BEFORE THE BOARD OF ENVIRONMENTAL REVIEW OF THE STATE OF MONTANA

In the Matter of the Petitions of Teck ) Coal Limited and the Board of County )
Commissioners of Lincoln County, ) Montana, for review of ARM ) 17.30.632(7)(a) pursuant to Mont. Code) Ann. Section 75-5-203 - Stringency ) Review of Rule Pertaining to Selenium ) Standard for Lake Koocanusa

TRANSCRIPT OF PROCEEDINGS - VIA ZOOM
Heard Via Zoom
August 12, 2022
$9: 42$ a.m.
BEFORE CHAIRMAN STEVEN RUFFATTO,
BOARD MEMBERS DAVID SIMPSON,
JON REITEN, JULIA ALTEMUS
and DAVID LEHNHERR
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WHEREUPON, the following proceedings were had:

CHAIR RUFFATTO: That brings us up to the selenium matter, and $I$ think it might be -The first order, what we're going to do first is have oral arguments, ten minutes from each side, so that would take us up past 10:00. So I'm inclined to take a short break now, so we can handle this in one continuous approach, but if anybody objects to that, I'm willing to hear other ways of proceeding.
(No response)
CHAIR RUFFATTO: All right. Let's take a ten minute break, and we'll reconvene at 9:53. Hopefully in the next hour we will complete this matter.
(Recess taken)
CHAIR RUFFATTO: I'll reconvene the meeting, and Sandy, please call the roll of the Board.

MS . MOISEY-SCHERER: Chairman Ruffatto.
CHAIR RUFFATtO: Here.
MS. MOISEY-SCHERER: Vice Chair Aguirre.
(No response)

MS. MOISEY-SCHERER: Board Member Altemus.

BOARD MEMBER ALTEMUS: Present.
MS. MOISEY-SCHERER: Board Member
Lehnherr.
BOARD MEMBER LEHNHERR: Here.
MS. MOISEY-SCHERER: Board Member
Reiten.
BOARD MEMBER REITEN: Here.
MS. MOISEY-SCHERER: Board Member
Simpson.
BOARD MEMBER SIMPSON: Here.
MS. MOISEY-SCHERER: We have a quorum.
CHAIR RUFFATTO: Thank you. For the benefit of the Board, we have advised the parties that DEQ will have ten minutes to argue. DEQ can split that up between opening and rebuttal however they would like. Then we will give Lincoln County and Teck Coal ten minutes, and they can split that up however they want, but ten minutes between them. And then following, and then if there's rebuttal by DEQ. Following that, we will have questions from the Board. Following that we will deliberate, and there may be more questions from the Board at that point.

Any questions or comments about that process?
(No response)
CHAIR RUFFATTO: If not, please, just so we know, how does DEQ propose to present their arguments?

MS. BOWERS: Good morning, Chair Ruffatto, members of the Board. For the record I'm Kirsten Bowers, DEQ attorney, and I'll be making the argument for $D E Q$, and I'll reserve two minutes for rebuttal.

CHAIR RUFFATTO: Thank You, Ms. Bowers. And for Lincoln County and Teck Coal, how do you propose to proceed?

MR. WARHANK: This is Murry Warhank for Lincoln County. We intend to provide argument on some of the procedural issues for perhaps a minute or two, and then Ms. Marquis will be presenting argument on the other issues for the remaining time

CHAIR RUFFATTO: Thank you. Let's get started then, Ms. Bowers, with your argument. You have eight minutes.

MS. BOWERS: Okay. Thank You. On December 11 th, 2020 , the Board adopted site
specific selenium standards for Lake Koocanusa and the Kootenai River in accordance with the Montana Water Quality Act and the Montana Administrative Procedure Act.

At the time of the adoption, the Board determined the site specific selenium criteria for Lake Koocanusa of . 8 micrograms per liter was consistent with EPA's current recommended selenium criterion guidelines for fresh water bodies because it was developed using federally recommended site specific procedures.

On June $30 t h, 2021$, Teck, and on October 14th, 2021, Lincoln County, petitioned the Board to reconsider the stringency determination.

In its final agency action and order dated April 19th, 2022, the Board reversed its prior stringency findings under 75-5-203, Montana Code Annotated, and found the Lake Koocanusa water column standard codified in Administrative Rules of Montana 17.30.632 Sub(7) Sub(a) is more stringent than comparable Federal regulations or guidelines.

Upon the Board's finding that the Lake Koocanusa water column standard for selenium is more stringent than Federal, DEQ implemented the
remedy in Section 75-5-203, Montana Code Annotated, which provides $D E Q$ may either make the written findings to support the more stringent standard, or revise the rule to conform to the Federal standard.

DEQ acknowledges and respects the Board's authority to reconsider and reverse its previous stringency determination.

DEQ made the findings required in
75-5-203 Sub (2) and Sub (3), Montana Code Annotated, made its proposed findings available to the public, and the public had the opportunity to provide both written and oral comments. The stringency findings were finalized June 14 th, 2022 .

In its pending motion to alter or amend the Board's final agency action and order, DEQ respectfully requests the Board strike the portion of its order that provides, "Because the Board's rulemaking failed to comply with 75-5-203, Montana Code Annotated, in order to have a valid and enforceable lake water column standard, new rulemaking must be initiated." This is in part Roman Numeral IV, Paragraph 6 of the Board's order on Page 20.

The Board's interpretation and application of 75-5-203 Sub (4), Montana Code Annotated, is erroneous, and may be the basis of a motion to alter or amend as the stringency statute sets forth the applicable remedy to be implemented by DEQ.

The Board's stringency determination answered the narrow question whether Administrative Rule of Montana 17.30.632 Sub(7) Sub(a) is more stringent than comparable Federal regulations or guidelines.

Upon the Board's determination that the rule is more stringent than Federal, the stringency statute sets forth specific remedies which DEQ followed.

