REQUEST FOR CHANGES PURSUANT TO G.S. 150B-21.10

AGENCY: Environmental Management Commission

RULE CITATION: 15A NCAC 02B .0733

DEADLINE FOR RECEIPT: June 13, 2025

<u>PLEASE NOTE:</u> This request may extend to several pages. Please be sure you have reached the end of the document.

The Rules Review Commission staff has completed its review of this Rule prior to the Commission's next meeting. The Commission has not yet reviewed this Rule and therefore there has not been a determination as to whether the Rule will be approved. You may email the reviewing attorney to inquire concerning the staff recommendation.

In reviewing this Rule, the staff recommends the following changes be made:

In p. 1 line 6, do your rules directly connect the NPDES to the federal rules and statutes related to it (which I think are related to the EPA)? Put another way, it appears to me that this rule is at least in part meeting some sort of federal requirement. What is it?

Why is item 1, p.1 lines 8 through 10, necessary in this rule?

On p.1 lines 10-11, what is the standard for "restore water quality"? I.e. restore to what point?

On p.1 line 11, what are the "designated uses"? Where would I find them?

On p.1 line 23, are TN and TP identified or defined somewhere? From context, I believe they mean Total Nitrogen and Total Phosphorous, but that needs to be indicated the first time it is used if there is not a definition somewhere.

On p.1 line 33, it seems odd to call a 30-year-old permit "new". Consider rephrasing throughout the rule.

On p.1 line 33, "that" is a pronoun without a clear referent. Replace with a noun, i.e. "a facility".

Starting in item (4)(a), I am confused by including a numeric standard in the rule while also having within the rules provisions for the standard to be revised outside of rulemaking. If the numeric standard needs to be set through rulemaking, I cannot see how you can also have rules allowing for its revision. Alternatively, if the numeric standard does not need to be set by rule, it makes sense to have rules about how the standard can be changed, but it introduces potential confusion into the code to include the current number because the requirement can be changed without updating the rule. Can you clarify this issue?

On p.2 line 20, how does the Commission "order" a revision to the discharge allocations? Is this a rulemaking? Something else?

On p .3, lines 7 through 9, if these are revised outside of rulemaking, the table will be inaccurate, which is a clarity problem.

As far as I can tell the table on p. 3 is memorializing the existing permit. Does this need to be in rule?

For context, I looked online for the association permit, and this is the only one I could find: https://8c8.692.myftpupload.com/wp-content/uploads/2016/06/TPBA-Permit-2015.pdf. It appears that this expired in 2020. Is there a currently in force permit?

Additionally, the Facilities listed in the rule are inconsistent with what appears in the permit. For example, the rule lists "Greenville" as the facility, but the permit lists "Greenville Utilities Commission" as the co-permittee and GUC WWTP as the facility. Are you intentionally changing the facility referenced in the rule from what is referenced in the permit?

On p 3., line 12, you reference item (4), which in turn references items (7) through (9). Could you streamline by directly referencing 7 through 9?

On p. 3, line 14, when would revision be needed? What standards determine when and if they need to be revised?

On p. 3, line 14, "may" is generally a problematic word in this context, since it is unclear what factors the Commission will consider. The easiest solution is to change "may" to "will" if that is within your meeting. Otherwise, clarify how the Commission will decide what factors to consider.

On p. 4, line 1, what does "technical feasibility and economic reasonableness" mean? How is this standard applied?

On p. 4, line 23-24, by requiring a new facility to have it use concurred to by the Association, can't the Association veto new facilities? What is the Association's authority to decide allocations, and/or what is your authority to delegate that authority to the Association?

On p .4, line 31, what does "best available technology economically achievable" mean? How is that standard applied? Note this term appears throughout the rule and I am assuming it means the same thing each time, but correct me if I am wrong.

On p. 5, lines 6 and 7, what is a "tiered limit"? Note this term appears throughout the rule and I am assuming it means the same thing each time, but correct me if I am wrong.

On p.5. lines 10 and 11, you require the facility to demonstrate that they have 10 years of allocation or offset credits. How is this different from whatever the duration of the permit is?

On p. 5, lines 17 through 19, what is the Director's authority to establish more stringent limits (as opposed to the Commission)?

On p. 5, line 19, what are the "water quality standards" this refers to other than the numeric limits referenced in this rule and permits? Put another way, what is the Director measuring the necessity of more stringent requirements against?

