

Department of Transportation, which operates facilities that routinely exceed the ADT level indicated.

Since the Fact Sheet, and the Regional Board Response to Comments dated July 1, 2009 does not provide adequate technical basis for the requirement, the County requests that Section F.1.c.(6)(g) should be deleted from the permit.

- **Native/Low Water Landscaping** (Section F.1.c.(7), Page 31)
This provision identifies that landscaping with native or low water species where feasible shall be preferred in areas that drain to the MS4 or waters of the U.S The Regional Board Response to Comments dated July 1, 2009 identifies that this provision is not an Order requirement, and is simply a suggestion to use native species where feasible. However, the language in provision F.1.c seems to counter this position as it states clearly that the project must include management measures that include native landscaping. Furthermore the provision, as written, requires the whole project areas to be subject to the native plant requirement

The County requests that provision F.1.c.(7) be deleted from the Tentative Order.

- **Alternative Standards** (Section F.1.c.(8), Page 31)
The principles provided in this section are very similar with the approach specified in the Santa Ana permit for the North County. In fact we had suggested similar modifications to Section F.1.d.(4)(d) (page 35-36).

The County requests that the language from this alternative standard section be incorporated into section F.1.d.(4)(d).

- **Standard Stormwater Mitigation Plans (SSMPs)** (Section F.1.d, Page 31-32)
Section F.1.d. requires each Permittee to implement an updated local SSMP within twelve months of adoption of the Order. This is a change from the language in the June 18th Errata Sheet, where two years was provided to update the local SSMP. The Regional Board Response to Comments dated July 1, 2009 identifies that “The Tentative Order has been revised to allow up to two years to develop the updated SSMP in conjunction with the hydromodification management plan.” The Tentative Order, however has not been revised to allow two years to develop and updated SSMP. This provision includes language that requires the inclusion of the hydromodification requirements in provision F.1.h in an updated local SSMP within one year of the adoption of the Order. The requirements in provision F.1.h include the development of an HMP within two years of adoption of the Order. The timeframe to update the local SSMPs in Provision F.1.d should be consistent with the time frame identified to develop the HMP in provision F.1.h.

The County requests that provision F.1.d be modified as follows:

Within 12 months of adoption of this Order, the Copermitees must submit an updated model SSMP, to the Regional Board's Executive Officer for a 30 day public review and comment period upon completion of the HMP as identified in section F.1.h. The Regional Board's Executive Officer has the discretion to determine the necessity of a public hearing. Within 180 days of determination that the Model SSMP is in compliance with this Permit's provisions, each Copermitee must update their own local SSMP, and

amended ordinances consistent with the model SSMP, and shall submit both (local SSMP and amended ordinances) to the Regional Board. The Model SSMP must meet the requirements of section F. 1. d. of this Order and (1) reduce Priority Development Project discharges of storm water pollutants from MS4 to the MEP, (2) prevent Priority Development Project runoff discharges from the MS4 from causing or contributing to a violation of water quality standards, (3) manage increases in runoff discharge rates and durations from Priority Development Projects that are likely to cause increased erosion of stream beds and banks, silt pollution generation, or other impacts to beneficial uses and stream habitat due to increased erosive force and (4) implement the hydromodification requirements in section F.1.h.

- **Priority Development Project Categories** (Section F.1.d.(2), Page 33)
Section F.1.d.(2) defines Priority Development Project Categories. In an introduction to the listed categories, this section states that, where a new development project feature, such as a parking lot, falls into a Priority Development Project Category, the entire project footprint is subject to SUSMP requirements. As currently written this provision would require a new development that has a 5,000 square foot parking lot feature and 100,000 square feet of other land uses that are not Priority Development Project Categories, to provide treatment for the entire project (105,000 square feet). This requirement would unduly burden the landowner in this case with the cost of treating runoff from 105,000 square feet when only 5,000 square feet should be subject to SUSMP requirements and treatment controls. The need to treat runoff from a greatly increased land area will require an increase in the size of treatment controls, which will increase the volume of water treated without a likely commensurate increase in pollutant removal.

The Fact Sheet fails to provide any information showing that development land uses that are not in the Priority Development Project Category contribute pollutants to the MS4 and are a threat to water quality. The Fact Sheet (page 125) states that this provision "is included in the Order because existing development inspections by Orange County municipalities show that facilities included in the Priority Development Project Categories routinely pose threats to water quality. This permit requirement will improve water quality and program efficiency by preventing future problems associated with partially treated runoff from redevelopment sites." This explanation does not demonstrate any connection between development land uses that are not in the Priority Development Project Category and the observed "threats to water quality."

Since the Fact Sheet does not provide any technical information showing that land uses that are not Priority Development Project Categories are a significant source of pollutants and a threat to water quality, the County requests the introductory paragraph of Section F.1.d.(2) subjecting the entire project footprint to SUSMP requirements should be deleted from the permit.

- **Streets, Roads, Highways, and Freeways** (Section F.1.d.(2)(g), Page 34)
County comments regarding this provision were not addressed in the Regional Board Response to Comments dated July 1, 2009 and there is no mention of this provision in the Fact Sheet and so previous comments are resubmitted. Section F.1.d.(2)(g) includes as a Priority Development Project Category streets, roads, highways, and freeways including any paved surface of 5,000 square feet or greater that is used for

transportation. Highways and freeways are not the jurisdiction of Permittees and fall under the jurisdiction of the California Department of Transportation, which is regulated by its own statewide stormwater permit.

The County requests that the Provision be modified as follows:

(i) Streets and roads, highways, and freeways. This category includes streets and roads ~~any paved surface~~ that is are 5,000 square feet or greater used for the transportation of automobiles, trucks, motorcycles, and other vehicles.

- **LID Site Design BMP Requirements** (Section F.1.d.(4), Page 34-36)
In this provision the Order contains a combination of planning procedures, design principles, and design criteria. However, all these ideas are labeled as LID BMPs which makes for a confusing provision. The provision would greatly benefit by reorganizing it around planning procedures, design principles, and design criteria. Our redline mark-up was prepared with this reorganization in mind.

Section F.1.d.(4)(a)

This provision requires each PDP to perform an assessment of the potential for collection of storm water for on-site or off-site reuse opportunities. The Tentative Order is silent regarding how extensive the analysis should be and there is no supporting language in the Fact Sheet as to why this analysis should be done. This analysis should only be required when the project cannot meet the LID performance standard. The important effort in this section is to have the permittees require all PDP that cannot meet the LID standard perform an assessment of their efforts to comply with the LID performance standard. This effort would ultimately complement a request for a waiver should that option becomes necessary.

Section F.1.d.(4)(b) and Section F.1.d.(4)(d).

Similar to the discussion above, this provision characterizes LID planning principles as LID BMPs. These principles are consistent with the definition of LID and should be acknowledged and supported. However, the County would like to note that Section F.1.d.(4)(b)(ii) is inconsistent with the LID sizing criteria in Section F.1.d.(4)(d). In section F.1.d.(4)(b)(ii) the permit correctly notes that site conditions will limit the amount of runoff that can be infiltrated. However, in Section F.1.d.(4)(d) no such acknowledgement is noted and full retention, with no runoff, is required for the water quality capture storm. The permit attempts to mitigate this requirement with granting off ramps for sites not able to meet the retention requirement. However, the two sections should be consistent and section F.1.d.(4)(d) should be modified to reflect the definition of LID and the language found in F.1.d.(4)(b).

The County requests that Section F.1.d.(4) be modified as follows:

(4) Low Impact Development BMP Requirements

Each Copermitttee must require each Priority Development Project to implement LID BMPs which will collectively minimize directly connected impervious areas, limit loss of existing infiltration capacity, and protect areas that provide important water quality benefits necessary to maintain

riparian and aquatic biota, and/or are particularly susceptible to erosion and sediment loss.

(a) In selecting LID BMPs the Co-permittees shall develop plan review procedures that The following LID BMPs must be implemented:

- (i) Each Copermitttee must Rrequire LID BMPs or make a finding of infeasibility for each Priority Development Project in accordance with the LID waiver program in Section F.1.d.(8);
- (ii) Each Copermitttee must lincorporate formalized consideration, such as thorough checklists, ordinances, and/or other means, of LID BMPs into the plan review process for Priority Development Projects;
- (iii) Ensure that tThe review of each Priority Development Project must include an assessment of potential collection of storm water for on-site or off-site reuse opportunities;
- (iv) Ensure that tThe review of each Priority Development Project must include an assessment of techniques to infiltrate, filter, store, evaporate, or detain runoff close to the source of runoff; and
- (v) Within 2 years after adoption of this Order, each Copermitttee must shall review its local codes, policies, and ordinances and identify barriers therein to implementation of LID BMPs. Following the identification of these barriers to LID implementation, where feasible, the Copermitttee must take, by the end of the permit cycle, appropriate actions to remove such barriers.
- (vi) Within 12 months of the adoption of this order, the principal permittee, in collaboration with the co-permittees, shall develop technically-based feasibility criteria to determine the feasibility of implementing LID BMPs including infiltration, harvest and reuse, evapotranspiration, and biofiltration. The criteria shall include a prioritized selection process for BMP implementation

(b) The following LID BMPs design principles where technically and economically feasible shall be ~~must be~~ implemented at all Priority Development Projects where technically feasible as required below:

- (i) Post development hydrograph shall mimic pre-development hydrographs.

- (ii) *Maintain or restore natural storage reservoirs and drainage corridors (including depressions, areas of permeable soils, swales, and ephemeral and intermittent streams.*
- (iii) *Projects with landscaped or other pervious areas must, where feasible, drain runoff from impervious areas (rooftops, parking lots, sidewalks, walkways, patios, etc) into pervious areas prior to discharge to the MS4. The amount of runoff from impervious areas that is to drain to pervious areas shall not exceed the total capacity of the project's pervious areas to infiltrate or treat runoff, taking into consideration the pervious areas' geologic and soil conditions, slope, and other pertinent factors.*
- (iv) *Projects with landscaped or other pervious areas must, where feasible, properly design and construct the pervious areas to effectively receive and infiltrate or treat runoff from impervious areas, prior to discharge to the MS4. Soil compaction for these areas shall be minimized. The amount of the impervious areas that are to drain to pervious areas must be based upon the total size, soil conditions, slope, and other pertinent factors.*
- (v) *Projects with low traffic areas and appropriate soil conditions must construct walkways, trails, overflow parking lots, alleys, or other low-traffic areas with permeable surfaces, such as pervious concrete, porous asphalt, unit pavers, and granular materials.*
- (c) To protect ground water resources any infiltration LID BMPs must comply with Section F.1.(c)(6).
- (d) *LID BMPs sizing criteria:*
 - (i) *LID BMPs shall be sized and designed to ensure onsite retention ~~without runoff~~, of the volume of runoff produced from a 24-hour 85th percentile storm event, as determined from the County of Orange's 85th Percentile Precipitation Map¹⁵ ("design capture volume");*
 - (ii) *If onsite retention LID BMPs are technically infeasible, LID biofiltration BMPs may treat any volume that is not retained onsite by the LID BMPs. The LID biofiltration BMPs must be designed for an appropriate surface loading rate to prevent erosion, scour and channeling within the BMP. Due to the flow through design of biofiltration BMPs, the*

¹⁵ The isopluvial map is available from the County of Orange. The map can also be found as Figure A-1 Exhibit 7.11 in the Model WQMP (September 2003), page 5 of 57 at http://www.ocwatersheds.com/documents/2003_DAMP_Exhibit_7_11_Model_WQMP_Attachments.pdf

total volume of the BMP, including pore spaces and prefilter detention volume is allowed to be no less than 0.75 times the design storm volume;

(iii) *If it is shown to be technically infeasible to treat the remaining volume up to and including the design capture volume using LID BMPs (retention or biofiltration), the project may implement conventional treatment control BMPs in accordance with Section F.1.d.(6) below or must participate in the LID waiver program in Section F.1.d.(8).*

(e) *All LID BMPs shall be designed and implemented with measures to avoid the creation of nuisance or pollution associated with vectors, such as mosquitoes, rodents, and flies.*

- **Treatment Control BMP Requirements** (Section F.1.d.(6)(f) and (g), Page 38)
The Fact Sheet does not provide any technical basis for these provisions and the Regional Board Response to Comments dated July 1, 2009 refers to the Regional Board Response to Comments dated July 6, 2007. The Regional Board Response to Comments dated July 6, 2007 regarding this section does not provide any technical basis for these provisions. Furthermore in the Regional Board Response to Comments dated December 12, 2007 the Regional Board states "The Regional Board agrees that there is not a federal prohibition on placing pollution control practices within waters of the U.S." Since the previous comments on this issue were not adequately addressed in the Regional Board's Response to Comments, the comments are being resubmitted.