The plain language of the stringency statute remedy provision provides if the Board determines that the rule is more stringent than comparable Federal regulations or guidelines, the Department shall comply with the section by either revising the rule to conform to the Federal regulations or guidelines, or by making the written finding as provided under Subsection (2) within a reasonable period of time not to exceed eight months after receiving the petition.

A petition under this section does not relieve the petitioner of the duty to comply with the challenged rule. A petition under the stringency statute cannot be used to invalidate or make a rule adopted in accordance with MAPA unenforceable.

Petitioners argue DEQ's motion to be disallowed as an impermissible motion for reconsideration because $D E Q$ is rearguing issues it has already raised in the stringency petitions before the Board; but $D E Q$ could not have raised or argued issues related to the legality of Paragraph 6 of the order until after the order was issued.

The Board's materials for the April 8th, 2022 meeting contained the proposed findings of fact and conclusions of law that did not contain Paragraph 6 of the final order. Instead the Board's initial proposed remedy provided the stringency statute set forth the applicable remedy to be implemented by DEQ.

The language in Paragraph 6 of the order was inserted by the Board as an amendment to the proposed findings of fact and conclusions of law during the April 8th, 2022 Board meeting.

DEQ respectfully requests that the Board
reconsider its order and strike Paragraph 6. The language in Paragraph 6 ignores the plain statutory language in 75-5-203 Sub (4), Montana Code Annotated, which provides the remedy available to a successful petitioner under the stringency provisions in the Montana Water Quality Act, and this remedy has been implemented by DEQ. DEQ's motion is appropriate to correct the error. The language in the Board order at Paragraph 6 that provides, "Because the Board's rulemaking failed to comply with 75-5-203, Montana Code Annotated, in order to have a valid and enforceable lake water column standard, new rulemaking must be initiated" ignores DEQ's authority to implement the remedy, and ignores the fact that the remedy may involve a rule revision or the findings necessary to support a more stringent than Federal standard.

Petitioner Teck's argument that 75-5-203
Sub (4), Montana Code Annotated, requires the written findings in Sub (2) be made before the rule adoption is unworkable because it would require initiation of rulemaking in all cases, and it impermissibly reads the alternative remedy to make the findings necessary to support a more
stringent than Federal standard out of the statute.

Furthermore, a petition under 75-5-203, Montana Code Annotated, may be brought when a petitioner believes a more stringent rule was adopted without the necessary findings, and this may arise when the rulemaking agency was wrong in its conclusion that the rule was not more stringent than Federal, or when a comparable Federal regulation is adopted after the State's rulemaking.

Teck's interpretation that the stringency findings must be made either concurrent with or before a rulemaking ignores the alternative form of the statutory remedy, which allows the Department to either revise the rule to conform to the Federal regulations or guidelines or make the written findings.

Under Teck's interpretation, the
rulemaking agency could never make the written findings to address a more stringent than federal standard. This interpretation is counter to the plain statutory language, and it fails to recognize Montana is not prohibited from adopting more stringent than Federal standards under 75-5-203, but a more stringent standard must be supported by the findings in 75-5-203 Sub (2) and (3), Montana Code Annotated.

Upon the Board's determination that ARM 17.30.632 Sub (7) Sub (a) is more stringent than Federal, DEQ made the findings in 75-5-203 Sub and Sub (3), Montana Code Annotated. DEQ's interpretation is in accordance with the stringency provision of the Montana Water Quality Act, which grants $D E Q$ the authority to implement the remedy which may involve either rulemaking to adopt a rule that's consistent with comparable Federal regulations or guidelines, or make the stringency findings necessary to support the more stringent standard.

DEQ chose to make the findings in 75-5-203 Sub (2) and (3), Montana Code Annotated, in response to the Board's determination that the Lake Koocanusa water column standard for selenium is more stringent than Federal.

CHAIR RUFFATTO: Thank you, Ms. Bowers.
Were you done?
MS. BOWERS: I just have one more thing. CHAIR RUFFATTO: Okay. Go ahead. MS. BOWERS: Just to wrap up, DEQ
respectfully requests that the Board strike Paragraph 6 on Page 20 of the order. This correction is necessary to acknowledge the clear statutory language in the Montana Water Quality Act stringency provisions, authorizing DEQ to implement the remedy which may involve a rule revision or the findings necessary to support a more stringent than Federal standard. Thank you. CHAIR RUFFATTO: Thank you, Ms. Bowers. Mr. Warhank.

MR. WARHANK: Yes, sir. Thank you. Murry Warhank for Lincoln County. Thanks for opportunity to speak today. I'll be brief.

My clients have become increasingly frustrated with this process because the Board made a clear finding about the rulemaking in this case being invalid, and despite that finding being several months ago, nothing has changed in this case, and nothing has changed in the facts on the ground.

> Primarily today I'm here to argue that a Rule 59 motion in this case is not an appropriate way to go about this. Now, both parties have cited to you the Lee case, which is controlling from the Montana Supreme Court.

The Lee case talks about where Rule 59 is appropriate, but more importantly it talks about where Rule 59 is not appropriate, and it is not appropriate where parties can and should have brought arguments, and where parties did bring arguments that they reargue in a motion for reconsideration. That's exactly what's happened here.

Now, the Board has its own recollection of its proceedings, and it has written transcripts of its proceedings, and it should look to those transcripts, because specifically in the hearing that was had in these proceedings in February of this year, there was a tremendous -- where a good discussion and argument was had specifically on the point of whether or not $D E Q$ had to reinitiate rulemaking on this where the same arguments were raised on this point.

Now, $I$ understand that DEQ disagrees with the Board's decision, but it is not appropriate to take a second bite at the apple under a Rule 59 motion under the Supreme Court's reasoning in Lee.

Now, the Board may have authority under other provisions of law to consider those
arguments, but for the same reason that the Supreme Court decided Lee, those same policy reasons would apply to the Board's considerations of its power today.