Similar to the previously raised points, if the Director changes the limits outside of rulemaking, won't this rule become inaccurate?

On p. 5, lines 23-36, items (7)(b) and (c) seem to treat members and non-members of the voluntary association under different standards. Why and by what authority?

On p. 8, lines 17 through 19, can the association freely reapportion the allocations that are reflected on p. 3? If so, including the current amounts in the rule creates a potential clarity issue.

Please retype the rule accordingly and resubmit it to our office at 1711 New Hope Church Road, Raleigh, North Carolina 27609.

1	15A NCAC 02B	.0733 IS	S AMENDED AS PUBLISHED IN 39:13 NCR 784 WITH CHANGES AS FOLLOWS:
2			
3	15A NCAC 02B	.0733	TAR-PAMLICO NUTRIENT STRATEGY: <u>WASTEWATER DISCHARGE</u>
4			REQUIREMENTS NEW AND EXPANDING WASTEWATER DISCHARGER
5			REQUIREMENTS
6	The following is	the Nati	ional Pollutant Discharge Elimination System (NPDES) wastewater discharge management
7	strategy for new	and expa	anding wastewater dischargers in the Tar-Pamlico River basin:
8	(1)	Purpose	e. The purpose of this Rule is to establish minimum nutrient control requirements for new
9		and exp	panding point source discharges in the Tar-Pamlico River Basin in order to maintain or restore
10		water q	uality in the Pamlico Estuary and protect its designated uses.
11	(2)	Applica	ability. This Rule applies to all discharges from wastewater treatment facilities in the Tar-
12		Pamlic	o River Basin that receive nitrogen- or phosphorus-bearing wastewater and are required to
13		obtain	individual NPDES permits. This Rule applies to Tar Pamlico Basin Association member
14		facilitie	es on or after June 1, 2025. This Rule applies to other facilities upon this Rule's effective date.
15	(3)	Definit	ions. The terms used in this Rule, in regard to point source dischargers, treatment facilities,
16		wastew	rater flows or discharges, or like matters, shall be as defined in Rule .0701 of this Section and
17		as [foll	ows: follows; except that if the terms conflict, the terms in this Rule shall control:
18		<u>(a)</u>	["Active Allocation"] "Tar-Pamlico Active Allocation" means that portion of an allocation
19			that has been applied toward and is expressed as a nutrient [limit] Tar-Pamlico limit in an
20			individual NPDES [permit.] permit for a discharger in the Tar-Pamlico River Basin:
21		<u>(b)</u>	"Association" means the Tar-Pamlico Basin Association, a not-for-profit corporation
22			consisting of NPDES-permitted dischargers in the Tar-Pamlico River Basin; established
23			voluntarily by its members to work cooperatively to meet the aggregate TN and TP
24			allocations originally established in the Tar-Pamlico Nutrient TMDL and subsequently in
25			the group permit.
26		(c)	"Commission" means the North Carolina Environmental Management Commission.
27		(a)(d)	"Existing" means that which obtained an NPDES permit on or before December 8, 1994.
28		(b)(e)	"Expanding" means that which increases beyond its permitted flow as defined in <u>Sub-Item</u>
29			(4)(h) Item (4) of this Rule.
30		<u>(f)</u>	["Limit"] "Tar-Pamlico Limit" means the mass quantity of nitrogen or phosphorus that a
31			discharger or group of dischargers is authorized through an NPDES permit to release into
32			surface waters of the Tar-Pamlico River Basin.
33		(c)(g)	"New" means that which had not obtained an NPDES permit on or before December 8,
34			1994.
35	(4)	<u>(h)</u>	"Permitted flow" means the maximum monthly average flow authorized in a facility's
36			NPDES permit as of December 8, 1994.

