

**National Pollutant Discharge Elimination System (NPDES) Permit for**

**City of Caldwell  
Municipal Separate Storm Sewer System (MS4)**

**NPDES Permit No. IDS-028118**

**Response to Comments on Proposed Permit**

**September 2009  
U.S. Environmental Protection Agency, Region 10**

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### I. Introduction

On July 11, 2008, the U.S. Environmental Protection Agency Region 10 (EPA) proposed a draft National Pollutant Discharge Elimination System (NPDES) permit for discharges from the municipal separate storm sewer system (MS4) owned or operated by the City of Caldwell (City). This NPDES permit, # IDS-028118, will be referred to in this document as the City Permit or Permit.

EPA published a public notice announcing the proposed Permit in the *Idaho Statesman* and the *Idaho Press Tribune* on July 11, 2008. EPA also concurrently proposed seven similar NPDES permits for the following entities within both the Nampa and Boise Urbanized Areas: Idaho Transportation Department District #3 (NPDES Permit #IDS-028177); Ada County Highway District (NPDES Permit #IDS-028185); Notus Parma Highway District #2 (NPDES Permit #IDS-028151); Nampa Highway District #1 (NPDES Permit #IDS-028142); Canyon Highway District #4 (NPDES Permit #IDS-028134); City of Middleton (NPDES Permit #IDS-028100); and City of Nampa (NPDES Permit #IDS-028126). EPA hosted two public hearings regarding the proposed permits, on August 13, 2008, at the Nampa Police Station conference room, and August 14, 2008, at the Boise Public Library. In response to requests from City of Caldwell and each of the other permittees, EPA announced a 60 day extension to the comment period on September 2, 2008; through publication in the *Idaho Statesman* and *Idaho Press Tribune*, the extended comment period ended on November 19, 2008.

This document provides a response to comments received on the proposed City Permit. In some cases, the exact phrasing of the comment is presented. In other cases,



substantive portions of the comment were excerpted or summarized. The Administrative Record contains complete copies of each comment letter.

Comments were received from the City as well as from parties listed below. Each comment is credited to its author using the abbreviations indicated:

- City of Middleton (M)
- City of Caldwell (C)
- City of Nampa (N)
- Ada County Highway District (ACHD)
- Canyon Highway District No. 4 (CHD)
- Nampa Highway District No. 1 (NHD)
- Notus-Parma Highway District (NPHD)
- Idaho Transportation Department District 3 (ITD3)
- Lower Boise Watershed Council (LBWC)
- Association of Idaho Cities (AIC)
- Matthew Johnson, White Peterson, representing City of Nampa (MJ)
- Scott Campbell, Moffat Thomas, representing Pioneer Irrigation District (Pioneer Irrigation District)

Comments which are relevant to each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas are included and are attributed to their author as indicated. In general, comments are organized in the order the topic or issue is found in the proposed City Permit. Comments which are unique to City of Caldwell are included at the end of Section III. Where indicated, EPA has made changes to the final Permit.

## **II. State Certification under Clean Water Act §401**

On May 27, 2008, the Idaho Department of Environmental Quality (IDEQ) provided a draft Clean Water Act (CWA) §401 certification, which found that the proposed City of Caldwell Permit provides reasonable assurance that Idaho water quality standards will be met. IDEQ accepted public comment on the draft certification concurrently with the EPA comment period through November 19, 2008.

IDEQ issued a final CWA §401 certification on August 25 2009. A copy of IDEQ's final certification is included in Appendix A.

## **III. Response to Comments**

### **General Comments**

1. **General comment (LBWC, AIC, ACHD):** EPA's approach for issuing similar NPDES permits to establish consistent, area wide expectations for the management of municipal storm water is appreciated.

**Response:** Comment noted.

- 2. Comment regarding comment period extension (MJ):** During the 8/13/2008 public hearing, the commenter noted that EPA encourages and expects the regulated MS4s within the Urbanized Areas to cooperate in the implementation of SWMPs; however, the Agency only provided 70 days during the initial public comment period. The commenter suggested that an extension of 240 days is reasonable, given the complexity of the situation in the Treasure Valley, as well as to provide the opportunity for each of the Phase II MS4 entities to properly coordinate with each other and report back to their respective governing boards.

**Response:** In response to these comment period extension requests, EPA extended the original comment period by 60 days, providing a 130-day public comment period through November 19, 2008. To further clarify issues of concern to permittees, EPA and IDEQ staff met separately with representatives of Nampa, Nampa Highway District, Canyon Highway District, Caldwell, and Ada County Highway District over September 17-19, 2008.

- 3. Comment regarding changes to Permit text and compliance dates which may be relevant to all of the MS4 Permits. (M, C, N, AIC, LBWC):** To maintain consistency among each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas, the commenters suggest that EPA consider text corrections requested by one entity to be relevant to each of the other eight permits. In addition, commenters request that several compliance dates be revised to better organize resources, and to establish coherent and efficient storm water management approach among permittees. Where conflicting schedules are suggested, EPA should use the longer period requested in all final permits.

**Response:** Comment noted. EPA will indicate in the comment response those changes which are made to each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

- 4. Comment regarding the Permit effective date (M, N, C, CHD, NHD, LBWC):** Commenters request that EPA use its discretion to specify a Permit effective date of October 1, 2009. Because the Permit compliance dates are determined based on the Permit effective date, EPA should establish a specific date which corresponds with the MS4 operators' fiscal year. This allows permittees to obtain the necessary budgets within their respective organizations. The Permits' issuance (i.e., signature) date should be four to six months prior to the effective date to facilitate such planning.

**Response:** Pursuant to 40 CFR 124.15, EPA has the discretion to specify an effective date at the time of permit issuance. EPA is specifying an effective date of **October 15, 2009**, for each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

- 5. Comment regarding compliance dates and the unique characteristics of the**



**Nampa & Boise Urbanized Areas (LBWC, N):** The unique characteristics of this area complicate the management of urban storm water, and permittees will require additional time to initiate many of the permit requirements. Historically, these Urbanized Areas have been predominately agricultural with an extensive irrigation system. As the population grows, and the areas convert from agricultural to urban land use, the potential for agricultural return flow to discharge into the canals and receiving waters (which also receive discharge from the existing MS4s) creates a unique situation. In addition, the large number of canals, receiving waters, storm water outfalls, irrigation companies, and highway districts add to the complexity of the situation.

**Response:** EPA acknowledges the complexity of the situation within the Nampa and Boise Urbanized Areas. EPA has attempted to accommodate the implementation challenges faced by the Cities, Highway Districts, and ITD3, by providing additional time to implement the required storm water management program (SWMP).

6. **Comment regarding authorization for New Discharges (AIC):** The EPA Region 10 seeks to authorize Lower Boise Phase 2 MS4 entities "to discharge from all MS4 outfalls *existing as of the effective date*" of the permits, "in accordance with the conditions and requirements set forth" in the final MS4 permits (draft Phase 2 MS4 permits open for public comment, emphasis added).

AIC understands that the urbanized areas in the Lower Boise have a high rate of population growth. And that the associated drainage infrastructure will also experience growth during the five year permit period. Therefore, even though the permittees are expected to apply the "best available technology" (BAT) to the "maximum extent practicable" (MEP), the urban growth and additional annexations to corporate boundaries will result in new storm water sources, including a potential to increase the quantity of pollutants during storm events greater than the drainage structure's engineered design storms. In order to ensure adequate authorization for these new discharges, AIC suggests that EPA Region 10 and IDEQ pursue one of the following two options:

- a. Revise the final Phase 2 MS4 permits to authorize "all existing *and new* discharges" from the municipal separate storm sewer systems (MS4s). Note: This approach is consistent with the exiting 2004 City of Portland MS4 permit issued by the State of Oregon (Permit Number 101314); or
- b. That the NPDES requirements for planned changes, including new discharges (i.e., per Part V.G. of the draft Phase 2 MS4 permits), be added as an annual reporting element in the final permits.

**Response:** These Permits only authorize discharges from the existing MS4 and its associated outfalls located within the Urbanized Area. EPA recognizes that the permittee may find additional outfalls or may construct additional outfalls within



the Urbanized Area. As such, EPA is adding a requirement to the Annual Report that requires the permittee to report to EPA and IDEQ any additional outfalls not previously identified. At that point, EPA will determine whether these outfalls result in a permit modification. A new Part IV.C.2.i has been added to the final permit as follows:

“The following information must be contained in each Annual Report:....

i) A description of the location, size, receiving water, and drainage area associated with of any new MS4 outfall(s) owned or operated by the permittee which have been added to the system since the previous annual reporting period.”

7. **General comment regarding Middleton’s size relative to other MS4 operators (M):** With a population under 6,000, the City has limited resources and funding capacity compared to larger communities. The City asks EPA to recognize these limitations as it considers its response to the City’s comments.

**Response:** Comment noted.

8. **General comment (N, LBWC):** The streets and highways of Nampa are considered to be a part of its MS4 system. The street system requires constant maintenance, repair, and construction, all of which will be conducted under the Stormwater Management Plan and associated BMP framework; therefore these activities will not be construed as an “illicit discharge” to the MS4 system.

**Response:** EPA clarifies that storm water discharges which are specifically regulated under the NPDES program at 40 CFR §122.26 may be discharged to and from the permittee’s MS4 system, only when they are authorized under an appropriate NPDES permit. In the example provided, storm water discharges associated with construction activities disturbing 1 or more acres must be permitted under the NPDES General Permit for Construction Activities, #IDR10-0000. Storm water discharges associated with routine maintenance of the street or highway system is not considered a type of regulated “stormwater associated with ‘small’ construction activities”, and thus, do not require separate NPDES permit coverage. See 40 CFR§ 122.26(b)(16). The Permit has been revised to clarify this issue by adding the text below as a new Part I. C.5; each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas have been revised accordingly:

“**Storm Water Discharges Associated with Industrial and Construction Activity.** Permittees are authorized to discharge storm water associated with industrial activity (as defined in 40 CFR 122.26(b)(14)), and storm water associated with construction activity (as defined in 40 CFR 122.26(b)(14)(x) and (b)(15)), from their MS4s, only when such discharges are otherwise authorized under an appropriate NPDES permit.”



9. **Comment regarding corrections to Fact Sheet Language (N):** Certain comments on the Draft Permit reference sections in the Fact Sheet related to the Draft Permit conditions. In those circumstances, the commenter requests that the Fact Sheet language be revised in accordance with the requested changes to the Draft Permit.

