## In the Matter of:

## Maryland Department of the Environment

October 11, 2018
Public Hearing

**Condensed Transcript with Word Index** 



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1 PROCEEDINGS 2 2	
3 MR. BAHR: Okay. Let's go ahead and get 4 TENTATIVE DETERMINATION TO MODIFY 4 started. It looks like it's about 6 minutes after 5:00 5 BALTIMORE COUNTY'S NATIONAL POLLUTANT 5 Good evening and welcome everybody. Today is 6 DISCHARGE ELIMINATION SYSTEM 6 Thursday, October 11, 2018. And today's public hearing 7 NPDES No. 11-DP-3317 MD0068314 7 is regarding the Maryland Department of the Environment 8 Tentative Determination to Modify Baltimore County's 9 National Pollutant Discharge Elimination System, NPDES,	
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10 In municipal separate storm sewer system MS4 permit numbe	
10   10   munitarpar separate storm sewer system Mot, permit munde	r
11 11-DP-3317 MD0068314.	
12 My name and I think I know most of the	
The hearing in the above matter commenced on 13 people out there and I've talked with most of you alrea	dy
14 Thursday, October 11, 2018, at the Office of the Maryland   14 is Raymond Bahr and I'm the Deputy Program Manager of	
15 Department of the Environment, 1800 Washington Boulevard,   15 the Sediment, Stormwater and Dam Safety Program within	
16 Baltimore, Maryland. 16 the Department's Water and Science Administration.	
17 With me today are other people in the Sedimen	t,
18 Stormwater and Dam Safety Program, Brian Cooper,	
19 Christina Lyerly and Deb Cappuccotti, thanks for helpin	g
20 Before: Raymond Bahr, Hearing Officer 20 me out to set up tonight's proceedings, and Jennifer	_
21 Smith, who is the Program Manager for Sediment,	
22 Reported by: Karen Willoughby 22 Stormwater and Dam Safety. And Lee Currey is here with	
2	4
1 A T T E N D E E S 1 us, the Director of Water and Science Administration.	
2 Maryland Department of the Environment: 2 So thanks to you. And nobody is here from	
3 Raymond Bahr 3 Baltimore County, but they were very helpful in setting	
4 Brian Cooper 4 up tonight's proceedings as well, getting is to this	
5 Christina Lyerly 5 point.	
6 Jennifer Smith 6 In accordance with Maryland's Administrative	
7 Deb Cappuccotti 7 Procedures Act, a tentative determination to modify	
8 Lee Currey, Director, WSA 8 Baltimore County's MS4 permit has been advertised in th	е
9 Lynn Buhl, Assistant Secretary, MDE 9 Maryland Register and the Baltimore Sun on August 31st	
10 Speakers: 10 and September 14th, 2018, and sent out to the	
11 Erik Fisher, Chesapeake Bay Foundation 11 Department's interest party list for Baltimore County,	
12 Benjamin Alexandro, League of Conservation Voters   12 and publicized on the Department's web page where the	
13 Elise Bruner, Blue Water Baltimore 13 proposed permit modification and supporting fact sheet	
14 Bruce Gilmore, Audubon Naturalist Society 14 materials can be found.	_
15 Everyone who signed up to speak today or sign	ed
16 the attendance sheet will be added to the Department's	
17 interested party list and will receive notice of any	
I 10 octions moranding Baltimore Countrile MONit Tf	
18 actions regarding Baltimore County's MS4 permit. If yo	
19 want to be on the Department's interested party list fo	_
19 want to be on the Department's interested party list for 20 this permit and did not sign up on one of these two	
19 want to be on the Department's interested party list fo	

accept public comment on the Department's tentative determination to modify Baltimore County's MS4 permit. The Department has some introductory remarks regarding this action and after that I would like to give any officials from Baltimore County or any elected officials an opportunity to speak. After that we'll work down the list of speakers who have signed up.

Today's -- tonight's hearing is scheduled for two hours and we would like to provide everybody with an opportunity to speak. I don't think we'll have any difficulty with that. There is another public hearing scheduled tonight at 7 p.m., so please try to keep your remarks concise and focused on the proposed permit modification.

As background, Maryland has been delegated authority by the United States Environmental Protection Agency, EPA, to administer the NPDES program in the State. Final stormwater regulations were adopted by EPA in November 1990, according to Section 402(p) of the Clean Water Act. These regulations require, in part, that owners or operators of storm drain systems serving populations of greater than 100,000 -- including

Regulations, CFR 40 Section 122.62, the Department may receive new information which justifies applying conditions different from those in the permit if the information was not available at the time of the permit issuance.