1	<u>(i)</u>	["Reserve Allocation"]
2		a permittee or other person but that has not been applied toward and is not expressed as a
3		nutrient [Himit] Tar-Pamlico limits in an individual NPDES [permit.] permit of a discharger
4		in the Tar-Pamlico River Basin;
5	<u>(4)</u> This	Item specifies the total combined end of pipe nitrogen and phosphorus discharge allocation for
6	exis	ting Association point source dischargers.
7	<u>(a)</u>	Unless revised as provided for in Items (7) through (9) of this Rule, in accordance with the
8		Nitrogen and Phosphorus TMDL for the Tar-Pamlico River Estuary, approved in 1995 by
9		the US Environmental Protection Agency (EPA), the total [active] Tar-Pamlico active
10		allocations for nitrogen and phosphorus discharge [allocations] for Association point
11		source dischargers shall not exceed 891,271 in pounds of nitrogen and 161,070 pounds of
12		phosphorus per calendar year. The nutrient loads discharged annually by these point
13		sources shall not exceed these nitrogen and phosphorus discharge allocations plus any
14		nutrient offset credits obtained in accordance with G.S. 143-214.26 and Rule .0703 of this
15		Section. In the event the Association's allocations are revised as provided for in Items (7)
16		through (9) of this Rule, the NPDES group permit shall be modified to reflect those changes
17		to the [active] Tar-Pamlico active allocations for nitrogen and phosphorus discharge mass
18		allocations and [limits] Tar-Pamlico limits set forth in this Rule.
19	<u>(b)</u>	The Commission shall order future revisions in the Nitrogen and Phosphorus TMDL and
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conformance with the values in Item (4) of this Rule:

Mass Allocations (pounds/year)

Facility Name	NPDES No.	Total Nitrogen	Total Phosphorus	
Belhaven	NC0026492	14,261	2,577	
<u>Bunn</u>	NC0042269	4,278	<u>773</u>	
<u>Enfield</u>	NC0025402	14,261	2,577	
Franklin County	NC0069311	42,784	7,732	
<u>Greenville</u>	NC0023931	249,576	45,103	
Louisburg	NC0020231	19,538	3,531	
<u>Oxford</u>	NC0025054	49,915	9,021	
<u>Pinetops</u>	NC0020435	4,278	<u>773</u>	
Robersonville	NC0026042	25,671	4,639	
Rocky Mount	NC0030317	299,491	54,124	
Scotland Neck	NC0023337	9,626	1,740	
Spring Hope	NC0020061	5,705	1,031	
<u>Tarboro</u>	NC0020605	71,307	12,887	
Warrenton	NC0020834	28,523	5,155	
Washington	NC0020648	52,054	9,407	
Association Total				
[Active Allocation] <u>Tar-</u> <u>891,271</u> <u>161,070</u>				
Pamlico Active Allocation				
[Allocation in Reserve] Tar- 59,798 3,898				
Pamlico Reserve Allocation				

(b) In the event that the nitrogen and phosphorus TMDL and their discharge allocations for point sources are revised, as provided in Item (4) of this Rule, the Commission shall apportion the revised load among the existing facilities and shall revise discharge allocations as needed. The Commission may consider such factors as:

(i) fate and transport of nitrogen and phosphorus in the river basin;

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1			(ii) technical feasibility and economic reasonableness of source reduction and
2			treatment methods;
3			(iii) economies of scale;
4			(iv) nitrogen and phosphorus control measures already implemented;
5			(v) probable need for growth and expansion; and
6			(vi) incentives for nutrient management planning, utilities management, resource
7			protection, and cooperative efforts among dischargers.
8	(5) (6)	This Ite	em specifies nutrient controls for new facilities.
9		(a)	Proposed new wastewater dischargers New facilities proposing to discharge wastewater
10			shall evaluate all practical alternatives to surface water discharge pursuant to 15A NCAC
11			02H .0105(c)(2) prior to submitting an application to discharge.
12		<u>(b)</u>	New facilities shall document in their permit application that they have acquired some
13			combination of the following allocations and offsets sufficient to meet the annual [limits]
14			Tar-Pamlico limits required elsewhere in this Item for the proposed discharge:
15			(i) nitrogen and phosphorus allocations from existing dischargers;
16			(ii) [reserve allocation] Tar-Pamlico reserve allocation pursuant to Sub-Item (c) of
17			this Item; and
18			(iii) nitrogen and phosphorus offset credits pursuant to Rule .0703 of this Section.
19			Allocation and offset credits shall be sufficient for no less than 10 subsequent years of
20			discharge at the proposed design flow rate in accordance with 15A NCAC 02H .0112(c).
21		<u>(c)</u>	New facilities proposing to use any portion of the [reserve allocation] Tar-Pamlico reserve
22			allocation described in Sub-Item (5)(a) of this Rule shall submit a written request to the
23			Division for approval of the proposed use. The request shall include concurrence for its use
24			by the Association.
25		(b)(d)	New facilities shall meet The technology-based nitrogen and phosphorus discharge [limits]
26			Tar-Pamlico limits that shall not exceed the following: for a new facility shall not exceed:
27			(i) For facilities treating municipal or domestic wastewater, the mass load equivalent
28			to a concentration of 3.5 mg/L TN and 0.5 mg/L TP at the monthly average flow
29			limit in the facility's NPDES permit; and
30			(ii) For facilities treating industrial wastewater, the mass load equivalent to the best
31			available technology economically achievable, calculated at the monthly average
32			flow limit in the facility's NPDES permit.
33		(c)	Proposed new dischargers submitting an application shall acquire nutrient allocation from
34			existing dischargers or nutrient offset credits pursuant to Rule .0703 of this Section for the
35			mass load dictated by this Item. The allocation and offset credits shall be sufficient for any
36			partial calendar year in which the permit becomes effective plus 10 subsequent years of
37			discharge at the proposed design flow rate in accordance with 15A NCAC 02H .0112(c).

