In the Matter of:

Maryland Department of the Environment

February 6, 2017 Public Hearing

Condensed Transcript with Word Index



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Maryland Department of the Environment

	1	3
1	MARYLAND DEPARTMENT OF THE ENVIRONMENT	1 PROCEEDINGS
2	WATER MANAGEMENT ADMINISTRATION	2
3		(10:09 a.m.)
4		4 MR. BAHR: Let's go ahead and get started.
5		5 First off, I just want to take care of a few housekeeping
6	PUBLIC HEARING:	6 items. If you need to use the restrooms, you can go out
7	NATIONAL POLLUTANT DISCHARGE ELIMINATION SYSTEM (NPDES)	7 through the back door, and the restrooms are down to the
8	MUNICIPAL	8 right.
9		9 The second thing is there are two public
10		10 hearings today. One is for the municipal small Phase II
11	The hearing in the above matter commenced on	11 permit. That's actually what this morning's hearing is
12	Monday, February 6, 2017, at the MDE Headquarters,	12 about. And then the second one is for state and federal
13	Montgomery Park, 1800 Washington Boulevard, Baltimore,	13 small MS4s. We understand that maybe some people came
14	Maryland.	14 this morning thinking that this hearing was for state and
15		15 federal. It is not. It's for the municipal.
16		16 But what we're going to do is once we get
17		17 through all the municipal comments, if you first of
18		18 all, if you're here for state and federal, you can show
19	Reported by: Linda Metcalf	19 up at the hearing this afternoon at 1:30 to give your
20		20 comments. But if you have other plans, we're going to
21		21 open this up for the hearing for you to testify as
	2	4
1	2 APPEARANCES	4 1 well, but what we'd like to do is go through all the
1 2	·	
	·	1 well, but what we'd like to do is go through all the
2	APPEARANCES	1 well, but what we'd like to do is go through all the 2 municipal people who want to comment on the municipal
2	A P P E A R A N C E S ON BEHALF OF THE MARYLAND DEPARTMENT OF THE ENVIRONMENT:	well, but what we'd like to do is go through all the municipal people who want to comment on the municipal permit first, and then we'll allow people to come up for
2 3 4	A P P E A R A N C E S ON BEHALF OF THE MARYLAND DEPARTMENT OF THE ENVIRONMENT: RAYMOND BAHR	well, but what we'd like to do is go through all the municipal people who want to comment on the municipal permit first, and then we'll allow people to come up for state and federal.
2 3 4 5	A P P E A R A N C E S ON BEHALF OF THE MARYLAND DEPARTMENT OF THE ENVIRONMENT: RAYMOND BAHR GINNY KEARNEY	well, but what we'd like to do is go through all the municipal people who want to comment on the municipal permit first, and then we'll allow people to come up for state and federal. So with that, for the record, it's
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engineers and natural resource planners in the Program Review Division that lead the administration of the small MS4 general permit.

In accordance with Title 1, Subtitle 6 of the Environment Article and Title 26, Subtitle 8, Chapter 4 of the Code of Maryland Regulations, a tentative determination to issue an NPDES small MS4 general permit has been advertised in the Maryland Register on December 23rd, 2016.

In addition, notices were placed in 13 regional and local newspapers throughout the state, beginning on December 22nd, 2016 and December 23rd, 2016. A second notice was published on December 29th, 2016 and December 30th, 2016. These notices also included the date of today's public hearing. MDE also provided notice of the upcoming tentative determination process to an interested parties list on December 21st, 2016. It has been publicized on MDE's website, along with the fact sheet and draft permit.

Anyone who signed the attendance sheet this morning will be added to MDE's interested party list and

meeting public participation requirements under the Environment Article of the Annotated Code of Maryland. Written comments concerning this general permit will be accepted through March 30th, 2017. This comment period already incorporates an additional 60-day extension period provided in Environment Article Subtitle 1-606(d)(2)(ii).

Maryland has been delegated authority by EPA to administer the NPDES program for the State. Final stormwater regulations were adopted by EPA in November 1990 in accordance with Section 402(p) of the Clean Water Act. Phase I of these regulations required municipal owners of storm sewer systems serving populations of greater than 100,000 to apply for a stormwater permit.

