



# Los Angeles Regional Water Quality Control Board

TO:

Parties and Interested Persons

FROM:

Maria Mehranian, Chair

LOS ANGELES REGIONAL WATER QUALITY CONTROL BOARD

DATE:

September 26, 2012

SUBJECT:

ORDER OF PROCEEDINGS FOR THE PUBLIC HEARING ON THE

TENTATIVE LOS ANGELES COUNTY MS4 PERMIT ON OCTOBER 4-5, 2012

On October 4-5, 2012, the Los Angeles Regional Water Quality Control Board (Los Angeles Water Board) will conduct a public hearing on the tentative National Pollutant Discharge Elimination System (NPDES) Permit for Municipal Separate Storm Sewer System (MS4) discharges within the Coastal Watersheds of Los Angeles County, with the exception of discharges originating from the City of Long Beach, NPDES No. CAS004001 (Tentative Order). The Tentative Order was released for public comment on June 6, 2012.

During the hearing. Board staff will provide an overview of the Tentative Order. Parties and the public (also called "Interested Persons") will have the opportunity to orally address the Board on the Tentative Order as provided in the Notice of Opportunity for Public Comment and Notice of Public Hearing dated June 6, 2012 (hereafter, the "Notice"). No new written materials may be submitted on the Tentative Order. Parties and the public should present all oral comments and evidence during the hearing that they would like the Board to consider. If any person uses a PowerPoint presentation, they must leave a copy with the Board for inclusion in the record. Parties and members of the public with similar concerns or opinions are encouraged to choose one representative to speak, and are encouraged to coordinate their presentations with each other, and to summarize their written comments. Repetitive comments will not be allowed. Once oral comments are completed, Board staff will provide the Board with oral responses to key significant comments, as well as recommended changes to the Tentative Order to address certain comments. The Board will then have an opportunity to ask questions of Board staff, parties, and the public, and then deliberate. Final Board action, however, will not be taken on October 4<sup>th</sup> or 5<sup>th</sup>. Rather, the Board will continue the hearing to a later Board meeting. After the hearing, Board staff will publicly release written responses to significant comments received and a Tentative Order revised in response to oral and written comments. The Board expects to consider adoption of a Revised Tentative Order in November 2012. At that time, parties and the public will have limited time to comment only on the changes to the Tentative Order.

Pursuant to Section VIII (Hearing Procedures) of the Notice, the Los Angeles Water Board received timely requests from several parties to this proceeding requesting extra time to present their oral comments at the hearing. After consideration of all requests, taking into account the complexity and number of issues under consideration, the extent to which the parties have coordinated, the number of parties and members of the public, the opportunity to submit written comments that are part of the administrative record, the extent to which the parties have

identified unique interests, and the time available for the hearing, the following Order of Proceedings, including time allocated to each party and member of the public, will be employed at the hearing on October 4-5, 2012, unless the Board makes a modification for cause. Parties to this proceeding are hereby advised that their allocated time includes any opening statement, main presentation, rebuttal and/or cross-examination, and closing statement. Questions from the Board and the time to answer them will not be charged against the parties' allocated time.

Oral comments from members of the public are limited to 3 minutes each. However, the Board may reduce the time for each member of the public to comment depending on the number of persons wishing to be heard and the available time for the hearing. Note that the Board expects to hear oral comments from all parties on October 4, 2012 and from the public on October 5, 2012.

# **ORDER OF PROCEEDINGS**

#### October 4, 2012

1)	Opening statement by Chair, introductory items, and	Approx. 30 minutes
	administration of oath to persons who intend to testify	
2)	Los Angeles Water Board Staff Presentation	Approx. 1 hour
3)	Elected Officials' Policy Statements	3 minutes maximum each
4)	U.S. Environmental Protection Agency	Approx. 15 minutes
5)	Designated Parties' Presentations	
	A. LA Permit Group (on behalf of 62 designated	1 hour, 30 minutes maximum
	parties) <sup>1</sup>	
	B. Agoura Hills	5 minutes maximum
	C. Monrovia	15 minutes maximum
1	D. Norwalk	15 minutes maximum
	E. Santa Monica	10 minutes maximum
	F. Vernon	15 minutes maximum
	G. Westlake Village	3 minutes maximum
	H. Signal Hill	15 minutes maximum
	l. Claremont	15 minutes maximum
	J. Pomona	15 minutes maximum
	<li>K. Los Angeles County and Los Angeles County</li>	1 hour, 30 minutes maximum
	Flood Control District	
	L. Heal the Bay, NRDC, and LA Waterkeeper	1 hour, 30 minutes maximum
	M. All other parties not identified above	3 minutes maximum each

#### October 5, 2012

6)	Public/Interested Persons' Comments	3 minutes maximum each
7)	Los Angeles Water Board Staff Responses to Comments	Approx. 1 hour
8)	Board Questions and Deliberations	Unlimited

<sup>&</sup>lt;sup>1</sup> As noted in the Order on Objections and Requests Concerning Hearing Procedures and Process, LA Permit Group is not a party to this proceeding. Rather, LA Permit Group will be making a joint presentation on behalf of 62 designated parties to this proceeding.





Los Angeles Regional Water Quality Control Board

# ORDER ON OBJECTIONS AND REQUESTS CONCERING HEARING PROCEDURES AND PROCESS

NATIONAL POLLUTANT DISCHARGE ELIMINATION SYSTEM (NPDES) PERMIT FOR MUNICIPAL SEPARATE STORM SEWER SYSTEM (MS4) DISCHARGES WITHIN THE COASTAL WATERSHEDS OF LOS ANGELES COUNTY, WITH THE EXCEPTION OF DISCHARGES ORIGINATING FROM THE CITY OF LONG BEACH (NPDES PERMIT NO. CAS004001)

The Los Angeles Regional Water Quality Control Board (Los Angeles Water Board or Board) set forth the procedures and process the Board will use at the hearing on the tentative NPDES Permit for MS4 discharges within the Coastal Watersheds of Los Angeles County, with the exception of discharges originating from the City of Long Beach (Tentative Order) in a Notice of Opportunity for Public Comment and Notice of Public Hearing dated June 6, 2012 (hereafter, Notice). Pursuant to the Notice, the Board received various timely requests and objections concerning the hearing procedures and process to be used at this proceeding. The Chair, having reviewed the various requests and objections, rules as follows:

#### NATURE OF HEARING

#### Objection:

The County of Los Angeles (County) and the Los Angeles County Flood Control District (LACFCD) made a general objection to any procedure contrary to or inconsistent with any provision contained in section 648 *et seq.* of Title 23 of the California Code of Regulations, Chapter 4.5 of the Administrative Procedure Act (commencing with section 11400 of the Government Code), Government Code section 11513, and Evidence Code sections 801-805. The County and LACFCD did not specify which procedure(s) allegedly is contrary to or inconsistent with any of the aforementioned statutes or regulations.

#### Ruling:

To the extent the County and LACFCD is objecting to any procedure outlined in the Notice, this objection is OVERRULED. Pursuant to section 648(b) of Title 23 of the California Code of Regulations, all adjudicative proceedings before the Board shall be governed by the aforementioned statutes and regulations. The procedures outlined in the Notice are consistent with all applicable laws and regulations. The County and LACFCD have not specified which procedure(s) allegedly are contrary to or inconsistent with these applicable laws and regulations. Further, the Board has broad discretion in how it conducts its adjudicative proceedings. Pursuant to section 648.5 of Title 23 of the California Code of Regulations, "adjudicative proceedings shall be conducted in a manner as the Board deems most suitable to the particular case with a view toward securing relevant information expeditiously without unnecessary delay and expense to the parties and to the Board."

MARIA MEHRANIAN, CHAIR | SAMUEL UNGER, EXECUTIVE OFFICER

#### **AVAILABILITY OF DOCUMENTS**

#### Objection:

Signal Hill objects to any attempt by Board staff to limit the evidence that is made available to the Board at the hearing, and objects to any assertion that evidence that was not made available to the Board at the hearing is part of the administrative record. Signal Hill requests that all documentation and other evidence that relates to the reissuance of the Tentative Order be made available at the time of the hearing to the Board and witnesses. Signal Hill asserts that it is legally inappropriate for the decision maker to base its decision at a formal adjudicative hearing on evidence not presented to the decision maker during the hearing process and that material that is not available at the hearing cannot be included as a part of the administrative record. Signal Hill further asserts that not providing the evidence to the Board constitutes a violation of due process of law.

#### Ruling

This objection is OVERRULED. The administrative record for a proceeding before the Board consists of all documents and materials directly or *indirectly* considered by the Board in rendering its decision. (*Bar MK Ranches v. Yuetter* (10th Cir. 1993) 994 F.2d 735, 739.) The Board has an obligation to gain a "substantial understanding of the record" prior to rendering a decision, but may do so "by any reasonable means." (*Allied Comp. Ins. Co. v. Ind. Acc. Com.* (1961) 57 Cal.2d 115, 119.) The Board need not directly review the entire administrative record, nor must all of the documents and evidence included in the administrative record be presented to the Board either before or during the hearing. The procedural and due process requirements of a hearing may be satisfied even though the Board members "do not actually hear, or even read, *all* of the evidence." (*Ibid.* [internal citations omitted].) The practicalities alone prevent such a requirement. The administrative record related to the Tentative Order exceeds several thousands of pages of documents, and the Board members are part-time lay members with other full-time responsibilities. It would be impracticable for each Board member to directly review every relevant document and piece of evidence.

Rather, the Board relies on its staff to analyze the relevant evidence. Evidence "may be sifted and analyzed by competent subordinates," and recommendations based thereon transmitted to the Board. (Allied Comp. Ins. Co., supra, 57 Cal.2d at pp. 119-20.) "An agency may. . . rely upon the opinion of its staff in reaching decisions, and the opinion of staff has been recognized as constituting substantial evidence." (Browning-Ferris Indus. v. City Council (1986) 181 Cal.App.3d 852, 866.) Thus, "[a] document need not literally pass before the eyes of the final agency decisionmaker to be considered part of the administrative record." (Clairton Sportsmen's Club v. Pennsylvania Turnpike Com. (W.D. Pa. 1995) 882 F.Supp. 455, 465.) Board members also need not be physically present when evidence is produced. (Old Santa Barbara Pier Co. v. California (1977) 71 Cal. App. 3d 250, 256 [citing Cooper v. State Bd. of Medical Examiners (1950) 35 Cal.2d 242, 246].) The staff of the Los Angeles Water Board reviewed the documents and other evidence contained in the administrative record for the Tentative Order. The documents and evidence are also available to the Board at all times. In addition, individual members of the Board have the opportunity to consult with staff regarding the content of the administrative record, and the staff will provide a general summary of significant factual matters raised by the relevant documents and evidence at the hearing.

Materials that are not physically available at the hearing may be included in the administrative record. Documents need not be formally introduced into evidence to be considered by the Board in making a final decision. (*Today's Fresh Start, Inc. v. Los Angeles County Office of Educ.* (2011) 128 Cal.Rptr.3d 822, 844, review granted October 26, 2011; see also *Ray v.* 

Parker (1940) 15 Cal.2d 275, 310; In re Los Angeles County Municipal Storm Water Permit Litigation (Sup. Ct. Los Angeles County, March 24, 2005, Case No. BS 080548) ["The Court disagrees with Petitioners' contention that an agency must reference each specific item in a record during the hearing."].)

Board staff created a preliminary index identifying documents to be included in the administrative record when it released the Tentative Order for public comment on June 6, 2012. This preliminary index of documents is posted on the Board's website. The documents and other evidence that tentatively make up the administrative record for this permit are and have been available to the Board and to the public at the Board's office. If Signal Hill sought to bring any particular document to the attention of the Board, those documents could have been submitted or cited during the written comment period, or could have requested that Board staff bring specific documents to the hearing as provided for in Part IV of the Notice.

Nevertheless, although not required, the Board will bring the currently available administrative record to the hearing. Due to the size of the administrative record to date, the Board will arrange for the administrative record, as it exists on the date of the hearing, to be available electronically via CD or by online access during the hearing. The Board may add further documents and evidence to the administrative record as may be necessary, or to respond to comments and testimony, or inquiries prior to or at the hearing.

#### Request:

Signal Hill also requested that Board staff bring to the hearing the July 23, 2012 comment letter from Signal Hill City Manager Kenneth Farfsing, including 3 attachments.

#### Ruling:

This request is GRANTED. Board staff will bring the requested documents to the hearing. The documents were also provided to the Board in their agenda binder.

#### Objection:

The County and LACFCD object to the absence of portions of the administrative record and request that the entire administrative record be present for the entirety of the hearing. The County and LACFCD further state that, should the Board deny their request, then the Parties request that at least certain documents set forth in their objection be available at the hearing.

#### Ruling:

The objection concerning the absence of portions of the administrative record is OVERRULED. For the reasons set forth above pertaining to the objection raised by Signal Hill, the Board is not required to bring to the hearing the entire administrative record. Nevertheless, as noted above, the Board will arrange for the current administrative record, as it exists on the date of the hearing, to be made available electronically via CD or by online access during the hearing. The Board will also bring hard-copies of the documents specifically requested in Attachment A of the County and LACFCD's letter dated August 23, 2012 to the hearing.

# **REQUESTS FOR PARTY STATUS**

#### Request:

The Board designated the LACFCD, the County, and 84 cities as parties to this proceeding. Pursuant to the Notice of Public Hearing, the Board received 2 timely additional requests for party status in this matter.

# Ruling:

The request for party status made by the LA Permit Group is DENIED. The LA Permit Group, which is not a legal entity, is a collaborative group of 62 municipalities<sup>1</sup> that are each subject to the permit and are already each individually designated as parties in the Notice. The LA Permit Group has not adequately demonstrated why the existing designated parties (which include all of the LA Permit Group's own member cities) do not adequately represent LA Permit Group's interest. Although the LA Permit Group itself is not a party to this proceeding, the LA Permit Group may still make a joint oral presentation, present evidence, and cross-examine other parties' witnesses on behalf of the individual cities that are parties to this proceeding. As indicated in the Notice, the Board encourages parties and interested persons with similar concerns or opinions to choose one representative to speak, coordinate their presentations with each other, and to summarize their written comments. The Board appreciates the LA Permit Group's efforts to represent the collaborative and consolidated comments of the 62 cities participating in the LA Permit Group in order to avoid repetitive comments and to ensure a more efficient hearing.

The requests made by the Natural Resources Defense Council, Los Angeles Waterkeeper, and Heal the Bay (collectively, Environmental Groups) is GRANTED. The Environmental Groups are each hereby designated as additional parties to this proceeding, pursuant to section 648.1(a) of Title 23 of the California Code of Regulations. In their request, the Environmental Groups state that they represent numerous members<sup>2</sup> who recreate in the waters affected by the discharges regulated by the Tentative Order and whom are impacted by pollution in stormwater runoff and its resulting health impacts. Like the other designated parties, the Environmental Groups have an interest in, and will be affected by, the Board's decision in this proceeding. The Environmental Groups have also demonstrated that the existing designated parties (the 86 municipal and county entities that will be regulated by the Tentative Order) do not adequately represent the Environmental Groups' interests. As noted in their request for party status, the Environmental Groups have presented arguments that are different from or in opposition to positions taken by the existing designated parties. The Environmental Groups have also presented arguments that are different from or in opposition to positions taken by the Board: thus, the Board does not adequately represent the Environmental Groups' interests either. Accordingly, the Board finds that the Environmental Groups' perspective and participation as a party will be beneficial to further develop the issues before the Board. In addition, because all parties and interested persons will be subject to reasonable time limits to make presentations, there is no impact on the efficient conduct of the hearing itself.

#### Request:

The County and LACFCD requested the opportunity to comment and be heard on any request by any entity to be designated as a party to this proceeding before such designation occurs. The County and LACFCD stated that they have the right to comment because designation of additional parties could unduly complicate and lengthen this hearing without substantial benefit and that it is critical that any additional time needed to allow for the participation of third parties not limit the time given to the permittees to address their substantive issues.

<sup>&</sup>lt;sup>1</sup> Exhibit A to the LA Permit Group's comment letter dated July 23, 2012 identified 62 cities as members of the LA Permit Group.

<sup>&</sup>lt;sup>2</sup> Unlike the LA Permit Group, the Environmental Groups' individual members are not designated as parties to this proceeding.

#### Ruling:

This request is DENIED. The authority to designate additional parties lies within the Board's discretion. Section 648.1(a) of Title 23 of the California Code of Regulations states that the "party or parties to an adjudicative proceeding before the Board shall include the person or persons to whom the agency action is directed and any other person whom the Board determines should be designated as party." (emphasis added.) This section also expressly authorizes the establishment of procedures for designating parties to a particular proceeding in the hearing notice. The Board established such procedures in the Notice, including the criteria on which determinations will be based. In addition, the designation of the Environmental Groups as parties to this proceeding will not unduly complicate or lengthen this hearing. As noted above, the Board has determined that the Environmental Groups' participation as parties will be beneficial to further develop the issues before the Board and will provide a substantial benefit to the Board and the public. Lastly, the amount of time provided to the parties to address their substantive issues is based on a variety of factors, including the complexity and the number of issues under consideration, the extent to which the parties have coordinated, the number of parties and interested persons, the opportunity to submit written comments that are part of the administrative record, the extent to which the parties have identified unique interests, and the time available for the hearing. Even if the Environmental Groups request for party status had been denied, the Environmental Groups perspective in this matter would still warrant additional time for an oral presentation. Lastly, as noted above, because all parties and interested persons will be subject to reasonable time limits to make presentations, there is no impact on the efficient conduct of the hearing itself.

#### PARTICIPATION OF LOS ANGELES WATER BOARD STAFF AND ATTORNEYS

#### Objection:

The County, LACFCD, Signal Hill, and the Environmental Groups made various objections concerning the Board's assertion in Part V.C. of the Notice that the Los Angeles Water Board staff is not a party to this proceeding. The County, LACFCD, and Signal Hill allege that the use of the same attorney by both the Board and Board staff is a violation of the Administrative Procedure Act. Signal Hill and the Environmental Groups assert that the Board must provide separate counsel to serve as advisors to the Board. Signal Hill also asserts that the writ of mandate in County of Los Angeles and Los Angeles County Flood Control District v. State Water Resources Control Board and Los Angeles Regional Water Quality Control Board, Los Angeles County Superior Court Case No. BS122724, expressly forbids the Board from allowing the same counsel to advise both the Board and the Board staff for the incorporation of the Santa Monica Bay Bacteria TMDL and that allowing the same counsel to advise both Board staff and the Board may subject the Board to being held in contempt of Court.

#### Ruling:

These objections are OVERRULED. Government Code section 11425.10 provides that "[t]he adjudicative function shall be separated from the *investigative*, *prosecutorial*, *and advocacy functions* within the agency...." (emphasis added.) This permit proceeding involves none of these functions. This is a proceeding to issue a new permit for MS4 discharges. The proceeding is not an investigation. No investigative order is under consideration, and no investigation functions are involved in this proceeding. Likewise, a permit proceeding does not involve a prosecution. Neither sanctions, liability, nor criminal, civil, or administrative penalties of any sort are being sought during this proceeding. There is nothing to prosecute, and, therefore, no prosecutorial function is involved. Board staff and attorneys also have no advocacy function in this permit proceeding. Signal Hill asserts that Board staff is a party because it "drafted and is recommending, *i.e.*, advocating, the adoption of the Proposed Permit to the decision-maker."

This is incorrect. Typically, the Board does not designate its staff as a party for permit proceedings. Here, as in virtually all permit proceedings, staff's proposals, recommendations, and their participation exists for the purpose of advising and assisting the Los Angeles Water Board. Likewise, attorneys for the Board advise and assist the Board, which includes the Board members and its entire staff. *Howitt v. Superior Court* (1992) 3 Cal.App.4th 1575, 1585, held that, "[b]y definition, an advocate is a partisan for a particular client or point of view." Given the nature of this proceeding and the limited facts in dispute, assigning a separate staff to "advocate" on behalf of a particular position would not further the development of the issues before the Board. In a non-prosecutorial, non-investigative proceeding, staff's role is well-settled. Staff merely advises the Board members about policy choices, technical recommendations, and legal issues. Unlike an advocate, Board staff and attorneys provide neutral evaluations and explanations of the pros and cons of all options. This is distinct from an advocate, who picks a particular view and advocates for that view.

The Environmental Groups assert that the potential exists for Board attorneys to be required to fulfill dual roles—acting, on the one hand, to cross examine witnesses or to present evidence before the Board, and, on the other hand, to rule on the admissibility of evidence, on proper procedure for witness conduct, or to otherwise serve in an advisory capacity to the Board on procedural and evidentiary issues. Board attorneys do not have dual roles in this proceeding; rather, the Board attorneys have one role. That role is to advise and assist the Los Angeles Water Board, which includes the board members and its entire staff. While allowed,<sup>3</sup> the Board attorneys will not be cross examining witnesses or presenting evidence during this proceeding. The Board attorneys may, however, ask clarifying questions.

Government Code section 11430.30 expressly allows Board staff to advise the presiding officer on issues in non-prosecutorial adjudicative proceedings. The provisions of Government Code sections 11430.10-11430.80 apply and obviate the need for a separation of functions in non-prosecutorial proceedings. Subject to limited exceptions, Government Code section 11430.10 generally prohibits communications concerning issues in a pending administrative proceeding between the presiding officer and an employee of the agency. One such limited exception is found at Government Code section 11430.30, which provides in relevant part:

A communication otherwise prohibited by Section 11430.10 from an employee or representative of an agency that is a party to the presiding officer is permissible in any of the following circumstances:

- ...(c) The communication is for the purpose of advising the presiding officer concerning any of the following matters in an adjudicative hearing that is non-prosecutorial in character:
- ...(2) The advice involves an issue in a proceeding of the San Francisco Bay Conservation and Development Commission, California Tahoe Regional Planning Agency, Delta Protection Commission, Water resources Control Board, or a regional water quality control board.

<sup>&</sup>lt;sup>3</sup> The State Water Resources Control Board's hearing regulations specifically contemplate that Board staff who are assisting the Board or the hearing officer with the hearing may cross examine parties' witnesses. (Cal. Code Regs., tit. 23, § 648.5, subd. (a)(6).) In addition, "[t]he mere fact that the decision-maker or its staff is a more active participant in the factfinding process...will not render an administrative procedure unconstitutional." (*Howitt*, 3 Cal.App.4th at p. 1581.)

The Law Review Commission noted that this special exemption was necessary and appropriate. It stated:

Subdivision (c) applies to nonprosecutorial types of administrative adjudications, such as...proceedings...setting water quality protection...requirements. The provision recognizes that the length and complexity of many cases of this type may as a practical matter make it impossible for any agency to adhere to the restrictions of this article, given limited staffing and personnel.

(Recommendation: Administrative Adjudication by State Agencies (Jan. 1995) 25 Cal. Law. Revision Com. Rep. (1995) p. 166.) Thus, express statutory authority specifically authorizes involved Board staff to communicate with the presiding officer concerning any issues in a pending adjudicative proceeding that is non-prosecutorial in character. As the California Supreme Court has recognized, separations of functions is inextricably linked with the prohibition on ex parte communications. (*Dept. of Alcoholic Beverage Control v. Alcoholic Beverage Control Appeal Bd.* (2006) 40 Cal.4th 1, 10.) But the Legislature has recognized that communications that would customarily be prohibited are appropriate for Board staff during a non-prosecutorial adjudicative proceeding. (Gov. Code, § 11430.30, subd. (c)(2).) By the same token, a separation of functions in such circumstance is not necessary.

In addition, Signal Hill and the Environmental Group's reliance on Nightlife Partners, LTD. V. City of Beverly Hills (2003) 108 Cal. App. 4th 81, is misplaced and easily distinguishable. Nightlife Partners involved a city attorney who served in conflicting functions in different phases of a proceeding about the plaintiff's application for a cabaret license. The attorney advocated to the decision maker (executive staff) that it should determine that the application was incomplete, and the decision maker rejected the application on that basis. Thereafter, the same attorney also served as the advisor to the hearing officer during the plaintiffs' subsequent administrative appeal of that ruling. Unlike the city attorney in Nightlife Partners, the Board's attorneys are not tasked with an advocacy function in the instant proceeding. Nightlife Partners did not involve the exercise of dual functions in the same proceeding and it certainly did not rule that a public body was required to task its staff with an advocacy function when it issues a permit. Perhaps most significantly, however, unlike the Board staff, the city attorney in Nightlife Partners did not have the benefit of an express grant of statutory authority to advise the presiding officer off the record on any issues in a non-prosecutorial adjudicative proceeding. As Board staff is not performing an advocacy function in the instant proceeding, and because Government Code section 11430.30, subdivision(c)(2), allows for such communications and is expressly limited to the Board (and a very small number of other agencies), Nightlife Partners has no application to this proceeding.

Lastly, Signal Hill is incorrect in its assertion that the writ of mandate in *County of Los Angeles and Los Angeles County Flood Control District v. State Water Resources Control Board and Los Angeles Regional Water Quality Control Board*, Los Angeles County Superior Court Case No. BS122724, expressly forbids the Board from allowing the same counsel to advise both the Board and the Board staff for the incorporation of the Santa Monica Bay Bacteria TMDL in this proceeding. The Court's Peremptory Writ of Mandate, dated July 23, 2010, states:

Should [the Los Angeles Water Board] choose to conduct any further hearing upon remand, at such hearing the same person shall not act as both an advocate before the Los Angeles Regional Water Quality Control Board and an advisor to the Los Angeles Water Quality Control Board, and, the individual who

participated as Regional Board counsel in the last Regional Board hearing shall not participate.

As indicated in the Los Angeles Water Board's Supplemental Return to the Peremptory Writ of Mandate, dated April 27, 2011, the Board chose not to conduct any further hearing(s) upon remand to amend the existing MS4 permit (Order No. 01-182). The Board's issuance of a new MS4 permit is required by federal law and is not being done at the order of the Los Angeles County Superior Court. This permit proceeding in this instance is a completely new proceeding, and the writ of mandate is therefore inapplicable to this proceeding. Further, the individual who participated as the Board's counsel in the Board's hearing at which Order No. 01-182 was amended to incorporate the Santa Monica Bay Bacteria TMDL is not participating in this proceeding, and is no longer employed as counsel to the Los Angeles Water Board, or any of the Water Boards. Moreover, as noted above, during the permit proceeding, the same person will not act as both an advocate before the Board and an advisor to the Board.

# Public Comments and Submittal of Evidence

#### Objection:

The County and LACFCD assert that the Notice did not provide the County and LACFCD sufficient time to respond to the Tentative Order. The County and LACFCD allege that "[t]his unrealistic deadline has created a process that is fundamentally unfair, a violation of the California Administrative Procedure Act ('APA'), and due process." The County and LACFCD object to the current manner of proceeding and request that Board staff issue responses to comments as well as a new draft permit and hold a workshop and invite public comments on that draft.

#### Ruling:

This objection is OVERRULED. The County and LACFCD, as well as other permittees and stakeholders, were provided 45 days to review and comment on the Tentative Order. Federal regulations only require that the Board provide at least 30 days for public comment. Accordingly, permittees and stakeholders were provided with more time than federal law requires. In addition, the County and LACFCD submitted comment matrices comprising 117 and 54 pages, respectively, not including cover letters and attachments. Based on the extensive nature of the comments submitted by the County and LACFCD, it appears that the County and LACFCD had sufficient time to respond to the Tentative Order. Moreover, the Board has made extraordinary efforts to make the Tentative Order development process open, transparent, and inclusive. The permit development process began in May 2011. Since that time, the Board has provided countless opportunities for permittees and stakeholders to raise concerns, ask questions, and engage in dialogue with Board staff regarding permit provisions. As the County and LACFCD are well aware, the Board has held five staff-level workshops and three Board workshops. Board staff has also regularly met with several permittees, either individually or jointly, including the County and/or LACFCD. Board staff also recognized the value of providing permittees and other stakeholders with working proposals of the permit prior to issuing the Tentative Order. Board staff released working proposals for the five principal sections of the permit, and allowed for informal written and oral comments. As a result, the draft Tentative Order was revised to address many of the concerns raised by permittees and stakeholders during meetings, as well as the written and oral comments received on the working proposals. The Tentative Order that was released for a 45-day public comment period reflects these changes.

Lastly, the deadlines and procedures established in the Notice are not unfair and do not violate the Administrative Procedure Act and/or due process. Government Code section 11425.10. subdivision (a)(1), requires that an administrative agency provide "the person to which the agency action is directed notice and an opportunity to be heard, including the opportunity to present and rebut evidence." The Law Revision Commission Comments to that subdivision further states: "Subdivision (a)(1), providing a person the opportunity to present and rebut evidence, is subject to reasonable control and limitation by the agency conducting the hearing, including the manner of presentation of evidence, whether oral, written, or electronic, limitation on lengthy or repetitious testimony or other evidence, and other controls or limitations appropriate to the character of the hearing." Government Code section 11425.10, subdivision (a)(1), also does not equate any specific procedures with an "opportunity." (Drummey v. State Bd. Of Funeral Directors (1939) 13 Cal.2d 75, 80-81.) Rather, as administrative adjudicatory proceedings, hearing officers are conferred substantial discretion and explicit authority to waive any requirement relating to adjudicative proceedings, except where in conflict with statutory or constitutional guarantees. (Cal. Code Regs., tit. 23, section 648, subd. (d); Cal. Code Regs., tit. 23, section 648.5., subd. (a). ["Adjudicative proceedings shall be conducted in a manner as the Board deems most suitable to the particular case with a view towards securing relevant information expeditiously without unnecessary delay and expense to the parties and to the Board."].) This regulatory flexibility to control a proceeding is completely consistent with the statutory right to "notice and an opportunity to be heard." (Gov. Code, § 11425.10, subd. (a)(1).) Courts have likewise acknowledged the ability of agencies to streamline hearings, while preserving the right to notice and comment. As the U.S. Supreme Court has noted, what constitutes a fair hearing before an administrative body varies with the circumstances. (Gilbert v. Homer (1997) 520 U.S. 924, 930.). Courts should also give "substantial weight" to the good-faith judgments of the hearing officer. (Zuckerman v. State Bd. of Chiropractic Examiners (2002) 29 Cal.4th 32, 46.) This is particularly true where the permit process, which grants a privilege, is only subject to minimal due process. (See, e.g., Sucn. Suarez v. Gelabert (D.P.R. 1982) 541 F.Supp. 1253, 1264 [citing Mathews v. Eldridge (1976) 424 U.S. 319, 335]; see also Wat. Code, § 13263 ["All discharges of waste into waters of the state are privileges, not rights."].) Consistent with these standards, the County and LACFCD has had, and will continue to have at the hearing, its "notice and opportunity to be heard."

# Objection:

The County and LACFCD object to the second paragraph<sup>4</sup> of Part VI of the Notice concerning untimely submittal of written comments or evidence to the extent that it is inconsistent with section 648 *et seq.* of Title 23 of the California Code of Regulations, Chapter 4.5 of the Administrative Procedure Act, and Government Code section 11513. The County and LACFCD state that it reserves the right to present evidence at the hearing consistent with these provisions, including the right to subpoena witnesses.

#### Ruling

This objection is OVERRULED. The second paragraph of Part VI of the Notice is consistent with section 648 *et seq.* of Title 23 of the California Code of Regulations, Chapter 4.5 of the Administrative Procedure Act, and Government Code section 11513. The Board has discretion

<sup>&</sup>lt;sup>4</sup> The second paragraph of Part VI reads: "Pursuant to section 648.4, Title 23 of the California Code of Regulations, untimely submittal of written comments or evidence will not be allowed or accepted into the Administrative Record without a showing of good cause for the delay, and in no event if any party or the Board would be unduly prejudiced by the late submittal or if staff or the Los Angeles Water Board would not have an adequate opportunity to review, consider, and respond to the comments or evidence."

to control the submission of both written and oral evidence in administrative proceedings. (Cal. Code Regs., tit. 23, section 648, subd. (d). ["The presiding officer may waive any requirements...pertaining to the conduct of adjudicative proceedings including but not limited to the introduction of evidence, the order of proceedings, the examination or cross-examination of witnesses, and the presentation of argument, so long as those requirements are not mandated by state or federal statute or by the state or federal constitutions."].) Further, it is "the policy of the State and Regional Boards to discourage the introduction of surprise testimony and exhibits." (Cal. Code Regs., tit. 23, section 648.4, subd. (a).) Accordingly, the Board may require that evidence be submitted in writing prior to the hearing, and may refuse to admit untimely evidence where there is a showing of prejudice to any party or the Board. (Cal. Code Regs., tit. 23, section 648.4, subd. (c) and (e).)

While no further written comments or evidence will be allowed on the Tentative Order, the County and LACFCD may provide oral evidence at the hearing either by direct testimony or cross-examination of witnesses.

#### **Untimely Written Comments**

#### Ruling on the Chair's own motion:

The Board received three (3) untimely written comments in response to the Notice. These written comments were from:

- Jason E. Uhley, on behalf of Riverside County Flood Control and Water Conservation District (sent by email on July 24, 2012);
- Steven M. Zurn, on behalf of City of Glendale Water and Power (sent by email on July 25, 2012); and
- Johnathan Fernandez (sent by email on August 9, 2012).

Pursuant to section 648.4, Title 23 of the California Code of Regulations, the Board will not consider or respond to these untimely written comments, nor include the written comments into the administrative record. None of the commenters showed good cause for their delay in submitting the written comments. While these written comments will not be considered, these commenters may make oral comments at the hearing on the permit.

#### **Hearing Procedures**

#### Request:

The County and LACFCD request that the Chair hold a pre-hearing conference with Board staff and all parties to address procedural issues.

#### Rulina:

This request is DENIED. While the Chair may hold a pre-hearing conference to address procedural issues, doing so is not required. In addition, in this matter, holding a pre-hearing conference is logistically difficult given time constraints and the possible number of parties and interested persons that may want to participate in such a conference. The Notice provided an opportunity to submit written objections, and it is unclear what benefit a prehearing conference would provide. Accordingly, the objections are ruled upon in this Order.

#### Objection:

The County and LACFCD make a general objection to hearsay evidence being used for any purpose other than supplementing or explaining other evidence. The County and LACFCD object to any finding that is supported solely by hearsay (citing Gov. Code, § 11513, subd. (d).)

The County and LACFCD did not specify which evidence or finding allegedly is solely supported by hearsay evidence.

#### Ruling:

To the extent the County and LACFCD is objecting to any finding in the Tentative Order or any document identified in the preliminary index of documents to be included in the administrative record, this objection is OVERRULED. Government Code section 11513, subdivision (d), provides that "[h]earsay evidence may be used for the purpose of supplementing or explaining other evidence but over timely objection shall not be sufficient in itself to support a finding unless it would be admissible over objection in civil actions." The County and LACFCD have not specified which finding(s) or document(s) allegedly are supported solely by hearsay. Without this information, the County and LACFCD have not provided the Board an opportunity to address this objection. Nevertheless, the Board will comply with Government Code section 11513.

#### Request:

The County and LACFCD suggest that the hearing be divided into at least 3 segments based on subject matter. The County and LACFCD also request the right to make a short opening statement before the presentation of evidence, and reserve the right to make a closing statement after the conclusion of the presentation of all evidence.

#### Ruling:

The Chair declines to use the County and LACFCD's suggestion concerning segmentation of the hearing. The Board has broad discretion in how it conducts its adjudicative proceedings. Pursuant to section 648.5 of Title 23 of the California Code of Regulations, "adjudicative proceedings shall be conducted in a manner as the Board deems most suitable to the particular case with a view toward securing relevant information expeditiously without unnecessary delay and expense to the parties and to the Board." While the Board has allocated 2 days for the hearing on this matter, it is customary for the Board to provide speakers one block of time in which to make their comments. Following the suggested segmented approach would be logistically difficult given the large number of speakers and would unnecessarily delay the hearing. Accordingly, the Board will employ its usual custom of providing speakers with one block of time in which to comment. Parties may use their allocated block of time for an opening statement, main presentation, rebuttal and/or cross-examination, and closing statement.

# Requests for Time to Speak at Hearing

#### Requests:

Pursuant to Section VIII of the Notice, the Los Angeles Water Board received timely requests from several parties to this proceeding requesting extra time to present their oral comments at the hearing.

# Ruling:

After consideration of all requests, taking into account the complexity and number of issues under consideration, the extent to which the parties have coordinated, the number of parties and members of the public, the opportunity to submit written comments that are part of the administrative record, the extent to which the parties have identified unique interests, and the time available for the hearing, the following times are allocated to each party, unless the Board makes a modification for cause. The times granted to each party below are adequate to summarize written comments and present oral comments and evidence.

Party	Time Requested	Time Granted
Agoura Hills	5 minutes	5 minutes
Claremont	15 minutes	15 minutes
County of Los Angeles and Los Angeles County Flood Control District	5 hours	1 hour, 30 minutes
Environmental Groups	4 hours	1 hour, 30 minutes
LA Permit Group (on behalf of 62 designated	3 hours	1 hour, 30 minutes
parties)		,
Monrovia	25 minutes	15 minutes
Norwalk	15 minutes	15 minutes
Pomona	15 minutes	15 minutes
Santa Monica	10 minutes	10 minutes
Signal Hill	30 minutes	15 minutes
Vernon	20 minutes	15 minutes
Westlake Village	3 minutes	3 minutes

All other parties not identified above will be limited to 3 minutes maximum each. The time allocated to the parties includes any opening statement, main presentation, rebuttal and/or cross-examination, and closing statement. Questions from the Board and the time to answer them will not be charged against the parties' allocated time.

Oral comments from interested persons are limited to 3 minutes each. The Board may reduce the time for each interested person to comment depending on the number of persons wishing to be heard and the available time for the hearing.

Parties and interested persons with similar concerns or opinions are encouraged to choose one representative to speak, and are encouraged to coordinate their presentations with each other, and to summarize their written comments. Repetitive comments will not be allowed.

# Designation of Time or Date Certain for Public Comment

#### Request:

The Environmental Groups requested that the Board designate a date and time certain for public comment at the hearing on this matter. The Environmental Groups asserted that the lack of such a schedule would create significant hardship for members and partners of Environmental Groups in presenting testimony and could result in a member of the public being required to take two full days off from work in order to present testimony, with no guarantee of whether their comments would be heard on the first or second day of the Permit Hearing.

# Ruling:

This request is GRANTED. Comments from members of the public will not occur earlier than 9:00 am on Friday, October 5, 2012.

# Availability of Board Staff at the Hearing

#### Request

The Environmental Groups requested that Board staff be available for cross-examination by the parties as necessary.

Ruling:

Board staff members Samuel Unger, Deborah Smith, Renee Purdy, Ivar Ridgeway, and Rebecca Christmann will be present at the hearing on October 4<sup>th</sup> and 5<sup>th</sup>. If the Environmental Groups, or any other designated party, desire any other staff person(s) to be present at the hearing to answer questions, the designated party must notify the Los Angeles Water Board staff, as provided in Section X of the Notice, no later than October 1, 2012.

# Participation of Board Member Mary Ann Lutz in this Proceeding

#### Objection:

Natural Resources Defense Council (NRDC) and Los Angeles Waterkeeper (Waterkeeper) request that Board Member Mary Ann Lutz be recused from participating in the hearing on the permit and any further Board process concerning the permit. As the Mayor of the City of Monrovia, a waste discharger subject to the Permit, Board Member Lutz was prohibited by Water Code section 13207 from participating in the proceedings in this matter. Based on recent changes to section 13207 that were made effective June 27, 2012, the Board transmitted a letter dated July 6, 2012 stating, "[u]nder the new law, Board Member Lutz is not prohibited from participating as a discharge . . ." NRDC and Waterkeeper disagree with the conclusion reached by the Board and assert, that in order to ensure a fair hearing, Board Member Lutz must be recused from the proceedings on this matter for due process considerations including bias and presence of ex parte communications.

Ruling

This objection will be addressed separately, and no later than at the beginning of the hearing on October 4, 2012.

Board staff is directed to provide notice of this Order to all parties and interested persons.

IT IS SO ORDERED.

Maria Mehranian, Chair

9/26,20/2 Date





# **Los Angeles Regional Water Quality Control Board**

# Notice of Public Meeting Thursday and Friday, October 4-5, 2012 9:00 a.m.

Meeting Location:

Metropolitan Water District of Southern California (Board Room) 700 North Alameda Street Los Angeles, California

# Agenda

The Regional Board strives to conduct an accessible, orderly, and fair meeting. During the meeting, the Chair will conduct the meeting and establish appropriate rules and time limitations for each item. The Board will only act on items designed as action items. Action items on the agenda are staff proposals, and may be modified by the Board as a result of public comment or Board member input. Additional information about Regional Board meeting procedures is included after the last agenda item.

To ensure a fair hearing and that the Regional Board Members have an opportunity to fully study and consider written material, unless stated otherwise, written materials must be provided to the Executive Officer not later than 5:00 p.m. on September 24, 2012. Please consult the agenda description for specific items, because certain items may have an earlier deadline for written submissions. If you are considering submitting written materials, please consult the notes at the end of the agenda. Failure to follow the required procedures may result in your materials being excluded from the hearing record; however, failure to timely submit written materials does not preclude a person from testifying before the Board.

#### **INTRODUCTORY ITEMS**

- 1. Roll Call.
- 2. **Order of Agenda.** The agenda items are numbered for identification purposes only and may not necessarily be considered in this order.
- 3. Approval of draft meeting minutes for the September 14, 2012 Board meeting. [Ronji Moffett, (213) 576-6612]
- 4. Board Member Communications.
  - 4.a. Ex Parte Disclosure. Board Members will identify any discussions they may have had requiring disclosure pursuant to Government Code section 11430.40.