Section F.1.d.(6)(f) require treatment control BMPs be implemented prior to discharging into waters of the U.S. and provision F.1.d.(6)(g) prohibits the construction of treatment controls within waters of the U.S. or waters of the State. These provisions taken together limit the use of regional BMP and watershed-based approaches such as the Irvine Ranch Water District Natural Wetland System Project or Aliso Creek Water Quality SUPER project. Such projects should be encouraged and not prohibited by the Order.

The Tentative Order encourages a renewed focus on the 'watershed approach' but the proposed restriction on regional BMPs is antithetical to a watershed approach. The USEPA in its *National Management Measures Guidance to Control Nonpoint Source Pollution from Urban Areas, Management Measure 5: New Development Runoff Treatment* dated November 2005 (page 5-38) states that "regional ponds are an important component of a runoff management program." and that the costs and benefits of regional, or off-site, practices compared to on-site practices should be considered as part of a comprehensive management program. The EPA guidance acknowledges that a regional approach can effectively be used for BMPs.

The County requests that provisions F.1.d.(6)(f) and (g) be combined and modified to enable regional approaches to move forward. Our suggested language reflects this concept.

(f) *Be implemented close to pollutant sources, and prior to discharging into waters of the U.S. and not be constructed within a waters of the U.S. or waters of the State unless the BMP obtains coverage under a Section 404 permit.*

- **LID BMP Waiver Program** (Section F.1.d.(7), Page 38-40)
On July 15, 2009 the Permittees met with the staff of the Regional Water Board to discuss, among many issues, the LID Waiver Program. One of the critical elements of that discussion was how to establish a pollutant credit system that is consistent with the water quality program. The fundamental principle that was agreed upon in that discussion was that regardless of which BMPs (LID based or treatment control based) is chosen for a site that the net impact from pollutant loadings be equal. Thus for a site that implements LID BMP for full retention of the water quality capture storm or implements a conventional BMP that captures the same pollutant loading the two BMPs are viewed equal in reducing pollutants. As an example and for the sake of comparison, an LID BMP designed to retain the 85% storm (i.e. the water quality capture storm) removes 85% of the pollutant load on an annual basis is equivalent to a conventional BMP if the conventional BMP can be designed to remove 85% of the annual pollutant load (in this case the conventional BMP would have to design to treat a larger storm than the water quality capture storm). In this situation the conventional BMP would be judged to be equivalent to the LID BMP and the PDP would not be subject to additional mitigation measures. It is our understanding that the current draft Order allows this type of pollutant credit system to be established.

If this is not the case then the County requests that the Tentative Order be modified to support the principle.

- **Treatment Control BMP Maintenance Tracking** (Section F.1.f.(3), Page 42-43)
This provision identifies that each Copermitttee must verify that post-construction BMPs are operating effectively. In provision F.1.f(3)(c)(i) there appears to be conflicting statements The first statement of this provision seems to imply annual verification of SSMPs while the second statement implies verification of BMPs once every four years. The provision is confusing and should be re-written or deleted. The Fact Sheet and the Regional Board Response to Comments dated July 1, 2009 does not effectively identify why 90 percent of approved and inventoried final public and private SSMPs must be verified annually.. The finding in the Fact Sheet that "90 percent is a reasonable annual target" obviously does not take into account the significant amount of resources needed to complete these inspections. The North Orange County MS4 Permit provides an adequate provision related to inspection of structural treatment controls and inclusion of similar language would provided consistency between the two permits.

The County requests that Section F.1.f.(3) be deleted and replaced with the following language:

Within 12 months of adoption of this order and annually thereafter, all public agency structural treatment control BMPs, and at least 25% of priority development project structural treatment control BMPs, shall be inspected prior to the rainy season. All structural treatment control BMPs shall be inspected within every four year period. The permittees shall ensure that the BMPs are operating and are maintained properly and all control measures are working effectively to remove pollutants in runoff from the site. All inspections shall be documented and kept as permittee record. The permittees may accept inspections conducted and certified by state licensed professional engineers in lieu of permittee inspections.

- **Requirements for Hydromodification and Downstream Erosion (Section F.1.h, Pages 44-48)**

Section F.1.h.(1)(b) discusses requirements for the HMP, and identifies the range of runoff flow rates and durations that must compensate for the loss of sediment supply due to the development. Areas of a development, outside of natural stream courses, produce fine grain sediments in a naturally occurring state. This material is known as wash load because it often moves through the river system in suspension without being present in the river bed in significant quantities (Colby, 1957)⁸. Wash load consists of particles so small that they are essentially absent on the stream bed (Ritter, 1995)⁹. Decreased wash load does not cause erosion, because it is transported well below capacity (ASCE, 2008)¹⁰. Natural stream courses within a development do contribute to bed load of a downstream receiving water as the stream course bed material is composed of larger particle sizes. The provision should be changed to reflect that compensation for sediment loss is due to the affected natural stream courses within a development.

The waiver for PDPs that discharge to concrete-lined or significantly hardened channels should be included as hydromodification requirements are not appropriate for channels that are designed to accept increased flows from upstream development as the potential for erosion is minimal or not present.

The County requests that provision F.1.h.(1)(b) be modified as follows:

(b) Utilize continuous simulation of the entire rainfall record (or other analytical method proposed by the Copermitttees and deemed acceptable by the Regional Board) to identify a range of runoff flows for which priority Development Project post-project runoff flow rates and durations shall not exceed pre-development (~~naturally occurring~~) runoff flow rates and durations by more than 10 percent, where the increased flow rates and durations will result in increased potential for erosion or other significant adverse impacts to beneficial uses. In addition, the identified range of runoff flow rates and durations must compensate for the loss of sediment supply due to affected natural stream courses within the development. ~~The lower boundary of the range of runoff flows identified shall correspond with the critical channel flow that produces the critical shear stress that initiates channel bed movement or that erodes the toe of channel banks. The identified range of runoff flows may be different for specific watersheds, channels, or channel reaches. In the case of an artificially hardened (concrete lined, rip rap, etc.) channel, the lower boundary of the range of runoff flows identified shall correspond with the critical channel flow that produces the critical shear stress that initiates channel bed movement or that erodes the toe of channel banks of a comparable soft-bottomed channel.~~

Section F.1.h.(2) identifies that the HMP must include a suite of management measures to be used on PDPs to protect and restore downstream beneficial uses. As noted in our

⁸ Colby, B.R. (1957). "Relationship of unmeasured sediment discharge to mean velocity." *Transactions American Geophysical Union*, 38(5), 708-717

⁹ Ritter, D.F. (1995). "Sediment Transportation" *Process Geomorphology*, 6, 197

¹⁰ ASCE. (2008). "Sediment Transport Modes: Bed-Material Load and Wash Load" *Sedimentation Engineering* 2.5.1, 60

comments for Finding D.2.g. downstream restoration to its natural state is not always possible in highly urbanized areas and could lead to catastrophic impacts from flooding.

The County requests that provision F.1.h.(2) be modified as follows:

(2) In addition to the hydrologic control measures that must be implemented per section F.1.h.(1)(c), the HMP must include a suite of management measures to be used on Priority Development Projects to protect ~~and restore~~ downstream beneficial uses and prevent or further prevent adverse physical changes to downstream channels. The measures must be based on a prioritized consideration of the following elements in this order:

Section F.1.h.(3) identifies where hydromodification requirements are not required at the Copermittees discretion. The waiver for PDPs that discharge to concrete-lined or significantly hardened channels should be included as hydromodification requirements are not appropriate for channels that are designed to accept increased flows from upstream development as the potential for erosion is minimal or not present. The comments for Finding D.2.g. are reemphasized for this provision as restoration is not always feasible. Furthermore the Fact Sheet and the Regional Board Response to Comments dated July 1, 2009 do not provide adequate technical basis for removing the waiver. The burden should not be on a PDP to identify if a downstream receiving water can be restored, rather that is the responsibility of the Regional Board. Further more it is very important that the exemptions to HMPs be consistent between north and south Orange County otherwise we have consistency and equitable issue that exposes the permittees to undue legal exposure.

The County requests that provision F.1.h.(3) be modified as follows:

(3) ~~Each individual Copermittee has the discretion to not require Section F.1.h. at Priority Development Projects where the project:~~ Section F.1.h. does not apply to Priority Development Projects where the project:

(a) Discharges storm water runoff into underground storm drains discharging directly to bays or the ocean; or

(b) Discharges storm water runoff into conveyance channels whose bed and bank are concrete lined all the way from the point of discharge to ocean waters, enclosed bays, estuaries, or water storage reservoirs and lakes.

(b) Discharges storm water runoff into conveyance channels that are engineered, concrete lined, or are significantly hardened, and are regularly maintained to ensure flow capacity.

(c) Site infiltrates at least the runoff from a two-year storm event. The permittees may request for a variance from these criteria, based on studies conducted by the Storm Water Monitoring Coalition, Southern California Coastal Water Research Project, or other regional studies. Requests for consideration of any variances should be submitted to the Executive Officer.

(d) The volume and the time of concentration of storm water runoff for the post development condition do not significantly exceed those of the predevelopment condition for a two year frequency storm event (a difference of 5% or less is considered insignificant). This may be achieved through site design and source control BMPs.

Section F.1.h.(4)(a) requires within 2 years of adoption of the Order the Copermitees develop a draft HMP. The timeframe for development of HMPs for each watershed is too short to ensure an optimized program. Interim criteria assures that there will not be unregulated development in the interim. A minimum of three years, which was the length of time to develop criteria identified in the previous Tentative Order, should be allowed for their development.

The County requests that provision F.1.h.(4)(a) be modified as follows:

(a) Within ~~2~~ 3 years of adoption of the Order, the Copermitees shall submit to the Regional Board a draft HMP that has been reviewed by the public, including the analysis that identifies the appropriate limiting range of flow rates per section F.1.h(1)(b).

Some watersheds within south Orange County already have comprehensive watershed plans that address hydromodification impacts. Theses watershed plans where appropriate can substitute for HMPs.

The County requests that the following provision be added to Section F.1.h. as follows:

(6) HMP Substitution. In watersheds where a comprehensive watershed plan has been developed and addresses hydromodification impacts consistent with this Order, the Copermitees may petition the Executive Officer to substitute the watershed plan for the HMP for that specific watershed.

Section F.1.h.(5) identifies interim hydromodification criteria and identifies those PDPs where the interim hydromodification criteria does not apply. A waiver of the interim hydromodification requirements should also be provided for PDPs per the proposed language for Section F.1.h.(3) identified above.

The County requests that Section F.1.h.(5) be modified as follows:

Within one year of adoption of this Order, each Copermitee must ensure that all Priority Development Projects are implementing the following criteria by comparing the pre-development (~~naturally occurring~~) and post-project flow rates and durations using a continuous simulation hydrologic model such as USEPA's Hydrograph Simulation Program—Fortran (HSPF):

(a) For flow rates from 10 percent of the 2-year storm event to the 5 year storm event, the post-project peak flows shall not exceed pre-development (~~naturally occurring~~) peak flows.

(b) For flow rates from the 5 year storm event to the 10 year storm event, the post-project peak flows may exceed pre-development (~~naturally occurring~~)-flows by up to 10 percent for a 1-year frequency interval.

