of the  
14 Board, for the record, I'm Tom Livers, Director of  
15 DEQ. Yes. We are going to try to get a sense of  
16 -- as I think some of you that have been on the  
17 board for awhile --

18 (Ms. Miles present)

19 MR. LIVERS: As some of you who have  
20 been on the Board for awhile recognize, sometimes  
21 it makes sense to be there, sometimes it doesn't.  
22 We'll try to get a read on that, and give you  
23 folks plenty of heads-ups whether it would be more  
24 appropriate to be there or not. It is also the  
25 same bill that has my confirmation in it as well.

1 So we'll be following it, and we'll let you know.

2 CHAIRMAN SHROPSHIRE: Great. Thanks. I  
3 guess, just for the record, all the Board members  
4 are present. Joan is participating by phone.

5 MS. MILES: Thanks, Robin. I am on.

6 CHAIRMAN SHROPSHIRE: We've gone through  
7 the approval of the minutes and the administrative  
8 items, and now we're on to the briefing items.  
9 We'll start with the contested cases, but when we  
10 get to the other briefing items, B(1) and (2),  
11 we're going to reverse the order of those, just so  
12 everybody is aware. So No. B(2) will go in  
13 advance of B(1), which I think will be a shorter  
14 item. Ben, can you update us, please, on the  
15 contested cases.

16 MR. REED: Certainly, Madam Chair.  
17 Under Bay Materials, that schedule will be  
18 vacated. Both parties have filed motions for  
19 summary judgment, so I'll be issuing an order  
20 scheduling a hearing on that motion for summary  
21 judgment.

22 In Somont Oil, somehow a first  
23 prehearing order was issued twice, both initially  
24 and then again on March 6th. That prehearing  
25 order will be extended to June 2nd for the parties

1 to re-resolve their proposed dates.

2 In the matter of the violations alleged  
3 against the Highlander Bar and Grill, I haven't  
4 received a proposed schedule from the parties, but  
5 I expect to, and I'll be following up on that.

6 Moving on to non-enforcement cases, YELP  
7 monitoring continues. That matter has been  
8 stayed.

9 In the matter of Phillips 66's appeal of  
10 the arsenic limits, the parties have stipulated  
11 that the discharge complained of will be stopped  
12 until the permit can be modified or renewed. The  
13 appeal itself has been stayed to the end of 2017.

14 In the matter of Columbia Falls' appeal  
15 of DEQ's modification, the parties have still not  
16 filed a proposed schedule, so we're waiting on  
17 that.

18 In contested cases not assigned to a  
19 Hearings Examiner, we're still waiting. I have  
20 not seen the modified permit for WECO.

21 And then as the Board is probably aware,  
22 Madam Chair, with regard to MEIC, both parties  
23 have requested that the hearing be reset, the  
24 hearing on summary judgment be reset until the  
25 Board's May 29th meeting. The reason for this is

1 that the parties did not receive adequate notice  
2 of the hearing that would be today, and that's my  
3 fault. Are there any --

4 CHAIRMAN SHROPSHIRE: We just wanted to  
5 drag that out to make it as painful for you as  
6 possible.

7 MR. REED: You can't make me  
8 uncomfortable with silence, Madam Chair. I thrive  
9 on that.

10 CHAIRMAN SHROPSHIRE: Thanks, Ben. Any  
11 questions from the Board?

12 MR. TWEETEN: I have one. Ben, does the  
13 closure, the permanent closure of the Columbia  
14 Falls plant have any effect on the pending case?

15 MR. REED: I couldn't answer that  
16 offhand.

17 MR. TWEETEN: It was just announced I  
18 think last week that they were going to  
19 permanently close the plant, and I was just  
20 curious as to whether you anticipate any changes  
21 in --

22 MR. RUSSELL: Robin, just to address  
23 that. It has been inoperable for a long time.  
24 They've just decided that it will never operate  
25 again. I think I brought this up at the last

1 meeting about the pending EPA action, and how this  
2 is all going to work in, and I thought maybe John  
3 had addressed that, but I guess this is going to  
4 continue to be a separate item. They have a  
5 discharge that runs through there.

6 MR. TWEETEN: Okay. Thanks.

7 CHAIRMAN SHROPSHIRE: Just out of  
8 curiosity, for the contested case hearing, in  
9 terms of processes that are in place to make sure  
10 that people are notified on time, is there  
11 something that we can do to prevent that from  
12 happening again?

13 MR. REED: Madam Chair, there is not. I  
14 would like to be able to assure the Board that it  
15 won't happen again, but in theory, it shouldn't  
16 have happened this time. It comes down to human  
17 error, and an email that should have been sent to  
18 my paralegal notifying the parties remained  
19 unexplicably in my drafts box. So that's sort of  
20 the long and short of it.

21 CHAIRMAN SHROPSHIRE: All right. So  
22 moving on to other briefing items, Item B(2) we're  
23 going to proceed with first.

24 MR. MATHIEUS: Madam Chair, members of  
25 the Board, for the record, my name is George

1 Mathieus, Administrator of the Planning Division.  
2 Good morning. Thanks for this small adjustment.  
3 Yes, my item is very brief.

4 If you remember, back in July the Board  
5 adopted numeric nutrient criteria that we had been  
6 working on for many, many years, and at the same  
7 time the Department adopted our variance process.  
8 We received approval of those processes on  
9 February 26th of this year, so we thought it would  
10 be appropriate to let the Board know that, and I  
11 just have a couple highlights I thought were worth  
12 sharing.

13 In their letter, EPA concluded that the  
14 approved water quality criteria are scientifically  
15 defensible, well supported by the record, and  
16 consistent with Clean Water Act requirements.  
17 Additionally, general variances are reasonable and  
18 consistent with the Federal Clean Water Act and  
19 approved. Individual variance provisions are  
20 consistent with EPA requirements and approved.

21 The new critical low flow use for  
22 establishing permit limits, which was a seasonal  
23 14Q5, including the allowance that the entire 14Q5  
24 flow be used for dilution calculations, has been  
25 approved. The 20 year time frame for variances is



1 appropriate given the state of technology relative  
2 to the new standards, and was also approved, with  
3 the full understanding that minimum treatment  
4 levels under the general variances will be  
5 revisited triannually starting in the summer of  
6 2017.

7 So that's really all I have. That's not  
8 much to say for a 30 some page approval letter,  
9 but I thought it would save your time. Thank you.

10 CHAIRMAN SHROPSHIRE: Any questions from  
11 the Board?

12 MR. RUSSELL: Just reading through it a  
13 couple times, because I'm kind of slow on the  
14 uptake, but I commend the staff. You did a great  
15 job, and it clearly shows in the letter from the  
16 EPA.

17 CHAIRMAN SHROPSHIRE: Thanks, Joe. All  
18 right. And then on to B(1).

19 MR. URBAN: Madam Chair, members of the  
20 Board, for the record, my name is Eric Urban. We  
21 bring you today a briefing item to provide some  
22 background on the science and what we know today  
23 about electrical conductivity and sodium  
24 adsorption ratios, specifically in Otter Creek,  
25 tributary to the Tongue River.

1           This gets very detailed, very technical,  
2           and it is a very challenging subject, and as that,  
3           I brought with me today Amy Steinmetz, our interim  
4           supervisor for the Standards Program, and Erik  
5           Makus, a professional hydrologist, one of our  
6           modelers, to get into the details to provide you  
7           all of the information needed to really ask  
8           questions to the Department and provide that  
9           clarification for you. So with that, I think I'll  
10          turn it over to them, and I'll be available for  
11          questions at the end.

12                           (Ms. Miles present)

13           CHAIRMAN SHROPSHIRE: Are we going to  
14          have a power point?

15           MR. URBAN: Momentarily.

16           CHAIRMAN SHROPSHIRE: Who just joined on  
17          the phone?

18           MS. MILES: It is Joan, and that might  
19          happen again going in and out of service. I'll  
20          give my name again if I can't do that.

21           CHAIRMAN SHROPSHIRE: No problem.  
22          Thanks.

23           MS. STEINMETZ: Good morning, Madam  
24          Chair, members of the Board. My name is Amy  
25          Steinmetz. I work in the Water Quality Standards

1 Section of the Water Quality Planning Bureau of  
2 the Department.

3 In 2002, the Department had calculated  
4 and the Board adopted numeric water quality  
5 criteria for electrical conductivity, EC, and  
6 sodium adsorption ratio, SAR, for the Tongue  
7 River, the Powder River, the little Powder River,  
8 the Rosebud Creek, and all of their tributaries.

9 Otter Creek is a tributary to the Tongue  
10 River, and when current or existing water quality  
11 for EC and SAR were compared to the criteria, it  
12 was determined that Otter Creek is water quality  
13 limited. When a water body is water quality  
14 limited, it is required that we conduct TMDL,  
15 recalculated TMDL. TMDL stands for total maximum  
16 daily load. It is a calculation of the load of a  
17 pollutant that a water body can receive and still  
18 meet water quality standards.

19 On Otter Creek, the TMDL priority was  
20 elevated because the Department had information  
21 that a mine was going to apply for a surface water  
22 discharge permit, and that will often elevate the  
23 priority of the TMDL. So in this situation, that  
24 was the case. The Department looked at the data.

25 Part of the process of the TMDL is to

1 determine potential sources of a pollutant, and we  
2 found that on Otter Creek, the only potential  
3 sources were natural and irrigated agriculture,  
4 and it was really unlikely that the agriculture  
5 could contribute to such an extent that we saw  
6 that the existing water quality exceeded the  
7 criteria. So it looked like it might be natural.  
8 We needed to determine what the situation actually  
9 was, but it looked like a standards issue rather  
10 than a TMDL issue, and that's why we're here  
11 today.

12 So this is an outline of what we'll be  
13 talking about. What are EC and SAR, and how can  
14 they affect irrigated agriculture. We'll talk  
15 about the Tongue River watershed, uses of the  
16 water, and how the criteria and why the criteria  
17 were calculated in the first place, specifically  
18 focusing on the tributary EC criterion. We'll  
19 talk about the differences that Otter Creek sees  
20 in those factors for that calculation.

21 You'll see the modeling that was done  
22 for EC and SAR on Otter Creek; we'll look at some  
23 existing data; we'll talk about what site specific  
24 criteria are; and then we'll talk about what we're  
25 doing to move forward in this process.

1           Let's talk about EC and SAR. EC,  
2           electrical conductivity, is the ability of water  
3           to conduct an electric current. It depends on the  
4           amount of ions that are present in the water. The  
5           more ions, the higher the conductivity. It is  
6           also temperature dependent, so the temperature of  
7           the water affects the ability of the water to  
8           conduct electricity. So in assessments when we're  
9           comparing water quality, we need to have a way to  
10          compare apples to apples.

11           We have specific conductivity. Specific  
12          conductivity is the ability of water to conduct  
13          electricity at 25 degrees Celsius. The definition  
14          of EC in the Montana water quality standard rules  
15          matches the definition of SC. So when we're  
16          talking EC today, we're really talking about SC.

17           Conductivity, you'll hear this word, see  
18          this word. Conductants, specific conductants,  
19          electrical conductivity, EC, same thing. For our  
20          purposes today, the same thing as SC, and the same  
21          thing as salinity or salts. So you're going to  
22          hear all of these words. They mean the same  
23          thing.

24           Sodium adsorption ratio is the ratio of  
25          sodium to calcium and magnesium. And the equation

1 for SAR is on the bottom. We're not going to talk  
2 about that, but I do want to point out that SAR is  
3 unitless. So you'll see for conductivity, we have  
4 units of microsiemens per centimeter. SAR won't  
5 have units because it is a ratio.