MARIA MEHRANIAN, CHAIR | SAMUEL UNGER, EXECUTIVE OFFICER





- 4.b. Board Member Reports. The Board Members may discuss communications, correspondence, or other items of general interest relating to matters within the Board's jurisdiction.
- 5. **Executive Officer's Report.** [Samuel Unger, (213) 576-6605]
- 6. **Update from State Board.** [Fran Spivy-Weber, (916) 341-5607]
- 7. **Public Forum.** Any person may address the Board regarding any matter within the Board's jurisdiction provided the matter does not appear elsewhere on this agenda, has not been scheduled to appear on a future agenda, and is not expected to be imminently scheduled for the Board's consideration. Remarks will be limited to three (3) minutes, unless otherwise directed by the Chair. If a person intends to use a PowerPoint presentation or other visual aid, you must contact Ronji Moffett, (213) 576-6612, at the Regional Board at least 48 hours prior to the meeting to arrange for equipment use and be prepared to load any PowerPoint presentation on the computer prior to the meeting to assure the orderly conduct of the meeting. (*This item will follow Item 8 on October 5, 2012.*)

# **PUBLIC HEARING**

8. Public hearing on the Tentative National Pollutant Discharge Elimination System (NPDES) Permit for Municipal Separate Storm Sewer System (MS4) discharges within the Coastal Watersheds of Los Angeles County, with the exception of discharges originating from the City of Long Beach, NPDES No. CAS004001 (Tentative Order). During the hearing, Regional Board staff will provide an overview of the Tentative Order and a summary and response to significant comments received, and will answer any questions by the Regional Board. Parties and interested persons will have the opportunity to address the Regional Board on the Tentative Order as provided in the Notice of Opportunity for Public Comment and Notice of Public Hearing dated June 6, 2012. No new written materials may be submitted on the Tentative Order. Final Board action will not be taken on October 4<sup>th</sup> or 5<sup>th</sup>. The Board will continue the hearing and expects to consider adoption of a Revised Tentative Order in November 2012. (*Written comments were due by noon on July 23, 2012.*) [Ivar Ridgeway, (213) 620-2150]

#### **CLOSED SESSION**

- 9. As authorized by Government Code section 11126, the Regional Board will be meeting in closed session. Closed session items are not open to the public. Items the Board may discuss include the following: [Jennifer Fordyce (JF) (916) 324-6682; Frances McChesney (FM), (916) 341-5174; Nicole Johnson (NJ) (916) 322-4142]
  - 9.1 State Department of Finance, State Water Resources Control Board and Los Angeles Regional Water Quality Control Board v. Commission on State Mandates, Los Angeles County Superior Court Case No. BS130730. [Challenging the Commission's decision that portions of the LA MS4 permit created unfunded state mandates]. (JF)
  - 9.2 In re: Halaco Engineering Company, United States Bankruptcy Court Central District of California, Northern Division, No. ND-02-1255 RR [Regarding a CDO and CAO at the Oxnard Property]. (JF)

- 9.3 In re: Los Angeles Region Water Permit Ventura County, Commission on State Mandate Test Claim No. 110-TC-01 [Regarding a test claim filed by Ventura County Watershed Protection District and the County of Ventura alleging that portions of Order No. R4-2010-0108 created an unfunded state mandate]. (JF)
- 9.4 In re: Petition of City of Redondo Beach for Review of Administrative Civil Liability Order No. R4-2008-0058-M, SWRCB/OCC File A-2124 [Challenging assessment of mandatory minimum penalties for violations of Order Nos. 99-057 and R4-2005-0016]. (FM)
- 9.5 In re: Petition of Signal Hill, Downey, et al, for Review of Order No. R4-2009-0130, SWRCB/OCC File A-2071 [Challenging the incorporation into the MS4 Permit of the Waste Load Allocations from the Los Angeles River Watershed Trash TMDL.] (JF)
- 9.6 In re: Kinder Morgan, Inc., Chevron Corp., et al for Review of Revised Cleanup and Abatement Order No. R4-2008-0006, SWRCB/OCC File A-2085 [Challenging the revised cleanup goals in the order]. (FM)
- 9.7 In re: Upper Santa Clara River Chloride Total Maximum Daily Load Requirements Imposed by the Los Angeles Regional Water Quality Control Board in Resolution R40-2008-0012. Commission on State Mandates Test Claim No. 10-TC-09 [Regarding a test claim filed by the Santa Clarita Valley Sanitation District of Los Angeles County alleging that portions of Resolution R4-2008-0012 created an unfunded state mandate]. (JF)
- 9.8 Joan C. Lavine v. State Water Resources Control Board and Los Angeles Regional Board, Los Angeles County Superior Court Case No. BS128989 [Challenging the Basin Plan Amendment prohibiting on-site wastewater disposal systems in the Malibu Civic Center area]. (FM)
- 9.9 Charles Conway et al. v. State Water Resources Control Board and Los Angeles Regional Water Quality Control Board, Ventura County Superior Court Case No. 56-2011-00399391-CU-WM-VTA [Challenging the McGrath Lake TMDL for polychlorinated biphenyls (PCBs), pesticides, and sediment toxicity]. (JF)
- 9.10 In re: Petition of Santa Monica Baykeeper and Heal the Bay, SWRCB/OCC File A-2175 [Challenging the Memorandum of Understanding between the City of Malibu, the Los Angeles Regional Board, and the State Water Resources Control Board regarding phased implementation of the Basin Plan amendment prohibiting on-site wastewater disposal systems in the Malibu Civic Center area]. (FM)
- 9.11 Green Acres, LLC v. Los Angeles Regional Water Quality Control Board and State Water Resources Control Board, Los Angeles County Superior Court Case No. BS138872 [Challenging the Basin Plan Amendment prohibiting on-site wastewater disposal systems in the Malibu Civic Center area]. (FM)
- 9.12 Consultation with counsel about:
  - (a) A judicial or administrative adjudicatory proceeding that has been formally initiated to which the Regional Board is a party;
  - (b) A matter that, based on existing facts and circumstances, presents significant exposure to litigation against the Regional Board; or
  - (c) A matter which, based on existing facts and circumstances, the Regional Board is deciding whether to initiate litigation. (JF/FM/NJ)
- 9.13 Consideration of the appointment, employment, or evaluation of performance about a public employee. (JF/FM/NJ)

10. **Adjournment of current meeting.** The next meeting will be a held on November 8, 2012 beginning at 9:00 a.m. Location to be determined.

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Ex Parte Communications: An ex parte communication is a communication to a board member from any person, about a pending matter, that occurs in the absence of other parties and without notice and opportunity for them to respond. The California Government Code prohibits the board members from engaging in ex parte communications during permitting, enforcement, and other "quasi-adjudicatory" matters. The Regional Board discourages ex parte communications during rulemaking and other "guasi-legislative" proceedings. The ex parte rules are intended to provide fairness, and to ensure that the board's decisions are transparent, based on the evidence in the administrative record, and that evidence is used only if stakeholders have had the opportunity to hear and respond to it. Ex parte rules do not prevent anyone from providing information to the water boards or requesting that the water boards take a particular action. They simply require that the information come into the record through proper channels during a duly noticed, public meeting. A board member who has engaged or been engaged in a prohibited ex parte communication will be required to publicly disclose the communication on the record and may be disgualified from participating in the proceeding. For more information, please look at the ex parte questions and answers document found at www.waterboards.ca.gov/laws regulations/docs/exparte.pdf

**Procedures:** The Regional Board follows procedures established by the State Water Resources Control Board. These procedures are established in regulations commencing with section 647 of title 23 of the California Code of Regulations. The Chair may establish specific procedures for each item, and consistent with section 648, subdivision (d) of title 23 of the California Code of Regulations may waive nonstatutory provisions of the regulations. Generally, all witnesses testifying before the Regional Board must affirm the truth of their testimony and are subject to questioning by the Board Members. The Board does not, generally, require the designation of parties, the prior identification of witnesses, or the cross examination of witnesses. Generally, speakers are allowed three minutes for comments. Any requests for an alternate hearing process, such as requesting additional time to make a presentation, should be made to the Executive Officer in advance of the meeting, and under no circumstances later than 5:00 p.m. on the Thursday preceding the Board meeting. The provisions of this paragraph shall be deemed superseded to the extent that they are contradicted by a hearing notice specific to a particular agenda item.

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**Written Submissions:** Written materials (whether hand-delivered, mailed, e-mailed, or facsimiled) *must be received prior to the relevant deadline* established in the agenda and public notice for an item. If the submitted material is more than 10 pages or contains foldouts, color graphics, maps, or similar items, 12 copies must be submitted prior to the relevant deadline.

Failure to comply with requirements for written submissions is grounds for the Chair to refuse to admit the proposed written comment or exhibit into evidence. (Cal. Code Regs. tit. 23, § 648.4(e).) The Chair may refuse to admit written testimony into evidence unless the proponent can demonstrate why he or she was unable to submit the material on time or that compliance with the deadline would otherwise create a hardship. If any other party demonstrates prejudice resulting from admission of the written testimony, the Chair may refuse to admit it.

**Administrative Record:** Material presented to the Board as part of testimony that is to be made part of the record must be left with the Board. This includes photographs, slides, charts,

diagrams, etc. All Board files pertaining to the items on this Agenda are hereby made a part of the record submitted to the Regional Board by staff for its consideration prior to action on the related items.

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**Accessibility:** Individuals requiring special accommodations or language needs should contact Dolores Renick at (213) 576-6629 or <a href="mailto:drenick@waterboards.ca.gov">drenick@waterboards.ca.gov</a> at least ten working days prior to the meeting. TTY/TDD Speech-to-Speech users may dial 7-1-1 for the California Relay Service.

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**Availability of Complete Agenda Package:** A copy of the complete agenda package is available for examination at the Regional Board Office during regular working hours (8:00 a.m. to 5:00 p.m. Monday through Friday) beginning 10 days before the Board meeting. Questions about specific items on the agenda should be directed to the staff person whose name is listed with the item.

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**Continuance of Items:** The Board will endeavor to consider all matters listed on this agenda. However, time may not allow the Board to hear all matters listed. Matters not heard at this meeting may be carried over to the next Board meeting or to a future Board meeting. Parties will be notified in writing of the rescheduling of their item. Please contact the Regional Board staff to find out about rescheduled items.

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**Challenging Regional Board Actions:** Pursuant to Water Code section 13320, any aggrieved person may file a petition to seek review by the State Water Resources Control Board of most actions taken by the Regional Board. A petition must be filed within 30 days of the action. Petitions must be sent to State Water Resources Control Board, Office of Chief Counsel; ATTN: Phil Wyels, Assistant Chief Counsel; 1001 "I" Street, 22nd Floor; Sacramento, CA 95814.

# Rodgers, Theresa@Waterboards

From: lyris@swrcb18.waterboards.ca.gov

Sent: Wednesday, September 26, 2012 4:30 PM

**To:** Fordyce, Jennifer@Waterboards **Cc:** Purdy, Renee@Waterboards

**Subject:** Order of Proceedings and Order on Objections and Requests for Hearing on Tentative

LA County MS4 Permit, October 4-5, 2012

**Attachments:** Order on Objections and Requests Concerning Hearing Procedures and Process.pdf;

Order of Proceedings.pdf; 10-04-12 agenda.pdf

Please see the attached documents that concern the public hearing on the Tentative LA County MS4 Permit on October 4-5, 2012:

- 1) Order of Proceedings for the Public Hearing on the Tentative LA County MS4 Permit on October 4-5, 2012
- 2) Order on Objections and Requests Concerning Hearing Procedures and Process
- 3) Agenda for the Board meeting on October 4-5, 2012

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or send a blank email to <u>leave-390461-</u> 348213.1e3938e29e857d422611f380982b256f@swrcb18.waterboards.ca.gov

# LYRIS MAILING

LIST NAME: LA DATEJOINED **EMAILADDR** DATE MAILED: C ADRIEN F. MADDALENO 2/2/2011 12:04 ADRIEN236@VLPRODUCE.COM 6/22/2010 11:57 AEMiller@waterboards.ca.gov Alan E. Miller 3/27/2012 13:25 Berry.Ueoka@EverestConsultants.com Berry Ueoka 3/22/2012 15:22 BryantA@lwa.com **Bryant Alvarado** 11/15/2010 7:46 CaliforniaWaterTechnologies@gmail.com Carlos Aguilar 7/6/2009 13:38 City manager@ci.glendora.ca.us Chris Jeffers 11/16/2011 7:58 DLiu@DiamondBarCA.Gov David G. Liu 6/11/2011 22:09 Daniel.Lee@Arcadis-us.com Daniel K. Lee 2/22/2010 18:03 Dave@Bubalo.com Dave Sorem 5/2/2011 6:54 Debbie.Neev@gmail.com Deborah Neev 7/6/2009 13:58 EKiepke@WILLDAN.com E. Kiepke 7/6/2009 13:21 FredLatham@santafesprings.org Frederick W. Latham 6/12/2012 11:32 Fresh@freshcreek.com wallytrnka 10/5/2010 11:14 Gerhardt.Hubner@ventura.org Gerhardt Hubner 3/22/2010 15:01 Hamid.Tadayon@lacity.org Hamid Tadayon 7/6/2009 13:07 James.Destefano@ci.diamond-bar.ca.us James DeStefano 1/19/2010 11:06 Jeremy.Bock@Kiewit.com Jeremy Bock 3/7/2012 16:27 Jim@CuratingLA.com Jim Gilbert 7/6/2009 13:35 John.Beshay@westcovina.org John Beshay 7/28/2011 16:10 Joyntventr@aol.com Jayne Staley 8/29/2011 14:09 Julie Carver@ci.pomona.ca.us Julie Carver 7/6/2009 13:53 Kaden. Young@culvercity.org Kaden Young 11/16/2011 8:45 LLanger@localgovlaw.com Lauren Langer 4/5/2011 9:34 Leroy.Richards@msh.dmh.ca.gov LeRoy Richards 8/25/2010 13:32 Lynn@MLMENG.com Lynn Kubasek 11/16/2011 8:39 NOENEGRETE@SANTAFESPRINGS.ORG Noe Negrete 6/8/2010 15:11 Nels@stemmdevelopment.com Nels Stemm 12/29/2011 11:05 Ppeuron@forestlawn.com Peter Peuron 11/16/2011 8:43 RYee@DiamondBarCA.Gov Rick Yee 10/22/2010 15:23 Ramon@calfran.net Ramon Wagner 7/6/2009 13:51 Rhughes@WILLDAN.com Roxanne Hughes 4/25/2011 15:19 Robert.Vega@lacity.org Robert Vega 7/6/2009 11:32 Sandra.Kelley@waterboards.ca.gov Sandra Kelley 7/6/2009 13:23 Shannon. Yauchzee@westcovina.org Shannon Yauchzee 7/6/2009 13:49 Skennedy@enfact.net Sheila Kennedy 7/6/2009 13:55 TLANGE@santa-clarita.com Travis Lange 7/6/2009 11:29 Theresa.Rodgers@waterboards.ca.gov Theresa Rodgers 11/7/2011 13:43 Tom.Anderson@bodycote.com 7/6/2012 10:16 WENDY.WANG@bbklaw.com Wendy Wang 3/29/2012 10:34 aazimi@azimipearsallinc.com Ali Azimi 3/2/2012 14:56 acallotdavis@rbf.com Anne Gene Callot Davis 2/16/2012 14:54 aclark@calwater.com Allyson Clark 9/9/2010 15:25 acruz@ci.burbank.ca.us Alvin Cruz 7/6/2009 13:19 adahlerbruch@cityofrh.net Anton Dahlerbruch

Adan Ortega

Alicia Estrada

12/12/2011 10:54 adanortega@me.com

7/9/2009 10:07 aestrada@sogate.org

7/6/2009 13:47	afarassati@cityofcalabasas.com	Alex Farassati
7/6/2009 13:54	aharrington@ci.claremont.ca.us	Andrea Harrington
7/28/2009 8:26	aibanezjr@gmail.com	alfred ibanez
7/6/2009 13:46	ajensen@ci.walnut.ca.us	Alicia Jensen
8/3/2009 8:54	alasso@dpw.lacounty.gov	Lasso, Aracely
3/7/2012 9:57	alex@acgeyer.com	Alex Geyer
11/16/2011 8:59	alexh@ci.commerce.ca.us	Alex Hamilton
1/18/2010 9:55	alfonso.nunez@erm.com	Alfonso Nunez
9/10/2010 15:36	alfredo.magallanes@lacity.org	Alfredo Magallanes
6/7/2011 14:18	alindgren@campbellfoundation.org	
9/9/2009 12:40	allenv@contech-cpi.com	Vaikko Allen
4/13/2011 15:25	alopez@llenviroinc.com	Ann Lopez
7/6/2009 13:58	amelia@hulsenv.com	Amelia
7/6/2009 13:39	amho@montereypark.ca.gov	Amy Ho
	andrew.t.arcuri@medtronic.com	Andrew Arcuri
8/27/2009 13:14	andy.niknafs@ladwp.com	andy niknafs
	andyw@rpv.com	Andy Winje, P.E.
3/30/2012 10:48	ankitavyas@rbf.com	Ankita Vyas
	anthony.hicke@rcslade.com	Anthony Hicke
	anu.b.garg@boeing.com	Anu Garg
	arigg@pvestates.org	Allan Rigg
	arne.anselm@ventura.org	Arne Anselm
	ashadbehr@cityofhawthorne.org	Arnold Shadbehr
10/31/2011 10:33		Ashli Desai
	athomas@dpw.lacounty.gov	Anthein Thomas
	avarela@lakewoodcity.org	Alma Varela
	bakhavan@mwdh2o.com	Bahram Akhavan
	barbara.klos@urs.com	Barbara Klos
	bbax@lacsd.org	Beth Bax
	bburgess6410@yahoo.com	Brandon Burgess
	bdepoto@yahoo.com	Bill DePoto
	bill.workman@redondo.org	Bill Workman
	biniguez@bellflower.org	Bernie Iniguez
	binman@ci.sierra-madre.ca.us	Bruce Inman
	binman@cityofsierramadre.com	Bruce Inman
	blosey@rbf.com	Brad Losey
	bmichaelis@ci.san-dimas.ca.us	Blaine M. Michaelis
	bmorales@depintomorales.com	Bob Morales
	bogorman@gswater.com	Brandy O'Gorman
	bpgibson@ucla.edu	Baylor Gibson
	brai@cityofinglewood.org	Bamehwar Rai
	bteaford@ci.burbank.ca.us	Bonnie Teaford
	burke.d.albelda@tsocorp.com	N. 66 (1) (1)
	busurfmd@aol.com	Jeff Harris
	calmetals@gmail.com	heather kline
	cammc@jlha.net	John Hunter Cameron McCullough
1/11/2011 22:47	carcharodon 29@hotmail.com	Kathy L. Carrillo

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11/16/2011 8:59	carellano@ci.vernon.ca.us	Claudia Arellano
	caroline@lawyersforcleanwater.com	Caroline Koch
7/6/2009 13:41	cbradshaw@ci.claremont.ca.us	Craig Bradshaw
7/6/2009 13:43	ccash@paramountcity.com	Chris Cash
5/3/2011 10:15	cchang@wrd.org	Cathy Chang
7/6/2009 13:21	ccollins@cityofsanmarino.org	Cindy Collins
	cconsunji@ci.norwalk.ca.us	Chino Consunji
	ccurtin@citymb.info	Clay Curtin
	cdeleau@schmitzandassociates.net	Christopher M. Deleau
	cdirenzo@beverlyhills.org	Christian Di Renzo
6/22/2012 14:29	cdixon@huntingtonpark.org	Christina Dixon
	cemig@cerritos.us	Charles Emig
	cevans@comptoncity.org	Charles Evans
	cgeorge@malibucity.org	Craig George
	charpole@newhall.com	Corey Harpole
	chollomon@scwater.org	Cathy Z. Hollomon
	chris@athrone.com	Chris Rillamas
	chris@calfran.net	Chris Allen
	chrism@lwa.com	chris minton
	citymanager@hiddenhillscity.org	Cherie L. Paglia
	clapaz@infeng.co	Chris Lapaz
	clee@rwglaw.com	Candice Lee
	clehr@rpv.com	Carolyn Lehr
	clopez@dpw.lacounty.gov	Christopher Lopez
	cmandelbaum@environmentnow.org	Caryn Mandelbaum
	cmansell@cmansell.com	clarence c mansell jr
	cmeeker@cityofalhambra.org	Claudine Meeker
	collins-6666@msn.com	J. Roger Collins
	conkle@geoconinc.com	Mike Conkle
	creyes@lvmwd.com	Carlos G. Reyes
	crholguin@yahoo.com	claudia holguin
	croberts@aaeinc.com	Cory Roberts
	croberts@infeng.co	Cory Roberts
	croldan@elmonteca.gov	Cesar Roldan
	csantos@waterboards.ca.gov	Carlos D. Santos
	ctregulations@gmail.com	Jennifer Claassen
	ctyrrell@rmcwater.com	Catherine Tyrrell
	cwebster@comptoncity.org	Carolyn Webster
	cwhite1@wm.com	Chuck White
	cyanda@gmail.com	Catherine Yanda
Carried and an artist of the control	cynthia_gabaldon@urscorp.com	Cynthia Gabaldon
	damian@stormwaterindustries.com	Damian Reyes
	danflorescu@caaprofessionals.com	Dan Florescu
	danielle.sakai@bbklaw.com	Danielle Sakai
10/28/2011 12:21		Daniel Apt
	david.bufo@kiewit.com	David Bufo
	dboyer@awattorneys.com	David D. Boyer
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1/26/2012 16:38 dboyer@nossaman.com	David D. Boyer
9/14/2012 12:10 dburhenn@burhenngest.com	David Burhenn
11/16/2011 8:41 dchankin@bellflower.org	Deborah Chankin
9/24/2011 19:26 dclark@bluescapeinc.com	dwight Clark
7/6/2009 13:08 ddavies@ci.glendora.ca.us	Dave Davies
11/16/2011 9:01 ddolphin@cityofalhambra.org	David Dolphin
8/21/2009 14:15 dduncan@fire.lacounty.gov	Dan Duncan
2/1/2011 6:50 dduncan@santa-clarita.com	Dan Duncan
11/9/2010 18:17 deana@aquabio.us	DeAna Vitela-Hayashi
11/16/2011 8:40 denise_reyna@ci.pomona.ca.us	Denise Reyna
11/16/2011 8:47 dgilbertson@rkagroup.com	David Gilbertson
5/9/2012 8:28 dgould@stormwaterusa.com	Derek A. Gould
1/25/2011 18:02 dgrilley@sgch.org	Daren Grilley
5/31/2012 14:03 dguillory@mwdh2o.com	Daniel Guillory
12/15/2009 14:34 diane@plas-tal.com	Diane Sercu
1/24/2011 14:53 dick.hogan@semco.com	Richard C. Hogan
11/8/2011 13:57 dick@pwenvironmental.com	dick botke
5/29/2012 8:09 dion.coluso@lacity.org	Dion Coluso
7/6/2009 13:10 dkeesey@ci.la-verne.ca.us	Daniel Keesey
9/27/2010 10:39 dklinger@pih.net	Dave Klinger
11/9/2010 15:23 dlippman@lvmwd.com	
7/6/2009 13:48 dlopez@baldwinpark.com	David Lopez
7/6/2009 13:34 dlopez@pico-rivera.org	Debbie Lopez
10/19/2010 8:33 dmorone@gdandb.com	Danielle K. Morone
7/8/2010 10:07 dn@davidnahai.com	David Nahai
7/6/2009 13:39 donjensen@santafesprings.org	Donald K. Jensen
7/6/2009 13:47 dougp@ci.rolling-hills-estates.ca.us	Douglas Prichard
7/6/2009 13:57 dpankau@cityofcalabasas.com	Daniel Pankau
11/9/2010 15:47 dparkinson@geosyntec.com	David Parkinson
7/6/2009 13:24 dpelser@cityofwhittier.org	David Pelser
6/15/2011 16:54 drew.beck@psomas.com	Drew Beck
11/16/2011 8:01 drix@cityofpasadena.net	Daniel Rix
7/6/2009 13:49 drynn@ci.burbank.ca.us	Daniel Rynn
4/23/2012 17:22 dsmith@waterboards.ca.gov	Debbie Smith
8/18/2009 16:48 dtupa@rickengineering.com	Daniel Tupa
10/13/2011 11:38 dustin.bambic@tetratech.com	<b>Dustin Bambic</b>
10/12/2010 11:17 dvolkmann@hfinc.com	Deering Volkmann
11/10/2010 7:00 dwall@cityofwhittier.org	Daniel Wall
1/4/2010 16:20 dxjones@sempra.com	Debran Reed
11/9/2010 15:18 dxjones@semprautilities.com	
7/6/2009 13:22 eaguilar@ci.sierra-madre.ca.us	Elaine Aguilar
11/9/2010 15:33 ecamster@yahoo.com	Camie Pickett
11/9/2010 16:40 ecomom2008@gmail.com	Chris Rowe
4/7/2010 16:35 ed@e2managetech.com	Edward Rogan
12/21/2011 10:21 eddie_isaacs@dot.ca.gov	Eddie Isaacs
6/6/2012 23:06 egkim@berkeley.edu	Esther G. Kim
7/6/2009 13:09 ehitti@lcf.ca.gov	Edward Hitti

4/20/2010 16:17 einnes@dpw.lacounty.gov	Emiko Innes
9/22/2011 16:57 elaine.jeng@redondo.org	Elaine Jeng
7/6/2009 13:41 emansfield@aei-casc.com	Ernie Mansfield
7/6/2009 13:40 emarquez@hgcity.org	Ernesto Marquez
4/10/2012 12:43 emka_researcher@yahoo.com	godly e thankgod
1/21/2012 19:26 emmanuel.riclet@gmail.com	EMMANUEL RICLET
8/7/2009 14:49 emuniz@mailbbu.com	Elias Muniz
11/10/2011 10:16 epi@riousa.com	David Light
2/10/2012 6:36 ereiner@abtechindustries.com	Edward Reiner
7/10/2012 9:11 erik.johnson@hawker.com	Erik Johnson
7/6/2009 13:46 esaikaly@lynwood.ca.us	Elias Saikaly
7/6/2009 13:17 esaykali@montereypark.ca.gov	Elias Saykali
7/6/2009 13:39 esbenshades@accessduarte.com	Steve Esbenshades
2/10/2011 10:41 etuttle@santamonicabay.org	Elena Tuttle
11/9/2010 15:23 eugene.allevato@woodbury.edu	Eugene Allevato
4/8/2010 10:14 ewelina.mutkowska@ventura.org	Ewelina Mutkowksa
7/6/2009 13:01 fdelach@ci.azusa.ca.us	Francis M. Delach
9/20/2012 9:17 fdiaz@elsegundo.org	Fernando Diaz
7/21/2012 16:48 ffederico@ioes.ucla.edu	Felicia Federico
8/13/2012 19:23 fmcchesney@waterboards.ca.gov	Frances McChesney
11/16/2011 7:57 fsenteno@hermosabch.org	Frank Senteno
7/6/2009 13:45 fwu@dpw.lacounty.gov	Frank Wu
2/2/2011 11:30 gamah@waterboards.ca.gov	Ginachi Amah
8/22/2009 16:00 gamenu@dpw.lacounty.gov	Geremew Amenu
11/7/2011 11:35 gary@parkwater.com	Gary R. Lynch
7/6/2009 13:37 gcaton@downeyca.org	Gerald Caton
6/11/2012 18:08 gcg-corp@peoplepc.com	Ramon Lupercio
11/21/2011 7:50 gderas@pico-rivera.org	Gladis Deras
11/16/2011 8:45 gderas@sogate.org	Gladis Deras
7/11/2012 8:42 gdirecto.bmt@lbcc.edu	Gene Directo
7/6/2009 13:07 georged@accessduarte.com	Darrell George
11/16/2011 7:55 gfarber@dpw.lacounty.gov	Gail Farber
3/28/2012 12:50 ggallis@lacsd.org	George Gallis
8/19/2009 14:20 ggearheart@waterboards.ca.gov	Greg Gearheart
11/14/2011 10:30 ggreene@cbwm.org	Gerald Greene
8/29/2012 8:24 ggreene@cwecorp.com	Gerald Greene
11/7/2011 8:33 ghildeb@dpw.lacounty.gov	Gary Hildebrand
9/20/2012 12:47 ghiulamilap@eorm.com	Peter Ghiulamila
4/19/2012 8:41 gilbert.ogaz@dot.ca.gov	Gilbert Ogaz
11/4/2011 13:29 gilbert_ogaz@dot.ca.gov	Gilbert Ogaz
5/18/2010 17:06 ginan@ci.commerce.ca.us	Gina Nila
10/18/2011 13:53 gjaquez@dpw.lacounty.gov	Greg Jaquez
8/16/2010 10:40 glennh@pfeilerassociates.com	Glenn Holmes
5/31/2011 17:35 gmino@fuscoe.com	Greg Mino
3/24/2011 10:59 greg.pawloski@bodycote.com	Greg Pawloski
7/6/2009 13:57 gregg@ci.rolling-hills-estates.ca.us	
11/10/2010 8:32 gvazquez@ci.cypress.ca.us	Gonzalo Vazquez

7/6/2009 13:09 gw1763@aol.com	Stan Carroll
12/8/2011 10:56 gwang@waterboards.ca.gov	Guangyu Wang
4/29/2010 7:28 hanslaetz@gmail.com	Hans Laetz
11/16/2011 8:42 harbogast@cerritos.us	Hal Arbogast
11/11/2011 7:40 hawthornenursery@yahoo.com	Kei Nakai
7/6/2009 13:47 hbehboodi@hermosabch.org	Homayoun Behboodi
8/3/2009 13:50 hbordas@dpw.lacounty.gov	Hector J. Bordas
10/19/2010 17:14 hgest@burhenngest.com	Howard Gest
11/14/2010 8:00 hipshotspl@gmail.com	Spencer Leafdale
9/3/2010 12:22 hjgarcia@farmerjohn.com	Hector J. Garcia
7/6/2009 13:56 hmaloney@ci.monrovia.ca.us	Heather Maloney
3/16/2010 8:24 hmerenda@santa-clarita.com	Heather Merenda
6/2/2010 19:24 hnazarian@hfinc.com	Henrik Nazarian
11/16/2011 7:59 hnguyen@comptoncity.org	Hien Nguyen, PE
11/12/2009 9:22 hseverin@elsegundo.org	Heather Severin
6/11/2011 22:09 humanhealthrisk@gmail.com	Daniel K. Lee
9/16/2009 7:02 hunter.gaines@parsons.com	<b>Hunter Gaines</b>
12/9/2009 16:37 hwalsh@sikand.com	Henry Walsh
7/6/2009 13:39 ideltoro@ci.azusa.ca.us	Israel Del Toro
12/23/2010 20:27 info@ecokai.com	Jim Burton
1/25/2010 15:41 iridgeway@waterboards.ca.gov	Ivar Ridgeway
7/18/2012 11:01 jacquicyoung@yahoo.com	Jacqueline C Young
7/21/2010 13:21 jagjiwan_grewal@dot.ca.gov	Jagjiwan Grewal
1/13/2010 15:26 jan@mlagreen.com	Jan Dyer
7/6/2009 13:17 jarndt@citymb.info	Jim Arndt
2/11/2010 12:11 jason@andersenenviro.com	Jason Ironi
11/17/2010 16:16 javierg1@mse.com	Javier Garcia
11/21/2011 7:03 jbaiocco@dpw.lacounty.gov	Joseph Baiocco
3/22/2012 8:25 jbell@mwdh2o.com	Janet Bell
3/22/2012 11:56 jbellomo@willdan.com	Joe Bellomo
8/4/2011 8:42 jbrown@malibucity.org	Jennifer Brown
7/6/2009 13:52 jcarlson@ci.sierra-madre.ca.us	James Carlson
7/6/2009 13:08 jcolombo@hgcity.org	Joseph Colombo
7/6/2009 13:09 jdballas@cityofindustry.org	John D. Ballas
7/20/2010 16:08 jdettle@TorranceCA.gov	John Dettle
7/6/2009 13:43 jdettle@torrnet.com	John Dettle
11/10/2009 14:01 jdougall@lvmwd.com	Jan Dougall
11/6/2010 10:46 jergeorge@hotmail.com	Jeremiah George
5/9/2012 15:23 jerri.sumlin@sekisui-spr.com	Jerri Sumlin
6/7/2012 9:32 jford@clwa.org	Jeff Ford
5/11/2010 10:09 jfordyce@waterboards.ca.gov	Jennifer Fordyce
6/7/2011 20:38 jfries@counsel.lacounty.gov	Judith Fries
8/10/2012 13:28 jgoalen@ecoparts.com	Jon Goalen
6/15/2011 17:04 jholtz@quinncompany.com	James Holtz
7/6/2009 13:51 jhunter@jlha.net	John L. Hunter
4/20/2010 15:56 jkaur@ch2m.com	Jagjit Kaur
6/6/2012 14:41 jkelly@wheelerandgray.com	John Kelly

10/28/2011 13:54 jlivesey@dpw.lacounty.gov	Yaneth Livesey
1/20/2010 8:49 jnelson@cc-eng.com	Joshua Nelson
7/20/2009 16:47 jnewman@waterboards.ca.gov	Jenny Newman
9/9/2009 11:20 jnfireball@yahoo.com	Jane E. Nelson
12/29/2011 9:48 joanne.golden@laedc.org	JoAnne Golden
6/9/2011 10:17 john.dang@pccrusa.com	JOHN DANG
12/15/2009 10:59 john.r.madden@usace.army.mil	John Madden
7/6/2009 13:06 jorger@ci.commerce.ca.us	Jorge Rifa
7/6/2009 13:03 joropeza@bellgardens.org	John Oropeza
11/16/2011 8:41 joskoui@downeyca.org	John Oskoui
7/6/2009 13:06 jparker@ci.claremont.ca.us	Jeff Parker
3/15/2012 17:00 jpereira@cwecorp.com	Jason Pereira
7/6/2009 13:38 jranells@ci.la-verne.ca.us	J. R. Ranells
8/22/2011 11:54 jsayre@brwncald.com	Jaime Sayre
7/20/2011 10:09 jsowinsk@dpw.lacounty.gov	Jolanta Sowinska
7/6/2009 13:56 jstock@bellflower.org	Jerry Stock
5/6/2010 8:17 jsvensson@dpw.lacounty.gov	Josh Svensson
8/7/2012 15:56 jthorsen@malibucity.org	Jim Thorsen
3/5/2012 15:02 jtorres@ci.vernon.ca.us	Jerrick Torres
6/20/2012 10:37 jtruhan@mwdh2o.com	Joyce Clark
7/4/2012 13:20 justin.dutmers@honeywell.com	Justin Dutmers
7/6/2009 13:18 jvalentine@cityofpasadena.net	Jim Valentine
7/6/2009 13:07 jwayt@elsegundo.org	Jack Wayt
3/9/2012 13:00 jweiner.venturacoastkeeper@wishtoyo.org	Jason Weiner
10/24/2011 15:38 jwen@downeyca.org	Jason Wen
11/11/2010 10:47 jwilliams@marchem.net	Jeffrey Williams
11/11/2011 16:23 kamara.sams@boeing.com	Kamara Sams
6/21/2010 10:10 karenc@lwa.com	Karren Cowan
2/17/2012 11:53 katharine.moore@sen.ca.gov	Katharine Moore
1/17/2012 11:02 katherine.paris@tetratech.com	Katherine Paris
7/6/2009 13:20 kathleen.enve@verizon.net	Kathleen McGowan
2/22/2012 16:20 kaying_lee@ci.pomona.ca.us	
7/19/2012 8:24 kbreyer@santa-clarita.com	Kaying Lee Kerry Breyer
3/10/2011 10:39 kemmerer.john@epa.gov	John Kemmerer
1/5/2011 14:32 kens@sccwrp.org	Ken Schiff
5/6/2011 8:10 kevarts@rbf.com	Kevin Evarts
11/16/2011 9:00 kevin@kjservices.net	Kevin Sales
7/6/2009 13:22 kfarfsing@cityofsignalhill.org	
11/9/2010 15:31 kfisher@ci.agoura-hills.ca.us	Kenneth C. Farfsing
9/17/2012 10:32 khaim.morton@sen.ca.gov	Kelly Fisher
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7/6/2009 13:03 kimberlycolbert@caaprofessionals.com	Kimberly Colbert
11/7/2011 14:06 kirk.c.brus@usace.army.mil	Kirk Charles Brus
10/4/2010 9:18 kjames@healthebay.org	Kirsten James
10/17/2011 16:22 kkunysz@mwdh2o.com	Kathy Kunysz
9/6/2010 13:03 klamorie@charter.net	Kim Lamorie
12/22/2011 16:15 klinker@anaheim.net	Keith Linker
8/23/2010 11:36 kmattfeld@portla.org	Kenneth Mattfeld

8/6/2009 9:54 kmoore@sunstarlabs.com	Kevin Moore
6/5/2012 14:16 kosta.kaporis@lacity.org	Kosta Kaporis
7/6/2009 13:36 kpatel@ci.san-dimas.ca.us	Krishna Patel
7/6/2009 13:21 kpulskamp@santa-clarita.com	Kenneth R. Pulskamp
2/2/2010 9:23 kristy.allen@tetratech.com	Kristy Allen
11/10/2010 11:39 kristy@lasgrwc.org	Kristy Morris
4/5/2010 11:48 kruffell@lacsd.org	Kristen Ruffell
11/9/2010 16:32 kstpeters@earthconsultants.com	Kay St. Peters
7/6/2009 13:09 ktam@ci.irwindale.ca.us	Kwok Tam
7/6/2009 13:40 kvivanti@lakewoodcity.org	Konya Vivanti
11/9/2010 15:50 kwang@waterboards.ca.gov	Kenny Wang
7/6/2009 13:52 kwatson@cityofinglewood.org	Ken Watson
7/6/2009 13:38 kwilson@ci.vernon.ca.us	Samuel Kevin Wilson
7/6/2009 13:40 lamimoto@cityofinglewood.org	Lauren Amimoto
7/29/2010 9:03 langford.book@ladwp.com	Langford Book
8/24/2011 15:36 laral@usgvmwd.org	Lara L. Larramendi
12/8/2009 11:15 larry.richards@legrand.us	Larry Richards
3/25/2012 16:12 laustin@geosyntec.com	Lisa Austin
7/6/2009 13:18 Ibenedetti@paramountcity.com	Linda Benedetti-Leal
7/19/2012 9:46 lcyrus@ci.san-dimas.ca.us	Latoya Cyrus
9/9/2009 9:15 Idods@counsel.lacounty.gov	Lauren E. Dods
11/9/2010 17:11 leo.raab@wecklabs.com	Leo Raab
11/7/2011 16:42 leverett@clwa.org	Lauren Everett
7/31/2009 16:20 Ifeldman@localgovlaw.com	Lauren Feldman
11/6/2011 11:56 lilykaye@hotmail.com	Lily Kaye
6/28/2010 13:58 liz@smbaykeeper.org	Liz Crosson
7/6/2009 13:23 ljackson@torrnet.com	LeRoy Jackson
11/11/2009 20:40 llaari@gmail.com	latif laari
7/6/2009 13:20 lleblanc@cityofrosemead.org	Lou LeBlanc
4/19/2010 9:55 llough@bbinfrastructureinc.com	Lynn Lough
11/28/2010 20:36 Imckenney@sawpa.org	Larry McKenney
8/14/2012 11:35 Inaslund@dpw.lacounty.gov	Lisa Naslund
11/22/2010 12:05 lopezj@chevron.com	Joseph E. Lopez
4/21/2011 12:47 loriwolfe@wolfe-engineering.com	Lori Wolfe
7/6/2009 13:36 lpyeatt@comptoncity.org	Leslie Alan Pyeatt
8/15/2011 13:11 Ireyes@lakewoodcity.org	Leon de los Reyes
8/22/2011 10:40 Iskutecki@brwncald.com	Lisa Skutecki
4/5/2010 13:00 ltsoi@lacsd.org	Linda Tsoi
3/5/2012 14:15 luke.milick@lacity.org	Luke Milick
9/16/2009 9:53 mackw@lwa.com	Malcolm Walker
7/6/2009 13:39 malexander@lcf.ca.gov	Mark R. Alexander
11/1/2011 15:24 mali@waterboards.ca.gov	Mazhar Ali
2/14/2012 16:27 marcbeyeler@mac.com	marc Beyeler
8/25/2011 13:44 marisayrodriguez@gmail.com	Marisa Rodriguez
7/6/2009 13:11 mark-christoffels@longbeach.gov	Mark Christoffels
9/14/2010 10:01 markbaker@physislabs.com	Mark D. Baker
2/15/2011 13:45 martin.pastucha@smgov.net	Martin Pastucha
LI 13/ LOTT 13:13 martin pastacha@singovinet	Widi till I datacild

11/9/2010 15:47	martinagarnier@gmail.com	Martin Garnier
5/23/2012 7:38	matt.helon@sierrachemsales.com	Matt Helon
2/8/2011 14:00	matzrubber@sbcglobal.net	Phillip Jensen
8/7/2010 22:02	maya@cbecal.org	Maya Golden-Krasner
12/27/2011 16:30	mayorlutz@gmail.com	Mary Ann Lutz
12/11/2009 11:51	mbiedebach@sespeconsulting.com	mike biedebach
11/2/2011 10:36	mcarpenter@newhall.com	Matt Carpenter
7/6/2009 13:00	mdadian@cityofartesia.us	Maria Dadian
7/6/2009 13:45	mduran@ci.gardena.ca.us	Mike Duran
1/4/2011 13:31	meeker.lara@gmail.com	Lara Meeker
11/16/2011 7:52	meg_mcwade@ci.pomona.ca.us	Meg McWade
2/21/2012 11:12	melissa.pamer@dailynews.com	Melissa Pamer
9/20/2011 11:34	melissa.pena@ralphs.com	Melissa Pena
11/2/2010 19:35	memo1ah@gmail.com	
11/5/2009 6:46	metalkittiekat@aol.com	Nicole Bullum
11/7/2011 14:56	mfrancis@ddsffirm.com	Michael A. Francis
11/23/2011 11:41	. mgarcia@tvmwd.com	Mario Garcia
2/16/2012 14:41	mgrey@biasc.org	Mark Grey
7/1/2010 14:57	michael.blum@gmail.com	Michael Blum
6/27/2012 9:47	michele_turton@baxter.com	
3/16/2012 0:41	. miguel@urbansemillas.com	Miguel Luna
7/6/2009 13:36	mike.shay@redondo.org	Mike Shay
7/3/2012 21:39	mike@watershedhealth.org	Mike Antos
7/6/2009 13:05	mike_ogrady@ci.cerritos.ca.us	Mike O'Grady
6/2/2011 17:09	mitch@whitsoncm.com	Mitch Whitson
5/25/2012 21:27	' mitchm@lwa.com	Mitch Mysliwiec
4/12/2011 13:43	mkadah@edmsvc.com	Michel Kadah
4/28/2011 10:03	mkearney@waterboards.ca.gov	Michelle Kearney
7/6/2009 13:04	mkeith@cityofbradbury.org	Michelle Keith
3/9/2010 9:38	B mkinsler@wheelerandgray.com	Mary Kinsler
11/10/2011 10:26	mkirrene@verizon.net	Michael Kirrene
11/16/2011 8:44	mkolbenschlag@aei-casc.com	Michael Kolbenschlag
7/6/2009 13:08	B mlansdell@ci.gardena.ca.us	Mitchell G. Lansdell
4/13/2012 15:01	. mlcoffee@nossaman.com	Mary Lynn K. Coffee
9/26/2012 11:15	mmcmeechan@environcorp.com	Melissa McMeechan
7/6/2009 13:47	mmilhiser@cityoflamirada.org	Mike Milhiser
11/16/2011 8:00	) mmostahkami@sogate.org	Mohammad Mostahkami
9/11/2012 15:52	? mmotto@geosyntec.com	Megan Otto
7/6/2009 13:58	3 mmunoz@cityoflamirada.org	Marlin Munoz
	mogrady@cerritos.us	Mike OGrady
7/6/2009 13:47	moillataguerre@ci.glendale.ca.us	Maurice Oillataguerre
	morton.price@lacity.org	Morton Price
3/6/2012 11:30	) mpassanisi@breeneng.com	Mercedes Passanisi
	mpestrel@dpw.lacounty.gov	Mark Pestrella
	msgrajeda@picowaterdistrict.net	Mark Grajeda
	l msolorzano@mclam.com	Marcela Solorzano
7/31/2012 10:31	Lmthorme@downeybrand.com	Melissa Thorme