The interim hydromodification criteria do not apply to Priority Development Projects that meet the conditions identified in Section F.1.h.(3). ~~where the project discharges (1) storm water runoff into underground storm drains discharging directly to bays or the ocean, or (2) storm water runoff into conveyance channels whose bed and bank are concrete lined all the way from the point of discharge to ocean waters, enclosed bays, estuaries, or water storage reservoirs and lakes.~~

Within one year of adoption of this Order, each Copermitee must submit a signed, certification statement to the Regional Board verifying implementation of the interim hydromodification criteria.

Construction Component

- **Permit Fees**

Although not directly addressed within the Tentative Order, the Permittees take issue with the requirement that they must pay a significant fee for the municipal stormwater permit, which covers their construction responsibilities and are also required to pay an additional fee when they submit an NOI to obtain coverage under the Statewide Construction General Permit.

In the Response to Comments IV, Regional Board staff indicate that “the Regional Board does not have the discretion to combine, reduce, or waive fees for waste discharge requirements”. However, the County understands that there is some discretion and that this discretion could be consistent with the process that is established within Order No. R8-2009-0030.

Section XV of Order R8-2009-0030 (page 65 and 66) states:

1. This order authorizes the discharge of storm water runoff from construction projects that may result in land disturbance of one (1) acre or more (or less than one acre, if it is part of a larger common plan of development or sale which is one acre or more) that are under ownership and/or direct responsibility of any of the permittees. All permittee construction activities shall be in accordance with DAMP Sections 7 and 8.
2. All construction activities shall be in compliance with the latest version of State’s General Permit for Storm Water Discharges Associated with Construction Activities except that an NOI need not be filed with the State Board.
3. Prior to commencement of construction activities, the permittees shall notify the Executive Officer of the Regional Board concerning the proposed construction project. Upon completion of the construction project, the Executive Officer shall be notified of the completion of the project.
4. The permittees shall develop and implement a storm water pollution prevention plan (SWPPP) and a monitoring program that is specific for the construction project greater than one acre, prior to the commencement of any of the construction activities, except for routine maintenance activities. The SWPPP shall be kept at the construction site and released to the public and/or Regional Board staff upon request.

5. The SWPPP (and any other plans and programs required under the General Permit) and the monitoring program for the construction projects shall be consistent with the requirements of the latest version of the State's General Construction Permit.

6. The permittees shall give advance notice to the Executive Officer of the Regional Board concerning any planned changes in the construction activity, which may result in non-compliance with the latest version of the State's General Construction Permit.

Based on the above language the municipalities convey the information that is necessary to the Santa Ana Region, but they do not have to file a formal NOI under the State Construction General permit or pay the permit fee since they have already paid the municipal stormwater program permit fee.

The County requests that language similar to Order R8-2009-0030 be included within the permit so that the municipal stormwater permit fees cover all municipal activities including construction and that they not be held liable for additional fees when submitting NOI-based information.

- **BMP Implementation** (Section F.2.d, Page 50)

The Response to Comments IV misunderstood the request in the previous comment letter, therefore the comment is resubmitted.

Section F.2.d.(1)(a)(ii) requires the development and implementation of a site-specific stormwater management plan, however this is inconsistent with Section F.2.c.2.

The County requests the following change to F.2.d.(1)(a)(ii)

(ii) Development and implementation of a site-specific stormwater management plan runoff management plan (or equivalent construction BMP plan such as an erosion and sediment control plan);

- **BMP Implementation** (Section F.2.d, Page 51-52)

Since the County's comments on this issue, the State Water Board has reissued the Statewide Construction General Permit. Section F.2.d.(1)(c)(i) (Page 51-52) states that the Permittees must require implementation of advanced treatment for sediment at construction sites that are determined to be an exceptional threat to water quality.

The Statewide Construction General permit adopted by the State Water Board on September 2, 2009, identifies Active Treatment Systems (ATS) as advanced sediment treatment technology. ATS prevents or reduces the release of fine particles of sediment (silts and clays) by employ chemical coagulation, chemical flocculation or electrocoagulation to aid the reduction of turbidity caused by fine suspended sediments.

The recently adopted Construction General Permit also lays out a risk-based approach to permit requirements whereby the minimum requirements of the permit (e.g., BMPs, monitoring, and reporting) progressively increase as the risk level increases. Higher risk sites are also subject to numeric action levels and numeric effluent limitations for turbidity and pH.

The Construction General Permit identifies ATS as an available technology that may be employed on construction sites, but does not mandate the use of ATS. The Construction General Permit acknowledges that ATS is an emerging technology in California, and establishes conditions (e.g. operation and monitoring requirements) for its use.

Given that the Construction General Permit has established a risk approach whereby the highest risk construction projects will be subject to more stringent BMPs, rigorous monitoring, and compliance with numeric action levels and numeric effluent limitations, the County requests that the provisions requiring the use of ATS be deleted from this permit and that the selection of BMPs for construction operations, especially ATS be done under the aegis of the Statewide Construction General Permit.

- **Construction Reporting of Non-compliant Sites** (Section F.2.g.(2), Page 54)

The County appreciates that the Regional Board staff clarified the intent of this provision regarding the need and use of the data being requested by the Permittees (see Response to Comments IV comment #128).

However, the provision also states that the data be submitted from the Permittees to the Regional Board “prior to the commencement of the wet season” which is typically September and then further states “Information may be provided as part of the JRMP annual report” (which is November). Thus, the timeframe for submittal of the information needs to be clarified.

Since F.2.g.(1) already requires that the Permittees notify the Board when the Permittee “issues a stop work order or other high level enforcement to a construction site” and the Permittees must follow the notification requirements in Attachment B, the County requests that the JRMP annual report be the mechanism for conveying the information so that the information is not submitted twice.

The County requests the following modifications:

(2) Each Copermitttee shall annually notify the Regional Board, ~~prior to the commencement of the wet season,~~ of all construction sites with alleged violations. Information may be provided as part of the JRMP annual report. Information provided shall include, but not be limited to, the following:

- (a) WDID number if enrolled under the General Construction Permit*
- (b) Site Location, including address*
- (c) Current violations or suspected violations*

Municipal

- **Flood Control Structures** (Section F.3.a.(4)(c), Page 56)

Section F.3.a.(4)(c) requires the Permittees to evaluate existing flood control devices to identify those that are causing or contributing to a condition of pollution, identify measures to reduce or eliminate the structure’s effect on pollution, and evaluate the feasibility of retrofitting the structure. While some minor changes were made, the intent of the previously submitted comments has not been addressed.

The federal regulations [40 CFR, Part 122.26(d)(2)(vi)(A)(4)] focus on evaluating flood control devices and determining if retrofitting the device is feasible. The regulations

state:

(4) A description of procedures to assure that flood management projects assess the impacts on the water quality of receiving water bodies and that existing structural flood control devices have been evaluated to determine if retrofitting the device to provide additional pollutant removal from stormwater is feasible.

The County requests that the language be modified so that it is aligned with the current stormwater permit, recognizes the work that has been completed to date, is consistent with the intent of the federal regulations, is consistent with the justification within the Fact Sheet, and is more consistent with Provision XIV.10. in Order No. R8-2009-0030. The proposed language modification is as follows:

(4). BMP Implementation for Flood Control Structures

(c) Each Copermitttee who owns or operates flood control devices/facilities must continue to evaluate its existing flood control devices/facilities, identify devices causing or contributing to a condition of pollution, identify and identify opportunities and the feasibility of configuring and/or reconfiguring channel segments/structural devices to function as pollution control devices to protect beneficial uses. measures to reduce or eliminate the structure's effect on pollution, and evaluate the feasibility of retrofitting the structural flood control device. The inventory and evaluation must be completed by and submitted to the Regional Board in the 2nd year JRMP Annual Report.

• **Infiltration from Sanitary Sewer to MS4** (Section F.3.a.(7), Page 57-58)

There continue to be several concerns with this section of the Tentative Order as outlined below:

First - Although (7)(a) is consistent with the current permit (Order No. R9-2002-0001), the Permittees submit that the provisions regarding sanitary sewer maintenance are more applicable to sanitary sewer agencies, not stormwater agencies. It is fundamentally inappropriate to include sanitary sewer maintenance requirements in a stormwater permit even where the two systems may be operated by the Permittee. Where similar maintenance requirements are included in the wastewater treatment plant or collection system permit¹¹, these provisions are an unnecessary duplication of other regulatory programs.

In addition, it is an inappropriate and ineffective use of public money to try to “prevent and eliminate infiltration of seepage from sewers to MS4s”. How are the permittees supposed to know where the infiltration is occurring throughout the hundreds of miles of storm drains so that the efforts can be focused to those areas? How are the permittees supposed to prevent infiltration in the storm drain system without sliplining the entire system? Although it may seem like this is something that the permittees can simply do through “routine preventative maintenance” this simply isn’t the case. Instead, the owner/operator of sewer system must have the primary responsibility to prevent

¹¹ The State Water Resources Control Board has adopted the Statewide General Waste Discharge Requirements (WDRs) for Sanitary Sewer Systems, Water Quality Order No. 2006-0003 (Sanitary Sewer Order) on May 2, 2006 and the Regional Water Board adopted Order No. R9-2007-0005 on February 14, 2007 (which is more stringent and prescriptive than the Statewide General WDRs).

exfiltration/leaks from occurring in the first place rather than relying on the recipient of the leaks to manage the problem.

Second - On a similar issue, the State Board stayed a provision in the existing permit finding that “the regulation of sanitary sewer overflows by municipal storm water entities, while other public entities are already charged with that responsibility in separate NPDES permits, may result in significant confusion and unnecessary control activities.” [emphasis added] (WQ 2002-0014 at p.8).

It is unclear why the Board staff are not conforming with this Stay from the previous permit. In addition, this portion of the comment was not addressed within the Response to Comments IV.

The County requests that part (a) of the provision (7) should be deleted from the Tentative Order.

While the Permittees agree that stormwater agencies must also address aspects of sanitary sewer incursions into the MS4s, the provisions in (7)(b) are aspects of other portions of the stormwater program and should be moved to those sections of the Tentative Order.

The County requests the following proposed changes:

- i. Adequate plan checking for construction and new development – incorporate in the Construction and New Development programs*
- ii. Incident response training for municipal employees that identify sanitary sewer spills – incorporate in the Illegal Discharges/Illicit Connections (ID/IC) program.*
- iii. Code enforcement inspections – delete, this is covered by other programs*
- iv. MS4 maintenance and inspections – incorporate in the Municipal program, provision D.3.a(6).*
- v. Interagency coordination with sewer agencies – incorporate in the ID/IC program*
- vi. Proper education of municipal staff and contractors conducting field operations on the MS4 ~~or municipal sanitary sewer (if applicable)~~ – incorporate in the Municipal program*

Commercial/Industrial

- **Mobile Businesses** (Section F.3.b(3)(a), Page 62)

Although the Response to Comments IV addresses the County’s previously submitted comments, we respectfully disagree with Board staff that the new permit section “is not a significant change from the existing Order” and that our proposed recommendation of a pilot program focused on one or two categories of mobile business would be “a lessening of the requirement and considered backsliding”. In fact, the latter statement is not supported by the structure and description of the new section of the permit which states that the Permittees must develop the following (i.e. this is a new program that is not currently in existence pursuant to the previous Order):

- “a program to reduce the discharge of storm water pollutants from mobile businesses to the MEP”

- “minimum standards and BMPs”
- “an enforcement strategy”
- “an outreach and education strategy”

In our previous comment letter we noted the difficulties associated with developing this program, concerns which were mirrored in the Fact Sheet. For the reasons previously noted and acknowledged by the Regional Board, we request that the requirement for this program be changed to the development of a pilot program for the mobile business category. The pilot program would allow the Permittees to work together on a regional basis to develop an appropriate framework for addressing mobile business and determine whether the program is effective prior to expending a significant amount of resources on multiple categories of mobile businesses.