6 EC affects irrigation at high levels  
7 because the ions hold the water in the soil. That  
8 water is less available to plants. Another way to  
9 look at that is you would have to add more water  
10 that's higher in conductivity than water low in  
11 conductivity to have the same amount of water  
12 available to the plant. And EC -- Plants are  
13 also, they have different salinity thresholds, so  
14 different plants can tolerate different levels of  
15 salinity.

16 Sodium adsorption ratio also effects the  
17 ability of plants to get water, but it has to do  
18 with soil, it has to do soil structure. Sodium  
19 disperses soil particles, spreads them out, loses  
20 the soil structure. The soil collapses, a hard  
21 crust is formed, and water can't penetrate into  
22 the soil.

23 So that's EC and SAR. Now we'll narrow  
24 in on where we're talking about, the Tongue River  
25 watershed. Cattle ranching began in the Tongue

1 River in late 1870s. Cattle have to eat even when  
2 they're not grazing, when food isn't available, so  
3 naturally irrigated agriculture began soon after  
4 cattle ranching.

5 The Tongue River watershed overlies the  
6 Powder River structural basin, which is a coal  
7 rich geologic formation, and coal, oil, and  
8 natural gas extraction began in the late 1800's.  
9 Coal bed methane extraction began in the early  
10 1990s, and boomed in Wyoming in the late 1990s and  
11 early 2000's.

12 The way the coal bed methane extraction  
13 works is that deep wells are drilled down into the  
14 coal formation, and water is pumped out of the  
15 coal formation. So it's pumped out of the aquifer  
16 that the coal is in, and when it does that, when  
17 that water is pumped out, it reduces hydrostatic  
18 pressure, it reduces the water pressure, which  
19 allows methane gas to be released from the coal  
20 seams. That methane gas then travels up the well,  
21 is captured at the surface, and methane gas is one  
22 of the two products from coal bed methane  
23 extraction.

24 The other is water, a lot of water.  
25 This water has to go somewhere. It can be

1 reinjected into the ground; it can be discharged  
2 to pits or ponds, like you see in the picture  
3 here; or it can be discharged to surface water.  
4 And the problem with that is that water from the  
5 coal seams is high in EC and SAR.

6 We'll talk a little bit about the two  
7 charts that are here, conductivity on the left,  
8 and sodium adsorption ratio on the right. Both of  
9 them compare water from three different sources.  
10 The blue bars are surface water, and the red is  
11 ground water. On the very left on both of these  
12 charts we're looking at Tongue River water. This  
13 is from Tongue River below Brandenburg Bridge near  
14 Ashland. Ashland is where Otter Creek enters the  
15 Tongue River. So these samples are from right  
16 below Otter Creek, and turning into the Tongue  
17 River.

18 The Otter Creek water, this is from  
19 somewhere in the middle roughly Otter Creek,  
20 talking downstream, upstream, somewhere in the  
21 middle of Otter Creek; and then the red bar is the  
22 Knoblock formation, the coal aquifer. These are  
23 all averages.

24 So if we're looking at conductivity, the  
25 Tongue River water EC is lower than the water in



1 the coal aquifer; but Otter Creek naturally has  
2 higher EC than the coal formation. But when we're  
3 looking at sodium adsorption ratio, both of them,  
4 Otter Creek and Tongue River, are significantly  
5 lower in SAR than the water in the coal seam.

6 So naturally irrigators were concerned.  
7 They're using this water, they have an existing  
8 use, and it is sensitive to EC and SAR. If you  
9 want to put more EC and SAR in the water, that  
10 causes concern. DEQ recognized the need to  
11 develop water quality standards that would protect  
12 the uses. And we are going to talk just a little  
13 bit about water quality standards, just one side.

14 The term "water quality standard" is  
15 often used or mostly used synonymously with  
16 numeric water quality criterion, but a water  
17 quality criteria, the numbers are just a piece of  
18 water quality standards. Water quality standards  
19 consist of three pieces.

20 Beneficial uses. These are the  
21 designated use of a water. They're designated in  
22 Montana rule. We have five that have some  
23 different subcategories, but drinking water,  
24 aquatic life, recreation, agriculture, and  
25 industry. These are five beneficial uses that are

1 assigned in different capacities to all of the  
2 water bodies, surface water bodies in Montana.

3 Then we have numeric and narrative  
4 criteria which protect those uses. For example,  
5 human health criteria. Numeric human health  
6 criteria are designed to protect drinking water;  
7 fills up aquatic life criteria. Then the third  
8 piece of water quality standard is nondegradation.  
9 This is a policy that is intended to protect high  
10 quality water and existing uses.

11 So these are water quality standards  
12 that the Department recognized that we need to do  
13 something with our water quality standards to  
14 protect the existing use, considering that this  
15 new use was coming into the area. So I'm not  
16 going to talk about the calculation of criteria on  
17 the Tongue River, but I want to go into a little  
18 bit of detail about some of the factors that were  
19 considered in arriving at our tributary EC  
20 criterion.

21 Three factors. First, how long between  
22 leaching event, and by that mean we mean leaching,  
23 how much water, or is there enough water placed on  
24 a field to flush salt out of the soil. This  
25 rinses the soil, pushes the salt down lower in the

1 soil profile, maybe to groundwater, but either way  
2 to a level that's below the root zone. The plants  
3 are no longer competing with the ions, with the  
4 salts, for water. So that's the first factor.

5 The second factor considered was how  
6 much salt accumulates in the soil between these  
7 leaching events; and three, how much salt can  
8 accumulate in the soil and still support the use,  
9 not decrease the yield. So those were the factors  
10 that were considered, and we'll come back to those  
11 in just a minute.

12 MS. CANTY: So Amy, so with the leaching  
13 event, do you mean -- is that the time between  
14 irrigations, or precipitation events, or both?

15 MS. STEINMETZ: Madam Chair, Ms. Canty,  
16 thank you for the question, and that's a very good  
17 question. It can be either. So you might add  
18 water to a field, you might irrigate, but not have  
19 enough water to leach the salts, and leaching can  
20 happen by precipitation -- so rain, snow, rain on  
21 snow, or irrigation, either one. Thank you for  
22 the question.

23 We arrived at criteria, EC criteria,  
24 considering those three factors. The EC criterion  
25 was 500 microsiemens per centimeter. That is the

1 criteria that applies to all of the tributaries,  
2 and all of those waters that we talked about.

3 For SAR we had two numbers. They still  
4 applied to the entire universe that we're talking  
5 about, this region, but we have two numbers. One  
6 corresponds to the irrigation season -- that's SAR  
7 three -- and then we have non-irrigation SAR of  
8 five. These numbers were adopted by the Board in  
9 2002, with the understanding that we have a  
10 statute in Montana law that requires or states  
11 that it is not necessary to treat waste to a pure  
12 condition, the natural condition of the receiving  
13 water.

14 So we said when these numbers are -- for  
15 consideration in a permit, if the natural  
16 condition of the stream is higher than these  
17 numbers, this natural condition will be reflected  
18 in the effluent limits in the permit, instead of  
19 these numbers that you see up here.

20 I don't know if you can see the color  
21 differences there, but this was our world in 2002.  
22 We're looking at the Rosebud Creek watershed in  
23 blue, the Tongue River in pink, and then Powder  
24 River in green. We were protecting this entire  
25 area. Tens of thousands of coal bed methane wells

1 had been drilled already in Wyoming -- tens of  
2 thousands of wells -- that produce a lot of water  
3 from these coal seams, and it was estimated that  
4 Montana was going to see 20,000 to 30,000 coal bed  
5 methane wells.

6 So anticipating this huge increase, we  
7 derived criteria that were protective of this  
8 entire system, and there is a lot of variety in  
9 the system. There is variable geology, variable  
10 soil, variable water quality, but we were being  
11 protective of the more sensitive of the  
12 conditions.

13 And this is what we're looking at today.  
14 So we knew, going into the rulemaking process,  
15 that we were going to have some tributaries that  
16 were going to be, the natural condition was going  
17 to be higher than the criteria. We had addressed  
18 this for permits, but we really didn't consider or  
19 address how we were going to implement these  
20 criteria, in assessments, in TMDL's.

21 So here we are today, Otter Creek. We  
22 have a lot of information on Otter Creek. Before  
23 we go into the data, I want to go back to those  
24 three factors that we talked about, and how Otter  
25 Creek has some considerations, has some situations

1 that are a little bit different than the  
2 considerations that were used in those three  
3 factors when we were looking at how we were going  
4 to derive this criterion for EC.

5 So just addressing each one of these,  
6 the period between leaching events, we estimated  
7 eight to ten years between leaching events. For  
8 most of Otter Creek, yes, that's probably  
9 accurate, but Otter Creek has a lot of variability  
10 within the system. So there are some areas that  
11 might be a little bit off.

12 The third bullet there, the amount of  
13 salt that can accumulate without significant crop  
14 loss, two things here. One was the type of crop,  
15 and the type of crop that we were designing  
16 criteria to protect for the tributaries was  
17 alfalfa. That's appropriate for Otter Creek. In  
18 Otter Creek, the most sensitive crop is alfalfa.  
19 As far as crop yield goes, we were trying to  
20 protect high yields of these crops, but on Otter  
21 Creek, 100 percent crop yield is really unlikely,  
22 if it ever happens. Usually you get a reduced  
23 crop yield just because of the natural conditions  
24 that are there. Sometimes zero.

25 But then the second factor -- a couple

1 of things went into this, that Otter Creek also  
2 has differences between the factors that were  
3 considered for the original criteria. First of  
4 all, how often does water from Otter Creek get  
5 applied to the fields? It was estimated in the  
6 criteria that water from the tributaries was  
7 spread out over the fields every year.

8 On parts of Otter Creek, this is true.  
9 On other parts it might be three to five years  
10 before you see water from Otter Creek being  
11 applied to the fields. Most of the time it is  
12 precipitation -- sheet flow, snow melt, rain on  
13 snow -- that's coming off of the hills, entering  
14 side channels, being captured, and spread out over  
15 a field, captured passively with spreader dikes.

16 The other estimation that was used for  
17 this factor was initial soil salinity. The  
18 initial soil salinity that was estimated in the  
19 original calculation was 250 microsiemens per  
20 centimeter initial salinity for the soil.

21 But on Otter Creek, that's really low.  
22 You would probably hardly ever see initial soil  
23 salinity of 250 microsiemens per centimeter.  
24 Maybe 500 to 1,000 or even higher. So Otter Creek  
25 is different.

1           Coming back to this slide, how did we  
2 get here. We did our assessments. The system is  
3 quality water limited. The TMDL is necessary,  
4 elevated and priority, because -- a mine. And  
5 we're looking at the system, and it looks like  
6 most of the EC and SAR are natural. We want to  
7 determine just how much of it is natural and how  
8 much of it is from human caused sources, so the  
9 Department decided to do some water quality  
10 modeling.

11           At this point I'm going to turn it over  
12 to Erik Makus, and he's going to talk about the  
13 modeling that he's done for EC and SAR on Otter  
14 Creek.

15           MR. MAKUS: Madam Chair, members of the  
16 Board, for the record, my name is Erik Makus. I'm  
17 a hydrologist in the Water Quality Planning  
18 Bureau. I was just going to mention that the  
19 slides are numbered, in case everybody hasn't  
20 noticed that, so if anybody has any questions  
21 later, you can go back by the number.

22           Today I am here to explain why we have  
23 determined that existing water quality data can be  
24 used to determine the EC and SAR standards in  
25 Otter Creek, and to do that, I'm going to talk



1 about, and kind of focus on two different things.  
2 I'm going to go through a quick review of the  
3 summary, summary of these existing data. Over the  
4 last 40 years, USGS, DEQ, and other agencies have  
5 collected a tremendous amount of data in Otter  
6 Creek, more than possibly any other trib in the  
7 area. And then second I'm going to look at the  
8 modeling that I've done and explain some of it to  
9 us, and look at some of the results.

