

9/6/11

**DRAFT**

**Minutes**

**Environmental Management Commission Meeting  
Alabama Department of Environmental Management Building  
1400 Coliseum Boulevard  
Montgomery, Alabama 36110-2400  
August 19, 2011**



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**Minutes**  
**Environmental Management Commission Meeting**  
**Alabama Department of Environmental Management Building**  
**1400 Coliseum Boulevard**  
**Montgomery, Alabama 36110-2400**  
**August 19, 2011**

**Convened: 11:00 a.m.**  
**Adjourned: 11:23 a.m.**

**Part A**

**Transcript**

**Part B**

**Attachment Index**

**Attachments 1 – 4**



**Part A**



Page 1

ALABAMA ENVIRONMENTAL MANAGEMENT  
COMMISSION MEETING

ALABAMA DEPARTMENT OF ENVIRONMENTAL  
MANAGEMENT (ADEM) BUILDING

MAIN CONFERENCE ROOM  
1400 COLISEUM BOULEVARD  
MONTGOMERY, ALABAMA

AUGUST 19, 2011

11:00 A.M.

Page 3

1 DR. LESTER: At this time,  
2 we'll call the meeting to order. First  
3 item is to -- the minutes from our last  
4 meeting on June 24th. Do I have a  
5 motion?  
6 DR. LAIER: Move to  
7 approve.  
8 DR. LESTER: Second?  
9 MR. BROWN: (Motions.)  
10 DR. LESTER: Motion  
11 seconded. Any discussion on it? All in  
12 favor, say "aye."  
13 ALL: Aye.  
14 DR. LESTER: All opposed?  
15 At this time, we'll call the Director for  
16 his comments.  
17 MR. LEFLEUR: Thank you, Mr.  
18 Chairman. Do you need this -- is this  
19 mike on? Do you need it on?  
20 MS. THOMAS: It should be  
21 on. Russell, can you check on the mike?  
22 MR. LEFLEUR: Thank you.  
23 Good morning, Commissioners. Let me

Page 2

1 COMMISSION MEMBERS PRESENT:  
2  
3 DR. JOHN H. LESTER, CHAIR  
4 H. LANIER BROWN, II  
5 DR. JAMES E. LAIER  
6 SAMUEL L. MILLER, M.D.  
7 DR. TERRY D. RICHARDSON  
8  
9 COMMISSION MEMBERS NOT PRESENT:  
10 W. SCOTT PHILLIPS  
11 MARQUITA FURNESS DAVIS  
12  
13 ALSO PRESENT  
14  
15 ROBERT TAMBLING, EMC Legal Counsel  
16 DEBI THOMAS, EMC Legal Assistant  
17  
18  
19  
20  
21  
22  
23

Page 4

1 bring you up to date on where we stand on  
2 several ongoing matters and then revisit  
3 an initiative we reported on previously.  
4 In the ongoing matters, as  
5 you can see in your materials, the  
6 Department continues to operate within  
7 its budget in spite of mid-budget-year  
8 cuts at both federal and state level.  
9 This is being accomplished by continuing  
10 efforts toward greater automation,  
11 greater use of general permits rather  
12 than permits by rule, and delaying  
13 filling staff positions until the latest  
14 prudent moment.  
15 An additional work flow  
16 change designed to improve efficiency has  
17 been implemented since your last meeting.  
18 Inspection and enforcement activities for  
19 the Construction Stormwater Program have  
20 now been completely handed off to the  
21 Field Operations Division.  
22 This will streamline that  
23 activity by eliminating duplication of

1 effort and reducing the time to bring  
2 sites into compliance. Sites found to be  
3 out of compliance will be given formal  
4 notification of noncompliance and then  
5 allowed reasonable time to come into  
6 compliance, after which if noncompliance  
7 continues, they will be assessed  
8 penalties.

9 Another ongoing matter is  
10 the proposal to increase permit fees,  
11 which we've discussed previously. The  
12 process to implement permit fee  
13 increases, which we reported previously  
14 the Department would be undertaking, has  
15 now begun. This, like  
16 previously-mentioned activities, will  
17 help keep the Department on acceptable  
18 financial footing.

19 We completed visits with  
20 major impacted groups to explain the  
21 basis for the 19 percent fee increase and  
22 emphasized the importance of maintaining  
23 adequate funding of the Department to

1 Included on the list are  
2 mapping and funding, removal of submerged  
3 oil mats, completion of tar removal from  
4 the west end of Dauphin Island after the  
5 temporary stand-down for bird and turtle  
6 nesting season, and providing for cleanup  
7 of future tar ball landings, and finally,  
8 emergency plans for cleanup of oil debris  
9 following any tropical weather event. We  
10 anticipate final closeout of the response  
11 phase to take place November 30th of this  
12 year.

13 Now, I'd like to address an  
14 initiative that we have previously had  
15 conversations about in Commission  
16 Meetings, and that initiative is the  
17 importance of relationships with outside  
18 groups to help the Department accomplish  
19 its objectives.

20 While the primary objective  
21 of building these relationships is to  
22 more effectively accomplish our work, an  
23 additional benefit of this approach is

1 assure continued environmental oversight  
2 at the state level rather than at the  
3 federal level.

4 Public notice for the  
5 proposed fee increase began on August the  
6 7th. Public hearing will be held on  
7 September the 21st, and if there are no  
8 delays, this matter will come before you  
9 on October the 21st for rulemaking. We  
10 anticipate implementing the new fee  
11 schedules in December of this year.  
12 There's been minimal negative response  
13 received from the regulating community.

14 The final ongoing matter I  
15 would like to bring up is the status of  
16 the BP oil spill response. The  
17 Department continues to be the only  
18 agency with a full-time, on-scene  
19 presence. Our investment in this effort  
20 is approaching 40,000 work hours. The  
21 final punch list of open items to be  
22 completed before stand-down of the  
23 response is currently being negotiated.

1 that it helps build the general public's  
2 confidence in the work that we do. I'm  
3 going to briefly describe our efforts to  
4 build relationships with four important  
5 groups: The environmental community, the  
6 media, the EPA, and the regulating  
7 community.

8 Environmental community  
9 first. For the past year, it's been our  
10 routine to meet quarterly with all  
11 interested environmental groups to  
12 exchange information and to address their  
13 concerns. These meetings have led to  
14 greater understanding on both sides and  
15 to several tangible advances in our  
16 environmental efforts.

17 One of the most significant  
18 achievements to date has been the  
19 creation and the implementation of the  
20 new web-based complaint system. In  
21 conjunction with E-file, this new system  
22 allows anyone who is aware of a violation  
23 to register a complaint electronically

Page 9

1 and then track that complaint to its  
2 eventual conclusion.  
3 One of the department's  
4 public relations specialists will soon be  
5 setting up a series of statewide meetings  
6 to train interested members of the public  
7 in the use of the new complaint system  
8 and E-file. An engaged public is not  
9 only a way for the Department to move  
10 more effectively and focus on sites that  
11 need attention; it also is an indicator  
12 of public buy-in to the work we're doing.  
13 For the media group, public  
14 support of the function -- excuse me --  
15 public support is a function of the  
16 public's confidence in the work that  
17 we're doing. We must first and foremost  
18 do work that's worthy of public  
19 confidence; then help the public become  
20 informed on that work. While the  
21 Department has areas -- welcome,  
22 Commissioner.  
23 MR. BROWN: Thank you.

Page 10

1 MR. LEFLEUR: While the  
2 Department has areas for improvement,  
3 which are being addressed, it also has a  
4 30-year history of solid accomplishment.  
5 The media plays a key role in informing  
6 the public not only about what is being  
7 done to improve the Department and the  
8 environment, but also highlighting these  
9 past accomplishments. For these reasons,  
10 the media is a group we are reaching out  
11 to. In the coming year, a special effort  
12 will be made to engage in frank, open  
13 conversation with editorial boards and  
14 news organizations throughout the state.  
15 The next group that we are  
16 reaching out to is EPA. For better or  
17 for worse, the Department is inextricably  
18 tied to the Environmental Protection  
19 Agency. Often, they supply needed funds  
20 and helpful counsel. On occasion, they  
21 take independent action that hinders our  
22 efforts. Failure to maintain a healthy  
23 relationship with EPA can endanger

Page 11

1 maintaining state control over our  
2 environmental programs.  
3 The Department has  
4 established an understanding with EPA  
5 that our actions will be guided by sound  
6 science, statutory authority, and  
7 adherence to a proper rulemaking process.  
8 In those cases, when these conditions are  
9 not present, we will respectfully be at  
10 odds with EPA.  
11 While there are several  
12 outstanding issues with EPA, the  
13 relationship is frank, open, and  
14 cooperative. We will continue to foster  
15 better relations with EPA.  
16 Finally, the regulating  
17 community. The regulating community is,  
18 quite legitimately -- has legitimate  
19 concerns in seeking predictability,  
20 even-handed enforcement of rules, and a  
21 voice when changes are to be made.  
22 It is a priority for the  
23 Department to reach out to the regulating

Page 12

1 community to inform them early when  
2 changes are anticipated and to organize  
3 our enforcement activities to quickly  
4 identify noncompliance.  
5 I reported earlier on our  
6 meetings with various impacted groups to  
7 give early notice of fee increases being  
8 proposed for December of this year. We  
9 are also working closely with the  
10 regulating community on the  
11 implementation of the important EDMR  
12 program we have focused on in previous  
13 Commission Meetings.  
14 Rapid and even-handed  
15 enforcement is important to the  
16 regulating community, as well as to the  
17 Department, for many reasons including  
18 the minimization of any penalties for  
19 inadvertent compliance and for the  
20 regulating community to prevent unfair  
21 competition by those who are not  
22 complying with the rules.  
23 The recent streamlining of

1 the enforcement activities discussed  
2 earlier also is a step toward achieving  
3 rapid, even-handed enforcement. The  
4 objective of the Department is to obtain  
5 100 percent compliance with permit  
6 conditions by the regulating community.  
7 Efforts will continue to build productive  
8 relationships with the regulating  
9 community to accomplish this goal.

10 Today's bare-bones budgets  
11 have only increased the importance of  
12 fostering all these relationships that  
13 I've been discussing. Tight budgets have  
14 also strained some of these  
15 relationships. I want to bring up two  
16 examples of relational programs that are  
17 under considerable pressure that's  
18 resulting from these budget times that  
19 we're in.

20 These two are the  
21 Concentrated Animal Feeding Operations,  
22 or CAFO program, and Alabama Water Watch.  
23 In the case of the CAFO program, it has

1 investigations in areas where anomalies  
2 occur.  
3 School children participate  
4 in the monitoring of streams near their  
5 schools, and for the rest of their lives,  
6 they remember the experience and are  
7 better environmental citizens for it.  
8 Changing mindsets is how we take the next  
9 step in improving the environment,  
10 especially in our watersheds.

11 Alabama Water Watch is the  
12 type organization that works methodically  
13 in partnership with ADEM toward  
14 solutions. For nearly 20 years, ADEM has  
15 used federal funds to support this grant  
16 program. EPA unexpectedly eliminated a  
17 large portion of the grant funds for this  
18 year when we were nearly two-thirds  
19 through the budget year. The upcoming  
20 budget year is anticipated to be worse  
21 than this year.

22 ADEM will have very limited  
23 federal grant funds to support Alabama

1 been a model program EPA and other states  
2 are using as a standard. One reason for  
3 wide acceptance is the historical funding  
4 of a targeted line item -- by a targeted  
5 line item in ADEM's State General Fund  
6 Budget.

7 Elimination of the targeted  
8 line item in the fiscal year 2012 budget  
9 will require fee recovery that will  
10 substantially impact the already narrow  
11 margins for farming interests throughout  
12 the state. This has undermined  
13 our -- the willingness of the  
14 agricultural community to be covered by  
15 this program.