It has already made the determination that it is being asked to reconsider today. It has already considered the arguments before it, and has rejected those, and it should continue to reject those today. So that's why I would pass it over to my colleague, Ms. Marquis.

CHAIR RUFFATTO: Thank you, Mr. Warhank. Ms. Marquis.

MS. MARQUIS: Thank you. My name is Vicki Marquis. I'm with Holland and Hart in Billings. I still represent Teck in this matter.

We agree with Lincoln County and Mr.
Warhank's arguments, and the issue today is not DEQ's authority to choose one remedy or the other. DEQ has just told you that the order ignores its authority, but that's not true. Nothing in the Board's order prohibits the DEQ from pursuing either one of the two remedy options. Both options remain available to the Department.

The issue here today is really about the Board's authority. Now, DEQ assumes a very narrow

Board authority, limited only to determining whether a rule is more stringent than Federal. That's not what the law says.

We see this in the stringency statute itself. Subparagraph (4) clearly states that the Board will review the rule. That's very broad language. We also know that the Board has broad quasi-judicial authority to evaluate facts, interpret the statute, and make a determination. That's also found in the law, and its very broad authority provided in statute 2-15-3502.

That's exactly what the Board did in this case. The Board here found that neither its initial publication nor its final publication told the public that the standard at issue here was more stringent than Federal, or that the written findings were required. That's found in Findings 2,3 , and 5 .

Additionally the Board considered the legislative history of the stringency statute, and words of the statute, and found that the statute requires that the public be informed when a standard is more stringent than Federal, and that the public be informed of that stringency at the front end, at the beginning of the rulemaking in
the initial publication. That's in Findings 24 and 25.

An important conclusion that the Board reached here is Conclusion of Law 18, where the Board found that the rulemaking, quote, "violates the stringency statute," end quote. None of those findings or conclusions have been challenged by the Department.

Those findings and conclusions lead to only one clear and rational conclusion, and that is, as the Board found in its order, that a new rulemaking is required in order to have a valid, enforceable, site specific water column standard for Lake Koocanusa.

The rulemaking violated the law.
Therefore the rule cannot stand. That premise is supported by Federal case law and by State case law. We've cited those cases on Pages 13 and 14 of our response brief which appear in the Board's packet at Pages 79 and 80 .

The Department has not argued against any of that case law that we presented. Notably on the Federal side, the Action Smoking and Health case holds that when a rule violates the law, it is vacated, and the previous rule is reinstated.

The analogous holding in the State law is found in the Clark Fork Coalition versus Tubbs, a case we've cited in our most recent filing.

And further at the State level, the State case law clearly holds that when a rule is promulgated in violation of the law, it cannot be enforced. That is found in the cases State versus Vainio, or the Rosebud County case, or most notably the Northwest Airlines case. I'm going to highlight that case for a minute because it's directly on point here.

In that case, the Court said it was not deciding whether the tax formula that was used was correct or not. Rather because that tax formula did not go through the lawful rulemaking, it could not be used.

The same is true here. The Board order did not decide what the correct numeric standard should be. The Board said that because that numeric standard was not promulgated through the proper rulemaking that it cannot be used. The Board order directly followed on binding Montana case law.

When a rulemaking violates the law, the rule cannot be used. It's invalid and
unenforceable. That is the law in Montana, and DEQ cannot and has not argued otherwise.

Instead, DEQ argues two things. First, they say that Petitioners should have petitioned for new rulemaking. In effect what they're saying is that every time a rule is challenged, the challenger must also petition for new rulemaking. Otherwise the rule remains valid regardless of whether we challenge it or not.

That does not make sense, and it's contrary to the law as highlighted by the holding in Northwest Airlines, Rosebud, and the Vainio cases cited in our brief. When the rulemaking violates the law, the rule is invalid.

Second, DEQ claims that the order conflicts with the stringency statute, and that the statute somehow allows DEQ to remedy the violation by make a written finding outside of the rulemaking process, but that's not correct.

If we look at the statutes, specifically let's go to Subparagraph (4), where it provides that second remedy option. It says that the Department may make the written findings as provided under Subsection (2). We can't read that part out of the statute. So we need to go up to

Subsection (2).
And Subsection (2) says that the Department may adopt a rule that clearly -- that means, that implies that the rulemaking has to happen. But then it goes on to say that the Department may adopt a rule only if the Department makes a written finding.

Those two words are important, and they have to have effect in the statute. They may not until -- The Department may adopt a rule, but not until it has made the written findings. It requires a certain order in which things have to be done.

Now consider if $I$ told my son that he may drive my car only if he has a valid driver's license, and then my son proceeds to drive my car for a year and a half, never gets a valid driver's license, has his buddy make sure that he can complete all of the tasks covered by the driver's test, but he never goes to the proper licensing authority and gets the license. He's still driving illegally. He still hasn't complied with the conditions that $I$ placed upon him to drive my car.

The same is true here. The statute says

DEQ may adopt the rule only if, not until it makes the written finding. Here DEQ has not made the written findings. It cannot adopt the rule. The rule is invalid until a new rulemaking occurs. The standard remains illegal, and DEQ has not satisfied the condition that's clearly set out in the statute that's provided in Subsection (4) which incorporates Subsection (2).

The Board made the right decision here. The standard is invalid and unenforceable. That principle is supported by Federal case law, it's supported by State case law, and by the statute itself, and it's common sense. DEQ's motion should be denied.

CHAIR RUFFATTO: Thank you, Ms. Marquis. Ms. Bowers, please proceed with your rebuttal.

MS. BOWERS: Thank you, Chair Ruffatto, members of the Board.