10 I just wanted to point out on the map  
11 here. This is the Otter Creek watershed, and a  
12 lot of the data, pretty much all of the data we're  
13 going to look at today is going to be at the mouth  
14 near Ashland, so anytime we're looking at some  
15 data, it's probably at that point -- there's going  
16 to be a little bit that I'll point out that's up  
17 here, but that's where we're looking at.

18 The first thing I wanted to do is look  
19 at an average discharge hydrograph of Otter Creek.  
20 So this is about 30 some years of data collected  
21 over the last 40 years, and we can see a couple of  
22 things right off the bat. Otter Creek, first off,  
23 it has got kind of two peaks throughout the year.  
24 So it has got a peak that usually happens in  
25 February or March, and that's typically a snow

1 event, or rain on snow event, where there is a  
2 sudden increase in temperature, and there's some  
3 snow on the ground, and they get a rain event; and  
4 the ground is frozen, so it all floods into the  
5 creek.

6 Then there's usually a smaller --  
7 although not every year it's smaller. Some years  
8 it's bigger -- but there is a smaller peak in  
9 May/June, and that corresponds to the  
10 precipitation increase in May and June.

11 The second thing that's fairly unique  
12 about Otter Creek is you can see the flashiness or  
13 spikiness on this average hydrograph over 40  
14 years. So it is pretty hard to characterize.  
15 From one year to the next, it is really difficult  
16 to tell when it is going to peak or when it's  
17 going to flow the high flows. It changes every  
18 year. And you can see that -- we would think a 40  
19 year average might be a smooth line, but it is  
20 definitely not.

21 So the USGS has a gauge at the mouth  
22 near Ashland, and they've been collecting data  
23 there. That's the data that we looked at in the  
24 last slide. They've been collecting it there  
25 since the 1970s with some gaps. So we have a gap

1 here in the USGS data from about 1996 to 2003  
2 where the gauge was shut off. That's one  
3 limitation of what we're looking at, so we  
4 actually ended up starting the modeling after  
5 2003. We were originally going to start it a  
6 little earlier because we do have climate data  
7 that goes back this far.

8           Next I'm going to talk about just all of  
9 the data as far as EC and SAR data that we have  
10 out there, and we have a lot. The blue here is  
11 going to be at the mouth at Ashland, so these are  
12 just grab samples. These are when someone went  
13 out and just took a sample, analyzed it, either in  
14 a lab or in the creek, just a single event sample.  
15 And we can see we have -- there's about three  
16 points here, I believe, over the last 40 years.  
17 It starts in the 1970s through whenever I took  
18 this screen capture.

19           And I've got the current standard for  
20 the tribs in the region on here. It is 500  
21 microsiemens per centimeter. And what I think  
22 this shows us is that it is very rare that Otter  
23 Creek gets down to 500. In fact, it has only  
24 happened about three or five times in the last 40  
25 years that's been captured by the data. Much more

1 likely that it is sitting around 2,500 or 3,000.

2 CHAIRMAN SHROPSHIRE: Eric, in the 2003  
3 to recent time frame, there seems to be less data  
4 collected upstream. Is that the data that was  
5 collected was maybe a different time of year? Why  
6 do you see so much in the earlier years high  
7 values upstream, and then it decreases later on?

8 MR. MAKUS: Madam Chair, I'm not sure if  
9 I know the answer. I've got an idea. I think  
10 that in the 1970s, there was some pretty high  
11 interest in -- I don't know if it was coal mines  
12 -- I think it was some coal mine development in  
13 the watershed, and so they are definitely --  
14 Actually you can't tell, but there is more data in  
15 blue down here as well in the 1970s. So it looks  
16 like they were definitely sampling a lot more back  
17 then, and since then it has dropped off quite a  
18 bit. Since the USGS has a gauge at the mouth  
19 where the blue dots are, they just naturally  
20 sample there a lot more. So that is my theory.

21 CHAIRMAN SHROPSHIRE: So it is not  
22 necessarily that it's decreasing, it is just less  
23 data?

24 MR. MAKUS: Yes, less data overall, I  
25 think. Just looking at it, I think that's true.

1 Definitely at the upstream site, it is less data,  
2 and I think that's just because there was more  
3 interest in the 1970s.

4 CHAIRMAN SHROPSHIRE: Great. Thanks.

5 MR. MAKUS: So we've got more data, so  
6 these are all the grab samples, but then there has  
7 been some other data collection. So in the 1980s,  
8 the EPA had somebody go out to the creek every  
9 morning, and take a sample, and look at it for  
10 five years, a five-year period. And again, we can  
11 see that the data never gets down to 500 in that  
12 five-year period, not once.

13 Then in 2004, the EPA funded the USGS to  
14 put in a salinity meter at the gauge, so they were  
15 collecting automatic samples every 15 minutes.  
16 And these are just daily averages here. You'll  
17 see that they pull their gauges in the winter.  
18 They don't want them to get destroyed by ice. So  
19 starting when the USGS does this, we don't have  
20 data from about November through mid-March or so.  
21 But again, we've got five years of spring, summer,  
22 fall data. At no point does it hit 500. And then  
23 starting in 2013, the DEQ is now funding that  
24 gauge for salinity, and again, we don't get down  
25 to 500.

1           So big picture, there's just a lot of  
2 data. There is a lot of grab samples, there has  
3 been a lot of interest in the creek over the last  
4 40 years, and we've got a good foot to stand on  
5 here.

6           Now we're looking at sodium adsorption  
7 ratio, and more or less when they took a sample  
8 for salinity, they took a sample for SAR, so we've  
9 got not quite as many points, but more or less the  
10 same time frame. And we can see kind of the same  
11 thing with the grab samples. The growing season  
12 standard -- because remember, for SAR, we have two  
13 standards currently for the regional tributaries.  
14 The growing season standard of three; again, it is  
15 very rarely met. There is a couple points here,  
16 but not hardly ever. The non-growing season  
17 standard of five is met infrequently, but you do  
18 see the values dip below that from time to time.

19           So then the same thing. Now we're  
20 looking at just all the USGS -- when that gauge is  
21 running, it also takes SAR, so we've got from 2004  
22 to 2008, and 2013 on. We do have 2014. I just  
23 took this screen capture before last year. And  
24 again, the same thing. We don't see it ever get  
25 down to the growing season standard. The

1 non-growing season standard, it does hit  
2 infrequently.

3 So that is a summary of the existing  
4 data that is out there. Now I'm going to get into  
5 what we did for modeling. The model that we used  
6 was called LSPC, and it was used by the EPA and  
7 their consultant in the mid-2000s to do a model of  
8 the entire Tongue River watershed, so we kind of  
9 stuck with continuity and used that for the Otter  
10 Creek model.

11 LSPC is a hydrologic model, it's a water  
12 quality model, and I just put this graphic up here  
13 to kind of show the general water balance. This  
14 is what LSPC looks at. It looks at climate inputs  
15 of temperature and precipitation, wind. The  
16 water, once it hits the ground, it can infiltrate,  
17 it can return to the creek by either groundwater,  
18 or subsurface flow, or surface runoff. So it is a  
19 complete water balance. That is what we've done.

20 So as far as climate data goes, we  
21 needed climate stations in the area that would  
22 have good records, good long records with complete  
23 data sets, so for that, we had to go to a couple  
24 different points. Originally we had just used  
25 Brandenburg, Sonnet, and Leiter for our inputs.

1 Those had precipitation and temperature.

2 Throughout the process, we had some  
3 stakeholder feedback, and there was a weather  
4 station right in the middle of the watershed that  
5 had some temperature data, and had some other data  
6 as well, it had some precip that NOAA had not  
7 passed its quality control process. But  
8 throughout some previous presentations, we had  
9 some feedback, and we went ahead and decided to go  
10 back, and put this in for the temperature data.  
11 So now we do have a climate station right in the  
12 middle of the watershed that we've used  
13 temperature, wind speed, and relative humidity  
14 for.

15 And finally the data that we could not  
16 get from most of these NOAA sites, there is an  
17 airport in Sheridan for solar radiation, potential  
18 evapotranspiration, so we got that from there.

19 So here is a quick and dirty summary of  
20 the modeling results. We've got some color coding  
21 here in the key. You can see that we were -- what  
22 our internal ranking or internal rating. We  
23 considered it between good and fair for all these  
24 metrics.

25 The one, the model was fair at



1 reproducing low flows. That was probably the one  
2 point that was the most challenging. So when the  
3 creek got down to very, very low flows -- and  
4 we're talking down around .5 CFS down to .1 CFS,  
5 so barely a trickle -- the model didn't do as well  
6 at reproducing that. And this, if we look at the  
7 big picture, and we think of the total volume  
8 that's coming out during those times, it's a very,  
9 very tiny fraction of the water that is coming out  
10 of Otter Creek, so I think somewhere around one  
11 percent of the total volume in that time frame.  
12 And it was mostly during -- there was a drought in  
13 2004, and that was a challenge with the model. So  
14 it mostly happened there.

15 CHAIRMAN SHROPSHIRE: How deep is the  
16 water table there?

17 MR. MAKUS: Madam Chair, it varies quite  
18 a bit. As Otter Creek comes through the  
19 watershed, the coal seam, there is different  
20 seams, and they can get to the surface. As you  
21 get further down, they get to the surface. So  
22 along most of the creek, it is pretty shallow.

23 CHAIRMAN SHROPSHIRE: So there is some  
24 contribution from groundwater to the base flow?

25 MR. MAKUS: Definitely. Yes. It is

1 actually a very significant contribution is ground  
2 water. It is really not a snow melt runoff kind  
3 of watershed, so yes.

4 So I'm showing us a flow duration curve  
5 here, and just to reiterate, kind of the small  
6 portion of the point at which the model and the  
7 observed data kind of fall apart or separate. It  
8 is about .8 to .9 percent of the data, so 80 to 90  
9 percent of the data is very close, tracks very  
10 close. It's just when we get these flows that are  
11 down around .1 to .5 CFS.

12 But other than that, we felt really good  
13 with the model. That was really the only metric  
14 that wasn't what we would consider good. So  
15 overall water balance, we were very happy with.  
16 This is very close. High flows that matched very,  
17 very well, and some of the other metrics that we  
18 use, R-Squared and Nash-Sutcliffe were very high.

19 Now we're looking at a graphic of the  
20 simulated data and the observed data superimposed  
21 on each other. We already saw -- So there is a  
22 couple of data sets on here, but we already saw  
23 these purple dots. That was the data that we were  
24 looking at in the previous graph. And these green  
25 cyclical patterns are the USGS data from 2004 to

1 2008. So we've already looked at that, it's just  
2 got the blue simulation superimposed on it.

3 And in general, again, where there is  
4 overlapping data, they match up fairly well.  
5 We're getting good peaks and dips. We're seeing  
6 the overall range in variability. I mentioned  
7 that low flow data in 2004. That's some of these  
8 real high peaks in SC in the model simulation,  
9 because when we have very low flows, we're going  
10 to see high SC values. So again, these are just  
11 one or two days at a time, so in the overall  
12 balance, they made a very small portion of that,  
13 but that's what some of this is here.

14 So if we look at the averages, the  
15 means, the mean value for our simulation was about  
16 2,850 microsiemens per centimeter over the model  
17 period, which was 2003 to 2010. That falls right  
18 in between the mean of the two observed data sets  
19 that we've got up here, so the mean of the  
20 observed grab samples was about 3,000, and the  
21 mean of the USGS daily values, the green, was  
22 about 2,700. So our model does fall, as far as  
23 mean goes, right in between those.