7/15/2010 12:27	mvalenzuela@crglabs.com	Marycarol Valenzuela
	mvazquez@golder.com	Misty Vazquez
A TOP HOLD IN COLUMN TO SERVICE AND ADDRESS OF THE PARTY	myanai@counsel.lacounty.gov	Mark Yanai
	myoung@awattorneys.com	Marie W. Young
	myriam.cardenas@smgov.net	Myriam Cardenas
	naomistone@mugenkioku.com	Naomi Stone
	nascarjws@yahoo.com	John Schwartz
	nasser.sh@lcf.ca.gov	Nasser Shoushtarian
	navedissian@quakercityplating.com	NICK AVEDISSIAN
	ndupont@rwglaw.com	Norman Dupont
	neal.shapiro@smgov.net	Neal Shapiro
	neilandeb@aol.com	Neil Dipprey
	nfelix@sarecycling.com	Nancy Felix
	ngarrison@nrdc.org	Noah Garrison
	nisheeth.kakarala@lacity.org	Nisheeth Kakarala
	njohnson@waterboards.ca.gov	Nicole Johnson
	nmartorano@waterboards.ca.gov	Nicholas Martorano
	ocramer@santa-clarita.com	Oliver Cramer
	ogalang@brwncald.com	Oliver D. Galang PE
	ogalang@dpw.lacounty.gov	Oliver Galang
그 없는 그 그림 바라면 하다 이 사람들이 하는데	olivia@malibutimes.com	Olivia Damavandi
	paul.ahn@sce.com	Paul ahn
	paul.singarella@lw.com	Paul Singarella
	pauling.sun@tetratech.com	Pauling Sun
		Raymond Wells PhD
	pcmsusa@hotmail.com pelkins@carson.ca.us	Patricia Elkins
		Peter Halpin
	pete_halpin@caltestlabs.com	
9/16/2011 9:48		Phuong Ly Peter Glick
	pmglick@gmail.com	
	quangtran59@gmail.com	Quang Tran
	r.appy@cox.net	Ralph Appy
	rabbott5@toromail.csudh.edu	Rodney Abbott
	rasancho@dpw.lacounty.gov	Randall Sancho
	razzip1@aol.com	Paul V. Ferrazzi
	rbeste@torranceca.gov	Rob Beste
	rbow@ci.monrovia.ca.us	Ron Bow
	rchristmann@waterboards.ca.gov	Rebecca Christmann
	rdickey@sogate.org	Robert T. Dickey
	rdrayse@treepeople.org	Rebecca Drayse
	reddy.pakala@ventura.org	Reddy Pakala
	rehsiteworks@aol.com	Ray E. Hensley
	rfajardo@elsegundo.org	Ron Fajardo
	rfreeman@lawa.org	Robert Freeman
	rfwpetro@verizon.net	Darry White
	rhaley@lynwood.ca.us	Roger Haley
	rhs@malibufamilywines.com	Ronald H. Semler
2/16/2011 11:54	ricardo.moreno@sce.com	Ricardo E. Moreno

2/12/2010 15:00 ricardo.moreno@ventura.org	Ricardo Moreno
11/25/2011 12:08 richard@coloramanursery.com	Richard Wilson
11/16/2011 8:54 rick.valte@smgov.net	Rick Valte
7/6/2009 13:48 rkenny@soelmonte.org	Ron Kenny
11/9/2011 16:38 rmontevideo@rutan.com	Richard Montevideo
10/27/2011 12:53 rnewman@santa-clarita.com	Robert Newman
5/10/2010 17:08 robert.ruscitto@arcadis-us.com	Robert Ruscitto
8/2/2010 9:32 robert.skands@pardeehomes.com	Robert Skands
11/28/2011 15:36 robert@ssseeds.com	Robert Sjoquist
7/6/2009 13:41 robertz@ci.commerce.ca.us	Robert Zarrilli
2/10/2011 16:44 rolly@kal-plastics.com	Rolly A. Panganiban
11/16/2011 7:16 rond@rpv.com	Ron Dragoo, P.E.
11/9/2010 15:42 rorton@lvmwd.com	Randal D. Orton Ph.D. D.Env.
2/1/2011 8:56 rpurdy@waterboards.ca.gov	Renee Purdy
7/6/2009 13:20 rruiz@sfcity.org	Ron Ruiz
7/6/2009 13:53 rsalas@lapuente.org	Rene Salas
10/28/2009 14:20 rsoto@ci.vernon.ca.us	Rafael Soto
7/6/2009 13:49 rtahir@tecsenv.com	Ray Tahir
3/4/2011 13:50 rtremblay@lacsd.org	Raymond L Tremblay
7/6/2009 13:53 rvasquez@scsengineers.com	Ralph Vasquez
4/14/2010 11:46 rveiga@waterboards.ca.gov	Rebecca Veiga Nascimento
3/23/2011 11:22 rwang@dpw.lacounty.gov	Ruby Wang
4/8/2011 13:18 rwatson@rwaplanning.com	Richard A. Watson
8/6/2009 16:44 rwellington@willdan.com	Ray Wellington
7/6/2009 13:23 rwishner@ci.walnut.ca.us	Rob Wishner
2/15/2011 10:36 s.guldimann@gmail.com	Suzanne Guldimann
7/6/2009 13:49 sam.gutierrez@westcovina.org	Sam Gutierrez
7/6/2009 13:20 samw@ci.rolling-hills-estates.ca.us	Samuel R. Wise
6/15/2012 13:49 sandym@lwa.com	Sandy Mathews
7/6/2009 13:52 sarinamoraleschoate@santafesprings.org	Sarina Morales-Choate
8/3/2009 6:17 sbarankiewicz@ohslegal.com	Stan M. Barankiewicz II
8/3/2009 10:47 scheng@sgch.org	Angela Cheng
12/13/2011 11:08 sean.j.dunn@damco.com	Sean Dunn
5/3/2010 17:44 selimeren@gmail.com	SELIM EREN
11/9/2010 15:56 seth.carr@lacity.org	seth carr
6/7/2012 10:43 sfleischli@nrdc.org	Steve Fleischli
7/6/2009 13:43 sfurukawa@ci.south-pasadena.ca.us	Shin Furukawa
7/6/2009 13:25 sgrund@lacsd.org	Shannon Grund
7/6/2009 13:11 shahram.Kharaghani@lacity.org	Shahram Kharaghani
2/21/2012 8:50 shawn.hagerty@bbklaw.com	Shawn Hagerty
11/16/2011 8:40 shenley@covinaca.gov	Steve Henley
11/4/2009 13:46 shikhac@lwa.com	Shikha Chetal
8/16/2012 16:37 simran@northeasttrees.org	Simran Sikand
7/6/2009 11:32 skelley@waterboards.ca.gov	Sandra Kelley
9/14/2012 14:28 smandegari@greenesol.com	shirin mandegari
2/23/2011 10:55 smartin@remet.com	Scott Martin
11/30/2009 14:50 smurow@moote.com	Steven Murow

11/16/2011 8:01 smyrter@cityofsignalhill.org	Steve Myrter
2/2/2011 14:43 snania@forester.net	
9/10/2009 15:31 snissman@bos.lacounty.gov	Susan Nissman
7/6/2009 13:46 sochoa@ci.monrovia.ca.us	Scott Ochoa
5/11/2012 14:33 soligeorge@chevron.com	Soli George
6/6/2012 16:51 sperlstein@weho.org	Sharon Perlstein
1/21/2010 11:52 sphillip@dtsc.ca.gov	Stan Phillippe
11/15/2011 15:20 srigg@ci.vernon.ca.us	Scott Rigg
5/31/2011 16:28 ssanchez@bialav.org	Sandy Sanchez
1/30/2012 13:55 ssantilena@healthebay.org	Susie Santilena
2/9/2012 12:40 sschuyler@biasc.org	steven schuyler
12/20/2011 12:32 stanleys@uppercrustent.com	Stanley Shimabuku
11/16/2011 8:59 steve.huang@redondo.org	Steve Huang
1/14/2010 14:32 stormwatercentral@gmail.com	Anna Hensley
6/19/2012 17:02 sturney@weho.org	Susannah Turney
5/31/2011 16:33 suhles@delanegroup.com	Scott Uhles
5/27/2012 12:38 suzi_youssef@ymail.com	Suzi Youssef
11/16/2011 8:46 swalker@cityofpasadena.net	Stephen Walker
5/27/2010 11:33 symeon.finch@orco.com	Symeon Finch
7/6/2009 13:08 szurn@ci.glendale.ca.us	Stephen M. Zurn
11/10/2011 9:40 tajenkins@sgvwater.com	Thomas A. Jenkins
6/8/2012 15:29 tattnlaw@gmail.com	JOHNTOMMY ROSAS
7/6/2009 13:04 tcoroalles@cityofcalabasas.com	Anthony Coroalles
7/31/2009 15:57 tford@smbaykeeper.org	Tom Ford
2/23/2012 8:33 tiffanyshedrick@santafesprings.org	Tiffany Shedrick
12/13/2011 10:32 tliddell@kirklandwa.gov	Tommy Liddell
5/31/2011 16:30 tom.mitchell@pardeehomes.com	Tom Mitchell
12/15/2009 10:51 tony.barboza@latimes.com	Tony Barboza
3/23/2010 11:19 tony.pepe@csun.edu	Tony Pepe
9/16/2010 10:20 tony@csstudios.com	Tony Ignacio
2/20/2012 13:01 tracy@egoscuelaw.com	Tracy Egoscue
7/26/2010 10:25 tracyegoscue@paulhastings.com	Tracy Egoscue
7/6/2009 13:10 trobinson@cityoflamirada.org	Tom E. Robinson
7/6/2009 11:29 trodgers@waterboards.ca.gov	Theresa Rodgers
11/14/2011 8:33 tsmith@bonterraconsulting.com	<b>Thomas Smith</b>
7/6/2009 12:59 ttait@ci.arcadia.ca.us	Tom Tait
7/6/2009 13:22 tybarra@soelmonte.org	Tony Ybarra
4/3/2011 19:01 uhdenr@metro.net	Roger Uhden
6/17/2011 20:16 uyeda@pbworld.com	Pamela Uyeda
7/6/2009 13:42 vcastro@ci.covina.ca.us	Vivian Castro
4/11/2011 13:02 vcastro@covinaca.gov	Vivian Castro
1/24/2011 11:30 vhevener@ci.arcadia.ca.us	Vanessa Hevener
11/7/2011 11:10 victor.kennedy@cshs.org	Victor Kennedy
11/16/2011 8:39 vpeterson@malibucity.org	Vic Peterson
10/28/2010 12:38 vsalazar@ldcla.com	Victor Salazar PE
7/6/2009 13:03 vsinghal@baldwinpark.com	Vijay Singhal
2/18/2011 11:31 wade@grahamstudio.net	Wade Graham

2/21/2012 4:06 wbotha@brownandwinters.com
6/29/2011 9:59 wcaffrey@vandermostconsulting.com
12/29/2011 11:17 welchrc@pbworld.com
11/14/2011 16:14 wgross@lacsd.org
8/6/2012 10:00 wjohnson@dpw.lacounty.gov
7/6/2009 13:52 wrlindinc@aol.com
8/17/2011 11:33 wynesta@earthlink.net
11/16/2011 8:58 ykwan@lcf.ca.gov
7/6/2009 13:35 ys@cityofrh.net
12/6/2010 17:34 ysim@dpw.lacounty.gov
9/17/2010 8:45 zora.baharians@lacity.org

Wentzelee Botha wade caffrey Robert Welch bill gross William Johnson Wes Lind Wynesta Dale Ying Kwan Yolanta Schwartz Youn Sim Zora NOTE: SUBSTANTIVE COMMENTS REGARDING THE TENTATIVE ORDER HAVE BEEN REDACTED PURSUANT TO SECOND ORDER ON OBJECTIONS AND REQUESTS CONCERNING HEARING PROCEDURES AND PROCESS, DATED OCTOBER 3. 2012

# TECS Environmental Compliance Services 106 South Mentor Avenue – 125 • Pasadena, CA 91106 • Tel: 626.396.9424 • Fax: 626.396.1916

September 27, 2012

Maria Mehranian, Chair Los Angeles Regional Water Quality Control Board 320 West 4<sup>th</sup> Street, Suite 200 Los Angeles, California 90013

Subject: Tentative Order Public Hearing

#### Dear Ms. Mehranian:

On behalf of my clients I would like to sincerely thank you for postponing the public hearing for the tentative order from September 6-7 to October 5-6. Regretably, circumstances compel us to ask of you another favor:

- 1. Postpone this hearing as an adjudicative proceeding until Regional Board staff provides a written response to comments (submitted to it by the July 23<sup>rd</sup> deadline) and until a "revised" draft order is issued, based on staff's written response to comments. The October 5-6 hearings could be used, instead, to function as information workshops. This would allow staff to provide verbal responses to comments and the opportunity for staff, board members, stakeholders to ask questions and receive answers.
- Or, in the alternative, postpone the October 5-6 hearings until staff provides written response to comments and has issued a "revised" tentative order that takes into consideration those comments.

We believe there is justification for revising or postponing the October 5-6 public hearing.

To begin with, your memorandum dated September 26, 2012 in re: order proceedings for the public hearing, does not meet the 10 day public notice requirement under the Administrative Procedures Act. The notice contains information that clearly asserts that the public hearing on October 4<sup>th</sup> and 5<sup>th</sup> will be adjudicative in nature. This is new information. Although the agenda for the October 4-5 hearings was issued on Friday, September 21<sup>st</sup>, nothing contained in it suggested that the October 4-5 hearings were to be adjudicative proceedings. In deed, the reference to agenda item #9, "Public Hearing," not only mentions nothing about the October 4-5 hearings being "adjudicative" but also suggests that an adjudicative hearing would be held at an "adoption hearing" in November of this year -- by which time a "revised" tentative order would be made available (after October 5<sup>th</sup>). The question is how can an adjudicative proceeding take place on October 4<sup>th</sup> and 5<sup>th</sup> without having a "revised" tentative order to work with? This process is in reverse. Even more troubling is that Regional Board staff has not even

responded to stakeholder comments in <u>writing</u>, despite the fact that it has had over two months to do so.

As you are aware, permittees and other stakeholder had submitted comments on or before July 23<sup>rd</sup> of this year in response to the tentative order released on June 6<sup>th</sup> of 2012. To date, Regional Board staff has not provided a written response. And based on the agenda for the October 4-5, hearings, comments will not be made available until then and without the certainty that they will be in writing.

Historically, the Los Angeles Regional Board has provided <u>written</u> responses to comments on draft tentative orders prior to taking any action. Take, for example, the Ventura County MS4 permit adopted by the Los Angeles Regional Board on July 8, 2010. Regional Board staff provided a written response to stakeholder comments on June 7, 2010 (see attached), approximately 30 days before the adoption hearing for the final order that was adopted on July 8, 2010. In our case, it appears that a response to comments to the initial draft order will not be provided until the October 5 hearing day and that the <u>response to comments will only be verbal</u>. This is highly irregular and in fact makes the adoption process opaque rather than transparent, not to mention tremendously unfair.



If permittees have to petition the State Board, it is obvious that a written response to comments will be needed to support the petition. Permittees will not be able to rely on transcripts translating verbal responses to comments into writing because they probably will not be made available until after the 30 day period for filing the petition.

It is also important to note that the June 6<sup>th</sup> Public Notice announcing the September 6-7 hearing states that comments and responses to comments and other subsequent relevant documents will be available online as they are generated. This statement created the expectation among stakeholders and other interested parties that a "written" response to comments would be made available prior to the adjudicative hearing.

It is understood that the tentative order is extremely controversial and problematic for all parties, including staff. We also understand that the order is overdue for reissuance by six years. Still, that is no excuse to circumvent an administrative process that is intended, above all, to be transparent and fair.

Thanks again for postponing last month's public hearing and your excellent leadership as Chair. Should you have any questions, please call me.

Sincerely,

Ray Tahir

**TECS** Environmental

cc: Charles Stringer, Member, LARWQCB

Maria Camacho, Member LARWQCB

Madelyn Glickfeld, Member LARWQCB

Irma Munoz, Member LARWQCB

Francine B. Diamond, Member LARWQCB

Lawrence Yee, Member LARWQCB Charles Hoppins, Chair, SWCRB

State Senator Kevin de Leon, Kevin de Leon, 22<sup>nd</sup> District

State Senator Ed Hernandez, 24th District

State Senator Bob Huff, 29<sup>th</sup> District

State Senator Alex Padilla, 20th District

State Senator Rod Wright, 25<sup>th</sup> District

	Date Received	Name	Agency		
1	6/7/2010	Schroeder, Holly; Grey, Mark; and Henderson, Andrew	BIA, BILD and CICWQ		
2	6/7/2010	McGovern, Lucie	City of Camarillo		
3*	6/7/2010	Forester, Larry	City of Signal Hill (on behalf of Coalition for Practical Regulation)		
4	6/7/2010	Allen, Vaikko P. II	Contech Construction Products, Inc.		
5	6/7/2010	Doose, Ginn	n/a		
6	6/7/2010	Jensen, Don	Jensen Design and Survey, Inc.		
7	6/7/2010	Jordan, Teresa (2)	n/a		
8	6/7/2010	Praw, Albert	Landstone Communties, LLC		
9	6/7/2010	Lall, Yugal K.	City of Moorpark		
10	6/7/2010	mursandy@sbcglobal.net	n/a		
11	6/7/2010	Beckman, David; Gold, Mark	Natural Resources Defense Council and Heal the Bay		
12	6/7/2010	Shreiner, Nancy Kirstyn	Nordman Cormany Hair & Compton LLP		
13	6/7/2010	Lindholm, Nancy	Oxnard Chamber of Commerce		
14	6/7/2010	Glad, Amy	Pardee Homes		
15	6/7/2010	Norman, David J.	City of Port Hueneme		
16*	6/7/2010	Perry, Steve	n/a		
		Lumley, Robert	BLT Enterprises		
		Tash, Debra	CAPR Ventura County		
		Kinney, Steven L.	The Economic Development Corporation of Oxnard		
		Franklin, John	Franklin Real Estate Development, LLC		
		Mittelstadt, Jacqueline	Hackerbraly, LLP		
		Bruce, Lori	Lennar		

		Mitchell, Jim	n/a
		Breiner, Matthew J.	Oro Vista Corp.
		Lappin, Steven A.	Pacific Cove Development, Inc.
		Bianchi, Rick	Pulte Homes/Centex/Del Webb
		Vander Velde, John	Shea Homes LP
		Horn, Ronald R.	Sikand
17	17 6/4/2010 Smith, David		US EPA Region IX
18	18 6/7/2010 Pratt, Jeff		Ventura County Public Works Agency
19	19 6/7/2010 Camacho, Norma		Ventura County Watershed Protection District
20	6/4/2010	Hubner, Gerhardt J	Ventura Countywide Stormwater Quality Management Program

<sup>\*</sup> Same letter submitted by all parties

No.	Author	Date	Comment	Response
1.1	BIA, BILD and CICWQ		Our comments below are aimed at the Land Use Development section of the tentative permit (Section E), and most especially at the 5 <sup>th</sup> Draft Permit's rejection of the generally recognized rule that bio-filtration should be used in design as a strategy to maintain pre-development hydrology as much as reasonably feasible. Specifically, the comments below relate to seven discrete topics.	See detailed response to each of the seven topics, below.
1.2			The most fundamental policy aim of so-called Low Impact Development (LID) concerning new development is to maintain or closely replicate – to the extent feasible – the predevelopment hydrology, within the overall goals of development projects. The most basic and fundamental principle of the concept of LID is to develop real property in ways that minimize – as much as reasonably possibly given the context at hand and practical considerations – the differences between a site's predevelopment hydrology (i.e., the hydrological situation prior to development) and its post-development hydrology (i.e., the hydrological situation after development is completed). In other words, the most important aim of LID is to maintain the natural flow of diffuse and discrete surface water as much as reasonably possible when developing land.	While one of the goals of LID is often cited as preserving or mimicking natural hydrology, at its most fundamental level, "it is a source control option that minimizes stormwater pollution by recognizing that the greatest efficiencies are gained by minimizing stormwater generation" (LID Center 2007). Furthermore, US EPA states that, "[i]n areas where development has already occurred, LID can be used as a retrofit practice to reduce runoff volumes, pollutant loadings, and the overall impacts of existing development on the affected receiving waters" (US EPA 2007).  Numerous studies have shown that development results in an increase in storm water runoff from a project

No.	Author	Date	Comment	Response
				site with a resulting increase in runoff discharging across property lines. The intent of the on-site retention requirement incorporated in the Order is to mitigate a significant portion of the increased flow resulting from new development and redevelopment and reduce pollutant discharge from a site as well as mitigate hydromodification impacts downstream. The Order specifies the retention of a set volume. Once that volume has been retained, the remaining runoff may be discharged offsite.
1.3			The natural flow doctrine, which allows and seeks to maintain the natural flows of diffuse and discrete surface water, is also consistent with the federal Clean Water Act's overarching and lofty objective to "restore and maintain" the natural integrity of waters. Therefore, we would expect the 5 <sup>th</sup> Draft Permit's LID requirements to cleave closely to the natural flow doctrine, and to advance the central LID goal of maintaining or closely replicating predevelopment hydrology.	The common law requirements referenced by the commenter relate to the doctrines of nuisance and trespass with respect to adjoining or downgradient properties. They have no application to restrict the Administrator or the state when implementing modern environmental law based upon federal and statutory mandates. Additionally, the Clean Water Act's central goal to restore and maintain the natural integrity of waters

No.	Author	Date	Comment	Response
				includes the physical, chemical and biological integrity of waters. The minimization of effective impervious area and the on-site retention requirements are both important tools for restoring and maintaining the chemical and biological integrity of surface waters as well as their physical integrity.
1.4			Rather than encouraging the maintenance or close replication of natural flows from projects, the 5th Draft Permit's LID provisions require the unnatural and unprecedented arresting of storm water flows from properties.  Rather than adhere to the principal LID aim of maintaining predevelopment hydrology through thoughtful development strategies, the 5th Draft Permit would mandate the unprecedented and unsound practice of purposefully arresting – on each and every site developed – storm water that otherwise would naturally leave the site in its predevelopment state. Specifically, subparts 4.E.III.1 (a)-(d) and 4.E.III.2 (a)-(c) have as their central aim not the maintenance or close replication of predevelopment hydrology, but instead the uncritical prevention of the discharge of storm water across property lines regardless of predevelopment hydrology – at great and undue expense.	Depending on the level of development and the site planning methods used, development can result in a significant increase in surface runoff to greater than 50 percent of the overall precipitation (Department of Environmental Resources, Prince George's County 1999). The LID requirements in the Tentative Order are written to reduce the increased runoff resulting from development by requiring minimization of EIA tied to on-site retention of a certain volume of runoff (based on one of three criteria specified in section 4.E.III.1(c)), and thus pollutants. It does not require that all storm water flows are retained on site. This is consistent with the key principle of LID, which

No.	Author	Date	Comment	Response
				is to minimize stormwater pollution by recognizing that the greatest efficiencies are gained by minimizing stormwater generation (LID Center 2007). Further, EPA promotes the use of LID in areas where development has already occurred because of its value in reducing runoff volumes, pollutant loadings, and the overall impacts of existing development on the affected
1.5			The main provision of the 5th Draft Permit which departs from the central aim of LID is stated in subpart 4.E.III.1(c). There, the draft permit language states that to comply with the permit – any meaningful amount of development can occur on any parcel only if the parcel is developed and engineered such that the parcel will "infiltrate, store for reuse, or evapotranspire without any runoff[,] at least the volume of water that results from" a very substantial storm (based on one of three optional tests: 85% of a 24-hour storm, 80% of annual storm water, or a ¾" storm). (Emphasis added.) Importantly, the proposed, arbitrary, absolute on-site retention mandates would be imposed even at sites where the predevelopment hydrology would naturally allow storm water to flow across property lines – perhaps flowing to receiving waters, habitat areas or other areas that depend on those natural flows.	receiving waters (US EPA 2007).  See response to comments 1.2 and 1.4.
1.6			The result of these requirements would be that countless	The Order allows many options

No.	Author	Date	Comment	Response
			property owners, in order to develop their parcels, would	other than rain barrels and cisterns to
			need to undertake measures to accomplish – if possible –	comply with the on-site retention
			what would be, in many contexts, be unnatural and	requirements. See Finding 27 of
			expensive. For example, where enough marginally-useful	Tentative Order.
			rain barrels could not be utilized to capture rainwater for	
			on-site use, expensive cisterns would need to be buried	
			under or within homes and businesses. The potential	
			benefits of such expensive measures are particularly	
			dubious in the semi-arid environment of Ventura County,	
			where rain events are relatively infrequent and/or may	
			occasionally come back to-back such that the volume	
			capture requirements would be insufficient to yield	
			meaningful benefit in comparison to costs.	
1.7			Instead of mandating deviations from predevelopment	The Low-Impact Development
			hydrology (as the 5th Draft Permit's LID provisions	Hydrologic Analysis Manual
			would do), bio-filtration, used in combination with	prepared by Prince George's County
			strategies aimed at detaining – but not permanently	(1999) states that depending on the
			retaining – storm water, should be allowed as the	level of development and the site
			preferred alternative in many situations. Specifically,	planning methods used, the
			the permit requirements should not establish a	alteration of physical conditions can
			compliance metric of "Effective Impervious Area"	result in a significant increase of
			(EIA) viewed on a lot-by-lot or individual project scale.	surface runoff to over 50 percent of
			Instead, the permits LID requirement should require	the overall precipitation.
			designs and strategies aimed more directly at managing	
			storm water based on volume and water quality	An increasing body of scientific
			outcomes.	research, conducted in many
				geographic areas and using many
			Briefly, the main and fundamental change that is needed in	techniques, supports the theory that
			the draft permit requirements is this: The final permit	impervious cover is a reliable

No.	Author	Date	Comment	Response
			language should reject any mandate to <i>retain</i> storm water on site "without any runoff" (subpart 4.E.III.1(c)), and instead allow property owners to <i>detain</i> storm water and then discharge it across property lines (in a manner more consistent with natural flows) using bio-filtration, bioswales, and other appropriate vegetated management practices that have been proven successfully to treat storm water before its discharge from the site. More specifically, the 5th Draft Permit is unreasonable for a number of reasons. First, subpart 4.E.III.1(a) introduces a new and unprecedented limitation on "effective impervious area" (EIA), allowing no more than 5% of any parcel to be developed with "effective impervious" surfaces as defined and qualified in the succeeding subsections.	indicator of stream degradation. Furthermore, impervious cover is a practical measure of the impact of development on watersheds because:  • it is quantifiable;  • it is integrative, meaning that it can estimate or predict cumulative water resource impacts;  • it is conceptual, meaning that it can be easily understood by water resource scientists, municipal planners, landscape architects, developers, policy makers and citizens. For these reasons, impervious cover is emerging as a scientifically sound, easily communicated, and practical way to measure the impacts of development on water quality.  The EIA metric not only addresses the erosive effects of storm water but the water quality impacts resulting from development by preventing pollutant loads generated from the majority of a site from leaving the site through surface runoff. The National Research Council in its publication "Urban"

No.	Author	Date	Comment	Response
				Stormwater Management in the
				United States" states that, "[f]low
				and related parameters like
				impervious cover should be
				considered for use as proxies for
				stormwater pollutant loading,"
				stating that "[t]hese have great
				potential as a federal stormwater
				management tool because they
				provide specific and measurable
				targets, while at the same time they
				focus regulators on water
				degradation resulting from the increased volume as well as
				increased pollutant loadings in
				stormwater runoff" (emphasis added).
				added).
				In the Tentative Order, the EIA
				metric is translated into a volume
				based requirement (see section
				4.E.III.1(c)). This volume based
				requirement is based extensive
				information that the majority of
				pollutants flow off a site during the
				"first flush" of a storm. Therefore,
				by requiring that the initial storm
				volume be retained on site,
				pollutants will not be mobilized off

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				site by runoff and, thus, the water quality of downstream receiving
				waters will be improved.
				Infiltration and capture techniques that prevent pollutants from being
				discharged from a site are preferred
				to attempting to remove pollutants
				from storm water runoff
1.8			We strongly oppose the uncritical use of EIA on a parcel-	(treatment/filtration), where feasible.  See response to comments 1.2 and
			by-parcel basis as a performance metric associated with the	1.7.
			implementation of low impact development best practices.	
			As we have pointed out previously, numerous problems exist with using EIA as a performance metric.	
			exist with using DP t as a performance metre.	
			First and foremost, the use of EIA at a small-scale (lot-by-	
			lot or individual project) level –especially when it is translated into a mandate to arrest natural storm water flows	
			- removes the focus from where it should be: squarely on	
			designing to approximate predevelopment hydrology	
			and, just as importantly, managing the quantities (i.e.,	
			volumes) and quality of storm water.	
			Importantly, the evidence shows that detention and bio-	
			filtration (as opposed to uncritical storm water <i>retention</i> )	
			will yield superior water quality impacts over a range of storm events and frequencies, largely owing to the practical	
			inability to retain on site relatively large and/or back-to-	

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			back storms.	
1.9			Second, the term "EIA" lacks a common, understandable and implementable definition – particularly concerning the "effective" element of "effective impervious area." In other words, the concept of "effective" impervious surfaces necessarily implies the ability to render otherwise impervious improvements "ineffective" (and therefore permissible) through the use a volume based translator relevant to LID BMP sizing. Therefore, the term is too vague and ambiguous to be used as a logical regulatory standard apart from a <i>storm water volume detention</i> requirement, design storm exceptions, etc.	EIA or Effective Impervious Area is clearly defined in Part 6 of the Order as "that portion of the surface area that is hydrologically connected via sheet flow over a hardened conveyance or impervious surface without any intervening medium to mitigate flow volume." EIA is defined in the same way in the National Research Council document "Urban Storm Water Management in the United States" as the impervious surfaces with direct hydraulic connection to the downstream drainage (or stream) system.  In summary, EIA is a well understood term in the stormwater management/LID fields.
				Furthermore, in the Tentative Order it is tied to a clear volume retention requirement based on one of three criteria in order to facilitate its implementation.
1.10			CICWQ, in particular, has instructed repeatedly that a	See response to comment 1.9. The
			limitation on EIA as a performance standard for sizing LID BMPs engenders widespread confusion and is	use of the EIA metric in conjunction with a volume standard helps ensure

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			understanding in the development and building industry	that LID is implemented to the
			with respect to its definition, what this standard would	maximum extent possible on a site
			require, and especially the justification for it. Proposing	and that pollutants are abated
			EIA as a performance standard has also created confusion	throughout the majority of a project.
			among stormwater professionals generally, including those	A standard based solely on properly
			serving the principal permittee and co-permittees and those	sizing retention measures to meet a
			within Regional Board staff as well. For example, the	design storm volume does not
			Ventura Watershed Protection District worked for nearly a	ensure that pollutants will be
			year on a Technical Guidance Manual (TGM) attempting to	mitigated from the majority of a site,
			define and clarify the use of EIA; but debate and	while this volume standard may be
			uncertainty remains. Both the San Diego and Santa Ana	appropriate for the purpose of
			regional water quality control boards ultimately rejected the	abating hydromodification impacts,
			use of EIA in favor of a single volume-management	it is not sufficient for ensuring
			approach.	abatement of water quality impacts.
1.11			Moreover, it is clear that EIA does not have an agreed	EIA is defined in Part 6 of the Order
			upon, logical definition or justification; and its proposed	and is used in conjunction with a
			applicability on a parcel-by-parcel basis (i.e., irrespective of	volume standard. The definition of
			any scale) raises serious concerns about unintended	EIA in the Tentative Order is
			consequences (such as limiting infill and redevelopment,	consistent with definitions used by
			promoting low-density sprawl, and steering development	others across the nation (for
			unwisely toward relatively naturally pervious areas). In	example, NRC 2008; Center for
			addition, any EIA mandate based on permanent retention	Watershed Protection 2003). EIA is
			for infiltration would have limited utility and/or possibly	recognized nationally as a valuable
			even be dangerous in many site contexts – such as hillsides,	metric of the impact of development
			bluffs and palisades, soils with restrictive layers such as	on water quality. An increasing body
			hard pans, or high water tables.	of scientific research, conducted in
				many geographic areas and using
				many techniques, supports the
				theory that impervious cover is a

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				reliable indicator of stream
				degradation. Furthermore,
				impervious cover is a practical
				measure of the impact of
				development on water quality
				(BASMAA 1999). The National
				Research Council in its publication
				"Urban Stormwater Management in
				the United States" (2008) states that,
				"[f]low and related parameters like
				<i>impervious cover</i> should be
				considered for use as proxies for
				stormwater pollutant loading,"
				stating that "[t]hese have great
				potential as a federal stormwater
				management tool because they
				provide specific and measurable
				targets, while at the same time they
				focus regulators on water
				degradation resulting from the
				increased volume as well as
				increased pollutant loadings in
				stormwater runoff" (emphasis
				added).
				Additionally, the Tentative Order
				includes alternative compliance
				measures in cases of technical
				infeasibility, including smart growth

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				and infill or redevelopment locations
				where the density and/or nature of
				the project would create significant
				difficulty for compliance with the
				on-site volume retention
				requirement; locations with potential
				geotechnical hazards; locations
				where seasonal high groundwater is
				close to the surface; among others.
				Where technical infeasibility is
				demonstrated, EIA may be increased
				above 5% with off-site mitigation.
				Additionally, Board staff has
				developed alternative language that
				would eliminate the 30% EIA cap by
				allowing a demonstration of
				technical infeasibility for a site not
				only between 5-30% EIA, but also
				above 30% EIA with additional off-
				site mitigation.
1.12			Worse, the notion that EIA considerations should be made	There is ample evidence regarding
			applicable to each and every parcel of land (regardless of	the efficacy of EIA as a metric, as
			any scale) springs from uncritical academic speculation.	described in response to comments
			EIA has been studied only at a larger scale and generally	1.10 and 1.11. The implementation
			under uncontrolled conditions (i.e., where there	of the 5% EIA provision on each
			is no consideration of the existence or non-existence of	project within a watershed helps
			engineered solutions or hydrology-based LID applications).	ensure that the 5% EIA threshold is
			Accordingly, the conclusions that can be drawn from the	met within a given subwatershed
			existing science have meaning only on a watershed scale	area. Compliance with the 5% EIA

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			where its definition first appeared. Only one academic, Dr. Richard Horner, has uncritically applied the findings of other EIA studies to conclude that each and every parcel must be bound by the same EIA standard. His conclusion about the need to apply EIA on a parcel-by-parcel basis is refuted by numerous studies and commentators. For example, the 5th Draft Permit at Finding No. 19 on page 7, cites (again purportedly in support of the 5th Draft Permit requirements) the U.S. Environmental Protection Agency document entitled Reducing Stormwater Costs through Low Impact Development (LID) Strategies and Practices, USEPA Doc No. EPA 841-F-07-006, December 2007. That EPA report states at pp. 1-2 the following (with emphasis	threshold on a site by site basis and on a watershed level are not mutually exclusive. This notwithstanding, the Tentative Order already allows Permittees the option of developing alternative post-construction stormwater mitigation programs on a <i>regional basis</i> (Redevelopment Project Area Master Plans, or RPAMPs) in consideration of exceptional site constraints that would inhibit site-by-site implementation of permit
			added):  Water quality protection [LID] strategies are often implemented at three scales: the region or large watershed area, the community or neighborhood, or [development] site or block.  Different storm water approaches are used at different scales to afford the greatest degree of protection to waterbodies because the influences of pollution are often found at all three scales [LID] [s]trategies related to the broad growth and development issues are often implemented at the regional or watershed scale. Once communities have determined where to grow and where to preserve, various storm water management techniques are applied at the neighborhood or community level.  These measures, such as road width requirements, often	requirements. See section 4.IV.3.

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			transcend specific development sites and can be applied throughout a neighborhood. Finally, site specific stormwater strategies, such as rain gardens and infiltration areas, are incorporated within a particular development	
			Many smart growth approaches can decrease the overall amount of impervious cover associated with a development's footprint. These approaches include directing development to already degraded land; using narrower roads; designing smaller parking lots; integrating retail, commercial and residential uses; and designing more compact residential lots.	
1.13			Applying an EIA standard on the scale of each and every residential lot – as Dr. Horner champions – is contrary to and conflicts with this evidence. First, it would prevent a more scalable look at development and mitigation opportunities by requiring that, in effect, all mitigation must occur on each parcel – even on each residential lot. This, in turn, creates an impediment to "designing more compact residential lots" as the above-quoted EPA report advocates. Respectfully, the Board should reject the imposition of EIA generally and especially when applied on a parcel-by-parcel, lot-by-lot basis. We are attaching hereto as Attachments 1 and 2 the detailed refutation of Dr. Horner's Low Impact Development Case Study for Ventura County and a rebuttal to a paper submitted by Dr. Horner titled Assessment of Evaporation Potential with Los Impact	See response to comment 1.12.

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			Development, each prepared by Geosyntec Consultants,	
			Inc.	
1.14			Instead of embracing the EIA concept at the lot-by-lot	The Tentative Order does link the
			scale, there seems to be a relatively broad willingness on	EIA limitation to a design storm
			the part of Ventura stakeholders (perhaps even including	volume, meaning that impervious
			the nongovernmental organizations, or NGOs) to consider a	surfaces are considered rendered
			volume detention approach as the single performance	"ineffective" if the stormwater
			standard to be used, without the complication and confusion	runoff from those surfaces is fully
			created by appending EIA to it. Specifically, the NGOs	retained on-site for the design storm
			have acknowledged that EIA lacks meaning unless a design	volume specified in Part 4.E.III.1(c).
			storm volume is specified and there are clear criteria of	See also response to comment 1.10.
			what would be considered non-effective impervious area in	
			light of such volumetric considerations. This is an	
			important acknowledgement because it correctly confirms	
			that EIA as a stand-alone concept falls short as a	
			performance standard.	
1.15			The U.S. EPA, as well, seemingly would be pleased to	Staff disagrees. The US EPA has
			defer to the Board if it were reject the 5th Draft Permit's	indicated that it supports the EIA
			EIA requirements and adopt instead a volume detention	metric as used in the current Order
			approach. In correspondence between BIA/SC and EPA	and continues to be supportive of the
			prior to the Board's May 2009 adoption hearing, EPA	New Development/Redevelopment
			stated that it was willing to accept alternative engineering	Performance Criteria as a whole in
			approaches other than EIA, such as a volume detention	the Tentative Order as reflected in
			approach (which is contained in adopted MS4 permits in	its June 4, 2010 comment letter on
			southern California and the Bay Area and found in	the Tentative Order. US EPA states,
			guidance documents in several states). Specifically,	"EPA supports adoption of the
			BIA/SC wrote to EPA to question their representatives'	permit as proposed in the Tentative
			seeming support for using EIA as a performance	Order. In particular, we support the
			standard in designing and implementing LID BMPs at one	permit's New Development

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			or more scales. Although EPA supports the use of "clear,	Performance Criteria (Section
			measurable, and enforceable requirements" for LID	4.E.III.), portions of which are being
			performance, such as limitations on EIA, EPA's letter to	reconsidered. We have been
			BIA/SC dated July 31, 2008 (see Attachment 3 hereto)	advocating for clear, measurable,
			explained that "use of the 5% EIA requirement is not the	and enforceable Low Impact
			only acceptable, quantitative approach for incorporating	Development (LID) requirements,
			LID into renewed MS4 permits in southern California." The	such as those included in the
			EPA further stated that "we are open to other quantitative	Tentative Order, in MS4 permits
			means for measuring how LID tools reduce storm water	throughout California."
			discharges."	
1.16			In addition, EPA commented on the Santa Ana Regional	See response to comment 1.15.
			Board's north Orange County MS4 permit (March 24,	
			2009) and stated that "EPA has not determined that EIA is	
			not necessarily the only or always the best method to	
			implement LID" and that they are supportive of	
			a volume capture approach. Of course, because we presume	
			that the EPA would want to conform its policies to the	
			intent of Congress as reflected in 42 U.S.C. § 17094	
			(discussed above), we also presume that the EPA would	
			prefer volume capture "strategies to maintain	
			the predevelopment hydrology of the property with regard	
			to the temperature, rate, volume, and duration of flow."	
			Thus, a volume detention and release approach utilizing	
			bio-filtration would best fulfill the goal of LID.	
1.17			Continuing with our specific concerns about the 5th Draft	Comment noted.
			Permit's LID requirements, subpart 4.E.III.1 (b), (c) and (d)	
			describe how impervious surfaces on new and	
			redevelopment may be rendered ineffective through the	
			retention of storm water discharges regardless of	

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			predevelopment hydrology. Specifically, as we noted briefly above, the 5th Draft Permit would recognize EIA as rendered ineffective impervious area if the property owner can demonstrate that the parcel will retain enough storm water "without any runoff" for infiltration, harvest and use, or evaporative measures.	
1.18			We take issue with this regulatory scheme for several reasons that deserve greater explanation. First, as noted above at length, it constitutes an intentional, improper departure from the mandated goal of trying to replicate, to the extent feasible, pre-development hydrology. Second, the LID requirement is again applied on a parcel-by-parcel, lot-by-lot basis, rather than on a scalable basis (development or block, neighborhood or community) as recommended by EPA in the 2007 report quoted above.	See response to comments 1.2 and 1.12. Additionally, there is support for implementing LID requirements on a site-by-site basis. The Low-Impact Development Hydrologic Analysis Manual prepared by Prince George's County (1999) states, "Low-impact development technology employs microscale and distributed management techniques, called integrated management practices (IMPs) to achieve desired post-development hydrologic conditions. LID IMPs are used to satisfy the storage volume requirements. They are the preferred method because they can maintain the redevelopment runoff volume and can be integrated into the site design. The design goal is to locate IMPs at the source or lot, ideally on level ground within individual lots of the development."