16 Alabama Water Watch has been  
17 a highly successful and valuable program  
18 that targets the very  
19 difficult-to-control, non-point source  
20 pollution problem in our watersheds.  
21 Unpaid volunteers are trained to sample  
22 bodies of water and provide the results  
23 to ADEM so we can target for in-depth

1 Water Watch and the many other valuable  
2 programs where we have partnered with  
3 others. Our reduced state budget  
4 precludes that as a source of funding.

5 To overcome these  
6 challenges, we'll be seeking ways to  
7 reduce the cost of operating the  
8 programs, the encouraging federal and  
9 state entities to recognize the value of  
10 the programs and consider restoring  
11 funding, and finally, we'll be  
12 approaching outside funding sources. The  
13 takeaway on relationships is that we  
14 understand their importance; we work to  
15 build them, and we are focused on ways to  
16 overcome the strains created by current  
17 economic conditions.

18 I'd like to close with a  
19 final word, and this is where I'd like to  
20 ask your indulgence in displaying your  
21 photos and brief biographies out in the  
22 lobby. I know y'all are reluctant to  
23 have your capabilities brought up, but I

Page 17

1 would like to do so.  
 2 I think it's important to  
 3 highlight the wisdom of the legislature  
 4 in providing for specific training and  
 5 expertise requirements for those serving  
 6 as Commissioners. I'm also quite pleased  
 7 to highlight the considerable credentials  
 8 the Commission Members possess in the  
 9 areas of demonstrated dedication to  
 10 public service, concern for the people of  
 11 Alabama, seasoned leadership, and  
 12 community involvement.  
 13 Thank you for serving, and  
 14 thank you for the opportunity you provide  
 15 me to serve in this capacity. If there  
 16 are any questions, I'd be pleased to  
 17 answer them.  
 18 DR. LESTER: Any questions?  
 19 MR. LEFLEUR: Thank you.  
 20 DR. LESTER: Thank you. And  
 21 I'd just like to thank you and the  
 22 Department for keeping us in the budget  
 23 this budget year. Got another month and

Page 18

1 a half. I hope we can make it.  
 2 MR. LEFLEUR: Hopefully.  
 3 DR. LESTER: State cut our  
 4 budget, but folks don't realize how much  
 5 EPA has cut us too. We were doing the  
 6 same budget we've done for the last six  
 7 years.  
 8 MR. LEFLEUR: That's  
 9 correct.  
 10 DR. LESTER: Also, Debi, for  
 11 the record, we do have a quorum. We had  
 12 a quorum before Brown got here, but I  
 13 wanted to wait so his name could be  
 14 included on the members present. We have  
 15 a quorum.  
 16 Also, to remind the  
 17 Commissioners that our next meeting, we  
 18 have election of the Chair and the  
 19 Vice-Chair.  
 20 Our next item of business is  
 21 to consider the Adoption of Proposed  
 22 Additions and Amendments to ADEM's  
 23 Administrative Code Division 335-6, Water

Page 19

1 Quality Program, Groundwater/Underground  
 2 Injection Control (UIC regulations).  
 3 MS. MASSEY: Good morning.  
 4 My name is Sonja Massey. I'm Chief of  
 5 the Groundwater Branch in the Land  
 6 Division of ADEM.  
 7 You have in the information  
 8 provided to you Proposed Revisions to  
 9 Division 6, Chapter 335-6-8 of the ADEM  
 10 Administrative Code. This chapter  
 11 contains administrative procedures for  
 12 groundwater and the Underground Injection  
 13 Control program for which the Department  
 14 has obtained primacy from EPA.  
 15 December 10th, 2010, the EPA  
 16 issued final requirements for the  
 17 Underground Injection Control program for  
 18 Carbon Dioxide Geologic Sequestration, or  
 19 Class VI injection wells. This is a new  
 20 well classification which EPA has  
 21 established for this purpose.  
 22 If the State of Alabama is  
 23 to obtain primacy from EPA for the

Page 20

1 regulation of Class VI wells, the  
 2 Department must incorporate the federal  
 3 Class VI injection-well requirements into  
 4 the Department's Administrative Code.  
 5 The rulemaking proposal you  
 6 have before you incorporates the federal  
 7 requirements for Class VI injection wells  
 8 in Chapter 335-6-8. It also provides for  
 9 additional requirements for Class V  
 10 experimental wells for experimental  
 11 technologies relating to carbon dioxide  
 12 injection for carbon sequestration.  
 13 All other rule amendments in  
 14 this chapter are to reflect the changes  
 15 in numbering sequence, clarifying  
 16 existing language, and correcting  
 17 typographical errors. Rulemaking public  
 18 notice requirements have been completed,  
 19 and a public hearing was held July 11th,  
 20 2011. No comments were received.  
 21 The Department recommends  
 22 that the proposed rule revisions be  
 23 adopted, and I'll be glad to answer any

Page 21

1 questions that you may have.  
 2 DR. LESTER: Any questions  
 3 from the Commission? Thank you.  
 4 Now I'll entertain a motion  
 5 from the Commission regarding this  
 6 proposed addition and amendment to the  
 7 UIC regulation.  
 8 MR. BROWN: Move to accept.  
 9 DR. MILLER: Second.  
 10 DR. LESTER: Motion and  
 11 second. All in favor, say "aye."  
 12 ALL: Aye.  
 13 DR. LESTER: All opposed?  
 14 Thank you, ma'am. You did a great job on  
 15 this. I don't think -- sometimes people  
 16 don't realize how much information we all  
 17 have. Take a pickup truck to carry it  
 18 home. The good thing is, now we're going  
 19 from paper to electronic, which is first  
 20 going to save us a lot of money, but it  
 21 gets the information to us instantly.  
 22 Next item is U.S. Real  
 23 Estate - a Division of United States

Page 22

1 Steel Corporation, versus ADEM, Docket  
 2 11-01. We will acknowledge the  
 3 Petitioners withdrew their request for a  
 4 hearing.  
 5 Next is Reynolds Inliner,  
 6 L.L.C., versus ADEM, Docket No. 11-4.  
 7 And also, we will acknowledge the  
 8 Petitioner's withdrawal of a request for  
 9 a hearing.  
 10 Next item is the Wynlake  
 11 Development, L.L.C., versus ADEM. It's  
 12 Docket No. 11-07. And at this time, we  
 13 will -- the Commission will consider the  
 14 order and recommendation of the hearing  
 15 officer. Also, the Petitioners filed  
 16 objections to the order recommendation of  
 17 the hearing officer, and the Department  
 18 has filed a reply to the Petitioner's  
 19 objection. What's the pleasure of the  
 20 Commission?  
 21 DR. RICHARDSON: Move to  
 22 adopt.  
 23 DR. LESTER: We have a

Page 23

1 motion.  
 2 MR. BROWN: Second.  
 3 DR. LESTER: All in favor,  
 4 say "aye."  
 5 ALL: Aye.  
 6 DR. LESTER: All opposed.  
 7 Next item is Black Warrior  
 8 Riverkeeper, L.L.C., versus ADEM and  
 9 Shepherd Bend, L.L.C./Intervenor, Docket  
 10 No. 09-04. Petitioner has -- we will  
 11 consider the Report of the Hearing  
 12 Officer. Also, the Petitioner filed  
 13 objections to the Report of the Hearing  
 14 Officer, Alternative Finding In Fact and  
 15 Conclusion of Law, and Proposed Order to  
 16 Adopt Petitioner's Alternate Findings of  
 17 Fact Conclusion of Law, and vacate the  
 18 NPDES permit issued to Shepherd Bend for  
 19 the reasons stated in the alternate  
 20 finding of fact and conclusion of law.  
 21 The Department filed a reply  
 22 to the Petitioner's objection, and the  
 23 Intervenor filed responses to the

Page 24

1 Petitioner's objection and to the  
 2 Petitioner's ultimate findings of facts  
 3 and conclusions of law. At this time,  
 4 I'll entertain a motion.  
 5 DR. MILLER: Mr. Chairman, I  
 6 recommend we accept the Hearing Officer's  
 7 report.  
 8 DR. LESTER: I have a  
 9 motion. Do I have a second?  
 10 DR. RICHARDSON: Second.  
 11 DR. LESTER: Motion and  
 12 second. All in favor, say "aye."  
 13 ALL: Aye.  
 14 DR. LESTER: All opposed.  
 15 Come to one of these  
 16 meetings, you don't know what's going to  
 17 happen. Unusual thing happened before  
 18 the meeting. Our young lady here who  
 19 takes our -- everything down came up to  
 20 Dr. Miller and told her, years ago, when  
 21 she was a little girl, he fixed her  
 22 broken leg.  
 23 DR. MILLER: She's still

1 walking.  
 2 DR. LESTER: And married.  
 3 She had to give her first name, real --  
 4 her real name -- but her name. Glad you  
 5 could make that so I could hear it.  
 6 Our next meeting date will  
 7 be October the 21st. All the  
 8 Commissioners, any problem with it? If  
 9 not, we'll have our meeting on October  
 10 the 2st. I'll have a motion to  
 11 adjourn.  
 12 DR. MILLER: So move.  
 13 DR. RICHARDSON: Second.  
 14 DR. LESTER: All in favor,  
 15 say "aye."  
 16 ALL: Aye.  
 17 DR. LESTER: All opposed?  
 18 (The meeting was adjourned.)  
 19  
 20  
 21  
 22  
 23

1 \* \* \* \* \*  
 2 REPORTER'S CERTIFICATE  
 3 \* \* \* \* \*  
 4  
 5 STATE OF ALABAMA  
 6 COUNTY OF MONTGOMERY  
 7  
 8 I, Jenny Cone, Certified  
 9 Shorthand Reporter and Notary Public in  
 10 and for the State of Alabama at Large, do  
 11 hereby certify that the foregoing is a  
 12 true and accurate excerpt of the  
 13 proceedings as taken stenographically by  
 14 me at the time and place aforementioned.  
 15 This 28th day of August,  
 16 2011.  
 17  
 18  
 19  
 20 \_\_\_\_\_  
 21 Jenny Cone  
 22 Reporter and Notary Public  
 23 State of Alabama at Large

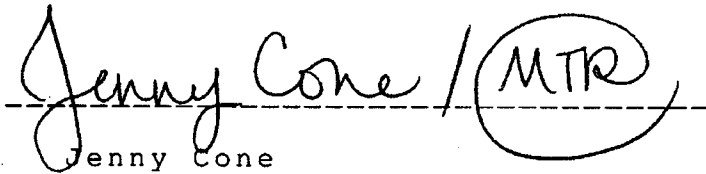
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\* \* \* \* \*  
REPORTER'S CERTIFICATE  
\* \* \* \* \*

STATE OF ALABAMA  
COUNTY OF MONTGOMERY

I, Jenny Cone, Certified  
Shorthand Reporter and Notary Public in  
and for the State of Alabama at Large, do  
hereby certify that the foregoing is a  
true and accurate excerpt of the  
proceedings as taken stenographically by  
me at the time and place aforementioned.

This 28th day of August,  
2011.