24 Now, if we look at SAR -- This is the  
25 same data. We are just looking at SAR now -- very

1 similar. It does a good job of kind of the range  
2 in variability through here again. We've got a  
3 few peaks in that drought of 2004, but again, if  
4 we look at the means, the mean for the simulation  
5 was 5.9, and the mean for the observed data was  
6 six. So very close. Even closer than that.

7 So at this point, we felt good that we  
8 had a model that reasonably reproduced existing  
9 conditions. It wasn't perfect, but did a good job  
10 as far as the metrics we were looking at, overall  
11 water balance, and we were happy with it. We  
12 thought that we could move forward with some  
13 scenarios.

14 So the scenario we wanted to look at for  
15 the modeling was run a historical scenario, and  
16 there is a lot of different definitions of  
17 historical or natural. So in this case what we're  
18 talking about is we just wanted to remove all of  
19 the human influence that we could think of.

20 In this watershed, there is a couple of  
21 things. There's a lot of stock ponds and check  
22 dams along the main stem of the creek and in the  
23 tribs, and those are used for both cattle  
24 watering, and also for irrigation. So we removed  
25 all those stock ponds and check dams that were in

1 the model.

2           There is an urban footprint in the  
3 watershed. It is a pretty tiny percentage. It's  
4 only about .5 percent of the entire watershed, and  
5 most of that -- the land use that we use calls  
6 roads urban. So this is a graphic here, a table  
7 that shows the totals. For urban, we have 2,150  
8 acres. Most of that is roads. There's only about  
9 20 acres of actual urban areas, and that's the  
10 town of Ashland itself.

11           So we removed those from the watershed;  
12 we removed the irrigated land, which was also a  
13 very tiny fraction of the total watershed, .4  
14 percent. And there was no industrial point  
15 sources to consider, so we didn't have to do  
16 anything with that.

17           So basically kind of a representation of  
18 what we did. Urban and irrigated lands were  
19 reduced to zero in the watershed. Acreage was  
20 redistributed to the different land uses that we  
21 would consider natural. So forest, shrub land,  
22 pasture, and wetlands. And then there was still  
23 mass balance on acreage, so the total acreage  
24 didn't change, we just reduced the urban and  
25 irrigated lands to zero, removed those stock

1 ponds, and reran the model.

2 And when we did that, here are the  
3 results. So the red line on here, which is behind  
4 the blue, is the one we just looked at a couple  
5 slides ago. That's the existing model run that we  
6 did. The blue is now the historical simulation.  
7 And you can see that there is very little  
8 difference. They're almost the same.

9 There is a few -- You can see that in  
10 general the existing tends to peak a little lower,  
11 dip a little lower, and peak a little higher than  
12 the historical; and that's really a dilution  
13 factor. So there was more water in the creek  
14 historically. So when you got a big snow event,  
15 and the water quality gets very high now -- back  
16 then there was just a little more water in the  
17 watershed, so it diluted that extreme event a  
18 little bit, and that's why we don't see the dips  
19 and the peaks in the historical.

20 CHAIRMAN SHROPSHIRE: Erik, sorry to  
21 interrupt. I'm not sure exactly what you're  
22 modeling. Can you go back to the one before that?  
23 So the scenario that you're showing us now, how  
24 did you -- what did you change?

25 MR. MAKUS: Madam Chair, so this is

1 going to be the historical scenario. So the one  
2 that we've just looked at the several slides  
3 before was just existing conditions. We just  
4 tried to set up a model reproducing the existing  
5 conditions, and we call that a baseline.

6 Then here what we did is we wanted to  
7 say what was Otter Creek looking like before human  
8 influence, 150 years ago, before there was  
9 irrigation, before we had the town of Ashland,  
10 those kind of things. So to do that, we did kind  
11 of the checklist here. We've took out stock ponds  
12 and check dams that have been created; we took out  
13 the irrigation and their urban foot print, and  
14 then we reran it and compared those two, so now  
15 we've got an existing run, and we've got a  
16 historical, or no -- whatever you want to call it  
17 -- no human, natural.

18 CHAIRMAN SHROPSHIRE: All right.  
19 Thanks.

20 MR. MAKUS: So again, that's what we're  
21 looking at here, so the blue versus the red is  
22 those two. And take home from here is there is  
23 very little difference. And I'll show the same  
24 for SAR now. This is again the same. And again,  
25 very similar. We see the peaks and the dips in

1 the existing, and there is more or less no  
2 difference besides that.

3 And this is just looking at the same  
4 data but in a different way. So what I've done  
5 here is on the left we've got SC salinity. I've  
6 just plotted a box and whisker plot of the various  
7 creeks and rivers in that area, and then compared  
8 that to the two modeled events which are in green.

9 So here we've got the Tongue River at  
10 the Wyoming border, the Tongue River at Miles  
11 City. You can see that their mean value, median  
12 value, is very low, and their min and max are  
13 pretty tight, pretty low.

14 Then we look at Otter Creek observed,  
15 and then the two Otter Creek simulation runs. So  
16 this is the existing run, and this is the  
17 historical run.

18 And I just wanted to show this I guess  
19 to show there is a lot of variability in the  
20 watershed as far as going from the Tongue River to  
21 Otter Creek, and I think Amy hit on that a couple  
22 slides ago. But then also the main reason was  
23 just to show that this is the difference. I mean  
24 looking at these two, this is the difference  
25 between the existing data and the historical data.



1           So if we look at this, I think it says  
2 there's really no difference. I mean we've had  
3 100 plus years of irrigation and farming, and it  
4 really hasn't changed the watershed at all. And  
5 the same with SAR. This is just on the right, and  
6 very similar results.

7           When we look at the stats here, some of  
8 the numbers that were just in that graph, but  
9 basically there was about a one percent or less  
10 change between the existing and historical  
11 simulations in all cases. And again, for 100  
12 years of agriculture, we think that means there is  
13 no practical difference at all. It is lost in the  
14 weeds.

15           So just to summarize what I've talked  
16 about, I really just wanted to kind of go back to  
17 the point I made at the beginning, which is that  
18 we did make this model, and we looked at the  
19 historical and the existing data, and we  
20 determined that it is really the same. There  
21 hasn't been much change in the watershed because  
22 of irrigation practices. And so therefore we've  
23 got this amazing amount of data, more data than  
24 almost any creek I've definitely worked on in the  
25 last few years as far as EC and SAR data, and

1 we've determined we can use that data to set a  
2 site specific standard, and do a good job of it.

3 So with that, I'm going to pass it back  
4 to Amy.

5 CHAIRMAN SHROPSHIRE: I have a couple  
6 questions, though. First great job, both you and  
7 Amy. Those were really nice presentations.

8 The question I have -- and I didn't  
9 write down the slide number. Sorry. But can you  
10 go back a couple of slides? What I'm interested  
11 in is you said that there were no point sources.  
12 Have you looked at a scenario where you treated  
13 the mining as a point source?

14 MR. MAKUS: Madam Chair, we haven't  
15 looked at that yet, and I don't know if we will.  
16 That's probably a question for Eric. But this  
17 model is a surface water model, so without knowing  
18 -- we could easily add something if we knew what  
19 it was, but without knowing what it's going to be  
20 and what its influence will be, that would be  
21 difficult. And we haven't used it.

22 Amy did mention that we originally had  
23 set this model up as a TMDL model when we first  
24 started it several years ago, and then it kind of  
25 got converted into looking at standards. So of

1 course, it is a tool that we have, and in the  
2 future if we decide to use it for another  
3 scenario, that could definitely was done if the  
4 data was available.

5 CHAIRMAN SHROPSHIRE: If you could go  
6 back a couple to where there is a map of the  
7 watershed. Great. Are there mines along Otter  
8 Creek?

9 MR. MAKUS: Madam Chair, there are  
10 currently no mines in the watershed.

11 CHAIRMAN SHROPSHIRE: Historically?

12 MR. MAKUS: Historically there have been  
13 some very, very small private. I've heard that  
14 there has been maybe one or two places where a  
15 family just dug some coal, because a coal seam is  
16 very shallow, in some places actually outcrops.  
17 So I've heard that there has been a couple acres  
18 here and there where a family may have dug coal  
19 for themselves, but as far as I know, there has  
20 been no commercial mining in the watershed.

21 CHAIRMAN SHROPSHIRE: In that yellow box  
22 -- it is not a box at all. It is a shape with the  
23 hatches just below Ashland. What is that?

24 MR. MAKUS: Madam Chair, that's just a  
25 left over. I pulled this probably like a year

1 ago. That's the proposed mine site of Arch Coal,  
2 so that was just in there, and I didn't take it  
3 out.

4 CHAIRMAN SHROPSHIRE: And then the other  
5 thing I was curious about is just the change in  
6 flows between Ashland and Otter in terms of the --  
7 how much does it gain along the way?

8 MR. MAKUS: Madam Chair, it varies quite  
9 a bit. It does gain -- I'm going to say it  
10 probably doubles between Otter and Ashland. It is  
11 going to depend a lot on the time of year. In the  
12 base flow time of the year I bet it is pretty  
13 close to the same. In runoff season, spring  
14 season, it's probably double or more.

15 CHAIRMAN SHROPSHIRE: Great. Thank you.

16 MS. CANTY: I have a question for you,  
17 too. So if Otter Creek has a lot more salinity  
18 than the Tongue River, are you just attributing  
19 that then to the natural geology of the surface  
20 soils, just the difference in those two areas?

21 MR. MAKUS: Madam Chair, Board Member  
22 Canty. So we see that in many of the tribs in  
23 this region, is they're much, much higher. And  
24 the Tongue River is a snow melt, is a snow fed  
25 river, so it comes out of the Big Horns, and a

1 significant portion of its hydrograph is due to  
2 snow which is very clean.

3 Most of these, like Otter Creek, most of  
4 its hydrograph is going to be due to base flow  
5 conditions, ground water; and the geology out  
6 there, as Amy mentioned, it's in the Powder River  
7 coal seam, so it is really high in salts and SAR.

8 MS. CANTY: Thank you.

9 MS. STEINMETZ: Eric's presentation did  
10 a really good job of summarizing the data that we  
11 have and displaying it, so I'm not going to spend  
12 very much time on existing data. But this slide  
13 just summarizes what you've just seen with all of  
14 that data. We have got so much data for Otter  
15 Creek. It is almost unheard of. There is a lot  
16 of data.

17 And the next four slides are graphs that  
18 show each of these bullets by Julian day, so  
19 Julian day is just assigning one to January 1st,  
20 assigning numbers consecutively through the rest  
21 of the year. So on the left side of the graph  
22 we've got January all the way through December.  
23 I'm sorry I didn't label my line down here, but  
24 the red line is the criterion, EC criterion.

25 And this one is specific conductivity,

1 the daily data, so not the grab samples, but the  
2 daily data from that USGS gauge. And you can see  
3 looking at this data, there is a little bit of  
4 fluctuation by season, time of year; but for the  
5 most part it is pretty consistently between 2,500,  
6 3,000 in that area -- Erik mentioned that -- and  
7 all of the data is well above the criterion.

8 The next one just shows the grab  
9 samples, also conductivity, specific conductivity.  
10 Erik already pointed this out. There were only  
11 four samples in the period of record that are  
12 below the criterion. The rest of it is all in  
13 that 2,500, 3,000 and higher range.

14 The next two show SAR, five to seven.  
15 Very little of the data, real data, is below the  
16 non-irrigation season -- and again, I apologize  
17 for not labeling these -- but the red line is the  
18 non-irrigation SAR criterion, and the green line  
19 is the irrigation season SAR criterion. The daily  
20 data never goes below the SAR irrigation season  
21 criterion, and infrequently goes below the  
22 non-irrigation season criterion.