In accordance with 40 CFR Section 122.62, the Department may modify an existing permit when proposed standards and regulations covering the permitted activity may have changed since the issuance of the permit.

A new phase of Maryland's nutrient trading program with authorizing regulations in the Code of Maryland Regulations, COMAR, 26.08.11, were formally adopted for use on July 16, 2018.

The EPA reviewed, and did not object to, Maryland's trading policy updates and draft MS4 permit modification language. The new trading policy allowing MS4s to acquire nutrient credits was not in place at the time when Baltimore County's MS4 permit was issued.

Baltimore County has documented that while the capital and operational funds necessary to meet the 20 percent impervious restoration requirement are available, the physical capacity for implementing structural BMPs

Baltimore County -- apply for a Phase I NPDES municipal stormwater permit.

To improve local water quality and the Chesapeake Bay, Baltimore County's most recently issued MS4 permit on December 23, 2013, included a requirement for the restoration of 20 percent of the impervious surface area within the County that was not already managed for stormwater to the maximum extent practicable. On July 18, 2018, Baltimore County formally requested an NPDES MS4 permit modification from the Department to use Maryland's newly authorized nutrient trading program as an option to help meet its 20 percent impervious surface area restoration requirement. The County anticipates that it will be able to complete the restoration of 2,104 of the required 6,036 impervious acres by the end of its permit term on December 23, 2018. This is roughly equal to 35 percent of the County's impervious surface area restoration requirement.

The Department has determined that Baltimore County's MS4 permit may be modified to allow the use of nutrient trading for the following reasons:

In accordance with the Code of Federal

within the permit's timeframe is a limiting factor.

The EPA, the Department and Maryland's Court of Appeals have determined that the 20 percent impervious surface restoration requirement is an approved effluent limit consistent with, and satisfactory for, both the Chesapeake Bay and other applicable total maximum daily load wasteload allocations.

And, finally, trading for amounts of total nitrogen, total phosphorous or total suspended solids, that would have been reduced through the 20 percent impervious surface area restoration requirement, will have a similar net effect on local and Chesapeake Bay water quality.

So at this time I would like to ask if there is anybody here from Baltimore County Government that would like to add comments to the public record.

(No response.)

MR. BAHR: Seeing that there are none, I would also like to ask or see if there's any local elected officials that would like to speak before we get started.

(No response.)

MR. BAHR: And I see none. So when we call

2 (Pages 5 to 8)

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your name to testify -- do we have the list -- thanks, one from the right, one from the left, thank you, Brian.

Please start by stating your name and spelling it out for the stenographer. And if you are affiliated with an organization, please let us know who that is for the record.

First up I'd like to call Erik Fisher.

MR. FISHER: Hello everybody. My name is Erik Fisher, ERIK, FISHER. I'm now an Assistant Director with the Chesapeake Bay Foundation, headquartered down the road in Annapolis.

I want to start by saying that we have submitted questions to the Department by email and we were pleased to hear that you all intend to address those as this process moves forward. Given that, we thought we'd just provide some recommendations, specifically on how trading we feel would best be incorporated into this permit, given what we know at this time.

We agree with the proposal to use Chesapeake Bay Model 5.3 loading rates that are in the current 2014 guidance. We feel those permits were written when that version of the model was active. And that outputs from

restoration.

Based on Baltimore County's estimate of the remaining need, that would work out to be about 30,160 pounds of nitrogen, 7,491 pounds of phosphorous and 1,686 pounds of sediment that we believe should be written into the permit modification directly.

Two other things and then I think that will cover it. One is that the modification should clarify how the credits purchased will comply with COMAR 26.08.11.08-E, which is the local water quality protection provision. It's a little bit unclear to us, given that an MS4 has out-falls in multiple local watersheds, some of which may be impaired, some of which may not be. We don't have a specific recommendation on how best to address that at this time, but we would welcome some additional discussion with the Department on how that will be taken care of an incorporated into the permit. So we wanted to highlight that one.

And then finally, we'd just note that the trading regulations require the use of the trading registry in order to be valid credits for trade. We think that's a good idea, clearly for transparency and

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that model helped to form the basis for the permit that's being modified.

In order to ensure that the trading approach achieves the same benefits that impervious surface restoration would, we believe the modification should stipulate the purchase of equivalent credits for the amount of nitrogen, phosphorous and sediment associated with the difference between an acre of impervious surface and an acre of forest. In part, our basis for that is that the guidance document itself specifies one to one credit awarded only for the conversion of impervious surface to forest.