In addition, this would be consistent with the approach taken in the Santa Ana Region pursuant to Order No. R8-2009-0030 – Section X.8. (page 45) which states:

“Within 12 months of adoption of this order, the permittees shall develop a mobile business pilot program. The pilot program shall address one category of mobile business from the following list: mobile auto washing/detailing; equipment washing/cleaning; carpet, drape and furniture cleaning; mobile high pressure or steam cleaning. The pilot program shall include at least two notifications of the individual businesses operating within the County regarding the minimum source control and pollution prevention measures that the business must implement. The pilot program shall include outreach materials for the business and an enforcement strategy to address mobile businesses. The permittees shall also develop and distribute the BMP Fact Sheets for the selected mobile businesses. At a minimum, the mobile business Fact Sheets should include: laws and regulations dealing with urban runoff and discharges to storm drains; appropriate BMPs and proper procedure for disposing of wastes generated.”

The County requests that the Board modify this section of the permit to identify that a program will be developed as a pilot program focusing on one category of mobile businesses.

- **Inspection of Industrial and Commercial Sites/Sources** (Section F.3.b(4)(b), Page 63)

The County appreciates that the Regional Board staff clarified the intent of this provision regarding the need and use of the data being requested by the Permittees. However, the provision also states that the data be submitted from the Permittees to the Regional Board “prior to the commencement of the wet season” which is typically September and then further states “Information may be provided as part of the JRMP annual report” (which is November). Thus, the timeframe for submittal of the information needs to be clarified.

Since the Permittees already notify the Board when there are compliance issues at an industrial site/facility subject to the General Industrial Permit and the Permittees must follow the notification requirements in Attachment B, the County recommends that the JRMP annual report be the mechanism for conveying the information so that the information is not submitted twice.

The County requests the following modifications:

(2) Each Copermitee shall annually notify the Regional Board, prior to the commencement of the wet season, of all Industrial sites and Industrial Facilities subject to the General Industrial Permit or other individual NPDES permit with alleged violations. Information may be provided as part of the JRMP annual report.

- **Retrofit Existing Development** (Section F.3.d, Pages 68-70)

This provision requires that each Permittee must implement a retrofitting program for existing developments (i.e. municipal, industrial, commercial, residential). These requirements present a significant change and present a substantial burden to the municipal stormwater program by requiring a host of engineering studies, capital improvements, land acquisition, etc.) This requirement is also inconsistent with Order R8-2009-0030.

Currently, new development requirements are imposed as conditions of approval for new projects and projects that are voluntarily undergoing redevelopment. A thorough legal review is required to determine whether municipalities have the authority to compel land development requirements absent a voluntary land development application and if such authorities can be developed given other legal constraints.

The Permittees do not concur with the statement of the Regional Board staff in the fact sheet that "Retrofitting existing development is practicable for a municipality..." A systematic evaluation of the technical and legal opportunities and constraints of a requirement to require retrofitting, especially of private landowners, is necessary to determine whether or not such a requirement is practicable. The evaluation must precede the permit provision to mandate MS4s require retrofitting of existing development.

These provisions of the permit represents an entire new approach to existing development that places an unknown significant burden on the Permittees and ultimately to property owners in the south Orange County area. It is concerning to the County that this provision sets up a process that goes well beyond the Federal regulations, especially regarding potential efforts on private property.

In addition, the provision sets up a requirement that will likely require the Permittees to address most, if not all, of the areas within the geographic area regulated under this permit, which simply is not feasible. The Permittees are required to inventory a multitude of candidate areas, prioritize them and then proceed with projects in those areas where retrofitting is feasible. In addition, provision d.6. further states that, "where constraints on retrofitting preclude effective BMP deployment...the Copermitee may propose a regional mitigation project", which then means that additional projects will have to be undertaken – not just those that are prioritized as "highly feasible".

The County requests that this unprecedented requirement be eliminated from the permit.

Watershed Urban Runoff Management Program (Section G, Page 74)

The County appreciates the modification to the WURMP section to provide for the flexibility that is necessary within a watershed management program.

The County requests that the WURMP Workplan be expanded to include the following so that the watershed work plans are comprehensive and address water quality in a more holistic manner:

- *Municipal retrofit provision;*
- *Hydromodification;*
- *Water supply; and*
- *Habitat*

Since it is not always necessary to “model” to demonstrate water quality improvements in the receiving waters, the County requests that provision G.2.e. be modified to allow for modeling and/or monitoring as necessary.

TMDLs (Section I, Page 79)

This provision is supported by Finding E.11 which identifies that adopted TMDL WLAs will be incorporated as numeric effluent limits for specific pollutants and watersheds.

As noted previously, the Permittees are concerned that it appears that Regional Board staff plan to incorporate WLAs as numeric effluent limits in the MS4 permit without consideration of other options or as to how the TMDL may be written, which might include:

- Requiring implementation of specific BMPs in the permit;
- Providing a recommended menu of potential BMPs in the TMDL, implementation plan, or the permit for sources to evaluate and select;
- Referencing BMP performance standards in the TMDL, implementation plan, or the permit;
- Recommending the selection of BMPs and developing benchmark values or performance measures; and
- Requiring the review of existing BMPs and selecting additional BMPs to achieve progress.

The USEPA draft handbook *TMDLs to Stormwater Permit* lists the above options and notes that:

“There are no guidelines for determining which approach is most appropriate to use. It is likely that a variety of factors, including type of source, type of permit, and availability of resources, will influence which approach makes the most sense.”

However, it does not appear that the Regional Board has considered the variety of factors in determining that numeric effluent limitations are most appropriate method of incorporating the WLAs for all pollutants in all watersheds into the MS4 stormwater permit.

The County requests that the following language, which is from the adopted Ventura County MS4 Stormwater Permit (R4-09-0057 Page 95) be incorporated into this section within the introduction to clarify how the WLAs will be attained:

The Permittees shall attain the Waste Load Allocations by implementing BMPs in accordance with the TMDL Technical Report, Implementation Plan, or as identified as a result of TMDL special studies specified in the Basin Plan Amendment.

The Permittees shall comply with the Waste Load Allocations, consistent with the assumptions and requirements of the Waste Load Allocations documented in the Implementation Plans, including compliance schedules, associated with the State adoption and approval of the TMDL at compliance monitoring points established in the TMDL Monitoring Program (40 CFR 122.44(d)(1)(vii)(B)).

Program Effectiveness Assessment (Section J, Page 80)

Section J. of the Tentative Order requires the Permittees to assess the effectiveness of their JURMP, identify necessary program modifications, and report that information to the Regional Water Board on annual basis. Section J.1.a. identifies specific water quality-based objectives for 303(d) listed water bodies, environmentally sensitive areas (ESAs), and the major program components.

Although the concept and intent of the provision is understood and supported by the Permittees, the specificity and inclusion of the required water quality-based objectives and focus on the 303(d) listed water bodies and ESAs is misplaced and has not been developed within the context of the California Stormwater Quality Association (CASQA) Guidance or through the State's Storm Water Quality Task Force which was established pursuant to AB 739 to develop a comprehensive guidance document for evaluating and measuring the effectiveness of Municipal Storm Water Management Program (Guidance Document). Although the Guidance Document has not been finalized, it builds off of the CASQA Guidance Document concepts. In addition, this section is not consistent with Order R8-2009-0030.

As written, this section of the Tentative Order is not consistent with the CASQA Guidance Document and does not provide flexibility for the Permittees to develop objectives and an overall strategy for the effectiveness assessment and will result in resources being expended without achieving the intended goal.

Since the Permittees have already developed and implemented a program effectiveness assessment framework and programmatic and environmental performance metrics and have committed to developing metric definitions and guidance to improve the efficacy of the assessments in the ROWD, the provision should be modified to allow the Permittees to continue to use the approach that they have been using for several years.

The County requests that this provision be replaced with the following text:

The annual report shall include an overall program assessment. The permittees may use the "Municipal Stormwater Program Effectiveness Assessment Guidance" developed by the California Stormwater Quality Association in May 2007 as guidance for assessing program activities at the various outcome levels. The assessment should include each program element required under this order, the expected outcome and the measures used to assess the outcome. The permittees may propose any other methodology for program assessment using measurable targeted outcomes.

Reporting (Section G, Page74)

Section G.7. requires that the Permittees submit the Aliso Creek WURMP annual report by March 1 of each year. Since the Watershed Action Plan Annual Report for the Aliso Creek Watershed has historically been submitted in November of each year and has been based on the fiscal year like the other WURMP reports, it is unclear why Board staff are requiring this change. As such, the Aliso Creek WURMP submittal is now inconsistent with the other

County of Orange Technical Comments – Attachment B
Tentative Order No.R9-2009-0002
September 28, 2009

WURMP submittals both in the date for submittal and the time period for which the report covers. The County would prefer that the Aliso Creek WURMP annual report submittal date be aligned with the other WURMP submittals.

The County requests that the new language incorporated as a part of Section K. on page 84 also be included in the introduction to Section G.7. so that the reporting schedules are consistent.

The Copermittees may propose alternate reporting criteria and schedules, as part of their updated JRMP, for the Executive Officer's acceptance.

ATTACHMENT C

**ORANGE COUNTY ENVIRONMENTAL MONITORING & REPORTING
PROGRAM COMMENTS ON
CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD
SAN DIEGO REGION
TENTATIVE ORDER No. R9-2009-0002
NPDES NO. CAS0108740**

INTRODUCTION

Attachment C contains the principal technical comments of the County of Orange (the "County") regarding the monitoring and reporting requirements in Attachment E of Tentative Order No. R9-2009-0002 dated March 13, 2009 ("Tentative Order").

GENERAL COMMENTS

To enable staff, monitoring, and analytical resources for new monitoring program requirements to be acquired and integrated into current efforts, it is requested that implementation of new requirements should be specified in Attachment E to begin 12 months from the date of permit adoption.

SPECIFIC COMMENTS

E.II.A.1. Analytical Testing Requirements for Mass Loading, Urban Stream Bioassessment, and Ambient Coastal Receiving Water Stations (Table 1)

The 6-hour holding time for samples of indicator bacteria limits the length of time that sampling teams can spend in the field and consequently does not allow sampling of some episodic events. For example, a typical day of bioassessment monitoring at three locations requires 8 hours in the field for PHAB assessment and collection of benthic macroinvertebrate, water quality, and toxicity testing samples. Also, mass emissions monitoring of stormwater runoff can occur on weekends and holidays when contract laboratory services are not available. Additionally, monitoring bacteriological quality of stormwater at mass emissions site will not useful information considering access to flood control channels is prohibited during periods of stormwater runoff and the mass emissions monitoring sites are generally great distances upstream of the coastal receiving waters.

The County requests that the requirement to conduct monitoring of bacteriological quality at bioassessment sites and during stormwater events at mass emissions sites be removed.

Monitoring for oil and grease concentration will not detect lighter petroleum fractions such as gasoline and diesel. Oil and grease has been detected in 13 of 900 samples in the Dry Weather Reconnaissance Program since 2003.

The County requests that the requirement to collect a grab sample for oil and grease during stormwater runoff monitoring be limited to Mass Emissions and Ambient Coastal Receiving Water sites.

E.II.B.1 Wet Weather Runoff Monitoring – MS4 Outfall Monitoring [page 15 and May 5 updates]

Section E.II.B.1.b requires measurement of hardness in the receiving waters during composite stormwater sampling of the MS4 major outfalls. Since the hardness of the receiving waters can fluctuate considerably during a storm, a composite sampling of the receiving water would be the most appropriate method of determining the water hardness. This sampling of the receiving water however would require an extra automatic sampler.

The County requests that if the total metal concentration of the composite sample from the major outfall exceeds the SAL, comparison will be made to the CTR CMC adjusted to a hardness value calculated from the Mass Emissions Database. The representative hardness value from each watershed area will be calculated as the median of the time-weighted hardness values of all storms monitored (2000-2008 reporting years) in the mass emissions program within the respective watershed area. The current mass emission monitoring protocol includes collection of 3-5 composite samples during a 4-day period after the onset of a storm. In order to more accurately characterize receiving water hardness during the first 24 hours (MS4 Major Outfall monitoring protocol) only the first two composite samples (1-hour first flush + second composite) of each storm would be used to calculate the time-weighted average concentration.