23 Then the next one is the grab samples,  
24 and shows pretty much the same thing, five to  
25 seven SAR; and then again, just like Eric pointed

1 out, very few data points in the period of record  
2 go below the irrigation season criterion.

3 So looking at all of the data that you  
4 have seen, looking at it in different ways, it  
5 hardly ever, existing data hardly ever go below  
6 the criteria, so I don't think it is a stretch to  
7 say that the criteria that are currently applied  
8 to Otter Creek for EC and SAR are not appropriate  
9 for Otter Creek.

10 We're going to talk a little bit about  
11 site specific criteria. In a perfect world, we  
12 would have enough data on all of our streams to  
13 calculate site specific criteria based on the  
14 natural condition of a stream. It would  
15 appropriately reflect what is in each water body,  
16 geology, chemistry. It would reflect all of that,  
17 and it would protect all of the existing uses and  
18 designated uses on those particular water bodies.

19 And site specific criteria are  
20 authorized in federal rule, federal regulation.  
21 CFR 131.11(b) states that the states may adopt  
22 criteria modified to reflect site specific  
23 conditions. Site specific criteria, like all  
24 water quality criteria, have to be based on sound  
25 scientific rationale. That's also in federal

1 regulation. And like all of our water quality  
2 standards site, specific criteria go through the  
3 official rulemaking process. You are the official  
4 body that adopts our criteria, it goes through  
5 you, it goes through the public participation  
6 process, and it is subject to EPA review and  
7 approval. Natural condition is an appropriate  
8 approach for calculating these criteria.

9 And a lot of states use them in a lot of  
10 situations. Where it is appropriate to base the  
11 criteria and site specific criteria, states do  
12 that, and EPA approved them. And we see Montana  
13 in here. You've recently seen these. Montana's,  
14 Florida, are based on the natural condition.  
15 They're are a couple different situations and  
16 methods for developing and calculating site  
17 specific criteria, but those based on natural,  
18 it's used.

19 Natural conditions, site specific  
20 criteria based on natural conditions, are  
21 inherently protective of designated uses. And I  
22 want to make sure this point is understood before  
23 we go too much further. If a use of water --  
24 water needs to be treated for a use -- that needs  
25 to be reflected in the designated use. For



1 example, drinking water. We don't have any waters  
2 in Montana that have drinking water naturally --  
3 it has to be either disinfected or conventional  
4 treatment -- and that is reflected in the water  
5 quality standards.

6 If it doesn't need to be treated for  
7 use, then that use couldn't exist as it does today  
8 if it couldn't exist naturally. I hope that that  
9 makes sense, but I'm going to clarify a little bit  
10 with an example on Otter Creek.

11 Otter Creek is a C-3 stream, and the  
12 uses designated for C-3 streams are listed here.  
13 So for Otter Creek, recreation could be an  
14 existing use; aquatic life exists under the  
15 current condition, which Erik Makus's modeling has  
16 shown, that the same condition is natural; and  
17 irrigated agriculture exists, although in a  
18 modified form -- not like you'd usually think of  
19 irrigation. Nobody is pulling water out of Otter  
20 Creek and sprinkling it over a field. It's  
21 opportunistic. But agriculture does exist,  
22 irrigated agriculture exists, and what we're  
23 trying to do will protect irrigation in its  
24 current form. It will also protect aquatic life.

25 Then moving on. If there are questions

1 about that, about how site specific criteria based  
2 on natural are protective of uses, please let me  
3 know because it is really important to understand.

4 But moving on. If we're going to  
5 develop site specific criteria based on natural,  
6 we need to develop some different pieces. One of  
7 them is a natural conditions report. So this  
8 would basically summarize Erik's modeling. It  
9 would show how we determined the natural condition  
10 of the stream, how we determined whether or not  
11 human sources contribute significantly to EC and  
12 SAR in Otter Creek, and it would report that, it  
13 would document all of that.

14 Another piece is the rule itself. Now,  
15 we have run some scenarios by stakeholders, and in  
16 the interests of keeping those discussions open  
17 and just sharing with you our intended path  
18 forward, we're not presenting any draft rules  
19 today. We're just talking about the pieces that  
20 we foresee going into the rule.

21 So the next time we come back to you,  
22 hopefully we'll be requesting initiation of  
23 rulemaking, and then you'll see a rule, and the  
24 pieces that that rule hopefully will have, it will  
25 have a description of the uses that are protected

1 by these site specific criteria, and it will also  
2 have a statement, that second bullet, that  
3 clarifies this will be protective of downstream  
4 uses. And so what we're doing, it's still going  
5 to be protective of downstream uses because we're  
6 talking about the natural condition of the stream.  
7 We're keeping that status quo. We're not  
8 requiring that natural get better, we're keeping  
9 it the same, so it's protective of what's  
10 downstream.

11 And then the third piece is the site  
12 specific water quality criteria for EC and SAR on  
13 Otter Creek, and numeric water quality criteria  
14 have three pieces: magnitude, duration, and  
15 frequency. Magnitude is the number. That's just  
16 the number. When we're talking about developing  
17 this number based on the natural condition, we're  
18 looking at a range of values. We're not going to  
19 pick maximum, we're not going to pick minimum,  
20 we're going to look at someplace within that  
21 range. It will be a percentile of that data.

22 Duration is the averaging period. What  
23 does that look like? That looks like a yearly  
24 average, a monthly average. It will be a maximum.  
25 And it represents the amount of time that an

1 organism can be exposed to a pollutant without  
2 harm. That's duration.

3 And then frequency is how often the  
4 organism can be exposed to pollution above the  
5 magnitude without harm.

6 So those are the three pieces, and  
7 frequency in this case, when we're looking at  
8 choosing something that's in that natural range,  
9 frequency is going to have to be reflective of the  
10 percentile that's above the magnitude that we  
11 select, between the magnitude and the top of our  
12 natural data set.

13 And what it will eventually look like in  
14 the rule, typically you see one and three years.  
15 This criterion can be exceeded no more than once  
16 in a three year period. So we need to figure out  
17 a way to translate 20 percent or 15 percent of a  
18 data set into -- it can exceed so many times in so  
19 many years.

20 (Ms. Miles present)

21 MS. MILES: This is Joan again getting  
22 back on the line.

23 MS. STEINMETZ: Then the last piece that  
24 we'll have before we come back to request  
25 initiation of rulemaking is an implementation

1 procedure, and this is really important because we  
2 only have one other example of site specific  
3 criteria based on natural, and that's Mike  
4 Suplee's nutrient criteria that you've recently  
5 seen.

6 Because it's different, because it's a  
7 different method for developing criteria, we need  
8 to be very clear about how those criteria are  
9 supposed to be implemented, how we'll implement  
10 those criteria and assessment; how the criteria  
11 will be implemented in a nondegradation review,  
12 nonsignificance determination; and finally, how  
13 will the Department use the criteria for  
14 permitting decisions. So these things will all be  
15 outlined in the implementation procedure.

16 So we talked about EC and SAR, what they  
17 are, how they can affect agriculture; we talked  
18 about the Tongue River watershed, water uses, how  
19 and why criteria were developed, especially how  
20 for the tributaries; and we've talked about how  
21 Otter Creek is a little different from that  
22 general criterion calculation. We've looked at  
23 data, we've looked at the model, we looked at  
24 existing data, we talked about site specific  
25 criteria in general, and we talked about how we

1 plan to move forward.

2 I'm going to conclude with that, and we  
3 thank you for your time, and we're available to  
4 take questions.

5 MS. KAISER: I just have a comment,  
6 Robin. I just want to say thank you. Both yours  
7 and Erik's presentations were excellent, and the  
8 clarification and definitions, that was great. So  
9 I appreciate the challenge you guys have ahead of  
10 you.

11 MR. RUSSELL: I don't know where to  
12 start. This clearly dumps into the Tongue, and it  
13 is not a lot of volume of water because it is not  
14 impacting the Tongue, it doesn't appear. Just  
15 looking on Google Earth, it's all opportunistic  
16 irrigation. There is quite a bit of irrigation.  
17 There's quite a bit of irrigated, probably  
18 alfalfa, along the Otter Creek.

19 MS. STEINMETZ: I'm going to show a  
20 couple pictures that demonstrate how that  
21 irrigation --

22 MR. RUSSELL: It is not flood  
23 irrigation, right?

24 MS. STEINMETZ: No, it is not. So it's  
25 spreader dikes. I think lower on Otter Creek --

1 There are actually check dams in Otter Creek  
2 itself, and then that water is spread out over the  
3 fields lower down; but upper Otter Creek, and on  
4 the side channels, it is actually pretty ingenious  
5 how these systems have been developed.

6 MR. RUSSELL: While you're doing that,  
7 are you taking samples in some of those areas that  
8 have been dammed up along Otter Creek? I know  
9 like the Tongue River Reservoir, we had a lot of  
10 data on what was going on in that reservoir. Do  
11 we know what's going on in those dammed up areas  
12 of Otter Creek?

13 MS. STEINMETZ: I have not seen that  
14 information.

15 MR. RUSSELL: The only other  
16 observation, I mean there has got to be almost no  
17 difference between ground water and surface water,  
18 almost none, I would guess, with the level of  
19 salinity that you're seeing.

20 MR. MAKUS: Yes. Otter Creek is  
21 primarily groundwater driven. There is very  
22 little difference between at least return flows  
23 from agriculture and ground water. Yes,  
24 definitely.

25 MS. STEINMETZ: So you can see Otter

1 Creek, the Otter Creek channel is down in this  
2 area here. And it is a little bit difficult to  
3 see in this slide, but the bank has been built up  
4 a little bit right along the creek so that water  
5 coming off of the hills is captured. They don't  
6 want the water to go into Otter Creek, they want  
7 it to stay on their fields.

8 I liked this slide on my computer  
9 because it showed the color differences. But you  
10 can still kind of see, even with the shadow, that  
11 there is this berm built up here that keeps the  
12 water on the field rather than going into the  
13 creek. The creek is in the background here. I  
14 think that this one -- I think this one was a  
15 tributary to Otter Creek.

16 MR. RUSSELL: Is that a common practice  
17 along Otter Creek?

18 MS. STEINMETZ: Yes.

19 MR. RUSSELL: That's probably why they  
20 can grow so much.

21 MS. STEINMETZ: Exactly, and when I said  
22 that the irrigation practice itself has been  
23 modified to fit the conditions of Otter Creek,  
24 this is what that looks like. Here is Otter  
25 Creek, and you can see that it's built up so that



1 water stays on the field rather than going into  
2 the creek. Same thing here. Here. I mean there  
3 are miles and miles of these berms that were built  
4 to contain the water. It is impressive.

5 And then like I said, lower down -- and  
6 I haven't been there, but Erik and Eric have both  
7 been there, and they have built some check dams in  
8 Otter Creek itself, and that spreads the water  
9 from Otter Creek out on the fields.

10 MR. RUSSELL: Are irrigators actually  
11 looking at the sodicity? Are they looking at the  
12 salinity before they irrigate or --

13 MS. STEINMETZ: Not on Otter Creek, no.  
14 What's there controls how the water goes out on  
15 the fields. There's no active opening of channels  
16 or taking the water. It is all just when it  
17 happens, it happens.

18 MR. RUSSELL: I so much appreciated what  
19 was going on along the Powder River, because they  
20 could destroy their crops if they didn't watch the  
21 salinities. So it is amazing what goes on out in  
22 eastern Montana from someone who lives in the  
23 northwest.

24 CHAIRMAN SHROPSHIRE: I have a couple of  
25 questions still, but anybody else from the Board?

1           Just I guess to help me understand a  
2 little bit better, you had some ground water data  
3 in your presentation, Erik. Did you have --

4           MR. MAKUS: There was --

5           CHAIRMAN SHROPSHIRE: I was thinking you  
6 had a slide that had some ground water quality  
7 data.

8           MR. MAKUS: I don't think -- Amy had one  
9 at the beginning, so it might have been Amy's. I  
10 don't think I had any.