In Maryland, ten jurisdictions and the Maryland State Highway Administration were required to apply for individual NPDES stormwater permit coverage. Smaller cities and towns and State and Federal agencies within these Phase I jurisdictions often had significant and interconnected storm drain systems but were not affected by these Phase I regulations.

will be notified of any decisions or actions related to the general permit. If you have not signed the attendance sheet and want to be on the interested parties list, please be sure to do so before leaving today.

I will start with some background information on MS4 permitting in Maryland, and more specifically about the current iteration of the Phase II Municipal General Permit. After that, I would like to give any elected officials that are in attendance today an opportunity to comment. Then we'll work through the speakers list in chronological order so that anyone who wishes to give testimony today may do so.

The purpose of today's hearing is to accept public comment on MDE's tentative determination to issue an NPDES General Permit for Discharges from Small MS4s. MDE has drafted a general permit designed to comply with the United States Environmental Protection Agency's (EPA's) regulations and to control stormwater pollutant discharges from small MS4s. This permit is issued for five years.

This hearing is part of MDE's obligations for

In December 1999, EPA promulgated the NPDES Phase II regulations, expanding the stormwater permitting program to smaller localities, as well as State and Federal agencies, located in Census-defined urbanized areas or designated by the permitting authority. MDE's first Phase II MS4 general permit was issued on April 14th, 2003.

The Phase II program is described in 40 Code of Federal Regulations Subsection 122.3 through 122.37 and require the implementation of six minimum control measures. These six measures are public education and outreach; public involvement and participation; illicit discharge detection and elimination; construction site stormwater runoff; and post-construction runoff control; and pollution prevention and good housekeeping.

Successful implementation of these six minimum control measures and other permit conditions constitute a compliance with the standard of reducing pollutants to the maximum extent practicable, protecting water quality and satisfying the requirements of the Clean Water Act.

This proposed permit action today is to issue a

"second-generation" NPDES MS4 general permit for Phase II entities. This new permit includes additional conditions for consistency with EPA-approved total maximum daily loads, or TMDLs, to support Chesapeake Bay restoration efforts, as well as addressing local water quality concerns.

Conditions of the permit will require small MS4s to commence restoration efforts for 20 percent of existing developed lands that have little or no stormwater management. Permittees will be required to perform watershed assessments, identify water quality improvement opportunities, secure appropriate funding, and develop and implement an implementation schedule to show how the 20 percent impervious area restoration will be achieved by 2025.

This permit will be Maryland's first MS4 Phase II general permit to require impervious area restoration to address water quality impacts from urban areas that were developed prior to the State's stormwater management program. These restoration efforts will build upon the six minimum control measures that were required under the

MR. WILEN: Good morning. I'm Kordell Wilen with Cecil County Department of Public Works. I'm the Chief of the Development Services Division. And the spelling of my name is KORDELL, WILEN.

So Cecil County is currently covered under the Phase II MS4 general permit that was issued in 2003, and we are listed as a proposed permittee on Appendix A of the proposed general permit. I'm here on behalf of the County to let MDE know that we take compliance with the permit seriously and that we have concerns about the difficulty or the impossibility of complying with the final permit -- or a final permit that includes the current draft 20 percent restoration requirement.

Cecil County is proud of our stormwater management program. We've been working hard to educate the employees of various County facilities with the good housekeeping MCM. We have developed stormwater pollution prevention plans for many of our facilities, and we continue an annual training at those facilities. We show them methods to reduce the flow of pollutants from the storm drains or into the receiving water courses.

previous permit cycle. Together, they ensure a comprehensive watershed management strategy for controlling stormwater, improving the health of local streams and rivers, and meeting the State's water quality standards.

With that, I would like to ask if there are any elected officials present today that would like to make a statement for the record.

(No response.)

MR. BAHR: Okay. Now what we're going to do is work our way through the speakers list. And I want to make sure, has everybody that wishes to speak today -- have you signed up on the attendance sheet to do so?

Okay, good. Today's hearing is scheduled for two hours, and we would like to provide everyone an opportunity to speak, so please keep your remarks concise and focused on the permit at hand. Also, prior to giving your testimony, please help Linda here, our stenographer, by clearly pronouncing your name and then spelling it out completely.

Okay, first up is Kordell Wilen.

Our strengths are the ability to communicate with these departments and other departments in the County's government agencies. We coordinate extensively with our public schools. We've been able to do outreach and education, which has then facilitated getting into the public schools and doing implementations, which we've already started prior to this permit.