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1.19	Author	Date	Third, and most importantly in terms of understanding the alternative that we urge the Board to embrace, is that the retention requirement is contrary to EPA's definition of LID because it disfavors development strategies designed to appropriately "filter" runoff, such as bioretention cells or other vegetated LID BMPs. There are five principal EPA documents regarding LID; and four of them approvingly point to biotreatment-type development strategies, such as detention (i.e., slow down, treat through vegetation, and then release across property lines), filtration, and surface release of stormwater. In a compilation of case studies by EPA, most of 17 exemplary projects included	Many other sources also support implementation of LID at the site level (for example US EPA 2007; BASMAA 1999).  The US EPA encourages retention and harvesting of storm water runoff. The US EPA commissioned the NRC report (2008), "Urban Stormwater Management in the United States" that concluded, stormwater control measures that focus on retention such as better site design, downspout disconnection, conservation of natural areas, among others can dramatically reduce the volume of runoff and pollutant load from a new development and that such SCMs should be considered first. NRC further states that "SCMs that harvest, infiltrate, and evapotranspirate stormwater
			biotreatment elements, such as bioretention, swales, wetlands. <i>See</i> U.S. EPA 841-F-07-006. Each of two case studies described in another EPA document ( <i>see</i> Attachment 4 hereto, at pp. 1-2, EPA 841-B-00-005) included the use of underdrains, and the example in one of	are critical to reducing the volume and pollutant loading of small storms." In the manual, <i>Green Infrastructure in Arid and Semi-Arid Climates</i> , US EPA states, "Green infrastructure refers to a set of practices that mimic natural
			the two specifically fed into the MS4 system at issue.  Another EPA document updated in January 2009 refers to the many practices used to adhere to LID principles of promoting a watershed's hydrologic and ecological	processes to <i>retain and use</i> stormwater. By promoting <i>infiltration, evapotranspiration, and</i> <i>harvesting</i> throughout the
			functions, such as bioretention facilities and rain gardens to adhere to LID principles. <i>See</i> Attachment 5 hereto, at p. 2, EPA- 560-F-07-231 (describing "an under-drain system to release treated stormwater off site," permitting planted	landscape, green infrastructure preserves and restores the natural water balance" (emphasis added). See also response to comment 1.2.

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			areas to "safely allow filtration and evapotranspiration of	
			stormwater"); http://www.epa.gov/owow/nps/lid/ (fact	
			sheet describing under-drains used to release treated	
			stormwater off site and permitting planted areas to safely	
			allow filtration of stormwater).	
1.20			Similarly, the volume detention approach that we	The on-site retention requirement
			recommend as an alternative to the 5 <sup>th</sup> Draft Permit's EIA,	with allowances for alternative
			on-site retention approach is consistent with State Water	compliance where there is
			Resources Control Board's guidance, which generally	demonstrated technical infeasibility
			defines LID practices as including filtration, detention,	is consistent with other recently
			bioretention, and other practices, each of which produce	adopted MS4 permits in southern
			runoff. See,	California, including permits issued
			http://www.waterboards.ca.gov/water_issues/programs/low	by the San Diego Region for the
			_impact_development/	County of Orange (Order No. R9-
			(describing design techniques that "filter" and "detain"	2009-0002) and Santa Ana Region
			runoff as consistent with the goal of LID, and also	for the County of Orange (Order No.
			describing LID practices to include bioretention facilities,	R8-2009-0030). The MS4 permit for
			rain gardens, grass swales and channels, vegetated rooftops,	Riverside County issued by the
			vegetated filter strips, and permeable pavements). The	Santa Ana Regional Board also
			State Board, as well, recognized mimicking pre-	requires on-site retention unless
			development hydrology as a goal (See, A review	there is demonstrated infeasibility.
			of Low Impact Development Policies: Removing	Only then can bio-filtration be used.
			Institutional Barriers to Adoption, pp.13) whereas, in	See also response to comments 1.2
			contrast, the 5th Draft Permit intentionally departs from that	and 1.10.
			goal by mandating the heroic retention of storm water	
1.01			regardless of the predevelopment hydrology.	
1.21			Finally, there are the massive costs of compliance with such	The Tentative Order does not
			a requirement. A lot-by-lot, parcel-by-parcel large volume	require large volumes of water to be
			retention requirement remains impractical and unwise in	retained regardless of feasibility.

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No.	Author	Date	Comment  most circumstances, and is not a goal that can be achieved for most projects within any reasonable costs, despite heroic efforts. Although the NGO stakeholders have pointed to other programs, guidelines and permits and argued that the 5th Draft Permit is proven achievable and therefore practicable. However, a careful review of the examples to which the NGO stakeholders point reveals that the indications are misleading. Specifically, a careful review and analysis of documents referenced by NRDC in a 2009 comment letter regarding the Orange County MS4 permit was prepared by Geosyntec Consultants Attachment 6). The Geosyntec review shows that, in all of the examples cited by NRDC, none of the LID BMP sizing provisions appear in an adopted permit covering a watershed to size and scale of Ventura County, so the utility, practicability, and results of such guidelines or permit conditions remains to be seen. In addition, in contrast to the 5th Draft Permit, none of the examples cited generally mandate zero discharge "without any runoff" or require large volumes of water to be collected in infiltration, harvest and use or evapotranspiration regardless of feasibility.	Alternative compliance measures, which do not require on-site retention, and allow biofiltration and other types of treatment controls, are provided in the Order where there is demonstrated technical infeasibility. See section 4.III.2(b). Additionally, Permittees have the option to develop alternative post-construction storm water mitigation programs on a regional basis (Redevelopment Project Area Master Plans, or RPAMPs) to support redevelopment projects in consideration of exceptional site constraints that would inhibit site-by-site implementation of permit requirements. See section 4.IV.3.  Staff has also developed for the board's consideration revised language that would eliminate the 30% EIA cap by allowing a demonstration of technical infeasibility not only between 5-30% EIA, but also above 30% EIA with additional off-site mitigation measures.
1.22			There are many locations where it would be unhelpful (at	The Order includes technical

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			best) or even very dangerous (worse) to apply an imperviousness standard for purposes of facilitating storm water retention and infiltration. For example, bluff tops (such as those at Pacific Palisades in Los Angeles County or La Conchita Ranch farther west in Ventura County) would be rendered dangerously unstable by any mandate of imperviousness and infiltration coupled with development. Even moderately sloping hillsides would similarly be negatively affected, as would areas where the natural water table is relatively high (for example, Moorpark in Ventura County). Nor would the EIA requirement do any good where development occurs on top of hard pan soils or bedrock, where infiltration could not occur. In many such areas, storm water would flow very <i>naturally</i> off of the parcel.	infeasibility criteria, including locations with potential geotechnical hazards, seasonal high groundwater close to the surface, and other site or implementation constraints. See section 4.III.2(b). See also response to comment 1.21.
1.23			We recognize that it may be difficult for some to visualize the consequences of the 5 <sup>th</sup> Draft Permit's onsite retention requirement. Therefore, we have attached hereto the declaration of Dr. Mark Grey (See Attachment 7), which reflects some quantification of the EIA requirement as presented in the 5th Draft Permit. Note also that these calculations were validated by staff at the Ventura County Watershed Protection District.  • A moderately-sized single family home would need the equivalent of 27 50- gallon drums to store the water as mandated by the permit.  • An extremely low-density 10-acre commercial	The examples referenced only apply if the project were to use capture and harvest as the sole means to comply with the on-site retention standards. There are a number of acceptable means to comply with the on-site retention requirements as described in Finding 27.

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			property would need the equivalent of a 6 lane swimming pool (25 yards in length, 3.5 feet deep).	
			The Ventura County Fire Station currently under construction in Simi Valley needs space for a typical backyard swimming pool.	
1.24			As we have noted before, a 5% EIA requirement would have additional negative ramifications. For example, the requirement would encourage and incentivize sprawl, steering development to areas that have the most fields susceptible to digging and flexibility concerning perimeter features – in other words, development would be pushed toward open spaces that have little utility otherwise. Such policy implications are particularly problematic in Ventura County, which has a strict SOAR initiative (urban growth limitations), such that maximum flexibility to accommodate dense development should be maintained.	The Order allows alternative compliance measures for individual sites under conditions where the density or nature of a smart growth or infill or redevelopment project would create significant difficulty for compliance with the on-site retention requirement. Additionally, the Order also allows a Permittee or a coalition of Permittees to apply to the Regional Water Board for approval of a Redevelopment Project Area Master Plan (RPAMP) for redevelopment projects within the Redevelopment Project Areas, in consideration of exceptional site constraints that inhibit site-by-site or project-by-project implementation of post-construction requirements. This provision applies to City Center areas, Historic District areas, Brownfield areas, Infill

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				Development areas, and Urban Transit Villages.
1.25			Because the proposed EIA requirement would apply notwithstanding the many circumstances where it would be inappropriate (suboptimal at best, harmful at worse), the requirement is proposed in disregard of Calif. Water Code section 13241(b), which requires consideration of the "[e]nvironmental characteristics of the hydrographic unit under consideration." Attention to this consideration would indicate that – of course – a 5% EIA requirement should not be generally or universally imposed.	See response to comments 1.21, 1.22, and 1.24. Further, consideration of the Water Code section 13241 factors are only required when permit conditions go beyond the requirements of federal law. (See <i>City of Burbank v. State Water Resources Control Board</i> , 35 Cal.4 <sup>th</sup> 613 (2005)). Conditions to require permittees to control the pollution in storm water to the maximum extent practicable (MEP) are required by federal law. Therefore, permit conditions that are within that requirement are not beyond federal law. There is no evidence that the 5% EIA requirement and related provisions are beyond MEP. In fact, the copermittees themselves, in advocating for the 5% EIA requirement at the May 7, 2009 hearing, indicated that the requirements are practicable. While members of the building industry may be key stakeholders in this permit, their entitlement to develop ultimately derives from the

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				co-permittees, and the building interests are necessarily subject to the land-use conditions, requirements, and policy determinations of the local governmental bodies. While we understand that some members of the building industry may not agree or like those policies, the Cities are entitled to propose the means they believe is best for themselves to control storm water pollution—and the Los Angeles Water Board is entitled to give deference to the Cities and County when adopting their MS4 permit.
1.26			Subparts 4.E.III.2 (a) and (b) of the 5th Draft Permit describe how a project that cannot meet the onsite volume capture standard may qualify for alternative compliance for <i>technical</i> infeasibility with additional planning and land development requirements. Importantly, the omission of any consideration of <i>economic</i> feasibility is obviously problematic. Obviously, it does not matter that a particular LID approach is <i>technically</i> feasible if it costs vastly too much to afford or no one would ever buy the resulting improvements made at great expense.	Comment noted.
1.27			We recommend that the Board look to the permits recently adopted by the Santa Ana and San Diego Regional Boards	Comment noted.

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			in 2009. Those permits include language that clearly	
			requires examination of both technical and economic	
			factors that must be balanced when selecting suitable LID	
			BMP combinations.	
1.28			Subpart 4.E.III.2 (c) of the 5th Draft Permit introduces the	The 30% EIA limitation is not
			specific requirements for alternative compliance for those	arbitrary. This threshold has water
			projects that can demonstrate true technical infeasibility	quality relevance as discussed in
			(i.e., regardless of design, cost, or consumer appetite). The	several documents. BASMAA
			subpart would establish a limit of no more than 30% EIA	(1999) in its design guidance manual
			without exception. We must first note that the pathway for	"Start at the Source" states, "At
			supposedly accommodating "infeasibility" still mandates	impervious land coverage over 30%,
			that runoff from 70% of the site must be infiltrated	impacts on streams and wetlands
			or harvested for reuse on-site. A site with technical	become more severe, and
			limitations or where infiltration is undesirable (e.g., a	degradation is almost unavoidable
			brownfield) is likely to be infeasible at 30% EIA as much	without special measures. Similarly,
			as it is as 5% EIA.	the Center for Watershed Protection
			Furthermore, the 30% EIA limitation is arbitrary, has no	(2003) in its comprehensive
			foundation from a scientific or technical standpoint, and has	monograph "Impacts of Impervious
			no source to support its selection as a standard of	Cover on Aquatic Ecosystems"
			compliance. We oppose this standard as a performance	concludes that it is almost inevitable
			metric particularly because it would operate to rule out or	that a stream will not attain a high
			render economically infeasible many development projects	quality score when watershed
			that would otherwise integrate multiple societal benefits	impervious cover exceeds 25%.
			(for example, high density urban housing near transit nodes	This notwithstanding, Board staff
			or mixed use development on former brownfields). These	has developed revised language that
			types of development projects already face daunting	would allow sites with demonstrated
			technical hurdles without placing special restrictions on <i>on-</i>	technical infeasibility to exceed 30%
			site stormwater management features.	EIA with a requirement for
				increased offsite mitigation in

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				recognition of the likelihood of
				severe water quality impacts at this
1.20			Leader and AE III 2 (d) after 5th Dorft Demail	level of imperviousness.
1.29			Lastly, subpart 4.E.III.2 (d) of the 5th Draft Permit	See response to comments 1.7 and
			introduces the concept of determining watershed	1.10. Additional detail on defining
			equivalency alternative compliance, but it does so by again	watershed equivalency will be provided in the Technical Guidance
			using the 5% EIA metric as a performance metric. Here	<del>*</del>
			again, the regulatory focus on EIA as a performance metric is inappropriate, when the focus should be on managing	Manual that must be submitted by the Permittees for approval by the
			quantities and quality of storm water. In addition, because	Executive Officer within 120 days
			ascertaining watershed equivalency is complex and	of adoption of the Tentative Order.
			dependent upon countless considerations and context, it is	of adoption of the Tentative Order.
			inappropriate to try to define such equivalency in the MS4	
			permit itself. The subpart as written is confusing and will be	
			extremely difficult to apply in any meaningful way.	
1.30			To truly demonstrate approximate equivalency, multiple	See response to comment 1.29.
1.50			metrics would need to be considered and proven, possibly	see response to comment 1.25.
			including attention to long term hydrologic records and	
			water quality monitoring data over long temporal scales;	
			but this would be extremely difficult and incredibly	
			expensive. Given the difficulties inherent in approximating	
			watershed equivalency, and attempt to streamline the	
			ascertainment should be addressed as part of the Technical	
			Guidance Process and Manual update and development and	
			interpretation by local authorities.	
1.31			To recap, we believe that a <i>volumetric detention</i>	See response to comments 1.2, 1.10
			engineering approach, coupled with appropriate automatic	and 1.24.
			waivers based on objective site-specific circumstances, is	
			far better than any EIA approach (especially the on-site	

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			retention requirement regardless of context or natural	
			hydrology) and more in accord with the federal and state	
			statutes and policy goals. Ideally, the volumetric detention	
			engineering approach would be based on calculations that	
			seek to approximate, as closely as practicable, the pre-	
			construction run-off patterns (a so-called "delta volume" or	
			"delta-v" approach). However, as an administrative and	
			engineering expedient, we would subscribe to (and have	
			supported in discussions with the San Diego and Santa Ana	
			regional boards) the detention and treatment of the entire	
			volume of a reasonably moderate design storm.	
1.32			The sudden "about-face" findings set forth in 5th Draft	While biofiltration is one LID
			Permit (which purport to justify the proposed LID	technique, it is not the most
			requirements) are unsupported by substantial evidence	preferred option. LID at its most
			and are instead undercut by the evidence in the record	fundamental level, "is a source
			(which broadly supports bio-filtration options instead).	control option that minimizes
			The Board should take particular note of the radical	stormwater pollution by recognizing
			changes that took place within the "Findings" between the	that the greatest efficiencies are
			penultimate 4th Draft Permit (revision dated April 30,	gained by minimizing stormwater
			2009) and the 5 <sup>th</sup> Draft Permit. Specifically, the April 30,	generation" (LID Center 2007).
			2009 revision to the 4th Draft Permit set forth a finding	Furthermore, the National Research
			that was specifically critical of the EIA concept that is now	Council in its publication "Urban
			reflected in the 5th Draft Permit. Specifically, Finding No.	Stormwater Management in the
			19 of that draft read as follows:	United States" states that stormwater
				control measures (SCMs) such as
			Staff finds there is a growing acceptance by stormwater	better site design, downspout
			professionals to integrate LID principles into stormwater	disconnection, conservation of
			management programs and MS4 permits. However, there	natural areas, among others can
			remains significant controversy regarding the appropriate	dramatically reduce the volume of

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No.	Author	Date	requirements and metrics for LID. At the heart of this controversy is a dispute regarding the feasibility and effectiveness of requiring a fixed volume of stormwater to be captured and retained onsite for infiltration, reuse, and evapotranspiration, as opposed to permitting a portion of the stormwater to be released off site after it is treated, when it is infeasible to retain the required stormwater on site due to site specific conditions.  Staff has reviewed extensive technical literature regarding this issue (e.g. R. Horner, Investigation of the Feasibility and Benefits of Low-Impact Site Design Practices ("LID") for Ventura County (February 2007); E.Strecker, A.Poresky, D. Christsen, Memorandum: Rainwater Harvesting and Reuse Scenarios and Cost Consideration, (April, 2009). Staff finds that there is consensus in the technical community that site conditions and the type of development can limit the feasibility of retaining, infiltrating, and reusing stormwater at sites due to a variety of site specific conditions. Factors that affect the feasibility of a fixed volume capture standard include, but are not limited to: soils infiltration capacity, subsurface pollution, and locations in urban core centers.	runoff and pollutant load from a new development and that such SCMs should be considered first. NRC goes on to state that "SCMs that harvest, infiltrate, and evapotranspirate stormwater are critical to reducing the volume and pollutant loading of small storms."  Staff agrees that site conditions and the type of development can limit the feasibility of on-site retention. In light of this conclusion, the Tentative Order allows for a demonstration of technical infeasibility and alternative compliance measures in those situations, which addresses the comments raised in the previous finding. Additionally, Board staff has developed revised language that would allow sites with demonstrated technical infeasibility to also exceed 30% EIA, with a requirement for increased offsite mitigation in recognition of the likelihood of
1.00				severe water quality impacts at this level of imperviousness.
1.33			(Continuation of Finding No. 19 of April 30, 2009 draft	The Order specifically defines

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			permit) Regarding the effects of capturing a fixed	"locations with potential
			stormwater volume on site, Staff finds the fixed volume	geotechnical hazards" as one of the
			approach may be ignoring basic hydrological principles	technical infeasibility criteria that
			that relate the feasible infiltration volume to the	when demonstrated allows an
			infiltration capacity of local soils. Requirements to	exemption from the on-site retention
			capture a fixed volume on site could disturb the natural	requirement in conjunction with
			water balance and lead to unintended engineering and	offsite mitigation. See also response
			hydrologic consequences. For example, a typical	to comment 1.32.
			hydrological condition in Ventura County is one of	
			successive storms during the winter which may exceed the	
			stormwater capacity that can be retained on site. This may	
			result in ponded water on site with attendant health and	
			safety risks, saturation of the near surface soils, and	
			reduction of water resources in Regional waterbodies.	
			These effects could damage site structures, increase	
			groundwater pollution by forcing enhanced pollution	
			spreading, or destroy aquatic habitat. Staff finds these	
			reasonably potential effects are not well evaluated	
			scientifically. Finally, staff cannot find that a fixed	
			retention volume versus a standard that attempts to	
			release surface flows at a predevelopment level would	
			result in a greater reduction of stormwater pollution	
1.34			At the May 7, 2009 hearing, however, the Board was	Comment noted.
			presented with an ultimatum:	
			Either (i) accept without change the secret "deal" that was	
			negotiated behind the scenes (and which squarely conflicted	
			with the finding set forth above), or (ii) instead displease	
			some Board members' friends at the non-governmental	
			organizations. In the Board discussion that followed,	

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			several members complained that they were being required	
			to accept "all-or-nothing" provisions that were dictated	
			through such a process. Nonetheless, the Board subscribed	
			to the secret deal	
1.35			In response, BIASC, BILD, and CICWQ lodged a petition	Comment noted.
			with the State Water Resources Control Board challenging	
			the legitimacy of the May 7, 2009 adopted permit. On	
			March 10, 2010, the State Board staff requested that the	
			Board accept a voluntary remand of the challenged permit	
			and cited numerous irregularities in the permit (including,	
			apparently, secret and improper attempts by the Board's	
			staff to alter belatedly the above-quoted finding).	
1.36			In what now appears to be an attempt to rationalize the	Staff disagrees. The new findings in
			Board's May 7, 2009 adoption of the secret deal, new and	the permit are supported by evidence
			different findings were added to the 5th Draft Permit before	in the permit's administrative
			it was released for public comment. These findings now are	record.
			false and do not accurately represent their source material.	
1.37			As noted above Finding Nos. 17 and 19 of the 5th Draft	Staff agrees that OPC and EPA
			Permit discuss source materials from the California Office	recognize biofiltration and
			of Planning and Research and U.S. EPA, respectively,	biotreatment, but they also
			which define, discuss and champion LID. These findings	acknowledge infiltration and capture
			are purported seemingly to support the EIA/on-site	and reuse as appropriate, and often
			retention requirements set forth in subpart 4.E.III.1 of the	preferred, LID strategies. The
			5th Draft Permit. Upon examination, however, the OPR and	quoted statement from the OPC
			EPA materials that are cited recognize biofiltration and	Resolution emphasizes that LID
			biotreatment as necessary and proper LID strategies. See	design controls runoff by
			Ocean Protection Council Resolution adopted May 15,	minimizing impervious area,
			2008, as cited in Finding No. 17 of the 5th Draft Permit	consistent with the Tentative Order's
			("WHEREAS, LID design detains, treats and infiltrates	EIA requirements. Additionally, the

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			runoff by minimizing impervious area") (emphasis added)	NRC report (2008) commissioned by EPA in its effort to evaluate and strengthen the national stormwater program, promotes stormwater control measures that harvest, infiltrate, and evapotranspirate stormwater (i.e. on-site retention measures), and states that these types of measures should be considered first.
1.38			Similarly, Finding Nos. 19, 27, 28, and 29 undercut, rather than support, the permit requirements set forth in subpart 4.E.III.1 of the 5th Draft Permit. These findings refer to a 2007 compilation of LID case studies and cost data, none of which support the 5th Draft Permit's onsite-retention, EIA requirement. The background of the compilation study defines several excellent LID Best Management Practices (BMPs), including "Runoff Conveyance Practices (p.4) and "Filtration Practices" (p. 5) which are disallowed BMPs in the 5th Draft Permit. We respectfully urge the Board to change the requirements to assure that the use of these practices will be permissible.	See response to comment 1.37. Further, if technical infeasibility is demonstrated per the permit provisions then "filtration practices" and other runoff treatment controls would be permissible with off-site mitigation.
1.39			A close examination of the case study compilation reveals three major problems with using the study to justify an onsite retention requirement. First, none of the 17 case studies were conducted in the Southwest, with its unique climatic conditions (flashy, semi-arid climate).  Second, nearly all of the case studies use some form of	US EPA states in the introduction to the case study compilation that, "[c]ost savings are typically seen in reduced infrastructure because the total volume of runoff to be managed is minimized through infiltration and evapotranspiration"

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			biofiltration BMP as part of the project; but biofiltration is	(US EPA 2007). The assumption of
			not a permissible strategy under the 5th Draft Permit.	narrower roads and shorter
			Finally, the study concludes that there are no significant	sidewalks is but one factor that EPA
			cost increases when LID is employed; but this particular	cites as leading to cost savings.
			finding is expressly based on an assumption of reduced	
			infrastructure costs because LID would lead to narrower	Additionally, biofiltration is a
			roads and shorter sidewalks. However, in nearly one year of	permissible strategy under the
			work to implement the LID provisions, no changes to	Tentative Order if technical
			zoning codes or building standards have been proposed in	infeasibility is demonstrated.
			Ventura County. The alleged cost offsets, therefore, cannot	
			be assumed for Ventura County. Moreover, the 5th Draft	
			Permit would impose costs associated with cisterns which	
1.40		+	were never considered in the studies compiled.	
1.40			Finding Nos. 20 and 21 purport that ancillary benefits result	County of Los Angeles v. State
			from LID. The benefits discussed are, however, of the type	Water Resources Control Board
			that are appropriately weighed and evaluated, under	(143 Cal.App.4th 985 (2006)) held that Water Code section 13389
			California Law, through the California Environmental Quality Act. As we discuss below in more depth, we urge	provides a complete exemption from
			the Board to integrate its requirements with CEQA, which	CEQA for issuing MS4 permits.
			is the authoritative legislation on how to mitigate any	CLQA for issuing Wis4 permits.
			environmental impacts of development.	Staff incorporated LID strategies to
			environmental impacts of development.	mitigate water quality and
				hydromodification impacts. The
				findings acknowledge ancillary
				benefits that do not exist with
				traditional treatment strategies.
				However, evaluation of the ancillary
				benefits is not required.
1.41			Finding No. 22 of the 5th Draft Permit is perhaps the most	Staff partially agrees and partially

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			egregious misrepresentation of the content of the cited	disagrees. Retention is a valid
			material. The finding alleges that there is "growing	mechanism endorsed by US EPA,
			acceptance" to LID and – in particular – "associated onsite	other states, and other Southern
			retention criteria." Nothing could be further from the	California Regional Boards. See
			truth. First, each and every California MS4 permit adopted	response to comments 1.19 and 1.20.
			since May 7, 2009 has rejected the use of the Effective	
			Impervious Area standard and has allowed biofiltration as	The commenter points out that in
			an allowable BMP. We urge the Board to review these	other MS4 permits where on-site
			recent permits before it enacts the requirements in the	retention requirements are included
			5th Draft Permit. Furthermore, the finding alleges that the	there is an allowance for
			other requirements cited rely upon an onsite retention	demonstrated infeasibility.
			strategy, which is not the case. Specifically:	Similarly, the Tentative Order
			TI W. W. W. S. MOAD	provides allowances for
			The West Virginia MS4 Permit, after setting a retention	circumstances where there is
			standard as described in the Finding, goes on to establish an	demonstrated infeasibility for sites
			elaborate "Credit" system that allows the volume of water	that attain a maximum EIA of 30%.
			to be reduced by up to 75%. Furthermore, the permit	In these cases, the tentative Ventura
			requirements are not currently in effect, and will not be for	MS4 permit allows biofiltration to treat off-site flows.
			4-1/2 years after permit adoption. This significant	treat off-site flows.
			allowance was provided in recognition of the	Poord stoff has developed a
			significant regulatory requirements that needed to be changed to successfully implement the onsite retention	Board staff has developed a proposed revision for the Board's
			requirement.	consideration that provides
			тецитетені.	flexibility to use off-site mitigation
			USEPA's Technical Guidance on Implementing	when the minimum on-site retention
			Stormwater Runoff Requirements should be acknowledged	exceeds an EIA of 30% upon
			for what it is – Guidance. This is not a binding requirement,	demonstration that retaining a
			and even the Finding acknowledges that it only applies	volume equivalent to a 30% EIA
			where technically feasible.	standard is infeasible. This
			where technically reasione.	building is infeasible. This

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				infeasibility/off-site mitigation
			In describing the requirements in the City of Philadelphia,	option is similar to the LID
			Finding #22 again omits critical details. The requirements	standards adopted in the West
			only apply when technically feasible and a Waiver is	Virginia MS4 permit, which
			available. Most notably, the City of Philadelphia establishes	includes off-site mitigation
			an incentive to reduce impervious area to 5% - such a	requirements at a 1:1.5 to 1:2
			project would receive an expedited review within 5 days, an	mitigation ratio to compensate for
			unprecedented turnaround time in Ventura County.	situations where it is infeasible to
			Regardless, the criterion is used for establishing an	retain the required storm volume on-
			incentive, not a mandate as the Finding purports.	site.
			Finally, the requirements cited from the City of Portland are	
			also incomplete. The requirement refers to the	
			"Performance Approach" used by the city for "unique	
			circumstances" and is silent with regard to the "Simplistic	
			Approach" and "Presumptive Approach" more commonly	
			employed. Within these approaches, the City of Portland	
			establishes a hierarchy of BMPs with infiltration at the top;	
			none-the-less, the hierarchy allows offsite discharge from	
			vegetated facilities. (Stormwater Manual, p 1-10.)	
1.42			Finding Nos. 23 through 25 purport to justify the regulation	There is ample evidence supporting
			of impervious areas, citing supposedly learned academic	the minimization of impervious area
			analysis related to the topic. That analysis and the studies	to prevent water quality degradation.
			on which it is based, however, relate to analyses of the	See response to comments 1.7, 1.10
			effects of impervious areas at the watershed (i.e.,	and 1.11.
			regional) level, not at the level of individual lots or projects.	
			Indeed, Dr. Horner, on whose research the secret deal is	
			based, postulates that there should be absolutely no	
			difference whatsoever between regulating at the watershed	

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			or community level, on the one hand, versus at the level of	
			an individual lot for a mobile home (or a dog house). The	
			Board should reject such simplistic analysis.	
1.43			Finding No. 26 merely references the agreement (i.e., secret	Comment noted.
			deal) that was struck between several Ventura County cities	
			and certain environmental lobbying groups. The	
			agreement, however, was not based on any particular	
			research or scientific justification; it is acknowledged as a	
			political compromise. See Transcript of Adoption Hearing	
			May 7, 2009, at p. 298, testimony of Mike Sedell ("It was	
			interesting to observe that while your staff recommendation	
			was able to garner support for most of their proposals,	
			what the permittees and the NGOs developed is what we	
			perceive to be a true compromise, was universally opposed,	
			except, of course, by the two sides at the table."). The	
			Board should neither be impressed with such a political	
			compromise, nor the attempt by a subset of parties to coerce	
1 11			the Board into abdicating its responsibility.	
1.44			As was a problem with the 4th Draft Permit, the 5th	This general comment about the
			Draft Permit was derived without proper consideration	permit is outside the scope of the
			of the statutory factors set forth in California Water	hearing. As stated in the Notice of
			Code Section 13241.	Public Hearing dated May 5, 2010,
			When enacting water quality requirements, the Board is	"[a]ny written or oral comments, or
			obligated to "balance" using the considerations identified in	evidence, relating to reconsideration
			Water Code section 13241, and made applicable to permit	of the permit are limited only to the
			requirements by Water Code section 13263 (in accordance	portions of the permit identified by
			with City of Burbank v. State Water Resources Control Bd).	underline and strikeout format, and
			This requirement is all the more imperative in the instant	the new evidence identified in the
			circumstance, because there remains – because of recent	Administrative Record Index. Any

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			litigation – a judicial cloud over the regional basin plan due to the Board's persistent refusal to consider the Water Code sections 13241 factors are they relate to storm water. Particularly given the status of the basin plan, it remains most perilous for the Board to again fail to take into account the section 13241 factors.	comments or evidence relating to other portions of the permit that are not shown in underline or strikethrough format will not be accepted into the administrative record in this matter."  Furthermore, the commenters submitted this same comment to the Regional Board, almost verbatim, prior to the May 7, 2009 hearing. A response was provided in response to comment 2.1 in the May 2009
				Response to Comments, which states:  City of Burbank only requires consideration of the 13241 factors when permit conditions go beyond the requirements of federal law. Conditions to require permittees to control the pollution in storm water to the maximum extent practicable is required by federal law. Therefore, permit conditions that are within that requirement are not beyond federal law. Furthermore, provisions directed to the effective prohibition of non-storm water into the MS4

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				permit are absolutely required by
				federal law, even if not practicable.
				Since the permit provisions are not
				more stringent than federal law, City
				of Burbank does not require an
				analysis of the 13241 factors.
				Notwithstanding the absence of a
				legal requirement to consider the
				13241 factors for this permit, several
				commenters have insisted that the
				Regional Board should consider the
				factors. Notably, no evidence has
				been submitted by anyone that any
				one or more of the factors described
				in section 13241 somehow make any
				specific provisions of the permit
				inappropriate.
				Nevertheless, in response to these
				comments, the Regional Board is
				releasing an internal study, entitled
				"Economic Considerations of the
				Proposed (February 25, 2008) State
				of California, Regional Water
				Quality Control Board, Los Angeles
				Region, Order 08-XXX, NPDES
				Permit No. CAS004002, Waste

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				Discharge Requirements for Storm
				Water (Wet Weather) and Non-
				Storm Water (Dry Weather)
				Discharges From the Municipal
				Separate Storm Sewer Systems
				Within the Ventura County
				Watershed Protection District,
				County of Ventura, and the
				Incorporated Cities Therein." The
				author of the report has confirmed
				that the analysis remains accurate
				for the current version of the draft
				permit (released February 24, 2009).
				The study contains a detailed
				analysis of the economic
				considerations related to the MS4
				permit.
				The Regional Board is further
				releasing the following documents,
				which relate to the others of the
				section 13241 factors: "VENTURA
				MS4 Section 13241
				Considerations"

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1.45			The 5th Draft Permit states, however, that consideration of the Calif. Water Code section 13241 factors is <i>not</i> required, suggesting instead that the federal standard for MS4 permitting set forth in 33 U.S.C. section 1324(p)(3)(B)(iii) preempts the need or ability to consider the section 13241 factors. <i>See</i> Findings E.25 at p. 26. This legal conclusion is erroneous. Unless the Board changes course and honors its obligations under the California Water Code,	See response to comment 1.44.
			it will simply be compounding its legal errors.	
1.46			It is true that the relevant federal statute law at issue – 33 U.S.C. section 1324(p)(3)(B)(iii) – directs the Board (here, as the U.S. E.P.A. Administrator's surrogate) to "require controls to reduce the discharge of pollutants to the maximum extent practicable[.]" However, this introductory "maximum extent practicable" directive is what is called "hortatory" (meaning it merely <i>encourages</i> or exhorts action) rather than mandatory (indicating any legally enforceable mandate). <i>See Rodriguez v. West</i> , 189 F.3d 1351, 1355 (Fed. Cir. 1999) (holding that the express	See response to comment 1.44.
			"maximum extent possible" directive of former 38 U.S.C. section 7722(d) was "hortatory rather than to impose enforceable legal obligations"). Because the language is introductory and hortatory, it does not require the Board to impose any and all possible requirements. Instead, the directive is merely a charge to go forth, balance many interests, and require <i>some</i> reasonable controls. Certainly, the federal directive is not a mandate to be immoderate or a	

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			mandate to do something in Ventura County merely because it was tried once somewhere in Florida.	
1.47			Our reading of the relevant federal statute is bolstered by the remainder of 33 U.S.C. section 1324(p)(3)(B)(iii). Immediately following the hortatory "maximum extent practicable" language is this: "including management practices, control techniques and system, design and engineering methods, and such other provisions as the Administrator or the State <i>determines appropriate</i> for the control of such pollutants." (Emphasis added.) Thus, the federal statute merely instructs the Board, as the E.P.A. Administrator's surrogate, to <i>exercise its broad discretion</i> – within bounds of reason, of course.	See response to comment 1.44.  Nevertheless, an important clause in this section is "such other provisions as the State determines appropriate for the control of such pollutants." Given the weight of evidence regarding the impacts of imperviousness on waterbodies, the Regional Board has found that a limitation on EIA used in conjunction with a volume capture requirement is necessary to control pollutants from urban runoff and stormwater.
				In addition, even if a 13241 analysis was required, all MS4 permits require the use of BMPs to achieve a variety of purposes. The 13241 analysis performed by the Los Angeles Water Board included consideration of a variety of BMP costs and considerations. The commenters have made no showing that BMPs that they would use to comply with the negotiated

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				provisions involve an inherently different cost metric to implement than those already analyzed.
1.48			The federal courts have consistently ruled that the section 1324(p)(3)(B)(iii) federal directive is one mandating only the reasonable exercise of broad discretion – nothing more. See Arkansas v. Oklahoma, 503 U.S. 91, 105 (1992) ("Congress has vested in the [EPA or a surrogate state] broad discretion to establish conditions for NPDES permits."); Natural Resources Defense Council, Inc. v. U.S. E.P.A., 96 F.2d 1292, 1308 (9th Cir. 1992) ("NRDC contends that EPA has failed to establish substantive controls for municipal storm water discharges as required by the 1987 amendments. Because Congress gave the administrator discretion to determine what controls are necessary, NRDC's argument fails Congress did not mandate a minimum standards approach or specify minimal performance requirements." (emphasis added)); Defenders of Wildlife v. Browner, 191 F.3d 1159, 1166-67 (9th Cir. 1999) ("Under [the MEP standard set forth in Clear Water Act section 402(p)(3)(B)(iii)], the EPA's choice to include [or exclude] limitations in [NPDES] permits [for MS4s] was within its discretion."); City of	This general comment on the permit is outside the scope of the hearing. As stated in the Notice of Public Hearing dated May 5, 2010, "[a]ny written or oral comments, or evidence, relating to reconsideration of the permit are limited only to the portions of the permit identified by underline and strikeout format, and the new evidence identified in the Administrative Record Index. Any comments or evidence relating to other portions of the permit that are not shown in underline or strikethrough format will not be accepted into the administrative record in this matter."  Nevertheless, see response to comments 1.25, 1.44, and 1.47.

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			Abilene v. U.S. E.P.A, 325 F.3d 657, 661 (5th Cir. 2003)	
			("The plain language of [CWA section 402(p)] clearly	
			confers broad discretion on the EPA [or a surrogate	
			state agency] to impose pollution control requirements	
			when issuing NPDES permits") (emphasis added).	
1.49			Given that the federal directive set forth in section	See response to comments 1.25,
			1324(p)(3)(B)(iii) merely mandates that the Board must	1.44, and 1.47.
			take evidence and exercise its broad discretion concerning	
			permit conditions, there is surely no conflict – of the type	
			giving rise to federal preemption concerns – between 33	
			U.S.C. section 1324(p)(3)(B)(iii), on the one hand, and	
			Calif. Water Code section 13241, on the other hand. The	
			latter (California Water Code section 13241) requires the	
			Board to consider, when exercising its discretion, a certain	
			list of <i>non-exclusive</i> factors (beneficial uses, environmental	
			characteristics, realistic outcomes, economic	
			considerations, the need for housing, and the need to	
			recycle water) – among any other factors. California law	
			further requires the Board to provide a record of the	
			required analysis which is sufficient to demonstrate that it	
			has meaningfully weighed and considered each of the	
			prescribed non-exclusive factors. See Topanga Assn. for a	
			Scenic Community v. County of Los Angeles (1974) 11	
			Cal.3d 506, 515: "[T]he agency which renders the	
			challenged decision must set forth findings to bridge the	
			analytic gap between the raw evidence and ultimate	
			decision or order [The agency must reveal] the	
			relationships between evidence and findings and between	
			findings and ultimate action"	

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			In short, there is nothing about exercising discretion in compliance with Calif. Water Code sections 13241 and 13263 which conflicts with the federal mandate to go forth and exercise broad discretion when regulating MS4 permittees. The Supreme Court of the United States has stated that courts should always attempt to reconcile laws to avoid finding federal preemption. See Merrill Lynch, Pierce, Fenner & Smith v. Ware, 414 U.S. 117, 127 (1973); see also Rice v. Norman Williams Co., 458 U.S. 654, 659 (1982) ("[T]he inquiry is whether there exists an irreconcilable conflict between the federal and state regulatory schemes."). Both state and federal courts generally recognize a presumption against finding federal preemption, even when there is express preemptive language. See, e.g., Washington Mutual Bank, FA v. Superior Court, 75 Cal.App.4th 773 (1999):	
			In interpreting the extent of the express [federal] preemption, courts must be mindful that there is a strong presumption against preemption or displacement of state laws. Moreover, this presumption against preemption applies not only to state substantive requirements, but also to state causes of action.  Id. at 782, citing Cipollone v. Liggett Group, Inc., 505 U.S. 504, 523 (1992) and Medtronic, Inc. v. Lohr, 518 U.S. 470, 485 (1996). In the absence of express federal preemptive	

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			preemption is even stronger:	
			"In the absence of express pre-emptive language, Congress' intent to pre-empt all state law in a particular area may be inferred where the scheme of federal regulation is sufficiently comprehensive to make reasonable the inference that Congress 'left no room' for supplementary state regulation. <i>Hillsborough County v. Automated Medical Labs</i> , 471 U.S. 707, 713 (1985).	
1.50			In addition, the question of whether federal preemption exists is purely a question of law.  See, e.g., Industrial Trucking Association v. Henry, 125 F.3d 1305, 1309 (9th Cir. 1997), citing Inland Empire Chapter of Associated Gen. Contractors v. Dear, 77 F.3d 296, 299 (9th Cir.1996) and Aloha Airlines, Inc. v. Ahue, 12 F.3d 1498, 1500 (9th Cir.1993) ("The construction of a statute is a question of law that we review de novo  Preemption is also a matter of law subject to de novo review."). It does not matter that federal preemption springs from express statutory language or from federal regulations promulgated under a statute. In either event, federal preemption is a question of law. See Bammerlin v. >avistar International Transportation Corp., 30 F.3d 898, 901 (7th Cir. 1994) (meanings of federal regulations are questions of law to be resolved by the court).	See response to comments 1.25, 1.44, and 1.47.
1.51			Given that the existence and extent of federal preemption is properly as a question of law, the burden of demonstrating to a court that preemption exists rests with the party	See response to comments 1.25, 1.44, and 1.47.