11          CHAIRMAN SHROPSHIRE: Oh, that's the  
12 one. And so that's the formation that's in the  
13 watershed.

14          MS. STEINMETZ: The coal seam, yes.

15          CHAIRMAN SHROPSHIRE: And so it would be  
16 helpful for me to see a map with the depth of the  
17 coal seam, and if it is in proximity to Otter  
18 Creek, and how that varies from, say, the Tongue.  
19 It seems that that is a definite contributor, but  
20 I think I would understand it better if I could  
21 see --

22          MR. RUSSELL: Like in person?

23          CHAIRMAN SHROPSHIRE: In person on a  
24 field trip.

25          MR. RUSSELL: It is interesting. There

1 is multiple coal seams. There'll be a road cut,  
2 and you'll see the coal seams in the road cut; and  
3 then you'll be in the river bottom, and you won't  
4 see anything, but you know they're under there.  
5 But it is absolutely amazing. The road cut will  
6 have coal seams in it.

7 CHAIRMAN SHROPSHIRE: And then the other  
8 is that it would seem like a lot of the data was  
9 at the mouth. And how those concentrations vary  
10 along Otter Creek, do you have that data, so it  
11 shows the variance?

12 MR. MAKUS: Madam Chair, we don't -- So  
13 I had that one graph -- I won't go back to it --  
14 but the USGS has a gauge at the mouth, and so most  
15 of their sampling is at the mouth. So that's why  
16 we've got most of our data at the mouth. Then  
17 that one figure that had EC and SAR, where there  
18 was some red dots and some blue dots, that was all  
19 kind of near -- not the head waters, but near  
20 where two major streams come together and kind of  
21 form the upper Otter Creek.

22 So that data looks, that limited data  
23 definitely looked to me like the water quality  
24 improved as you went towards the mouth, the red  
25 data was definitely a little higher, especially in

1 the 1970s.

2 CHAIRMAN SHROPSHIRE: That's what I was  
3 thinking. I mean it looked like the  
4 concentrations were decreasing with time a little  
5 bit, like marginally, but I couldn't quite tell.

6 MR. MAKUS: The 1970s, a couple of  
7 things I can think of, and there might be people  
8 here who have better knowledge of it historically.  
9 One is that the 1970s were a pretty wet time out  
10 there. If you look at just hydrographs, probably  
11 six out of the eight wettest years that we've seen  
12 were all in the mid 1970s, so that might have  
13 something to do with it.

14 The other thing is it there is a lot of  
15 springs in that watershed, and the springs  
16 typically have very, very poor water quality. And  
17 I think the streams -- We've got a general idea  
18 where the springs are. They tend to be  
19 concentrated more at the upper end of the  
20 watershed, higher up. So I think that some of  
21 that really low water quality upstream might be  
22 due to just more of an influence of those springs  
23 and less of an influence of ground water or just  
24 runoff, would be my guess.

25 But besides those two points, we just

1 have limited grab samples here and there along the  
2 creek, and it is hard, with that amount of data,  
3 it's hard to pull a trend out and say, oh, it  
4 definitely is improving or decreasing water  
5 quality as we get downstream.

6 MR. RUSSELL: So I'm just trying to  
7 orient myself. There isn't a lot of flow from  
8 Wyoming into Otter Creek, is there?

9 MR. MAKUS: No. Madam Chair, Board  
10 Member Russell, Otter Creek is entirely in  
11 Montana. So it is about a mile north of the  
12 border, the very head water, so there is no  
13 interactions with Wyoming.

14 CHAIRMAN SHROPSHIRE: And the difference  
15 in CFS between Otter Creek and the Tongue?

16 MR. MAKUS: So that, I did have a graph.  
17 I threw some slides at the end, but it is not in  
18 there. It varies throughout the year, so  
19 typically we saw that hydrograph for Otter Creek,  
20 and it is going to peak in the March/April kind of  
21 time frame; and that's usually when the Tongue is  
22 flowing fairly low because the snow melt hasn't  
23 occurred yet, and when it does, the reservoir  
24 needs to fill up.

25 So like in the summer, maybe

1 July/August, Otter Creek is less than one percent  
2 of the total flow of the Tongue. It would  
3 represent less than one percent. Maybe  
4 March/April, it might be around 8 to 10 percent,  
5 something like that. So there is about a month  
6 there where it is 8 or 10 percent of the entire  
7 flow in the Tongue.

8 And the Tongue in April is mostly made  
9 up of just all of the little tribs coming in  
10 because there is not any snow melt coming out of  
11 the mountains. So that's kind of what you will  
12 expect is it's going to be the highest then.

13 CHAIRMAN SHROPSHIRE: Anybody else?

14 (No response)

15 CHAIRMAN SHROPSHIRE: Thanks very much.  
16 Nice job. I neglected to ask for public comment.  
17 We typically do this at the end of the meeting,  
18 but I think it makes sense for this to incorporate  
19 the public comment for this briefing item now. So  
20 if anybody in the audience would like to address  
21 the Board, we welcome your comments.

22 MR. HAYES: Good morning, Madam Chair,  
23 and members of the Board. My name is Art Hayes,  
24 Jr., and I'm the president of the Tongue River  
25 Water Users Association, and live on kind of the

1 sister stream of Otter Creek. I live on Hanging  
2 Woman Creek, very much similar, very similar type  
3 irrigation, so I think I can answer any questions  
4 you have about that type of irrigation. I'm very  
5 familiar with Otter Creek. It's just over the  
6 hill from my house.

7 In 2003 or 2002 when we initiated the  
8 standards, mainly we were looking at the Tongue  
9 protection, Otter Creek. It was set at 500, and  
10 that was to protect agriculture on the very high  
11 flows.

12 A few things I'd like to point out in  
13 this, is most of the grass we saw were at the  
14 mouth of Otter Creek, not upstream where the  
15 irrigation is taking place. Most of the  
16 irrigation on Otter Creek comes out of the side  
17 creeks. That water is captured in very -- dikes  
18 will vary anywhere from three to five feet high.  
19 They capture a great amount of water, and there's  
20 great leaching fraction to it. And it's very  
21 fresh water because it's always snow melt or rain  
22 water. There is no conventional irrigation on  
23 Otter Creek.

24 But let's go back and look at the  
25 standards. Are these standards that we adopted,

1 and data that we adopted, are they working? The  
2 answer is well, no. Year after year, the Tongue  
3 River Water Users Association and T&Y Irrigation  
4 have to had to put this ad -- will you pass those  
5 around, please -- ad in the Miles City paper in  
6 the beginning of irrigation season in April to  
7 say, "Please use your own discretion on when you  
8 turn your pumps on." The reason is our standards  
9 are to be running over 1,000 EC at Miles City.

10 There is a few years that we have not  
11 had to run that ad, and the reason is we've had  
12 some very high water years. Last year was an  
13 exceptionally high water year. We went into -- If  
14 you can remember, we went into the fall last year  
15 or a year ago last fall with a lot of rain. We  
16 had a lot of water in the system. Tongue River  
17 was running very, very high, all through the  
18 winter.

19 But where the standards have worked is  
20 in the tributaries, and the reason they have  
21 worked in the tributaries is we have no discharges  
22 into the tribs. We do not have the 45 SAR water  
23 in the tribs. If you put 45 SAR water out of that  
24 Knoblock coal main -- which will be required if a  
25 discharge permit is entered into with Arch Coal --



1 that is going to shoot the SAR and EC of that  
2 Otter Creek out of sight.

3 I guess in a nutshell is you can't use  
4 that ground water in that coal seam, or from some  
5 of the overlying sandstone aquifers that are  
6 overlying that coal. That water is very highly  
7 toxic to plant life, aquatic life, and everything  
8 else. It is good for two reasons: You can use it  
9 for stock, and you can use it for domestic water  
10 if you don't drink a lot of it.

11 What has happened in the Tongue since  
12 the standards have been initiated is we have had  
13 trouble meeting the standards in the early spring.  
14 We are playing a game of Russian Roulette. Will  
15 we get snow melt from Wyoming to dilute that bad  
16 water? And some years we have just barely made  
17 it. Some years people have put off irrigation  
18 until that snow melt comes.

19 And I guess to get back to Otter Creek,  
20 I'm going to pass out another sheet. This was  
21 taken from the 2014 Montana Bureau of Mines and  
22 Geology monitoring wells on Otter Creek, and you  
23 can see that -- I'll pass this around -- that  
24 Otter Creek is very susceptible. You can see the  
25 flows of the groundwater coming up into Otter

1 Creek as precipitation amounts -- and the closest  
2 monitoring station they have is at Poker Jim  
3 Butte, which is on the divide between Tongue River  
4 and Otter Creek.

5 And I guess my question or thing here is  
6 what's going to happen if you increase those flows  
7 of Otter Creek with a discharge permit? That  
8 ground water is going to go way up. It is going  
9 to put that extremely bad water into the root  
10 zones of those plants and in those fields.

11 And as we observed in several places, I  
12 have a good friend, Donnie Bailey, who lives over  
13 on the Rosebud Creek. Peabody was storing some  
14 water in some ponds. Eventually that water came  
15 out and destroyed some of his hay fields on a  
16 tributary of the Rosebud called Lynch Coulee. He  
17 settled for a nice settlement out of Peabody Coal,  
18 but those fields are still destroyed.

19 And that gets me to putting this water  
20 in these ponds, which Arch is planning to do.  
21 That high SAR water is either going to do two  
22 things: It's going to infiltrate through the  
23 ground if it's put in over the winter, and it's  
24 going to end up into the alluvial valley of Otter  
25 Creek; or those ponds, as we have seen with the

1 coal bed methane where they put it in that soil  
2 will disperse, and they will seal up and become  
3 evaporation ponds.

4 Dr. Jim Bauder ran an experiment on my  
5 place. We had one lined pond and one unlined  
6 pond. We ran some high SAR water from the stock  
7 well into it, had wells drilled in the bottom of  
8 the unlined pond. Those wells never did show  
9 water. It sealed that soil up instantly, and that  
10 became an evaporation pond just like the lined  
11 pond.

12 You can also see in John Wheaton's  
13 testimony in Montana versus Wyoming. John Wheaton  
14 is a hydrologist for the Montana Bureau of Mines  
15 and Geology. He had an experiment down by Arvada  
16 where they built a pond to see how much  
17 infiltration they had, and it sealed that pond and  
18 became an evaporation pond.

19 After our standards were proposed and  
20 implemented, Wyoming challenged those standards in  
21 court. That court case is still ongoing. And if  
22 we try to change the standards now, what is it  
23 going to do to that court case in Wyoming? We're  
24 still waiting on EPA to come up with some data --  
25 we were hoping to get it out shortly -- to back

1 Montana standards. And hopefully we can get that  
2 done, and then the Tongue River Water Users  
3 Association would like to come back to this Board  
4 and instigate standards that are protective for  
5 the whole river.

6 We have seen tremendous amounts of  
7 changes in irrigation practice in the Tongue River  
8 Valley since 2002. Thousands of acres have gone  
9 under sprinkler. That leaching fraction that was  
10 built into the standards is gone. And that change  
11 in irrigation, water is becoming very precious,  
12 and people are trying to use amounts that they are  
13 allowed to get the most beneficial use out of it,  
14 and that is through a sprinkler.

15 So I guess that kind of wraps up what I  
16 have to say. If you have any questions about how  
17 the irrigation system on Otter Creek works or any  
18 other questions, I'll be happy to try and answer  
19 them. Thank you.