We have invested in technology to complete the MCM for the post-construction stormwater, doing our inspections using tablets and smartphones, completing the inspection reports in the field, and moving them into a GIS system without a lot of extra work.

The County takes a role as an environmental steward of our beautiful natural resources seriously. We have developed the Watershed Steward Academy for public education and outreach. We strive to implement programs that educate the citizens in the importance of the local streams and waterways. And we attempt to lead by example. The staff are citizens in the County, and we work in our schools with our children, grandchildren and are there during the implementation of most of the

3 (Pages 9 to 12)

projects.

We are here today because the County is concerned that MDE is proposing a new general permit that would greatly increase what we have accomplished in the six minimum control measures. On top of that, MDE has added the new restoration requirement. We can see how that has been a challenge for the Phase I communities, and we feel that that's going to be a strong financial burden or a large financial burden on our citizens and then on our staff to complete the analysis and prepare the project list that needs to be completed.

We have already started the process of analyzing the general permit. We've been doing this with the -- aware of the -- we've been involved with the general Phase I communities, discussing their task and what they have done to accomplish the goals. But this would also mean an increase in our budgets, our staffing, and our overall workload. We're not meeting 20 percent at our current -- with our current staffing and our efforts with even the funding that has been received.

We will provide more details on the impacts

1 from Chesapeake Bay Trust, about \$5,000, for one of the

- 2 school projects at a local school. It was a good -- a
 - good grant. We were thankful to receive it, but MEP was
- 4 on a couple Saturdays, sixth-graders out there digging
- 5 rocks to get a rain garden in the ground, and they were
- at their MEP at the end of the day. And when MDE sees
- 7 it, it will say, Rising Sun Middle School rain garden,
- 8 0.1 acres treated. \$5,000, \$50,000 an acre, lots of
 - sweat. MEP, we know what that is.

Thank you.

MR. BAHR: Thanks, Kordell.

Next up is Todd Mohn.

MR. MOHN: Good morning. I'm Todd Mohn, Director of Public Works for Queen Anne's County,

speaking on behalf of Queen Anne's County. It is Todd, T

O D D; Mohn, M O H N. And thank you for the opportunity

17 to speak here today.

On December 22, 2016, Queen Anne's County was informed via an email that our County was proposed to be included under the referenced NPDES Phase II General

Permit, otherwise known as MS4s.

with the written comments by March 30th, but our initial review has shown that there will be a significant -- in the millions of dollars per year -- above our current level of funding. Even if we do receive the millions of dollars, we feel that we cannot meet the time line with the amount of planning, design, and construction required to meet the 2025 deadline.

Before I conclude, Cecil County asks MDE to put a trading program in place before it issues this final general permit. If the MDE permittees effectively have seven years to comply with the 20 percent restoration requirement, we simply cannot lose time waiting for a trading program to get off the ground.

In conclusion, Cecil County appreciates the opportunity to speak today about the proposed general permit. When you receive our written comments, please review them carefully and make changes needed to put the County and other small MS4 permittees in a position to succeed.

And just as an example of what we see as maximum extent practicable, we received a small grant

We remain surprised concerning our tentative eligibility to this second generation permit for Phase II entities. Our inclusion was seemingly based on a small urbanized area in the Chester-Grasonville region of Kent Island, with a population hovering just above 10,000 citizens.

Queen Anne's County is a member of the Clean Chesapeake Coalition, which is an association of Maryland county governments whose elected officials have coalesced to raise awareness and pursue improvements to the water quality of the Chesapeake Bay. We strive to achieve our goals in the most cost-effective and fiscally responsible manner through research, coordination, and advocacy. Consistent with our mission, we are focusing our attention and resources on the most cost-effective projects, programs, and activities that are proven to yield both measurable and lasting improvements to water quality.

We understand that EPA has tentatively determined that Queen Anne's County meets the designation under Federal regulations requiring coverage under this

4 (Pages 13 to 16)

MS4 permit. We acknowledge the draft permit, which is currently under thorough review by my staff and our consultants. In the meantime, I want to offer just a few comments and some preliminary remarks, while reserving our right to further comment in greater detail throughout the permit process.

First off, I want to mention just this past year, in December of 2016, Queen Anne's County broke ground on a multi-phased public sewer extension project that will ultimately remove and retire 1,526 failed septic systems on Kent Island, many of which are in the critical area. About 80 percent of these systems have been discharging effluent directly into the waters of the State for many decades.