  
Jenny Cone

Reporter and Notary Public  
State of Alabama at Large

A		B		
accept 21:8 24:6	<b>aforementioned</b> 26:14	<b>ball</b> 7:7	20:11,12	3:23 17:6 18:17
<b>acceptable</b> 5:17	<b>agency</b> 6:18 10:19	<b>bare-bones</b> 13:10	<b>carry</b> 21:17	25:8
<b>acceptance</b> 14:3	<b>ago</b> 24:20	<b>basis</b> 5:21	<b>case</b> 13:23	<b>community</b> 6:13
<b>accomplish</b> 7:18	<b>agricultural</b> 14:14	<b>began</b> 6:5	<b>cases</b> 11:8	8:5,7,8 11:17,17
7:22 13:9	<b>Alabama</b> 1:5,8,13	<b>begun</b> 5:15	<b>CERTIFICATE</b>	12:1,10,16,20
<b>accomplished</b> 4:9	13:22 14:16	<b>Bend</b> 23:9,18	26:2	13:6,9 14:14
<b>accomplishment</b>	15:11,23 17:11	<b>benefit</b> 7:23	<b>Certified</b> 26:8	17:12
10:4	19:22 26:5,10,22	<b>better</b> 10:16 11:15	<b>certify</b> 26:11	<b>competition</b> 12:21
<b>accomplishments</b>	<b>allowed</b> 5:5	15:7	<b>Chair</b> 2:3 18:18	<b>complaint</b> 8:20,23
10:9	<b>allows</b> 8:22	<b>biographies</b> 16:21	<b>Chairman</b> 3:18	9:1,7
<b>accurate</b> 26:12	<b>alternate</b> 23:16,19	<b>bird</b> 7:5	24:5	<b>completed</b> 5:19
<b>achievements</b> 8:18	<b>Alternative</b> 23:14	<b>Black</b> 23:7	<b>challenges</b> 16:6	6:22 20:18
<b>achieving</b> 13:2	<b>amendment</b> 21:6	<b>boards</b> 10:13	<b>change</b> 4:16	<b>completely</b> 4:20
<b>acknowledge</b> 22:2	<b>amendments</b>	<b>bodies</b> 14:22	<b>changes</b> 11:21 12:2	<b>completion</b> 7:3
22:7	18:22 20:13	<b>BOULEVARD</b>	20:14	<b>compliance</b> 5:2,3,6
<b>action</b> 10:21	<b>Animal</b> 13:21	1:12	<b>Changing</b> 15:8	12:19 13:5
<b>actions</b> 11:5	<b>anomalies</b> 15:1	<b>BP</b> 6:16	<b>chapter</b> 19:9,10	<b>complying</b> 12:22
<b>activities</b> 4:18 5:16	<b>answer</b> 17:17	<b>Branch</b> 19:5	20:8,14	<b>Concentrated</b>
12:3 13:1	20:23	<b>brief</b> 16:21	<b>check</b> 3:21	13:21
<b>activity</b> 4:23	<b>anticipate</b> 6:10	<b>briefly</b> 8:3	<b>Chief</b> 19:4	<b>concern</b> 17:10
<b>addition</b> 21:6	7:10	<b>bring</b> 4:1 5:1 6:15	<b>children</b> 15:3	<b>concerns</b> 8:13
<b>additional</b> 4:15	<b>anticipated</b> 12:2	13:15	<b>citizens</b> 15:7	11:19
7:23 20:9	15:20	<b>broken</b> 24:22	<b>clarifying</b> 20:15	<b>conclusion</b> 9:2
<b>Additions</b> 18:22	<b>approach</b> 7:23	<b>brought</b> 16:23	<b>Class</b> 19:19 20:1,3	23:15,17,20
<b>address</b> 7:13 8:12	<b>approaching</b> 6:20	<b>Brown</b> 2:4 3:9	20:7,9	<b>conclusions</b> 24:3
<b>addressed</b> 10:3	16:12	9:23 18:12 21:8	<b>classification</b>	<b>conditions</b> 11:8
<b>ADEM</b> 1:9 14:23	<b>approve</b> 3:7	23:2	19:20	13:6 16:17
15:13,14,22 19:6	<b>areas</b> 9:21 10:2	<b>budget</b> 4:7 13:18	<b>cleanup</b> 7:6,8	<b>Cone</b> 26:8,20
19:9 22:1,6,11	15:1 17:9	14:6,8 15:19,20	<b>close</b> 16:18	<b>CONFERENCE</b>
23:8	<b>assessed</b> 5:7	16:3 17:22,23	<b>closely</b> 12:9	1:11
<b>ADEM's</b> 14:5	<b>Assistant</b> 2:16	18:4,6	<b>closeout</b> 7:10	<b>confidence</b> 8:2
18:22	<b>assure</b> 6:1	<b>budgets</b> 13:10,13	<b>Code</b> 18:23 19:10	9:16,19
<b>adequate</b> 5:23	<b>attention</b> 9:11	<b>build</b> 8:1,4 13:7	20:4	<b>conjunction</b> 8:21
<b>adherence</b> 11:7	<b>August</b> 1:17 6:5	16:15	<b>COLISEUM</b> 1:12	<b>consider</b> 16:10
<b>adjourn</b> 25:11	26:15	<b>building</b> 1:9 7:21	<b>come</b> 5:5 6:8 24:15	18:21 22:13
<b>adjourned</b> 25:18	<b>authority</b> 11:6	<b>business</b> 18:20	<b>coming</b> 10:11	23:11
<b>administrative</b>	<b>automation</b> 4:10	<b>buy-in</b> 9:12	<b>comments</b> 3:16	<b>considerable</b> 13:17
18:23 19:10,11	<b>aware</b> 8:22		20:20	17:7
20:4	<b>aye</b> 3:12,13 21:11	<b>C</b>	<b>Commission</b> 1:6	<b>Construction</b> 4:19
<b>adopt</b> 22:22 23:16	21:12 23:4,5	<b>CAFO</b> 13:22,23	2:1,9 7:15 12:13	<b>contains</b> 19:11
<b>adopted</b> 20:23	24:12,13 25:15	<b>call</b> 3:2,15	17:8 21:3,5 22:13	<b>continue</b> 11:14
<b>Adoption</b> 18:21	25:16	<b>capabilities</b> 16:23	22:20	13:7
<b>advances</b> 8:15	<b>A.M</b> 1:19	<b>capacity</b> 17:15	<b>Commissioner</b>	<b>continued</b> 6:1
		<b>carbon</b> 19:18	9:22	<b>continues</b> 4:6 5:7
			<b>Commissioners</b>	6:17

<p>continuing 4:9 control 11:1 19:2 19:13,17 conversation 10:13 conversations 7:15 cooperative 11:14 Corporation 22:1 correct 18:9 correcting 20:16 cost 16:7 counsel 2:15 10:20 COUNTY 26:6 covered 14:14 created 16:16 creation 8:19 credentials 17:7 current 16:16 currently 6:23 cut 18:3,5 cuts 4:8</p> <hr/> <p style="text-align: center;"><b>D</b></p> <p>D 2:7 date 4:1 8:18 25:6 Dauphin 7:4 DAVIS 2:11 day 26:15 Debi 2:16 18:10 debris 7:8 December 6:11 12:8 19:15 dedication 17:9 delaying 4:12 delays 6:8 demonstrated 17:9 Department 1:8 4:6 5:14,17,23 6:17 7:18 9:9,21 10:2,7,17 11:3,23 12:17 13:4 17:22 19:13 20:2,21 22:17 23:21 department's 9:3 20:4</p>	<p>describe 8:3 designed 4:16 Development 22:11 difficult-to-cont... 14:19 dioxide 19:18 20:11 Director 3:15 discussed 5:11 13:1 discussing 13:13 discussion 3:11 displaying 16:20 Division 4:21 18:23 19:6,9 21:23 Docket 22:1,6,12 23:9 doing 9:12,17 18:5 Dr 2:3,5,7 3:1,6,8 3:10,14 17:18,20 18:3,10 21:2,9,10 21:13 22:21,23 23:3,6 24:5,8,10 24:11,14,20,23 25:2,12,13,14,17 duplication 4:23</p> <hr/> <p style="text-align: center;"><b>E</b></p> <p>E 2:5 earlier 12:5 13:2 early 12:1,7 economic 16:17 editorial 10:13 EDMR 12:11 effectively 7:22 9:10 efficiency 4:16 effort 5:1 6:19 10:11 efforts 4:10 8:3,16 10:22 13:7 election 18:18 electronic 21:19</p>	<p>electronically 8:23 eliminated 15:16 eliminating 4:23 Elimination 14:7 EMC 2:15,16 emergency 7:8 emphasized 5:22 encouraging 16:8 endanger 10:23 enforcement 4:18 11:20 12:3,15 13:1,3 engage 10:12 engaged 9:8 entertain 21:4 24:4 entities 16:9 environment 10:8 15:9 environmental 1:5 1:8 6:1 8:5,8,11 8:16 10:18 11:2 15:7 EPA 8:6 10:16,23 11:4,10,12,15 14:1 15:16 18:5 19:14,15,20,23 errors 20:17 especially 15:10 established 11:4 19:21 Estate 21:23 event 7:9 eventual 9:2 even-handed 11:20 12:14 13:3 examples 13:16 excerpt 26:12 exchange 8:12 excuse 9:14 existing 20:16 experience 15:6 experimental 20:10,10 expertise 17:5 explain 5:20</p>	<p>E-file 8:21 9:8</p> <hr/> <p style="text-align: center;"><b>F</b></p> <p>fact 23:14,17,20 facts 24:2 Failure 10:22 farming 14:11 favor 3:12 21:11 23:3 24:12 25:14 federal 4:8 6:3 15:15,23 16:8 20:2,6 fee 5:12,21 6:5,10 12:7 14:9 Feeding 13:21 fees 5:10 Field 4:21 filed 22:15,18 23:12,21,23 filling 4:13 final 6:14,21 7:10 16:19 19:16 finally 7:7 11:16 16:11 financial 5:18 finding 23:14,20 findings 23:16 24:2 first 3:2 8:9 9:17 21:19 25:3 fiscal 14:8 fixed 24:21 flow 4:15 focus 9:10 focused 12:12 16:15 folks 18:4 following 7:9 footing 5:18 foregoing 26:11 foremost 9:17 formal 5:3 foster 11:14 fostering 13:12 found 5:2</p>	<p>four 8:4 frank 10:12 11:13 full-time 6:18 function 9:14,15 Fund 14:5 funding 5:23 7:2 14:3 16:4,11,12 funds 10:19 15:15 15:17,23 FURNESS 2:11 future 7:7</p> <hr/> <p style="text-align: center;"><b>G</b></p> <p>general 4:11 8:1 14:5 Geologic 19:18 girl 24:21 give 12:7 25:3 given 5:3 glad 20:23 25:4 goal 13:9 going 8:3 21:18,20 24:16 good 3:23 19:3 21:18 grant 15:15,17,23 great 21:14 greater 4:10,11 8:14 groundwater 19:5 19:12 Groundwater/U... 19:1 group 9:13 10:10 10:15 groups 5:20 7:18 8:5,11 12:6 guided 11:5</p> <hr/> <p style="text-align: center;"><b>H</b></p> <p>H 2:3,4 half 18:1 handed 4:20 happen 24:17 happened 24:17</p>
--	--	--	--	--