20 CHAIRMAN SHROPSHIRE: Any questions for  
21 Mr. Hayes?

22 (No response)

23 CHAIRMAN SHROPSHIRE: I know you  
24 traveled a long way to get here, so thanks for  
25 coming. I appreciate your time.

1           MR. RUSSELL: Robin, I guess it brings  
2 up a question in the Tongue River Basin. I know  
3 you folks, DEQ has been looking at it, if it has  
4 any impact associated with any mining operation,  
5 whether it be coal bed methane, methane  
6 extraction.

7           CHAIRMAN SHROPSHIRE: Can I interrupt  
8 you? Can you hold that thought until we finish  
9 public comment?

10          MR. RUSSELL: Yes.

11          CHAIRMAN SHROPSHIRE: Any other public  
12 comment?

13          MS. MARQUIS: Good morning, members of  
14 the Board. My name is Vicki Marquis. I'm an  
15 attorney with the Crowley Fleck Firm, and we  
16 represent Arch Coal.

17               Arch Coal did submit a permit  
18 application and a discharge permit for a coal mine  
19 along Otter Creek, which as Amy discussed, did  
20 trigger some looking into doing a TMDL for Otter  
21 Creek. We support DEQ's efforts. I think you've  
22 heard a lot of agreement here that the standards  
23 that are in place right now for the tributaries  
24 aren't really working. We need a standard that  
25 can be used and that can be enforced. You don't

1 have that right now.

2 You've seen the data -- there is a lot  
3 of data -- and most of it shows that most of the  
4 samples already exceed the standards right now,  
5 and that's without any point source discharges  
6 along Otter Creek.

7 Also as you heard earlier, the rule was  
8 originally designed with coal bed methane  
9 discharges considered, and I'd just like to point  
10 out that a coal mine and a coal bed methane  
11 operation are significantly different from each  
12 other. Amy had a nice slide that showed the coal  
13 bed methane well, and that they have to pump out  
14 the water to get the methane. We don't have to  
15 pump out the water to get to the coal. In fact,  
16 our coal mine is designed to be zero discharge.  
17 So there is a significant difference. We are not  
18 the industry that the rule was targeted at  
19 preventing discharges from.

20 Also when the rule was set for the  
21 tributaries, if you read the rationale for the  
22 original rule, DEQ did a rationale on the rule in  
23 2011. It's a document, I'm sure DEQ has it, and  
24 you could get a copy if you wanted. But in there,  
25 they discussed how they came up with that limit of

1 EC of 500, and SAR of three and five; and those  
2 numbers were really based on the optimal water  
3 necessary to grow alfalfa. They weren't based on  
4 the existing water quality of the streams.

5 And also in that document you'll see  
6 that the rules were designed, acknowledging that  
7 there is a statute that says that a discharge does  
8 not have to be treated to a condition purer than  
9 the natural condition of the receiving water body.  
10 That's important, and it is evidence that the  
11 rules were designed sort of forecasting that you'd  
12 be here today drafting site specific rules based  
13 on the natural condition of the receiving water  
14 bodies.

15 Also I think DEQ did a good job of  
16 pointing out that Otter Creek is different from  
17 some of the other tributaries and a lot of other  
18 rivers in the watersheds that are impacted by the  
19 rule. The irrigation on Otter Creek is different.  
20 It is a passive irrigation. The water that runs  
21 through Otter Creek doesn't support irrigation in  
22 its current form. You can't really take that  
23 water and put it on the field without doing  
24 damage.

25 There are irrigation concerns on the

1 Tongue River. It is important to keep in mind  
2 that these standards won't change the standards on  
3 the Tongue River. Also these standards don't  
4 change the standards and the regulations in place  
5 for flow. The flow is regulated by your  
6 nondegradation requirements, and so those won't be  
7 impacted by drafting site specific EC and SAR  
8 standards for Otter Creek.

9           So in conclusion, the rules were  
10 originally promulgated anticipating use of the no  
11 purer than natural statute. We have a lot of data  
12 back to the 1970s. You have the science. DEQ has  
13 done a great job of assembling the data and  
14 modeling the conditions. They're committed to  
15 designing a rule that protects existing uses, and  
16 maintaining downstream water quality standards.  
17 Those are all requirements of the Clean Water Act.

18           And also it is important to note that  
19 we're not the only place that has to deal with  
20 salinity issues. There is a quite a project on  
21 the Colorado River that also deals with salinity  
22 issues. They've come up with a way. They've made  
23 good progress. The a total salinity load in the  
24 Colorado River has decreased over time. And they  
25 use a flow weighted concentration to come up with



1 benchmarks.

2           The benchmarks are designed specifically  
3 for specific segments within the watershed,  
4 acknowledging the natural condition of those  
5 specific segments. They recognize that there is a  
6 certain level of water that is clean, that is a  
7 fresh water discharge that is actually good for  
8 the system, and they allow discharges that have a  
9 relatively minimal salt load to a system.

10           So I say that only to illustrate that  
11 there is a way to do this moving forward, to  
12 acknowledge the natural condition, to come up with  
13 a rule that is usable and enforceable. Right now  
14 you don't have that, so it is important for  
15 everybody to come up with a rule that can be used  
16 and enforced.

17           If you have any questions, I'm happy to  
18 answer them. Thank you for your time and your  
19 efforts on this.

20           CHAIRMAN SHROPSHIRE: I have a couple  
21 questions. I should probably know this. So with  
22 the Otter Creek mine, I'm envisioning that the  
23 area that's going to be mined will have to be  
24 dewatered in order to access the coal. Do you  
25 know how deep the coal seams are, how much you

1 would have to dewater it?

2 MS. MARQUIS: Madam Chair, members of  
3 the Board. I'm not a mining engineer, nor am I a  
4 hydrologist, but I can tell you that the mine plan  
5 is designed to be zero discharge. It is my  
6 understanding that they can mine the coal without  
7 dewatering the coal; and from an economic  
8 perspective, it just makes sense to not spend a  
9 lot of money pumping water out of the ground if  
10 you don't have to. If you can somehow strip mine  
11 and dig the holes in a manner that you don't have  
12 to discharge the water, that makes good sense.  
13 And the mine plan is designed to be zero  
14 discharge. Most of the water that will be  
15 accumulated in the ponds will come from storm  
16 water runoff. Does that answer your question?

17 CHAIRMAN SHROPSHIRE: Partly. So the  
18 zero discharge means no discharge to Otter Creek,  
19 but the water would be contained in ponds?

20 MS. MARQUIS: That's my understanding,  
21 yes.

22 CHAIRMAN SHROPSHIRE: Any other  
23 questions?

24 MS. CANTY: I have a question. Do we  
25 have any data from the tributaries coming into

1 Otter Creek? Because if I'm understanding the  
2 irrigation right, the berms along Otter Creek are  
3 designed to catch the cleaner water coming from  
4 the tributaries, leaving it on the fields before  
5 it gets to Otter Creek; is that correct?

6 MR. MAKUS: That is correct, Madam  
7 Chair.

8 MS. CANTY: Do we have any data on those  
9 tributaries?

10 MR. URBAN: Madam Chair, Ms. Canty.  
11 There is some information available, and that is  
12 where when we propose rules to the Board, that is  
13 the piece that we will try and address in our  
14 language. And you can think about it -- If you  
15 step back, we proposed rules generally for very  
16 large watersheds without that site site specific.  
17 Ideally the perfect scenario is lots of data on  
18 every stretch of water. But we will propose  
19 language that addresses that concern.

20 MR. RUSSELL: I go back to my thought  
21 that I think establishing numeric standards is a  
22 good idea, because there is potential going  
23 forward of other activities, as long as there is  
24 coal here -- coal bed methane, coal bed natural  
25 gas extraction, coal. It would be good that we

1 have a standard, but clearly -- just look at your  
2 data. We could start rulemaking and establish a  
3 standard that makes sense. We've done it in the  
4 past.

5 It is funny, it is like ironic that  
6 taking all that fresh water and not letting it go  
7 into Otter Creek is probably keeping Otter Creek  
8 fairly high salinity. So it seems like the -- not  
9 to start to get darts thrown at me, but it seems  
10 like irrigators are causing as much of a problem  
11 now as anything in Otter Creek.

12 CHAIRMAN SHROPSHIRE: Is that a  
13 question?

14 MR. RUSSELL: If you want to take it as  
15 a question, Eric.

16 MR. URBAN: Absolutely. Madam Chair,  
17 Mr. Russell. That's our modeling effort in a  
18 nutshell. And when we looked at that, we removed  
19 those check dams. To put some scale to that, we  
20 would look at this watershed, there is 450,000  
21 acres of land, of which I believe 1,800 acres is  
22 irrigated agriculture. So its relative impact is  
23 small.

24 CHAIRMAN SHROPSHIRE: When you took away  
25 the dams, it didn't really change your results

1 much?

2 MR. MAKUS: Madam Chair, not water  
3 quality wise, no.

4 MR. RUSSELL: Were you taking away the  
5 dams so all of other water, snow melt, and the  
6 tributaries was flowing in there? Because you  
7 also have the damming of Otter Creek itself. You  
8 can see that in several segments of Otter Creek.

9 MR. MAKUS: Madam Chair, Board Member  
10 Russell. So take a step back. The model is only  
11 as detailed as we have information for. So if you  
12 look in that watershed -- you saw some of those  
13 pictures that Amy had -- it looks like every field  
14 has check dams, and some dikes, and everything.  
15 So we had to take an approach of kind of globbing  
16 a sub-basin together and just saying okay, it  
17 looks like there is about this much ponded area,  
18 or this many check dams in here, and we looked at  
19 a couple stream segments and said okay, there's a  
20 check dam about every this far, and we had to take  
21 averages.

22 And so when we back those out, most of  
23 those are going to be -- well, actually all of the  
24 check dams are either going to be on the main stem  
25 of Otter, or on the major tributaries, so Three

1 Mile, Ten Mile, Home Creek. Anything that's on an  
2 ephemeral stream that goes into somebody's field,  
3 we just didn't capture that necessarily in the  
4 model, and that's just because it really would be  
5 impossible to go into that level of detail for  
6 that when we're talking about watershed space.

7 So when we backed those out, they were  
8 just on the streams such as Home Creek or  
9 something, and it did show that there was very  
10 little change to the water quality when we did  
11 that, but we don't have the level of detail to  
12 scrutinize a field per se, so these fields up  
13 high.

14 MR. RUSSELL: I think if you did have  
15 that level of detail with the amount of what  
16 appears to be fairly irrigated cropland around  
17 there in that alluvium, clearly that water doesn't  
18 have enough salinity to destroy crops, because it  
19 is pretty green along here.

20 MR. MAKUS: Yes. So I think if we're  
21 looking at a big picture -- I guess the answer is  
22 probably I'm not positive. But if we look at the  
23 big picture, a lot of that clean water, like Mr.  
24 Hayes said, comes with snow melt, or comes with a  
25 really big precipitation event that may only

1 happen once a year or twice a year.

2 So volume wise that may be somewhat  
3 significant, that clean water that's not getting  
4 to the creek; but we looked at it more in the  
5 model as like, okay, over the course of a year,  
6 this might happen once or twice, maybe once is  
7 more common; and for those two days, it does  
8 change the salinity levels in Otter Creek, that  
9 Otter Creek would have been lower EC in the  
10 historical; but then the other 360 days of the  
11 year it kind of balanced out pretty fast. So I  
12 think there is a little impact, but it is pretty  
13 quick and pretty instantaneous, and then that may  
14 sit until the next year when the snow melt.