**Response:** EPA does not revise the Fact Sheet text; instead, this Response to Comments document supplements the Fact Sheet supporting issuance of the final NPDES permit.

10. **Comments regarding the Fact Sheet text (M):** The City corrects the physical address of the City offices as 6 North Dewey Avenue.

**Response:** Comment noted.

### Comments Related to Permit Part I -Applicability

11. **Comment regarding Part I.A & B – Permit Area and Discharges Authorized Under the Permit (C):** In the event that the Nampa Urbanized Area map lags behind annexations and growth within the City of Caldwell, the City recommends modifying the language to read: “the Nampa Urbanized Area or the existing Caldwell City limits.”

**Response:** Municipal storm water discharges from MS4s located within Urbanized Areas defined by the U.S. Census are required to obtain NPDES permit coverage. In permits for MS4 discharges, EPA (as the NPDES permitting authority) is limited to authorizing discharges to waters of the U.S. within the Urbanized Area, unless the NPDES permitting authority designates additional areas served by a MS4 located outside the Urbanized Area. EPA has not specifically designated any additional areas outside of the Nampa Urbanized Area within the City of Caldwell. Therefore, to the extent the City’s limits expand, and those areas are not within the Urbanized Area, such areas would not necessarily be considered part of the permit area addressed by this permit. Given this, EPA declines to revise the language to read “the Nampa Urbanized Area or the existing Caldwell City limits.” However, EPA strongly encourages the City and other MS4 operators to implement the SWMP in all areas that are annexed, etc. within the permittee’s jurisdiction. Because the Urbanized Area will likely expand based on the next Census, it will benefit the City to implement the SWMP throughout its entire jurisdiction. These areas will become part of the permit area in the next issuance of the Permit.

12. **Comment regarding Part I.C.1.b.i -Non stormwater discharges (C):** Commenter requests clarification to this section, as it appears to link non-stormwater discharges to severe weather events. For clarification, the commenter proposes the phrase “are the result of an unusual and severe weather event” be deleted.



**Response:** EPA declines to make the change requested. It is EPA's intent to conditionally allow discharges associated with an accidental spill that occurs as a result of severe weather events.

**13. Comment regarding Part I.C.1.c (i) and (ii) – Limitations on Permit**

**Coverage/non-stormwater discharges (M):** These sections contain references to "uncontaminated" and "concentrations" for non-stormwater discharges with no actual way of quantifying the specific item. It is unclear how this is controlled for the referenced items. The commenter suggests that the wording be changed to reference items with "no known contaminants" or disallowing items with "known concentrations that may impair."

**Response:** EPA declines to revise the permit as requested. The language as proposed is consistent with federal regulations and Idaho water quality standards (see 40 CFR § 122.34(b)(3)(iii) and IDAPA 58.01.02.200). In general, as used in this Permit, the term, "uncontaminated" means "containing no pollutants," and the term "concentration" means "detectable amounts of a pollutant".

**14. Comment Regarding Part I.C.1.c.i – Limitations on Permit Coverage/non-stormwater discharges (ITD3, ACHD, C, CHD, NHD, N, M, LBWC, AIC) –** Commenters suggest that "irrigation water" be added to the list, as is currently allowed in the Phase I MS4 permit for Boise, and provided for within EPA's Phase II regulations. Commenters note that the list of non-storm water discharges proposed in this Part includes "landscape irrigation," which is not the same as "irrigation water."

In addition, several commenters suggest that non-profit car washing, flows from riparian habitats and wetlands, residential building wash waters without detergents, fire fighting system testing and blow down for fire sprinklers be added as "allowable non-storm water" discharges.

**Response:** Allowable non-storm water discharges are outlined by EPA regulations at 40 CFR 122.26(d)(2)(iv)(B)(1) and 122.34(b)(3)(iii). In addition, EPA proposed to include several types of allowable non-storm water discharges in the 2008 version of the NPDES Multi-Sector General Permit (MSGP).

- "Lawn watering" and "irrigation water" were inadvertently omitted by EPA from the proposed text in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas. EPA has therefore corrected the text in each permit to add "lawn watering," "landscape irrigation," and "irrigation water" as allowable non-storm water which can be discharged from the MS4, provided the discharges are not sources of pollution to waters of the U.S. as further defined in Part I.C.1.
- Non-profit car washing, is not included in the federal regulations nor other NPDES stormwater permits as "allowable non-storm water discharges." EPA declines to make this revision as requested because such flows generally



contain pollutants. EPA believes that through education and other preventative measures, communities can (and should) promote practical alternatives to the direct discharge of non-profit car wash water to the MS4.

- The term “flows from riparian habitats and wetlands” is included in this Part as proposed; therefore, since it was already included in the permit, it does not need to be added.
- “Residential building wash waters without detergents” is the same as the proposed Permit language which states “routine external building wash down.”
- Fire fighting system testing and blow down for fire sprinklers are not included in the federal regulations nor other NPDES stormwater permits as “allowable non stormwater discharges.” Such flows may contain pollutants and the permittees should encourage fire departments to capture and dispose of such flows in a manner that does not directly discharge to the MS4.

In sum, EPA has added “lawn watering” and “irrigation water” to Part I.C.1.c.i but declines to add other items suggested by the commenters.

15. **Comment regarding Part I.C.1.c.i (NHD):** Commenter suggests that this Part be modified to exempt flows resulting from emergency firefighting activities without the added conditions identified in section I.C.1.c. ii. Placing these conditions on emergency services personnel, especially firefighters, will ultimately result in increased response times which at some point will result in the loss of life(s) for which the EPA would be responsible.

**Response:** The text of 40 CFR §§122.26 and 122.34 says: “discharges or flows from fire fighting activities are excluded from the effective prohibition against non-stormwater discharges and need only be addressed where they are identified as a significant source of pollutants to waters of the U.S.” EPA will exercise its discretion in the event that such a discharge occurs through the permittee’s MS4, and declines at this time to revise the Permit text.

16. **Comment regarding Part I.C.2 (Discharges threatening water quality), II.C.3, (Discharges to water quality impaired receiving waters), V.G (Planned changes) and Part VII (definition of “significant contributor of pollutants) (C, N):** Commenters request that EPA change the language from “violation” to “exceedance.” A permit violation is established by the permitting authority based on failure to comply with a permit condition (or applicable law) and is done by legal notice process. The intent is to not “cause or contribute to exceedances.” Exceeding a water quality criterion may or may not be cause for a “violation” as some numeric criteria have a maximum exceedance frequency of once in 3 years (for acute criteria) therefore one exceedance in a permit term would not necessarily be an exceedance of the particular criterion nor a “violation”. There are several occurrences of



inappropriate use of the term in this context. However, EPA correctly uses the term in Part II.A.2.a. All the other usage of "violation" is in permit/law context.

**Response:** EPA clarifies that these portions of the Permit implement the federal NPDES regulations at 40 CFR 122.44(d)(1), which states:

"...Each NPDES permit shall include...any requirements ...necessary to...achieve water quality standards established under section 303 of the CWA...[L]imitations must control all pollutants...which...are or may be discharges at a level that will cause, have the reasonable potential to cause, or contribute to an excursion above any State water quality standard, including State narrative criteria for water quality."

Rather than revise the text as recommended by the commenters, in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas EPA has deleted the terms "violation" and "exceedance" from the Permit. EPA has revised the text in Parts I.C.2, II.A.2.a., II.C.3, and the definition of "significant contributor of pollutants" within Part VII, in accordance with 40 CFR §122.44(d) to include the phrase "*an excursion above [the] Idaho water quality standard.*"

17. **Comment regarding Part I.C.2 – Discharges threatening water quality (ACHD):** Commenter requests clarification of this Part. This requirement is too restrictive and could be construed as an effluent limit for all outfalls. Further, this language is vague, overly-broad, and does not provide the permittee adequate notice of what discharges EPA may consider not covered or not in compliance with the permit. Commenter suggests the text be edited to state:

"The permittee is not authorized to discharge stormwater that will cause, ~~or have the reasonable potential to cause or contribute to~~, violations of water quality standards"

**Response:** See Response to Comment #16. EPA declines to revise the permit text as suggested by the commenter. 40 CFR § 122.44(d) requires EPA to include permit conditions that ensure that there will not be a potential for the storm water discharges to cause or contribute to an excursion above Idaho water quality standards.

40 CFR §122.34 further refines the NPDES storm water permit program's goal of compliance with applicable water quality standards for the MS4 discharger, in that a NPDES permit for municipal stormwater must outline a SWMP designed to reduce pollutants to the maximum extent practicable(MEP). As such, EPA has included Part I.C.2 in the each of the MS4 permits in Idaho, plus requirements for the actions and activities to target and prevent pollutants discharged to and from the MS4.

18. **Comment regarding Part I.C.3 – Discharge Compliance with Anti-Degradation Policy (ACHD):** This Part may be problematic given that the permittee likely has little or no control over the water quality of the relevant receiving water or the



quality/timing of other entities' discharges. This requirement may result in cost shifting from other dischargers to the permittee, as storm water from the permittee's MS4 may require additional treatment before entering particular receiving water. It may be difficult to determine in advance of a discharge whether such discharge may violate the anti-degradation policy. Commenter recommends revising the text to state:

"Permittee is only authorized to discharge stormwater that complies with the State of Idaho's anti-degradation policy for water quality standards (See IDAPA 58.01 .02.051)."

**Response:** EPA must issue a NPDES permit that ensures that state water quality standards are met. The Anti-Degradation Policy is a state water quality standard. As such EPA has included the Permit text as proposed which has been previously suggested by IDEQ in other MS4 permits issued by EPA in the State of Idaho. EPA declines to revise the Permit text as suggested by the commenter.

**19. Comment regarding Part I.C.4 – Snow Disposal to Receiving Waters (M, LBWC, N, C, NHD, CHD):** EPA has provided insufficient rationale for including the permit condition related to snow dumping/disposal. Commenters request clarification of this Part pertaining to several topics:

1) EPA should clarify that snow cannot be disposed directly to waters of the United States or directly to the MS4s, except where/when needed to serve public property/safety in extreme conditions.

2) Commenters suggest that the phrase "snow management practices" be defined so that the typical practice of snow plowing with the snow removed from the roadway surface and directly deposited along the roadway is not included, and is allowed as a storm water discharge, as well as to specifically authorize the discharges due to snow removal from the traveled way to the adjacent curb/gutter and borrow ditches within the rights of way as required for public safety.