First off, the interpretation urged by Petitioners violates the rules of statutory construction which do not allow a decision maker to declare something that is not contained in the clear language of the statute to be there, or to omit what is there, and that's what the Montana statutory construction provisions are at 1-4-101,

Montana Code Annotated.
The initial rulemaking was conducted in accordance with MAPA, and under what was then the Board's authority to adopt water quality standards under 75-5-301, Montana Code Annotated. And if the Petitioners wanted to invalidate the rule, they could have petitioned for rulemaking under MAPA, and instead they petitioned for the Board's reconsideration of its stringency determination, and that is subject to a clear statutory remedy.

And the remedy goes to the Department, and the Department can choose between either adopting a rule that is consistent with the rule standards, or making the findings in 75-5-203 Sub (2), and it doesn't require new rulemaking to make those findings.

That's inconsistent with the clear statutory language, which provides a remedy if, as in this case, where the Board was found to be wrong in its initial stringency determination. The remedy provides a way to go back and make stringency findings to support its more stringent rule.

The statutory provisions also contemplate a situation where the Federal
requirements might be adopted after State rulemaking, and then the Department would also have the opportunity, if there were a petition under the stringency statute, to make findings in accordance with 75-5-203 Sub (2) and Sub (3). So the Department has implemented the remedy that the stringency statute sets out.

I also want to add that the Department rulemaking is not static with regard to water quality standards. DEQ regularly reviews and updates water quality standards, and DEQ will review the standards in 17.30 .632 in its next triennial review process.

This is expected to be complete at the end of 2023. This will provide an opportunity to consider new data, new information, and any revisions to 17.30 .632 Sub(7) $S u b(a)$ would occur after rulemaking during this process, but this process would be conducted in accordance with MAPA, the Water Quality Act, and it would be based on sound science --

CHAIR RUFFATTO: Ms. Bowers, your time is passed. Do you have a final point you want to make?

MS. BOWERS: Well, I just want to
briefly touch on the Tubbs decision, Clark Fork Coalition versus Tubbs, and that decision really isn't precedent in this case because it didn't involve a stringency determination. The Tubbs case involved a question of validity under the statutory authority. And in this case, the rule is not challenged under the Department or the Board authority under the Water Quality Act or MAPA. That's it for me. Thank you.

CHAIR RUFFATTO: Thank you, Ms. Bowers. All right. I'm going to open it up for questions from the Board to the parties.

BOARD MEMBER SIMPSON: Mr. Chairman, this is Dave Simpson. I have a question for Ms. Bowers.

CHAIR RUFFATTO: Please proceed.
BOARD MEMBER SIMPSON: Ms. Bowers, you mentioned a periodic review of water quality rules, and raised a question in my mind that is only tangential to what we're talking about here today.

But the Department had committed to a monitoring program for selenium in Lake Koocanusa, and the organisms in Lake Koocanusa. Has that monitoring proceeded as planned? And will that
data be available for the next review?
MS. BOWERS: Board Member Simpson, members of the Board. In its next triennial review, the Department would review any new data that's available, and $I$ do believe there is additional monitoring ongoing this 2022 season. I want to mention that there are more technical people on the call that could probably answer that better than $I$ can. Myla Kelly is here, and so is Lauren Sweeney.

CHAIR RUFFATTO: David, I guess $I$ think it's fine for you to direct that question to one of the technical folks.

BOARD MEMBER SIMPSON: Yes, Mr.
Chairman. If there is someone present at the Board meeting who could answer that, $I$ would appreciate it, just as a matter of general information.

MS. KELLY: Chair Ruffatto, my name is Myla Kelly. I'm the manager of our Water Quality Standards and Modeling Section, and I think $I$ can address that.

There are a number of partnerships that continue to be ongoing and doing monitoring work on Lake Koocanusa. That includes the US

Geological Survey, Teck Coal, the US EPA, as well as Montana DEQ. And data is being collected and will continue to be collected through the season, and were there to be -- and that data could be considered during the triennial review process.

CHAIR RUFFATTO: Thank you, Ms. Kelly.
David, did that answer your question?
BOARD MEMBER SIMPSON: That answers my question. Thank you very much.

CHAIR RUFFATTO: Thank you. Dr.
Lehnherr, you have your hand up.
BOARD MEMBER LEHNHERR: Yes. Thank you, Chairman Ruffatto. I have a question for Ms. Marquis.

Back when the previous Board approved this rule, after a long meeting, and a rigorous evaluation involving dozens of citizens, and politicians, and scientists, some people said, "Well, this rule will not affect Teck Coal. It's a foreign corporation. Montana has no authority in dealing with foreign corporations, so this won't affect Teck Coal."

Then the political climate changed, and the Board was reconstituted, and Teck came back and said apparently, or felt they must have been
affected by the rule.
Back in the February meeting of this year, we went through a series of questions, and looked at the state regulation on stringency, but we did not address a very significant section, Section (4), that says, "A person affected by a rule," blah, blah, blah, "may petition the Board to review the rule."

Looking beyond the ridiculous sort of legal technicality that a corporation is considered a person, you must feel that Teck is affected by this rule. I'm just wondering how Teck is affected by this rule.

MS. MARQUIS: Chairman Ruffatto, Board Member Lehnherr. Thank you for the question. I know this has gotten some oral argument and some time and some comments on this issue. As we pointed out in our petition, and throughout our arguments, the impact on Teck was made clearly apparent immediately after the rule was published in its final publication.

In what was close to his last day there at $D E Q$, then the Director at that time, Shaun McGrath, wrote a letter -- I think it went to the State Department, and we've cited it as an exhibit
to our petition.
And in that letter he clearly is
directing and asking for an IGC referral. He's asking for action against Teck based on this standard. So clearly Teck is a target, and the reason that the standard is what $D E Q$ is using to aim at Teck and get some action out of Teck, we don't know what.

The second thing $I$ would raise is that DEQ has recently said that it does intend to march forward with further an assessment of Lake Koocanusa that will likely result in an impairment determination, because we know the existing level of selenium in the lake has remained constant for a number of years, and that level right now is greater than the . 8 standard that DEQ would like to recognize, but is now invalid.