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			asserting the preemption (here, the Board) – because federal preemption is an affirmative defense. <i>See Bronco Wine Co. v. Jolly</i> , 33 Cal.4th 943, 956-57 (2004) ("The party who claims that a state statute is preempted by federal law bears the burden of demonstrating preemption."); <i>see also United States v. Skinna</i> , 931 F.2d 530, 533 (9th Cir.1990) (stating that the burden is on the party asserting a federal preemption defense). Therefore, if the Board asserts (as the 4th Draft Permit suggests it will) that federal law preempts the consideration and application of the Porter- Cologne Act's factors, the Board would bear the burden of demonstrating, as a matter of law, that actions required of it under its enabling state law are preempted.	
1.52			Finally, the Board, its staff, and its counsel should know and recognize that any particular MS4 permit requirements are not mandated by federal law in such a way that the Burbank opinion would excuse compliance with California Water Code § 13241. This exact legal issue was addressed recently by the Commission on State Mandates in connection with the San Diego County MS4 permit. There, the water boards' attorneys took the same legal approach that is now reflected in the 5th Draft Permit, and the approach was rejected resoundingly by the commission. In a memorandum dated May 10, 2010 from the Chief Counsel of the State Water Resources Control Board to all regional board executive officers, the author of that letter stated that the water boards "will challenge these decisions in court."	Comment noted. See response to comments 1.25, 1.44, and 1.47.
1.53			We submit to the Board that the Commission on State	Comment noted. See response to

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			Mandates correctly ruled that <i>the discretionary</i>	comments 1.25, 1.44, and 1.47.
			establishment of any particular MS4 permit conditions is	
			not a federal mandate. Armed with a proper understanding	
			of the law (as explained above and further confirmed by the	
			Commission on State Mandates), the Board should act here	
			and now to stop shirking of its most basic State law	
			obligations and stop compounding its legal errors. The	
			Board cannot reasonably maintain that the federal law	
			precludes application of the California Water Code § 13241	
			balancing factors to the weighty policy choices before it. As	
			explained above and in the accompanying Technical	
			Summary, many of the proposed permit conditions in the	
			5th Draft Permit would never survive a fair consideration of	
			the section 13241 factors – especially those related to	
			environmental characteristics, economic considerations,	
			and the need for housing.	
1.54			The permit requirements still need to be better	See response to comment 1.40. As
			integrated into the California Environmental Quality	noted in that response, County of
			Act.	Los Angeles v. State Water
			As we have noted before concerning earlier tentative draft	Resources Control Board (143
			permits, California law has long established CEQA as the	Cal.App.4th 985 (2006)) held that
			procedural mechanism for evaluating – and mitigating – the	Water Code section 13389 provides
			environmental impacts of land development. The CEQA	a complete exemption from CEQA
			process evaluates all environmental impacts and provides a	for issuing MS4 permits.
			consistent process for the mitigation of the impacts that are	
			foreseen, along with opportunity for input from a wide	
			cross-section of agencies and public interests. Moreover,	
			CEQA continues to evolve as science and policy	
			imperatives drive it to do so. For example, several years	

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			ago, green house gas emissions were never a focus of CEQA; now they certainly are.	
1.55			By establishing any fixed, inflexible numeric standards for low impact development – such as the generally-applicable 5% EIA standard or a hard-and-fast on-site retention mandate, the 5th Draft Permit trumps all other considerations (environmental and otherwise) and improperly shifts ultimate land use approval authority to the Board.	See response to comments 1.21, 1.22, 1.24, 1.40, and 1.47.
1.56			CEQA could – and we maintain should – be utilized to integrate low impact development and grading considerations into the project approval process in ways heretofore not applied. This would allow for the appropriate evaluation of water quality impacts in the context of all other environmental impacts. Perhaps more significantly, it would integrate the consideration of low impact development techniques into the land use planning process at the time of project design and development – rather than the all-too-common current occurrence where these techniques are evaluated after substantial approvals are in place and changes are difficult to retro-fit. Using CEQA as the tool to accomplish the integration of low impact development techniques would be achieved if the numeric standards were established as presumptive thresholds of environmental significance, which would significantly increase the level of analysis of water quality impacts – at the time when changes are most likely to be accommodated. We have previously offered more detailed analysis of this approach through our CEQA integration	See response to comment 1.40.

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			proposal that we have lodged before. The CEQA	
			integration approach would achieve the Board's goals of	
			appropriate attentiveness and reasonable consistency	
			between jurisdictions and permits, while maintaining the	
			ability to make local decisions appropriate for the	
			jurisdiction's environmental circumstance.	
1.57			The Board should put in place generous	The New Development/
			"grandfathering" implementation provisions in light of	Redevelopment Performance
			the severe economic recession and the need to respect	Criteria have been in place since
			dormant plans.	May 7, 2009. Implementation of the
			Since the Board adopted the present Ventura MS4 permit	requirements of this section is not
			on May 7, 2009, the regulated community has been	required until 90 days after
			confused and consternated about how to implement its land	Executive Officer approval of the
			use provisions in light of ongoing planning and existing	Technical Guidance Manual (TGM).
			plan. Adding to the confusion and concern were the	The Tentative Order gives
			delayed release of the final version of the permit (which	permittees an additional 120 days to
			took longer than 3 weeks), the amended permit (dated	revise and resubmit the TGM to the
			January 13, 2010 but revealed on January 29, 2010), and a	Executive Officer for approval. (The
			March 2010 remanded permit with a new hearing date set	Draft TGM was submitted on May
			for July 8, 2010. The May 7, 2009 permit also required a	6, 2010 under the requirements of
			Technical Guidance Manual (TGM) be submitted no later	the existing Order.) Therefore,
			than one year after the adoption, and set an effective date	project proponents will have
			for the Land Development Requirements of 90 days after	approximately two years to get plans
			the Executive Officers approved the TGM.	approved under the old
				requirements, since the first
				adoption of the new requirements.
1.58			Over the past year, the Ventura County Watershed	The Tentative Order allows
			Protection District has prepared a draft TGM – but with	Permittees 120 days from adoption
			very little stakeholder participation. Stakeholder	to resubmit the TGM. While

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			participation was truncated, in part, due to the voluntary remand of the permit which was announced in March 2010. This was acknowledged by the VCWPD in its transmittal of the TGM to the Board Executive Officer on May 6, 2010.	Permittees did submit the TGM under the requirements of the May 2009 Order, it is the Board's intent to allow the Permittees additional time (i.e. 120 days at the request of the Permittees) to revise and resubmit the TGM under the new 2010 Order.
1.59			Throughout this comment letter, we have indicated aspects of the 5th Draft Permit that should be changed before adoption. In addition to those, additional time to create implementation guidance must be provided. We are certain that the 120 days requested by the VCWPD would be insufficient for the level of outreach and education that must occur to implement any new low impact development requirements effectively. Furthermore, setting the effective date of the requirements "90 calendar days" after Regional Water Board Executive Officer approval of the TGM is vague and creates unnecessary uncertainty. Ninety days is also an extremely short time period for the significant level of redesign that could be required for projects to meet any new low impact development requirements, even if the final permit were to reflect the changes requested in this letter.	There is adequate time for outreach and education, given that the Permittees have had since May 2009 to solicit input on the TGM, and are provided another 120 days after adoption of the Tentative Order to revise and resubmit the TGM, and then will have at a minimum 3 months after that for additional outreach and education before the requirements of the New Development and Redevelopment section of the permit would become effective. In total, nearly two years will likely transpire since the initial requirement to update the TGM was put in place in May 2009 before the permit provisions of this section will become effective.
1.60			Moreover, significant actions that extend beyond the TGM must be taken by the Co-Permittees to implement the	Comment noted.

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			permit. As noted previously, significant barriers to implementing low impact development requirements remain; and Co-Permittees must amend zoning ordinances, building codes, and General Plans to reflect these changes. For example, to assist in reducing imperviousness in new residential developments, street widths should be narrowed. To facilitate reuse of captured stormwater, building codes should be updated to allow that water for non-potable building uses (e.g., toilet flushing). Conflicts with other policy goals must also be balanced. To our surprise and disappointment, none of these types of changes have been introduced during the past year within or concerning Ventura County, and the TGM does not even identify these types of changes as necessary strategies for successful low impact development.	
1.61			We note that the West Virginia permit that is cited in the findings of the 5th Draft Permit allowed the permittees there six months to develop their implementation manual. It goes on to recognize, however, that setting up long-term controls will "require changes to local codes and ordinances," and therefore "allows four years from the date of SWMP approval to being implementation of this standard." (Fact Sheet p. 14 at http://www.dep.wv.gov/WWE/Programs/stormwater/MS4/permits/Documents/WV%20MS4%2 0GP%202009%20FINAL%20Fact%20Sheet.pdf.)	Comment noted. See response to comment 1.59. Additionally, the Tentative Order provides Permittees the opportunity to apply to the Regional Board for approval of a Redevelopment Project Area Master Plan (RPAMP) for redevelopment projects within a defined regional area in consideration of exceptional site constraints that inhibit site-by-site implementation of post-construction requirements. The approved RPAMP may substitute in part or wholly for post-construction

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				requirements. Permittees with an
				approved RPAMP are allowed up to
				four years from adoption of the
				Tentative Order to implement the
				regional plan.
1.62			We encourage the Board here to provide similar	Comment noted. See response to
			implementation provisos, with a minimum of four years	comment 1.61.
			after the revised Technical Guidance Manual is approved.	
			A generous implementation schedule is necessary	
			particularly because our economy is broken. Now, more	
			than ever, we need to protect not only "shovel-ready" plans	
			but plans otherwise in the works.	
1.63			Since the first tentative draft was released, the BIA/SC and	Comment noted.
			its affiliates have been active participants and contributors	
			to the creation of new and improved MS4 permit. We	
			continue to believe that rational, implementable permit	
			requirements are critical to achieving great progress	
			concerning water quality and our environment. We hope	
			that these comments are received in the manner in which	
			they are intended – to continue the discussion of how we	
			can create a workable permit that improves water quality to	
			the maximum extent practicable. We remain committed to	
			a positive dialog with the Board and its staff – one that will	
			result in an informed, balanced and effective permit.	
2.1	City of Camarillo		The City of Camarillo respectfully submits the following	Comment noted.
			comments regarding the above referenced Tentative Order	
			for your consideration. As stated in our October 12, 2007,	
			May 29, 2008, and April 10, 2009 letters, the City of	
			Camarillo has been a co-permittee under the Ventura	

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			Countywide Municipal Permit since its adoption in 1994. Although our population of fewer than 66,000 classifies us as a Phase II municipality, Camarillo chose to join the countywide effort toward improving water quality in a proactive manner. We feel the collaborative countywide program has been very successful toward meeting that goal.	
2.2			We appreciate the Regional Board's staff efforts over the past year to meet and consider our interpretations with the currently effective permit, Order No. 09-0057. The City of Camarillo supports the comments submitted in the Ventura Countywide Stormwater Management Program letter dated June 4, 2010 signed by Gerhardt Hubner. As stated in the countywide comment letter, we encourage the Regional Board to carefully consider the implications associated with any future modifications to the Permit. As highlighted in the letter, those concerns include the modifications made to the following areas in the Tentative Order:	Comment noted.
2.3			Annual Reporting Program - We appreciate the Regional Board's consideration of an alternative reporting format rather than the Tentative Order's current recommended format in Attachment I.	Comment noted. Per the permit, changes to the reporting format may be approved by the Executive Officer. Because the alternative reporting format was submitted too late (on May 7, 2010) to be considered as a part of the proposed action (which was publicly noticed on May 5, 2010), Board staff will consider the alternative reporting format submitted by the Permittees separately from the Board's agenda item on the Tentative Order itself.

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2.4			Total Maximum Daily Loads (TMDLs) - Camarillo concurs with the Countywide letter recommended edits to this section of the Tentative Order that provides further clarifications that the Waste Load Allocations in the TMDLs will be achieved through Best Management Practices (BMPs) and to provide a mechanism for making adjustments to the BMPs to ensure their adequate performance. We also encourage the Regional Board to adopt the recommended edits to the TMDL section of the Tentative Order to bring it in line with the adopted TMDL Basin Plan Amendments	This comment is outside the scope of the hearing. The incorporation of the TMDL WLAs in the permit was previously noticed for public comment and considered by the Regional Board during the May 2009 hearing. As stated in the Notice of Public Hearing dated May 5, 2010, "[a]ny written or oral comments, or evidence, relating to reconsideration of the permit are limited only to the portions of the permit identified by underline and strikeout format, and the new evidence identified in the Administrative Record Index. Any comments or evidence relating to other portions of the permit that are not shown in underline or strikethrough format will not be accepted into the administrative record in this matter."
2.5			Monitoring Program - Camarillo concurs with the Countywide letter recommendation to delete the duplicative language in Part 4.B.2 regarding the Southern California Regional Bioassessment Study since it also appears in	While the level of detail describing the bioassessment in the Order was not necessary, fundamentally there is not a problem with including it

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gnized as source control.
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			emphasis on true source control. A water quality improvement strategy that focuses on removal of pollutants from stormwater is not as efficient and cost-effective as a strategy that emphasizes preventing the pollutants from getting into the stormwater in the first place. In fact, the adopted by Order No. 09-0057 included a finding that recognizes research indicating that dry atmospheric deposition may account for a significant load of pollutants into surface water. However, the underlined staff addition of findings to support the NRDC/Heal the Bay/city manager group agreement did not support the need for true source control to prevent the pollutants from entering the atmosphere from where they are deposited on watersheds and then washed into the receiving waters. Instead, a net increase of 11 findings to support specific approaches advocated by the environmental organizations simply moved the finding from number B-20 to number B-31. Much of the treatment included in the permit measures being reconsidered would be unnecessary if the Regional Board were to support true source control	
4.1	Contech Construction Products, Inc.		LID should not be limited to retention BMPs.  The tentative order contains a very limited definition of Low Impact Development (LID). In addition to the water retention BMPs listed, BMPs that filter stormwater runoff should also be allowed where runoff retention BMPs are infeasible or undesirable.  Specific change requested:  Allow filtration of the 85 percentile design storm by where on-site retention is infeasible.	Bio-filtration with off-site mitigation is allowed where there is a demonstration that on-site retention is infeasible. See section 4.E.III.1(d) and 4.E.III.2. Staff has developed revised language for Board consideration that revises the minimum on-site retention requirement so that the use of biofiltration is not precluded upon

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				demonstration of technical infeasibility to achieve less than 30% EIA.
4.2			The Effective Impervious Area (EIA) compliance metric violates the LID principle.  Central to the goal of a green infrastructure or low impact development approach is retaining predevelopment or preproject hydrology in the developed condition. The EIA standard blatantly ignores predevelopment hydrology and assumes that eliminating runoff from 85% of storms will replicate pre-project/development conditions. This approach ignores the actual water balance which is heavily weighted toward evapotranspiration in the natural condition. Infiltration is expected to be the dominant fate of stormwater runoff on new projects given the engineering, public health and plumbing code barriers to rainwater harvest systems. The potential to dramatically overinfiltrate compared to natural conditions on a local project level must not be ignored. This water does not go away. It may cause structural issues for existing slopes, buildings and roads, lead to unwanted seeps and springs and has great flushing potential for soluble contaminants. It can also change the flow patterns in downstream waters.  Specific change requested:  Remove the Effective Impervious Area references in Part 4, Section E.3. Replace with a requirement that on-site retention options be exhausted prior to the consideration of flow-through treatment BMPs, unless site runoff is	See response to comments 1.2, 1.7, 1.10, 1.11 and 4.1. Additionally, the Tentative Order already allows Permittees the option of developing alternative post-construction stormwater mitigation programs on a regional basis (Redevelopment Project Area Master Plans, or RPAMPs) in consideration of exceptional site constraints that would inhibit site-by-site implementation of permit requirements. See section 4.IV.3.

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	conveyed directly to a regional retention BMP with capacity to manage the 85th percentile runoff event. Such a regional facility must exist prior to completion of site development.	
4.3	Broad conclusions about LID feasibility don't always apply to specific sites.  The tentative order would essentially prohibit new development where the 5% EIA standard can't be met on site and would prohibit redevelopment where the 30% EIA standard can't be met. Generally, it will be feasible to retain the design storm, provided that native soils are amenable to infiltration and/or significant recycled water demand exists on site. And, in many cases, development following an LID framework will produce some cost savings. However, there are many sites where infiltration is infeasible and without significant recycled water demand. There are likely to be situations where regional harvest or infiltration facilities are more feasible.  Broad conclusions about the general practicality and benefits of LID BMPs don't necessarily hold true when applied to individual sites. When on-site retention is infeasible, a development should be allowed to proceed with the most effective BMPs that are feasible. The EIA standard should not be applied at the individual site level. Flexibility should also be given for utilizing regional approaches that may be more cost effective and where operation and maintenance activities can be managed more	The Tentative Order does not prohibit new development or redevelopment where the 5% EIA standard can't be met on site. Where it is demonstrated that on-site retention is infeasible, treatment of surface runoff may be accomplished using biofiltration or other treatment BMPs with off-site mitigation. Additionally, Board staff has developed alternative language that would eliminate the 30% EIA cap by allowing a demonstration of technical infeasibility not only between 5-30% EIA, but also above 30% EIA with additional off-site mitigation. See also response to comments 1.21, 4.1 and 4.2.  The savings estimations in Finding 29 are largely regional savings.

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			actively.	
			Specific change requested: Remove the Effective Impervious Area references in Part 4,	
			Section E.3. Recognize in Finding 28 that the LID approaches described in the EPA LID document did not all	
			include full retention of the design storm. Clarify savings estimations in Finding 29. Are these local or regional savings?	
4.4			The design storm definition should be amended to require at least 80% annual runoff capture and/or	The following is a direct citation of one of the criteria to disconnect EIA
			As written, the "water quality mitigation criteria" allows a BMP to be sized to mitigate the volume produced from a 0.75" storm event. This design standard should be applied to rainwater harvest and infiltration systems with caution. Unlike filters, which have a short residence time, runoff may be detained for several days in an infiltration system and much longer in rainwater harvest systems. The longer it takes to drain a BMP, the more likely it is to be full when the next storm arrives, which results in bypass of the new storm volume.  Specific change requested: In Part 4, Section E.III.4 require that at least 80% of the average annual runoff volume be retained or filtered where retention is infeasible.	included in the Tentative Order, "The volume of annual runoff based on unit basin storage water quality volume, to achieve 80 percent or more volume treatment by the method recommended in the Ventura County Technical Guidance Manual for Storm Water Quality Control Measures (July 2002 and its revisions)" (see section 4.E.III.1(c)(2)). See also response to comment 4.1.
4.5			I understand and respect the impulse to retain our leadership position regarding stormwater mitigation	Comment noted.

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			requirements in Ventura County. However, the tentative order runs the risk of fueling a serious backlash against the Regional Water Board if it is seen as more being restrictive than contemporary California Phase I NPDES permits without providing a far superior level of protection. Above all new requirements must have a strong technical basis and the permit must be sensible and implementable. To this end, please make the changes suggested in this letter. These changes will make this permit more consistent with the LID approach described in other new generation permits in California which are on the leading edge of LID implementation nationally.	
5.1	Doose, Ginn		P.3-4 item IV, It states that all identified material/ will be included. I take issue with that statement. During the April 9, 2010 public participation period my colleague Teresa Jordan, and myself filed timely comments, however staff never responded to our comments.  * Will the staff response be made to that Public Hearing comments of April 9th, and will those response's be made available in the June 10, 2010 public participation segment?	All timely comments within the scope of the hearing notice that was circulated to interested persons on May 5, 2010, and the responses to those comments, will be included as part of the Board package and as part of the administrative record for the Permit. Timely comments submitted prior to the Board's May 2009 action adopting the Permit are a part of the administrative record for the 2009 Permit. As stated in the Administrative Record Index dated May 5, 2010, the administrative record for this action incorporates the entire administrative record for the Regional Board's adoption of

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				Order No. 09-0057 on May 7, 2009.
5.2			On p. 4, item V, item A, Staffs makes a statement in reference to; interested persons wanting to be made a party as provided in VI, may not present evidence. It would appear that the Regional Water Board is merely going through the motions of taking into account the public's comments. It sounds some what ambiguous if you ask me, what is the purpose of this wording, can you please clarify. "As I understand by being a resident of Ventura County, and having previously filed comments for the April 9,2009 report, and numerous other State Water Board Public Hearings I've already earned the right to comment	As stated in the Notice of Public Hearing dated May 5, 2010, participants in this proceeding are identified as either "Parties" or "Interested persons." Designation as a Party is not necessary to participate in this proceeding. Both Interested Persons and Parties have the opportunity to present written and/or oral comments about the proposed modifications to the permit. In addition, both Interested Persons and Parties may be asked to respond to clarifying questions from the Regional Board, staff or others, at the discretion of the Regional Board. Accordingly, the commenter's written comments will be provided to the board, as well as included in the administrative record for this matter. The commenter may also make oral comments at the hearing
5.3			If other interested commenter's haven't had the opportunity to review the previous response to comments made for the April 9, 2010 public comment period. Wouldn't, not	All comments and the responses to the comments on the 2010 proposed Board action, and the 2009 Board
			knowing staff's response prior to any decision made violate	action are available for public

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			the public participation process?	review by contacting the Regional Board at (213) 576-6600 to make an appointment for a file review at the Regional Board's office.  Additionally, the responses to comments on the May 2010 public notice will be posted on the Regional Board's website.
6.1	Jensen Design and Survey, Inc.		We must make this permit reasonable and workable. Our business, and our profession are committed to cleaning and improving the environmental design throughout the world and that begins at home. We need to work together to address issues and remove or correct problems with the land development requirements in the permit. The permit should be modified to:  • Eliminate Effective Impervious Area (EIA) as a compliance metric, it does not attain measurable value and is not a practical requirement. Good planning and site constraints can achieve the goals without forced onsite retention	An increasing body of scientific research, conducted in many geographic areas and using many techniques, supports the theory that impervious cover is a reliable indicator of stream degradation. Furthermore, impervious cover is a practical measure of the impact of development on watersheds because:

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				communicated, and practical way to
				measure the impacts of development
				on water quality.
				The EIA metric not only addresses
				the erosive effects of storm water
				but the water quality impacts
				resulting from development by
				preventing pollutant loads generated
				from the majority of a site from
				leaving the site through surface
				runoff. The National Research
				Council in its publication "Urban
				Stormwater Management in the
				United States" states that, "[f]low
				and related parameters like
				impervious cover should be
				considered for use as proxies for
				stormwater pollutant loading,"
				stating that "[t]hese have great
				potential as a federal stormwater
				management tool because they
				provide specific and measurable
				targets, while at the same time they
				focus regulators on water
				degradation resulting from the
				increased volume as well as
				increased pollutant loadings in
				stormwater runoff" (emphasis

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				added).
				In the Tentative Order, the EIA
				metric is translated into a volume
				based requirement (see section
				4.E.III.1(c)). This volume based
				requirement is based extensive
				information that the majority of
				pollutants flow off a site during the "first flush" of a storm. Therefore,
				by requiring that the initial storm
				volume be retained on site,
				pollutants will not be mobilized off
				site by runoff and, thus, the water
				quality of downstream receiving
				waters will be improved.
				waters will be improved.
				The use of the EIA metric in
				conjunction with a volume standard
				helps ensure that LID is
				implemented to the maximum extent
				possible on a site and that pollutants
				are abated throughout the majority
				of a project. A standard based solely
				on properly sizing retention
				measures to meet a design storm
				volume does not ensure that
				pollutants will be mitigated from the
				majority of a site. While this volume

	Date	Comment	Response
6.2		Biofiltration and biotreatment must be encouraged	standard may be appropriate for the purpose of abating hydromodification impacts, it is not sufficient for ensuring abatement of water quality impacts.  Numerous agencies including US
0.2		as a preferred and allowable best management practice for low impact development, If a project provides filtration and treatment why should it be required to store water as well?	EPA and local and regional agencies within Southern California have identified retention (infiltration, capture and reuse, evapotranspiration) as preferred alternatives when implementing LID.  The US EPA commissioned the NRC report (2008), "Urban Stormwater Management in the United States" that concluded, stormwater control measures [SCMs] that focus on retention such as better site design, downspout disconnection, conservation of natural areas, among others can dramatically reduce the volume of runoff and pollutant load from a new development and that such SCMs should be considered first.  The City of LA's Draft Stormwater

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				LID Ordinance (2010) states that
				sites "shall be designed to manage
				and capture stormwater runoff, in
				priority order of infiltration,
				evapotranspiration, capture and use,
				and/or treated through
				high removal efficiency
				biofiltration/biotreatment system of
				all of the runoff on site to the
				maximum extent feasible"
				(emphasis added).
				Similarly, MS4 Permits in other
				Southern California regions require
				on-site retention unless there is
				demonstrated infeasibility, in which
				case biofiltration may be used (see
				for example County of Orange MS4
				Permits issued by the Santa Ana and
				San Diego Regional Boards).
6.3			The permit must include flexibility so that good	The Tentative Order provides the
			land use planning can be balanced with LID	flexibility to use biofiltration or even
			principles and soil consideration especially in the	conventional treatment in
			areas of onsite detention where infiltration is	conjunction with off-site mitigation, where there is demonstrated
			potentially harmful for any number of reasons	
			(vector breeding, lack of existing outlet systems, Pathogen	technical infeasibility.
			source, expansive soil conditions, impermeable sub grades, etc.)	
6.1				It is widely recognized that the year
6.4			If the LA RWQCB does not make these changes, the permit	it is widery recognized that the use

No.	Author	Date	Comment	Response
No.	Author	Date	<ul> <li>Comment</li> <li>will:         <ul> <li>Increase the cost of all new public and private infrastructure without any true improvement on the quality of the environment</li> </ul> </li> <li>Make infill and redevelopment projects nearly impossible to build, creating conflicts with the goals of SOAR, SB375, and use and reuse of the developed areas in our County</li> <li>Further degrade the County's economy development business will continue to leave and job loss will continue as business expansion cannot afford unreasonable requirements</li> <li>Remove local land use authority and mandate that unproven storm water controls, not good planning, will be the deciding factor in what is built in Ventura County</li> </ul>	of LID-based site design often reduces the cost of new public and private infrastructure as described in the findings of the Tentative Order.  The Tentative Order allows alternative compliance measures for individual sites under conditions where the density or nature of a smart growth or infill or redevelopment project would create significant difficulty for compliance with the on-site retention requirement. Additionally, the Order still allows a Permittee or a coalition of Permittees to apply to the Regional Water Board for approval of a Redevelopment Project Area Master Plan (RPAMP) for redevelopment projects within the Redevelopment Project Areas, in consideration of exceptional site constraints that inhibit site-by-site or
				project-by-project implementation of post-construction requirements. This provision applies to City Center areas, Historic District areas, Brownfield areas, Infill Development areas, and Urban

No.	Author	Date	Comment	Response
				Transit Villages.
				Finally, in regards to the comment
				that the provisions of the Tentative
				Order remove local land use
				authority, it was the cities and the
				County who proposed the very
				provisions that the commenter
				deems to be an infringement on local
				land use authority.
6.5			Over the past year much work has been done on the	Staff disagrees. The Tentative
			Technical Guidance Manual (TGM). In review of the	Order's conditions regarding EIA
			DRAFT TGM little has been done to address how good	and on-site retention provide strong
			design can add flexibility in how the permit can be flexible	support for LID. See also response
			and implemented. It is really a repeat of the existing well	to comments 6.2, 6.3 and 6.4.
			known BMPs and new language that will preclude the use	The Tentotive Orden musuides
			of many of the BMP options. Without substantial change	The Tentative Order provides Permittees with an additional 120
			and clarity to the DRAFT TGM design problems without solution are inevitable. In spite of the claim that the new	days to revise and resubmit the Draft
			Ventura MS4 Permit is supposed to encourage Low Impact	TGM. Once submitted, Board staff
			Development BMPS It does nothing to encourage this and	will review the TGM for consistency
			adds unwarranted Volume based storage requirements. It	with the requirements in the permit.
			appears to us that the only "sure way" to address the MS4	with the requirements in the permit.
			requirement is Onsite RETENTION or don't build. The	
			DRAFT TGM also creates new restrictions on methods of	
			computing storage requirements that are not in the permit	
			by removing the 0.75 storm event capture measurement	
			from sites that are over 5 acres in size.	
			We sincerely hope you to incorporate these changes before	

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			the July 8, 2010 hearing.	
7.1	Jordan, Teresa		I support the Board's decision to reconsider the May 7, 2009 Ventura Countywide MS4 Order No. 09-0057 (NPDES Permit No. CA9004002).	Comment noted.
7.2			The deadline dates given in the May 5, 2010 NOTICE of PUBLIC HEARING are confusing.	The general format of the notice and the deadlines therein are consistent with previous notices and are in accordance with applicable laws requiring public notice. However, the commenter's summary of the deadline dates is accurate, as outlined in the Notice of Public Hearing dated May 5, 2010.
7.3			I request that my letters of April 8, 9, 10, 13, and 14, 2009 be brought to the July 8, 2010 public hearing.	Written comments submitted by the comment deadline for the Board's May 2009 action adopting the Permit are a part of the administrative record for the 2009 Permit. As stated in the Administrative Record Index dated May 5, 2010, the administrative record for this action incorporates the entire administrative record for the Regional Board's adoption of Order No. 09-0057 on May 7, 2009.  Per the commenter's request, staff will bring these letters to the July 8, 2010 public hearing. However, these

No.	Author	Date	Comment	Response
				letters will not be given to the board
				as part of their agenda binder since
				they are outside the scope of the
				hearing as described in the May 5,
				2010 Notice of Public Hearing.
7.4			I object to the narrow and limited scope of the	Staff did respond to the
' ' '			May 5, 2010 NOTICE, and at the July 8, 2010	commenter's and Ginn Doose's
			reconsideration's public hearing for the following reason.	April 2009 comment letters.
				Regional Board staff responded to
			The Administrative Record submitted to the Regional	multiple commenters with one
			Water Board for the May 7, 2009 public hearing was	response when the identical
			incomplete. Board staff never responded to my April 8, 9,	comment was stated. Your April
			and 10, 2009 letters. Board staff also never responded to	2009 comment asking if permit
			Ginn Doose's April 2, 2009 letter. Response to these letters	coverage was required for
			are nowhere to be found in the "April 30, 2009 Revised	Recreation and Parks emptying pond
			Tentative Ventura County MS4 Permit" Regional Water	water into a city sewer was
			Board's website's "Response to Comments - Attachment	responded to individually and is part
			A"; "Response to Comments; "Response to Comments	of the 2009 Ventura County MS4
			Legal", and "Response to Comments 13421"; as well as the	Permit administrative record.
			"Change Sheet". This lack of Regional Water Board staff	
			responses to these letters made the Administrative Record	
			submitted to the State Water Board incomplete.	
7.5			Since it is stated on page 7 of the NOTICE OF Public	See response to comments 7.3 and
			Hearing that "Further, except as otherwise stipulated, any	7.4. Since the April 2009 letters are
			procedure not specified in this hearing notice will be	outside the scope of the hearing as
			deemed waived pursuant to section 648(d) of Title 23 of the	described in the May 5, 2010 Notice
			California Code of Regulations, unless a timely objection is	of Public Hearing, these letters will
			filed", I request Board staff responses to my April 8, 9, and	not be posted on the Regional

No.	Author	Date	Comment	Response
			10, 2009 letters, and also the Ginn Doose's April 2, 2009 letter. I also request posting of these responses on the Regional Water Board's website by June 27, 2010.	Board's website. As stated above, the administrative record for this action incorporates the entire administrative record for the Regional Board's adoption of Order
				No. 09-0057 on May 7, 2009. In addition, the entire administrative record for the 2009 action is available for review by contacting the Regional Board office at (213) 576-6600 and scheduling a file review appointment.
7.6			I request inclusion of my April 13, 2009 and April 14, 2009 letters in the Administrative Record.	See response to comment 7.3
7.7			I request Regional Water Board staff responses to my April 13, 2009 and April 14, 2009 letters.	
7.8			Commenter identified typographical and formatting inconsistencies, stated her support for specific changes in terminology; and her opposition of changes to deadlines in the Tentative Order.	Comments noted. Staff has corrected errors as appropriate.
7.9			Page 54, "Appendix A. Economic Consideration of the Proposed Order 08-XXX" since to date the "Economic Considerations of the proposed Order (February 25, 2008)" has not been approved by the Regional Water Board, a new economic analysis must be undertaken. The May 7, 2009 Revised Tentative Order included a Mitigation Funding section (page 66 of 138). Section 4(a) stated "The Principal Permittee or a coalition of Permittees shall create a Mitigation Funding Plan to fund regional or sub-regional	The "Economic Considerations of the Proposed Order 08-XXX" were considered and accepted by the Board prior to its adoption of the current permit. Additionally, this comment is outside of the scope of the July 2010 hearing. As stated in the Notice of Public Hearing dated May 5, 2010, "[a]ny written or oral

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			solutions to storm water pollution, where any of the	comments, or evidence, relating to
			following situations occur:", and "The Permittees shall	reconsideration of the permit are
			submit the Mitigation Funding Plan to the Executive	limited only to the portions of the
			Officer for approval 445 days after Permit adoption. The	permit identified by underline and
			Mitigation Funding Plan shall be deemed in effect upon	strikeout format, and the new
			Executive Officer approval". The May 7, 2009 Final	evidence identified in the
			Corrected January 13, 2010 Tentative Order No. 09-0057	Administrative Record Index. Any
			deleted the section on Mitigation Funding. The provisions	comments or evidence relating to
			stipulated in the May 7, 2009 Revised Tentative Order No.	other portions of the permit that are
			09-xxx were out of line since none of the Permittees would	not shown in underline or
			have held public hearings for their respective citizenry to	strikethrough format will not be
			scrutinize the information in a timely manner. Already	accepted into the administrative
			amendments to the 1992 Ventura Countywide NPDES	record in this matter."
			Permit Implementation Agreement have been undertaken as	
			nonpublic hearings, and require only a signature page	
			instead of a resolution. This is why I have asked that the	
			certification statement provision require signatures from the	
			Chairperson for the County, and the watershed Protection	
			District, and require signatures from the cities Mayors	
			instead of "the appropriate authority of the local agency	
			shall sign the document for "The Local SWPPP	
			certification". The existing Ventura County Watershed	
			Protection District Benefit Assessment Program fees back	
			in 1992 did no go through the Permittees' public hearing	
			processes. Thus, the Nava/Karnette bill now allows the	
			District to levy property – related fees.	
7.10			Under section G, number 3, of the Tentative Order it is	Comment noted. The July 10, 2008
			stated "On April 5, 2007, September 20, 2007 and July 10,	date will be deleted.
			2008, the Regional Water Board conducted workshops to	

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			discuss drafts of the NPDES Order and received input from the Permittees and the public regarding proposed changes". The July 10, 2008 workshop was cancelled.	
8.1	Landstone Communities, LLC		We are particularly concerned about the ambiguity surrounding the "grandfather" provisions of the Proposed Order. We ask you to consider including within the Proposed Order a "blue line" test which would allow those development projects which are, at the time of the adoption of the Proposed Order, within the unexpired term of a Development Agreement to be exempt from the provisions of Section E. While it is possible that the projects which are within the unexpired term of a Development Agreement may be "grandfathered" in any event because there are no discretionary approvals remaining, we believe that such a clear and unambiguous test will be enormously helpful to give guidance to existing, large scale development projects, and avoid the possibility of litigation that may result from the distinction the Proposed Order seeks to create between discretionary and non-discretionary approvals.	The comment is outside the scope of the hearing. As stated in the Notice of Public Hearing dated May 5, 2010, "[a]ny written or oral comments, or evidence, relating to reconsideration of the permit are limited only to the portions of the permit identified by underline and strikeout format, and the new evidence identified in the Administrative Record Index. Any comments or evidence relating to other portions of the permit that are not shown in underline or strikethrough format will not be accepted into the administrative record in this matter."
9.1	City of Moorpark		As mentioned in the Ventura Program's letter, the City has committed significant resources towards permit compliance and has accomplished many tasks. The City completed its prioritization of catch basins by levels received through a map and table. The City has also developed its Integrated Pest Management Program and looks forward to implementing new practices to reduce its use of pesticides and fertilizers. Although the City's monitoring program is not scheduled to begin until FY 2010/11, it is our	Comment noted.

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			understanding that the City's monitoring station will be	
			ready and the City looks forward to seeing the results.	
9.2			The City concurs with the Ventura Program's letter	Comment noted.
			recommending revisions to the Tentative Order to provide a	
			mechanism for making adjustments to the BMPs to ensure	
			their adequate performance. As stated in previous comment	
			letters, Moorpark is one of many stakeholders that have	
			worked together collaboratively towards improving water	
			quality, in the Calleguas Creek Watershed and it	
			appreciates the Tentative Order's requirements being	
			consistent with the adopted TMDLs for this watershed	
9.3			The City appreciates the Tentative Order's inclusion of a	Comment noted.
			comprehensive approach for addressing trash in Ventura	
			County. The City supports taking an aggressive approach to	
			trash management. The Tentative Order provides the	
			Permittees with the necessary flexibility to prioritize	
			drainage systems for trash generation, and subsequent	
			clean-up and removal. Furthermore, the Tentative Order	
			allows the Permittees to develop alternative approaches that	
			reflect the nature and composition of the municipality. The	
			City supports the flexibility provided for in the Tentative	
			Order and encourages the Regional Board to continue	
			providing the flexibility needed to tailor municipal	
			programs for relevant and identified water quality issues.	
10.1	Mursandy		The homeless should not be housed in R1 through R3	This comment is outside the scope
			properties nor should they be housed in the downtown,	of the hearing. As stated in the
			beach or tourist areas of Ventura.	Notice of Public Hearing dated May
				5, 2010, "[a]ny written or oral
			Apartment buildings with greater than 4 units should be	comments, or evidence, relating to

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			used. And it would be preferable that no more than one	reconsideration of the permit are
			unit for every 4 apartments be used for the homeless.	limited only to the portions of the
				permit identified by underline and
			What we don't want is to create more urban blight	strikeout format, and the new evidence identified in the
				Administrative Record Index. Any
				comments or evidence relating to
				other portions of the permit that are
				not shown in underline or
				strikethrough format will not be
				accepted into the administrative
				record in this matter."
11.1	Natural Resources		Factual Background	Comment noted.
11.1	Defense Council		Notwithstanding past stormwater permit programs,	Comment noted.
	(NRDC)		including runoff volume control and erosion control	
			measures, significant water quality problems persist in	
			Ventura County. Indeed, Ventura County's own reports	
			indicate that: Elevated pollutant concentrations were	
			observed at all monitoring sites during one or more	
			monitored wet weather storm events, as well as at all Mass	
11.0			Emission sites during one or more dry weather events.	
11.2			Procedural Background	Comment noted.
			The Regional Board, in Order 09-0057, adopted the same	
			substantive provisions now before it in the Draft Permit.  The LID provisions adopted by the Regional Board, as well	
			as details of other Draft Permit terms including those	
			related to Municipal Action Levels ("MALs"), beach water	
			monitoring, and BMP performance standards were	

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			presented to the Regional Board in a letter dated April 10,	-
			2009 by the Environmental Groups and Ventura County	
			Permittees, and represented a consensus agreement gained	
			after a laborious negotiation process. Subsequent to a	
			petition on the Order submitted to the State Water	
			Resources Control Board ("State Board") by the Building	
			Industry Legal Defense Foundation, Construction	
			Industry Coalition on Water Quality, and the Building	
			Industry Association of Southern California ("BIA	
			Petition"),10 the Regional Board has chosen, at the State	
			Board's request, to accept a voluntary remand of Order 09-	
			0057 to address "perceived" procedural issues associated	
			with the Order	
11.3			Critically in this regard, the key issues identified by the	Comment noted.
			State Board as grounds for requesting a voluntary remand	
			of the Permit (which in reality represented breakdowns in	
			the petition process), involved issues that arose only after	
			the Permit's adoption. These issues largely involved	
			regrettable clerical errors related to Section E.III of the	
			Order made in issuing the final version of the Order for	
			public release, after the Regional Board had voted to adopt	
			Order 09-0057, or omissions of material made in preparing	
			the administrative record in the BIA Petition for transmittal	
			to the State Board. Though the State Board made mention	
			of other "alleged irregularities in the hearing" in its request	
			that the Regional Board accept a voluntary remand,12 the	
			State Board fully acknowledged that this issue represented	
			solely a claim that the BIA "Petitioners have argued." Both	
			Environmental Groups and the Regional Board itself	

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			provided substantial evidence and citation to the record to	
			demonstrate that all parties and stakeholders were given	
			both proper notice of the Permit's provisions and adequate,	
			or more accurately, ample opportunity for comment.13 As a	
			result, at no point did the State Board's request for a	
			voluntary remand call into question the Regional Board's	
			substantive decision to adopt the Draft Permit terms, or the	
			appropriateness of the provisions in the Draft Permit under	
			the Clean Water Act or other applicable law. The Regional	
			Board was correct to adopt the Draft Permit terms before it	
			in 2009, and would be remiss in failing to adopt the Draft	
			Permit before it now.	
11.4			Standards Governing the Adoption of the Tentative Order	Comment noted. Regional Board
			by the Regional Board	staff believes the findings in the
			In considering the Tentative Order, the Regional Board	tentative Order are legally adequate
			must not only ensure compliance with substantive legal	and supported by evidence.
			standards, but it must also ensure that it complies with well-	
			settled standards that govern its administrative decision-	
			making. The Tentative Order must be supported by	
			evidence that justifies the Regional Board's decision to	
			include, or not to include, specific requirements. The	
			Regional Board would be abusing its discretion if the	
			Tentative Order ultimately fails to contain findings that	
			explain the reasons why certain control measures and	
			standards have been selected and others omitted. Abuse of	
			discretion is established if "the respondent has not	
			proceeded in the manner required by law, the order or	
			decision is not supported by the findings, or the findings are	
			not supported by the evidence." (Cal. Code Civ.	