1		(d)	The Director shall not issue a permit authorizing discharge from a new facility unless the
2			applicant has satisfied the requirements of Sub Items (a), (c), and (e) of this Item. If a
3			facility's permit contains tiered flow limits for expansion, the Director shall not authorize
4			an increased discharge unless the applicant has satisfied the requirements of Sub-Items (a),
5			(e), and (e) of this Item.
6		(e)	Subsequent applications for permit renewal or, where an existing permit will contain tiered
7			[limits,] Tar-Pamlico limits requests to discharge at an increased flow, shall demonstrate
8			that the facility has sufficient nitrogen and phosphorus allocation or offset credits to meet
9			its effluent nutrient [limitations] Tar-Pamlico limitations for any partial calendar year in
10			which the permit becomes effective plus 10 subsequent years of discharge at the proposed
11			an increased design flow rate in accordance with 15A NCAC 02H .0112(c).
12		<u>(f)</u>	The Director shall not issue a permit authorizing discharge from a new facility unless the
13			applicant has satisfied the requirements of Sub-Items (a) through (d) of this Item. If a
14			facility's permit contains tiered flow [limits] Tar-Pamlico limits for expansion, the Director
15			shall not authorize an increased discharge unless the applicant has satisfied the same
16			requirements of this Item.
17		<u>(f)(g)</u>	The Director shall establish more stringent [limits] Tar-Pamlico limits for nitrogen or
18			phosphorus upon finding that such [limits] Tar-Pamlico limits are necessary to protect
19			water quality standards in localized areas.
20	(6) (7)	This Ite	em specifies nutrient controls for expanding facilities.
21		(a)	Expanding facilities shall evaluate all practical alternatives to surface water discharge
22			pursuant to 15A NCAC 02H .0105(c)(2) prior to submitting an application to discharge.
23		<u>(b)</u>	The nitrogen and phosphorus discharge [limits] Tar-Pamlico limits for expanding non-
24			Association facilities shall be assigned in accordance with the following:
25			(i) Expanding non-Association municipal or domestic wastewater facilities
26			requesting permitted flows greater or equal to 0.1 MGD shall be assigned the mass
27			equivalent to a concentration of 3.5 mg/L TN and 0.5 mg/L TP at the monthly
28			average flow limit in the facility's NPDES permit; and
29			(ii) Expanding non-Association facilities treating industrial wastewater shall be
30			assigned the mass load equivalent to the best available technology economically
31			achievable, calculated at the monthly average flow limit in the facility's NPDES
32			permit.
33		<u>(c)</u>	An expanding facility that is a member of the Association, as defined in Sub-Item (3)(b)
34			of this Rule, shall not exceed the nitrogen and phosphorus loads equivalent to its [active
35			allocations Tar-Pamlico active allocations unless they receive Division approval for an
36			increase in their discharge as described in this Item.