So based on an assessment and what appears to be a foregone conclusion that the lake would be listed as impaired, $D E Q$ has said that it would propose a waste load allocation that it would then take to the Canadian government to have that enforced.

And it's been clear throughout their technical documents and throughout their
rulemaking that they view Teck as the source of selenium coming from Canada, so that, too, is another piece of evidence that shows that the reason for the standard appears to be that it allows for the lake to be listed as impaired, and that impairment then in turn allows DEQ to go to the government of Canada and ask for some sort of pollution reduction scheme aimed at Teck. So that's how we see the impact. Those are sort of the bread crumbs that have been left for us. Does that answer your question, Dr. Lehnherr?

BOARD MEMBER LEHNHERR: Yes. Thank you. CHAIR RUFFATTO: Any more questions? (No response)

CHAIR RUFFATTO: I would like to ask a question of Ms. Marquis. How do you address the point that Ms. Bowers makes that the standard, or the approach that you, that Teck Coal and Lincoln County propose would make it impossible to comply with the statute in any rulemaking process?

MS. MARQUIS: Chairman Ruffatto, members of the Board. Thank you for the question. I was scratching my head over that because I don't see that at all in the statute.

Subparagraph (4) does provide two remedies to the Department. Both of those remedies require additional rulemaking. It's clear that the first remedy is to revise the rule to conform with the Federal regulations. It doesn't say it requires rulemaking. It implies that rulemaking is required. We know that rulemaking is required to revise the rule.

So under the second remedy, it says they can make a written finding, but they have to do so in accordance with Subparagraph (2). Subparagraph (2) says that they may adopt a rule only if they make the written findings.

And as $I$ argued, the term "only if" requires those two things to happen in a specific order. The written finding has to be made, and then the Department can adopt the rule. So they can initiate rulemaking, make the written findings, allow the public to comment on it, and then they can finalize the rule and adopt the rule.

I don't see how that is impossible, or how that nullifies that remedy, as DEQ has argued. It does require additional rulemaking, but both of the remedies available to them do.

We're not arguing that Montana can never adopt a standard more stringent than Federal. That's not the case. Clearly there's a process in place where the Department can do that. It's not like most of the states. I think this was cited in one of our earlier briefs, but there are about 13 states that say absolutely not, no standard can ever be more stringent than Federal.

Montana is not one of those states. Montana says we can have a standard more stringent than Federal, but if we're going to do that, these are the things we want to look at, and this is what we want the public to be made aware of at the front end. These are the written findings that we require must be made at the front end before the standard is put in place.

So there's a clear path to get there. It's not impossible, and $I$ guess $I$ don't understand why it's being viewed as impossible because there is a clear path. It does involve rulemaking, and there's a way to get there.

And I might point out also that the rulemaking that the Board originally did took just two months, so when we talk about rulemaking, that's not an insurmountable obstacle. It's
something that can be done within a matter of months. It does not take years or decades. It can be done in as quickly as just over two months.

CHAIR RUFFATTO: Thank you, Ms. Marquis. Ms. Bowers, would you elaborate on your point -because I'm having trouble understanding your point -- about making it impossible to adopt any rule more stringent.

MS. BOWERS: Chair Ruffatto, members of the Board. My point was that upon a petition for stringency review, the successful petitioner is entitled to the remedy provided in the stringency statute, and that remedy is implemented by DEQ, and there are two potential remedies: One is rulemaking to adopt a rule consistent with the Federal standard or guidelines; the second is to make the required findings, which is what $D E Q$ did.

Ms. Marquis's interpretation of the stringency statute inserts requirements that are not there, and omits requirements that are there, and violates statutory interpretation.

For example, in Subsection (4), there is a provision in Part (b) for a person to petition the Board to review a rule under Subsection (4) when the Federal government adopts a comparable
rule or guideline after the State does its rulemaking. So that remedy would also give the State the opportunity to make the findings. It doesn't have to do a whole new rulemaking to make those findings.

The Department did make the findings in accordance with Subpart (2) of the stringency statute because it made the findings after a public hearing and a public comment period, and based on evidence in its rulemaking record.

CHAIR RUFFATTO: Thank you, Ms. Bowers. Any more questions?
(No response)
CHAIR RUFFATTO: I have one more question then. Ms. Bowers, $I$ would like to understand any -- the reasons -- Well, you have stated the one reason why DEQ chose the course that it chose. Why did it choose that course instead of the -- in my mind -- course that did not raise the issue that we're debating now? Why did it choose that course versus the rulemaking course?

MS. BOWERS: Chair Ruffatto, members of the Board. In my view, the Department chose the course of making the written findings because it
believes the . 8 water column standard is based on sound science, and protects the uses in Lake Koocanusa.

As I said before, those standards are periodically reviewed. This doesn't mean the Department will never change the standard or won't go through a rulemaking to revisit the standard, but to do it, it's a huge undertaking. We would want to look at more data, and give the public the opportunity to comment in a MAPA process that might take longer than eight months.

CHAIR RUFFATTO: Let me make sure you understood my question. You had a choice. I recognize that DEQ's goal is to establish a . 8 standard, and it had two courses of action to do that in 2022: The way you did it, and the -- I'm going to call it -- an unprecedented process or a rulemaking process.

Why did the DEQ not pursue the rulemaking process when it could have done that in a short period of time, as demonstrated by past practice, and avoid the question that we're debating now? Why did it ignore what the Board did and choose the more risky process?

MS. BOWERS: Chair Ruffatto, members of
the Board. I don't think DEQ agrees that it chose a risky process. It chose a process that's clearly available in the statute as one of the remedies upon a finding that a standard is more stringent than Federal.

CHAIR RUFFATTO: All right. Thank you.
Any more questions?
(No response)
CHAIR RUFFATTO: All right. Let's move to the point of starting our deliberations, and to open those deliberations, $I$ would entertain a motion to either deny or grant DEQ's motion to amend.