For ease of transparency and clear expectations, we also recommend that the permit modification use a simple pound-to-acre conversion, instead of referencing the guidance that does not directly speak to this issue. We feel the pounds required to be purchased per acre should be stated outright numerically in the permit modification itself.

That means under 5.3 this would mean 7.69 pounds of nitrogen, 1.91 pounds of phosphorous and 0.43 pounds of sediment for each acre that requires

clear expectations for the purchase and use of credits.

So we would encourage MDE to finalize and publish the registry in conjunction with these permit modifications, so that Baltimore County can proceed and complete trades to accomplish their permit obligations.

So, with that, thank you all for the time.

MR. BAHR: Great. Thanks, Erik. And that email that came in from CBF came in to me and I would just like to say that the Department is planning a webinar on October 22nd, 2018, to provide further outreach to the public on MS4 nutrient trading, and to go through examples of how the trades can be executed, verified, and certified.

The information on this webinar will be shared with everybody here tonight. And I think that will be a good opportunity to run through some of these questions and have a question and answer and continue this dialogue until this comment period is up.

Next up -- let's have Ben Alexandro.

MR. ALEXANDRO: Hi. My name is Benjamin Alexandro, BENJAMIN, ALEXANDRO. And I am

the Water Policy Advocate for the Maryland League of

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3 (Pages 9 to 12)

Conservation Voters, as well as the Maryland State Lead for the Choose Clean Water Coalition.

So thank you so much for the opportunity to comment. Actually, back in 2015 I was actually one of the authors of the Maryland Chesapeake Bay Restoration Financing Report, out of the Environmental Finance Centers, specifically focused on nutrient trading, while I was doing two Masters, one of them was focused pretty heavily on that. So I have a lot of background and knowledge on what can make or break a good trading program.

And from that and from digging into this some more I have -- we have some significant concerns about the way that this is going forward.

Number one is trading being injected into a permit that's about to expire. You know, it seems inappropriate, since it could set a dangerous precedent if trading is used as basically a way to give the County a free pass or walking away from their commitments from water quality. And it's a concern that this, if introduced, and the way that it is being introduced it could basically weaken this permit and potentially reward

already being accomplished elsewhere, right?

So if the Maryland taxpayer is already paying through BRF funding or something else, to upgrade these wastewater treatment plants, you can't then use that to then give free credits out, you know. And one of the reasons that this is really worrying, is that if you look at the financial assurance plans for the County, they have a thousand acres that they were planning to do with that and unlike some other counties, they were saying that they were going to invest zero dollars to do this. They're assuming that they're not going to have to put any money on the table, they can just get these credits for free. There will be no cost for them at all.

So that's really no investment at all, that's not a market-based solution, that's just a free Government hand-out to reward pollution.

But the County fact sheet kind of seems contrary to that, in that the fact sheet -- as you mentioned earlier in your comments -- says that Baltimore County has documented that while the capital operation funds necessary to meet the 20 percent impervious surface reduction are available, the physical capacity for

noncompliance, both in the present and into the future, for future permits.

One of the main reasons for that is number two, which is we really, really feel strongly that nutrient trading has to finance real and true projects on the ground. That's really the most important thing. You know, preferably it would lead to something -- you know, the County spending real money to do real -- finance permanent practices such as a farmer, you know, upstream planting and maintaining a riparian forest, something like that.

But according to my recent calculations and looking at the wastewater treatment plants and the ones operating below three parts per million, if MDE doesn't prohibit it, they can potentially use a loophole where you could have literally thousands of credits being generated for free or for little to no cost.

And so what this would potentially do is flood the market and crash it, jeopardizing basically the purpose of that trading system to create a demand for new and innovative cost effective projects. You know, trading should create new pollution reduction that's not implementing structural BMPs within the permit timeframe is the limiting factor.

Well, if that's the case, then the County should have no problem actually investing considerable real money in dollars into buying credits. However, what we see happening is the County -- what we saw happening is the County getting rid of their polluted run-off fee, having the financial plan saying that they get free credit, they cancelled a bunch of their planned projects. And so this is very worrisome that we fear that Baltimore County, with this trend, is looking for a way to have a free way to make it look like they're reducing pollution, while really escaping their clean-up obligations.

And so we really do not want, through this modification, MDE to give a free pass to Baltimore County, in a sense telling other counties not to worry if they're not complying with MDE permits in general.

And finally, we have a few other concerns.