<p>healthy 10:22                  hear 25:5                  hearing 6:6 20:19                  22:4,9,14,17                  23:11,13 24:6                  held 6:6 20:19                  help 5:17 7:18 9:19                  helpful 10:20                  helps 8:1                  highlight 17:3,7                  highlighting 10:8                  highly 14:17                  hinders 10:21                  historical 14:3                  history 10:4                  home 21:18                  hope 18:1                  Hopefully 18:2                  hours 6:20</p> <hr/> <p style="text-align: center;"><b>I</b></p> <p>identify 12:4                  II 2:4                  impact 14:10                  impacted 5:20                  12:6                  implement 5:12                  implementation                  8:19 12:11                  implemented 4:17                  implementing 6:10                  importance 5:22                  7:17 13:11 16:14                  important 8:4                  12:11,15 17:2                  improve 4:16 10:7                  improvement 10:2                  improving 15:9                  inadvertent 12:19                  included 7:1 18:14                  including 12:17                  incorporate 20:2                  incorporates 20:6                  increase 5:10,21                  6:5</p>	<p>increased 13:11                  increases 5:13 12:7                  independent 10:21                  indicator 9:11                  indulgence 16:20                  inextricably 10:17                  inform 12:1                  information 8:12                  19:7 21:16,21                  informed 9:20                  informing 10:5                  initiative 4:3 7:14                  7:16                  injection 19:2,12                  19:17,19 20:7,12                  injection-well 20:3                  Inliner 22:5                  Inspection 4:18                  instantly 21:21                  interested 8:11 9:6                  interests 14:11                  Intervenor 23:9,23                  investigations 15:1                  investment 6:19                  involvement 17:12                  in-depth 14:23                  Island 7:4                  issued 19:16 23:18                  issues 11:12                  item 3:3 14:4,5,8                  18:20 21:22                  22:10 23:7                  items 6:21</p> <hr/> <p style="text-align: center;"><b>J</b></p> <p>JAMES 2:5                  Jenny 26:8,20                  job 21:14                  JOHN 2:3                  July 20:19                  June 3:4</p> <hr/> <p style="text-align: center;"><b>K</b></p> <p>keep 5:17                  keeping 17:22</p>	<p>key 10:5                  know 16:22 24:16</p> <hr/> <p style="text-align: center;"><b>L</b></p> <p>L 2:6                  lady 24:18                  LAIER 2:5 3:6                  Land 19:5                  landings 7:7                  language 20:16                  LANIER 2:4                  large 15:17 26:10                  26:22                  latest 4:13                  law 23:15,17,20                  24:3                  leadership 17:11                  led 8:13                  LEFLEUR 3:17                  3:22 10:1 17:19                  18:2,8                  leg 24:22                  Legal 2:15,16                  legislature 17:3                  legitimate 11:18                  legitimately 11:18                  LESTER 2:3 3:1,8                  3:10,14 17:18,20                  18:3,10 21:2,10                  21:13 22:23 23:3                  23:6 24:8,11,14                  25:2,14,17                  level 4:8 6:2,3                  limited 15:22                  line 14:4,5,8                  list 6:21 7:1                  little 24:21                  lives 15:5                  lobby 16:22                  lot 21:20                  L.L.C 22:6,11 23:8                  23:9</p> <hr/> <p style="text-align: center;"><b>M</b></p> <p>MAIN 1:11</p>	<p>maintain 10:22                  maintaining 5:22                  11:1                  major 5:20                  MANAGEMENT                  1:5,9                  mapping 7:2                  margins 14:11                  MARQUITA 2:11                  married 25:2                  Massey 19:3,4                  materials 4:5                  mats 7:3                  matter 5:9 6:8,14                  matters 4:2,4                  ma'am 21:14                  media 8:6 9:13                  10:5,10                  meet 8:10                  meeting 1:6 3:2,4                  4:17 18:17 24:18                  25:6,9,18                  meetings 7:16 8:13                  9:5 12:6,13 24:16                  members 2:1,9 9:6                  17:8 18:14                  methodically                  15:12                  mid-budget-year                  4:7                  mike 3:19,21                  Miller 2:6 21:9                  24:5,20,23 25:12                  mindsets 15:8                  minimal 6:12                  minimization                  12:18                  minutes 3:3                  model 14:1                  moment 4:14                  money 21:20                  monitoring 15:4                  MONTGOMERY                  1:13 26:6                  month 17:23</p>	<p>morning 3:23 19:3                  motion 3:5,10 21:4                  21:10 23:1 24:4,9                  24:11 25:10                  Motions 3:9                  move 3:6 9:9 21:8                  22:21 25:12                  M.D 2:6</p> <hr/> <p style="text-align: center;"><b>N</b></p> <p>name 18:13 19:4                  25:3,4,4                  narrow 14:10                  near 15:4                  nearly 15:14,18                  need 3:18,19 9:11                  needed 10:19                  negative 6:12                  negotiated 6:23                  nesting 7:6                  new 6:10 8:20,21                  9:7 19:19                  news 10:14                  noncompliance                  5:4,6 12:4                  non-point 14:19                  Notary 26:9,21                  notice 6:4 12:7                  20:18                  notification 5:4                  November 7:11                  NPDES 23:18                  numbering 20:15</p> <hr/> <p style="text-align: center;"><b>O</b></p> <p>objection 22:19                  23:22 24:1                  objections 22:16                  23:13                  objective 7:20 13:4                  objectives 7:19                  obtain 13:4 19:23                  obtained 19:14                  occasion 10:20                  occur 15:2</p>
---	--	--	--	--

<p><b>October</b> 6:9 25:7,9  <b>odds</b> 11:10  <b>officer</b> 22:15,17            23:12,14  <b>Officer's</b> 24:6  <b>oil</b> 6:16 7:3,8  <b>ongoing</b> 4:2,4 5:9            6:14  <b>on-scene</b> 6:18  <b>open</b> 6:21 10:12            11:13  <b>operate</b> 4:6  <b>operating</b> 16:7  <b>Operations</b> 4:21            13:21  <b>opportunity</b> 17:14  <b>opposed</b> 3:14            21:13 23:6 24:14            25:17  <b>order</b> 3:2 22:14,16            23:15  <b>organization</b> 15:12  <b>organizations</b>            10:14  <b>organize</b> 12:2  <b>outside</b> 7:17 16:12  <b>outstanding</b> 11:12  <b>overcome</b> 16:5,16  <b>oversight</b> 6:1</p> <hr/> <p style="text-align: center;"><b>P</b></p> <hr/> <p><b>paper</b> 21:19  <b>participate</b> 15:3  <b>partnered</b> 16:2  <b>partnership</b> 15:13  <b>penalties</b> 5:8 12:18  <b>people</b> 17:10 21:15  <b>percent</b> 5:21 13:5  <b>permit</b> 5:10,12            13:5 23:18  <b>permits</b> 4:11,12  <b>Petitioner</b> 23:10            23:12  <b>Petitioners</b> 22:3,15  <b>Petitioner's</b> 22:8</p>	<p>22:18 23:16,22            24:1,2  <b>phase</b> 7:11  <b>PHILLIPS</b> 2:10  <b>photos</b> 16:21  <b>pickup</b> 21:17  <b>place</b> 7:11 26:14  <b>plans</b> 7:8  <b>plays</b> 10:5  <b>pleased</b> 17:6,16  <b>pleasure</b> 22:19  <b>pollution</b> 14:20  <b>portion</b> 15:17  <b>positions</b> 4:13  <b>possess</b> 17:8  <b>precludes</b> 16:4  <b>predictability</b>            11:19  <b>presence</b> 6:19  <b>present</b> 2:1,9,13            11:9 18:14  <b>pressure</b> 13:17  <b>prevent</b> 12:20  <b>previous</b> 12:12  <b>previously</b> 4:3            5:11,13 7:14  <b>previously-ment...</b>            5:16  <b>primacy</b> 19:14,23  <b>primary</b> 7:20  <b>priority</b> 11:22  <b>problem</b> 14:20            25:8  <b>procedures</b> 19:11  <b>proceedings</b> 26:13  <b>process</b> 5:12 11:7  <b>productive</b> 13:7  <b>program</b> 4:19            12:12 13:22,23            14:1,15,17 15:16            19:1,13,17  <b>programs</b> 11:2            13:16 16:2,8,10  <b>proper</b> 11:7  <b>proposal</b> 5:10 20:5</p>	<p><b>proposed</b> 6:5 12:8            18:21 19:8 20:22            21:6 23:15  <b>Protection</b> 10:18  <b>provide</b> 14:22            17:14  <b>provided</b> 19:8  <b>provides</b> 20:8  <b>providing</b> 7:6 17:4  <b>prudent</b> 4:14  <b>public</b> 6:4,6 9:4,6            9:8,12,13,15,18            9:19 10:6 17:10            20:17,19 26:9,21  <b>public's</b> 8:1 9:16  <b>punch</b> 6:21  <b>purpose</b> 19:21</p> <hr/> <p style="text-align: center;"><b>Q</b></p> <hr/> <p><b>Quality</b> 19:1  <b>quarterly</b> 8:10  <b>questions</b> 17:16,18            21:1,2  <b>quickly</b> 12:3  <b>quite</b> 11:18 17:6  <b>quorum</b> 18:11,12            18:15</p> <hr/> <p style="text-align: center;"><b>R</b></p> <hr/> <p><b>rapid</b> 12:14 13:3  <b>reach</b> 11:23  <b>reaching</b> 10:10,16  <b>real</b> 21:22 25:3,4  <b>realize</b> 18:4 21:16  <b>reason</b> 14:2  <b>reasonable</b> 5:5  <b>reasons</b> 10:9 12:17            23:19  <b>received</b> 6:13            20:20  <b>recognize</b> 16:9  <b>recommend</b> 24:6  <b>recommendation</b>            22:14,16  <b>recommends</b></p>	<p>20:21  <b>record</b> 18:11  <b>recovery</b> 14:9  <b>reduce</b> 16:7  <b>reduced</b> 16:3  <b>reducing</b> 5:1  <b>reflect</b> 20:14  <b>regarding</b> 21:5  <b>register</b> 8:23  <b>regulating</b> 6:13 8:6            11:16,17,23            12:10,16,20 13:6            13:8  <b>regulation</b> 20:1            21:7  <b>regulations</b> 19:2  <b>relating</b> 20:11  <b>relational</b> 13:16  <b>relations</b> 9:4 11:15  <b>relationship</b> 10:23            11:13  <b>relationships</b> 7:17            7:21 8:4 13:8,12            13:15 16:13  <b>reluctant</b> 16:22  <b>remember</b> 15:6  <b>remind</b> 18:16  <b>removal</b> 7:2,3  <b>reply</b> 22:18 23:21  <b>report</b> 23:11,13            24:7  <b>reported</b> 4:3 5:13            12:5  <b>Reporter</b> 26:9,21  <b>REPORTER'S</b>            26:2  <b>request</b> 22:3,8  <b>require</b> 14:9  <b>requirements</b> 17:5            19:16 20:3,7,9,18  <b>respectfully</b> 11:9  <b>response</b> 6:12,16            6:23 7:10  <b>responses</b> 23:23  <b>rest</b> 15:5</p>	<p><b>restoring</b> 16:10  <b>resulting</b> 13:18  <b>results</b> 14:22  <b>revisions</b> 19:8            20:22  <b>revisit</b> 4:2  <b>Reynolds</b> 22:5  <b>RICHARDSON</b>            2:7 22:21 24:10            25:13  <b>Riverkeeper</b> 23:8  <b>ROBERT</b> 2:15  <b>role</b> 10:5  <b>ROOM</b> 1:11  <b>routine</b> 8:10  <b>rule</b> 4:12 20:13,22  <b>rulemaking</b> 6:9            11:7 20:5,17  <b>rules</b> 11:20 12:22  <b>Russell</b> 3:21</p> <hr/> <p style="text-align: center;"><b>S</b></p> <hr/> <p><b>sample</b> 14:21  <b>SAMUEL</b> 2:6  <b>save</b> 21:20  <b>schedules</b> 6:11  <b>School</b> 15:3  <b>schools</b> 15:5  <b>science</b> 11:6  <b>SCOTT</b> 2:10  <b>season</b> 7:6  <b>seasoned</b> 17:11  <b>second</b> 3:8 21:9,11            23:2 24:9,10,12            25:13  <b>seconded</b> 3:11  <b>see</b> 4:5  <b>seeking</b> 11:19 16:6  <b>September</b> 6:7  <b>sequence</b> 20:15  <b>sequestration</b>            19:18 20:12  <b>series</b> 9:5  <b>serve</b> 17:15  <b>service</b> 17:10</p>
---	--	---	--	---