BOARD MEMBER ALTEMUS: Mr. Chair, I'm going to make a motion that we deny the DEQ's request to reverse our earlier decision.

CHAIR RUFFATTO: Is there a second?
(No response)
CHAIR RUFFATTO: I will second that
motion. Discussion.
BOARD MEMBER SIMPSON: Mr. Chairman, members of the Board, this is Dave Simpson. I've made it clear at previous Board meetings that $I$ feel the technical basis for this 0.8 standard is seriously flawed, and $I$ believe that Teck Coal has
a point in suggesting, making the point that it was structured to create an impairment in Lake Koocanusa. I see no point in revisiting that territory.

However, I guess $I$ would observe that Paragraph (4) of 203 is controlling here, and I would make the observation that this language is under the water quality section. It's not under the Montana Administrative Procedure Act. So the argument that the procedure under MAPA is somehow flawed, $I$ just don't see that.

So $I$ feel that despite my reservations about the rule, the Department is correct in this case where Paragraph (4) controls. Within a reasonable period of time not to exceed eight months after receiving a petition, a petition under this section does not relieve the Petitioner of the duty to comply with the challenged rules.

Paragraph (4) contemplates a situation where a rule is adopted and a petition is received challenging the stringency issue. So I'm going to support the Department and vote no on this motion.

CHAIR RUFFATTO: Thank you, David. Any more discussion? Dr. Lehnherr.

BOARD MEMBER LEHNHERR: Thank you,

Chairman Ruffatto.
Back when this rule was approved with the previous Board, the Board considered testimony from a broad consortium of public officials, citizens, the top water quality scientists in North America, if not the world. There were hundreds of pages of peer reviewed studies and findings presented.

The bottom line is that the Board acted appropriately and with the best interests of Montana, Lake Koocanusa, and its watershed, and in the best interests of Montana. And then we got into this issue of stringency, and $I$ think that's probably one of -- the crux of the issue, because --

And I've been trying to come up with an analogy, and $I$ think a good analogy is baking a cake. And you buy a cake mix, and the recipe says bake this for so many minutes at a certain temperature, and then there's an asterisk, and that asterisk says, "But you need to adjust the baking temperature and time based on your altitude."

And $I$ think what we're -- the problem here is that we are taking a guideline, an EPA
guideline that is anything but a hard and fast rule, and we're trying to say there's a stringency here, where if you're above this number you're not more stringent, and if you're below this number you're more stringent.

But the EPA guideline is not a concept that we can apply stringency to because there's a huge asterisk associated with that EPA guideline that says you must apply this, or you should apply this to your specific site, which means we can't take that number and say it's higher or lower.

Black and white thinking doesn't do anyone any good, but because of this obsession with stringency, we've over several meetings now been trying to hammer a round peg into a square hole, and we're sort of digging ourselves deeper and deeper into a hole.

So the fatal flaw in all this is that we tried to apply a stringency criterion when it's not a guideline or a number that you can apply stringency criterion to.

But even if we say -- even though we've erred in many ways along this pathway, let's say we are going to try and hammer that darn round peg into a square hole, apply a stringency criterion
even -- and this is what we've talked about several times -- even if we say it is more stringent, fortunately in Montana, we can have a more stringent standard, even though -- it's silly to even be talking about stringency in this case, but we can apply a more stringent standard.

But because of this pathway we've chosen, we ended up with a FOFCOL -- which I have a lot of questions about -- how do we fix this mess that we've gotten into? Of course, the first thing, when you find yourself in a hole, the first thing you do is stop digging.

And $I$ think the best way to stop digging and climb out of this hole is to follow the DEQ's recommendation, and just omit the section of the FOFCOL, the conclusions of law, and let them sort of reinvent the wheel that was invented back in December of 2020, and come up with, you know, jump through the hoops and come up with the necessary written findings that will allow a selenium standard that is in the best interests of Lake Koocanusa and its watershed to stay in place. I hope I made sense.

CHAIR RUFFATTO: Thanks, Doctor. Any more discussion? Yes, Ms. Altemus.

BOARD MEMBER ALTEMUS: Thank You, Mr. Chair. I guess from my perspective -- and I'm not an attorney -- but $I$ guess from my perspective it feels like this Board overturned a previous Board's order based on that the stringency standard -- not the EPA guidance -- was more strict than the EPA standard.

So if you go right -- For me $I$ have to go back to what is actually in law and we're talking about, and not go back and hash over what you've already talked about.

But the Board made a decision in April to overturn that previous Board's decision, and because of that, because we felt like that standard was more stringent than the EPA standard, that that should have required the state to do rulemaking, because then you do have impacts to the local community. If it's more stringent, you have impacts to that local community. To me, then that deserves rulemaking, not just written findings.

And if you look at the written findings that $I$ have reviewed -- and $I$ have listened to the legislative hearings -- I don't see that the written findings really went outside of the
original written findings that they came up with with the previous Board's decision.

So for me today $I$ have not heard anything that would make me change my mind as far as how we voted previously in April, so that's why I made the motion. I do believe that we need to reject the DEQ's motion. Thank you.

CHAIR RUFFATTO: Thank you, Ms. Altemus.
Any more discussion?
(No response)
CHAIR RUFFATTO: Mr. Simpson? Oh, maybe not. All right. Well, $I$ have some comments. Mine are going to sound lawyer-like because this is a legal question, and the issue in my mind is the importance of following -- of the rule of law. That's what we're talking about is whether it's a rule of law or whether an agency can establish a goal and get there however they want. It's important for administrative agencies to follow the law, and to follow the will and intent of the Legislature.

In my mind, as the Board has determined, the Board in 2020 clearly violated the stringency statute when it promulgated the rule. It is a long established concept that if rulemaking fails
to comply with the law, it is invalid. That is a rule of law, and if you don't follow the statute, then the rule is invalid.