E.II.C Dry Weather Non-stormwater Effluent Limits [page 20 and May 5 updates]

Section E.II.C.b.(3) states that effluent samples must also include analysis for chloride, sulfate, and total dissolved solids. Although these constituents are listed in the Basin Plan they were removed from the lists of NELs that were in prior iterations of the permit.

The County requests the removal of these three constituents from the Non-stormwater monitoring suite.

Section F.4.e.(2)(c) of the Program Provisions states that: "Within two business days of receiving analytical laboratory results that exceed action levels, the Co-Permittees must either initiate an investigation to identify the source of the discharge or document the rationale for why the discharge does not pose a threat to water quality and does not need further investigation." The two-day response is an unrealistic expectation considering the weekly volume of data received from the laboratories, the time required to enter the data into the Co-Permittee database, and the data review process.

The County requests the establishment of a protocol that specifies that within five business days of receiving analytical laboratory results that exceed action levels the Co-Permittee responsible for the watershed from which the discharge emanated will be notified. Within 2 business days after notification Co-Permittee will either initiate the an investigation to identify the source of the discharge or document the rationale for why the

discharge does not pose a threat to water quality and does not need further investigation.

E.III.A.1 Reporting Program – Planned Monitoring Program [page 30]

The requirement that the Planned Monitoring Program be submitted September 1st of every year, beginning on September 1, 2009, does not allow adequate time for analysis of the monitoring data from the prior year as it is affected by management actions undertaken throughout the MS4, subject of the annual Performance Effectiveness Assessment.

The County requests that consideration be given to an annual meeting after submittal of the Annual Report to discuss the content of the report and any changes to the monitoring program or suggestions for special studies. This approach will promote a more collaborative relationship between the Permittees and Board staff and may help streamline the renewal of future permits.

E.III.A.2 Reporting Program – Monitoring Annual Report [page 30]

The requirement that the Receiving Waters and Urban Runoff Monitoring Annual Report be submitted October 1st of every year, beginning on October 1, 2010, does not provide adequate time for relevant analysis of the monitoring data collected in the 12-month period immediately prior to the proposed reporting date. Previous annual reports were submitted on November 15th of each year and assessed the results of monitoring activities conducted in the 12-month period ending 4 ½ months prior to the reporting date.

The County requests that the Receiving Waters and Urban Runoff Monitoring Programs Annual Report continue to be submitted in conjunction with the Unified Annual Report and Performance Effectiveness Assessments.

Ben Neill - RE: Orange County comment letter

From: "Boon, Richard" <Richard.Boon@ocpw.ocgov.com>
To: "Ben Neill" <BNeill@waterboards.ca.gov>, "Skorpanich, MaryAnne" <MaryAnne.Skorpanich@ocpw.ocgov.com>
Date: 10/6/09 9:37 AM
Subject: RE: Orange County comment letter
CC: "Crompton, Chris" <Chris.Crompton@ocpw.ocgov.com>, "Chad Loflen" <cloflen@waterboards.ca.gov>, "James Smith" <JSmith@waterboards.ca.gov>

Ben

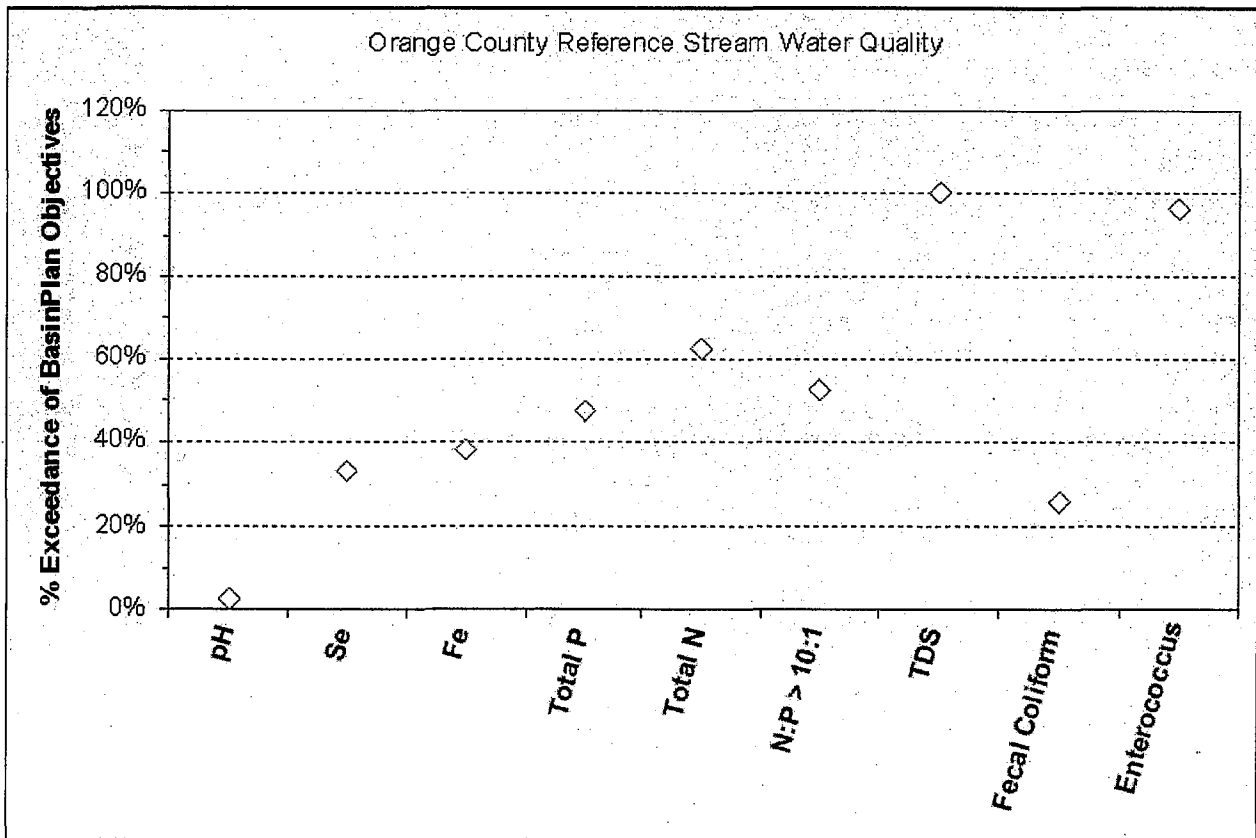
Per request

Thank you for your accommodation in this matter

Richard Boon, Chief

Orange County Stormwater Program

(714)955-0670



From: Ben Neill [mailto:BNeill@waterboards.ca.gov]
Sent: Tuesday, October 06, 2009 9:32 AM
To: Skorpanich, MaryAnne
Cc: Crompton, Chris; Boon, Richard; Chad Loflen; James Smith
Subject: Orange County comment letter

Hello Ms. Skorpanich,

On page 13 of Attachment B of Orange County's technical comments dated September 28, 2009, it appears that a graphic or picture is missing from the text. The copy that I have reads "QuickTime and a TIFF (Uncompressed) decompressor are needed to see this picture." If this picture is important to your comments could you please email it to me, or if it is not necessary please let me know.

Thank-you,

Ben Neill
Water Resource Control Engineer
Northern Watershed Protection Unit
San Diego Regional Water Quality Control Board
9174 Sky Park Ct., Suite 100
San Diego, CA 92123
Tel: (858) 467-2983
Fax: (858) 571-6972



SAN DIEGO REGIONAL
 WATER QUALITY
 CONTROL BOARD

2009 JUL -8 P 1:14

July 6, 2009

By E-mail and U.S. Mail

John Robertus
 Executive Officer
 California Regional Water Quality Control Board, San Diego Region
 9174 Sky Park Court, Suite 100
 San Diego, CA 92123-4340

Subject: Tentative Order No. R9-2009-0002 NPDES No. CAS0108740

Dear Mr. Robertus:

At the July 2, 2009 public hearing, one of your board members requested clarification regarding the proposed Municipal Action Level (MAL) for nickel and the assertion made in the presentation by Richard Boon, County of Orange, that it was more stringent than the Basin Plan objective (See Attachment 1 – *Presentation Slide*). Mr. Boon was not present at this time to clarify the data and, in his absence, your staff opined incorrectly that Mr. Boon had used a Maximum Contaminant Level (MCL) rather than a Basin Plan objective and that the MAL was not more stringent than the Basin Plan

The comparison of the proposed MAL for nickel (26ug/l) with the Basin Plan objective for nickel was first presented in our comment letter of May 15 on the March 13, 2009, version of the Tentative Order. For the nickel objective, the Basin Plan incorporates the California Toxics Rule (CTR) by reference. CTR establishes both acute and chronic objectives. Since the MAL appeared to be an instantaneous value, the comparison was made to the California Toxic Rule acute criterion. The published value (see Attachment 1 – *p. 31712 Federal Register / Vol. 65, No. 97 / Thursday, May 18, 2000 / Rules and Regulations*) for this criterion, which assumes 100mg/l as CaCO₃ hardness, is 470ug/l. The MAL is therefore significantly more stringent than this Basin Plan objective.

Constituent	CTR Criterion – Maximum Concentration	Proposed MAL
Nickel	470ug/l	26ug/l

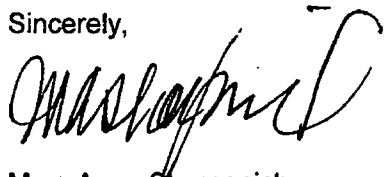
It is requested that this clarification be provided to your Board members to eliminate any confusion on the response to the question.

Thank you for your attention to our comments. Please contact Richard Boon at (714) 955-0670

John H. Robertus
Page 2 of 2

with any questions on this matter.

Sincerely,



Mary Anne Skorpanich
Director, OC Watersheds Program

Attachment 1: *Presentation Slide*
Attachment 2: *p. 31712 Federal Regulations*

cc: City Permittees





Constituent	MAL (ppb)	Basin Plan (ppb)
Nickel	26.34	469

Waterbody	%>MAL	%>BP
Aliso Creek	58.5	0
Prima Deshecha	100	2.1
Segunda Deshecha	93.4	0



A		B Freshwater		C Saltwater		D Human Health (10 ⁻⁶ risk for carcinogens) For consumption of:	
# Compound	CAS Number	Criterion Maximum Conc. ^a B1	Criterion Continuous Conc. ^a B2	Criterion Maximum Conc. ^a C1	Criterion Continuous Conc. ^a C2	Water & Organisms (µg/L) D1	Organisms Only (µg/L) D2
1. Antimony	7440360					14 a,s	4300 a,t
2. Arsenic ^b	7440382	340 i,m,w	150 i,m,w	69 i,m	36 i,m		
3. Beryllium	7440417					n	n
4. Cadmium ^b	7440439	4.3 e,i,m,w,x	2.2 e,i,m,w	42 i,m	9.3 i,m	n	n
5a. Chromium (III)	16065831	550 e,i,m,o	180 e,i,m,o			n	n
5b. Chromium (VI) ^b	18540299	16 i,m,w	11 i,m,w	1100 i,m	50 i,m	n	n
6. Copper ^b	7440508	13 e,i,m,w,x	9.0 e,i,m,w	4.8 i,m	3.1 i,m	1300	
7. Lead ^b	7439921	65 e,i,m	2.5 e,i,m	210 i,m	8.1 i,m	n	n
8. Mercury ^b	7439976	[Reserved]	[Reserved]	[Reserved]	[Reserved]	0.050 a	0.051 a
9. Nickel ^b	7440020	470 e,i,m,w	52 e,i,m,w	74 i,m	8.2 i,m	610 a	4600 a
10. Selenium ^b	7782492	[Reserved] p	5.0 q	290 i,m	71 i,m	n	n
11. Silver ^b	7440224	3.4 e,i,m		1.9 i,m			
12. Thallium	7440280					1.7 a,s	6.3 a,t
13. Zinc ^b	7440666	120 e,i,m,w,x	120 e,i,m,w	90 i,m	81 i,m		

14-00000-0000000000





Bryan Speegle, Director
Environmental Resources
2301 N. Glassell St.
Orange, CA 92865

Telephone: (714) 955-0600
Fax: (714) 955-0639

May 15, 2009

By E-mail and U.S. Mail

John Robertus
Executive Officer
California Regional Water Quality Control Board, San Diego Region
9174 Sky Park Court, Suite 100
San Diego, CA 92123-4340

Subject: Comment Letter, Tentative Order No. R9-2009-0002 NPDES No. CAS0108740


Dear Mr. Robertus:

We are in receipt of the March 13, 2009, *Waste Discharge Requirements for Discharges of Runoff from the Municipal Separate Storm Sewer Systems (MS4s) Draining the Watershed of the County of Orange, the Incorporated Cities of Orange County, and the Orange County Flood Control District within the San Diego Region*, Tentative Order No. R9-2009-0002, NPDES No. CAS0108740. The County of Orange as Principal Permittee welcomes the opportunity to provide comments on the San Diego Regional Water Quality Control Board's Tentative Order as prepared and distributed by Regional Board staff. When adopted, the Tentative Order will be the fourth term MS4 permit for South Orange County. The Permittees were involved in the development of these comments and the cities of Aliso Viejo, Dana Point, Laguna Hills, Laguna Niguel, Laguna Woods, Lake Forest, Mission Viejo, Rancho Santa Margarita, San Clemente, and San Juan Capistrano have directed that they be recognized as concurring entities. Additional comments may be submitted up to the close of the public comment period.