Some of them echo, I think, what CBF so eloquently said, you know, for example, the issue of -- we also share that question about impaired waterways, there's impaired

4 (Pages 13 to 16)

waterways and having a large jurisdiction of an MS4, how is that going to work, where they have to have trade within that same one.

We're also concerned that -- we're very curious about where these credits will be bought, since we don't think that Baltimore County has any wastewater treatment plants within the jurisdiction that they could trade with that are below that baseline.

So it looks like they're going to be having to go elsewhere -- I guess Baltimore City or wherever else -- to buy those and that could compound that issue of you have local impaired waterways and then you're now buying things potentially from outside that watershed.

We also feel like there really needs to be limitations on how much trading can be used to meet their obligations. And then we also have questions where we just think that there really needs to be more information made clear to us, to me, to the public of exactly how these credits are going to be calculated for, you know, set examples of, okay, for one acre of impervious surface that translates to how much nitrogen, how much phosphorous, how much sediment. You know, where is this

MS. BRUNER: Thanks for the opportunity to speak. My name is Elise Bruner, E L I S E, Bruner, B R U N E R. I'm the advocate manager on Blue Water Baltimore.

As you know, Blue Water works throughout Baltimore City and County to protect and restore our local waterways through education, restoration and advocacy, we're home to the Baltimore Water Keeper.

I'm here today to express some of our concerns and to ask a few questions that we hope you can clarify regarding the draft modification. We also plan to submit written comments.

Blue Water Baltimore is concerned that the proposed modification could weaken protections for local waters and communities in Baltimore County by allowing trading as a substitution for restoration practices. As you know, restoration practices improve water quality in close proximity to the area where the practices are installed. It also has significant co-benefits like reducing flooding and improving air quality.

If jurisdictions are allowed to meet their permit requirements through trading, rather than installing restoration practices, they lose these co-

coming from and that's where the -- really transparency, I think, is paramount there.

So, you know, MDE has been working so hard on nutrient trading regulations for years and has had feedback from so many sectors on how to do it right -- you know, LCV, as well as dozens of Choose Clean Water members organizations have sent multiple letters, concerned comments the last few years. We remain very active in the Water Quality Trading Advisory Committee, you know, on how to potentially make this better and do this right.

And so MDE cannot let this modification go through as is, or it could really jeopardize all that progress if we don't make sure that those loopholes aren't taken care of. If we don't, we could really get into a situation where this is not -- this is not trading at all, right, this is -- this is a paper exercise where counties are just grabbing free credits to get out of their permit obligations, which sets a very dangerous precedent for future MDE permits.

Thanks so much for your time.
MR. BAHR: Okay. Thanks, Ben. Elise Bruner.

benefits, threatening local water quality and the quality of life for local residents.

So we have the following questions. How exactly would the trading be executed? The modification doesn't make it clear whether trading can occur between jurisdictions or what the guidelines are for implementing a trade. It appears to propose meeting permit requirements by separating the pollution reduction requirement from its geographic location.

If trading is to move forward, it must be made clear that credits must only be applied in close geographic proximity to where they're generated, otherwise we are sacrificing local water quality and quality of life to residents.

Second point is if MDE approves this MS4 permit modification to allow nutrient trading, any actual use of a credit should be considered a major modification that should be subject to public notice and comment on each trade, as required by EPA regulations to ensure transparency and verification of those credits.

And finally, our question is also on timing.

Why is the modification happening now when the permit is

5 (Pages 17 to 20)

about to expire. It is concerning, as it sends a signal to permit holders who won't meet their requirements during this permit term, that they won't be held accountable by MDE in this permit or in future permits. For our environmental laws and permits to be effective, they must be enforced.

So we appreciate the opportunity to speak and we'll be sending in written comments. Thank you.

MR. BAHR: Great. Thank you, Elise. Is there anybody else interested in speaking up tonight on this permit modification?

MR. GILMORE: I signed up.

MR. BAHR: Bruce, did you? Okay. By all means, go ahead. Actually, I don't see your name here, maybe it's on the attendance sheet. We had a speaker's list and an attendance sheet.

MR. GILMORE: My bad, it's on this list.

MR. BAHR: No, no. Very good.

MR. GILMORE: I'm sorry, Mr. Presider.

20 Mr. BAHR: Hearing Officer to you, Bruce.

21 (Laughter.)

MR. BAHR: Please. Please go ahead.

ISR 20 percent goal if it can obtain certified trades between its July 18, 2018 request through December 23, 2018. This would be a laudable, if ambitious, result.

Question one. However, what will be the implications if Baltimore County does not meet the 20 percent goal, even with the proposed modification? Will this place the County in a permit default position and lead to a consent decree?