<p> <b>servicing</b> 17:5,13  <b>setting</b> 9:5  <b>Shepherd</b> 23:9,18  <b>Shorthand</b> 26:9  <b>sides</b> 8:14  <b>significant</b> 8:17  <b>sites</b> 5:2,2 9:10  <b>six</b> 18:6  <b>solid</b> 10:4  <b>solutions</b> 15:14  <b>Sonja</b> 19:4  <b>soon</b> 9:4  <b>sound</b> 11:5  <b>source</b> 14:19  <b>sources</b> 16:12  <b>souse</b> 16:4  <b>special</b> 10:11  <b>specialists</b> 9:4  <b>specific</b> 17:4  <b>spill</b> 6:16  <b>spite</b> 4:7  <b>staff</b> 4:13  <b>stand</b> 4:1  <b>standard</b> 14:2  <b>stand-down</b> 6:22                      7:5  <b>state</b> 4:8 6:2 10:14                      11:1 14:5,12 16:3                      16:9 18:3 19:22                      26:5,10,22  <b>stated</b> 23:19  <b>states</b> 14:1 21:23  <b>statewide</b> 9:5  <b>status</b> 6:15  <b>statutory</b> 11:6  <b>Steel</b> 22:1  <b>stenographically</b>                      26:13  <b>step</b> 13:2 15:9  <b>Stormwater</b> 4:19  <b>strained</b> 13:14  <b>strains</b> 16:16  <b>streamline</b> 4:22  <b>streamlining</b> 12:23  <b>streams</b> 15:4                 </p>	<p> <b>submerged</b> 7:2  <b>substantially</b>                      14:10  <b>successful</b> 14:17  <b>supply</b> 10:19  <b>support</b> 9:14,15                      15:15,23  <b>system</b> 8:20,21 9:7                 </p> <hr/> <p style="text-align: center;"><b>T</b></p> <hr/> <p> <b>take</b> 7:11 10:21                      15:8 21:17  <b>takeaway</b> 16:13  <b>taken</b> 26:13  <b>takes</b> 24:19  <b>TAMBLING</b> 2:15  <b>tangible</b> 8:15  <b>tar</b> 7:3,7  <b>target</b> 14:23  <b>targeted</b> 14:4,4,7  <b>targets</b> 14:18  <b>technologies</b> 20:11  <b>temporary</b> 7:5  <b>TERRY</b> 2:7  <b>thank</b> 3:17,22 9:23                      17:13,14,19,20                      17:21 21:3,14  <b>thing</b> 21:18 24:17  <b>think</b> 17:2 21:15  <b>THOMAS</b> 2:16                      3:20  <b>tied</b> 10:18  <b>Tight</b> 13:13  <b>time</b> 3:1,15 5:1,5                      22:12 24:3 26:14  <b>times</b> 13:18  <b>Today's</b> 13:10  <b>told</b> 24:20  <b>track</b> 9:1  <b>train</b> 9:6  <b>trained</b> 14:21  <b>training</b> 17:4  <b>tropical</b> 7:9  <b>truck</b> 21:17  <b>true</b> 26:12                 </p>	<p> <b>turtle</b> 7:5  <b>two</b> 13:15,20  <b>two-thirds</b> 15:18  <b>type</b> 15:12  <b>typographical</b>                      20:17                 </p> <hr/> <p style="text-align: center;"><b>U</b></p> <hr/> <p> <b>UIC</b> 19:2 21:7  <b>ultimate</b> 24:2  <b>Underground</b>                      19:12,17  <b>undermined</b> 14:12  <b>understand</b> 16:14  <b>understanding</b>                      8:14 11:4  <b>undertaking</b> 5:14  <b>unexpectedly</b>                      15:16  <b>unfair</b> 12:20  <b>United</b> 21:23  <b>Unpaid</b> 14:21  <b>Unusual</b> 24:17  <b>upcoming</b> 15:19  <b>use</b> 4:11 9:7  <b>U.S</b> 21:22                 </p> <hr/> <p style="text-align: center;"><b>V</b></p> <hr/> <p> <b>V</b> 20:9  <b>vacate</b> 23:17  <b>valuable</b> 14:17                      16:1  <b>value</b> 16:9  <b>various</b> 12:6  <b>versus</b> 22:1,6,11                      23:8  <b>VI</b> 19:19 20:1,3,7  <b>Vice-Chair</b> 18:19  <b>violation</b> 8:22  <b>visits</b> 5:19  <b>voice</b> 11:21  <b>volunteers</b> 14:21                 </p> <hr/> <p style="text-align: center;"><b>W</b></p> <hr/> <p> <b>W</b> 2:10                 </p>	<p> <b>wait</b> 18:13  <b>walking</b> 25:1  <b>want</b> 13:15  <b>wanted</b> 18:13  <b>Warrior</b> 23:7  <b>Watch</b> 13:22 14:16                      15:11 16:1  <b>water</b> 13:22 14:16                      14:22 15:11 16:1                      18:23  <b>watersheds</b> 14:20                      15:10  <b>way</b> 9:9  <b>ways</b> 16:6,15  <b>weather</b> 7:9  <b>web-based</b> 8:20  <b>welcome</b> 9:21  <b>wells</b> 19:19 20:1,7                      20:10  <b>west</b> 7:4  <b>we'll</b> 3:2,15 16:6                      16:11 25:9  <b>we're</b> 9:12,17                      13:19 21:18  <b>we've</b> 5:11 18:6  <b>wide</b> 14:3  <b>willingness</b> 14:13  <b>wisdom</b> 17:3  <b>withdrawal</b> 22:8  <b>withdrew</b> 22:3  <b>word</b> 16:19  <b>work</b> 4:15 6:20                      7:22 8:2 9:12,16                      9:18,20 16:14  <b>working</b> 12:9  <b>works</b> 15:12  <b>worse</b> 10:17 15:20  <b>worthy</b> 9:18  <b>Wynlake</b> 22:10                 </p> <hr/> <p style="text-align: center;"><b>Y</b></p> <hr/> <p> <b>year</b> 6:11 7:12 8:9                      10:11 12:8 14:8                      15:18,19,20,21                      17:23                 </p>	<p> <b>years</b> 15:14 18:7                      24:20  <b>young</b> 24:18  <b>y'all</b> 16:22                 </p> <hr/> <p style="text-align: center;"><b>0</b></p> <hr/> <p> <b>09-04</b> 23:10                 </p> <hr/> <p style="text-align: center;"><b>1</b></p> <hr/> <p> <b>10th</b> 19:15  <b>100</b> 13:5  <b>11th</b> 20:19  <b>11-01</b> 22:2  <b>11-07</b> 22:12  <b>11-4</b> 22:6  <b>11:00</b> 1:19  <b>1400</b> 1:12  <b>19</b> 1:17 5:21                 </p> <hr/> <p style="text-align: center;"><b>2</b></p> <hr/> <p> <b>2st</b> 25:10  <b>20</b> 15:14  <b>2010</b> 19:15  <b>2011</b> 1:17 20:20                      26:16  <b>2012</b> 14:8  <b>21st</b> 6:7,9 25:7  <b>24th</b> 3:4  <b>28th</b> 26:15                 </p> <hr/> <p style="text-align: center;"><b>3</b></p> <hr/> <p> <b>30th</b> 7:11  <b>30-year</b> 10:4  <b>335-6</b> 18:23  <b>335-6-8</b> 19:9 20:8                 </p> <hr/> <p style="text-align: center;"><b>4</b></p> <hr/> <p> <b>40,000</b> 6:20                 </p> <hr/> <p style="text-align: center;"><b>6</b></p> <hr/> <p> <b>6</b> 19:9                 </p> <hr/> <p style="text-align: center;"><b>7</b></p> <hr/> <p> <b>7th</b> 6:6                 </p>
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**Part B**



## Attachment Index

- Attachment 1**      **Agenda**
- Attachment 2**      **Resolution adopting additions and amendments to ADEM Admin. Code Division 335-6, Water Quality Program, Groundwater/Underground Injection Control (UIC) Regulations**
- (Agenda Item 4 – Consideration of adoption of proposed additions and amendments to ADEM Admin. Code Division 335-6, Water Quality Program, Groundwater/Underground Injection Control [UIC] Regulations)**
- Attachment 3**      **Order adopting the Order/Recommendation of the Hearing Officer**
- (Agenda Item 7 – Wynlake Development, LLC v. ADEM, EMC Docket No. 11-07 [NPDES-Related Matter])**
- Attachment 4**      **Order adopting the Report of Hearing Officer**
- (Agenda Item 8 – Black Warrior Riverkeeper, Inc. v. ADEM, and Shepherd Bend, LLC/Intervenor, EMC Docket No. 09-04 [NPDES-Related Matter])**



**Attachment 1**



AGENDA\*  
MEETING OF THE  
ALABAMA ENVIRONMENTAL MANAGEMENT COMMISSION

DATE: August 19, 2011

TIME: 11:00 a.m.

LOCATION: Alabama Department of Environmental Management (ADEM) Building  
Alabama Room (Main Conference Room)  
1400 Coliseum Boulevard  
Montgomery, Alabama 36110-2400

<u>ITEM</u>	<u>PAGE</u>
1. Consideration of minutes of meeting held on June 24, 2011**	2
2. Report from the Director	2
3. Report from the Commission Chair	2
4. Consideration of adoption of proposed additions and amendments to ADEM Admin. Code Division 335-6, Water Quality Program, Groundwater/Underground Injection Control (UIC) Regulations	2
5. <u>U.S.S. Real Estate – a Division of United States Steel Corporation v. ADEM</u> EMC Docket No. 11-01 (NPDES-Related Matter)	2
6. <u>Reynolds Inliner, LLC v. ADEM</u> EMC Docket No. 11-04	2
7. <u>Wynlake Development, LLC v. ADEM</u> EMC Docket No. 11-07 (NPDES-Related Matter)	2
8. <u>Black Warrior Riverkeeper, Inc. v. ADEM, and Shepherd Bend, LLC/Intervenor</u> EMC Docket No. 09-04 (NPDES-Related Matter)	3
9. Other business	3
10. Future business session	3

\* The Agenda for this meeting will be available on the ADEM website, [www.adem.alabama.gov](http://www.adem.alabama.gov), under Environmental Management Commission.

\*\* The Minutes for this meeting will be available on the ADEM website under Environmental Management Commission.

1. CONSIDERATION OF MINUTES OF MEETING HELD ON JUNE 24, 2011
2. REPORT FROM THE DIRECTOR
3. REPORT FROM THE COMMISSION CHAIR
4. CONSIDERATION OF ADOPTION OF PROPOSED ADDITIONS AND AMENDMENTS TO ADEM ADMIN. CODE DIVISION 335-6, WATER QUALITY PROGRAM, GROUNDWATER/UNDERGROUND INJECTION CONTROL (UIC) REGULATIONS

The Commission will consider proposed additions and amendments to ADEM Admin. Code Division 335-6 Water Quality Program, Groundwater/Underground Injection Control (UIC) Regulations, Rules 335-6-8-.01, 335-6-8-.02, 335-6-8-.05, 335-6-8-.07, 335-6-8-.08, 335-6-8-.10, and 335-6-8-.12 through 335-6-8-.30. The revisions are being proposed to include requirements for Class VI injection wells, for geologic sequestration of carbon dioxide. The proposed additions and amendments are consistent with the federal regulations for Class VI wells. The Department held a public hearing on the proposed revisions on July 11, 2011.