When completed, our new public sewer system will remove over 17,000 pounds of nitrogen from the environment. This 10-year, \$50 million project has been modeled as a premier example statewide by MDE for other jurisdictions to follow. It is an obvious testament of our commitment towards effective use of resources, partnerships that result with permanent improvements to

1 can help us out.

2 MS. OCHSENHIRT: It's a very difficult last 3 name. Most people don't even try it.

name. Most people don't even try it.

MR. BAHR: Okay.

MS. OCHSENHIRT: It's Ochsenhirt.

MR. BAHR: Ochsenhirt.

MS. OCHSENHIRT: And I know I need to spell that one for the record. Good morning. My name is Lisa Ochsenhirt, L I S A, O C H S E N H I R T. And I'm here on behalf of the Maryland Municipal Stormwater Association, or MAMSA. MAMSA is an association of 19 local government and stormwater consulting firms that work for clean water and safe infrastructure in Maryland based on sound science and good public policy.

Many of MAMSA's members are currently covered by the Phase II MS4 general permit, or identified in the draft general permit as needing coverage for the first time, or are Phase I MS4s that work with smaller cities and towns on stormwater issues. MAMSA, therefore, has a strong interest in making sure the GP is achievable and consistent with the maximum extent practicable, or MEP,

water quality in our Chesapeake Bay.

Secondly, the Bay TMDL is being recalibrated as part of the 2017 midpoint reassessment. It may be prudent to postpone this Phase II MS4 initiative until the 2017 reevaluation data is available, especially given the indisputable flaws of the 2010 Bay model TMDL underpinnings.

Finally, I wanted just to say I appreciate the opportunity to comment today at this early stage. We look forward to working with MDE in cooperation to negotiate a permit for Queen Anne's County, if necessary, that is reasonable in terms of taxpayer cost, economic impacts, and pollution-control reduction effectiveness.

Respectfully, Todd Mohn, Public Works Director.

15 MR. BAHR: Thanks, Todd.

MR. MOHN: Thank you.

MR. BAHR: And for the record, we have received testimony from Todd Mohn and the County Commissioners of Queen Anne's County that we'll enter into the record.

Next up is Lisa Ochsenhirt. And please excuse me if I butchered your last name there. Please -- you

compliance standard for MS4s.

Several MAMSA members were very surprised to see their names on Table A1 in Appendix A. We've heard that some communities only very recently learned that MDE would be adding them to the list of potential permittees. For a permit that's presumably been under development for years, this was surprising.

On a related note, MAMSA believes the draft GP is internally inconsistent and unclear about what MDE intends to regulate with this permit. MAMSA's answer is that what is regulated is the MS4 system in the urbanized area. As EPA explained in its 1999 Phase II rulemaking, "Today's rule does not regulate the county, city, or town. Today's rule regulates the MS4."

This is a critical point because MDE has included a proposed 20 percent restoration requirement similar to the Phase I MS4 permit term. If MDE's intention is to regulate the entire county, city, or town and not the MS4 located in the urbanized area, this will drive up the cost of complying with this permit exponentially.

5 (Pages 17 to 20)

It is not clear to MAMSA from our initial review of the draft general permit or the fact sheet whether MDE has considered the cost that this will impose on the small permittees. We see no evidence from the information we've received so far that MDE has analyzed whether the draft GP is practicable for the permittees listed on Appendix A.

Rather, MDE seems to have proposed a greatly expanded permit, which includes not only the new 20 percent restoration requirement but also significant changes to the six minimum control measures without considering whether the covered regulated MS4 owners are prepared for this magnitude of required new spending.

Speaking of spending, MAMSA understands the important role trading can play as permittees work to comply with the new GP, and we appreciate greatly the administration's efforts to make a final program available to help. MDE and EPA have acknowledged the advantages of trading, and the Chesapeake Bay Commission in 2012 concluded in a study that they did that we could reduce MS4 compliance costs by 82 percent if we allowed

1 MS. BAHR: Great. Thank you, Lisa.

Next up is Elaine Lutz.

MS. LUTZ: Good morning. Elaine Lutz from the

4 Chesapeake Bay Foundation. The spelling is E L A I N E,

L U T Z. Thank you for the opportunity to comment today.

CBF was surprised and disappointed to see the flawed 20 percent restoration surrogate used in this permit. I think that most people following the Phase I MS4 permits understand that the 20 percent model as a surrogate for actual pollution-reduction measures has been inefficient and has resulted in very high-cost plans that have very little demonstrated pollution reductions.