3) EPA should clarify that this Part specifically pertains to disposal sites that are owned and operated by the permittee.

4) Commenters also suggest various revisions to Part I.C.4, in order to specify that discharges from permittee-owned snow disposal sites and permittee's snow management practices be authorized under these permits when such sites are operated using best management practices (BMPs) designed to prevent or treat pollutants to the Maximum Extent Practicable

**Response:** EPA agrees to include the phrase "owned and operated by the permittee," in Part I.C.4 of the permit, but otherwise declines to revise the text as requested by the commenters.



The definition of "storm water" found at 40 CFR §122.26(b)(13) means "stormwater runoff, snow melt runoff and surface runoff and drainage." This permit authorizes the discharge of storm water, including snow melt, from each of the eight Phase II MS4 operators within the Nampa and Boise Urbanized Areas to waters of the United States. Similar language to that found in Part I.C.4 of the Permits is contained in all MS4 permits issued by EPA Region 10. The purpose of this provision is to explicitly prohibit the practice of dumping excess snow collected from urban areas directly to waters of the United States. In addition, this Part also seeks to limit the discharge of pollutants in snow melt water from permittee-owned snow disposal sites and snow management practices through the implementation of BMPs.

Snow plowed from urban streets and parking lots can contain a variety of materials which accumulate on the snow pack and other cleared surfaces. Studies of urban snow disposal sites in northern climates demonstrate that snow melt water from such sites can be a source of significant pollutant loadings to surface water, and commonly contains pollutants such as debris, sediment, chlorides, and oil/grease. (See Appendix B of this document for references contained in the permit's Administrative Record).

In the preamble to the Phase II stormwater regulations, EPA discusses that it is appropriate for MS4 operators to consider controls for reducing or eliminating the discharge of pollutants from various municipal operations, including snow disposal areas operated by the municipality. (64 FR 68761-68762, December 8, 1999). EPA exercises its discretion to include this requirement in these MS4 permits and uses its enforcement discretion on a case-by-case basis when evaluating MS4 permit compliance with regard to snow disposal and management activities conducted by permittees.

EPA clarifies that the permittee's existing snow management activities to provide necessary public safety do not conflict with the requirements of this Permit, provided that the permittee employs all reasonable practices to minimize the accumulation of grit, litter, and other pollutants in snow plowed from the permittee's roadway. MS4 operators must define appropriate BMPs to control pollutants from municipal operations as required in Part II.B.6 – snow management throughout the permit area is one of several municipal activities that the permittee must assess in order to confirm that reasonable BMPs are being used by the permittee to protect water quality.

As described in the references listed in the Administrative Record, appropriate practices which the permittee should consider and utilize include: using upland areas for the storage and disposal of accumulated snow, preferably in flat areas at least 100 feet from adjacent water bodies, wetlands, and areas near public or private drinking water wells; dumping snow exclusively in pervious areas where it can infiltrate; conducting regular street sweeping once snow has melted to collect accumulated traction material; and/or removing sediment and debris from dump areas each spring.

20. **Adding Part I.C.5:** By adding this new Part, EPA clarifies that other types of regulated storm water (i.e., construction and industrial storm water) are authorized to



be discharged from the City's MS4, provided the regulated industrial or construction storm water is separately permitted under the appropriate NPDES permit.

### Comments Related to City Permit Part II – SWMP Requirements

21. **Comment regarding Part II.B.1.a, b & c (Public Education) (M, N, C):** The compliance dates in this Part should be extended to allow at least 18 months from the permit effective date; one commenter suggests 2 years. Further, one commenter requests clarification that public education activities begin after the initial 2 year period. Each commenter states that additional time is necessary to manage the tasks and to allow for coordination with other MS4s in the Nampa Urbanized Area.

**Response:** EPA agrees to extend the compliance dates in Parts II.B.1.a, b & c to 2 years from the permit effective date. EPA has changed the text accordingly in the City of Middleton, City of Nampa and City of Caldwell permits. In addition, EPA has revised the relevant dates of Parts II.B.1.a & b in the ACHD, CHD, NHD, and NPHD permits. In the ITD3 permit, only the date of Part II.B.1.a has been revised. EPA clarifies that the tasks of II.B.1 b (and c, as reflected in the Cities' permits) are to begin after the initial two year period. Table III in each permit has also been updated to reflect these changes.

22. **Comment regarding Part II.B.1.b & c (C):** The City assumes it will have the discretion to determine what educational materials are appropriate and what individuals, groups/entities are considered to be "target audiences." If not, please clarify these phrases.

**Response:** Yes, the permittee has the discretion to identify target audiences and to determine appropriate outreach materials for those audiences.

23. **Comment regarding Part II.B.2.b, d, & f (Public Involvement) (C):** City of Caldwell requests three changes to this Part:

- 1) a compliance date three years from the permit effective date be for Part II.B.2.b (posting SWMP information on a website);
- 2) clarification that the requirement of Part II.B.2.d (public meetings regarding SWMP implementation) begins after that initial three year period; and
- 3) a compliance date of two years from permit effective date for initiating the storm drain stenciling program in Part II.B.2.f

**Response:** EPA agrees to extend the compliance date as requested for Part II.B.2.b for the Caldwell permit. For consistency, EPA has also revised this Part and Table III in the Middleton Permit and each of the other Phase II MS4 permits in the Boise/Nampa Urbanized Areas.

EPA declines to make the change requested for Part II.B.2.d of the Caldwell permit,



and clarifies that the requirement to host at least one public meeting regarding the SWMP per year begins within one year from the permit effective date.

EPA agrees to revise the date by which Caldwell begins its storm drain stenciling program to two years from the permit effective date, and revises the comparable requirement of Part II.B.2.c in the Middleton Permit.

24. **Comment regarding Part II.B.2.a (NHD, CHD):** Commenters request that the compliance date be revised to two years from permit effective date.

**Response:** Part II.B.2.a is the basic acknowledgement that permittees must comply with existing State/local public notice requirements. There is no compliance date associated with this requirement.

25. **Comment regarding Part II.B.2 (NHD):** Commenter requests clarification that other appropriate means (i.e. website, email, etc.) may be used to receive information from the public rather than the specified "citizens hotline telephone." There are more effective methods to obtain public information.

**Response:** EPA agrees. The NHD, NPHD, and CHD permit applications stated that telephone hotlines would be used to implement this minimum control measure, however given available technologies, EPA has revised the text of the NHD, NPHD and CHD permits to read:

"No later than two years of the permit effective date, the permittee must establish and promote *an appropriate method of* ~~storm water citizens hotline telephone~~ *to receiving, tracking and considering information submitted by the public regarding stormwater concerns* from the public; *appropriate methods may include, but are not limited to, a telephone hotline, email, or website reporting.*"

26. **Comment regarding Part II.B.3.a, b, c, d, & e -Illicit Discharge Detection & Elimination program [IDDE]:** All commenters suggest that compliance dates in this Part should be extended to three years from the permit effective date. One commenter suggests that compliance with the mapping requirement should occur by the end of the permit term. The reasons identified for the extended time include complexity of the MS4 system, and the need for increased resources to complete the tasks.

**Response:** EPA agrees to revise Part II.B.3.a, b, c, d, & e to allow three years from the permit expiration date for operators to implement the IDDE program. The compliance date for dry weather screening in Part II.B.3.f -is no later than the the permit expiration date. Part II.B.3 and Table III in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas have been revised accordingly.

EPA declines to further extend the compliance dates beyond three years; EPA and



IDEQ have expected this work to be in progress as required through the Boise River Total Maximum Daily Load (TMDL) Implementation Plan.

27. **Comment regarding Part II.B.3.a: (NHD):** The term "jurisdiction" should be replaced with "Permit Area" as previously noted in Part I.A. of the permit.

**Response:** EPA agrees to make the revision to each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

28. **Comment regarding Part II.B.3.b (NHD, CHD):** Commenters suggest deleting the term "effectively" since this term does not define how to measure compliance with this portion of the permit. In addition, a Highway District does not have the authority to pass ordinances which provide that violations are crimes. See Article XII §2 Constitution of the State of Idaho. Commenters suggest the following underlined changes:

"Within [three] years from the effective date of this permit, the permittee ~~must effectively~~ shall implement all reasonable regulatory controls authorized by law to prohibit non-storm water discharges into its system. ~~MS4 through an ordinance or other regulatory mechanism to the extent allowable under State or local law.~~ The permittee must implement appropriate enforcement procedures and actions, including a written policy of enforcement escalation procedures for recalcitrant or repeat offenders."

**Response:** EPA declines to revise the language as suggested by the commenter. As previously noted, EPA understands the powers of local highway districts under Idaho law, and the proposed language "to the extent allowable under State or local law" accommodates this situation. EPA will assess whether a permittee accomplishes this requirement by reviewing 1) the written description of how the operator implements its existing powers under State law; 2) evaluating the written policy of enforcement procedures, and 3) reviewing the summary of the number and nature of inspections, formal enforcement actions, and/or other similar activities performed by the permittee. All of these items should be included in the Annual Report.

29. **Comment regarding Part II.B.3.c (CHD, NHD):** Revision of the non-storm water discharge section as requested in Comment #14 is necessary to address concerns with this requirement with respect to irrigation and waste-irrigation flows in roadside ditches that serve both as storm water systems and irrigation systems.

**Response:** See Response to Comment #14.

30. **Comment regarding Part II.B.3.c (ACHD):** Some provisions in this permit go beyond what is required of ACHD in their current Phase I MS4 Permit for the Boise Area. These new provisions will be expensive to implement. It should also be



noted that ACHD does not have the constitutionally delegated police powers of municipalities. Therefore, ACHD can only impose a civil penalty.

**Response:** EPA understands the powers of local highway districts under Idaho law, and the proposed language in Parts II.B.3, II.B.4, and II.B.5 stating "as allowed under State or local law" accommodates this situation.

At the time the Phase II regulations were enacted, it was noted that:

"EPA has no intention of directing State legislatures on how to allocate authority and responsibility under State law... If State law prevents political subdivisions from controlling discharge through storm sewers, EPA anticipates common sense will prevail to provide those MS4 operators with the ability to meet the requirements applicable to their discharges."