And what is important here is DEQ has never acknowledged the general law, the black letter law that a rule adopted in violation of a statute is void from the beginning. DEQ has never tried to address that question, or explain why it doesn't apply.

And there is nothing in this statute which would suggest that general administrative law does not apply. And so what we're faced with is DEQ has never told us why it doesn't apply, so I have to look beyond what they have argued and say, "Maybe what they're arguing is," and the only way $I$ think you think get there is to say that the stringency statute overrides, supersedes administrative law.

And I think that the law as adopted clearly shows a different intent from the Montana, by the Montana Legislature, and I'm going to read some language from the enactment. This is from House Bill 521, and I quote.
"The Legislature intends that in addition to all requirements imposed by existing
law and rules, the Board or the Department include as part of the initial publication and all subsequent publications of a rule or written finding if the rule in question contains any standards or requirements that exceed the standards or requirements imposed by comparable Federal law."

The point, the important language there is this is in addition to all requirements, and all requirements imposed by existing law and rules. So the point is that the statute clearly pulls in all of the other law, including the general law that says if you adopt a rule that violates the statute, it is invalid from the beginning.

And another provision, and $I$ will quote this one. "As part of the formal rulemaking process, the public should be advised of the agency's conclusions about whether analogous Federal standards sufficiently protect the health, safety, and welfare of Montana citizens." The critical language there is "as part of the formal rulemaking process."

Now, that, those concepts are incorporated in the statute, as Ms. Marquis
explained. You have to look at the -- where it says you have to adopt it pursuant to Paragraph (2). That means that it has to happen in conjunction with a formal rulemaking process.

So in my mind the process was flawed. The agency failed. The Board back in 2020 and DEQ now has failed to follow the will and intent of the Legislature, and that's the principle we need to uphold.

Whether or not the rule should be adopted, if it goes through a full rulemaking process, that's a question we don't have to decide at this point at least. So I'm just talking about what is important from the rule of law point of view as opposed to an agency deciding it wants " X, " and going about it however it thinks best.

And there's nothing in this statute that contradicts the general rule that if the initial rulemaking was contrary to the statute, the rule as promulgated is invalid. And if DEQ believes that, they can go back and do the rulemaking -which they elected not to do, and I don't understand why they didn't, because it would seem like it would have been, in their view at least, the same process they undertook.

But that's kind of beside the point. The point is they didn't follow the law, and our ruling was an accurate statement of the law. Therefore $I$ 'm going to vote to deny this, the motion, and we can --

I think the Board has discretion to either deny it based upon the procedural issues argued by Mr. Warhank --- I think those are valid points -- or on the substance that was argued by Ms. Marquis, or both. I don't think we even -- we wouldn't have to agree on what grounds, but in my view, we need to deny the motion, and that's my points.

BOARD MEMBER SIMPSON: Mr. Chairman, if I could raise a question. I understand the rationale that you've just outlined, and I guess I will say I'm not steadfast in my position. I can be persuaded.

Where I'm having a problem is
reconciling the concept of a rule being invalid if it does not follow the procedure, with the language in Paragraph (4) that says that, again, has to do with challenging a rule which is already in place, that a petition under this section does not relieve the petitioner of the duty to comply
with the challenged rule. Is that in conflict with the established law that you just described? CHAIR RUFFATTO: I don't think so. In my view -- and this hasn't been addressed by the parties very much -- but that sentence was included in the original act, and in the original act, as now, there are two ways that a petition could come before the Board to challenge the stringency where you do have a valid rule.

Those two ways are under Paragraph (5), that says if the Federal standard is established after the rule is adopted, you can still challenge it. Now in that case, there would have been a valid rule adopted because the stringency statute did not apply because there was no Federal standard, so we have a valid rule.

So that sentence you're talking about would apply in that circumstance, and in another circumstance where it would apply when the statute was adopted, it took, it made, it gave it retroactive effect. In other words, there could have been a rule adopted before 1995 that was validly adopted, but now when we pass the stringency statute, there's a potential for a challenge.

Now, the rule is going to be valid, and so that sentence makes sense in those two circumstances. It does not make sense when the agency clearly violated Section (1) and (2) of the statute, which says that you cannot adopt a rule more stringent unless you do this, to do these things, which are all required in the rulemaking process, not after the fact when the agency has predetermined how it's going to go and why it thinks it needs to go there.

So in my mind this is a classic case where the agency has made up its mind what it wants to get accomplished, and it's going to get there even without going through the legal process to get there.

BOARD MEMBER SIMPSON: Thank you very much for the explanation. I understand the distinction, and $I$ am persuaded. I'll support the motion.

CHAIR RUFFATTO: Any more discussion?
(No response)
CHAIR RUFFATTO: A motion has been made
and seconded to deny the motion. Is there any further discussion?
(No response)

CHAIR RUFFATTO: Is there any further discussion?
(No response)
CHAIR RUFFATTO: Does anyone have
objection to calling the question?
(No response)
CHAIR RUFFATTO: All right. All in
favor of the motion to deny DEQ's motion, say aye.
(Response)
CHAIR RUFFATTO: Opposed.
(Response)
CHAIR RUFFATTO: Sandy, would you do a roll call vote, please.

MS. MOISEY-SCHERER: Chairman Ruffatto.
CHAIR RUFFATTO: In favor of the motion.
MS. MOISEY-SCHERER: Board Member
Altemus.
BOARD MEMBER ALTEMUS: In favor of the motion. Thank you.

MS. MOISEY-SCHERER: Board Member
Lehnherr.
BOARD MEMBER LEHNHERR: Not in favor.
MS. MOISEY-SCHERER: Board Member

Reiten.
BOARD MEMBER REITEN: Not in favor.

MS. MOISEY-SCHERER: Board Member Simpson.