Question two. Can the current compliance period be extended into the new permit? What if the permittee is not "in compliance" with the current permit, even after utilization of the trading provision? Can the permittee engage in Nutrient Trading during a new yet-to-be-issued permit period, i.e., 2019 on?

Question three. Will there be other Maryland jurisdiction Phase 1 MS4 permittees whose current permits will be modified beyond Baltimore County, Anne Arundel and Prince George's County? If the current permit compliance period ends when the new permit term begins for the current permittees, will they still be able to utilize the trading provision beyond that date? This has to do with the meaning and length of "compliance period"

MR. GILMORE: I have a statement for the record and there's a mistake in it on the second page, strike Charles County as one of the three that will be -- for whose permit has been proposed to be modified.

I'm going to read my statement.

Thank you for the opportunity to testify before MDE regarding the proposed modification of the Baltimore County MS4 permit. My name is Bruce Gilmore, BRUCE, GILMORE, and I represent Audubon Naturalist Society in the matter of Maryland stormwater policy. Much of my testimony this evening takes the form of procedural questions, to which I and ANS seek answers as they pertain to Baltimore County's permit revision and also the currently open revisions to the Anne Arundel and Prince George's County permit.

The premise of the proposed modification of the current Baltimore County Phase I permit is that the shortfall in the required restoration of impervious acres will disappear by the permit's end date, December 23, 2018, through the use of nutrient trading now authorized since July 16, 2018.

Baltimore County asserts that it will meet the

1 as stated in the modification proposal.

Question 4. What is the effect of an "administratively continued" permit in the trading modification scheme? Can the new Phase 1 MS4 permits be administratively continued for the sole purpose of enabling trading completion and certification? Would this be an allowable extension of the "compliance period"?

Question 5. If the permittee has not met its 20 percent ISR goal through either trading or BMPs, can it still participate in trading during the next permit term? Even if it did not meet its ISR goal in the current permit compliance period?

Many of the questions above relate to how the current expiring permit will transition into the next permit. A key factor in evaluating the strength of this transition will be the level of effort required in the next permit. If MDE continues to use the ISR metric, as it has indicated it plans to do, it is essential that there be an additional, and ambitious, ISR requirement in the next permit on top of any trades used to meet the terms of the current permit's 20 percent requirement.

6 (Pages 21 to 24)

25		27
1 The WIP III process has shown that substantial	1	I want to thank you all for attending this
2 additional nutrient and sediment reductions are still	2	evening's public hearing and for your participation in
3 needed for Chesapeake Bay and local waterway restoration,	3	these important matters.
4 and the stormwater sector is falling behind. The	4	That concludes our public hearing on Baltimore
5 existing WIP II plans are only designed to achieve 23	5	County's permit modification.
6 percent of the necessary nitrogen reductions from the	6	(Whereupon, the hearing was
7 urban/suburban sector and, in the meantime, stormwater	7	concluded at 5:37 p.m.)
8 pollution has actually continued to grow.	8	
9 If a 20 percent ISR reduction in the next	9	
permit term is not feasible, MDE must not back away from	10	
a new requirement altogether and must maintain an	11	
ambitious, and additional, ISR requirement. It is	12	
essential that MDE continue to push Phase I MS4	13	
jurisdictions to treat stormwater from impervious	14	
surfaces in order to improve the health of the Chesapeake	15	
Bay and local waterways.	16	
17 Thank you for your consideration of my	17	
testimony. I will be submitting additional written	18	
19 testimony in the coming days for future hearings.	19	
20 I would also like to for the record associate	20	
Audubon Natural Society with the comments from CBF, Blue	21	
Water Baltimore and LCV. Thank you.	22	
		28
1 MR. BAHR: Great. Thank you, Bruce. Is there	1	20
2 anybody else here tonight that would like to speak?	2	CERTIFICATE OF COURT REPORTER
3 (No response.)	3	CERTIFICATE OF COORT REFORTER
	1 2	
4 MR RAHR: Seeing none anybody that wants to	1 4	I Karen Willoughby, do hereby certify that the
4 MR. BAHR: Seeing none, anybody that wants to	4 5	I, Karen Willoughby, do hereby certify that the
5 submit written testimony after today can do so, up until	5	foregoing transcription was reduced to typewriting via
<ul> <li>submit written testimony after today can do so, up until</li> <li>November 29th, 2018. Comments can be sent to me, Raymond</li> </ul>	5 6	foregoing transcription was reduced to typewriting via audio recorded by me; that I am neither counsel for, nor
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