64 FR 68757, December 8, 1999.

All regulated MS4 operators, including local highway districts, must use all regulatory controls authorized by Idaho law to prohibit non-storm water discharges to the MS4, and to prevent the discharge of pollutants from the MS4 to the maximum extent practicable as required by other provisions of this Permit.

31. **Comment regarding Part II.B.3.d- MS4 mapping (CHD, N, M).** The first sentence of this section should include "...within the Permit Area" for clarification since the mapping does not include all the area within the jurisdictional boundaries. One commenter requests that private snow disposal sites be excluded from the list of locations to be shown on the map unless specifically identified to contribute runoff to the MS4 system, and requests clarification why such sites are to be included on a MS4 system map. Due to the complexity of the MS4, one commenter requests to be given until the permit expiration date to complete their map.

**Response:** EPA declines to make the changes to this Part as requested by the commenters. All requirements of this permit are effective within the permit area described in Part I.A, which does not need repeating in this Part.

EPA will clarify this Part in all eight of the Phase II MS4 permits for the Nampa and Boise Urbanized Areas that the locations of "permittee owned or operated facilities, (including all maintenance/storage facilities), and permittee owned or private snow disposal sites" are expected to be indicated on the map. See also Response to Comment #19.

The intent of mapping the snow disposal sites and their proximity to receiving waters (or the MS4) is to allow EPA and the permittee to understand where such inputs to the MS4 are located. Moreover, since snow melt from snow piles can be



a significant source of pollutants, EPA is using its discretion to require the location of both permittee-owned and private snow disposal sites on the required MS4 map. If snow melt from a snow disposal site does not discharge to the MS4, the location does not need to be located on the map.

EPA declines to extend the compliance date for producing the MS4 system map; EPA and IDEQ expected that permittees have been working on the map in accordance with the TMDL Implementation Plan.

32. **Comment regarding Part II.B.3.e – Illicit discharge education (CHD, NHD):** The term "hazard" implies a personal danger and should be replaced with "negatively impacts to the environment".

**Response:** Household hazardous waste and illegal dumping of materials to MS4s or receiving waters can pose a risk to human health and the environment. The purpose of this requirement is to instruct members of the public about these hazards. EPA declines to make the revision as requested.

33. **Comment regarding Part II.B.3.f - Detecting illicit discharges (CHD, NHD, M, C, N):** Commenters suggest that irrigation return flow and agricultural stormwater runoff should be exempt from this requirement if discovered during dry weather screening because these discharges are allowable non-storm water discharges. Other commenters request guidance to determine the parameters to be utilized to test dry weather flows, and ask whether the permittee can select the parameters. Commenters also request a more realistic number of outfalls to be screened by the permit expiration date, and suggest 20% of total outfalls, rather than 50% as proposed.

*Table A: Number of outfalls as identified in Public Comments.*

	Number of outfalls	Miles of MS4
Caldwell	380	
Nampa	More than 300	
ACHD	992	576

**Response:** EPA has added irrigation water to the list of "allowable non-storm water discharges." See Response to Comment #14. Any discharges of irrigation water discharging during dry weather from the MS4 should be identified as such by the permittee. The permittee is not required to eliminate such discharge from the MS4.

Permittees may select the parameters to test dry weather flows, EPA suggests that the permittees consult the Center for Watershed Protection's *Illicit Discharge Detection and Elimination A Guidance Manual for Program Development and Technical Assessments*, for guidance regarding selection of appropriate parameters for dry weather testing. This guidance is found on EPA's website at [http://www.epa.gov/npdes/pubs/idde\\_manualwithappendices.pdf](http://www.epa.gov/npdes/pubs/idde_manualwithappendices.pdf).



EPA agrees to revise the target number of outfalls to be screened and has revised each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas to reflect that 20% of the outfalls must be screened for dry weather discharges during the permit term.

34. **Comment regarding Part II.B.3.g - Inventory of industrial discharges (M, N, CHD, NHD):** Commenters suggest revisions to clarify that the inventory must be done only within the permit area, and must only identify those facilities which discharge to the MS4. Commenters also request that EPA delete the requirement to report the NPDES permit status of an identified industrial facility because determining NPDES permitting status is EPA's responsibility.

The Highway Districts further note that they have no regulatory authority over direct discharges by industrial facilities into waters of the United States nor would such discharges have any connection to the MS4. Therefore, they propose that the text be revised to include only those industrial facilities directly discharging into the regulated MS4.

**Response:** All requirements of this permit apply within the permit area. EPA agrees to make the following changes to the text of this Part in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas to clarify that this inventory is required only within the permit area (*i.e.*, the Urbanized Area) for industrial facilities that discharge storm water to the MS4:

~~"Within three years from the effective date of this permit, the permittee must inventory all industrial facilities that discharge directly to the permittee's MS4 or directly to waters of the United States located within the permittee's jurisdiction and submit this inventory as part of the corresponding Annual Report. The types of industrial facilities that must be inventoried are set forth in 40 CFR § 122.26(b)(14)(i-ix). This inventory must include the name and address location of the facility, and the location of its outfall and the NPDES permit status for its storm water discharges."~~

35. **Comment regarding Part II.B.4 - Control of Runoff from Construction Sites (C, N, CHD, NHD):** Commenters suggest that the compliance date for each Subpart should be changed to at least 3 years from permit effective date, and Table III corrected accordingly. Minor punctuation corrections are identified as well.

**Response:** EPA agrees to make the changes as requested to each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

36. **Comment regarding Part II.B.4.a (N):** How will EPA notify the permittee of any such waivers granted?

**Response:** EPA posts such waiver information on its national Storm Water Notice



of Intent website ([www.epa.gov/npdes/stormwater/noisearch](http://www.epa.gov/npdes/stormwater/noisearch)). Because this is an indirect means of communicating with the permittee, and EPA does not have any alternative means of providing the information, EPA has deleted the language related to the waivers from each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

37. **Comment regarding Part II.B.4.g (M, ACHD, N, NHD, CHD) :** The language of this section appears to require the inspection of all construction projects for appropriate erosion/sediment/waste control practices rather than projects meeting the threshold criteria for projects of one acre of land disturbance or greater. Commenters request that additional language be added to clarify this requirement

One commenter adds that the once-per- season inspection requirement for all construction sites may prove to be costly, burdensome, and resource intensive. The ACHD NPDES Phase I permit requires inspection of construction sites are prioritized to address and emphasize those that have the most potential for water quality impacts. Commenter recommends deleting the text requiring inspection of all construction sites.

**Response:** EPA acknowledges that inspection of all construction sites within the permittee's jurisdiction may present resource challenges; however, inspection and enforcement of the permittee's requirements is a primary means of ensuring that pollutants are not discharged to the MS4. EPA agrees to revise the permit text to identify that only large construction sites (>5 acres) must be inspected by the permittee, and that the permittee must develop a written prioritization policy for when it will inspect construction sites disturbing less than 5 acres. The permit text in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas has been revised in the following manner:

*"Within three years from the effective date of this permit, the permittee must develop and implement procedures for site inspection and enforcement of control measures established as required in Parts II.B.4.c and d, including a written policy of enforcement escalation procedures for recalcitrant or repeat offenders. Within three years from the effective date of this permit, the permittee must inspect all construction sites in their jurisdiction *disturbing five (5) acres or more* for appropriate erosion/sediment/waste control practices at least once per construction season. *Within three years from the permit effective date, the permittee must also develop a written policy identifying how construction sites disturbing less than 5 acres will be prioritized for inspection.*"*

38. **Comment regarding Part II.B.5.a & b, d, and e- Runoff Control from New Development/Redevelopment- deadlines (M, N):** The commenters request that the compliance date for these requirements be extended to at least four years from the permit effective date.

**Response:** EPA agrees and has corrected the dates in this Part and Table III



for each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

39. **Comment regarding Part II.B.5.a (NHD):** To clarify the permit area, the Commenter requests the language be revised to read "...that result in discharge into the permittee's MS4 within the Permit Area." The Highway District's MS4, as defined in the draft permit, includes highways and drainage that are outside of Urbanized Area and not intended to be included in the coverage of this permit.

**Response:** EPA agrees and makes the change to this Part in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

40. **Comment regarding Part II.B.5.c & d (M, N):** Commenters request that the compliance date for this requirement be extended to the permit expiration date, and that the text be amended to clarify that private storm water management controls not connected to the MS4 are not covered by this requirement.

**Response:** EPA agrees to extend the compliance date for this Part, and has revised each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas accordingly. EPA clarifies that the permittee must ensure the proper operation and maintenance of only for those stormwater management controls which are connected to the permittee's MS4.

41. **Comment regarding Part II.B.5.c (CHD):** To clarify that the requirement applies only to newly constructed facilities within the permit area as previously noted, this requirement should have the language revised to read:

" ... all permanent storm water management controls for newly developed project areas greater than or equal to one acre in size located within the Permit Area."

**Response:** For clarity, EPA agrees to make this change to each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

42. **Comment regarding Part II.B.6.a. b. & c - Good Housekeeping for Municipal Operations (M):** Commenter requests that the compliance date for this requirement be extended to four years from the permit effective date. Such a compliance schedule was previously allowed by EPA for the City of Pocatello MS4 permit (#IDS028053)

**Response:** EPA agrees, and has revised the date in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

43. **Comment regarding Part II.B.6.a (CHD, NHD):** Commenters request that the term "jurisdiction" be replaced with "Permit Area" to clarify that the activity only needs to occur within the permit area.



**Response:** The commenters are correct that the activity only needs to occur within the Permit Area set forth in the NPDES Permit. As such, EPA agrees to make the revision as requested in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

44. **Comment regarding Part II.B.6 (NHD):** Commenter suggests that because a Highway District is not a municipality, the word "Municipal" should be replaced with either "roadway" or "agency" through this section and the entire permit.

**Response:** 40 CFR 122.2 defines a "municipality" as "a city, town, borough, county, parish, district, association, or other public body created by or under State law and having jurisdiction over disposal of sewage, industrial wastes, or other wastes, or an Indian tribe or an authorized Indian tribal organization, or a designated and approved management agency under section 208 of CWA." Therefore, under the federal CWA regulation, a highway district is a "municipality" because it is a public body created under State law with jurisdiction over the disposal (or discharge) of storm water into waters of the U.S. EPA declines to replace the term "municipal" with "Highway District."

45. **Comment regarding Part II.B.6.b (NHD):** Commenter suggests the term "*optimum maintenance practices*" is undefined, and should be replaced with "*best management practices*," which is defined in the permit.