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			Proc. § 1094.5(b); see also Zuniga v. Los Angeles County	
			Civil Serv. Comm'n (2006) 137 Cal.App.4th 1255, 1258	
			(applying same statutory standard).) "Where it is claimed	
			that the findings are not supported by the evidence,	
			abuse of discretion is established if the court determines	
			that the findings are not supported by the weight of the	
			evidence." (Phelps v. State Water Resources Control Bd.	
			(2007) 157 Cal.App.4th 89, 98-99.)	
11.5			The administrative decision must be accompanied by	Comment noted.
			findings that allow the court reviewing the order or decision	
			to "bridge the analytic gap between the raw evidence and	
			ultimate decision or order." (Topanga Ass'n for a Scenic	
			Cmty. v. County of Los Angeles (1974) 11 Cal.3d 506,	
			515.) This requirement "serves to conduce the	
			administrative body to draw legally relevant sub-	
			conclusions supportive of its ultimate decision to	
			facilitate orderly analysis and minimize the likelihood that	
			the agency will randomly leap from evidence to	
			conclusions." (Id. at 516.) "Absent such roadsigns, a	
			reviewing court would be forced into	
			unguided and resource-consuming explorations; it would	
			have to grope through the record to determine whether	
			some combination of credible evidentiary items which	
			supported some line of factual and legal conclusions	
			supported the ultimate order or decision of the agency." (Id.	
			at 516.)	
11.6			The Draft Permit's LID Terms Were Properly Adopted in	Comment noted.
			Order 09-0057, are Well Supported by Evidence Before the	
			Regional Board, and are Legally Required Under the Clean	

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			Water Act	
			A. The Low Impact Development Provisions and Other	
			Permit Terms Represent a Fragile Consensus Agreement	
			Between the Environmental Groups and Ventura County	
			Permittees That Should be Supported by the Regional	
			Board	
11.7			Since the Clean Water Act was extended to regulate	Comment noted.
			stormwater, environmental groups and municipalities and	
			other regulated parties seeking coverage under National	
			Pollutant Discharge Elimination System ("NPDES")	
			permits have often advocated and even litigated	
			against one another. In a unique turn of evens, the LID	
			language and language of other Draft Permit terms,	
			including use of MALs and requirements for beach water	
			quality monitoring, is the result of a rare and fragile	
			consensus that two environmental groups, ten cities, and the	
			County of Ventura formed over the course of almost a year.	
			The Regional Board should do everything in	
			its power to see that this consensus is not derailed by	
			needless alteration the terms of the Draft Permit, terms it	
			has previously and appropriately adopted.	
11.8			For a period of several months in 2008, the Regional Board	Comment noted.
			halted work on the Ventura County Stormwater Permit due	
			to proceedings in the Arcadia II lawsuit. During this lull,	
			the Ventura County Permittees and Environmental Groups	
			initiated conversations in an attempt to find common	
			ground on the permit requirements. At the same time, the	
			Permittees and the Environmental Groups retained experts	
			to gain a better understanding of the technical merits of	

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			the permit provisions. The two sides then worked together	
			with their respective experts during numerous meetings and	
			conversations through the spring of 2009. On April 10,	
			2009, the groups submitted the consensus language that was	
			ultimately adopted by the Regional Board in the form	
			of a comment letter on the February 2009 draft of the	
			permit. (Draft Permit, at Finding B.26.)	
11.9			The collaboration among these stakeholders on the issue of	Comment noted.
			stormwater regulation was unprecedented. The negotiations	
			were protracted, often tenuous, and ultimately, highly	
			productive. Ventura City Manager Rick Cole said at the	
			time the consensus language was to be considered by the	
			Regional Board: "we stand together with a unitary proposal	
			that we sincerely hope will be given serious consideration	
			by your board." Mr. Cole later reflected that "[i]t	
			took courage on the part of the environmental groups,	
			public agencies, and the regional board to adopt the most	
			stringent standards ever imposed on stormwater runoff	
			But it also took a dose of common sense to find a fair and	
			cost effective way of achieving clean water goals.	
11.10			This agreement and its included provisions represented just	Comment noted.
			that, a commonsense and practical solution to stormwater	
			control in Ventura County that the Regional Board has	
			stated is "consistent with established LID doctrinal	
			components articulated by USEPA and the State	
			Water Board," and is "supported by substantial evidence."	
			If the Regional Board determines now to alter any of the	
			provisions of the agreement, the delicate consensus would	
			likely unravel. In the April 10 Letter, the Environmental	

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			Groups and Permittees warned that "if the Board were	
			to eliminate or alter the approach we describe below, the	
			consensus we have reached would lose its character and the	
			signatories would no longer be in agreement. In that	
			scenario, our individual positions on the matters described	
			[in the letter] would thus remain intact as detailed in our	
			respective comment letters	
11.11			At the May 7, 2009 adoption hearing for Order 09-0057,	Comment noted.
			Simi Valley City Manager Mike Sedell voiced similar	
			concerns: "Based upon this carefully and delicately crafted	
			and constructed agreement, we mutually agreed that if any	
			piece of the agreement needed to be modified, the	
			give and take that transpired in our negotiations would be	
			weighted differently and neither side would then support	
			the outcome." To this end, Environmental Groups believe	
			that should any of the substantive LID provisions be	
			altered, that the Draft Permit's onsite retention	
			requirements would appropriately be rendered more	
			stringent than those contained in the Draft Permit, not	
			less. Further, provisions calling for: compliance with	
			MALs; expanded beach water quality monitoring; and,	
			strengthened BMP performance standards would be	
			requisite for the Draft Permit to be lawfully adopted. (See	
			Section IV.D.4., infra.) To avoid this outcome, and to avoid	
			undoing the good that has arisen from the consensus, it is	
			critical that the Draft Permit remain intact with respect to	
11.10			the provisions encompassed by the agreement.	
11.12			The LID and Onsite Retention Provisions in the Draft	Comment noted. As stated in the
			Permit were Previously Adopted in Order 09-0057 and All	Notice of Public Hearing dated May

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			Stakeholders had Opportunity for Comment	5, 2010, the Regional Board
			and Extensive Input to the Draft Permit's LID and Related	proposes to reconsider adoption of
			Provisions At That Time	Order No. 09-0057 to address the
			To the extent that the Regional Board has been motivated in	perceived procedural concerns
			ordering a reconsideration of Order 09-0057 by a concern	related to incorporation of the
			that its previous adoption of the Draft Permit and its onsite	agreement into the adopted permit.
			retention requirements was procedurally improper, the	
			Board's well-intentioned concern is misplaced. In	
			adopting the provisions and requirements of Order 09-0057,	
			which are contained again in the Draft Permit, the Regional	
			Board properly complied with all state and federal	
			procedural requirements regarding the adoption of NPDES	
			permits when it previously adopted these provisions,	
			including the Draft Permit's LID requirements and EIA	
			standards. (See Cal. Water Code § 13377; 40 C.F.R. §	
			124.1 et seq. See also In the Matter of National Steel and	
			Shipbuilding Company (1998) State Board Order No. WQ	
			98-07, at 6.) The Regional Board should feel comfortable	
			with its earlier decision to adopt Order 09-0057, and in	
			repeating this decision to adopt the Draft Permit here.	
11.13			In Point of Fact, prior to the adoption of Order 09-0057 the	Comment noted.
			Draft Permit had a long history and included a retention	
			standard from the start. The first draft of the permit, for	
			instance, was released in 2006 and would have mandated	
			that Permittees adopt a program requiring all new	
			development and redevelopment projects to: "[m]inimize	
			pollutants emanating from impervious surfaces by reducing	
			the percentage of Effective Impervious Area to less than 5	
			percent of the total project area" and to "[m]inimize the	

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			percentage of impervious surfaces on development lands to	
			support the percolation and infiltration of storm water into	
			the ground" (Dec. 27, 2006 Draft Permit, at ¶¶ 4.E.1.(b)-	
			(c).) All subsequent public drafts of the permit included	
			infiltration and retention requirements stemming from this	
			original requirement. (See, e.g., August 28, 2007 Draft	
			Permit, at ¶ 5.E.III.; April 28, 2008 Draft Permit, at ¶	
			5.E.III.)	
11.14			Indeed, the onsite retention requirements formed the center	Comment noted.
			point of discussion in public dialogue concerning the	
			permit. In response to the first draft permit, for instance,	
			NRDC submitted a comment letter in March 2007 that	
			included a study that a national stormwater expert, Dr.	
			Richard Horner, had conducted. The study extensively	
			discussed the viability of, and need for, a strict EIA	
			standard to protect water quality in Ventura County.	
			Similarly, when the Regional Board held a hearing on the	
			second Permit draft in September 2007, NRDC gave a	
			PowerPoint presentation that hit on the importance of	
			retention. The next month, NRDC and Heal the Bay	
			submitted formal comments that again stressed the need for	
			retention: "In order for surfaces to be rendered truly	
			'ineffective,' all rainwater falling on them must be	
			infiltrated or captured and reused."	
11.15			Further, discussion of the retention standards was occurring	Comment noted.
			between the stakeholders. In addition to negotiations	
			between the Environmental Groups and Permittees,	
			discussed in section IV.A., supra, on March 24, 2009, the	
			Permittees and Environmental Groups spoke with	

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			representatives of the BIA and Construction Industry	
			Coalition on Water Quality – Andrew Henderson and Dr.	
			Mark Grey – about the Ventura Permit consensus language.	
			NRDC attorney Bart Lounsbury emailed that language to	
			Mr. Henderson and Dr. Grey. The following week, on	
			April 1, 2009, the Permittees and environmental NGOs	
			again spoke with Petitioners' representatives about the	
			consensus language, and Petitioners responded specifically	
			to the onsite retention requirement.	
11.16			Further, stakeholders BIA (of Southern California and of	Comment noted.
			the Los Angeles and Ventura Chapter) and the Construction	
			Industry Coalition on Water Quality had frequent, ongoing,	
			and substantive communications with the Regional Board	
			regarding the Permit. In fact, these stakeholder	
			organizations had at least five official meetings with	
			Regional Board staff between May 31, 2007 and May 22,	
			2008. Board staff member Samuel Unger was invited to	
			speak on the permit at a meeting of the Building Industry of	
			America's Ventura County chapter at a Westlake law firm	
			in January 2009.	
11.17			The Adopted LID Provisions Were a Logical Outgrowth of	Comment noted.
			Prior Drafts of the Permit	
			Further, a "final [order] that varies from the proposal, even	
			substantially, will be valid so long as it is 'in character with	
			the original proposal and a logical outgrowth of the notice	
			and comments." (Environmental Defense Center, Inc. v.	
			U.S. EPA (9th Cir. 2003) 344 F.3d 832, 851.) Thus, in	
			stating that "[a]gencies, are free – indeed, they are	
			encouraged – to modify proposed rules as a result of the	

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			comments they receive," (Northeast Maryland Waste	
			Disposal Authority v. U.S. EPA (D.C. Cir. 2004) 358 F.3d	
			936, 951), courts have held that an "[a]gency's change of	
			heart only demonstrates the value of the comments it	
			received." (Arizona Public Service Co. v. U.S. EPA (D.C.	
			Cir. 2000) 211 F.3d 1280, 1300.)	
11.18			Courts determine the adequacy of notice through	Comment noted.
			application of a "logical outgrowth" test. The test concerns	
			"whether a new round of notice and comment would	
			provide the first opportunity for interested parties to offer	
			comments that could persuade the agency to modify its	
			rule." (Environmental Defense Center, 344 F.3d at 851	
			(emphasis added).) This test was more than satisfied by the	
			circumstances surrounding the adoption of Order 09-0057.	
			First, previous versions of the Draft Permit included similar	
			requirements and concepts to those the Regional	
			Board ultimately adopted. Consider the subtle and	
			evolutionary change from the February 2009	
			Draft Permit to the final Permit. The February 2009 Draft Permit stated:	
			(b) The goal of the New Development and Redevelopment	
			standards shall be to reduce the effective impervious area	
			(EIA) to 5% or less.	
			(c) All features structured constructed [sic] to render	
			impervious surfaces "ineffective" as described in provision	
			(b), above, shall be properly sized to	
			infiltrate or store for beneficial reuse at least the volume of	
			water that meets the criteria in subpart 5.E.III.3 [referring to	
			the 85th percentile 24-hour storm]	

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12.1	Nordman, Cormany, Hair & Compton, LLP		Potential Significant Environmental Impacts	See response to comment 1.40. As noted in that response, County of
			Over the years in Ventura County numerous wetlands have actually been created as a result of urban runoff. The habitat consequences of now requiring all new and expanded projects to capture, treat, retain and infiltrate runoff from storm events was never evaluated by the Board. Although this permit has been touted as improving water quality and the environment, it also has the potential for degrading and potentially eliminating existing environmental habitat. This potential adverse environmental impact should be evaluated by the Board before imposing the permit. The Board should be fully informed of all positive and negative consequences before full implementation is required. I urge the Board to have a thorough and complete review of the impacts associated with the implementation of this permit.	Los Angeles v. State Water Resources Control Board (143 Cal.App.4th 985 (2006)) held that Water Code section 13389 provides a complete exemption from CEQA for issuing MS4 permits.
12.2			Economic Impacts on Public Entities As general counsel for various special districts, I know input was never requested from these special districts in the development of this permit. The cost associated with permit compliance is extremely high. In the current economic climate of the State of California and all of the respective public entities in Ventura, the staff costs associated with implementation of this permit, the infrastructure costs for public capital construction projects, redevelopment projects and affordable housing projects associated and imposed on public entities to comply with the permit cannot be afforded. For example a transit district,	This comment concerning costs associated with compliance is outside the scope of the hearing. As stated in the Notice of Public Hearing dated May 5, 2010, "[a]ny written or oral comments, or evidence, relating to reconsideration of the permit are limited only to the portions of the permit identified by underline and strikeout format, and the new evidence identified in the Administrative Record Index. Any

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No.	Author	Date	by its vary nature, is required to have impervious surfaces to withstand the weight of buses. The cost associated with the development of a new transit facility to comply with the permit has increased exponentially. In California, statutes such as A.B. 32 and S.B. 375 seek to promote clean air and comprehensive transportation. The great capital cost increases that will result from MS4, will mean that the public entities cannot afford to build new transit facilities since the cost of the capital improvements associated with MS4 will be prohibitive. I believe everyone agrees we should have clean air and water but we need to develop a logical, rational and stepped process to reaching the goal. MS4 has had a chilling impact upon creation of affordable housing in Ventura County. The costs associated with compliance with this permit will prevent redevelopment agencies from being able to fully fund affordable housing projects and even private developers cannot fund such needed affordable housing projects. Creation of affordable housing is a State mandated goal. This permit has frozen implementation of this goal. The Board must consider the	Response  comments or evidence relating to other portions of the permit that are not shown in underline or strikethrough format will not be accepted into the administrative record in this matter."  Nevertheless, the Regional Board did consider costs when it adopted the May 2009 permit. Also, staff has developed revised permit conditions to address infeasibility concerns. See response to comment 1.21.
			costs associated with imposition of this permit and its detrimental impact upon affordable housing. It would be significantly better if there were a stepped and progressive approach to implementation of this permit.	
12.3			Financial Impacts  Since the Board's adoption of the MS4 permit last year, development in Ventura County has almost come to a halt because lending institutions will not fund new development	Staff has developed revised permit conditions to address infeasibility concerns. See response to comment 1.21.

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			projects. The costs involved with compliance with the MS4	-
			permit and the proposed technical manual requirement	
			cannot be quantified and are in such a state of flux that	
			lenders are refusing to fund new projects for both	
			private and public development. This too has had a serious	
			impact upon public entities since many public entities	
			source of funding is development permit fees.	
			This permit discourages redevelopment and infill projects.	
			Since many redevelopment and infill area are located	
			within large impervious surfaced areas and consist of small	
			parcels. To develop sufficient pervious surfaces or develop	
			percolation is almost impossible. Even if the redevelopment	
			or infill project is deemed technically infeasible, it is	
			virtually impossible to achieve the required 30%	
			effective impervious area (EIA) on site. Thus, no	
			development occurs. The lack of development impacts the	
			whole County fiscally. There is loss of jobs, business	
			migration and lack of business expansion. When one sees	
			the economic statistics associated with this lack of	
			economic expansion it is stifling on the Ventura County	
			economy. The imposition of such restrictive conditions may	
			cause the collapse of potential development in the County.	
12.4			Recommended Suggestions	See response to comments 6.1 - 6.4
				as well as those to 1.19 - 1.21.
			Remove the EIA metric compliance requirement	
			<ul> <li>Continue to allow bio-filtration and bio-treatment as</li> </ul>	Furthermore, the permit does
			best management practices as permitted by the	provide a staged and progressive
			Board under the preceding permits.	approach to implementation. With
			<ul> <li>Do not usurp the planning and land use authority</li> </ul>	regard to Section 4.E, Permittees

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			and allow flexibility for the designated land use	were provided one year after the
			authorities to use and implement good and	initial adoption of the Order in May
			balanced planning principles.	2009 to update and submit the
			<ul> <li>Allow a permit that is less restrictive as has been</li> </ul>	Technical Guidance Manual (TGM).
			approved in other permits more recently granted by	The Tentative Order provides
			the Board.	Permittees with an additional 120
			<ul> <li>Develop a staged and progressive approach to</li> </ul>	days to revise and resubmit the
			implementation of this permit. For example, provide	TGM under the 2010 Order. Once
			first a set time period for public entities to develop	the TGM is approved by the
			alternative compliance programs that can be utilized	Executive Officer, there is still a 3-
			by both public and private developers before	month period before the Permit
			implementation of the permit. This will allow a	provisions go into effect for new and re-development.
			thoughtful and progressive approach within each	re-development.
			community to address compliance. The	Finally, costs of permit
			development of these alternative compliance projects should actually assist in obtaining	implementation were analyzed and
			better water quality and less environmental and	considered by the Board as part of
			economic impacts.	the initial adoption of the Permit in
			Extend the time period for Alternative Compliance	May 2009.
			Project to be completed. The existing time period is	and a south
			not realistic for public capital projects.	
			<ul> <li>Clearly define all terms within the permit, especially</li> </ul>	
			who and what is exempt.	
			<ul> <li>Consider and adopt many of the very technical</li> </ul>	
			engineering changes suggested by experts in their	
			fields. (I incorporate these suggested technical and	
			engineering revisions herein).	
			Toll implementation of the permit until all of the	
			following has occurred: 1) potential environmental	

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			impacts have been reviewed and addressed; 2) the economic costs upon the public entities, private developers and the Ventura County economy as a result of this permit have been evaluated and considered, and 3) the Board has developed a progressive, staged and tiered approach to implementation of this permit.	
13.1	Oxnard Chamber of Commerce		Even though we believe the Chamber's environmental values mirror those of the Los Angeles Regional Water Quality Control Board (Board), the current MS4 Permit, Order No. 09-0057 is very troubling to us. Although we recognize its intent is sound, the Permit's particular version of Low Impact Development (LID) and Best Management Practices (BMPs) and tactics are largely measures that are unproven when applied to a region as large and diverse as Ventura County. As our population grows, Ventura County can anticipate many different situations where the development of public or private improvements on undeveloped areas or the proposed redevelopment of urbanized areas is necessary to serve its population's needs. Our needs include the development of agricultural lands within the Save Open Space and Agricultural Resources (SOAR) boundaries, areas designated for redevelopment, and residential development patterns ranging from low density single family detached dwellings to proposed highrise condominiums within the county's and the city's boundaries. We also need to provide places for employment.	Staff has developed revised permit conditions to address infeasibility concerns. See response to comment 1.21.

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13.2			The City of Oxnard provides a very significant portion of the employment base for the County of Ventura. Providing for additional employment areas within the county is not merely an economic goal but also an environmental goal. We must reduce the significant percentage of our population who commute out of the county for work. The result is a potentially avoidable increase in vehicle miles traveled and the production of greenhouse gases, contrary to the goals of both Assembly Bill 32 and Senate Bill 375. From our prospective, the stormwater strategies adopted by this Board's MS4 clearly affect not only water quality, but where they impact the design of development that may occur; they affect our region's ability to achieve other goals, such as enlarging our employment base.	See response to comments 13.1 and 1.21.
13.3			Although the draft Permit recites numerous "Findings of Fact," the study (See Horner, 2007, Finding No. 23-25) cited in support of the current MS4's ability to achieve its claimed goals throughout the diversity of the use of land in the City of Oxnard, including employment centers are not adequate in our opinion to justify the reliance presented by the MS4's particular LID and its mandated, limited, and prioritized palette of BMPs. The current MS4's limited but mandated BMPs are problematic where either redevelopment, high density, mixed-use or employment centers are proposed.	See response to comment 13.1 and 1.21.
13.4			Employment centers generally follow patterns of single story buildings with a low building site coverage required by city zoning for a Floor Area Ratio ranging from .4 to .5 (40-50%) lot coverage; yet land uses of this type are clearly	Comment noted.

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			a key element in the City of Oxnard's efforts (with full	
			support of the Chamber of Commerce) to accommodate	
			population growth into a more sustainable and	
			economically prosperous community.	
13.5			Our concerns with respect to the existing MS4 include the proposed deletion of Findings of Fact No. 19 from the approved Permit, which provide a clear "warning bell" that the adoption of these particular LIDs and limited BMPs has not been established in Ventura County as providing a reliable approach to assuring clean stormwater runoff. Such "Findings" include, for example, prior Finding No. 19 (Page 11 of the draft Order): "Staff finds [a]t the heart of this controversy is a dispute regarding the feasibility and effectiveness of requiring a fixed volume of stormwater to be captured and retained on site for infiltration, reuse, and evapotranspiration, as opposed to permitting a portion of the stormwater to be released off site after it is treated, when it is infeasible to retain the required stormwater on site due to site specific conditions."  " Factors that affect the feasibility of a fixed volume capture standard include, but are not limited to: soils	See response to comment 1.32.
			infiltration capacity, subsurface pollution, and locations in urban core centers."	
			" This [BMP approach] may result in ponded water on site	
			with attendant health and safety risks, saturation of the near	
			surface soils, and reduction of water resources in Regional	

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			waterbodies. These effects could damage site structures, increase groundwater pollution by forcing enhanced pollution spreading, or destroy aquatic habitat. Staff finds these reasonably potential effects are not well evaluated scientifically."	
13.6			The Draft Order and Permit has three major features which we believe individually or in combination are flawed. First, the Permit's 5% limitation of "Effective Impervious Area" ("EIA") on any site when applied to a very wide range of development activities found in Section E. III.1.(b) appears to ignore many factors that may seriously impede the reliability of this storm water tactic's reliability to enhance water quality while allowing reasonable and needed development to proceed.	See response to comments 1.10 and 1.11.
13.7			Second, the Permit as noted above requires specified BMPs for development sites such as infiltration, rainwater capture and reuse and evotranspiration be used to address the rainwater capture standards related to a 85th percentile storm rather than allow a broader palette of BMPs that may provide more effective in their performance be used. The unanswered question is, "What will happen to stormwater if these approaches do not work?"	See response to comment 1.21.
13.8			Third, the Permit as noted above requires 95% of impervious areas to achieve storm water treatment through retention methods, while also requiring treatment of pervious areas such as landscaping, found in Section E. III.1.(c). This will result in the unintended consequences of separate and duplicative treatment systems for the pervious	The permit does not require treatment of pervious areas.

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			and impervious areas or the retention of the entire storm	
			water treatment volume for the entire site, not just the	
			impervious areas.	
13.9			In lieu of the draft features of this Permit, we suggest that	Comment noted.
			the Regional Board adopt what is popularly known as	
			"Version 4" of the MS4 dated April 29, 2009, referenced in	
			the Notice of Public Hearing as presented to the Board on	
			May 7, 2009. This Permit provides a more conventional	
			approach to LID design considerations, but it is also better	
			understood and is proven as an effective approach. One	
			feature of the Version 4 MS4 Permit, however, remains	
			objectionable. That feature is the proposal that the cities	
			within the County be subject to what are known as	
			Municipal Action Levels (MALs), Part 2 of the April 29,	
			2008 draft. These are perceived by the cities as a source of	
			litigation, and the potential award of attorney's fees. Given	
			the accomplishments of the Ventura County cities, those	
			threats are hardly necessary to motivate the Ventura County	
			cities (and Oxnard) to comply with an MS4.	
13.10			MALs generally relate to requirements of the cities to	This comment is outside the scope
			address in many cases through retrofitting of existing	of the hearing. As stated in the
			impervious services such as streets, parking lots, etc., but	Notice of Public Hearing dated May
			also constitute "Unfunded Governmental Mandates" as that	5, 2010, "[a]ny written or oral
			term is used in California Constitutional Article XIII	comments, or evidence, relating to
				reconsideration of the permit are
				limited only to the portions of the
				permit identified by underline and
				strikeout format, and the new
				evidence identified in the

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				Administrative Record Index. Any comments or evidence relating to other portions of the permit that are not shown in underline or strikethrough format will not be accepted into the administrative record in this matter." Provisions relating to MALs were previously subject to a notice and comment period outside of the hearing.
13.11			As recently found by the Commission of Governmental Mandates 1, various types of MS4 requirements, many of which are found in the existing Ventura County MS4 constitute "Unfunded Governmental Mandates" and thus are suspect under the California Constitution's Article XIII B.	Comment noted. The decisions mentioned by the commenter directly affect only the MS4 permits identified by the two test claims. That is, the effect of the decisions is limited to certain provisions of the LA MS4 permit and the San Diego MS4 permit identified by the Commission of State Mandates as reimbursable state mandates. No other MS4 permits in California, including the Ventura County MS4 permit, are directly affected by the decisions, even if those permits contain similar provisions.

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13.12			The Draft Order No. XX-XXXX, Finding No. 7, Page 17	Staff agrees that Finding 7 states that
			makes the direct claim that this MS4 does not impose	the tentative Order does not
			Unfunded Governmental Mandates on the City of Oxnard	constitute an unfunded local
			or other Ventura County cities.	government mandate.
13.13			We disagree and feel such mandates should be inapplicable	Comment noted. See response to
13.13			to Ventura County Cities without adequate state funding,	comment 13.11.
			and in any event, are proven unnecessary given the track	
			record of Ventura County cities in their efforts to achieve	
			clean water and stormwater discharges.	
13.14			We therefore urge, for these reasons, the earlier Version 4	Comment noted.
			Permit MALs be stricken from Version 4 of the Permit	
			under contemplation by this Board, and it be adopted in	
			replacement of Order No. 09-0057, NPDES Permit No.	
			CAS004002.	
13.15			The mission statement of the Ventura Countywide	Comment noted.
			Stormwater Quality Management Program is as follows;	
			"Enhance, protect and preserve water quality in Ventura	
			County water bodies using proactive and innovative ideas	
			for preservation of biodiversity, ecological viability and	
			human health. Work as a countywide team with public	
			agencies, private enterprise, the environmental community	
			and the general public to locally implement Clean Water	
			Act requirements, balancing the actions taken with social	
			and economic constraints". The current Permit limits these	
			proactive and innovative ideas by requiring only retention	
			as a means to treat stormwater and does not balance the actions taken within the Permit with the social or economic	
			constraints by not recognizing economic infeasibility. We	

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			agree with and support the mission statement of the Ventura Countywide Stormwater Quality Management Program; however, we do not feel that the land development section of this permit (Order No. 09-0057) supports the goals of this statement.	
14.1	Pardee Homes		Pardee Homes supports site-appropriate low impact development that promotes storm-water infiltration in locations over groundwater recharge areas and more appropriate biofiltration and biotreatment of runoff using best management practices in other areas.	Comment noted.
14.2			We strongly oppose the proposed use of Effective Impervious Area as a compliance approach with very high costs and more negative public policy impacts than water quality benefits. The Board should remove the Effective Impervious Area requirements from the final MS4 permit.	See response to comment 1.7.
14.3			As we attempt to balance the need for housing in Ventura County with the requirements of AB 32, SB 375 and the Clean Water Act, the LA RWQCB should adopt an MS4 permit that provides greater flexibility to land owners and local governments to ensure good land use planning while improving water quality.	See response to comment 1.11 and 1.21.
14.4			As currently proposed, the permit would: <ul> <li>impose stormwater requirements as a higher priority than any other land use planning objective</li> <li>increase the cost of new public infrastructure</li> </ul>	See response to comment 6.4.

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			<ul> <li>make infill and redevelopment projects harder to build, creating conflicts with the goals of SOAR, SB375, and the principles of compact development</li> <li>stifle economic development, encourage business out-migration and increase job losses in Ventura County.</li> </ul>	
14.5			Over the past year much work has been done on the Technical Guidance Manual and it is clear that, without changes to the permit as proposed above, these problems are inevitable. In fact, every MS4 permit adopted since May 2009 has rejected the Ventura MS4 permit approach. These permits, adopted in areas with more severe water quality problems than those in Ventura County, advance low impact development and will improve water quality without the inherent problems of the Tentative Permit.  I urge you to incorporate these recommended changes before the July 8, 2010 hearing.	Comment noted. See also response to comment 1.20.
15.1	City of Port Hueneme		We would first like to express our gratitude to Board staff for the significant effort that has been put into interpreting the currently effective permit, Order No. 09-0057.	Comment noted.
15.2			Since the Order's adoption on May 7, 2009, Port Hueneme has been part of the substantial countywide program effort in moving forward with implementing various programs and tasks associated with permit compliance. We believe that the Tentative Order offers a positive step in dealing with urban runoff within our jurisdiction. However, this effort has required a significant investment of City resources and we encourage the Board to carefully consider	Comment noted.

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			the effects of any potential modifications.	
15.3			We also wish to express our support of all comments submitted in a letter dated June 4, 2010, on behalf of the Ventura Countywide Stormwater Quality Program.	Comment noted.
16.1	Pulte Homes/ Centex/Del Webb		The letter below is a form letter prepared by the BIA and I am sure you are going to receive many of these from the builders in the area. I also want to add a personal note to the technical data below. I certainly hope that you can apply some reasonableness to this process and back off the draconian steps that are being considered that will cause an onerous burden to be placed on home builders.	Comment noted.
16.2			These draconian measures being considered are proposed mostly by people that are just looking to close the door to further home building in our communities. This is not fair to the folks who don't already own homes, it is not fair to the thousands of people that the home building industry employs and it is not fair to the good work that folks have done to clean up our water.	Comment noted.
17.1	Submitted by: Perry, Steve Lumley, Robert Tash, Debra Kinney Steven L. Franklin, John Mittlestadt, Jacqueline Bruce, Lori Mitchell, Jim Breiner, Matthew J. Lappin, Steven A.		We have a second chance to make this permit reasonable and workable, and I urge you to fix the problems the problems with the land development requirements in the permit.  Specifically, I ask that the permit be modified to:  • remove Effective Impervious Area as a compliance metric  • allow biofiltration and biotreatment as allowable best management practice for low impact development  • add flexibility so that good land use planning can be	See response to comments 6.1, 6.2 and 6.3.

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	Bianchi, Rick Vander Velde, John Horn, Ronald R.		balanced with LID principles	
17.2			<ul> <li>If the LA RWQCB does not make these changes, the permit will:         <ul> <li>usurp local land use authority through rigid stormwater requirements. The lack of flexibility in the permit means that stormwater controls, not good planning, will be the deciding factor in what is built in Ventura County</li> <li>increase the cost of new public infrastructure such as fire stations, libraries, and parks</li> <li>make infill and redevelopment projects hard to build, creating conflicts with the goals of SOAR, SB375, and the principles of compact development stifle economic development causing g business migration and job loss because of added costs to business expansion</li> </ul> </li> </ul>	See response to comment 6.4.
17.3			Over the past year much work has been done on Technical Guidance Manual and it is clear that, without changes to the permit, these problems are inevitable. In fact, every MS4 permit adopted since May 2009 has rejected the Ventura MS4 permit approach. These permits, adopted in areas with more severe water quality problems than those in Ventura County, advance low impact development and will improve water quality without the inherent problems of the Tentative Permit.  I urge you to incorporate these changes before the July 8,	See response to comments 1.15, 1.19 and 1.20.

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			2010 hearing.	
18.1	US EPA Region IX		EPA supports adoption of the permit as proposed in the Tentative Order. In particular, we support the permit's New Development Performance Criteria (Section 4.E.III.), portions of which are being reconsidered. We have been advocating for clear, measurable, and enforceable Low Impact Development (LID) requirements, such as those included n the Tentative Order, in MS4 permits throughout California.	Comment noted.
18.2			Public Notice No. 10-035 states "the Regional Board may adopt the draft permit originally presented to the Regional Board at the May 7, 2009 hearing." EPA would not be supportive of such an action.	Comment noted.
18.3			As background, on April 9, 2009 EPA provided comments on the February 24, 2009 draft permit. We noted several concerns with this draft permit's LID provisions. These included the absence of clear permit provisions regarding alternative compliance if LID was determined infeasible, and a lack of clarity over how the LID revisions applied to redevelopment projects. Our April 9, 2009 comments provided specific suggestions for how these deficiencies could be addressed. When the revised permit to be considered for LARWQCB adoption was posted n the days prior to the May 7, 2009 hearing, we were disappointed to see that our comments had not been satisfactorily addressed. In testimony at the May 7, 2009 hearing, we pointed to potential loopholes in the proposed LID language which we believed needed to be remedied in order to avoid misinterpretations over compliance with the permit	Comment noted.

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			As an alternative, we endorsed the LID provisions	
			suggested by the Permittees, Natural Resources Defense	
			Council, and Heal the Bay in their April 10, 2009 comment	
			letter. Although we were not involved in the reparation of	
			the alternative suggestions from the Permittees and these	
			non-government organizations, nor did we directly receive	
			a copy of the April 10, 2009 letter, we encountered the	
			April 10, 2009 letter on the LARWQCB's website and	
			concluded that the proposed LID provisions met our criteria	
			as a clear, measurable, and enforceable approach.	
18.4			Should the LID provisions initially presented for adoption	Comment noted.
			at the May 7, 2009 hearing be proposed today, we would be	
			more opposed than we were in our testimony last May.	
			Since May 2009, we have worked closely with four other	
			Regional Water Boards in California, and have seen their	
			success in renewing six MS4 permits. Each of these six	
			permits include clear, measurable, and enforceable LID	
			provisions that steer clear of the uncertainties in the LID	
			provisions initially presented to the LARWQCB o May 7,	
			2009.	
18.5			In conclusion, we are supportive of the Tentative Order	Comment noted.
			posted o May 5, 2010, and recommend prompt adoption of	
			the Ventura MS4 permit without further diverting the	
			LARQCB staff resources away from other stormwater	
			permitting priorities.	
19.1	Ventura County Public		The District appreciates the effort Regional Water Board	Comment noted.
	Works Agency		staff has made over the past years to work the stakeholders	
			and develop this permit. In addition to the comments	
			previously submitted by the Ventura County Public Works	

No.	Author	Date	Comment	Response
			Agency, the Agency supports the comments on this	
			tentative order made by the Ventura Countywide	
			Stormwater Quality Management Program in their June 4,	
			2010 letter and attachments.	
20.1	Ventura County		In addition to the comments previously submitted by the	Comment noted.
	Watershed Protection		Ventura County Watershed Protection District, the District	
	District		supports the comments on this tentative order made by the	
			Ventura Countywide Stormwater Quality Management	
			Program in the June 4, 2010 letter and attachment.	
21.1	Ventura Countywide		We wish to first express our appreciation of the Regional	Comment noted.
	Stormwater Quality		Water Board's staff efforts over the past year to meet and	
	Management Program		consider our interpretations with the currently effective	
			permit, Order No. 09-0057. These efforts have aided in	
			obtaining mutual understandings of the Permit requirements	
			that are protective of water quality and build upon an award	
			winning stormwater management program. The Permit, as	
			you know, is comprehensive and addresses many relevant	
			water quality issues within our watersheds.	
21.2			Since the May 7, 2009 adoption of the Order the Permittees	Comment noted.
			have committed significant resources towards permit	
			compliance and have accomplished many tasks. Most	
			significantly was the submittal of the Revised Technical	
			Guidance Manual for New and Re-Developments. This	
			manual was updated to help the development community	
			understand and interpret the complex land development	
			permit requirements. Other program elements submitted to	
			the Regional Water Board were a Youth Outreach Plan to	
			communicate the stormwater message to school-aged	
			children, this plan was also implemented last year. The	

No.	Author	Date	Comment	Response
			Permittees also provided a prioritization of catch basins by levels of trash received through maps or tables with GIS coordinates.	
21.3			Improvements have been made in every aspect of the program. A special training session was held for Permittee construction inspectors and capital improvement project managers on the new requirements for construction sites. New inspection forms were developed for both construction sites and business inspections along with focused educational materials. Also new this year is a Retail Partnership Program to communicate specific BMPs through pet stores, automotive supply stores and home improvement/nurseries.	Comment noted.
21.4			Most costly to the Program has been the increase in monitoring. The largest part of that were the design, construction and installation of the eleven new monitoring sites. Four new flow weighted composite monitoring stations were installed to capture the first flush rain event of this permit year, and seven more new stations are very close to completion. The increase in required flow weighted composites samples required a large investment in automation and communication equipment to make sample collection possible with current staffing levels. However, increased staff time was needed to complete the first year of the Regional Bioassessment Study; sampling for the second year begins this June. Also starting this June is the new requirement for dry weather grab samples from each Permittees' storm drain system. Finally, a Quality Assurance Project Plan required for the new sediment	Comment noted.

No.	Author	Date	Comment	Response
			pyrethroid monitoring has been drafted	
21.5			Before setting forth our comments on the Tentative Order, which is in fact our current Permit, we would like to highlight a couple of significant observations. First, the Tentative Order remains, in every sense of the word, a ground breaking permit. From the development requirements, to establishing performance standards for treatment control best management practices (BMPs), to specifying specific BMP requirements for businesses, industries, and construction sites; the Tentative Order sets a high bar for California's municipal stormwater programs. Because of the ground-breaking nature of this Tentative Order, the Permittees have had to substantially revise the existing Stormwater Management Program in Ventura County. As a result, costs associated with implementation of the Stormwater Management Program have increased substantially. Please be assured, the Permittees have all revised their programs to ensure compliance with the Permit. However the uncertainty caused by the Building Industry Association petition of the Permit to the State Water Resources Control Board, the release of subsequent versions of the Permit, and the voluntary remand of certain provisions within the Permit have created practical difficulties in being able to fully commit sufficient resources to implementation of the programs. Because of this uncertainty, we appreciate the fact that the due dates in the Tentative Order allow us the opportunity to address many of these program requirements with a renewed	Comment noted.
			commitment and energy.	

No.	Author	Date	Comment	Response
21.6			Furthermore, the Tentative Order as proposed will protect existing high quality water and will lead to real water quality improvements. The Permittees take pride in the fact that we have some of the cleanest waterbodies and beaches in Southern California. This Tentative Order will continue to build on our existing efforts to protect these waters.	Comment noted.
21.7			Our specific comments are organized around some of the overriding approaches acknowledged in this Tentative Order.1 They include:  I. Reporting Program II. Total Maximum Daily Loads (TMDLs) III. Monitoring Program  While the Permittees recognize that some of the comments submitted below may be outside of the Regional Board's notice for this hearing, the comments are intended to make the Tentative Order, Monitoring Program, TMDL and Annual Reporting requirements correct with previous Board action, better and more efficient, and are not necessarily substantive changes to the Tentative Order.	See below for specific responses.
21.8			I. Reporting Program Over the past year the Permittees and Regional Water Board staff worked together to develop a reporting program to address inconsistencies with Permit and Attachment H under Order No. 09-57 (now Attachment I of the Tentative Order). A working group was formed and a consultant hired to develop an example reporting format for the	As the commenter specifically recognizes in comment 21.7, this comment is outside the scope of the hearing. As stated in the Notice of Public Hearing dated May 5, 2010, "[a]ny written or oral comments, or evidence, relating to reconsideration

No.	Author	Date	Comment	Response
No.	Author	Date	Industrial/Commercial Facilities Program. During a December 2009 meeting with Regional Water Board staff this format was determined acceptable and we were requested to continue. Work proceeded on the other Annual Report program elements and these were also submitted to the Regional Water Board staff.	Response  of the permit are limited only to the portions of the permit identified by underline and strikeout format, and the new evidence identified in the Administrative Record Index. Any comments or evidence relating to other portions of the permit that are not shown in underline or strikethrough format will not be accepted into the administrative record in this matter."  Nevertheless, Regional Board staff did not receive the reporting program elements in time to include in the public notice; however, the permit delegates authority to the Executive Officer to make changes to the reporting program. Therefore, Regional Board staff will consider the Permittees' submittal separately from the proposed adoption of the Tentative Order.
21.0				91.0
21.9			Having gone through this effort we find reverting to the format of Attachment I a frustrating and costly endeavor. Outlined below are some examples of why we have difficulties with Attachment I, and why we wish to continue with an alternative reporting format. The Permittees look	See response to comment 21.8.