5. U.S.S. REAL ESTATE – A DIVISION OF UNITED STATES STEEL CORPORATION V. ADEM, EMC DOCKET NO. 11-01 (NPDES-RELATED MATTER)

The Commission will acknowledge the Petitioner's withdrawal of the request for hearing in this appeal concerning ADEM Admin. Order 11-006-WP issued on October 18, 2010, to U.S.S. Real Estate – a Division of U.S. Steel Corporation, Trace Crossings, Jefferson County, Alabama, NPDES Registration No. ALR160591.

6. REYNOLDS INLINER, LLC V. ADEM, EMC DOCKET NO. 11-04

The Commission will acknowledge the Petitioner's withdrawal of the request for hearing in this appeal concerning ADEM Admin. Order 11-043-GW issued on January 4, 2011, to Reynolds Inliner, LLC, ADEM Groundwater Incident No. GW 10-10-01, Highway 24, Russellville, Franklin County, Alabama.

7. WYNLAKE DEVELOPMENT, LLC V. ADEM, EMC DOCKET NO. 11-07 (NPDES-RELATED MATTER)

The Commission will consider the "Order/Recommendation" of the Hearing Officer in this appeal concerning ADEM Admin. Order 11-069-WP issued on March 24, 2011, to Wynlake Development, LLC, Wynlake Subdivision, Shelby County, NPDES Registration No. ALR160672.

8. BLACK WARRIOR RIVERKEEPER, INC. V. ADEM, AND SHEPHERD BEND, LLC/INTERVENOR, EMC DOCKET NO. 09-04 (NPDES-RELATED MATTER)

The Commission will consider the "Report of Hearing Officer" in this appeal concerning ADEM's issuance of NPDES Permit AL0079162 on July 21, 2008, to Shepherd Bend, LLC, Shepherd Bend Mine, Walker County.

9. OTHER BUSINESS

10. FUTURE BUSINESS SESSION



**Attachment 2**



**ENVIRONMENTAL MANAGEMENT COMMISSION  
RESOLUTION**

WHEREAS, the Alabama Department of Environmental Management gave notice of a public hearing on the proposed revisions to ADEM Admin. Code 335-6 of the Department's Water Division's Water Quality Program Rules and Regulations in accordance with Ala. Code § 22-22A-8 (2006 Rplc. Vol.) and Ala. Code § 41-22-4 (2000 Rplc. Vol.); and

WHEREAS, a public hearing was held before a representative of the Alabama Department of Environmental Management designated by the Environmental Management Commission for the purpose of receiving data, views and arguments on the amendment of such proposed rules; and

WHEREAS, the Alabama Department of Environmental Management did not receive any written or oral comments at the public hearing or during the public comment period.

NOW THEREFORE, pursuant to Ala. Code §§ 22-22A-5, 22-22A-6, 22-22A-8 (2006 Rplc. Vol.), and Ala. Code § 41-22-5 (2000 Rplc. Vol.), as duly appointed members of the Environmental Management Commission, we do hereby adopt and promulgate these revisions to rules [335-6-8-.01/Purpose (Amend); 335-6-8-.02/Definitions (Amend); 335-6-8-.05/Prohibited Actions (Amend); 335-6-8-.07/ Permit Issuance Procedures (Amend); 335-6-8-.08/ Public Notice (Amend); 335-6-8-.10/Class V Well Permit Application Requirements (Amend); 335-6-8-.12/Permit Issuance Procedures (Amend); 335-6-8-.13/Class VI Well Applicability and General Requirements (New); 335-6-8-.14/Class VI Well Permit Application and Application Review Requirements (New); 335-6-8-.15/Class VI Well Minimum Criteria for Siting (New); 335-6-8-.16/Area of Review and Area of Review Corrective Action (New); 335-6-8-.17/Class VI Well Financial Responsibility Requirements (New); 335-6-8-.18 /Class VI Well Construction Requirements (New); 335-6-8-.19/Class VI Well Logging, Sampling and Testing Requirements Prior to Injection Well Operation (New); 335-6-8-.20/Class VI Well Operating Requirements (New); 335-6-8-.21/Class VI Well Mechanical Integrity Requirements (New); 335-6-8-.22/Class VI Well Testing and Monitoring Requirements (New); 335-6-8-.23/Class VI Well Reporting Requirements (New); 335-6-8-.24/Class VI Well Plugging Plan (New); 335-6-8-.25/Post-Injection Site Care and Site Closure Requirements (New); 335-6-8-.26/Class VI Well Emergency and Remedial

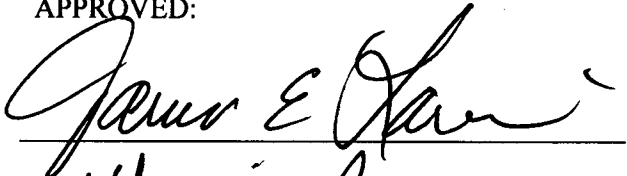

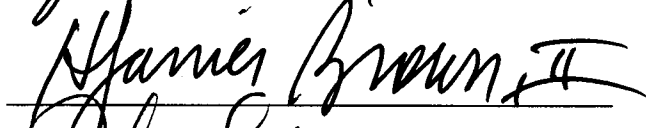
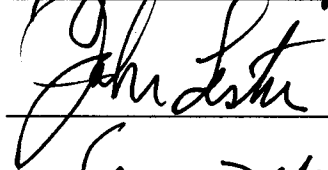

Response Requirements (New); 335-6-8-.27/Class VI Well Permit Requirements (New); 335-6-8-.28/Technical Submittals and Other Reports to the Department (Amend); 335-6-8-.29/Coordination with EPA (Amend); and 335-6-8-.30/Confidentiality (Amend)] administrative code attached hereto, to become effective thirty-five days, unless otherwise indicated, after filing with the Alabama Legislative Reference Service.

**ENVIRONMENTAL MANAGEMENT COMMISSION  
RESOLUTION**

ADEM Admin. Code division 335-6- Water Quality Program Regulations

IN WITNESS WHEREOF, we have affixed our signatures below on this 19<sup>th</sup> day of August 2011.


APPROVED:

 _____	 _____
 _____	_____
 _____	_____
 _____	_____

DISAPPROVED:

_____	_____
_____	_____
_____	_____

ABSTAINED:

_____	 _____
_____	<b>John E. Lester, Chair</b> Environmental Management Commission Certified this 19th day of August 2011



**Attachment 3**



BEFORE THE  
ENVIRONMENTAL MANAGEMENT COMMISSION  
OF THE  
ALABAMA DEPARTMENT OF ENVIRONMENTAL MANAGEMENT

In the Matter of:	)	
	)	
Wynlake Development, Inc.,	)	
	)	
Petitioner,	)	
	)	
vs.	)	EMC Docket No. 11-07
	)	
Alabama Department of	)	
Environmental Management,	)	
	)	
Respondent.	)	

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ORDER

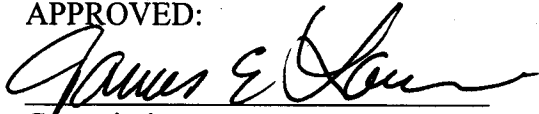
This cause having come before the Environmental Management Commission pursuant to the "Order/Recommendation" of the Hearing Officer, "Petitioner's Objection to the Order/Recommendation of the Hearing Officer," "ADEM's Response to the Petitioner's Objection to the Hearing Officer's Recommendations," and the other documents in the record for the above-styled appeal and having considered the same, the Commission hereby ORDERS, ADJUDGES, and DECREES as follows:

1. That the "Order/Recommendation" of the Hearing Officer is hereby adopted; and
2. That pursuant to the adoption of the "Order/Recommendation" of the Hearing Officer, the Department's "Motion to Strike and Dismiss" is granted; and
3. That this action has been taken and this Order shall be deemed rendered effective as of the date shown below; and
4. That a copy of this Order, along with a copy of the "Order/Recommendation" of the Hearing Officer, attached hereto and made a part hereof, shall be forthwith served upon each of the parties hereto either personally, or by certified mail, return receipt requested.

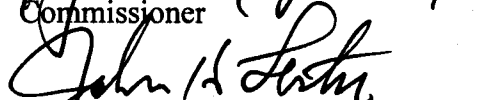
Environmental Management Commission Order  
Page 2

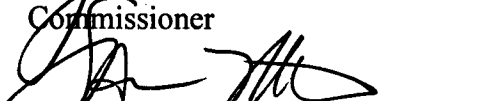
ISSUED this 19th day of August 2011.


APPROVED:

  
\_\_\_\_\_  
Commissioner

  
\_\_\_\_\_  
Commissioner

  
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Commissioner

  
\_\_\_\_\_  
Commissioner

  
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Commissioner

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Commissioner

DISAPPROVED:

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Commissioner

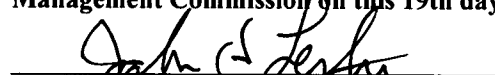
\_\_\_\_\_  
Commissioner

\_\_\_\_\_  
Commissioner

ABSTAINED:

\_\_\_\_\_  
Commissioner

This is to certify that this Order is a true and accurate  
account of the actions taken by the Environmental  
Management Commission on this 19th day of August 2011.

  
\_\_\_\_\_  
John H. Lester, Chair  
Environmental Management Commission  
Certified this 19th day of August 2011

BEFORE THE ALABAMA ENVIRONMENTAL MANAGEMENT COMMISSION

WYNLAKE DEVELOPMENT, LLC, )  
 )  
 Petitioner, )  
 )  
 vs. )  
 )  
 ALABAMA DEPARTMENT OF )  
 ENVIRONMENTAL MANAGEMENT, )  
 )  
 Respondent. )

DOCKET NO. 11-07



**ORDER/RECOMMENDATION**

This matter is before the undersigned on the Department’s Motion to Strike and Dismiss. On or about June 13, 2011, the undersigned entered an Order/Recommendation. Due to the time limits involved in presenting this Recommendation to the Commission, with the consent of all parties, that Order/Recommendation was withdrawn. The Order/Recommendation is now re-entered.

The primary basis for the Department’s Motion is Ala. Admin. Code r. 335-2-1-30, which prohibits a non-attorney from representing a party before the Commission. Hence, the Department argues that the failure of an attorney for Petitioner to sign the subject notice of appeal requires the dismissal of this matter.

The Commission’s rules provide that an appeal must contain certain information. Ala. Admin. Code r. 335-2-1-04. If it does not, the Department is obligated to notify the appealing party of the information which is lacking and must do so within five (5) days from the receipt of the appeal. Ala. Admin. Code r. 335-2-1-004(7). One of the requirements listed in the Commission’s rules is that the appeal must contain an “original signature of the party making such request or such person’s attorney.” Ala. Admin. Code r. 335-2-1-04(5). Noting in the record indicates the Department filed any notice of pleading defects to give

Petitioner an opportunity to correct the defect. However, the Department, in essence, argues that as a matter of law, there was no appeal filed due to Petitioner's failure to have an attorney sign the notice of appeal.

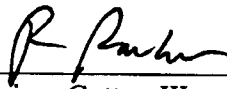
Among its contentions, Petitioner argues that although the notice of appeal was not signed by Petitioner's attorney, the notice listed the Petitioner's attorney's name on the notice and such should meet the spirit of the Department's rule. Further, Petitioner argues that such technicalities should not be invoked to cause such a severe sanction as a dismissal. Accordingly, Petitioner argues that equity and fairness should excuse the fact that Petitioner did not get an attorney to sign the notice of appeal.

At least in the context of an administrative proceeding as this, the undersigned fundamentally agrees with the Petitioner's position from a practical standpoint. However, based on precedent, the undersigned is bound to agree with the Department's position from a legal standpoint. See Canaan Systems, Inc. v. Department, EMC Docket No. 09-06, 2009 WL 2634671 (August 21, 2009) (In Canaan Systems, on an identical issue, the Petitioner there made similar arguments to Petitioner's arguments here. However, a majority of the Commission sided with the Department).