**Response:** EPA agrees, and has made the revision in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

### Comments Related to Part II.C – Discharges to Water Quality Impaired Receiving Waters

46. **Comment regarding Part II.C.2 (M, N, C, LBWC):** Commenters request clarification of this Part. It appears EPA is indirectly requiring testing of all discharges within the permittees' MS4s. Such testing is cost prohibitive, and is inconsistent with the monitoring requirements in Part IV. The term "any parts of the MS4 and 303(d) listed water bodies" implies that continuous monitoring is required at all discharge points in all of the receiving waters. In addition, two commenters state that "pollutant(s) of concern" are too broadly defined; specific nutrient(s) of concern (i.e. total phosphorus as opposed to nitrogen) should be listed as well as specific bacteria (i.e., fecal coliform as opposed to enterococcus) as appearing in the Lower Boise River TMDL.

**Response:** This section does not require continuous monitoring at all discharge points. This section is intended to direct all permittees to tailor their storm water management activities to specifically address the pollutants of concern as listed in the Lower Boise River TMDL. At a minimum, the permittees should qualitatively determine the effectiveness of their storm water management program activities to



reduce the discharge of the pollutants of concern from their MS4. Prioritizing and focusing the various activities (i.e., public education, construction runoff control, good housekeeping, etc) to target and eliminate possible inputs of sediment, nutrients, and bacteria to their MS4.

To clarify the pollutants of concern, EPA has revised this Part in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas to specify total phosphorus, and *E.coli* as the "pollutants of concern."

Although the Lower Boise TMDL was developed for bacteria at a time when the Idaho water quality standard was identified for fecal coliform, in 2000 IDEQ revised its water quality standards for bacteria indicators from fecal coliform to *E.coli*. IDEQ now uses *E.coli* sampling to review progress toward meeting TMDL allocation for bacteria in water bodies where TMDLs were previously developed using fecal coliform data. The Idaho water quality standard for *E.coli* is a geometric mean of one hundred twenty-six (126) *E. coli* organisms per one hundred (100) ml, based on a minimum of five (5) samples taken every three (3) to seven (7) days over a thirty (30) day period.

47. **Comment regarding Part II.C.3 (M, N):** One commenter requests the compliance date be extended to 17 months from the permit effective date, with an update once per year thereafter to coincide with the Annual Report

Another commenter states that because many of the controls identified in Part II.B provide two or three year periods to develop, it is likely that the first Annual Report will summarize the status of getting all the measures addressed, funded, and in place if required for year one. Terms such as "ensure", MEP and "violation" will be difficult to assess and confirm after only one year into the plan. Additionally, achieving MEP may take several years or more as suggested by Part II.B. The commenter therefore recommends adding specific revisions to this Part

**Response:** EPA agrees to revise the text in a manner suggested by the commenter, but retains the requirement to report annually on the manner in which the SWMP activities are being targeted to control the pollutants of concern.

"Maximum extent practicable" is the statutory standard that establishes the level of pollutant reductions that operators of regulated MS4s must achieve. EPA envisions application of the MEP standard as an iterative process; MEP should continually adapt to current conditions and BMP effectiveness and should strive to attain water quality standards. See EPA discussion at 64 FR 68754, December 8, 1999. EPA has elected to include this provision, in combination with other provisions of the proposed MS4 permit(s), to identify and track the permittee's incremental implementation of its SWMP.

The text of each of the eight Phase II MS4 permits in the Nampa and Boise Urbanized Areas will be revised to read as follows:



"The permittee's Annual Report must include a description of how the activities in each of the minimum control measures in Part II.B will be targeted by the permittee to control the discharge of pollutants of concern..... This discussion must specifically identify how the permittee will evaluate and measure the effectiveness of the SWMP to control the discharge of the pollutants of concern. For those activities identified in Part II.B requiring multiple years to develop and implement, the permittee shall provide updates on progress to date. The permittee must submit this description of the SWMP implementation to EPA and IDEQ as part of the first Annual Report required in Part IV.C, and update it annually in subsequent Annual Reports."

48. **Comment regarding Part II.C.3 (ACHD):** The permittee is required to "ensure to the maximum extent practicable that the MS4 discharges will not cause an in-stream violation of the applicable water quality standards." Commenter requests that EPA acknowledge that implementation of an approved TMDL will satisfy this condition, and recommends the following text:

"The implementation of an EPA approved TMDL is considered as meeting the maximum extent practicable."

**Response:** EPA has revised the sentence referenced by the commenter; see Response to Comment #16. EPA declines to add the text as requested by the commenter. The TMDL Implementation Plan states that "Plan implementation is based on a schedule related to the proposed timeframes associated with the Phase II stormwater requirements." (See *Implementation Plan for the Lower Boise River Total Maximum Daily Load*, page 28, found online at [http://www.deq.idaho.gov/water/data\\_reports/surface\\_water/tmdls/boise\\_river\\_lower/boise\\_river\\_lower\\_plan\\_noapps.pdf](http://www.deq.idaho.gov/water/data_reports/surface_water/tmdls/boise_river_lower/boise_river_lower_plan_noapps.pdf)). IDEQ has concurred with EPA that implementation of a Storm Water Management Program as outlined in each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas is consistent with the TMDL Implementation Plan.

The SWMP actions and activities outlined in the permit provide the structure intended by the TMDL Implementation Plan. Adding the text requested by the commenter would inappropriately create a circular reference between the permit requirements and the TMDL Implementation Plan for urban and suburban runoff discharges to the Lower Boise River. The SWMP must be designed and implemented to reduce the discharge of pollutants from the MS4 to the maximum extent practicable. It is the SWMP itself that accomplishes the reduction of pollutants from the MS4 to the maximum extent practicable. Therefore, it is not implementation of the TMDL that meets the MEP standard. It is the permittees implementation of the SWMP through compliance with this permit that meets the MEP standard.



49. **Comment regarding Part II.C.3 (C):** Commenter suggests changing the word "violation" in this Part to "exceedances."

**Response:** See Response to Comment #16.

### **Comment Related to Part II.F – SWMP Resources**

50. **Comment regarding Part II.F (N):** Commenter points out that if EPA allows the permit effective date and associated compliance deadlines to be extended the permittees can obtain adequate and appropriate resources for the permit activities.

**Response:** Comment noted. EPA has extended many compliance dates as requested by the commenters. See Response to Comments #3 and 4.

### **Comments Related to Permit Part III – Schedule for Implementation & Compliance**

51. **Comments regarding Table III (M, ACHD, C, N, CHD, NHD, ITD3):** Each commenters has identified various revisions and typographical errors in Table III based on the previous comments.

**Response:** EPA has made appropriate changes to Table III as requested by the commenters.

52. **Comment regarding Table III reflecting Part II.D & IV C (CHD, NHD).** Commenter requests that compliance dates be revised to read "One year and four months from the effective date ..." This would allow adequate time to prepare the annual report after completion of each full permit year and, consistent with Comment 2, allows the District's funding cycle and permit goals to coincide. Part II.D and IV.C should be revised so that the compliance date is the second Friday in February at least one year and four months from the effective date of the permit. This comment reinforces our third comment regarding setting the effective date to coincide with NHD's fiscal year and allowing time to consolidate the report after meeting the submittal requirement of our other existing reporting requirements.

**Response:** See Response to Comment #68.

### **Comments Related to Part IV - Monitoring, Recordkeeping and Reporting**

53. **General Comments regarding the Monitoring Requirements (LBWC):** "Pollutant(s) of concern" are too broadly defined in the draft permits; the Lower Boise River TMDLs and implementation plans describe the impairment of water



bodies in the watershed by total suspended sediments (TSS), *E. coli*, and total phosphorus.

**Response:** See Response to Comment #46.

54. **Comment regarding Part IV.A.2 (N, ACHD, ITD):** Compliance dates for the Quality Assurance Plan and the monitoring plan are inconsistent throughout the permit. Commenter suggests that the Quality Assurance Plan and the monitoring plan should be developed and completed concurrently. The sampling location and procedure details that are part of the monitoring plan are a part of the Quality Assurance Plan. Commenters request between 270 days – 12 months to complete the Quality Assurance Plan and the monitoring plan and provide written notice to EPA and IDEQ.

**Response:** EPA agrees and has revised the compliance date for completion of both the QAP and monitoring plan to one year from the permit effective date.

55. **Comment regarding Part IV.A.2.a, b, & c (N):** Estimating pollutant loading, assessing the effectiveness and accuracy of control measures, and identifying and prioritizing portions of the MS4 will require monitoring beyond what is proposed by this permit. The commenter requests that EPA confirm that the permit's monitoring and sampling recommendations do not restrict the permittee from developing their own monitoring and sampling plan as long as minimum permit requirements are met.

**Response:** EPA agrees, and clarifies that the permit does not restrict the permittee from developing additional monitoring plans. Permittees should note that Part IV.C.2 of the Permit requires that any/all information collected or analyzed during the permit term must be included in the Annual Report. This information includes any additional monitoring/sampling data collected beyond what the Permit requires.

56. **Comment regarding Part IV.A.5 (ACHD, ITD3):** Does the term "Storm Water Discharge Monitoring" refer to discharges from the storm drain system in general (dry and wet weather) or does it apply only to storm event monitoring? The only mention of "storm event" is in Table IV. A. footnote 2. If the requirement is intended to consist of storm event monitoring, do the same requirements of storm event duration, antecedent dry period, and minimum rainfall amounts stated in the Phase I permit still apply? Commenter recommends revision to the text in Part IV.A.5. to clarify that sampling is intended for discharges occurring during storm events. In addition, "storm event" should be defined as in Phase I Boise Area MS4 permit, i.e., 72 hours antecedent dry period from previously measureable [greater than 0.1 inch rainfall] storm event; and storm event is greater than 0.1 inches in magnitude.

**Response:** Storm water discharge monitoring refers to storm event sampling during wet weather. A definition of "storm event" will be included in Part VII of



each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas, which is consistent with definition of storm event outlined by the commenter.

57. **Comment regarding Part IV.A.5.a (M, N, C):** Commenters request that EPA clarify this requirement. Without ongoing flow monitoring or sampling of every storm event, it is difficult to determine the outfall with the "largest or highest flow" by volume. Alternatively, there may be physical barriers associated with the specific outfall which would make sampling difficult. One commenter interprets this requirement to sample outfalls with the largest or highest flow "capacity." One commenter suggests adding the following phrase to the sentence at the end of this section: "based on an estimate by the permittee and is constructed in a manner conducive to proper sampling."