We've seen this in many of the Phase I permit implementation plans where projects can cost tens of millions of dollars and provide almost little to no nitrogen reductions. CBF, for that reason, would like to see this permit include more objective numerical pollution-reduction limits that reflect the permittees' obligations under the Chesapeake Bay TMDL and local TMDLs found in the permittees' jurisdictions.

We were also surprised and concerned to see

these permittees to participate in a trading program.

MAMSA believes it is absolutely essential to have trading on day one of this permit, given the major cost advantages associated with a vibrant trading program. It would not be good public policy to mandate restoration without making all cost-effective options for compliance available on the same schedule.

To wrap up, although MAMSA is still evaluating the permit, some members already have concerns that the requirements of the draft general permit exceed what is practicable. To get further input from our members and other communities impacted by the draft GP, MAMSA will be having a workshop with MACo and MML next Monday in the afternoon.

After that workshop, MAMSA will submit more detailed written comments by the close of the public comment period, which ends on March 30th. MAMSA asks that when MDE receives the group's comments that you carefully consider the concerns raised and make appropriate changes before issuing the permit in final.

Thank you for letting me speak.

1 that the 20 percent restoration requirement didn't

actually take place in the lifetime of this permit. When

you look at the permit language requirements, it says

that by the end of the permit term a county or a

permittee shall have a list of projects rather than

having taken any steps towards implementing those

projects and, therefore, reducing any pollution.

The other six programs might have been altered slightly, but generally follow the State legal requirements that are already imposed on these permittees through the State stormwater management law, State soil and erosion control laws. Therefore, we don't feel like these provisions are actually driving any additional reductions, other than what is already required by State law.

CBF is invested in making these permits and the permittees succeed in reaching their pollution-reduction goals, and look forward to working with MDE and interested stakeholders in ensuring that the efforts and the costs sunk into these permits are actually making demonstrable pollution reductions in connection with our

	25		27
1	TMDL goals. So we will provide more thorough written	1	CERTIFICATE OF COURT REPORTER
2	comments, and thank you for your time.	2	
3	MR. BAHR: Great. Thank you, Elaine.	3	I, Linda Metcalf, do hereby certify that the
4	Is there anybody else that would like to speak	4	foregoing transcription was reduced to typewriting via
5	this morning?	5	audiotapes recorded by me; that I am neither counsel for,
6	(No response.)	6	nor related to, nor employed by any of the parties to the
7	MR. BAHR: Okay. What I'd like to do is just	7	case in which these proceedings were transcribed; that I
8	kind of go over what's next. Our stenographer, Linda,	8	am not a relative or employee of any attorney or counsel
9	has said that she can probably get a transcript to us	9	employed by the parties hereto, nor financially or
10	within about two weeks. We'll go ahead and post that up	10	otherwise interested in the outcome of the action.
11	online and send it to everybody via email when we get it.	11	
12	Also, as has been mentioned several times, the	12	
13	record will be open to accept testimony until March 30th,	13	
14	2017. The process after March 30th, we're going to	14	LINDA METCALF, CER
15	aggregate all the comments from everybody, and MDE will	15	Court Reporter
16	do a response to those comments. And then that with	16	
17	that response to comments, MDE will issue a final	17	
18	determination.	18	
19	From going through this several times with the	19	
20	Phase I large jurisdictions, that process usually takes a	20	
21	couple of months. But we definitely are going to be	21	
	26		
1	issuing this permit in 2017. That is our hope. After		
2	which, designated municipalities will have 180 days to		
3	apply for coverage.		
4	Also, I just want to let everybody know that		
5	this public hearing, the transcripts will be posted		
6	online. I think I've already said that.		
7	There was a little bit, at the beginning of		
8	this, confusion over municipal general permit and the		
9	State and Federal general permit. We have asked that		
10	those of you who are here for the State and Federal if		
11	you can stay for this afternoon. That would be great,		
12	but if you can't and you want to speak now, now is your		
13	time. Does anybody from a State or Federal agency or		
14	want to comment on a State or Federal general permit?		
15	(No response.)		
16	MR. BAHR: Okay. And with that, this hearing		
17	is closed at approximately 10:45. Thank you.		
18	(Whereupon, the hearing was concluded at 10:45		
19	a.m.)		
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