Therefore, the undersigned RECOMMENDS that the Department's Motion to Strike and Dismiss be GRANTED.

Petitioner shall have until August 1, 2011 to file objections to this Recommendation and the Department may file any reply by August 11, 2011.

Done this 20<sup>th</sup> day of July, 2011.

  
\_\_\_\_\_  
R. Rainer Cotter, III  
Hearing Officer

PO Box 310910  
Enterprise, Alabama 36331  
Ph. 334-347-2626  
Fax 334-393-1396  
Email: [rrc@enterpriselawyers.com](mailto:rrc@enterpriselawyers.com)

cc: (By U.S. Mail and Email)

Debi Thomas, Executive Assistant- [dst@adem.state.al.us](mailto:dst@adem.state.al.us)

James Wright- [jlw@adem.state.al.us](mailto:jlw@adem.state.al.us)

Schulyer K. Espy- [sespy@adem.state.al.us](mailto:sespy@adem.state.al.us)

Laura Eubank- [leubank@adem.state.al.us](mailto:leubank@adem.state.al.us)

Billy R. Weathington- [bw@weathington-moore.com](mailto:bw@weathington-moore.com)



**Attachment 4**



BEFORE THE  
ENVIRONMENTAL MANAGEMENT COMMISSION  
OF THE  
ALABAMA DEPARTMENT OF ENVIRONMENTAL MANAGEMENT

In the Matter of:	)	
	)	
Black Warrior Riverkeeper, Inc.,	)	
Petitioner,	)	
	)	
vs.	)	
	)	
Alabama Department of	)	
Environmental Management,	)	EMC Docket No. 09-04
Respondent,	)	
	)	
and	)	
	)	
Shepherd Bend, LLC,	)	
Intervenor.	)	

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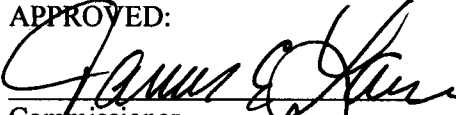
ORDER

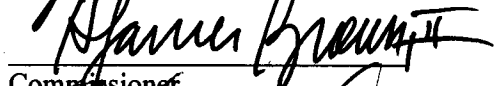
This cause having come before the Environmental Management Commission pursuant to the "Report of Hearing Officer;" "Petitioner's Objections to Report of Hearing Officer;" "Petitioner's Alternative Findings of Fact and Conclusions of Law;" Petitioner's "Proposed Order;" "The Alabama Department of Environmental Management's Reply to Petitioner's Objections to Report of Hearing Officer;" "Shepherd Bend, LLC's Brief in Response to Petitioner's Objections to Report of Hearing Officer;" and "Shepherd Bend, LLC's Response to Petitioner's Alternative Findings of Fact and Conclusions of Law," and the other documents in the record for the above-styled appeal and having considered the same, the Commission hereby ORDERS, ADJUDGES, and DECREES as follows:

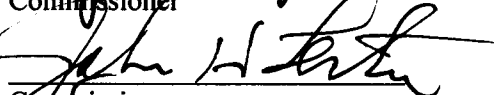
1. That the "Report of Hearing Officer" is hereby adopted; and
2. That pursuant to the adoption of the "Report of Hearing Officer," the Findings of Fact and Conclusions of Law and Recommendation contained in said Report are adopted; and
3. That this action has been taken and this Order shall be deemed rendered effective as of the date shown below; and
4. That a copy of this Order, along with a copy of the "Report of Hearing Officer," attached hereto and made a part hereof, shall be forthwith served upon each of the parties hereto either personally, or by certified mail, return receipt requested.

ISSUED this 19th day of August 2011.

APPROVED:

  
\_\_\_\_\_  
Commissioner

  
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Commissioner

  
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Commissioner

  
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Commissioner

  
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Commissioner

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Commissioner

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Commissioner

DISAPPROVED:

\_\_\_\_\_  
Commissioner

\_\_\_\_\_  
Commissioner

\_\_\_\_\_  
Commissioner


ABSTAINED:

\_\_\_\_\_  
Commissioner

RECUSED:

\_\_\_\_\_  
Commissioner

This is to certify that this Order is a true and accurate  
account of the actions taken by the Environmental  
Management Commission on this 19th day of August 2011.

  
\_\_\_\_\_  
John H. Lester, Chair  
Environmental Management Commission  
Certified this 19th day of August 2011

**BEFORE THE ENVIRONMENTAL MANAGEMENT COMMISSION  
OF THE  
ALABAMA DEPARTMENT OF ENVIRONMENTAL MANAGEMENT**

BLACK WARRIOR )  
RIVERKEEPER, INC., )  
 )  
Petitioner, )  
 )  
vs. )  
 )  
ALABAMA DEPARTMENT OF )  
ENVIRONMENTAL MANAGEMENT, )  
 )  
Respondent, and )  
 )  
SHEPHERD BEND, LLC, )  
 )  
Intervenor. )

DOCKET NO. 09-04



**REPORT OF HEARING OFFICER**

The undersigned Hearing Officer, duly employed by the Environmental Management Commission (the Commission) to conduct the hearing and all related proceedings pertinent to this matter, offers this report which includes Findings of Fact, Conclusions of Law and Recommendations. This report is submitted pursuant to Rule 335-2-1-.27 of ADEM Admin Code and is submitted along with the entire record of these proceedings including a complete transcript of the hearing, all documents allowed into evidence, and other relevant briefs and submissions of the parties.

**I. INTRODUCTION AND PROCEDURAL HISTORY OF THIS PROCEEDING**

This matter is before the Commission by way of a somewhat unusual procedural history and, because of that, a review of that history is an important consideration.

The Alabama Department of Environmental Management (ADEM) issued to Shepherd Bend, LLC (Shepherd Bend) a National Pollution Discharge Elimination System (NPDES) permit (Permit) on July 21, 2008. Subsequently, on December 22, 2008, Black Warrior Riverkeeper, Inc. (BWR) filed a request for a hearing before the Commission to contest the issuance of that permit. A hearing officer was appointed to hear this matter.

Subsequently ADEM moved to dismiss BWR's appeal, which was denied on February 24, 2009. On that same date, Shepherd Bend filed a Motion to Intervene. In March of 2009, all three parties (ADEM, BWR and Shepherd Bend) filed motions for summary judgment (Rule 335-2-1-.22). On July 31, 2009, the hearing officer entered a recommendation to the Commission to grant ADEM's Motion for Summary Judgment, to grant Shepherd Bend's Motion for Summary Judgment, and to dismiss the appeal.

After objections to the recommendation of the hearing officer were filed by BWR with responses from ADEM and Shepherd Bend, the Commission heard arguments and issued an order dated October 16, 2009. That order returned the proceeding to a "Hearing Officer to be appointed by the Commission" for a hearing upon the questions of:

- "(1) whether BWR is aggrieved by ADEM's administrative action, and
- (2) whether there is preponderating evidence that the administrative actions of the Department authorize discharges of pollutants which, upon discharge, will either cause or contribute to a detectable contravention of State water quality standards."

On November 18, 2009, a second hearing officer (the undersigned) was appointed to these proceedings consistent with the above-referenced order of the Commission. Normal pretrial motions were filed by the parties and ruled upon by the undersigned hearing officer. The proceedings went to hearing February 22-24, 2011 on the above issues and the issue of whether the NPDES permit had expired. At the hearing, ADEM renewed its motion to exclude any evidence related to design and construction of water pollution control improvements related to the Birmingham Water Works Board's (BWWB) rights at Mulberry Fork. Until today, that motion remains pending and is denied by this Order.

## **II. FINDINGS OF FACT**

1. The evidence before the undersigned hearing officer establishes that Shepherd Bend applied for an NPDES permit from ADEM and, following routine procedures which included a comment period, that permit was issued to Shepherd Bend on July 21, 2008 as Numbered Permit AL0079162. A request for a hearing to contest the issuance of this permit was filed by BWR.
2. BWR is a corporation with approximate 1,900 members which has, as its general mission, to protect and restore the Black Warrior River and its tributaries. (R. 20) Individual members of BWR regularly use and enjoy the Black Warrior River, to include the Mulberry Fork, together with its tributaries in various ways upstream and downstream from the proposed outfall site. Its members testified before the undersigned that they regularly use and enjoy this

portion of the river for both business and recreational activities including canoeing, boating, swimming, fishing and other general pleasure use and hope to continue to enjoy the river in that fashion in the future. The members of BWR not only use the river in these fashions (or fashions similar to those described), but also attempt to police and monitor this river for pollution and problems of any type. Some of the members of BWR testified that they feared the issuance of this permit would hinder their use of the river in the future and believed that use is threatened by the discharges allowed by this permit.

3. Shepherd Bend's NPDES permit was issued on July 21, 2008. (R. 62; Hearing Exhibit 21) That NPDES permit expires 18 months after its issuance if construction was not begun within that time period.
4. It appears clear from the evidence presented that Shepherd Bend conducted the following activities at this site:
  - A. In August of 2006 Shepherd Bend began to explore the use of this property and began to assess it for potential mining operations. During this exploratory phase in 2006, Shepherd Bend utilized existing roads and performed minimum road access for the purpose of this assessment.
  - B. In March of 2007, Shepherd Bend commissioned a groundwater assessment on the site that included installation of groundwater wells with regular monitoring continuing. Information regarding the

monitoring of the wells and groundwater assessment was included in the permit application.

- C. In October of 2007, Shepherd Bend commissioned a surface water assessment on the site.
  - D. From approximately September of 2008 to December of 2009, Shepherd Bend continued to gather baseline information for a surface coal mining application and continued surface and groundwater activities, information gathering about the land site and adjacent properties, evaluation of design plans and numerous other activities.
5. ADEM Admin. Code R. 335-6-6-.02(g) gives a definition of "Construction" which specifically includes "any placement, assembly, or installation of facilities or equipment." It appears from the record that most of this activity had been performed or conducted by Shepherd Bend prior to the issuance of the permit now in question. After this permit was issued, Shepherd Bend put up signs at the site and installed locks on the existing gate. Roads on the site were in place at that time, although not constructed by Shepherd Bend.
6. Shepherd Bend was, during the 18 months in question, subject to regulations not only from ADEM but also from the Alabama Surface Mine Commission, and those regulations limit some of the activities that Shepherd Bend could conduct on the site.

7. Shepherd Bend placed signs on the property in question after July 21, 2008 (the date of issuance of the permit itself) and it appears a gate on the site was already in place prior to the issuance of the permit (and remained in place during the 18-month period in question). The same can be said for the roads on the proposed mining site. Shepherd Bend did not clear land, did not construct any additional roads, and no other or additional construction took place after the permit was issued. Shepherd Bend did not begin to acquire any property rights or surface rights for the mine until April of 2010.
8. ADEM completed its water quality analysis using information obtained from the permit application, together with pertinent water quality data for the Mulberry Fork collected by the Department. This analysis took into consideration a range of river water quality conditions, together with intake volumes and mining discharge conditions. Based on this, ADEM's water quality branch determined that the quality of water would not be significantly affected by this proposed permit. (The undersigned hearing officer takes into consideration the pertinent facts related to this issue on a de novo basis and gives no presumption of correctness or presumption of any kind to either party.)
9. The permit in question before this Commission authorizes discharges of pollutants from 29 separate outfalls into the Mulberry Fork of the Black

Warrior River, together with its unnamed tributaries to the Mulberry Fork and unnamed tributaries to Barton Creek. It appears from the record that these receiving waters are classified for “public water supply” and/or “fish and wildlife” uses. This permit does not authorize any direct discharges to the Black Warrior River, nor does it authorize any discharges to waters listed on Alabama’s Clean Water Act §303(d) list of impaired waters. The facts do not establish exactly how many outfalls Shepherd Bend will construct and operate, but the discharge limitations in place are consistent with the Environmental Protection Agency’s surface coal mining technology-based effluent limitations set forth at 40 CFR Part 434. The permit contains precipitation event discharge limitations, and such are part of the EPA’s national effluent guidelines. The precipitation event discharge limitations under this permit do not automatically apply, and for those limitations to apply Shepherd Bend would have to submit a written claim of exemption to ADEM which would have to be considered by ADEM and granted before such would apply.