**Response:** EPA has revised the permit text to indicate that sampling must occur at outfall(s) discharging to the receiving water indicated in the Permit. For Middleton, sampling must occur at a minimum of one outfall discharging to the Willow Drain. EPA clarifies that the permittee can select which outfall(s) to be monitored based on site specific characteristics; the rationale for the outfall selection must be identified in the monitoring plan.

58. **Comment regarding Part IV.A.5.b (N):** To provide adequate time for this program, the City requests extension of this compliance date to "Not later than 24 months." This revision should also be made in Table IV.A.

**Response:** EPA agrees; for consistency, EPA will revise the comparable compliance date for this Part in the Nampa, Caldwell, Middleton, ACHD and ITD3 Permits.

59. **Comment regarding Table IV.A Footnote 2, reading sampling frequency (M, ACHD, N, ITD3, LBWC):** Sampling during storm events in June-July and Sept-Oct may be extremely difficult due to long extended arid months typically experienced in the area. Commenters suggest modifying the language to provide more flexibility in the sampling periods and allow samples to be taken in other months as necessary provided that 4 samples are collected in a calendar year. One commenter suggests that if sampling cannot occur due to lack of summer rainfall, the permittee should note this in the Annual Report. Commenters suggested the following language:

"A minimum of four (4) samples must be collected in a calendar year. Monitoring should occur within the following periods: March — April, May — June, July — August, September — October. If samples cannot be collected due to lack of rainfall in these periods, samples may be collected in other months as necessary to meet the minimum of four (4) samples."

**Response:** EPA agrees to make the text revision to the Caldwell, Nampa, Middleton, ACHD and ITD3 permits as suggested above by the commenters.



EPA clarifies that a minimum of 4 samples each calendar year must be collected. If sampling cannot occur due to lack of rainfall, a minimum of 4 samples must still be collected within each calendar year.

60. **Comment regarding Table IV.A Footnote 2, regarding interval from start of storm event (M, ACHD, C, ITD3):** An ACHD evaluation of storm events reveals that most storms occur in the evening and early morning hours. Commenters suggest that the sampling timeframe after the beginning of a storm event should be extended from 30-60 minutes to two hours, as currently allowed in the Phase I permit, to accommodate the logistical difficulty in getting staff in place to collect the samples.

**Response:** EPA agrees and has revised each of the ACHD, ITD3, Middleton, Nampa and Caldwell permits.

61. **Comment regarding Table IV.A (ITD3):** Commenter notes that the Permit expects the permittee to reduce pollutants to the MEP. However, county land use authority agencies do not own or operate an MS4, but they approve development of MS4s and waste water treatment plants. County developments approved outside the MS4, but within its watershed, can affect a downstream MS4 and change baseline water quality. As such, it will be difficult to control the water quality baseline parameters as new developments are added to the system which the District has no control over. ITD requests the term of "MS4" be redefined to include urbanized developments occurring in unincorporated areas so we are regulated similarly.

**Response:** The definitions of "MS4" and "municipal separate storm sewer" are found at 40 CFR 122.26(b)(8) and are contained in each permit in Part VII. EPA Region 10 cannot revise the regulatory definition of MS4 through a permit, and, therefore, declines to revise the permit as requested. Developments approved under County authority are currently outside of EPA's permitting authority jurisdiction. As previously explained, EPA's MS4 permitting authority only pertains to those MS4s located within a defined Urbanized Area. EPA may designate other sources as needing permit coverage based on petitions from third parties or based on other factors (see 40 CFR 122.26(f), and 40 CFR 122.26(a)(9), respectively). EPA has not received any petitions to designate additional sources within the Nampa or Boise Urbanized Areas.

62. **Comment regarding Part IV.A.6 (M, N):** Commenters note the reference to "co-permittees": in this Part is inappropriate.

**Response:** EPA has corrected the typographical error.

63. **Comment regarding Part IV.A.6 (M, N):** Commenters also request that the deadline for the QAP be extended to one year from the permit effective date, and reflected in Table III.

**Response:** See Response to Comment #54.



64. **Comment regarding Part IV.B.1 (M):** This section refers to Discharge Monitoring Reports (DMRs) form – commenter requests that the reference to DMRs be removed from this section since the data will be included as part of the Annual Report.

**Response:** EPA agrees and has deleted the reference to DMRs from this Part.

65. **Comment regarding Part IV.C.1 – Storm Water Discharge Monitoring Report (C, M):** Compliance dates should be changed to 3 years from permit effective date. Since all available stormwater discharge monitoring data will be submitted with the Annual Report, one commenter suggests that submittal requirement stated in this section should be omitted to avoid confusion or possible conflict with other sections of the permit.

**Response:** EPA has corrected the compliance date as suggested by the commenter. EPA has decided not to omit the submittal requirement because Part IV.C.1 identifies the specific monitoring related information to be submitted as well as the monitoring results.

66. **Comment regarding Part IV.C.1 d (ACHD, N, M, ITD3):** Commenters request clarification whether daily and/or monthly loads are required for months when storm water discharges were not sampled? Does this load calculation include wet and dry weather discharge loads or just wet weather discharge loads? One commenter requests that this requirement for estimating of daily and/or monthly average and cumulative pollutant loads for each pollutant be omitted, because the sampling data to be collected will not be sufficient to represent average or cumulative pollutant loading. Two commenters suggest the following clarification:

“For the months sampled, estimates of the wet weather daily and/or monthly average pollutant loads for each pollutant at each sample location.”

**Response:** EPA agrees to clarify this Part, and the associated reference to loads in Part IV.C.2.b, to specify that the permit requires a estimated monthly load during the months when stormwater discharges are sampled; the text has been revised as follows:

“*For the months sampled, estimates of the wet weather daily and/or monthly average pollutant loads for each pollutant at each sample location.*”

67. **Comment regarding Part IV.C.1.e (ACHD, N, C, ITD3):** Commenters request clarification regarding whether the “cumulative” load as proposed means an annual load. One commenter recommends a change in the text to state:

“An annual cumulative estimate of pollutant loading for each



parameter at each sample location.”

**Response:** EPA agrees, and has revised the text of the ACHD, ITD3, N, C, and M Permits as suggested by the commenter.

68. **Comment regarding Part IV.C.2- Deadline for the Annual Report (C, ITD, ACHD, M, N, NHD, CHD):** Commenters suggest that the deadline for the Annual Report should be linked to the end of the permittees’ fiscal years and the requested permit effective date of October 1 (see Response to Comment #4). Commenters suggested between 90 - 150 days after October 1 as the due date; two commenters request clarification that the first Annual Report covers the second full period (October 1 — September 30) after the permit effective date.

**Response:** This comment is relevant to all eight of the Phase II MS4 permits for the Nampa and Boise Urbanized Areas. EPA agrees revise Part IV.C.2 as indicated below to identify a specific date (January 15) by which the Annual Report must be submitted; the report will reflect work done in the previous 12 month reporting period ending October 15th.

“No later than January 15 of each year beginning in year 2011, the permittee must submit an Annual Report to EPA and IDEQ. The reporting period for the first Annual Report will be from the effective date of this permit through October 15, 2010. The reporting period for all subsequent annual reports will be the 12 month period ending October 15th of the previous calendar year. Copies of all Annual Reports must be made available to the public, at a minimum, through a permittee-maintained website.”

69. **Comment regarding Part IV.C.2.d (ACHD):** The permit does not make any meaningful distinction between “complaints” and “enforcement actions” received from other regulatory agencies. For clarity, delete text related to “informal” documents or similar actions, as follows:

“Such actions include, but are not limited to, formal ~~or informal~~ warning letters, notices of violation, field citations, or similar formal actions.”

**Response:** EPA agrees to make this revision to each of the eight Phase II MS4 permits for the Nampa and Boise Urbanized Areas.

### Comments Related to Permit Parts V, VI, and VII

70. **Comment regarding Part V.G (NHD, CHD, M):** The commenters request clarification of whether this section requires EPA and IDEQ approval for all MS4 system changes or extensions? Any system change or improvement could change the pollutants discharged, even if such improvements are incorporating best management practices. For example, the City of Nampa will be periodically



annexing portions of NHD. Would these annexations then result in a physical alteration of the system requiring notification? If so, this provision would be unduly burdensome to the permittees. If necessary, notification may be accomplished annually within the required reporting process.

**Response:** Part V.G. of the Permit is considered a "standard permit condition" that is required to be included in all NPDES permits pursuant to the NPDES regulations at 40 CFR §122.41(l)(1). EPA cannot revise the text of a standard permit condition. EPA clarifies that Part V.G. does not require approval from EPA or IDEQ for planned changes to the MS4. Annexations of existing MS4s by one operator from another operator are not considered "physical changes or additions to the permitted facility" as envisioned by this regulation. If the operator has any questions as to whether something needs to be reported as a planned change, the operator should contact EPA for clarification.

71. **Revisions to Part V.B:** On December 11, 2008, EPA finalized the Civil Monetary Penalty Inflation Adjustment Rule as mandated by the Debt Collection Improvement Act of 1996. (See 73 FR 75340, December 11, 2008.) This rule adjusts for inflation the statutory civil monetary penalties that may be assessed for violations of EPA administered statutes and implementing regulations.

EPA has revised Part V.B to reflect the adjusted penalties.

### Comments Relevant to the City of Caldwell

72. **Comment (Pioneer Irrigation District [Irrigation District]):** The Irrigation District notes that the Permit is clear that the scope is expressly limited to property over which Caldwell have legal jurisdiction or authority.

**Response:** Comment noted

73. **Comment (Pioneer Irrigation District):** The Irrigation District has broad rights and responsibilities as an irrigation entity. See Idaho Code §§ 42-1202, 42-1203, 42-1204, 42-1207, 42-1208, and 42-1209. These rights and responsibilities prohibit any encroachments into the Irrigation District's easements and rights-of-way without express written authorization. Caldwell has constructed and authorized the construction of storm water discharge outfalls into these easements, rights-of-way, etc. This construction interferes with the purpose of these facilities and interferes with the proper operation and maintenance of these facilities. Therefore, the Irrigation District requests that EPA clarify in the Permit that the Permit issuance does not grant to Caldwell any jurisdiction or authority to take over these facilities. The Irrigation District suggests the addition of the following language: "No discharges are authorized by this Permit to constructed waterways, owned, operated or maintained by irrigation entities."