In February 2008 the Permittees were broadly supportive of the previous version of the Tentative Order (R9-2008-0001) except for provisions that were deemed problematic to the continued use of regional treatment controls for public health protection. At the same time USEPA was critical of a perceived absence of measureable goals in R9-2008-0001 and the Tentative Order was withdrawn. From February 2008 until March 2009 staff provided no information regarding the status of the permit. Consequently, the Permittees were surprised when they received the substantially revised current draft of the Tentative Order.

Subsequent meetings with your staff have been very helpful and a number of our concerns appear to have been resolved. However, while we certainly hope to continue meeting with your staff, it is now apparent that there are fundamental differences in opinion between our respective agencies regarding the requirements for a fourth term permit across a significant number of key programmatic areas.

Our overarching concerns with the Tentative Order are presented as General Comments in this letter. Our specific comments and concerns pertaining to the legal and policy, technical, and monitoring and reporting provisions of the Tentative Order are presented in the following Attachments:

- Attachment A presents initial comments on our main legal and policy issues.
- Attachment B presents initial technical comments and suggested language on specific requirements contained within the Tentative Order.
- Attachment C includes initial comments on the Monitoring and Reporting Program.

GENERAL COMMENTS

I. Permitting Consistency

Last February, the Permittees took from your closing remarks a commitment that your staff would look at consistency with existing and draft MS4 permits, including those from the Regional Water Quality Control Boards (RWQCBs) for the Santa Ana and Los Angeles regions. At the same time, USEPA also expressed an interest in seeing greater permitting consistency between RWQCBs. More recently, the final report of the Little Hoover Commission identified the lack of consistency between RWQCBs as a critical area of concern with respect to the ability of the State to deliver on its water quality protection mandates. It is also a key issue for the Orange County Stormwater Program which is subject to the jurisdiction of two RWQCBs.

Nonetheless, and in spite of previous assurances and concerns, the March 13, 2009 Tentative Order is fundamentally different from the current draft MS4 permit for North Orange County (Tentative Order R8-2009-0030) in many key programmatic areas. While your staff has acknowledged that they will likely incorporate the North Orange County permit's land development provisions, they are reluctant to eliminate other areas of inconsistency. This disinclination erodes the credibility of the regulatory framework for stormwater in California and serves to confound the ability of local government and the regulated community to effectively address a key environmental mandate at a time of unprecedented fiscal constraint. It is therefore necessary for us to continue to seek revisions to the Tentative Order supportive of a cohesive and cogent alignment of the North and South County permits on the basis that consistency is important to the credibility of our respective efforts to manage urban runoff and is vital to sustaining the obvious cost effectiveness of a single and coordinated Countywide program in Orange County.

II. Action Levels vs. Effluent Limits

The Permittees' concerns with the imposition of Municipal Action levels (MALs) and Numeric Effluent Limits (NELs) have been presented to your staff. The Permittees' fundamental concern is that the method of application is clearly inconsistent with the definitive guidance in this area, specifically the State Water Board's Blue Ribbon panel report on the feasibility of numeric effluent limits. In June 2006, this panel concluded that it is not feasible at this time to set numeric effluent criteria for municipal BMPs and in particular urban discharges. In 2009, this conclusion continues to be the published position of USEPA on this issue.

Clearly, both the RWQCBs and the Permittees have a keen interest in being able to demonstrate and report the effectiveness of their stormwater protection and management efforts. However, this effort by your staff to include MALs as the basis for compliance with the MEP standard in the permit is inappropriate on both technical and legal grounds. Likewise, the water quality based NELs established for non-stormwater discharges are legally and regulatorily

unsupported. Nonetheless, we recognize the value of action levels and will continue to seek provisions that support the better application of published guidance on program effectiveness assessment including the development and application of benchmarks. Indeed, the Permittees commend the Dry Weather Reconnaissance Program to you as the model application of water quality benchmarks in a manner entirely consistent with the recommendations of the Blue Ribbon Panel.

III. Increasing Administrative Burden

At the inception of the Stormwater Program, the County of Orange, as Principal Permittee, and the Permittees developed a Drainage Area Management Plan (DAMP) to serve as the principal policy and programmatic guidance document for the Program. Since 1993, the DAMP has been modified through an adaptive management process to reflect the needs of the Permittees, ensure Permittee accountability, and deliver positive water quality and environmental outcomes. The DAMP now provides definitive guidance to each Permittee in the development of its Local Implementation Plan (LIP) which specifically describes how the Program will be implemented on a city/jurisdiction basis. It also includes Watershed Action Plans (WAPs) for each of the six South Orange County watersheds targeting pathogen indicator bacteria.

Concurrently, the annual progress report has been developed into a systematic assessment of program effectiveness at jurisdictional, watershed and countywide levels of resolution, using program effectiveness assessment guidance from the California Stormwater Quality Association (CASQA) and a comprehensive environmental quality dataset. Nevertheless, the Tentative Order seeks to impose additional planning requirements including jurisdictional workplans, a business plan and additional planning efforts that might be triggered by exceedances of a water quality action level. The Permittees believe that strategically adjusting the existing planning processes, rather than simply creating additional planning requirements, should be the basis of the Tentative Order's programmatic requirements. Such an approach also offers the additional potential benefit of identifying opportunities to reduce rather than increase the administrative burden of the Program for both the RWQCB and for the Permittees.

IV. Extending the Regulatory Reach of Local Jurisdictions

In the most recent Annual Report, the Permittees noted that over 30,000 industrial and commercial facilities in Orange County were subject to inspection for compliance with local water quality ordinances. Nonetheless, the Tentative Order includes new requirements that arbitrarily establish municipal responsibility for sanitary sewer collection systems that already are subject to separate State regulation. It also mandates the annual inspection of treatment controls in completed land development and re-development projects and, more prescriptively, turns the attention of the Permittees toward residences and mobile businesses. Moreover, these new requirements create significant resource implications for cities.

With land development projects, the installation and subsequent maintenance of treatment controls certainly needs to be verified. However, self certification is already a verification mechanism being used by Permittees and it and other third party verification mechanisms should not be precluded by the Tentative Order in exclusive favor of Permittee inspection. The current opportunity to strategically re-consider the use of inspection resources should be used to target and focus these activities rather than simply expand their scope. Furthermore, given the current state of the economy, the Permittees, like all municipalities, are facing shrinking budgets. Consequently the RWQCB should give great weight to the best use of limited resources in achieving water quality objectives.

The prescribed prohibition on irrigation runoff also needs to be very carefully considered. *Project Pollution Prevention*, the public education and outreach initiative of the Program, is already targeting overwatering as a residential practice of concern. Moreover, the effectiveness of the overall public education effort has been validated by public opinion surveys that show incremental and statistically significant increases in public awareness of stormwater issues, as well as positive changes in protective behaviors. In light of this progress, implementation of the prohibition would risk eroding general public support for a Program that is successfully fostering a stewardship ethic in residential environments. There is also concern that the provision would force the expenditure of scarce resources on an issue that is already being addressed by water districts dealing with water conservation imperatives.

The last area of prescribed new regulatory oversight is mobile businesses. The Permittees have already produced educational materials for these businesses, cooperatively developed wash water disposal options with Orange County's sewerage agencies, and coordinated on enforcement. The further required regulation of these businesses is a potentially resource intensive undertaking that currently appears to lack a strong technical rationale.

V. Creating a New Basis for the Land Development Requirements of the Order.

In February 2008 there was a considerable amount of discussion on the issue of a performance standard for low impact development (LID). Since that time, LID has become the defining issue of fourth term MS4 permits in California. Indeed, at the end of 2008 a stakeholder group convened to look specifically at this issue. Comprising regulatory agency, local government, environmental advocacy group and development industry representation, this group was initially able to identify a number of early general areas of agreement.

1. Performance standards for implementing LID BMPs other than an Effective Impervious Area (EIA) percentage (3-5%) are acceptable if a technically equivalent standard can be identified.
2. Sizing LID BMPs to capture the 85th percentile storm event (current DAMP criteria for water quality volume) is an acceptable alternative to EIA as a performance standard provided that technically-based, strict, and clear feasibility criteria are developed for any project that cannot meet the LID BMP requirements.
3. Prioritized LID/SUSMP BMPs for water quality volume capture are represented by: a) infiltration BMPs; b) harvesting and reuse BMPs; c) vegetated (or evapotranspiration) BMPs including bioretention and biofiltration. Water quality volume not captured by LID BMPs shall be treated consistent with DAMP requirements

The County endorsed these areas of agreement in a letter of February 13, 2009, to the Executive Officer of the Santa Ana RWQCB and continues to believe they should represent the basis of a fourth term permit's land development provisions.

More recently the County provided the Santa Ana RWQCB with a more detailed conception of a framework for land development. It predicates permit compliance on management of the 85th percentile storm volume, presumes the application of LID BMPs based upon a prioritized consideration of infiltration, capture and re-use, evapotranspiration, and bio-retention/bio-filtration, and requires treatment of residual runoff volumes for which the application of LID BMPs has been determined to be infeasible at site, sub-regional and regional scales. The framework also integrates options for water quality credits and provides for alternate compliance approaches including participation in a watershed project and contributions to an "in-lieu" fund.

It also explicitly recognizes bio-retention/bio-filtration BMPs as LID BMPs and the continued and entirely legitimate contribution of effective structural BMPs such as constructed wetlands and detention ponds to the practice of stormwater quality management.

The Permittees believe that it is imperative that there be a uniform countywide development standard for water quality protection. Consequently, the framework language that is currently being supported by both the North Orange County Permittees and staff of the Santa Ana Regional Board should be the starting point for discussion with respect to the subject Tentative Order.

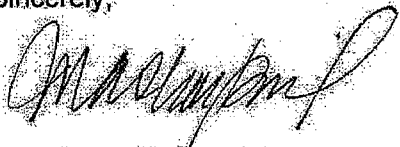
VI. Technical Justification

In advance of preparing the Report of Waste Discharge (ROWD) the Permittees undertook a detailed program assessment drawing upon prior annual report findings, a comprehensive environmental quality database, audit findings, facilitated workshops, and the CASQA Program Effectiveness Guidance. This assessment provided a strong technical basis for the further improvements to the Orange County Stormwater Program recommended in the ROWD. These improvements have been subsequently validated in later annual progress reports. These informational resources and, in particular, the environmental quality database, have been compiled at great expense and provide unique and site specific information on the state of Orange County's surface waters and the performance of the Orange County Stormwater Program. To the extent that the Tentative Order prescribes requirements supplemental to the ROWD recommendations they need to be explicitly supported by a strong technical justification that is developed from the information that has been compiled over the last 18 years by the Permittees. New requirements also need to be consistent with the federal stormwater regulations and within the scope of the Clean Water Act.