10. This permit does not contain limitations on chlorides, sulfides, total dissolved solids (TDS) or aluminum, which are commonly associated with acid mine drainage. Under this permit ADEM may modify the terms of the permit if, in the future, it is shown to ADEM’s satisfaction that the permit is not protective of water quality.

11. The tests of the soils and surrounding coal seam at Shepherd Bend have determined that the soils at Shepherd Bend are not acid-producing soils. Additionally, TDS, sulfate, chloride and aluminum are not expected to be discharged from any Shepherd Bend outfalls under this permit at any level that would tend to violate water quality criteria. It appears the discharge from the surface mine will largely be in the form of dirt from the mine site, and any substances that would not constitute dirt are not expected to be measurable amounts.
12. Although under appeal it appears that the Alabama Surface Mining Commission issued Shepherd Bend a permit numbered P-39465-64-15-S restricting the surface mining area to 286 acres.

### **III. CONCLUSIONS OF LAW**

A. Aggrieved Parties. Alabama law makes clear through the ADEM Admin. Code R. 335-2-1, et seq. that one of the requirements for participating in this process is that a party be a "person aggrieved" by an administrative action of the Department. That issue is often discussed in those proceedings as an issue of "standing" and, while those two terms may not be identical, the pertinent issue here for consideration on return from the AEMC's findings is whether BWR is an aggrieved party under these rules sufficient to allow it to participate in this proceeding. Although not necessarily making a finding to that effect, the undersigned believes this issue could be one that is "jurisdictional in nature" (as standing is) and therefore

such can be raised at any time. “Aggrieved” as it applies to BWR requires a finding that at least one member of the organization suffers a concrete injury in fact as a result of the issuance of this permit.

By the evidence presented by BWR, it is the finding and conclusion of the undersigned hearing officer that BWR has established that it is an aggrieved party sufficient to meet the standards of ADEM Admin. Code R. 335-2-1, et seq. BWR has established, by legal evidence, that it and its members’ use and enjoyment of the Black Warrior River is threatened by discharges under the permit, at least sufficiently to establish that it is an aggrieved party suitable for participation in this proceeding. It is the specific finding of the undersigned hearing officer that BWR is an aggrieved party under ADEM Admin. Code R. 335-2-1-02(b) and it could be said that BWR has suffered a threatened or actual injury in fact. (See also *Fowl River Protective Association*, 572 So.2d at 456).

B. Permit Validity. It is clear that the administrative regulations of ADEM establish that an NPDES permit issued under these circumstances to a “new discharger” or “new source” shall expire 18 months after issuance if “construction” has not begun during that same 18-month period. ADEM Admin. Code R. 335-6-6-.05(2) goes on to say that this period “shall be tolled by any administrative or judicial stay.” The parties agree that this particular rule is applicable and that Shepherd Bend fits into the category of a “new discharger” or “new source”; however, they disagree as to whether construction has actually begun. Shepherd Bend contends that the facts of this case and the evidence before the

undersigned hearing officer, and now the Commission, clearly indicate that it met its requirement to begin construction within that 18-month time period. To the contrary, BWR contends that construction was not begun within that time frame. The Department appears to take no position on this particular matter.

These same rules also give a definition of the term “construction” which is found in ADEM Admin. Code R. 335-6-6-.02 and which reads as follows:

- “(g) Construction means that the owner or operator has:
1. begun, or caused to begin as a part of a continuous on-site construction program:
    - (i) any placement, assembly, or installation of facilities or equipment; or
    - (ii) significant site preparation work including clearing, excavating, or removal of existing buildings, structures or facilities which is necessary for the placement, assembly, or installation of new source facilities or equipment, or
  2. entered into a binding contractual obligation for the purpose of placement, assembly, or installation of facilities or equipment which are intended to be used in its operation within a reasonable time. Options to purchase or contracts which can be terminated or modified without substantial loss, and contracts for feasibility, engineering and design studies do not constitute a contractual obligation under the paragraph.”

The undersigned hearing officer is not entirely convinced of the rationale of the hearing officer in *Waltham, et al. v. Alabama Department of Environmental Management*, EMC Docket Number 00-06, 2000 WL 1006329 (May 8, 2000) where this almost-identical issue was being litigated. There the hearing officer appeared to have determined that the building of a road, installation of a gate and the collection of water samples which included the construction of monitoring wells was, in all, sufficient to meet the definition of beginning “construction” under these Rules. However, the undersigned hearing officer is convinced that the adoption of that hearing officer’s recommendation and thus the adoption of his rationale by this Commission is a previous ruling which should not be ignored by the undersigned. Based on that finding, it appears that the Commission should remain consistent in its ruling and, based on that decision, it is the conclusion of the undersigned hearing officer that Shepherd Bend did, indeed, meet the definition of construction activities sufficient to satisfy the Rules.

It should be noted here that, notwithstanding the above language, it does appear that Shepherd Bend’s placement or installation of groundwater wells that have been the subject of ongoing monitoring (see Exhibit 159, which shows illustration of groundwater wells that have been placed, assembled and installed on the site) does indeed fit the precise definition of ADEM Admin. Code R. 335-6-6-.02(g).

For these reasons the undersigned hearing officer concludes that the facts establish Shepherd Bend did, indeed, commence construction sufficient to satisfy the 18-month requirement of this Rule.

C. Whether There is Preponderating Evidence that the Administrative Actions of the Department Authorizes Discharges of Pollutants Which, upon Discharge, Will Either Cause or Contribute to a Detectable Contravention of State Water Quality Standards. In reviewing the Commission's instructions on return of the proceedings, it appears that one must look to the Permit limitations in order to comply with those instructions. The Permit imposes EPA's uniform national effluent limitation guidelines for surface coal mines. (Ex. 116; 2/23 Tr. 230; 40 CFR Part 434) ADEM's NPDES regulations require Shepherd Bend's permit to meet: (1) EPA's National Effluent Limitation Guidelines for surface coal mines at 40 CFR Part 434, (2) any limitation necessary to protect water quality, or (3) any applicable TMDL, whichever of the three is most stringent. (ADEM Admin. Code R. 335-6-6-. 14) There is no TMDL for any receiving water at issue, and ADEM saw no need to set any limits more restrictive than the National Effluent Limitation Guidelines to protect water quality.

In addition to *numeric* criteria, ADEM's water quality regulations include *narrative* criteria commonly known as the "free froms." In general, these narrative criteria dictate that State waters will be "free from" various pollutants in amounts that will "cause or contribute to" an impairment of classified use of a given water body. (See ADEM Admin. Code R. 335-6-10-.06)

Again, this case is in an unusual procedural posture. What the Commission has instructed the undersigned Hearing Officer to determine is whether there is a preponderance of evidence that this permit will authorize discharges of pollutants which will, upon discharge, cause or contribute to a detectable contamination of State water quality standards as stated above.

1. Precipitation Events. One of the issues raised deals with the permit's exemption for limits on iron, manganese and Total Suspended Solids during precipitation events. Precipitation event discharge limitations are an alternate set of limitations afforded a facility under certain conditions, and they do not automatically apply. (2/23 Tr. 22-7229. See also 40 CFR Part 434) They are a facet of EPA's uniform national effluent limitations for surface coal mines. Here, based on the instructions given, the undersigned must determine whether the evidence establishes that the permit authorizes discharges which will cause or contribute to a detectable contravention to the water quality standards.

A permittee claims an exemption from generally applicable discharge limitations or post-mining discharge limitations after an applicable precipitation event; i.e., after the fact. (Ex. 116, pp. 5-8) Thus, even if a permittee claims the exemption and it is granted, that permittee is only exempted from compliance with EPA's national uniform effluent limitations. In other words, what might otherwise have been limits violations for that permittee would not be limits violations for that permittee if ADEM grants the exception.

It is important to note that even if ADEM grants the exemption, the permittee must still comply with water quality standards.

There is other substantial evidence in this records that is contradictory, confusing and, in some instances inconclusive; however, the undersigned hearing officer has determined that it has not been established that there is a preponderance of evidence that shows that there will be a detectable contravention of water quality standards based upon the precipitation event exemptions. The undersigned urges the Commission, with all of its collective expertise and knowledge, to examine this determination carefully in light of the contradictory evidence.

2. Absence of Limits for Sulfates, Chlorides, Aluminum and TDS. The question again is whether the absence of such limits will contribute to a detectable contravention of State water quality standards. The undersigned hearing officer is not convinced from the record that the absence of such limits will so contribute. While coal mines may contribute such, it has not been established to the undersigned's satisfaction (by a preponderance of the evidence) that such will occur. What a mine will discharge depends, in some respects, on what is in the dirt or rock at the mine, meaning that generally speaking, if something is not in the dirt at a mine, it is not expected to be discharged from the mine in a measurable amount. (2/223 Tr. 252) Sulfates, chlorides, aluminum and TDS are virtually always associated with acid mine drainage because they are not naturally occurring and acidity is required to bring them out. (2/24 Tr. 175-178) If the mine has no acidic condition, the opportunity for those constituents to form is very low. (2/24 Tr. 175-176) That is not to say

that such a discharge is impossible; indeed, the undersigned hearing officer believes that such is possible, but based upon the test of “preponderating evidence” the undersigned cannot make a finding simply on the basis of possibility. (Again, here the evidence was contradictory and the Commission should use its expertise to review it carefully and make its own independent determination.)

It should be noted that this permit includes discharge limitations for common metals which are related to coal mine operations. There is evidence that the treatment technologies for such, which include iron and manganese, are the same as the treatment for aluminum. Again, the undersigned does not find a preponderance of evidence that these pollutants will be discharged in a manner that will cause or contribute to a detectable contravention of State water quality standards. Again, the Commission should review this recommendation carefully.

#### **IV. RECOMMENDATION**

Because of the somewhat unique nature of this case having been returned to the undersigned Hearing Officer for a hearing on certain questions, it is submitted by the undersigned that such hearing has taken place and evidence has been presented by the parties on those questions. Although the Commission’s order dated October 16, 2009 did not expressly direct the undersigned hearing officer to make a determination or recommendation on these questions, but rather to simply hold a hearing on these questions, it is unclear whether the Commission desires such from the undersigned. As noted above, there are

findings of fact and conclusions of law on these questions and, as such, the task at hand has been completed as directed.

Out of an abundance of caution, the undersigned Hearing Officer nevertheless offers the following recommendations should the Commission desire the same. As to whether Shepherd Bend continues to operate under a viable permit (an issue that was not part of the Commission's remand instructions), the undersigned recommends that question (if it is to be considered by the Commission) be answered in the affirmative. Further, the undersigned Hearing Office recommends that the Commission find that BWR is an aggrieved party under ADEM's administrative regulations and further recommends that there is not a preponderance of evidence that the permit in question authorizes discharges of pollutants which, upon discharge, will either cause or contribute to a detectable contravention of State water quality standards.

Respectfully submitted this the 20<sup>th</sup> day of July, 2011.

  
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JAMES F. HAMPTON  
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