No.	Author	Date	Comment	Response
			forward to building on the work already accomplished and	
			the opportunity make the reporting format as	
			practicable as possible The Tentative Order addresses the	
			Annual Report requirements in three provisions. These are	
			listed below:	
			• Part 4, Provision I. This provision essentially requires the	
			Permittees to (1) develop in consultation with the Regional	
			Water Board an electronic reporting program, (2) submit	
			the Annual Report by December 15th of each year, and (3)	
			document the status of the Municipal Storm Water	
			Program, including an integrated summary of Part 1 -	
			Monitoring Program and Part 2 – Program Report	
21.10			Part 7, Provision T. This Standard Provision establishes	See response to comment 21.8.
			requirements for the Annual Report consistent with 40 CFR	
			122.42(c). These requirements are as follows:	
			(1) The status of implementing the components of the storm	
			water management	
			Program that are established as permit conditions;	
			(2) Proposed changes to the storm water management	
			programs that are established as permit condition. Such	
			proposed changes shall be consistent with 40 CFR	
			122.26(d)(2)(iii) of this part;	
			(3) Revisions, if necessary, to the assessment of controls	
			and the fiscal analysis reported in the permit application	
			under 40 CFR 122.26(d)(2)(iv) and (d)(2)(v) of this part;	
			(4) A summary of data, including monitoring data that is	
			accumulated throughout the reporting year;	
			(5) Annual expenditures and budget for year following each	
			annual report;	

No.	Author	Date	Comment	Response
			(6) A summary describing the number and nature of	
			enforcement actions, inspections, and public education	
			programs; and	
			(7) Identification of water quality improvements or	
			degradation	
21.11			Attachment I - Reporting Program Requirements. This	Comment noted.
			attachment has four parts: Part 1 Monitoring Report, Part 2	
			Program Report, Part 3 Storm Water Quality Management	
			Program Implementation, and Part 4 Special Provisions.	
			The attachment includes a comprehensive list of questions	
			that support the Regional Water Boards' effort to assess	
			whether the MS4s are complying with the Tentative Order.	
			The attachment is intended to be consistent with the	
			requirements of the Tentative Order.	
21.12			The Permittees have fundamental concerns with the current	See response to comment 21.8.
			Tentative Order and Attachment I. First, the format	
			established by the Tentative Order/Attachment I provides	
			little information for the Permittees to use to assess the	
			effectiveness of our program and how we might want to	
			modify the program to make it more effective. Instead, the	
			Tentative Order/Attachment I includes multiple questions	
			that serve only as a check list of permit provisions and does	
			little to help our efforts to protect water quality. Second,	
			our review of the reporting requirements shows that	
			Attachment I is inconsistent, and many times, in conflict	
			with the Tentative Order. As a case in point, we compared	
			the requirements in Attachment I with the requirements in	
			the permit and found that there are numerous	
			inconsistencies/conflicts, especially in the Planning and	

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			Land Development and Development Construction	-
			Programs. Some of these conflicts are summarized below:	
			Part 4, Provision B.2 and Attachment I, Part 4, Watershed	
			Initiative Participation,	
			Question 1. The Tentative Order requires more	
			participation than identified in Attachment I. • Part 4, Provision 0.2 (4) and Attachment I, Part 4,	
			Industrial/Commercial,	
			Question 3 regarding inspection requirements for nurseries.	
			Attachment I requests more information than required in	
			the Tentative Order.	
			• Part 4, Provision E and Attachment I, Part 4, Planning and	
			Land Development Program, all questions. The Planning	
			and Land Development Program is intended to be an	
			integrated program for new development projects that	
			provides for the planning, design and implementation of	
			BMPs to protect water quality. Attachment I on the other	
			hand is a series of questions that do not relate to the overall	
			program and taken separately do not provide the necessary insights into how the Planning and Land Development	
			Program is functioning. More specifically questions 1, 2, 6	
			and 7 relate to each other and should be addressed together	
			and evaluated as an entire program not separate tasks. It is	
			also worth noting that in some cases (e.g., questions 10-12)	
			do not track the organization of the Tentative Order.	
21.13			As noted in Attachment A, there are a number of	See response to comment 21.8.
			inconsistencies and unnecessary questions that do not	<del>-</del>
			provide the information that the Permittees need to assess	

No.	Author	Date	Comment	Response
			the effectiveness of their overall program and to make	-
			modifications when necessary. Instead, the questions create	
			an extensive reporting requirement that may or may not	
			adequately address the Tentative Order provisions. Thus,	
			the Permittees are in an unenviable position of not knowing	
			whether they are potentially in violation of the Tentative	
			Order although they completed the questions noted in	
			Attachment I. While we have concerns with the current	
			Tentative Order and Attachment I, we believe that our	
			concerns with the reporting requirement can be addressed	
			relatively easily by adding a statement in Attachment I that	
			allows the Permittees to submit their own reporting format	
			in lieu of Attachment I as long as the proposed format	
			meets the following objectives:	
			(1) Conveys the status of implementing the components of	
			the storm water management program that are established	
			as permit conditions;	
			(2) Includes proposed changes to the storm water	
			management programs that are established as permit	
			conditions or that have been identified by the Permittees as	
			necessary to provide for more efficient stormwater	
			management programs;	
			(4) Includes a summary and assessment of monitoring data	
			collected throughout the reporting year as established as	
			permit conditions;	
			(5) Conveys necessary information regarding annual	
			expenditures and budget for year following each annual	
			report;	
			(6) Includes a summary describing the number and nature	

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			of enforcement actions, inspections, and public education	
			programs implemented; and	
			(7) Identifies water quality improvements and/or	
			degradation.	
21.14			Further, we suggest that the alternative report format be	See response to comment 21.8.
			approved by the Executive Officer. Once approved, the	
			alternative format would be applied to subsequent annual	
			reports, unless a different alternative format is proposed for	
			Executive Officer approval.	
21.15			TMDLs	As the commenter specifically
			Consistent with 40 C.F.R. § 122.44(d)(1)(vii)(B), the	recognizes in comment 21.7, this
			Tentative Order incorporates waste load allocations	comment is outside the scope of the
			(WLAs) for effective TMDLs as permit limits. As required	hearing. As stated in the Notice of
			by 40 C.F.R. § 122.44(d)(1)(vii)(B), the permit limits in the	Public Hearing dated May 5, 2010,
			Tentative Order have been modified from previous	"[a]ny written or oral comments, or
			drafts of the permit to be "consistent with the assumptions	evidence, relating to reconsideration
			and requirements of available WLAs" by being	of the permit are limited only to the
			incorporated as receiving water limits in the permit.	portions of the permit identified by
			Additionally, the WLAs have appropriately been expressed	underline and strikeout format, and
			in the form of BMPs consistent with EPA's 2002	the new evidence identified in the
			Memorandum Establishing Total Maximum Daily Load	Administrative Record Index. Any
			(TMDL) Wasteload Allocations (WLAs) for Storm Water	comments or evidence relating to
			Sources and NPDES Permit Requirements Based on Those	other portions of the permit that are
			WLAs. As stated in that memorandum:	not shown in underline or
			• Water Quality-Based Effluent Limits (WQBELs) for	strikethrough format will not be
			NPDES-regulated storm water discharges that implement	accepted into the administrative
			WLAs in TMDLs may be expressed in the form of best	record in this matter."
			management practices (BMPs) under specified	
			circumstances. (See 33 U.S.C. §1342(p)(3)(B)(iii); 40	

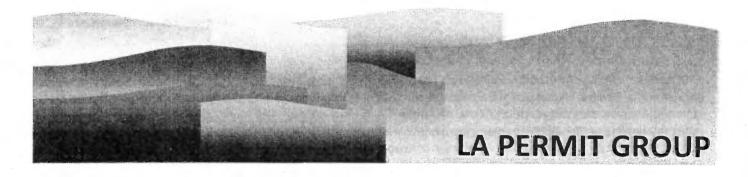
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			C.F.R. §122.44(k)(2)&(3).) If BMPs alone adequately	
			achieve the WLAs, then additional controls are not	
			necessary.	
			• EPA expects that most WQBELs for NPDES-regulated	
			municipal and small construction storm water discharges	
			will be in the form of BMPs, and that numeric limits will be	
			used only in rare instances.	
			• When a non-numeric WQBELs is imposed, the permit's	
			administrative record, including the fact sheet when one is	
			required, needs to support that the BMPs are expected to be	
			sufficient to achieve the WLA in the TMDL. (See 40	
			C.F.R. §§ 124.8,124.9 & 124.18.)	
			• The NPDES permit must also specify the monitoring	
			necessary to determine compliance with effluent limitations	
			(See 40 C.F.R. § 122.44(i)). Where effluent limits are	
			specified as BMPs, the permit should also specify the	
			monitoring necessary to assess if the expected load	
			reductions attributed to BMP implementation are achieved	
			(e.g., BMP performance data).	
			• The permit should also provide a mechanism (e.g.	
			iterative, adaptive management BMP approach) to make	
			adjustments to the required BMPs as necessary to ensure	
			their adequate performance.	
21.16			In accordance with U.S. EPA's Guidance, the BMPs	See response to comment 21.15.
			included in the permit will be sufficient to implement and	
			achieve the WLAs in the TMDLs. Further, the specified	
			monitoring program is sufficient to determine compliance	
			load reductions resulting from BMP implementation. This	
			combined with the incorporation of the "iterative process"	

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			is consistent with U.S. EPA's Guidance.	
21.17			While the Permittees believe that the language in the Tentative Order meets the requirements of 40 C.F.R. §122.44(d)(1)(vii)(B) and is consistent with EPA's Guidance, we recommend the following revision to provide further clarification that the WLAs will be achieved through BMPs and to provide a mechanism for making adjustments to the BMPs to ensure their adequate performance. Our suggested revisions to the findings and to Part 6 of the Tentative Order are as follows: Finding F.3  The permit provisions and BMPs implementation of measures set forth in this Order are reasonably expected to reduce the discharge of pollutants conveyed in storm water discharges into receiving waters, and to achieve meet the TMDL WLAs for discharges from MS4s that have been adopted by the Regional Water Board.	See response to comment 21.15.
21.18			Part 5 - Total Maximum Daily Load Provisions Provision (b)(2) under each TMDL, to read as follows: If any WLA is exceeded at a compliance monitoring site, permittees shall implement BMPs in accordance with the TMDL Technical Reports, Implementation Plans or as identified as a result of TMDL Special Studies identified in the Basin Plan Amendment. Following these actions, Regional Water Board staff will evaluate the need for further enforcement action. Exceedances of the WLAs at the receiving water compliance locations will initiate the implementation of additional BMPs identified in the permit and modification of the SMP to include additional BMPs to	See response to comment 21.15.

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			further reduce discharges of pollutants to achieve	
			compliance with the WLAs. With these modifications, the	
			Tentative Order will clearly achieve the TMDL in	
			accordance with EPA's 2002 memorandum.	
21.19			In addition, at the May 7, 2009 hearing on Order No. 09-	See response to comment 21.15.
			057, I (representing the Ventura County Permittees)	
			included in my PowerPoint presentation, and provided in	
			written copies to the Board, proposed edits to Part 5 -	
			TMDL Provisions. These edits are not substantive changes	
			but rather corrections to the Tentative Order in line with	
			previous Regional Board adopted TMDL Basin Plan	
			Amendments. We request the edits included here as	
			Attachment B be incorporated into a Revised Tentative	
			Order.	
21.20			VIII. Monitoring Program	Comment noted.
			The Tentative Order reflects tremendous amount of work	
			that has been done to resolve many past technical issues	
			with the Monitoring Program, while ensuring the collection	
			of useful water quality data for the Ventura County	
			Permittees. In fact, this past wet weather season we utilized	
			these stations, and the data collected added to our	
			understanding of the Permittees' urban outfall discharges.	
			The adoption of Order No. 09-057 last year, and the	
			proposed Tentative Order include additional special studies,	
			outfall monitoring and beach water quality monitoring	
			doubling the cost of the monitoring program, all in addition	
			to a significant amount of other monitoring occurring	
			within the County: TMDLs, Ocean outfall, SWAMP, inland	
			wastewater treatment plants and AB 411 (beach water	

No.	Author	Date	Comment	Response
			quality) Programs.	•
21.21			One monitoring program that has been expanded in the	As the commenter specifically
			Tentative Order is the Southern California Regional	recognizes in comment 21.7, this
			Bioassessment Study, in cooperation with the Southern	comment is outside the scope of the
			California Coastal Water Research Project (SCCWRP). The	hearing. As stated in the Notice of
			Permittees acknowledge the value of this study and	Public Hearing dated May 5, 2010,
			do not object to the additional requirement of fixed sites	"[a]ny written or oral comments, or
			that are not a part of the current study design. However, the	evidence, relating to reconsideration
			Tentative Order contains duplicative language with respect	of the permit are limited only to the
			to this requirement. The requirement appears in both	portions of the permit identified by
			Attachment F - Monitoring Program, but also under the	underline and strikeout format, and
			Watershed Initiative Participation in the body of the	the new evidence identified in the
			Tentative Order (Part 4. B. 2.). It is important that a	Administrative Record Index. Any
			requirement to participate in monitoring program, such as	comments or evidence relating to
			this one designed and managed by a third party, be written	other portions of the permit that are
			to allow flexibility to adjust to changes in the study's	not shown in underline or
			design. Since Attachment F can be modified by the	strikethrough format will not be
		Executive Officer, while a Part 4 revision requires action by your Board, we request deleting the requirement described		accepted into the administrative
			your Board, we request deleting the requirement described	record in this matter."
			in Part 4. B. 2 (but remaining in Attachment F).	
21.22			Summary	Comment noted.
			The Permittees recognize that the Tentative Order is a	
			significant step forward in addressing urban runoff in	
			Ventura County. We would submit that the Tentative	
			Order, when viewed in the whole and not as individual	
			parts, is comprehensive and protective of water quality.	
			However, the comprehensive nature of the Tentative Order	
			will significantly increase local agency and citizen costs to	
			implement the program. In light of these increased costs,	

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			we encourage the Regional Water Board to carefully	
			consider the implications associated with any future	
			modifications as such modifications to one program	
			element would likely come at the expense of another.	
			Again, we thank you and your staff for the time and effort	
			in meeting with the Ventura County Permittees to work	
			through the many issues in the previous draft orders.	



September 28, 2012

Maria Mehranian, Chair California Regional Water Quality Control Board, Los Angeles Region 320 West 4th Street, Suite 200 Los Angeles, California 90013

SUBJECT:

Response to "Order of Proceedings and Order on Objections and Requests for Hearing on Tentative LA County MS4 Permit, October 4-5, 2012"

Dear Ms. Mehranian:

On behalf of the LA Permit Group, I am writing to express our concern with the MS4 Permit Hearing currently agendized for October 4<sup>th</sup> and 5<sup>th</sup>, 2012 (and to be extended to November 2012). Specifically, our concerns are in response to the email distributed via lyris@swrcb18.waterboards.ca.gov on September 26, 2012 titled "Order of Proceedings and Order on Objections and Requests for Hearing on Tentative LA County MS4 Permit, October 4-5, 2012." The email contained the following attached documents titled:

- Order of Proceedings for the Public Hearing on the Tentative LA County MS4 Permit on October 4-5, 2012;
- Order on Objections and Requests Concerning Hearing Procedures and Process;
- Agenda for the Board meeting on October 4-5, 2012.

The LA Permit group has serious concerns regarding the fairness and transparency of the process outlined in the "Order on Proceedings" attached to the September 26 email. The Regional Board staff has elected to conduct the October 4-5, 2012 Board Meeting as a formal adjudicatory proceeding without first providing responses to comments and despite the upcoming November 20, 2012 State Board workshop to discuss and potentially alter the State policy on the Permit's Receiving Water Limitations language. Given the lack of response to permittee comments on the Tentative Draft and a Revised Tentative Order, the October 4 and 5, 2012 meeting would be more appropriate and productive as a workshop. Furthermore, the Agenda notes that the Hearing will be continued to November for permit adoption where a revised Tentative Order will be presented. It is unfair and a violation of state law and the permitees' due process rights to ask permittees to enter into an adjudicative hearing and provide statements on documents the Board Staff clearly intends to make further revisions to, especially where the Regional Board staff has not provided responses to the permittees original comments. That being said, if you continue down this path, it is imperative that the future hearing also be conducted over a two-day period with no restrictions on the content or the responses related to communications and presentations to the Board, and not just as a single item on a regular Board hearing. Restricting comments at a hearing and/or on the anticipated final Revised Tentative Order is unfair and counter to the open and transparent process demanded by State law.

LA Permit Group, September 28, 2012

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The current proposed procedure outlined in the "Order of Proceedings" states that the Board expects to consider adoption of a Revised Tentative Order in November 2012. At that time, parties and the public will have "limited time to comment only on the changes to the Tentative Order." (emphasis added). This is improper and violates the permittees' rights by denying us the ability to make meaningful comments on the entire Revised Tentative Order. The unrestricted ability to comment is necessary for a number of reasons. While certain sections may not change compared to the Tentative Draft, changes may affect the meaning and impact of unchanged sections. Additionally, just because a section of the permit is not changed in the Tentative Draft does not mean that we support it or would not have additional comments on it based on other changes to the Permit itself or changes to relevant law or State policy. Furthermore, the procedure asks the permittees to comment on sections of the permit that may eventually be obsolete given prior comments or staff's further consideration, thus causing permittees to potentially waste already limited time commenting on aspects of the Permit that staff may already intend to change.

Throughout the permit development process, the LA Permit Group has requested a full administrative working draft of the Permit be released prior to the release of a Tentative Draft so that permittees would be able to see the permit in its entirety and be able to review and comment on the permit provision within the context of other permit sections. While separate sections of the Permit were released individually as Working Proposals, the Tentative Draft Order was the first time permittees were afforded the opportunity to see the permit in its entirety. While the Tentative Permit included some changes based on permittee comments, several significant issues still remain unaddressed in the Tentative Order. These concerns are detailed in our comment letter submitted July 23, 2012. As can be seen in the comment letter, an extensive list of significant issues still remain regarding the Tentative Order. It is imperative that these issues are addressed by Regional Board staff prior to a public hearing and not on the day of the hearing. Resolution of the issues noted in our July 23<sup>rd</sup> comment letter are essential not only to the integrity of the permit process and permittees' rights under State law, but also to permittees' ability to assess our ability to comply with the Permit.

Permittees were led to believe from conversations with Regional Board staff that the responses to permittee comments and a Revised Tentative Draft would be provided at least 10 days prior to the October 4<sup>th</sup> Hearing. This recent change in plans is contrary to the previous statements of Regional Board staff.

The proposed procedures are yet another example of the permit development process not providing sufficient time and opportunity for permittees to review drafts, process the large amounts of information presented, and respond meaningfully. Prior examples of this were provided in our comment letter dated July 23, 2012. Now, the Regional Board staff seeks to move forward with the meeting as a regular adjudicatory proceeding without providing responses to permittees comments and those of other interested parties, without identifying the potential changes that may be made to the Permit based on those comments prior to the hearing.

We respectfully request the following revised schedule to ensure adequate review time for the permit and to address the several remaining key issues in the Tentative Draft:

- The October 4<sup>th</sup> and 5<sup>th</sup> Hearing should be a Workshop to discuss the Tentative Drat Permit, not an adjudicatory proceeding to determine whether the Permit will be adopted.
- Following the Workshop, an Administrative Working Draft of the permit should be released. This draft would reflect proposed modifications based on the comments provided thus far in writing and at the October 4 and 5 Workshop. This will allow the staff to meet with key stakeholders to try to resolve key permit issues in a constructive, non-adjudicative environment.
- 90 days after the release of the Administrative Working Draft, release a Revised Tentative Order. This would provide time for the US Supreme Court to decide the County's challenge against NRDC as well as for the State to address the Receiving Water Limitations Language.
- Schedule Adoption Hearing (at least 60 days following the release of the Revised Tentative).

LA Permit Group, September 28, 2012

Page 3

We urge the Board to incorporate our requested changes to ensure an open and transparent process and to ensure that sufficient opportunity and time is afforded to communicate with the Board on this matter. If you have any questions or would like additional information related to this letter, please contact me at <a href="mailto:hmanlorey@ci.monrovia.ca.us">hmanlorey@ci.monrovia.ca.us</a>.

Sincerely,

Heather M. Maloney, Chair

LA Permit Group

Enc. LA Permit Group Fact Sheet

CC:

LAMS42012@waterboards.ca.gov
Charles Stringer, Vice Chairperson
Francine Diamond, Boardmember
Mary Ann Lutz, Boardmember
Madelyn Glickfield, Boardmember
Maria Camacho, Board member
Irma Muñoz, Boardmember
Lawrence Yee, Boardmember
Samuel Unger, Executive Officer
Senator Ed Hernandez
Senator Bob Huff
County of Los Angele Department of Public Works
Los Angeles County Flood Control District
LA Permit Group

#### Who are we?

The Los Angeles Permit Group is a consortium of 62 municipalities (see attached list) that was formed to ensure Los Angeles' stormwater is managed properly, both for flood control and water quality protection. The Group's genesis was in 2007 starting with the Los Angeles Stormwater Quality Partnership, when 8 cities representing areas throughout Los Angeles County decided to partner to find opportunities to collaborate with other municipalities and the Los Angeles Regional Water Quality Control Board. This partnership expanded in 2011 to form the LA Permit Group. Since then, the LA Permit Group's participation has grown to its current 62 voting agencies; each voting agency will be a permittee under the new National Pollutant Discharge Elimination System (NPDES) Permit. Several other stakeholders participate in or provide input to the LA Permit Group, including other municipalities, environmental organizations, elected officials and water agencies.

#### Why was the LA Permit Group formed?

Municipalities in Los Angeles County must, as required under the federal Clean Water Act, obtain a National Pollutant Discharge Elimination System Permit (NPDES Permit) for urban runoff from the municipality's drainage system. The NPDES Permit is issued by the Los Angeles Regional Water Quality Control Board and identifies conditions and requirements that the municipalities must comply with in order to protect the area's water resources (including beaches, lakes and streams). Meeting these permit requirements has proved to be a daunting task for municipalities, both from a technical and a financial standpoint. The LA Permit Group was formed, therefore, to accomplish several important objectives, including:

- Promoting constructive collaboration and problem-solving between the regulated community (municipalities) and the Los Angeles Regional Water Quality Control Board (LARWQCB)
- Assisting in development of a new NPDES Permit that is capable of integrating the protection of water quality with other watershed objectives in a cost-effective and science-based manner
- Focusing limited municipal resources on implementation of water quality protection activities that are efficient, effective and sustainable

#### What are the challenges to achieving these objectives?

**Ubiquitous Sources** and **Cost-Prohibitive Traditional Solutions:** The Clean Water Act requires that storm drain system owners/operators obtain a NPDES Permit as these systems can discharge to waters of the United States. Under a NPDES Permit, it is the municipality's responsibility to control pollution so that it does not degrade the quality of these waters. This is challenging for municipalities because pollutants come from millions of sources, including residents, businesses, automobiles and virtually all human activities in an urban area. Controlling these sources is a massive undertaking that requires significant financial commitment of limited public funds that is currently well beyond the ability of most municipalities to support.

Complex Ecology: While the goal to protect a water body's ecological health may be determined by regulation, it is often not known what it will take to achieve the goal. Despite years of study, experimentation and pilot projects, it is clear that additional studies, monitoring and data analyses may be necessary to find the right combination of programs and practices that can achieve water quality goals. In some cases, the solution to pollutant reduction is source control or the identification of a legacy pollutant. Even more challenging is trying to find the most cost-effective solutions. An integrated iterative approach is needed to provide the data and studies necessary to identify the right combination to achieve the water quality goals. In addition to efforts implemented by municipalities, coordination with non-profits, community groups and other regulatory agencies will be required to develop and implement the work necessary to meet the water quality goals.

Best Solutions May Not Be in Permittees' Control: There are many examples of effective and cost-efficient solutions that involve preventing water quality pollution in the first place, rather than trying to remove or treat the pollution after it enters the stormwater system. Recently passed legislation, which will eliminate most of the copper contained in automobile brake pads, will singlehandedly do more, and at significantly less cost, to meet water quality standards for copper than massive amounts of treatment systems. However, these superior solutions are often not within the control of municipalities to implement, requiring legislation or action by other entities.

Stormwater Cannot Be Managed for a Single Objective: When the stormdrain system was built, it was constructed with the purpose of flood prevention. However, the unintended consequence of this system is that it carries pollutants to waters of the United States. In some cases, the solutions that are best for water quality are also effective for flood control, but in other cases, they compete. Furthermore, in drought-prone southern California, stormwater is also being closely looked at for its water supply potential. Add to this, the habitat and recreational opportunities that can be created or impacted by stormwater, and it is easy to see how challenging it is to manage these various objectives.

New Permit Will Be Significantly More Complex: Under the current permit, there are only two Total Maximum Daily Loads (TMDLs) which must be met. TMDLs are the maximum amount of pollutants the water body can handle in relation to its dependent ecosystem and the designated beneficial uses (e.g. recreational, commercial fishing, wildlife habitat, etc.) TMDLs are established for water bodies that are designated as impaired for the particular pollutant, as documented in the LARWQCB's Basin Plan. Under the new Permit being developed, the number of TMDLs that must be complied with is expected to increase to 32 - many of these have multiple pollutants associated with them (see attached list)! This means that managing and monitoring stormwater will require new approaches and strategies for the new Permit to be feasible. It also means that the LARWQCB and the permittees need to engage in constructive dialogue about practical and economical ways to achieve the desired water quality results.

#### The LA Permit Group's Commitment

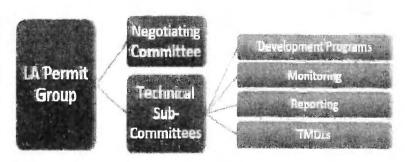
For these and many other reasons, regulating stormwater quality is difficult for both the LARWQCB and the municipalities subject to its permitting. Water quality is also of great concern to many other stakeholders who are involved in stormwater Permit development, including nature conservancies, environmental groups, businesses, residents and the elected officials who must figure out how to fund stormwater compliance programs while still providing vital local services. Based on these challenges, the LA Permit Group has committed itself to the following:

- We will organize ourselves so that our proposed solutions and approaches are clear, focused and well thought out
- We will advocate use of the best science available to guide the expenditure of public funds for the most cost-effective water quality results
- We will work constructively with the LARWQCB and any other willing stakeholders to develop the best NPDES Permit possible

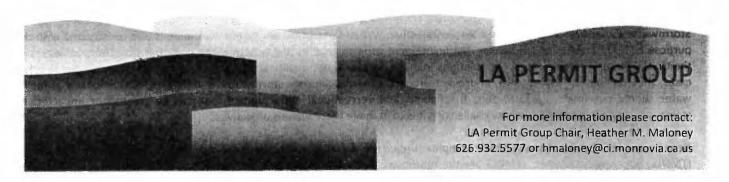
The LA Permit Group believes strongly that by organizing the NPDES permittees into a cohesive group, that a better Permit will be the result. The LARWQCB benefits by receiving coherent and consistent input that has been thoroughly vetted by the permittees. The region and its residents benefit by focusing limited public funds on achieving the best water quality results possible. The environment benefits by focusing on developing a permit based on the best science and best practices available.

#### How is the LA Permit Group organized?

The LA Permit Group has established technical working groups to address the key areas listed below. Each of the Technical sub-committees provides recommendations to the LA Permit Group. The role of the Negotiating Committee (which includes members from all major watersheds in the Los Angeles region) is to coordinate discussions among permittees, the LARWQCB, and other stakeholders and to represent the Group's consensus.



- <u>Development Programs</u> addresses development planning (new and redevelopment), grading and construction site
  practices and post-construction stormwater run-off water quality standards.
- <u>Total Maximum Daily Loads (TMDLs)</u> addresses how the Total Maximum Daily Load requirements will be incorporated into the NPDES Permit. The TMDL group is developing recommendations to advocate cost-effective TMDL implementation strategies with reasonable compliance schedules.
- Monitoring addresses the various monitoring programs in the Permit and TMDLs. The Monitoring group is analyzing the Permit and TMDL compliance activities, as well as other NPDES Permits throughout the State of California, and recommended an integrated, watershed based monitoring program.
- <u>Reporting</u> addresses the reporting format in order to streamline and reduce administrative time compiling the Annual Report and TMDL compliance reports. In addition, the Reporting Group is responsible for analyzing the non-stormwater discharges, minimum control measures and economics of the Permit.



## **Voting Agencies**

Agoura Hills Lakewood
Alhambra Lawndale
Arcadia Los Angeles
Artesia Lynnwood
Azusa Malibu

Baldwin Park Manhattan Beach

Bell Monrovia
Bell Gardens Montebello
Bellflower Monterey Park
Beverly Hills Paramount
Bradbury Pasadena
Burbank Pico Rivera
Calabasas Pomona

Carson Redondo Beach
Claremont Rolling Hills

Commerce Rolling Hills Estates

Rosemead Covina San Dimas **Culver City** Diamond Bar San Gabriel San Marino Duarte Santa Clarita El Monte Gardena Santa Fe Springs Glendale Santa Monica Sierra Madre Glendora Hawthorne South El Monte South Gate Hermosa Beach Hidden Hills Torrance Vernon

Huntington Park Vernon
Industry West Covina
Inglewood West Hollywood
La Verne Westlake Village



## Los Angeles Regional Water Quality Control Board

TO:

Parties and Interested Persons

FROM:

Maria Mehranian, Chair

LOS ANGELES REGIONAL WATER QUALITY CONTROL BOARD

DATE:

October 3, 2012

SUBJECT:

REVISED ORDER OF PROCEEDINGS FOR THE PUBLIC HEARING ON THE

TENTATIVE LOS ANGELES COUNTY MS4 PERMIT ON OCTOBER 4-5, 2012

The Order of Proceedings, issued on September 29, 2012, is hereby revised to allocate extra time to present oral comments at the hearing on October 4-5, 2012 to:

- Cities of Azusa, Baldwin Park, Carson, Cerritos, Compton, Covina, Claremont, Duarte, El Monte, Gardena, Lawndale, Irwindale, Lomita, Pico Rivera, San Dimas, San Fernando, San Gabriel, South El Monte, and West Covina: Ray Tahir of TECS Environmental Compliance Services had made a timely request to speak for his clients, but allocated time was inadvertently omitted from the Order of Proceedings. Mr. Tahir requested 2 hourss. After consideration of this timely request, Mr. Tahir is granted 30 minutes to present oral comments.
- Building Industry Association of Southern California (BIASC), including its Los Angeles-Ventura Chapter (BIASC/LAV), and the Construction Industry Coalition on Water Quality (CICWQ): BIASC, BIASC/LAV, and CICWQ collectively requested 30 minutes. After consideration of this request, BIASC, BIASC/LAV, and CICWQ is granted 15 minutes to present oral comments.
- City of Malibu: Malibu requested 5 minutes. After consideration of this request, Malibu is granted 5 minutes to make oral comments.

A revised Order of Proceedings is included on the next page.

## **ORDER OF PROCEEDINGS**

## Thursday, October 4, 2012

1)	Opening statement by Chair, introductory items, and administration of oath to persons who intend to testify	Approx. 30 minutes
2)	Los Angeles Water Board Staff Presentation	Approx. 1 hour
3)	Elected Officials' Policy Statements	3 minutes maximum each
4)	U.S. Environmental Protection Agency	Approx. 15 minutes
5)	Designated Parties' Presentations	
	<ul> <li>A. LA Permit Group (on behalf of 62 designated parties)<sup>1</sup></li> </ul>	1 hour, 30 minutes maximum
	B. Agoura Hills	5 minutes maximum
	C. Malibu	5 minutes maximum
	D. Monrovia	15 minutes maximum
	E. Norwalk	15 minutes maximum
	F. Santa Monica	10 minutes maximum
	G. Vernon	15 minutes maximum
	H. Westlake Village	3 minutes maximum
	I. Ray Tahir (on behalf of Azusa, Baldwin Park, Carson, Cerritos, Compton, Covina, Claremont, Duarte, El Monte, Gardena, Lawndale, Irwindale, Lomita, Pico Rivera, San Dimas, San Fernando, San Gabriel, South El Monte, and West Covina)	30 minutes maximum
	J. Signal Hill	15 minutes maximum
	K. Claremont	15 minutes maximum
	L. Pomona	15 minutes maximum
	M. Los Angeles County and Los Angeles County Flood Control District	1 hour, 30 minutes maximum
	N. Heal the Bay, NRDC, and LA Waterkeeper	1 hour, 30 minutes maximum
	O. All other parties not identified above	3 minutes maximum each

## Friday, October 5, 2012

(NOTE: Items from October 4<sup>th</sup> will continue if necessary on October 5<sup>th</sup>)

6)	Public/Interested Persons' Comments	3 minutes maximum each
	A. BIASC, BIASC/LAV, and CICWQ	15 minutes maximum
7)	Los Angeles Water Board Staff Responses to Comments and Recommendations	Approx. 1 hour
	and Recommendations	
8)	Board Questions and Deliberations	Unlimited

<sup>&</sup>lt;sup>1</sup> As noted in the Order on Objections and Requests Concerning Hearing Procedures and Process, LA Permit Group is not a party to this proceeding. Rather, LA Permit Group will be making a joint presentation on behalf of 62 designated parties to this proceeding. Exhibit A to the LA Permit Group's comment letter dated July 23, 2012 identified the 62 cities that are members of the LA Permit Group.





Los Angeles Regional Water Quality Control Board

# SECOND ORDER ON OBJECTIONS AND REQUESTS CONCERING HEARING PROCEDURES AND PROCESS

NATIONAL POLLUTANT DISCHARGE ELIMINATION SYSTEM (NPDES) PERMIT FOR MUNICIPAL SEPARATE STORM SEWER SYSTEM (MS4) DISCHARGES WITHIN THE COASTAL WATERSHEDS OF LOS ANGELES COUNTY, WITH THE EXCEPTION OF DISCHARGES ORIGINATING FROM THE CITY OF LONG BEACH (NPDES PERMIT NO. CAS004001)

The Los Angeles Regional Water Quality Control Board (Los Angeles Water Board or Board) set forth the procedures and process the Board will use at the hearing on the tentative NPDES Permit for MS4 discharges within the Coastal Watersheds of Los Angeles County, with the exception of discharges originating from the City of Long Beach (Tentative Order) in a Notice of Opportunity for Public Comment and Notice of Public Hearing dated June 6, 2012 (hereafter, Notice). On August 7, 2012, the Executive Officer of the Board issued a Notice of Change to Date of the Public Hearing on the Tentative Order, which postponed the hearing from September 6-7, 2012, as stated in the Notice, to October 4-5, 2012.

On September 26, 2012, the Board issued an Order of Proceedings for the Public Hearing on the Tentative Los Angeles County MS4 Permit on October 4-5, 2012, and an Order on Objections and Requests Concerning Hearing Procedures and Process. On September 27, 2012, the Board received a letter from Mr. Ray Tahir, of TECS Environmental Compliance Services, on behalf of his clients, 1 concerning the hearing procedures and process to be used at this proceeding. The Chair, having reviewed the objections and requests, rules as follows:

#### Objection:

Mr. Tahir requests that the hearing regarding the Tentative Order scheduled for October 4-5, 2012, be postponed as an adjudicative proceeding until Board staff provides written responses to comments on the June 6, 2012 Tentative Order and issues a revised tentative order based on those comments. Mr. Tahir suggests that the October 4-5 hearing function as an information workshop, in which staff will provide verbal responses to comments and staff, board members, and stakeholders can ask questions and receive answers. In the alternative, Mr. Tahir requests that the October 4-5 hearing be postponed entirely, until such time as Board staff provides written responses to comments on the Tentative Order and issues a revised tentative order based on those comments.

MARIA MEHRANIAN, CHAIR | SAMUEL UNGER, EXECUTIVE OFFICER

<sup>&</sup>lt;sup>1</sup> Mr. Tahir did not identify his clients by name in this letter. He previously stated in an e-mail to Mr. Ivar Ridgeway dated August 23, 2012, regarding the October 4-5 hearing, that he represents the following cities: Azusa, Baldwin Park, Carson, Cerritos, Compton, Covina, Claremont, Duarte, El Monte, Gardena, Lawndale, Irwindale, Lomita, Pico Rivera, San Dimas, San Fernando, San Gabriel, South El Monte, and West Covina. The Board requests that Mr. Tahir identify his clients in all future communications with the Board when Mr. Tahir is acting on their behalf.

<sup>&</sup>lt;sup>2</sup> In his letter, Mr. Tahir refers to the "October 5-6 hearing." For purposes of this response, the Board assumes that Mr. Tahir is referring to the hearing that will take place on October 4 and 5.

In support of his request, Mr. Tahir objects that the Order of Proceedings for the Public Hearing on the Tentative Los Angeles County MS4 Permit on October 4-5, 2012, issued on September 26, 2012, "does not meet the 10 day notice requirement under the Administrative Procedures Act." He states that the notice contains information that asserts that the October 4-5 hearing will be adjudicative in nature, and that this fact is new information. Mr. Tahir also asserts that an adjudicative proceeding cannot take place without circulation of a revised draft order and written responses to comments received by the Board. Lastly, Mr. Tahir expresses concern that any petition for review of the Board's decision will be impacted by the lack of written responses to comments.

#### Rulina:

These requests are DENIED and the objections are OVERRULED. To the extent that Mr. Tahir's letter includes substantive comments regarding the Tentative Order, those written comments are untimely and will not be included in the administrative record. Written comments were required to be submitted by July 23, 2012, as stated in the Notice.

#### **Notice Requirement**

The Board complied with the applicable notice requirements of state and federal law. California Government Code section 11125, also known as the Bagley-Keene Open Meeting Act, requires a state body to provide notice of its meetings at least ten days in advance. On September 21, 2012, the Board circulated to parties and interested persons, and posted on its website, a Notice of Public Meeting and Agenda for the October 4-5, 2012 meeting (hereafter, Agenda), in satisfaction of the notice requirements.

Government Code section 11125 does not require the Board to specifically identify in an agenda that a particular matter to be heard at a meeting is "adjudicative." The October 4-5 hearing was, however, noticed by the Agenda as an adjudicative proceeding. The California Administrative Procedure Act (APA) (Govt. Code, § 11400 et seq.) defines an "adjudicative proceeding" as "an evidentiary hearing for determination of facts pursuant to which an agency formulates and issues a decision." (Govt. Code, § 11405.20.)3 The evidentiary hearing is the means by which the Board receives evidence to resolve factual issues raised by the proposed action. Evidentiary hearings for permitting decisions are adjudicative proceedings. These types of proceedings require the Board to hear and receive evidence, make findings of fact, and determine whether to issue a permit to particular persons or entities. The Agenda for the October 4-5 meeting issued on September 21, 2012, states that a public hearing will be held regarding the Tentative Order and that the Board will receive information and evidence from Board staff and interested persons. The Agenda further states that the Board will continue the hearing and expects to make a final determination on a revised tentative order at a later time. In sum, the Agenda describes the proceedings to commence on October 4 as an evidentiary hearing for the determination of facts pursuant to which the Board will formulate and issue a decision - the definition of an adjudicative proceeding.

Additionally, the Notice circulated on June 6, 2012, explicitly states that the hearing regarding the Tentative Order scheduled for September 6-7 (which was later postponed to October 4-5)

<sup>&</sup>lt;sup>3</sup> Likewise, section 648, subdivision (a), of Title 23 of the California Code of Regulations defines "adjudicative proceeding" as "an evidentiary hearing for determination of facts pursuant to which the State Board or a Regional Board formulates and issues a decision."

would be a formal adjudicatory proceeding pursuant to section 648 *et seq.* of Title 23 of the California Code of Regulations. The Notice was also referenced by the Agenda posted on September 21, 2012.

## Responses to Comments and Revised Tentative Order

The Board is not required, nor does the Board consider it to be necessary, to provide written responses to comments or a revised tentative order prior to the commencement of the adjudicative hearing on this matter. Pursuant to federal regulation, the Los Angeles Water Board is "only required to issue a response to comments when a final permit is issued." (40 C.F.R. § 124.17.) The responses to comments are thereby included in the administrative record for the Board's final decision. Because the Board will not issue a final decision during the October 4-5 hearing, the Board may hold this portion of the evidentiary hearing regardless of whether complete written responses to comments are available.

State law grants the Board broad discretion to determine how it will conduct adjudicative proceedings. Pursuant to section 648.5 of Title 23 of the California Code of Regulations, "adjudicative proceedings shall be conducted in a manner as the Board deems most suitable to the particular case with a view toward securing relevant information expeditiously without unnecessary delay and expense to the parties and to the Board." The October 4-5 hearing will provide an opportunity for the Board to hear from parties and interested persons, consider oral responses by Board staff to many of the significant comments received, and ask questions of Board staff, parties, and interested persons.

The Board staff intends to circulate to the public a revised tentative order and written responses to timely submitted written comments prior to the continued portion of the hearing at which the Board will issue its final decision. As stated in the Notice dated June 6, 2012, comments and responses to comments and other subsequent relevant documents will be available online as they are generated.

In the past, the Board has provided written responses to comments received on draft tentative orders prior to the start of the evidentiary hearing before the Board. In those proceedings, the Board planned to take final action on the same day as the evidentiary hearing. The written responses to comments had to be available to the Board for the Board to take final action. Because this hearing is planned to proceed in multiple parts — an evidentiary hearing to commence on October 4 and 5, and to be continued to a later date — the written responses to comments need not be available at this time. In the Board's determination, this procedure neither lacks transparency nor is unfair. In addition to having the opportunity to submit written comments, parties and interested persons will be able to comment orally at the October 4-5 hearing about the June 6, 2012 Tentative Order; will have an opportunity to review the Board's responses to comments and revised tentative order prior to the Board taking any action; and may, within the discretion of the Board, make additional oral comments on the revised tentative order during the continued portion of the hearing. To the contrary, a further postponement of the start of the evidentiary hearing may prejudice those who have prepared for this opportunity to address the Board and unduly delay the Board's action.

#### State Water Board Review

Water Code section 13320 allows an aggrieved person to petition the State Water Resources Control Board (State Water Board) to review specified actions of the Los Angeles Water Board within thirty days of the date of the action. With respect to the Tentative Order, as indicated above, the Board will not take final action on October 4 or 5. The thirty-day statute of limitations to petition the State Water Board will not begin to run until such time as the Board makes a final determination. Because written responses to comments will be circulated by Board staff prior to the Board's final permitting decision, Mr. Tahir need not be concerned that written responses to comments will be unavailable to support a petition to the State Water Board.

Board staff is directed to provide notice of this Order to all parties and interested persons.

IT IS SO ORDERED.