1	<u>(d)</u>	Facilities submitting application for increased discharge or, where an existing permit will
2		contain tiered [limits,] Tar-Pamlico limits for authorization to discharge at an increased
3		flow, may acquire nitrogen and phosphorus allocations from existing dischargers or
4		nitrogen and phosphorus offset credits pursuant to Rule .0703 of this Section, or may
5		acquire [reserve allocation] Tar-Pamlico reserve allocation in compliance with Sub-Item
6		(e) of this Item for the proposed discharge. The acquired allocations and offset credits,
7		combined with any preexisting allocations, shall be sufficient to meet its effluent nutrient
8		[limits] Tar-Pamlico limits as established in this item for any partial calendar year in which
9		the permit becomes effective plus 10 subsequent years of discharge at an increased design
10		flow rate in accordance with 15A NCAC 02H .0112(c).
11	(<u>e)</u>	A facility that submits an application to increase its discharge may request approval from
12		the Division to use a portion of the [reserve allocation] Tar-Pamlico reserve allocation
13		described in Sub-Item (5)(a) of this Rule. Approval shall be based on the following criteria:
14		(i) The expanding facility demonstrates that upon expansion their nitrogen and
15		phosphorus discharge would not exceed the mass load equivalent to a
16		concentration of 3.5 mg/L TN and 0.5 mg/L TP, calculated at the monthly average
17		flow limit in the facility's NPDES permit;
18		(ii) The expanding facility requesting use of [reserve allocation] Tar-Pamlico reserve
19		allocation has received written approval from the Association.
20		(iii) Should the facility cease to discharge, the portion of the [reserve allocation] Tar-
21		Pamlico reserve allocation that was activated shall revert back to [reserve
22		allocation Tar-Pamlico reserve allocation; and
23	<u>(f)</u>	The Director shall not issue an NPDES permit authorizing increased discharge from an
24		existing facility unless the applicant has satisfied the requirements of Sub-Items (a) through
25		(e) of this Item. If a facility's permit contains tiered flow limits for expansion, the Director
26		shall not authorize discharge at an increased flow unless the applicant has satisfied the
27		same requirements of this Item.
28	<u>(f)(g)</u>	The Director shall modify an expanding facility's permit to establish more stringent [limits]
29		<u>Tar-Pamlico limits</u> for nitrogen or phosphorus upon finding that such [<u>Himits</u>] <u>Tar-Pamlico</u>
30		limits are necessary to protect water quality standards in localized areas.
31	(b)	The nitrogen and phosphorus discharge limits for an expanding facility shall not exceed
32		the greater of loads equivalent to its active allocation and offset credit, or the following
33		technology based mass limits:
34		(i) For facilities treating municipal or domestic wastewater, the mass equivalent to a
35		concentration of 3.5 mg/L TN and 0.5 mg/L TP at the monthly average flow limit
36		in the NPDES permit; and

1		(ii) For facilities treating industrial wastewater, the mass load equivalent to the best
2		available technology economically achievable, calculated at the monthly average
3		flow limit in the facility's NPDES permit.
4		(c) Facilities submitting application for increased discharge or, where an existing permit
5		contains tiered flow limits, for authorization to discharge at an increased flow, shall acquire
6		or demonstrate contractual agreement to acquire, prior to authorization to discharge at the
7		increased flow, nutrient allocation from existing dischargers or nutrient offset credits
8		pursuant to Rule .0703 of this Section for the proposed discharge above 0.5 million gallons
9		per day (MGD). The allocation and offset credits shall be sufficient to meet its effluent
10		nutrient limitations for any partial calendar year in which the permit becomes effective plus
11		10 subsequent years of discharge at the proposed design flow rate in accordance with 15A
12		NCAC 02H .0112(c).
13		(d) The Director shall not issue a permit authorizing increased discharge from an existing
14		facility unless the applicant has satisfied the requirements of Sub Items (a), (c), and (e) of
15		this Item. If a facility's permit contains tiered flow limits for expansion, the Director shall
16		not authorize discharge at an increased flow unless the applicant has satisfied the
17		requirements of Sub Items (a), (c), and (e) of this Item.
18		(e) Subsequent applications for permit renewal shall demonstrate that the facility has sufficient
19		nitrogen allocation or offset credits to meet its effluent nutrient limitations for any partial
20		calendar year in which the permit becomes effective plus 10 subsequent years of discharge
21		at the proposed design flow rate in accordance with 15A NCAC 02H .0112(c).
22		(g) Existing wastewater dischargers expanding to greater than 0.5 MGD design capacity may
23		petition the Director for an exemption from Sub-Items (a) through (c) and (e) (a), (b), (d),
24		and (e) of this Item upon meeting and maintaining all of the following conditions:
25		(i) The facility has reduced its annual average TN and TP loading by 30 percent from
26		its annual average 1991 TN and TP loading. Industrial facilities may alternatively
27		demonstrate that nitrogen and phosphorus are not part of the waste stream above
28		background levels.
29		(ii) The expansion does not result in annual average TN or TP loading greater than 70
30		percent of the 1991 annual average TN or TP load. Permit limits shall be
31		established to ensure that the 70 percent load is not exceeded.
32	<u>(8)</u>	This Item describes the option for dischargers to form a group compliance association or join an
33		existing group compliance association, to collectively meet nitrogen and phosphorus load [limits.]
34		Tar-Pamlico limits.
35		(a) Any or all facilities within the basin may form a group compliance association or join an
36		existing group compliance association, to meet nitrogen and phosphorus [limits] Tar-
37		Pamlico limits collectively. Any new association formed shall apply for and shall be