15 CHAIRMAN SHROPSHIRE: Is your model  
16 capable of predicting -- if you were to increase  
17 the flow and maintain the same concentration --  
18 what flows it would take to impact downstream  
19 users, or increase the concentration, keep the  
20 same flow, those sorts of scenarios? What are the  
21 parameters that you can't exceed on a -- basically  
22 a load basis to not impact downstream users? Can  
23 you do that predictive modeling?

24 MR. MAKUS: Sure. Madam Chair, we've  
25 actually looked at something like that. We

1 haven't used this model. This model would  
2 probably be a little complex for that. It takes  
3 awhile to run it. But we have looked at just some  
4 simple spreadsheet analysis, where if we took the  
5 Otter Creek flow and quality, and increased one or  
6 the other by 10 percent or 20 percent, what impact  
7 would that have on Tongue River at Brandenburg,  
8 Tongue River at Miles City. We've looked at some  
9 of those. Nothing official yet. We've just kind  
10 of got that in the back of our pocket. But that  
11 is something you can do for sure.

12           And then there was a question just a  
13 second ago that I just wanted to throw in. We do  
14 have some data on some of the tribs -- I don't  
15 know who asked it -- so Home Creek is an example.  
16 It is one of the creeks that comes in down near  
17 the mouth of Otter Creek, and the USGS has maybe  
18 40 or 50 data points in there. The data falls off  
19 very fast once we leave Otter Creek, but we do  
20 have one or two tribs where there is some data.  
21 And that data, I don't have it here, but it does  
22 show that the salinity in Home Creek are pretty  
23 high, as high or higher than Otter Creek.

24           CHAIRMAN SHROPSHIRE: Thank you. Any  
25 other public comment?



1                   Why don't we take a 15 minute break and  
2 we'll start back at the top of the hour.

3                   (Recess taken)

4                   (Ms. Miles not present)

5                   CHAIRMAN SHROPSHIRE: Go ahead and get  
6 started. I think we're still gathering. Joan,  
7 are you on the line?

8                   (No response)

9                   CHAIRMAN SHROPSHIRE: Ben, you had  
10 something that you wanted to comment on first.

11                  MR. REED: Yes, Madam Chair. Under  
12 Roman II(A)(2)(c) in the matter of Columbia Falls  
13 Aluminum Company's appeal of DEQ's modification of  
14 their MPDES, I would like to correct the record.  
15 I did get a stipulated scheduling order from the  
16 parties, and I believe I indicated that I hadn't.  
17 So that was all.

18                  CHAIRMAN SHROPSHIRE: Thank you. I  
19 think we're on to Item III, Action Items. The  
20 first item there is repeal, amendment, or adoption  
21 of final rules. We have a proposed adoption of  
22 amendments related to Ambient Air Quality Program  
23 standards.

24                  MR. NORTH: Madam Chair, Eric Merchant  
25 will make the presentation.

1 MR. MERCHANT: Madam Chair, members of  
2 the Board, again for the record, my name is Eric  
3 Merchant, and I'm with Department's Air Resources  
4 Management Bureau, and I'm here today representing  
5 the Department in requesting that the Board adopt  
6 proposed amendments to existing air quality rules  
7 related to quality assurance practices for the  
8 monitoring of ambient air quality in Montana.

9 Really essentially what this rulemaking  
10 does is it establishes a single set of quality  
11 assurance requirements applicable to all ambient  
12 air monitoring conducted within the state of  
13 Montana, and that would be whether or not the  
14 State of Montana is doing that monitoring or some  
15 other entity for a regulatory purpose.

16 The rulemaking was initiated before the  
17 Board on December 5th, 2014. Over the course of  
18 several years, the Department has worked very  
19 closely with affected industrial stakeholders and  
20 other stakeholders in the development of these  
21 rule amendments. In fact during the public  
22 comment period for the rulemaking initiated before  
23 you in December, the Department received comments  
24 from one of those primary stakeholder groups.

25 The comments received and the

1 Department's responses are included in your packet  
2 for reference. Really as a result of those  
3 comments, there were two substantive changes that  
4 we're proposing for adoption to the rules that  
5 were initiated. The first is the removal of a  
6 proposed incorporation by reference of a guidance  
7 manual titled "EPA Ambient Monitoring Guidelines  
8 for Prevention of Significant Deterioration."

9 We're proposing that this be struck from  
10 the rule from incorporation by reference. This  
11 document was really intended to serve only as  
12 guidance, as it stated, for major sources, major  
13 sources of air pollution performing monitoring in  
14 the state, and was not meant to be mandatory. A  
15 good example of that is there would be many  
16 requirements or guidance situations in this  
17 document that wouldn't apply to a specific  
18 project.

19 So the rule now, rather than mandating  
20 compliance with a guidance document, it just  
21 requires that major sources consider the guidance  
22 in their development of quality assurance plans  
23 for their monitoring purposes.

24 Then secondly, the initially proposed  
25 rules require Department approval of quality

1 assurance plans for monitoring projects for other  
2 entities, but did not provide a deadline for the  
3 Department to act on those submittals. The rule  
4 proposed for adoption adds a 60 day deadline for  
5 the Department action on these quality assurance  
6 plans. We believe that provides for some  
7 regulatory certainty for the entities that might  
8 be coming into the scenario. Then again, we just  
9 believe that's appropriate, and so we have added  
10 that deadline into the rule.

11 Effectively again what we're trying to  
12 do here is simply establish a single set of  
13 quality assurance rules that apply to everyone  
14 across the state standards, national standards,  
15 that are applicable here. And I guess for that  
16 purpose, the Department requests that the Board  
17 adopt the proposed rules as amended. Thank you,  
18 Madam Chair. If there are questions.

19 CHAIRMAN SHROPSHIRE: With the response  
20 to comments as well? As amended and with the  
21 response to comments?

22 MR. MERCHANT: Madam Chair, yes.

23 CHAIRMAN SHROPSHIRE: Any questions?

24 (No response)

25 CHAIRMAN SHROPSHIRE: Is there a fee

1 associated with your review of those plans?

2 MR. MERCHANT: Not specifically. Some  
3 of these plans might come in with a permit  
4 application, for example, but not specifically  
5 tied to this action.

6 CHAIRMAN SHROPSHIRE: I was just curious  
7 with the 60 day time period. What is your average  
8 turn around on review of a plan?

9 MR. MERCHANT: Madam Chair, members of  
10 the Board, I'm not sure that we have an average.  
11 In fact it is interesting, because recently we've  
12 had several of these plans come in to us for  
13 projects that are planned in the state, and some  
14 of them are highly complex, and we need to look at  
15 these issues very closely. I anticipate that  
16 there might be other projects that are relatively  
17 simple. We believe that providing a 60 day period  
18 would provide us with adequate time even for a  
19 relatively complex project.

20 And I should also mention that really  
21 the idea here is that we work with these  
22 stakeholders. In an ideal scenario we would be  
23 talking with them, consulting with them over a  
24 period of time in advance of any proposal. So a  
25 lot of the information that we would want to

1 consider would already be understood between the  
2 Department and the entity. That's the ideal here,  
3 but putting that deadline on it is really just  
4 providing some certainty to the affected  
5 stakeholder.

6 CHAIRMAN SHROPSHIRE: Any public  
7 comment? There were a few comments from the  
8 public, so I just want to make sure there is  
9 nobody here that wants to speak to this and the  
10 Board's response to comments.

11 (No response)

12 CHAIRMAN SHROPSHIRE: And I don't think  
13 there is anybody on the phone. Joan, are you  
14 back?

15 (No response)

16 CHAIRMAN SHROPSHIRE: Thanks, Eric.  
17 With that, I would entertain a motion to amend and  
18 repeal the rules as proposed and the attached  
19 draft notice of amendment, and adopt the House  
20 Bill 521 and 311 analysis and the response to  
21 comments.

22 MR. RUSSELL: I'll make that motion.

23 CHAIRMAN SHROPSHIRE: It's been moved by  
24 Joe.

25 MS. CANTY: Second.

1                   CHAIRMAN SHROPSHIRE: It's been seconded  
2 by Marietta. Any further discussion?

3                   (No response)

4                   CHAIRMAN SHROPSHIRE: All those in  
5 favor, signify by saying aye.

6                   (Response)

7                   CHAIRMAN SHROPSHIRE: Opposed.

8                   (No response)

9                   CHAIRMAN SHROPSHIRE: Motion carries  
10 unanimately.

11                   The next thing is final action on  
12 contested cases. In the Matter of Violations of  
13 the Public Water Supply Laws by Trailer Terrace  
14 Mobile Park. Ben, can you update us on that.

15                   MR. REED: Not specifically. I believe  
16 that what seems to have happened is that the  
17 parties who had initially been entangled in these  
18 violations have now gotten themselves out. The  
19 violations still exist, they're simply not going  
20 to be as against those parties. So Joyce has the  
21 order of dismissal prepared for your signature.

22                   CHAIRMAN SHROPSHIRE: Any questions?

23                   (No response)

24                   CHAIRMAN SHROPSHIRE: I do have in front  
25 of me an order of dismissal for Case No. BER

1 2012-11-PWS. I'll entertain a motion to authorize  
2 the Board Chair to sign.

3 MR. MIRES: So moved.

4 CHAIRMAN SHROPSHIRE: It's been moved by  
5 Larry.

6 MS. KAISER: Second.

7 CHAIRMAN SHROPSHIRE: Second by Heidi.  
8 Any further discussion?

9 (No response)

10 CHAIRMAN SHROPSHIRE: All those in  
11 favor, signify by saying aye.

12 (Response)

13 CHAIRMAN SHROPSHIRE: Motion carries  
14 unanimously.

15 The last item on the agenda is general  
16 public comment. Is there anyone in the audience  
17 or on the phone that would like to address the  
18 Board?

19 (No response)

20 CHAIRMAN SHROPSHIRE: John, I know you  
21 had some comments or a comment.

22 MR. NORTH: Yes, Madam Chair. We have  
23 three members of the Board who have been serving  
24 in a hold-over capacity since the first of the  
25 year: Mr. Russell, Mr. Mires, and Ms. Kaiser.



1 They may all be back next meeting because there  
2 might not be additional appointments before that  
3 time; some may be back because they're  
4 reappointed, some may not. So it is a strange  
5 situation. But given the fact that that's the  
6 situation we're in, on behalf of the Department,  
7 we want to thank all those Board members for their  
8 service on the Board.

9 MR. RUSSELL: So you know something I  
10 don't?

11 MR. NORTH: All I know is what I just  
12 said.

13 CHAIRMAN SHROPSHIRE: It's an under  
14 statement in terms of thanking those Board  
15 members. I'm optimistic that you guys will  
16 probably be around for the next meeting based on  
17 how busy things are. Hope to see you again. If  
18 not, it has been fun.

19 MS. CANTY: In that same light, there is  
20 four of us who are up for confirmation, so --

21 CHAIRMAN SHROPSHIRE: We could not be  
22 back as well.

23 MS. CANTY: Is that right? So we could  
24 all not be back?

25 MR. NORTH: Yes.

1 MS. CANTY: I wanted to point that out.

2 MR. NORTH: Madam Chair, Ms. Canty, the  
3 Department is remaining optimistic on that point.

4 CHAIRMAN SHROPSHIRE: Then our next  
5 meeting --

6 MR. NORTH: May 29th.

7 CHAIRMAN SHROPSHIRE: That will be an  
8 in-person meeting?

9 MR. NORTH: Yes. We will be having the  
10 oral argument in that coal case, and I don't know  
11 whether there will be EC and SAR standards on  
12 Otter Creek on the agenda or not at this point,  
13 but I anticipate that it will be an in-person  
14 meeting.

15 CHAIRMAN SHROPSHIRE: With that, we're  
16 adjourned. Thanks, everybody.

17 (The proceedings were concluded  
18 at 11:13 a.m. )

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