In conclusion, while we recognize that there may be fundamental differences in opinion between our organizations as to how the fourth term permit should be structured, we appreciate the effort that your staff has devoted to the development of the fourth term permit for the Orange County Stormwater Program. We look forward to continuing to meet with your staff to try to resolve the Permittees' concerns regarding the Tentative Order to ensure that it meets our mutual goals.

Thank you for your attention to our comments. Please contact Richard Boon at (714) 955-0670 or Chris Crompton at (714) 955-0630 with any questions on this matter.

Sincerely,



Mary Anne Skorpanich
Director, OC Watersheds Program

Attachment A: County of Orange Legal Comments
Attachment B: County of Orange Technical Comments
Attachment C: County of Orange Monitoring & Reporting Program Comments

cc: City Permittees

Attachment A

**ORANGE COUNTY LEGAL COMMENTS ON
CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD
SAN DIEGO REGION
TENTATIVE ORDER No. R9-2009-0002
NPDES NO. CAS0108740**

INTRODUCTION

This Attachment A contains the principal legal comments of the County of Orange (the "County") on Tentative Order No. R9-2009-0002 dated March 13, 2009 ("Tentative Order"). Although the Supplemental Fact Sheet dated April 15, 2009 is referenced in this attachment, the County has not attempted, at this time, to provide detailed legal comments on the Fact Sheet. The County reserves the right to provide additional legal comments, on both the Tentative Order and Fact Sheet, before the close of public comment.

Staff for the Regional Board has circulated several tentative updates to the Tentative Order, most recently on May 5th. However, in the May 5th update, staff emphasized that the changes were only proposed and draft. Accordingly, while the County generally is supportive of the changes made in the tentative updates, the County's comments are limited to the public release draft of the Tentative Order dated March 13, 2009.

The County incorporates by reference its written comments on the prior versions of the Tentative Order (Nos. R9-2007-0002 and R9-2008-0001) to the extent they have not been addressed by the current version (No. R9-2009-0002).

PRIMARY LEGAL COMMENTS

- I. Contrary To Established Federal Law, the Tentative Order Would Require Permittees to Meet Numeric Effluent Limits for Discharges from the MS4**
- A. *Basing Permit Compliance on Municipal Action Levels is Inconsistent with Federal and State Guidance and Not Required by the Clean Water Act***

The March 13, 2009 draft of the Tentative Order imposes on Permittees for the first time the concept of "Municipal Action Levels" or "MALs." Beginning in the fourth year after adoption of the permit, discharges from the MS4 that exceed the MALs (which are numeric concentration levels for designated pollutants) would give rise to a presumption that the Permittee was not complying with the MEP standard. In other words, the Permittee would be presumed to be in violation of the permit. The County objects to this significant new requirement for several reasons.

1. **As Proposed, the Municipal Action Levels for Discharges from the MS4 Could Be Considered Numeric Effluent Limits Not Required by Federal Law**

First, to the extent the MALs are considered numeric effluent limitations, they are not required by the Clean Water Act. The Clean Water Act defines "effluent limitation" as "any restriction established by a State or [the U.S. EPA] on quantities, rates, and concentrations of chemical,

physical, biological, and other constituents which are discharged from point sources...” CWA § 502; 33 U.S.C. § 1362(11). The proposed MALs meet this definition. Because an exceedance of a MAL may result in a permit violation, the MALs represent a restriction on concentrations of designated constituents discharged from the MS4. Because they are expressed numerically rather than through narrative, they would be considered numeric effluent limitations.

The Clean Water Act does not require that MS4 permits include numeric effluent limitations. Instead, MS4 permits “shall require controls to reduce the discharge of pollutants to the maximum extent practicable, including management practices, control techniques and system, design and engineering methods...” CWA § 402(p)(3)(B)(iii); 33 U.S.C. § 1342(p)(3)(B)(iii). In other words, discharges from the MS4 must meet the so-called “MEP” standard. Unlike other technology-based standards, the MEP standard is not defined in the Clean Water Act or in federal regulations. It is intended to be flexible, to allow the development of site-specific permit conditions based on the best professional judgment of the permit writer. See, e.g., 55 Fed. Reg. 47989, 48038 (Nov. 16, 1990); 64 Fed. Reg. 68721, 68754 (Dec. 8, 1999); U.S. EPA Region IX, *Storm Water Phase I MS4 Permitting: Writing More Effective, Measurable Permits* (February 2003).

The Clean Water Act also provides that MS4 permits include “other provisions as [U.S. EPA] or the State determines appropriate for the control of [] pollutants” discharged from the MS4. CWA § 402(p)(3)(B)(iii); 33 U.S.C. § 1342(p)(3)(B)(iii). Case law has interpreted this language to allow, but not require, U.S. EPA or a State to impose requirements in MS4 permits that go beyond the MEP standard, such as numeric effluent limits. See, e.g., *Defenders of Wildlife v. Browner*, 191 F.3d 1159, 1166-67 (9th Cir. 1999); *Building Industry Association of San Diego County v. State Water Resources Control Board*, 124 Cal.App.4th 866, 885-86 (2005). In other words, the MEP standard is the statutory floor for MS4 permits. MS4 permits must require that discharges from the MS4 meet the MEP standard. The Clean Water Act allows, but does not require, MS4 permits to include requirements more stringent than the MEP standard. Therefore, to the extent the MALs are considered numeric effluent limitations, more stringent than what is required by the MEP standard, they are not required by the Clean Water Act.

2. Defining MEP in Terms of the MALs is Inconsistent with Established State and Federal Guidance.

To the extent the MALs are defining MEP rather than imposing requirements that go beyond MEP, they also are inappropriate. As proposed, the Tentative Order provides that if a discharge exceeds a MAL, it will be presumed that the Permittee has not met the MEP standard. In other words, at a minimum, the MAL for a given pollutant represents MEP. This is inconsistent with federal and state guidance on the MEP standard.

As discussed above, the MEP standard is not defined by the Clean Water Act or by U.S. EPA. After its initial experience with the MEP standard as implemented through the Phase I MS4 permits, U.S. EPA provided additional guidance as to the standard in the preamble to its Phase II regulations for small MS4s:

EPA has intentionally not provided a precise definition of MEP to allow maximum flexibility in MS4 permitting. MS4s need the flexibility to optimize reductions in storm water pollutants on a location-by-location basis. EPA envisions that this evaluative process will consider such factors as conditions of receiving

waters, specific local concerns, and other aspects included in a comprehensive watershed plan. Other factors may include MS4 size, climate, implementation schedules, current ability to finance the program, beneficial uses of receiving water, hydrology, geology, and capacity to perform operation and maintenance.

The pollutant reductions that represent MEP may be different for each small MS4, given the unique local hydrologic and geologic concerns that may exist and the differing possible pollutant control strategies. . . .

EPA envisions application of the MEP standard as an iterative process. MEP should continually adapt to current conditions and BMP effectiveness and should strive to attain water quality standards. Successive iterations of the mix of BMPs and measurable goals will be driven by the objective of assuring maintenance of water quality standards. . . .

64 Fed. Reg. at p. 68754.

Similarly, the State Water Board has not defined the MEP standard. However, it too has provided guidance that emphasizes the flexible nature of the standard:

If, from [a] list of BMPs, a permittee chooses only a few of the least expensive methods, it is likely that MEP has not been met. On the other hand, if a permittee employs all applicable BMPs except those where it can show that they are not technically feasible in the locality, or whose cost would exceed any benefit to be derived, it would have met the standard. MEP requires permittees to choose effective BMPs, and to reject applicable BMPs only where other effective BMPs will serve the same purpose, the BMPs would not be technically feasible, or the cost would be prohibitive.

State Water Board Order WQ 2000-11 at p. 20.

In light of this state and federal guidance, it is inappropriate for the Tentative Order to attempt to define MEP for a given pollutant with a numeric concentration, i.e., a MAL.

For the above reasons, the County requests that Section D be removed from the next draft of the Tentative Order.

B. *The Proposed Numeric Effluent Limits For Discharges of Non-Stormwater From The MS4 Are Not Supported By Federal Law.*

1. The Clean Water Act Requires That MS4 Permits Include Requirements To "Effectively Prohibit" Discharges Of Non-Storm Water *Into* The MS4 And Controls To Reduce The Discharge Of Pollutants *From* The MS4 To The Maximum Extent Practicable; The Act Does Not Require That Non-

Stormwater Discharges From The MS4 Meet Numeric Effluent
Limitations.

The Tentative Order would explicitly impose numeric effluent limits (NELs) on discharges from MS4s. Section C incorporates NELs for non-stormwater dry weather discharges into receiving waters. The Tentative Order provides no legal authority for imposing this new and significant requirement. The Supplemental Fact Sheet simply states that because Permittees' past efforts at controlling pollutants in non-stormwater discharges have been ineffective, NELs on those pollutants are necessary. To the extent there is legal authority for imposing NELs on non-stormwater discharges from the MS4, it is not found in the Clean Water Act.

The Clean Water Act very clearly defines the discharge requirements for permits for discharges from municipal storm sewers (*i.e.*, MS4s permits). Such permits may be issued on a system or jurisdiction-wide basis, must include a requirement to effectively prohibit non-stormwater discharges **into the storm sewer**, and must require controls to reduce the discharge of pollutants **from the storm sewer** to the maximum extent practicable. CWA § 402(p)(3)(B); 33 U.S.C. § 1342(p)(3)(B). It is the discharge of pollutants from the MS4, regardless of whether they are in stormwater or non-stormwater, which must be reduced to the maximum extent practicable. Section 402(p) of the Clean Water Act does not distinguish between wet weather and dry weather discharges. Thus the Clean Water Act does not require or provide authority for imposing NELs on the discharge of non-stormwater from MS4s.

2. The Federal Stormwater Regulations Implement the Clean Water Act's
"Effective Prohibition" Requirement.

Nor do the federal stormwater regulations impose separate requirements on discharges of non-stormwater from the MS4. Instead, tracking the Clean Water Act language, the federal regulations and preamble impose specific requirements as to how Permittees are to address non-stormwater discharges **into the MS4** (*i.e.*, "effectively prohibited"). The regulations use the term "illicit discharge," which means any discharge to the MS4 that is not composed entirely of stormwater, except discharges pursuant to a separate NPDES permit and discharges resulting from fire fighting activities. 40 C.F.R. § 122.26(b)(2). Permittees must have a program to prevent illicit discharges into the MS4. 40 C.F.R. § 122.26(d)(2)(iv)(B)(1). The regulations also require Permittees to address "improper disposal" into the MS4 of used oil and toxic materials through educational activities on the proper management and disposal of these materials. 40 C.F.R. § 122.26(d)(2)(iv)(B)(6).

U.S. EPA (and presumably Congress) was very aware of the problem that discharges of non-stormwater into the MS4 could create. However, rather than imposing on MS4 owners and operators (*e.g.*, Permittees) numeric limits on the discharge of non-stormwater from the MS4, the federal scheme requires that the owners/operators of such non-stormwater discharges obtain NPDES permits to discharge into the MS4. Permits for such discharges must meet applicable technology-based and water-quality based requirements of the Clean Water Act. By comparison, as part of the MEP standard applicable to discharges of all pollutants from the MS4 (regardless of whether in stormwater or non-stormwater), the owner/operator of the MS4 must develop a program to prevent illicit discharges into the MS4.