**Response:** The issue appears to be the Irrigation District's concern over whether this Permit allows Caldwell to obtain some jurisdiction over the Irrigation



District's irrigation canals and other such facilities through the issuance of the Permit. EPA understands that there is ongoing litigation between the Irrigation District and Caldwell that concerns this exact issue. Section VI.H of the Permit makes it clear that the Permit does not convey this type of property right or jurisdiction. Since the Permit is clear that the Permit is not authorizing such property rights or jurisdictional rights, EPA declines to add the Irrigation District's suggested language.

74. **Comment (Pioneer Irrigation District):** The Irrigation District believes that Caldwell's municipal storm water discharges compromise water quality because the discharges adversely impact the designated uses of the irrigation canals.

**Response:** Section I.C.2 of the Permit has been revised as a result of public comment to state that "[t]he permittee is not authorized to discharge storm water that will cause, or have the reasonable potential to cause or contribute to, an excursion above Idaho water quality standards." Once the Permit is issued, if the permittees' discharges into waters of the U.S. contribute to an in-stream excursion above an Idaho water quality standard, then the permittee would be in violation of the Permit.

75. **Comment (Pioneer Irrigation District):** The irrigation canals and facilities owned by the Irrigation District were constructed for the delivery of seasonal irrigation and agricultural return flows. They were not designed to accept municipal storm water. The addition of storm water to the irrigation canals prevents the Irrigation District from performing routine off-season maintenance and the increase of storm water due to an increase in impervious surfaces causes an increased risk of flooding. The Irrigation District therefore states that the Permit must not authorize use of the permittee's SWMP because it increases the risk of property damage and poses a danger to human life and aquatic wildlife. Moreover, it impermissibly shifts the liabilities and burdens from the permittees to the Irrigation District.

**Response:** EPA understands the Irrigation District's concerns regarding excess discharges into the irrigation canals and other Irrigation District facilities. However, all municipal storm water permits require the permittee to implement a storm water management program (SWMP). The SWMP is the heart of the MS4 permit and it requires the permittees to implement BMPs that will reduce pollutants in the storm water to the maximum extent practicable. EPA does not have the authority to eliminate the SWMP from the Permit. *See* 40 C.F.R. §§ 122.26 & 122.34. *See also* Response to Comment #73 regarding the liabilities and burdens to the Irrigation District.

76. **Comment (Pioneer Irrigation District):** Caldwell has allowed developers to install multiple points of municipal storm water discharge into the Irrigation District's irrigation and drainage facilities without authorization. This practice jeopardizes the Irrigation District's protections under the irrigation return flow.



**Response:** Irrigation/agricultural return flows are excluded from regulation under the NPDES program. See 40 C.F.R. § 122.3(f). Storm water discharges from certain MS4s, construction sites greater than one acre, certain industries, and other designated storm water sources require an NPDES permit. 40 C.F.R. § 122.26. Irrigation return flows are exempt from storm water permit coverage and the commingling of irrigation return flow and storm water does not automatically revoke the exempt status of the irrigation return flow. See 55 Fed. Reg. 47990, 47996 (Nov. 16, 1990). The MS4 discharges may be authorized by a permit at the point they discharge to receiving waters or at the point they discharge into a separate conveyance. If the MS4 discharge is permitted before it is commingled with the irrigation return flow, the operator of the conveyance transporting the commingled flow does not need its own NPDES permit for the commingled discharge and the irrigation return flow would retain its exemption. In other words, if the MS4 discharges into the Irrigation District's irrigation facilities are permitted, then the irrigation return flow exemption would remain. It should be noted, however, that if the MS4 discharge or other NPDES regulated discharge is unpermitted when it enters the Irrigation District's facilities, then the Irrigation District may need to be authorized to discharge under a NPDES permit. Therefore, if there are NPDES regulated point source discharges into the Irrigation District's facilities, it would be in the Irrigation District's best interest to ensure that those point source discharges are permitted through an appropriate NPDES permit such as the City MS4 Permit at issue here. See also letter from James Hanlon, Director, EPA Office of Wastewater Management, to William Schweitzer, Director, ACHD, dated July 20, 2007.

77. **Comment regarding Parts II.B.1 and II.B.2 (Pioneer Irrigation District):** Parts II.B.1 and II.B.2 require Caldwell to develop and implement a public education program and involve interested stakeholders in the development of a SWMP. The Irrigation District does not believe that Caldwell has demonstrated that they will adequately comply with this Permit provision. The Irrigation District does not believe that the issuance of the Permit will foster cooperation or more respect for the Irrigation District's rights and obligations. The Irrigation District requests that EPA modify the Permit to require the permittee to more effectively educate and address stakeholders about the environmental impacts of municipal storm water discharges and about the impacts of these discharges upon the legal rights of others.

**Response:** The Permit requires the City to develop and implement a public education program and to involve interested stakeholders in the development of the SWMP. If the permittee does not comply with the provisions of the Permit, the permittee would be in violation of the Permit.

78. **Comment regarding Part II.B.3 of the Permit (Pioneer Irrigation District):** Part II.B.3 of the Permit requires the permittees to develop and implement illicit discharge detection and elimination activities. Over the past years, the City has



made no effort to meaningfully regulate illicit discharges as it pertains to urban storm water, despite clear danger and complaints. The Irrigation District believes that this evidences lack of good faith. The Irrigation District requests EPA's acknowledgement that Caldwell's improper utilization of the Irrigation District's property, including illicit discharge detection and elimination activities, will not be authorized or condoned by EPA's issuance of the Permit.

**Response:** The Permit requires the permittees to develop and implement an illicit discharge detection and elimination program. Upon issuance of the permit, if the City fails to implement such a program, the City would be in violation of their Permit and could be subject to EPA enforcement action. With regard to the comment concerning the Irrigation District's property rights, see Response to Comment #73.

79. **Comment regarding Parts II.B.4 and II.B.5 of the Permit (Pioneer Irrigation District):** Parts II.B.4 and II.B.5 of the Permit requires the City to develop and implement construction site control activities and post-construction storm water management in new development and redevelopment. The City's administration and implementation of the current SWMP concerns the Irrigation District because in the Irrigation District's view the City does not take into consideration other stakeholders with regard to these components of the SWMP. The Irrigation District requests that EPA consider how the existing narrative limitations and requirements of the Permit will incentivize a more pro-active approach to construction site control and post-construction storm water management when EPA approves continued development of a SWMP that provides for unauthorized storm water discharge onto the private property of others. The Irrigation District further requests EPA's acknowledgement that EPA is not authorizing the permittees to utilize the Irrigation District's property in construction site control activities or in the implementation of post-construction storm water management.

**Response:** This is the first NPDES permit issued to the City for MS4 storm water discharges. To that extent, this Permit requires the City to develop and implement construction site control activities and requirements for post-construction storm water management in new development and redevelopment. If the City fails to implement these required programs, the City would be in violation of their permit and could be subject to enforcement action. With regard to the Irrigation District's property right concerns, see Response to Comments #73.

80. **Comment (Pioneer Irrigation District):** While EPA clearly has the authority to require the City's compliance with the Permit, it does not have the authority to require Pioneer Irrigation District's compliance with the Permit or to preempt state law governing the Irrigation District's rights and obligations.

**Response:** The Permit is being issued to the City of Caldwell. Pioneer Irrigation District is not named as a permittee in any of the eight NPDES permits issued to MS4 operators in the Boise or Nampa Urbanized Areas, and is not required to



comply with the Permit requirements. Moreover, with regard to the Pioneer Irrigation District's rights and obligations, see Response to Comments #73.

81. **Comment regarding the comments submitted to EPA by Pioneer Irrigation District, dated October 30, 2008 (Caldwell):** EPA should reject Pioneer's request for certain language to be added to the Permit, as such requests go beyond the scope of the permit and EPA's authority. The City does not agree with Pioneer Irrigation District's contention that the permit must include a statement that requirements imposed on the City of Caldwell through the NPDES permit "are not an affirmative grant of power over Pioneer or its facilities."

The City also does not agree with Pioneer Irrigation District's request that the permit state that no discharge authorized by this permit be allowed to "constructed waterways owned, operated or maintained by irrigation entities. "

The scope and effect of an NPDES permit is already accounted for in Part VI.H and VI.J of the permit, and are consistent with 40 CFR §122.5 . Pioneer's request to include certain permit restrictions goes too far. Caldwell's right and ability to discharge stormwater flows into canals and drains also used by Pioneer arises from other sources and authorities and cannot be abrogated or affected by EPA in this Permit.

**Response:** EPA must include and review Pioneer Irrigation District's comments pursuant to 40 CFR 124.11. EPA recognizes that the City and Pioneer Irrigation District are currently in litigation concerning this issue. EPA is authorized to issue NPDES permits with conditions and limitations appropriate for the MS4 permit. See Section 402 of the CWA, 33 U.S.C. § 1342. The City submitted a NPDES permit application for discharges from its MS4 outfalls. EPA is authorizing the discharge from the City owned/operated MS4 subject to the conditions and limitations set forth in the Permit. EPA does not have the authority to prohibit discharges into "constructed waterways owned, operated or maintained by irrigation entities." EPA feels this matter should be resolved between the City and Pioneer Irrigation District.

82. **Comment regarding Part I.B (Caldwell):** At the end of existing Part I.B. the City recommends adding the following sentence:

"This permit also authorizes discharges of storm water and allowable non-stormwater discharges subject to the conditions of this permit when such discharges are commingled with flows or discharges from irrigated agriculture, agricultural stormwater runoff or othe discharges or flows with a valid NPDES permit exclusion under 40 CFR §122.3."

**Response:** EPA declines to add the sentence as requested. EPA feels the NPDES program exemptions provided in federal regulations in 40 CFR 122.3, combined with the City Permit provisions contained in Part I.C, are sufficient to authorize



such non-stormwater discharges through the City's MS4.

- 83. Comment regarding Part I.C (Caldwell):** The City suggests adding a new section, as Part I.C.5, to clarify the effect of this permit on NPDES exempt discharges, and suggests the following language:

"5. Effect of Permit on Valid Exemptions. Neither this permit nor discharges under the terms of this permit shall affect valid point source exemptions for return flows from irrigated agriculture and agricultural stormwater runoff or other valid NPDES permit exclusions under 40 CFR 122.3 when such exempt discharges commingle with discharges authorized by this permit."