1			subject to an NPDES group permit that establishes the effective total nitrogen and
2			phosphorus [limits] Tar-Pamlico limits for the association and for its members. More than
3			one group compliance association may be established. No facility may be a co-permittee
4			member of more than one association formed pursuant to this Rule at any given time.
5		<u>(b)</u>	An association may modify its membership at any time upon notification to the Division.
6			The Division shall adjust the nitrogen and phosphorus allocations and [limits] Tar-Pamlico
7			limits in the NPDES group permit to reflect the change in membership.
8		<u>(c)</u>	No later than 180 days prior to coverage under a new NPDES group permit, or expiration
9			of an existing group permit, the association and its members shall submit an application
10			for an NPDES permit for the discharge of total nitrogen and total phosphorus to the surface
11			waters of the Tar-Pamlico River Basin. The NPDES group permit shall be issued to the
12			association and its members as co-permittees.
13		(d)	An association's [limit] Tar-Pamlico limit of total nitrogen and total phosphorus shall be
14			the sum of its members' individual allocations and nutrient offset credits plus any other
15			allocation and offset credits obtained by the association or its members pursuant to this
16			Rule.
17		<u>(e)</u>	An association and its members may reapportion their individual allocations and nutrient
18			offset credits on an annual basis. The NPDES group permit shall be modified to reflect the
19			revised individual allocations and [limits.] Tar-Pamlico limits.
20		<u>(f)</u>	If an association does not meet its [limits] Tar-Pamlico limits in any year, it shall obtain or
21			use existing nutrient offset credits in accordance with G.S. 143-214.26 and Rule .0703 of
22			this Section to offset its mass exceedance no later than July 1 of the following year.
23		<u>(g)</u>	An association's members shall be deemed compliant with the permit [limits] Tar-Pamlico
24			limits for total nitrogen and total phosphorus contained in their individually issued NPDES
25			permits while they are members in an association. An association's members shall be
26			deemed compliant with their individual [limits] Tar-Pamlico limits in the NPDES group
27			permit in any year in which the association is in compliance with its [limits] Tar-Pamlico
28			limits. If the association exceeds its group [limit,] Tar-Pamlico limit, the association and
29			any members that exceed their individual [limits] Tar-Pamlico limits in the NPDES group
30			permit shall be deemed to be out of compliance with the group permit.
31		(h)	Upon the termination of a group compliance association, members of the association shall
32			be subject to the [limits] Tar-Pamlico limits and other nutrient requirements of their
33			individual NPDES permits.
34	(9)	If an N	PDES-permitted discharger or association of dischargers accepts wastewater from another
35		NPDES	5-permitted treatment facility in the Tar-Pamlico River Basin and that acceptance results in
36		the elin	nination of the discharge from that other treatment facility, the eliminated facility's total

1		nitrogen and phosphorus allocations shall be transferred into the receiving facility's NPDES permit
2		and added to its allocations.
3		
4	History Note:	Authority G.S. 143-214.1; 143-215.1; 143-215.3(a)(1); 143-215.8B; 143B-282;
5		Eff. April 1, 1997;
6		Recodified from 15A NCAC 02B .0229 Eff. April 1, 2020;
7		Readopted April 1, 2020.
8		Amended Eff. July 1, 2025.