The Supplemental Fact Sheet suggests that 40 C.F.R. § 122.44(k) somehow requires the imposition in MS4 permits of NELs for the discharge of non-stormwater from the MS4. That is not correct. As discussed above, the only standard applicable to discharges from an MS4 is the

Clean Water Act-mandated MEP standard. Section 122.44(k) simply provides that BMPs are to be included in NPDES permits generally when authorized under Clean Water Act section 402(p) or when NELs are infeasible. It says nothing about requiring NELs in MS4 permits.

3. **Non-Stormwater Discharges Into The MS4 May Be Controlled By Separate NPDES Permits For The Discharger Of The Non-Stormwater.**

To the extent discharges of non-stormwater into the MS4 are permitted under separate NPDES permits, the Permittees likely have no control over the pollutants, or pollutant concentrations, discharged from the MS4. Depending on the terms of the non-stormwater NPDES permits, the discharge from the MS4 may or may not meet the proposed effluent limits in Section C of the Tentative Order. Permittees cannot be held strictly responsible for meeting numeric limits when they have no control over such discharges.

For the above reasons, the County requests that Section C be removed from the next draft of the Tentative Order.

II. The Tentative Order's Retrofit Requirements Are Onerous, Impracticable and Not Supported by Law.

Section F.3.d of the Tentative Order imposes a new mandate on Permittees to retrofit existing development. Permittees are required under this new provision to do everything short of solving world hunger: As proposed in the Tentative Order, each Permittee must implement a retrofitting program that:

- meets the requirements of Section F.3.d,
- solves chronic flooding problems,
- reduces impacts from hydromodification,
- incorporates LID,
- supports stream restoration,
- systematically reduces downstream channel erosion,
- reduces the discharges of stormwater pollutants from the MS4 to the MEP, and
- prevents discharges from the MS4 from causing or contributing to a violation of water quality standards.

T.O. Section F.3.d. As drafted, Permittees could meet the new retrofitting requirements of Section F.3.d and still be in violation of the Order if, among other things, they didn't also solve chronic flooding problems.

Aside from the breadth of the new requirements, the County objects to the retrofit provision to the extent it would be impracticable and incredibly onerous (if possible at all) to implement and is not required by the Clean Water Act. To the extent such a provision is appropriate in an MS4 permit, it must be clear that Permittees may have no means of compelling private property owners to retrofit their existing developments.¹ Proposed section F.3.d.(3), which says that

¹ The Supplemental Fact Sheet says that retrofitting existing development is "practicable" for a permittee but does not say how.

Permittees “must” require select developments to implement retrofitting activities, and section F.3.d.(4), which talks about “requiring retrofitting on existing development,” should be revised accordingly. And since Permittees cannot force owners to retrofit their developments, it makes little sense to require Permittees to identify existing developments that are sources of pollutants and then evaluate and rank them to prioritize retrofitting as sections F.3.d(1) and (2) would do.

Without legal support for the retrofitting requirement and unless the requirement is substantially revised to reflect that it would be largely a voluntary program, the County requests that Section F.3.d be removed from the next draft of the Tentative Order.

III. While The Federal Regulations May Not Define “Urban Runoff,” The History Of The Federal Storm Water Regulations Makes Clear That It Is Urban Runoff, Not All Runoff, That Is The Problem To Be Addressed; The Tentative Order’s Proposal To Strike “Urban” From “Urban Runoff” Will Only Lead To Confusion Without Any Benefit To Water Quality.

Without explanation, the Tentative Order universally deletes the word “urban” from everywhere it formerly modified the word “runoff” (and sometimes the term “Stormwater”). Thus Jurisdictional Urban Runoff Management Plans (JURMPs) are now simply Jurisdictional Runoff Management Plans (JRMPs). The Standard Urban Storm Water Mitigation Plan or SUSMP is now just the Standard Stormwater Mitigation Plan or SSMP. Staff has indicated that this universal change was intended to clarify that Permittees are responsible not just for urban runoff that is discharged from their MS4s, but all runoff.

Even if “urban runoff” is not defined in the Clean Water Act or federal stormwater regulations, it is clear that it is urban runoff that is the problem the federal regulations seek to address. Stormwater runoff from natural, undeveloped land generally does not create water quality problems.

Regulation of stormwater has always focused on urban runoff. After the 1972 amendments to the Federal Water Pollution Control Act (aka the Clean Water Act) began regulating point source discharges of industrial process wastewater and municipal sewage, “it became evident that more diffuse sources (occurring over a wide area) of water pollution, such as agricultural and urban runoff were also major causes of water quality problems.” 55 Fed. Reg. at p. 47991. Because agricultural stormwater discharges are statutorily exempt from the NPDES program, the focus turned to urban runoff. *Id.* “[I]t is the intent of EPA that [stormwater] management plans and other components of the programs focus on the urbanized and developing areas of the county.” *Id.* at p. 48041.

This emphasis on urban runoff is reflected in the foreword to the 1982 Final Report of EPA’s Nationwide Urban Runoff Program (NURP):

The possible deleterious water quality effects of nonpoint sources in general, and urban runoff in particular, were recognized by the Water Pollution Control Act Amendments of 1972. Because of uncertainties about the true significance of urban runoff as a contributor to receiving water quality problems, Congress made treatment of separate stormwater discharges ineligible for Federal funding when it enacted the Clean Water Act in 1977. To obtain information that would help resolve these uncertainties, the

Agency established the Nationwide Urban Runoff Program (NURP) in 1978. This five year program was designed to examine such issues as:

- The quality characteristics of urban runoff, and similarities or differences at different urban locations;
- The extent to which urban runoff is a significant contributor to water quality problems across the nation; and
- The performance characteristics and the overall effectiveness and utility of management practices for the control of pollutant loads from urban runoff.

NURP Report at p. iii. According to the NURP Report, as early as 1964 the federal government had become concerned about identified pollutants in urban runoff and concluded that there may be significant water quality problems associated with stormwater runoff. NURP Report at p. 2-1.

The focus on urban runoff also is reflected in U.S. EPA's website where, on its NPDES Stormwater FAQ page, U.S. EPA states that the "NPDES stormwater permit regulations, promulgated by EPA, cover the following classes of stormwater discharges on a nationwide basis:

- Operators of MS4s located in "**urbanized areas**" as delineated by the Bureau of the Census,
- Industrial facilities in any of the 11 categories that discharge to an MS4 or to waters of the United States; all categories of industrial activity (except construction) may certify to a condition of "no exposure" if their industrial materials and operations are not exposed to stormwater, thus eliminating the need to obtain stormwater permit coverage,
- Operators of construction activity that disturbs 1 or more acres of land; construction sites less than 1 acre are covered if part of a larger plan of development.

See U.S. EPA's web page at http://cfpub.epa.gov/npdes/faqs.cfm?program_id=6#302 (emphasis added).

Finally, the urban runoff focus also is reflected in the San Diego Board's own Basin Plan which discusses the problem of stormwater runoff in terms of urbanization and cites to the NURP report. See Basin Plan at pp. 4-78 &79.

Because the focus of stormwater regulation is urban runoff and because the Tentative Order provides no compelling reason to remove the term "urban" from the permit (e.g., improved water quality), the County requests that the term be restored in the next draft of the Tentative Order.

IV. To The Extent “FETDs” Discharge Non-Stormwater To MS4s, It Would Be Appropriate To Regulate Such Discharges In An MS4 Permit; To The Extent The Discharge From A FETD Is Not A [Significant] Source Of Pollutants To Waters Of The U.S., Permittees Would Not Be Required To Effectively Prohibit The Discharge.

The previous drafts of the Tentative Order proposed to regulate so-called FETDs – Facilities that Extract, Treat and Discharge to waters of the U.S. The current draft of the Tentative Order mentions these so-called FETDs but does not regulate them.² To the extent such facilities discharge non-stormwater to the MS4, the County believes it is appropriate to regulate them as a category of non-stormwater discharges in Section B. of the Order. Under Section B, to the extent the discharge from a FETD is not a significant source of pollutants to waters of the U.S., Permittees would not be required to effectively prohibit the discharge.

The following language, from the Santa Ana Regional Board’s current draft North County MS4 permit, could be added as Section B.5 of the Tentative Order:

5. Permittees shall effectively prohibit discharges from FETDs to the MS4 unless the following conditions are met:
 - a. The discharge must not contain pollutants added by the treatment process or in greater concentration than in the influent;
 - b. The discharge must not cause or contribute to downstream erosion;
 - c. The discharge must be in compliance with Section 404 of the Clean Water Act; and
 - d. Permittees conduct monitoring of the FETD discharge in accordance with the Monitoring and Reporting Program in Attachment E.

The County requests the above language be included in the next draft of the Tentative Order.

V. The Tentative Order’s Proposed Elimination Of Three Exempt Non-Storm Water Discharge Categories Is Inconsistent With Federal Law; Individual Discharges May Be Regulated On A Case-By-Case Basis.

Finding C.14 of the Tentative Order says that the Permittees have identified landscape irrigation, irrigation water, and lawn water as sources of pollutants to waters of the U.S. These three categories are exempt non-stormwater discharges under the current permit. Section B.2 of the Tentative Order removes these three categories from the list of exempt non-stormwater discharge categories. Removing the three categories would be inconsistent with the federal stormwater regulations.

The federal stormwater regulations include a list of categories of “exempt” non-stormwater discharges or flows. 40 C.F.R. § 122.26(d)(2)(iv)(B)(1). Permittees’ illicit discharge and illegal disposal program must address these discharges or flows when they have been identified by Permittees as sources of pollutants to waters of the U.S. *Id.* The preamble to the federal regulations make clear that the illicit discharge program is meant to implement the Clean Water

² It is odd that the Tentative Order explicitly states that it does not regulate the discharge from FETDs. If FETDs are not to be regulated under the Order, the County suggests deleting finding E.9.

Act's mandate that stormwater permits include a requirement to effectively prohibit non-stormwater discharges to the MS4. 55 Fed. Reg. at pp. 48037 and 48055.

The preamble also makes clear that Permittees' illicit discharge program need not prevent discharges of the "exempt" categories into the MS4 "unless such discharges are specifically identified on a case-by-case basis as needing to be addressed." 55 Fed. Reg. at 47995. In other words, individual discharges within exempt categories must be addressed when the particular discharge is a source of pollutants to waters of the U.S. The federal regulations do not allow for removing entire categories of exempt non-stormwater discharges. U.S. EPA confirmed this case-by-case approach in its *Guidance Manual for the Preparation of Part 2 of the NPDES Permit Applications for Discharges from Municipal Separate Storm Sewer Systems* (November 1992) ("Part 2 Guidance Manual") where it states:

If an applicant knows . . . that landscape ***irrigation water from a particular site*** flows through and picks up pesticides or excess nutrients from fertilizer applications, there may be a reasonable potential for a storm water discharge to result in a water quality impact. In such an event, the applicant should contact the NPDES permitting authority to request that the authority order ***the discharger*** to the MS4 to obtain a separate NPDES permit (or in this case, the discharge could be controlled through the storm water management program of the MS4.)

Part 2 Guidance Manual at p. 6-33 (emphasis added).

Accordingly, the County requests that the landscape irrigation, irrigation water, and lawn water non-stormwater categories be restored in the next draft of the Tentative Order.

ADDITIONAL LEGAL COMMENTS

I. Findings

Finding C.1

"Runoff from an MS4" is inaccurate and likely confusing. It would be more accurate to describe runoff into an MS4 and a discharge from the MS4. The permit should track the language of the Clean Water Act, which requires that MS4 permits include requirements to effectively prohibit non-stormwater discharges into the MS4 and to control the discharge of pollutants from the MS4 to the maximum extent practicable.

Finding C.2

This finding implies that discharges from the MS4 must strictly comply with water quality standards. That is not correct. The Clean Water Act requires that discharges meet the MEP standard. See, e.g., *Defenders of Wildlife v. Browner*, supra, 191 F.3d at pp. 1166-67.

Finding D.1.f

The inaccurate language of this finding, imposing different standards on wet weather and dry weather discharges, continues throughout the permit. The Clean Water Act does not require Permittees to reduce the discharge of pollutants *from stormwater* to the MEP. Rather, the