BOARD MEMBER SIMPSON: In favor.
CHAIR RUFFATTO: Given that result, we cannot grant the motion. I'm going to ask Ms. Bowers and Ms. Marquis to tell us what your thoughts are, in view of the fact that we do not have enough votes to pass that motion. Where are we at?

I'll start with you, Ms. Bowers. Where do you think we're at? What should we do at this point?

MS. BOWERS: Chair Ruffatto, members of the Board, $I$ guess I'm going to defer to your attorney on that. You have a quorum, and you voted with a majority of your quorum, but I'll let Mr. Russell --

CHAIR RUFFATTO: Let me state that I'm confident that we cannot accept that decision. Okay. We need a majority of the Board, not a majority of those present. So we have not denied the motion at this point in my mind.

Now the question is: Are we -- I mean is that the end of this motion? Or I guess my question -- I should have been more clear. Do we
table it until we have more members and potentially can reach a majority of the Board, or does this end the process because we did not grant the motion?

MS. BOWERS: Well, Chair Ruffatto, members of the Board. You do have another selenium lake case, selenium related matter pending, so $I$ guess you could -- I mean it's up to your discretion, but $I$ guess you could table this.

CHAIR RUFFATTO: Ms. Marquis, do you have a view? Then $I$ will ask the Board Counsel, but $I$ wanted your views before $I$ did that.

MS. MARQUIS: Thank you. Chairman
Ruffatto, members of the Board. The rule, Montana Rule of Civil Procedure 59, which is the rule that DEQ cites as their authority for filing the motion, and as you know, we've argued that the rule doesn't apply here.

If you consider that rule, because that's what DEQ cited as their authority, it says that within -- if it's not addressed within --if the motion is not addressed within 60 days of its filing date, the motion must be deemed denied. So there is that time limitation provided by Montana Rule of Civil Procedure 59.

CHAIR RUFFATTO: Thank You, Ms. Marquis. MS. MOISEY-SCHERER: Chairman Ruffatto, Mr. Warhank had his hand up.

CHAIR RUFFATTO: Thank you. Mr.
Warhank.
MR. WARHANK: My point was going to be the same, that perhaps the appropriate method of deciding should just be to allow the motion to become deemed denied under Rule 59.

CHAIR RUFFATTO: Thank you, Mr. Warhank. Mr. Russell, do you have something to add?

MR. RUSSELL: I think Ms. Bowers had her hand up. I don't know if you want me to -CHAIR RUFFATTO: Thank you. Ms. Bowers.

MS. BOWERS: Thank you. Chair Ruffatto, members of the Board. With regard to Montana Rule of Civil Procedure 59, the Board can extend that time period. So I mean if the Board chose to table this, they could extend the time period. CHAIR RUFFATTO: Thank you. Mr.

Russell.
MR. RUSSELL: Well, if we don't have the requisite Board members here to make a decision one way or another on the pending motion, then perhaps the best option would be to table it until

October, but there is the Rule 59 matter which also is up to the Board's discretion.

So I'm afraid I don't have a solid answer for you, but $I$ think that the point that there is another pending motion in the selenium standard matter that will be taken up at the next Board meeting presumably may make that the appropriate time to rule on this pending motion also.

CHAIR RUFFATTO: Thank you, Mr. Russell.
Well, I'm going to move that the Board exercise its discretion and table this motion until the next meeting, or table this matter until the next meeting, because we cannot get a majority of the Board one way or the other at this point. BOARD MEMBER ALTEMUS: I'll second that. CHAIR RUFFATTO: Discussion.
(No response)
CHAIR RUFFATTO: Any discussion?
(No response)
CHAIR RUFFATTO: Absent any discussion, a motion has been made and seconded that we table DEQ's motion to amend. And all in favor, say aye.
(Response)
CHAIR RUFFATTO: Opposed.
(No response)
CHAIR RUFFATTO: Motion passes. Let's take a ten minute break. I said we'd get done in two hours. I'm sorry. That's not going to happen, but hopefully it won't take very long to finish up.

MS . MOISEY-SCHERER: Chairman Ruffatto, Vicki Marquis has her hand up.

CHAIR RUFFATTO: Thank you. Ms.
Marquis, please.
MS. MARQUIS: I'm sorry. I do have a point. I was just checking. Ms. Bowers is correct. The rule says that if the Court issues an order within the 60 days extending the time in which to rule on the motion, the time for ruling may be extended; but if the motion is not ruled upon within 120 days from its filing date, it will be deemed denied.

And someone should check my math here, but $I$ believe 120 days from the filing date is September 14 th, and that obviously is earlier than your October meeting. I just wanted to point that out to the Board.

CHAIR RUFFATTO: I'm going to exercise my discretion as Chairman. I think that the
parties have argued effectively in the briefs that Rule 59 is a reasonable procedure to follow, but not controlling. So $I$ believe that the motion to table should stand, and that we not follow the Rule 59 to have it deemed denied at the end of 120 days. I take that position, but if anybody wants to make a motion to the contrary, please do so. (No response)

CHAIR RUFFATTO: All right. The DEQ's motion is tabled until the October meeting. Any more points on this matter?
(No response)
CHAIR RUFFATTO: Thank you. We'll take a break until 11:18, and hopefully we can wrap things up fairly quickly.
(The proceedings were concluded at 11:08 a.m. )

*     *         *             *                 * 

STATE OF MONTANA )
: SS.
COUNTY OF LEWIS \& CLARK )

I, LAURIE CRUTCHER, RPR, Court Reporter, Notary Public in and for the County of Lewis \& Clark, State of Montana, do hereby certify:

That the proceedings were taken before me at the time and place herein named; that the proceedings were reported by me in shorthand and transcribed using computer-aided transcription, and that the foregoing - 54 - pages contain a true record of the proceedings to the best of my ability.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed my notarial seal this 22nd day of August, 2022 .

LAURIE CRUTCHER, RPR
Court Reporter - Notary Public
My commission expires
March 9, 2024.


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