Maria Mehranian, Chair

10/3/2012 Date

## Rodgers, Theresa@Waterboards

From: lyris@swrcb18.waterboards.ca.gov

Sent: Wednesday, October 03, 2012 3:07 PM

Cc: Fordyce, Jennifer@Waterboards

Subject: Tentative LA County MS4 Permit

Attachments: Revised Order on Proceedings.pdf; Second Order on Objections and Requests.pdf

Please see the attached documents that concern the public hearing on the Tentative LA County MS4 Permit on October 4-5, 2012:

- 1) Revised Order of Proceedings for the Public Hearing on the Tentative LA County MS4 Permit on October 4-5, 2012
- 2) Second Order on Objections and Requests Concerning Hearing Procedures and Process

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or send a blank email to <u>leave-392788-</u> 348213.1e3938e29e857d422611f380982b256f@swrcb18.waterboards.ca.gov

LYRIS MAILING DATE MAILED: **EMAILADDR** FULLNAME 2/2/2011 12:04 ADRIEN236@VLPRODUCE.COM ADRIEN F. MADDALENO 6/22/2010 11:57 AEMiller@waterboards.ca.gov Alan E. Miller 3/27/2012 13:25 Berry.Ueoka@EverestConsultants.com Berry Ueoka Bryant Alvarado 3/22/2012 15:22 BryantA@lwa.com 11/15/2010 7:46 CaliforniaWaterTechnologies@gmail.com Carlos Aguilar 7/6/2009 13:38 City manager@ci.glendora.ca.us Chris Jeffers 11/16/2011 7:58 DLiu@DiamondBarCA.Gov David G. Liu 6/11/2011 22:09 Daniel.Lee@Arcadis-us.com Daniel K. Lee 2/22/2010 18:03 Dave@Bubalo.com Dave Sorem 5/2/2011 6:54 Debbie.Neev@gmail.com Deborah Neev 7/6/2009 13:58 EKiepke@WILLDAN.com E. Kiepke 7/6/2009 13:21 FredLatham@santafesprings.org Frederick W. Latham wallytrnka Gerhardt Hubner Hamid Tadayon James DeStefano Jeremy Bock Jim Gilbert John Beshav Jayne Staley Julie Carver Kaden Young Lauren Langer LeRoy Richards Lynn Kubasek Noe Negrete **Nels Stemm** Peter Peuron Rick Yee Ramon Wagner **Roxanne Hughes** Robert Vega Sandra Kelley Shannon Yauchzee

6/12/2012 11:32 Fresh@freshcreek.com 10/5/2010 11:14 Gerhardt.Hubner@ventura.org 3/22/2010 15:01 Hamid.Tadayon@lacity.org 7/6/2009 13:07 James.Destefano@ci.diamond-bar.ca.us 1/19/2010 11:06 Jeremy.Bock@Kiewit.com 3/7/2012 16:27 Jim@CuratingLA.com 7/6/2009 13:35 John.Beshav@westcovina.org 7/28/2011 16:10 Joyntventr@aol.com 8/29/2011 14:09 Julie Carver@ci.pomona.ca.us 7/6/2009 13:53 Kaden. Young@culvercity.org 11/16/2011 8:45 LLanger@localgovlaw.com 4/5/2011 9:34 Leroy.Richards@msh.dmh.ca.gov 8/25/2010 13:32 Lynn@MLMENG.com 11/16/2011 8:39 NOENEGRETE@SANTAFESPRINGS.ORG 6/8/2010 15:11 Nels@stemmdevelopment.com 12/29/2011 11:05 Ppeuron@forestlawn.com 11/16/2011 8:43 RYee@DiamondBarCA.Gov 10/22/2010 15:23 Ramon@calfran.net 7/6/2009 13:51 Rhughes@WILLDAN.com 4/25/2011 15:19 Robert. Vega@lacity.org 7/6/2009 11:32 Sandra. Kelley@waterboards.ca.gov 7/6/2009 13:23 Shannon. Yauchzee@westcovina.org 7/6/2009 13:49 Skennedy@enfact.net Sheila Kennedy 7/6/2009 13:55 TLANGE@santa-clarita.com Travis Lange 7/6/2009 11:29 Theresa.Rodgers@waterboards.ca.gov Theresa Rodgers 11/7/2011 13:43 Tom.Anderson@bodycote.com 7/6/2012 10:16 WENDY.WANG@bbklaw.com Wendy Wang 3/29/2012 10:34 aazimi@azimipearsallinc.com Ali Azimi Anne Gene Callot Davis 3/2/2012 14:56 acallotdavis@rbf.com 2/16/2012 14:54 aclark@calwater.com Allyson Clark 9/9/2010 15:25 acruz@ci.burbank.ca.us Alvin Cruz 7/6/2009 13:19 adahlerbruch@cityofrh.net Anton Dahlerbruch 12/12/2011 10:54 adanortega@me.com Adan Ortega 7/9/2009 10:07 aestrada@sogate.org Alicia Estrada

DATEJOINED

7/6/2009 13:47 afarassati@cityofcalabasas.com	Alex Farassati
7/6/2009 13:54 aharrington@ci.claremont.ca.us	Andrea Harrington
7/28/2009 8:26 aibanezjr@gmail.com	alfred ibanez
7/6/2009 13:46 ajensen@ci.walnut.ca.us	Alicia Jensen
8/3/2009 8:54 alasso@dpw.lacounty.gov	Lasso, Aracely
3/7/2012 9:57 alex@acgeyer.com	Alex Geyer
11/16/2011 8:59 alexh@ci.commerce.ca.us	Alex Hamilton
1/18/2010 9:55 alfonso.nunez@erm.com	Alfonso Nunez
9/10/2010 15:36 alfredo.magallanes@lacity.org	Alfredo Magallanes
6/7/2011 14:18 alindgren@campbellfoundation.org	
9/9/2009 12:40 allenv@contech-cpi.com	Vaikko Allen
4/13/2011 15:25 alopez@llenviroinc.com	Ann Lopez
7/6/2009 13:58 amelia@hulsenv.com	Amelia
7/6/2009 13:39 amho@montereypark.ca.gov	Amy Ho
1/26/2010 12:53 andrew.t.arcuri@medtronic.com	Andrew Arcuri
8/27/2009 13:14 andy.niknafs@ladwp.com	andy niknafs
11/16/2011 8:39 andyw@rpv.com	Andy Winje, P.E.
3/30/2012 10:48 ankitavyas@rbf.com	Ankita Vyas
11/9/2011 9:30 anthony.hicke@rcslade.com	Anthony Hicke
1/31/2011 12:11 anu.b.garg@boeing.com	Anu Garg
7/6/2009 13:18 arigg@pvestates.org	Allan Rigg
5/6/2010 7:56 arne.anselm@ventura.org	Arne Anselm
7/6/2009 13:41 ashadbehr@cityofhawthorne.org	Arnold Shadbehr
10/31/2011 10:33 ashlid@lwa.com	Ashli Desai
12/1/2011 10:29 athomas@dpw.lacounty.gov	Anthein Thomas
7/9/2009 9:57 avarela@lakewoodcity.org	Alma Varela
8/12/2010 8:44 bakhavan@mwdh2o.com	Bahram Akhavan
12/22/2011 11:16 barbara.klos@urs.com	Barbara Klos
1/18/2011 13:37 bbax@lacsd.org	Beth Bax
11/9/2011 10:17 bburgess6410@yahoo.com	Brandon Burgess
7/1/2012 18:03 bdepoto@yahoo.com	Bill DePoto
7/6/2009 13:19 bill.workman@redondo.org	Bill Workman
7/6/2009 13:44 biniguez@bellflower.org	Bernie Iniguez
7/6/2009 13:38 binman@ci.sierra-madre.ca.us	Bruce Inman
7/8/2009 10:48 binman@cityofsierramadre.com	Bruce Inman
6/3/2010 12:43 blosey@rbf.com	Brad Losey
7/6/2009 13:20 bmichaelis@ci.san-dimas.ca.us	Blaine M. Michaelis
1/13/2011 11:49 bmorales@depintomorales.com	Bob Morales
7/28/2011 15:55 bogorman@gswater.com	Brandy O'Gorman
12/20/2011 17:23 bpgibson@ucla.edu	Baylor Gibson
11/16/2011 8:03 brai@cityofinglewood.org	Bamehwar Rai
7/6/2009 13:04 bteaford@ci.burbank.ca.us	Bonnie Teaford
8/29/2011 12:25 burke.d.albelda@tsocorp.com	1. # 11
5/16/2012 15:54 busurfmd@aol.com	Jeff Harris heather kline
3/22/2011 15:43 calmetals@gmail.com	
7/6/2009 13:54 cammc@jlha.net	John Hunter Cameron McCullough
1/11/2011 22:47 carcharodon29@hotmail.com	Kathy L. Carrillo

11/16/2011 0:50 carellana@ci.uamana.ca	Classific Ave II
11/16/2011 8:59 carellano@ci.vernon.ca.us	Claudia Arellano
3/27/2012 8:54 caroline@lawyersforcleanwater.com	Caroline Koch
7/6/2009 13:41 cbradshaw@ci.claremont.ca.us	Craig Bradshaw
7/6/2009 13:43 ccash@paramountcity.com	Chris Cash
5/3/2011 10:15 cchang@wrd.org	Cathy Chang
7/6/2009 13:21 ccollins@cityofsanmarino.org	Cindy Collins
7/6/2009 13:18 cconsunji@ci.norwalk.ca.us	Chino Consunji
10/5/2010 10:39 ccurtin@citymb.info	Clay Curtin
8/5/2009 16:24 cdeleau@schmitzandassociates.net	Christopher M. Deleau
4/5/2012 14:22 cdirenzo@beverlyhills.org	Christian Di Renzo
6/22/2012 14:29 cdixon@huntingtonpark.org	Christina Dixon
11/7/2011 15:42 cemig@cerritos.us	Charles Emig
7/6/2009 13:06 cevans@comptoncity.org	Charles Evans
7/17/2012 13:59 cgeorge@malibucity.org	Craig George
5/31/2011 16:57 charpole@newhall.com	Corey Harpole
1/26/2010 10:02 chollomon@scwater.org	Cathy Z. Hollomon
7/30/2009 8:44 chris@athrone.com	Chris Rillamas
10/22/2010 15:24 chris@calfran.net	Chris Allen
4/23/2012 20:12 chrism@lwa.com	chris minton
7/6/2009 13:08 citymanager@hiddenhillscity.org	Cherie L. Paglia
9/6/2011 10:12 clapaz@infeng.co	Chris Lapaz
7/23/2009 16:10 clee@rwglaw.com	Candice Lee
7/6/2009 13:19 clehr@rpv.com	Carolyn Lehr
3/16/2010 12:47 clopez@dpw.lacounty.gov	Christopher Lopez
8/3/2012 11:45 cmandelbaum@environmentnow.org	Caryn Mandelbaum
8/13/2010 6:22 cmansell@cmansell.com	clarence c mansell jr
7/6/2009 13:55 cmeeker@cityofalhambra.org	Claudine Meeker
11/9/2009 6:26 collins-6666@msn.com	J. Roger Collins
7/27/2010 12:38 conkle@geoconinc.com	Mike Conkle
10/2/2012 16:13 connie@csgcalifornia.com	Connie Gallippi
8/7/2009 13:15 creyes@lvmwd.com	Carlos G. Reyes
7/5/2012 14:06 crholguin@yahoo.com	claudia holguin
7/6/2009 13:54 croberts@aaeinc.com	Cory Roberts
11/16/2011 9:00 croberts@infeng.co	Cory Roberts
11/16/2011 8:46 croldan@elmonteca.gov	Cesar Roldan
5/11/2011 11:43 csantos@waterboards.ca.gov	Carlos D. Santos
6/26/2012 11:30 ctregulations@gmail.com	Jennifer Claassen
11/11/2011 10:06 ctyrrell@rmcwater.com	Catherine Tyrrell
11/16/2011 8:45 cwebster@comptoncity.org	Carolyn Webster
3/2/2011 8:40 cwhite1@wm.com	Chuck White
5/12/2011 22:58 cyanda@gmail.com	Catherine Yanda
11/10/2010 9:50 cynthia_gabaldon@urscorp.com	Cynthia Gabaldon
4/10/2012 12:28 damian@stormwaterindustries.com	Damian Reyes
7/6/2009 13:42 danflorescu@caaprofessionals.com	Dan Florescu
12/1/2011 15:37 danielle.sakai@bbklaw.com	Danielle Sakai
10/28/2011 12:21 dapt@rbf.com	Daniel Apt
4/27/2010 7:27 david.bufo@kiewit.com	David Bufo

6/28/2012 10:39 dboyer@av	vattorneys.com	David D. Boyer
1/26/2012 16:38 dboyer@nd		David D. Boyer
9/14/2012 12:10 dburhenn@		David Burhenn
11/16/2011 8:41 dchankin@		Deborah Chankin
9/24/2011 19:26 dclark@blu		dwight Clark
7/6/2009 13:08 ddavies@ci		Dave Davies
11/16/2011 9:01 ddolphin@		David Dolphin
8/21/2009 14:15 dduncan@f	7 10 0 - 1 - 1 1 1 1 1 1 1 1 1 1 1 1 1 1	Dan Duncan
2/1/2011 6:50 dduncan@s		Dan Duncan
11/9/2010 18:17 deana@aq		DeAna Vitela-Hayashi
11/16/2011 8:40 denise_rey		Denise Reyna
11/16/2011 8:47 dgilbertson		David Gilbertson
5/9/2012 8:28 dgould@st		Derek A. Gould
1/25/2011 18:02 dgrilley@sg		Daren Grilley
5/31/2012 14:03 dguillory@		Daniel Guillory
12/15/2009 14:34 diane@plas		Diane Sercu
1/24/2011 14:53 dick.hogan		Richard C. Hogan
11/8/2011 13:57 dick@pwer		dick botke
5/29/2012 8:09 dion.colusc		Dion Coluso
7/6/2009 13:10 dkeesey@d		Daniel Keesey
9/27/2010 10:39 dklinger@p		Dave Klinger
11/9/2010 15:23 dlippman@		
7/6/2009 13:48 dlopez@ba		David Lopez
7/6/2009 13:34 dlopez@pi		Debbie Lopez
10/19/2010 8:33 dmorone@		Danielle K. Morone
7/8/2010 10:07 dn@davidr		David Nahai
7/6/2009 13:39 donjensen		Donald K. Jensen
7/6/2009 13:47 dougp@ci.		<b>Douglas Prichard</b>
7/6/2009 13:57 dpankau@		Daniel Pankau
11/9/2010 15:47 dparkinsor		David Parkinson
7/6/2009 13:24 dpelser@c		David Pelser
6/15/2011 16:54 drew.beck		Drew Beck
11/16/2011 8:01 drix@cityo		Daniel Rix
7/6/2009 13:49 drynn@ci.l		Daniel Rynn
4/23/2012 17:22 dsmith@w	raterboards.ca.gov	Debbie Smith
8/18/2009 16:48 dtupa@ric		Daniel Tupa
10/13/2011 11:38 dustin.bam		<b>Dustin Bambic</b>
10/12/2010 11:17 dvolkmanr	n@hfinc.com	Deering Volkmann
11/10/2010 7:00 dwall@city		Daniel Wall
1/4/2010 16:20 dxjones@s		Debran Reed
11/9/2010 15:18 dxjones@s		
7/6/2009 13:22 eaguilar@		Elaine Aguilar
11/9/2010 15:33 ecamster@		Camie Pickett
11/9/2010 16:40 ecomom20		Chris Rowe
4/7/2010 16:35 ed@e2ma		Edward Rogan
12/21/2011 10:21 eddie_isaa		Eddie Isaacs
6/6/2012 23:06 egkim@be		Esther G. Kim

	S. C. Service
7/6/2009 13:09 ehitti@lcf.ca.gov	Edward Hitti
4/20/2010 16:17 einnes@dpw.lacounty.gov	Emiko Innes
9/22/2011 16:57 elaine.jeng@redondo.org	Elaine Jeng
7/6/2009 13:41 emansfield@aei-casc.com	Ernie Mansfield
7/6/2009 13:40 emarquez@hgcity.org	Ernesto Marquez
4/10/2012 12:43 emka_researcher@yahoo.com	godly e thankgod
1/21/2012 19:26 emmanuel.riclet@gmail.com	EMMANUEL RICLET
8/7/2009 14:49 emuniz@mailbbu.com	Elias Muniz
11/10/2011 10:16 epi@riousa.com	David Light
2/10/2012 6:36 ereiner@abtechindustries.com	Edward Reiner
7/10/2012 9:11 erik.johnson@hawker.com	Erik Johnson
7/6/2009 13:46 esaikaly@lynwood.ca.us	Elias Saikaly
7/6/2009 13:17 esaykali@montereypark.ca.gov	Elias Saykali
7/6/2009 13:39 esbenshades@accessduarte.com	Steve Esbenshades
2/10/2011 10:41 etuttle@santamonicabay.org	Elena Tuttle
11/9/2010 15:23 eugene.allevato@woodbury.edu	Eugene Allevato
4/8/2010 10:14 ewelina.mutkowska@ventura.org	Ewelina Mutkowksa
7/6/2009 13:01 fdelach@ci.azusa.ca.us	Francis M. Delach
9/20/2012 9:17 fdiaz@elsegundo.org	Fernando Diaz
7/21/2012 16:48 ffederico@ioes.ucla.edu	Felicia Federico
8/13/2012 19:23 fmcchesney@waterboards.ca.gov	Frances McChesney
11/16/2011 7:57 fsenteno@hermosabch.org	Frank Senteno
7/6/2009 13:45 fwu@dpw.lacounty.gov	Frank Wu
2/2/2011 11:30 gamah@waterboards.ca.gov	Ginachi Amah
8/22/2009 16:00 gamenu@dpw.lacounty.gov	Geremew Amenu
11/7/2011 11:35 gary@parkwater.com	Gary R. Lynch
7/6/2009 13:37 gcaton@downeyca.org	Gerald Caton
6/11/2012 18:08 gcg-corp@peoplepc.com	Ramon Lupercio
11/21/2011 7:50 gderas@pico-rivera.org	Gladis Deras
11/16/2011 8:45 gderas@sogate.org	Gladis Deras
7/11/2012 8:42 gdirecto.bmt@lbcc.edu	Gene Directo
7/6/2009 13:07 georged@accessduarte.com	Darrell George
11/16/2011 7:55 gfarber@dpw.lacounty.gov	Gail Farber
3/28/2012 12:50 ggallis@lacsd.org	George Gallis
8/19/2009 14:20 ggearheart@waterboards.ca.gov	Greg Gearheart
11/14/2011 10:30 ggreene@cbwm.org	Gerald Greene
8/29/2012 8:24 ggreene@cwecorp.com	Gerald Greene
11/7/2011 8:33 ghildeb@dpw.lacounty.gov	Gary Hildebrand
9/20/2012 12:47 ghiulamilap@eorm.com	Peter Ghiulamila
4/19/2012 8:41 gilbert.ogaz@dot.ca.gov	Gilbert Ogaz
11/4/2011 13:29 gilbert_ogaz@dot.ca.gov	Gilbert Ogaz
5/18/2010 17:06 ginan@ci.commerce.ca.us	Gina Nila
10/18/2011 13:53 gjaquez@dpw.lacounty.gov	Greg Jaquez
8/16/2010 10:40 glennh@pfeilerassociates.com	Glenn Holmes
5/31/2011 17:35 gmino@fuscoe.com	Greg Mino
3/24/2011 10:59 greg.pawloski@bodycote.com	Greg Pawloski
7/6/2009 13:57 gregg@ci.rolling-hills-estates.ca.us	Gregg Grammer

11/10/2010 8:32 gvazquez@ci.cypress.ca.us	Gonzalo Vazquez
7/6/2009 13:09 gw1763@aol.com	Stan Carroll
12/8/2011 10:56 gwang@waterboards.ca.gov	Guangyu Wang
4/29/2010 7:28 hanslaetz@gmail.com	Hans Laetz
11/16/2011 8:42 harbogast@cerritos.us	Hal Arbogast
11/11/2011 7:40 hawthornenursery@yahoo.com	Kei Nakai
7/6/2009 13:47 hbehboodi@hermosabch.org	Homayoun Behboodi
8/3/2009 13:50 hbordas@dpw.lacounty.gov	Hector J. Bordas
9/27/2012 12:11 helenlee@gswater.com	Helen Lee
10/19/2010 17:14 hgest@burhenngest.com	<b>Howard Gest</b>
11/14/2010 8:00 hipshotspl@gmail.com	Spencer Leafdale
9/3/2010 12:22 hjgarcia@farmerjohn.com	Hector J. Garcia
7/6/2009 13:56 hmaloney@ci.monrovia.ca.us	Heather Maloney
3/16/2010 8:24 hmerenda@santa-clarita.com	Heather Merenda
6/2/2010 19:24 hnazarian@hfinc.com	Henrik Nazarian
11/16/2011 7:59 hnguyen@comptoncity.org	Hien Nguyen, PE
11/12/2009 9:22 hseverin@elsegundo.org	Heather Severin
6/11/2011 22:09 humanhealthrisk@gmail.com	Daniel K. Lee
9/16/2009 7:02 hunter.gaines@parsons.com	<b>Hunter Gaines</b>
12/9/2009 16:37 hwalsh@sikand.com	Henry Walsh
7/6/2009 13:39 ideltoro@ci.azusa.ca.us	Israel Del Toro
12/23/2010 20:27 info@ecokai.com	Jim Burton
1/25/2010 15:41 iridgeway@waterboards.ca.gov	Ivar Ridgeway
7/18/2012 11:01 jacquicyoung@yahoo.com	Jacqueline C Young
7/21/2010 13:21 jagjiwan_grewal@dot.ca.gov	Jagjiwan Grewal
1/13/2010 15:26 jan@mlagreen.com	Jan Dyer
7/6/2009 13:17 jarndt@citymb.info	Jim Arndt
2/11/2010 12:11 jason@andersenenviro.com	Jason Ironi
11/17/2010 16:16 javierg1@mse.com	Javier Garcia
11/21/2011 7:03 jbaiocco@dpw.lacounty.gov	Joseph Baiocco
3/22/2012 8:25 jbell@mwdh2o.com	Janet Bell
3/22/2012 11:56 jbellomo@willdan.com	Joe Bellomo
8/4/2011 8:42 jbrown@malibucity.org	Jennifer Brown
7/6/2009 13:52 jcarlson@ci.sierra-madre.ca.us	James Carlson
7/6/2009 13:08 jcolombo@hgcity.org	Joseph Colombo
7/6/2009 13:09 jdballas@cityofindustry.org	John D. Ballas
7/20/2010 16:08 jdettle@TorranceCA.gov	John Dettle
7/6/2009 13:43 jdettle@torrnet.com	John Dettle
11/10/2009 14:01 jdougall@lvmwd.com	Jan Dougall
11/6/2010 10:46 jergeorge@hotmail.com	Jeremiah George
5/9/2012 15:23 jerri.sumlin@sekisui-spr.com	Jerri Sumlin
6/7/2012 9:32 jford@clwa.org	Jeff Ford
5/11/2010 10:09 jfordyce@waterboards.ca.gov	Jennifer Fordyce
6/7/2011 20:38 jfries@counsel.lacounty.gov	Judith Fries
8/10/2012 13:28 jgoalen@ecoparts.com	Jon Goalen
6/15/2011 17:04 jholtz@quinncompany.com	
0/13/2011 17:04 JHOILZ@Quillicompany.com	James Holtz

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4/20/2010 15:56 jkaur@ch2m.com	Jagjit Kaur
6/6/2012 14:41 jkelly@wheelerandgray.com	John Kelly
10/28/2011 13:54 jlivesey@dpw.lacounty.gov	Yaneth Livesey
1/20/2010 8:49 jnelson@cc-eng.com	Joshua Nelson
7/20/2009 16:47 jnewman@waterboards.ca.gov	Jenny Newman
9/9/2009 11:20 jnfireball@yahoo.com	Jane E. Nelson
12/29/2011 9:48 joanne.golden@laedc.org	JoAnne Golden
6/9/2011 10:17 john.dang@pccrusa.com	JOHN DANG
12/15/2009 10:59 john.r.madden@usace.army.mil	John Madden
7/6/2009 13:06 jorger@ci.commerce.ca.us	Jorge Rifa
7/6/2009 13:03 joropeza@bellgardens.org	John Oropeza
11/16/2011 8:41 joskoui@downeyca.org	John Oskoui
7/6/2009 13:06 jparker@ci.claremont.ca.us	Jeff Parker
3/15/2012 17:00 jpereira@cwecorp.com	Jason Pereira
7/6/2009 13:38 jranells@ci.la-verne.ca.us	J. R. Ranells
8/22/2011 11:54 jsayre@brwncald.com	Jaime Sayre
7/20/2011 10:09 jsowinsk@dpw.lacounty.gov	Jolanta Sowinska
7/6/2009 13:56 jstock@bellflower.org	Jerry Stock
5/6/2010 8:17 jsvensson@dpw.lacounty.gov	Josh Svensson
8/7/2012 15:56 jthorsen@malibucity.org	Jim Thorsen
3/5/2012 15:02 jtorres@ci.vernon.ca.us	Jerrick Torres
6/20/2012 10:37 jtruhan@mwdh2o.com	Joyce Clark
7/4/2012 13:20 justin.dutmers@honeywell.com	Justin Dutmers
7/6/2009 13:18 jvalentine@cityofpasadena.net	Jim Valentine
7/6/2009 13:07 jwayt@elsegundo.org	Jack Wayt
3/9/2012 13:00 jweiner.venturacoastkeeper@wishtoyo.org	Jason Weiner
10/24/2011 15:38 jwen@downeyca.org	Jason Wen
11/11/2010 10:47 jwilliams@marchem.net	Jeffrey Williams
11/11/2011 16:23 kamara.sams@boeing.com	Kamara Sams
6/21/2010 10:10 karenc@lwa.com	Karen Cowan
2/17/2012 11:53 katharine.moore@sen.ca.gov	Katharine Moore
1/17/2012 11:02 katherine.paris@tetratech.com	Katherine Paris
7/6/2009 13:20 kathleen.enve@verizon.net	Kathleen McGowan
2/22/2012 16:20 kaying_lee@ci.pomona.ca.us	Kaying Lee
7/19/2012 8:24 kbreyer@santa-clarita.com	Kerry Breyer
3/10/2011 10:39 kemmerer.john@epa.gov	John Kemmerer
1/5/2011 14:32 kens@sccwrp.org	Ken Schiff
5/6/2011 8:10 kevarts@rbf.com	<b>Kevin Evarts</b>
11/16/2011 9:00 kevin@kjservices.net	Kevin Sales
7/6/2009 13:22 kfarfsing@cityofsignalhill.org	Kenneth C. Farfsing
11/9/2010 15:31 kfisher@ci.agoura-hills.ca.us	Kelly Fisher
9/17/2012 10:32 khaim.morton@sen.ca.gov	Khaim Morton
7/6/2009 13:03 kimberlycolbert@caaprofessionals.com	Kimberly Colbert
11/7/2011 14:06 kirk.c.brus@usace.army.mil	Kirk Charles Brus
10/4/2010 9:18 kjames@healthebay.org	Kirsten James
10/17/2011 16:22 kkunysz@mwdh2o.com	Kathy Kunysz
9/6/2010 13:03 klamorie@charter.net	Kim Lamorie

	Kaith Linkon
12/22/2011 16:15 klinker@anaheim.net	Keith Linker
8/23/2010 11:36 kmattfeld@portla.org	Kenneth Mattfeld
8/6/2009 9:54 kmoore@sunstarlabs.com	Kevin Moore
6/5/2012 14:16 kosta.kaporis@lacity.org	Kosta Kaporis
7/6/2009 13:36 kpatel@ci.san-dimas.ca.us	Krishna Patel
7/6/2009 13:21 kpulskamp@santa-clarita.com	Kenneth R. Pulskamp
2/2/2010 9:23 kristy.allen@tetratech.com	Kristy Allen
11/10/2010 11:39 kristy@lasgrwc.org	Kristy Morris
4/5/2010 11:48 kruffell@lacsd.org	Kristen Ruffell
11/9/2010 16:32 kstpeters@earthconsultants.com	Kay St. Peters
7/6/2009 13:09 ktam@ci.irwindale.ca.us	Kwok Tam
7/6/2009 13:40 kvivanti@lakewoodcity.org	Konya Vivanti
11/9/2010 15:50 kwang@waterboards.ca.gov	Kenny Wang
7/6/2009 13:52 kwatson@cityofinglewood.org	Ken Watson
7/6/2009 13:38 kwilson@ci.vernon.ca.us	Samuel Kevin Wilson
7/6/2009 13:40 lamimoto@cityofinglewood.org	Lauren Amimoto
7/29/2010 9:03 langford.book@ladwp.com	Langford Book
8/24/2011 15:36 laral@usgvmwd.org	Lara L. Larramendi
12/8/2009 11:15 larry.richards@legrand.us	Larry Richards
3/25/2012 16:12 laustin@geosyntec.com	Lisa Austin
7/6/2009 13:18 Ibenedetti@paramountcity.com	Linda Benedetti-Leal
7/19/2012 9:46 lcyrus@ci.san-dimas.ca.us	Latoya Cyrus
9/9/2009 9:15 Idods@counsel.lacounty.gov	Lauren E. Dods
11/9/2010 17:11 leo.raab@wecklabs.com	Leo Raab
11/7/2011 16:42 leverett@clwa.org	Lauren Everett
7/31/2009 16:20 Ifeldman@localgovlaw.com	Lauren Feldman
11/6/2011 11:56 lilykaye@hotmail.com	Lily Kaye
6/28/2010 13:58 liz@smbaykeeper.org	Liz Crosson
7/6/2009 13:23 ljackson@torrnet.com	LeRoy Jackson
11/11/2009 20:40 Ilaari@gmail.com	latif laari
7/6/2009 13:20 Ileblanc@cityofrosemead.org	Lou LeBlanc
4/19/2010 9:55 Ilough@bbinfrastructureinc.com	Lynn Lough
11/28/2010 20:36 Imckenney@sawpa.org	Larry McKenney
8/14/2012 11:35 Inaslund@dpw.lacounty.gov	Lisa Naslund
11/22/2010 12:05 lopezj@chevron.com	Joseph E. Lopez
4/21/2011 12:47 loriwolfe@wolfe-engineering.com	Lori Wolfe
7/6/2009 13:36 lpyeatt@comptoncity.org	Leslie Alan Pyeatt
8/15/2011 13:11 Ireyes@lakewoodcity.org	Leon de los Reyes
8/22/2011 10:40 Iskutecki@brwncald.com	Lisa Skutecki
. (B) [1일 1일 : [1] [1] [1일 : [1] [1] [1] [1] [1] [1] [1] [1] [1] [1]	Linda Tsoi
4/5/2010 13:00 ltsoi@lacsd.org	Luke Milick
3/5/2012 14:15 luke.milick@lacity.org	Malcolm Walker
9/16/2009 9:53 mackw@lwa.com	Mark R. Alexander
7/6/2009 13:39 malexander@lcf.ca.gov	Mazhar Ali
11/1/2011 15:24 mali@waterboards.ca.gov	
2/14/2012 16:27 marcbeyeler@mac.com	marc Beyeler
8/25/2011 13:44 marisayrodriguez@gmail.com	Marisa Rodriguez
7/6/2009 13:11 mark-christoffels@longbeach.gov	Mark Christoffels

9/14/2010 10:01 markbaker@physislabs.com	Mark D. Baker
2/15/2011 13:45 martin.pastucha@smgov.net	Martin Pastucha
11/9/2010 15:47 martinagarnier@gmail.com	Martin Garnier
5/23/2012 7:38 matt.helon@sierrachemsales.com	Matt Helon
2/8/2011 14:00 matzrubber@sbcglobal.net	Phillip Jensen
8/7/2010 22:02 maya@cbecal.org	Maya Golden-Krasner
12/27/2011 16:30 mayorlutz@gmail.com	Mary Ann Lutz
12/11/2009 11:51 mbiedebach@sespeconsulting.com	mike biedebach
11/2/2011 10:36 mcarpenter@newhall.com	Matt Carpenter
7/6/2009 13:00 mdadian@cityofartesia.us	Maria Dadian
7/6/2009 13:45 mduran@ci.gardena.ca.us	Mike Duran
1/4/2011 13:31 meeker.lara@gmail.com	Lara Meeker
11/16/2011 7:52 meg_mcwade@ci.pomona.ca.us	Meg McWade
2/21/2012 11:12 melissa.pamer@dailynews.com	Melissa Pamer
9/20/2011 11:34 melissa.pena@ralphs.com	Melissa Pena
11/2/2010 19:35 memo1ah@gmail.com	
11/5/2009 6:46 metalkittiekat@aol.com	Nicole Bullum
11/7/2011 14:56 mfrancis@ddsffirm.com	Michael A. Francis
11/23/2011 11:41 mgarcia@tvmwd.com	Mario Garcia
2/16/2012 14:41 mgrey@biasc.org	Mark Grey
7/1/2010 14:57 michael.blum@gmail.com	Michael Blum
6/27/2012 9:47 michele_turton@baxter.com	
3/16/2012 0:41 miguel@urbansemillas.com	Miguel Luna
7/6/2009 13:36 mike.shay@redondo.org	Mike Shay
7/3/2012 21:39 mike@watershedhealth.org	Mike Antos
7/6/2009 13:05 mike_ogrady@ci.cerritos.ca.us	Mike O'Grady
6/2/2011 17:09 mitch@whitsoncm.com	Mitch Whitson
5/25/2012 21:27 mitchm@lwa.com	Mitch Mysliwiec
4/12/2011 13:43 mkadah@edmsvc.com	Michel Kadah
4/28/2011 10:03 mkearney@waterboards.ca.gov	Michelle Kearney
7/6/2009 13:04 mkeith@cityofbradbury.org	Michelle Keith
3/9/2010 9:38 mkinsler@wheelerandgray.com	Mary Kinsler
11/10/2011 10:26 mkirrene@verizon.net	Michael Kirrene
11/16/2011 8:44 mkolbenschlag@aei-casc.com	Michael Kolbenschlag
7/6/2009 13:08 mlansdell@ci.gardena.ca.us	Mitchell G. Lansdell
4/13/2012 15:01 mlcoffee@nossaman.com	Mary Lynn K. Coffee
9/26/2012 11:15 mmcmeechan@environcorp.com	Melissa McMeechan
7/6/2009 13:47 mmilhiser@cityoflamirada.org	Mike Milhiser
11/16/2011 8:00 mmostahkami@sogate.org	Mohammad Mostahkami
9/11/2012 15:52 mmotto@geosyntec.com	Megan Otto
7/6/2009 13:58 mmunoz@cityoflamirada.org	Marlin Munoz
11/16/2011 7:57 mogrady@cerritos.us	Mike OGrady
7/6/2009 13:47 moillataguerre@ci.glendale.ca.us	Maurice Oillataguerre
5/26/2010 8:55 morton.price@lacity.org	Morton Price
3/6/2012 11:30 mpassanisi@breeneng.com	Mercedes Passanisi
7/6/2009 13:11 mpestrel@dpw.lacounty.gov	Mark Pestrella
3/22/2012 14:29 msgrajeda@picowaterdistrict.net	Mark Grajeda

9/3/2009 14:01	msolorzano@mclam.com	Marcela Solorzano
	mthorme@downeybrand.com	Melissa Thorme
	mvalenzuela@crglabs.com	Marycarol Valenzuela
	mvazquez@golder.com	Misty Vazquez
	myanai@counsel.lacounty.gov	Mark Yanai
	myoung@awattorneys.com	Marie W. Young
	myriam.cardenas@smgov.net	Myriam Cardenas
	naomistone@mugenkioku.com	Naomi Stone
	nascarjws@yahoo.com	John Schwartz
	nasser.sh@lcf.ca.gov	Nasser Shoushtarian
	navedissian@quakercityplating.com	NICK AVEDISSIAN
	ndupont@rwglaw.com	Norman Dupont
· · · · · · · · · · · · · · · · · · ·	neal.shapiro@smgov.net	Neal Shapiro
11/5/2011 20:04	neilandeb@aol.com	Neil Dipprey
4/12/2010 8:26	nfelix@sarecycling.com	Nancy Felix
8/6/2009 11:06	ngarrison@nrdc.org	Noah Garrison
11/30/2009 11:21	nisheeth.kakarala@lacity.org	Nisheeth Kakarala
8/13/2012 19:24	njohnson@waterboards.ca.gov	Nicole Johnson
8/7/2012 15:02	nmartorano@waterboards.ca.gov	Nicholas Martorano
7/6/2009 13:43	ocramer@santa-clarita.com	Oliver Cramer
10/28/2011 14:52	ogalang@brwncald.com	Oliver D. Galang PE
11/9/2010 15:30	ogalang@dpw.lacounty.gov	Oliver Galang
8/3/2009 12:35	olivia@malibutimes.com	Olivia Damavandi
8/9/2010 10:52	paul.ahn@sce.com	Paul ahn
7/17/2009 15:05	paul.singarella@lw.com	Paul Singarella
5/4/2012 15:16	pauling.sun@tetratech.com	Pauling Sun
1/12/2010 8:06	pcmsusa@hotmail.com	Raymond Wells PhD
7/6/2009 13:41	pelkins@carson.ca.us	Patricia Elkins
5/17/2012 15:48	pete_halpin@caltestlabs.com	Peter Halpin
9/16/2011 9:48	ply@wrd.org	Phuong Ly
2/27/2010 15:59	pmglick@gmail.com	Peter Glick
10/12/2010 14:27	quangtran59@gmail.com	Quang Tran
4/1/2011 14:18	r.appy@cox.net	Ralph Appy
9/23/2010 7:17	rabbott5@toromail.csudh.edu	Rodney Abbott
2/1/2011 11:42	rasancho@dpw.lacounty.gov	Randall Sancho
	razzip1@aol.com	Paul V. Ferrazzi
그 사용하다 하는 바람이 되었다.	rbeste@torranceca.gov	Rob Beste
	rbow@ci.monrovia.ca.us	Ron Bow
	rchristmann@waterboards.ca.gov	Rebecca Christmann
7/6/2009 13:22	2 rdickey@sogate.org	Robert T. Dickey
12/28/2011 16:43	3 rdrayse@treepeople.org	Rebecca Drayse
	5 reddy.pakala@ventura.org	Reddy Pakala
	rehsiteworks@aol.com	Ray E. Hensley
	2 rfajardo@elsegundo.org	Ron Fajardo
	rfreeman@lawa.org	Robert Freeman
	frwpetro@verizon.net	Darry White
7/6/2009 13:17	7 rhaley@lynwood.ca.us	Roger Haley

3/10/2011 0:37	rhs@malibufamilywines.com	Ronald H. Semler
	ricardo.moreno@sce.com	Ricardo E. Moreno
	ricardo.moreno@sce.com	Ricardo Moreno
	richard@coloramanursery.com	Richard Wilson
	rick.valte@smgov.net	Rick Valte
	rkenny@soelmonte.org	
	rmontevideo@rutan.com	Ron Kenny
	Frnewman@santa-clarita.com	Richard Montevideo Robert Newman
	robert.ruscitto@arcadis-us.com	Robert Ruscitto
	robert. Rocktowarcaus-us.com	Robert Skands
	robert.skands@pardeenomes.com	Robert Sjoquist
	robert@ssseeds.com	Robert Zarrilli
	rolly@kal-plastics.com	Rolly A. Panganiban
11/16/2011 7:16	1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 - 1 -	Ron Dragoo, P.E.
	rorton@lvmwd.com	Randal D. Orton Ph.D. D.Env.
	i rpurdy@waterboards.ca.gov	Renee Purdy
	rruiz@sfcity.org	Ron Ruiz
	rraliz@sicity.org	Rene Salas
	rsoto@ci.vernon.ca.us	Rafael Soto
	rtahir@tecsenv.com	Ray Tahir
	rtremblay@lacsd.org	Raymond L Tremblay
	rvasquez@scsengineers.com	Ralph Vasquez
	irveiga@waterboards.ca.gov	Rebecca Veiga Nascimento
	! rwang@dpw.lacounty.gov	Ruby Wang
	rwatson@rwaplanning.com	Richard A. Watson
	rwellington@willdan.com	Ray Wellington
	rwishner@ci.walnut.ca.us	Rob Wishner
	s.guldimann@gmail.com	Suzanne Guldimann
	sam.gutierrez@westcovina.org	Sam Gutierrez
	samw@ci.rolling-hills-estates.ca.us	Samuel R. Wise
	sandym@lwa.com	Sandy Mathews
	sarinamoraleschoate@santafesprings.org	Sarina Morales-Choate
	sbarankiewicz@ohslegal.com	Stan M. Barankiewicz II
	scheng@sgch.org	Angela Cheng
12/13/2011 11:08	sean.j.dunn@damco.com	Sean Dunn
	selimeren@gmail.com	SELIM EREN
	seth.carr@lacity.org	seth carr
6/7/2012 10:43	sfleischli@nrdc.org	Steve Fleischli
7/6/2009 13:43	sfurukawa@ci.south-pasadena.ca.us	Shin Furukawa
7/6/2009 13:25	sgrund@lacsd.org	Shannon Grund
7/6/2009 13:11	shahram.Kharaghani@lacity.org	Shahram Kharaghani
2/21/2012 8:50	shawn.hagerty@bbklaw.com	Shawn Hagerty
11/16/2011 8:40	shenley@covinaca.gov	Steve Henley
11/4/2009 13:46	shikhac@lwa.com	Shikha Chetal
8/16/2012 16:37	simran@northeasttrees.org	Simran Sikand
7/6/2009 11:32	2 skelley@waterboards.ca.gov	Sandra Kelley
9/14/2012 14:28	3 smandegari@greenesol.com	shirin mandegari

2/23/2011 10:55 smartin@remet.com	Scott Martin
11/30/2009 14:50 smurow@moote.com	Steven Murow
11/16/2011 8:01 smyrter@cityofsignalhill.org	Steve Myrter
2/2/2011 14:43 snania@forester.net	
9/10/2009 15:31 snissman@bos.lacounty.gov	Susan Nissman
7/6/2009 13:46 sochoa@ci.monrovia.ca.us	Scott Ochoa
5/11/2012 14:33 soligeorge@chevron.com	Soli George
6/6/2012 16:51 sperlstein@weho.org	Sharon Perlstein
1/21/2010 11:52 sphillip@dtsc.ca.gov	Stan Phillippe
11/15/2011 15:20 srigg@ci.vernon.ca.us	Scott Rigg
5/31/2011 16:28 ssanchez@bialav.org	Sandy Sanchez
1/30/2012 13:55 ssantilena@healthebay.org	Susie Santilena
2/9/2012 12:40 sschuyler@biasc.org	steven schuyler
12/20/2011 12:32 stanleys@uppercrustent.com	Stanley Shimabuku
11/16/2011 8:59 steve.huang@redondo.org	Steve Huang
1/14/2010 14:32 stormwatercentral@gmail.com	Anna Hensley
6/19/2012 17:02 sturney@weho.org	Susannah Turney
5/31/2011 16:33 suhles@delanegroup.com	Scott Uhles
5/27/2012 12:38 suzi_youssef@ymail.com	Suzi Youssef
11/16/2011 8:46 swalker@cityofpasadena.net	Stephen Walker
5/27/2010 11:33 symeon.finch@orco.com	Symeon Finch
7/6/2009 13:08 szurn@ci.glendale.ca.us	Stephen M. Zurn
11/10/2011 9:40 tajenkins@sgvwater.com	Thomas A. Jenkins
6/8/2012 15:29 tattnlaw@gmail.com	JOHNTOMMY ROSAS
7/6/2009 13:04 tcoroalles@cityofcalabasas.com	<b>Anthony Coroalles</b>
7/31/2009 15:57 tford@smbaykeeper.org	Tom Ford
2/23/2012 8:33 tiffanyshedrick@santafesprings.org	Tiffany Shedrick
12/13/2011 10:32 tliddell@kirklandwa.gov	Tommy Liddell
5/31/2011 16:30 tom.mitchell@pardeehomes.com	Tom Mitchell
12/15/2009 10:51 tony.barboza@latimes.com	Tony Barboza
3/23/2010 11:19 tony.pepe@csun.edu	Tony Pepe
9/16/2010 10:20 tony@csstudios.com	Tony Ignacio
2/20/2012 13:01 tracy@egoscuelaw.com	Tracy Egoscue
7/26/2010 10:25 tracyegoscue@paulhastings.com	Tracy Egoscue
7/6/2009 13:10 trobinson@cityoflamirada.org	Tom E. Robinson
7/6/2009 11:29 trodgers@waterboards.ca.gov	Theresa Rodgers
11/14/2011 8:33 tsmith@bonterraconsulting.com	Thomas Smith
7/6/2009 12:59 ttait@ci.arcadia.ca.us	Tom Tait
7/6/2009 13:22 tybarra@soelmonte.org	Tony Ybarra
4/3/2011 19:01 uhdenr@metro.net	Roger Uhden
6/17/2011 20:16 uyeda@pbworld.com	Pamela Uyeda
7/6/2009 13:42 vcastro@ci.covina.ca.us	Vivian Castro
4/11/2011 13:02 vcastro@covinaca.gov	Vivian Castro
1/24/2011 11:30 vhevener@ci.arcadia.ca.us	Vanessa Hevener
11/7/2011 11:10 victor.kennedy@cshs.org	Victor Kennedy
11/16/2011 8:39 vpeterson@malibucity.org	Vic Peterson
10/28/2010 12:38 vsalazar@ldcla.com	Victor Salazar PE
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7/6/2009 13:03 vsinghal@baldwinpark.com Vijay Singhal 2/18/2011 11:31 wade@grahamstudio.net Wade Graham 2/21/2012 4:06 wbotha@brownandwinters.com Wentzelee Botha 6/29/2011 9:59 wcaffrey@vandermostconsulting.com wade caffrey 12/29/2011 11:17 welchrc@pbworld.com Robert Welch 11/14/2011 16:14 wgross@lacsd.org bill gross 8/6/2012 10:00 wjohnson@dpw.lacounty.gov William Johnson 7/6/2009 13:52 wrlindinc@aol.com Wes Lind 8/17/2011 11:33 wynesta@earthlink.net Wynesta Dale 11/16/2011 8:58 ykwan@lcf.ca.gov Ying Kwan 7/6/2009 13:35 ys@cityofrh.net Yolanta Schwartz 12/6/2010 17:34 ysim@dpw.lacounty.gov Youn Sim 9/17/2010 8:45 zora.baharians@lacity.org Zora

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