The City believes this language is consistent with EPA policy, practice, and the Clean Water Act case law. Further, it specifically addresses Pioneer Irrigation District's contention that EPA's permit exposes Pioneer Irrigation District to liability under the Clean Water Act.

**Response:** EPA declines to edit the Permit as suggested by the City. Irrigation return flows and agricultural storm water runoff are exempt from NPDES permitting requirements. Specifically, CWA Section 502(14) defines a "point source" as "any discernible confined and discrete conveyance ... from which pollutants are or may be discharged. This term does not include return flows from irrigated agriculture or agricultural stormwater runoff." *See also* 40 CFR § 122.2. In a letter from EPA's Office of Wastewater Management dated July 20, 2007, to Ada County Highway District, EPA explained that "if the point source discharge is already subject to an NPDES permit (e.g., an MS4 permit) before it is commingled with the irrigation return flow, the operator of the conveyance transporting that commingled flow does not need its own NPDES permit for the commingled discharge.... However, if there are any sources of stormwater discharged into the conveyance that require a [NPDES] permit but have not received that permit, then the discharges of the resulting mixture of the stormwater and irrigation return flows could be subject to NPDES permit requirements." *See* letter from James Hanlon, Director, EPA Office of Wastewater Management, to William Schweitzer, Director, ACHD, dated July 20, 2007.

Here, the City has applied for coverage for its municipal storm water discharges from its MS4. Some of these storm water discharges flow into irrigation canals owned by Pioneer Irrigation District. As long as the City has a NPDES permit that covers the municipal storm water discharges into the irrigation canals, Pioneer Irrigation District would not be liable for an unauthorized discharge unless the water in the irrigation canals are not irrigation return flow or agricultural storm water runoff.

- 84. Comment regarding Part I.B - Authorized Discharges (Caldwell):** At the end



of existing Part I.B. the commenter recommends adding the following sentence:

“This permit also authorizes discharges of storm water and allowable non storm water discharges subject to the conditions of this permit when such discharges are commingled with flows or discharges from irrigated agriculture, agricultural storm water runoff, or other discharges or flows with a valid NPDES permit exclusion under 40 CFR 122.3.”

**Response:** EPA disagrees that the suggested text is necessary, and declines make the change suggested. See Response to Comment #14.

85. **Comment regarding Part IV.A.5.a (Caldwell):** The only known outfall on Mason Creek is connected to a detention area and is unlikely to result in any discharges until a storm event exceeding the 2 year average occurs. Also, the three outfalls in the Boise River are all submerged. Therefore it may be difficult or impossible to sample outfalls in accordance with this part and Table IV.A. The commenter recommends the permit require sampling four times per year from the target areas at the target quarterly intervals when weather conditions make such sampling possible.

**Response:** EPA acknowledges the difficulty of collecting samples from certain storm water outfalls. The purpose of this sampling is to obtain some limited information and data regarding the quality of the storm water discharged to water bodies listed as impaired by IDEQ. EPA has therefore revised the text of Part IV.A.5.a of the Caldwell Permit in the following manner:

“The permittee must sample at least one storm water outfall discharging to each of the following water bodies: Indian Creek, Mason Creek and the Boise River. The permittee may identify alternative location(s) in the monitoring plan and sample at such alternative locations if the minimum number of outfalls per water body are not available to the permittee. The permittee must sample discharges from a minimum of three outfalls.



Appendix A: Final CWA §401 Certification from Idaho Department of  
Environmental Quality



STATE OF IDAHO  
DEPARTMENT OF  
ENVIRONMENTAL QUALITY

1445 North Clark • Boise, Idaho 83706 • (208) 373-0550

G.L. "Buck" Orr, Governor  
Toni Hardesty, Director

August 25, 2009

Michael J. Lidgard  
Office of Water, Region 10  
U.S. Environmental Protection Agency  
NPDES Permits Unit Manager  
1200 Sixth Avenue, OW 130  
Seattle, Washington 98101

Re: Final §401 Water Quality Certifications for NPDES Permit Nos.  
IDS-028118, City of Caldwell  
IDS-028185, Ada County Highway District

Dear Mr. Lidgard:

The Idaho Department of Environmental Quality (DEQ) has reviewed the proposed final NPDES permits for the referenced Municipal Separate Storm Sewer Systems within the Boise and Nampa urbanized areas. Attached is the State of Idaho's final water quality certification issued pursuant to the provisions of Section 401(a)(1) of the Federal Water Pollution Control Act (Clean Water Act), as amended, 33 USC Section 1341 (a)(1) and Idaho Code Sections 39-101 et. seq., and 39-3601 et. seq.

If you have any questions or need further information please contact Craig Shepard or me at 373-0550.

Sincerely,

A handwritten signature in black ink, appearing to read "Pete Wagner".

Pete Wagner  
Regional Administrator

Attachment

c: Doug Conde, Deputy Attorney General  
Barry Bumell, Water Quality Division Administrator  
Craig Shepard, DEQ - Boise Regional Office





Idaho Department of Environmental Quality  
**FINAL §401 Water Quality Certification**

August 20, 2009

NPDES Permit Numbers: **IDS-028118**, City of Caldwell  
**IDS-028185**, Ada County Highway District

Pursuant to the provisions of Section 401(a)(1) of the Federal Water Pollution Control Act (Clean Water Act), as amended, 33 USC Section 1341 (a)(1), the Idaho Department of Environmental Quality (DEQ) has authority to review National Pollution Discharge Elimination System (NPDES) permits and issue a water quality certification decision.

DEQ has reviewed the proposed NPDES permits and associated fact sheets for the above-referenced facilities. Based upon its review and consideration of this information, DEQ certifies that if the permittees comply with the terms and conditions imposed by the above-referenced permits along with the conditions set forth in this water quality certification, then there is reasonable assurance the discharge(s) will comply with the applicable requirements of Sections 301, 302, 303, 306, and 307 of the Clean Water Act, including the Idaho Water Quality Standards (WQS) (IDAPA 58.01.02) and other appropriate water quality requirements of state law.

This certification does not constitute authorization of the permitted activities by any other state or federal agency or private person or entity. This certification does not excuse the permit holder from the obligation to obtain any other necessary approvals, authorizations or permits, including without limitation, the approval from the owner of a private water conveyance system, if one is required, to use the system in connection with the permitted activities.

**OTHER CONDITIONS**

The certification is conditioned upon the requirement that any material modification of this permit or the permitted activities including without limitation, any modifications of the permit to reflect new or modified TMDL waste load allocations or other new information, shall first be provided to DEQ for review to determine compliance with state Water Quality Standards and to provide additional certification pursuant to section 401.



**RIGHT TO APPEAL FINAL CERTIFICATION**

The final Section 401 Water Quality Certification may be appealed by submitting a petition to initiate a contested case, pursuant to Idaho Code § 39-107(5), and the Rules of Administrative Procedure Before the Board of Environmental Quality, IDAPA 58.01.23, within 35 days of the date of the final certification.

Questions regarding the actions taken in this certification should be directed to Craig Shepard, DEQ (Boise Regional Office) at (208) 373-0550.



Pete Wagner  
Regional Administrator  
DEQ Boise Regional Office



## Appendix B: Snow Dumping and Disposal Practices

Alaska Department of Environmental Conservation. Evaluation of Snow Disposal into Near Marine Environments, Final Report, Prepared by CH2MHill. June 2006.  
[http://www.dec.state.ak.us/water/wnpspc/stormwater/adece\\_snow\\_disposal\\_evaluation..htm.pdf](http://www.dec.state.ak.us/water/wnpspc/stormwater/adece_snow_disposal_evaluation..htm.pdf)

Alaska Department of Environmental Conservation.. Snow Disposal Area Siting Guidance.  
[http://www.dec.state.ak.us/water/wnpspc/pdfs/dec\\_snowdisposal\\_siting\\_guidance\\_2007.pdf](http://www.dec.state.ak.us/water/wnpspc/pdfs/dec_snowdisposal_siting_guidance_2007.pdf)

Carlson, Robert F., David L. Barns, Nathanael Vaughan, Anna Forsstrom. 2003. Synthesis of Best Management Practices for Snow Storage Areas. University of Alaska, Fairbanks. Department of Civil and Environmental Engineering. Alaska Department of Transportation and Public Facilities Research & Technology Transfer. FHWA-AK-RD-03-04. September.

Oberts, Gary L. "Influence of Snowmelt Dynamics on Storm Water Runoff Quality", Article 3, Feature article from Watershed Protection Techniques, 1(2): 55-61.

South Dakota Department of Water and Natural Resources, Minimizing the Environmental Impact from Snow Disposal, South Dakota Nonpoint Source Program, 1990, [www.state.sd.us/denr/dfta/watershedprotection/snow.htm](http://www.state.sd.us/denr/dfta/watershedprotection/snow.htm).

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[http://www.epa.gov/owow/nps/urbanmm/pdf/urban\\_guidance.pdf](http://www.epa.gov/owow/nps/urbanmm/pdf/urban_guidance.pdf)

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Wheaton, S.R. and W.J. Rice, 2003. Siting, design and operational controls for snow disposal sites. In *Proceedings - Urban Drainage and Highway Runoff in Cold Climate*, March 25-27, 2003, Riksgården, Sweden, pp.85-95.

Steinkraus, D.. "Heading for the Lake- More than melting snow runs into the water," March 7, 2005. *The Journal Times Online*, Racine County, Wisconsin.

Emmons and Olivier Resources & Center for Watershed Protection. 2005. Issue Paper "G" - Cold Climate Considerations for Surface Water Management. Prepared for Minnesota Stormwater Manual Sub-Committee.

Massachusetts Department of Environmental Protection. 2001. Bureau of Resource Protection - Snow Disposal Guidance. Guideline No. BRPG01-01  
<http://www.mass.gov/dep/water/laws/snowdisp.htm>



Minnesota Stormwater Steering Committee. 2005. The Minnesota Stormwater Manual  
Version 1.0 November [http://www.pca.state.mn.us/water/stormwater/stormwater-  
manual.html](http://www.pca.state.mn.us/water/stormwater/stormwater-<br/>manual.html)

Municipality of Anchorage. 2005. Design Criteria Manual. Chapter 2 Drainage. June.



