

OFFICE OF THE PROSECUTING ATTORNEY  
KING COUNTY, WASHINGTON  
CIVIL DIVISION  
Natural Resources

Norm Maleng  
Prosecuting Attorney

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February 21, 2007

RECEIVED

FEB 21 2007

DEPARTMENT OF ECOLOGY  
OFFICE OF DIRECTOR

Judy Greear, Clerk  
Environmental Hearings Office  
Washington State Pollution Control Hearings Board  
4224 Sixth Ave. SE, Rowe Six, Bldg. 2  
Lacey, WA 98504-0903

Re: Phase I Municipal Stormwater Permit, PCHB case: Port of Seattle, Appellant v. Department of Ecology, # 07-028

To the Clerk of the Board:

On behalf of King County, we are enclosing for consideration by the Board the original and one copy of the following:

1. King County's Petition to Intervene
2. Declaration of Curt Crawford in support of King County's Petition to Intervene
3. Declaration of Service

King County is one of six identified Permittees under the Phase I Municipal Stormwater Permit that is on appeal. King County requests that this Petition be filed in the above captioned appeal. King County requests that the Petition to Intervene be decided on the County's written submissions, unless the matter is contested. If contested, the County reserves the right to request that oral argument occur during the Prehearing Conference (if the matters are consolidated) or in each Prehearing Conference (if the matters are not consolidated).

I have contacted the parties to this appeal and they have indicated that they do not oppose intervention by King County so long as King County does not seek to raise new legal grounds for appeal that were not raised in the six notices of appeal that have been filed in PCHB Nos. 07-021, 07-026, 07-027, 07-028, 07-029, and 07-030. King County concurs with this condition.

cc:  Env. Database Coord.  
 Rev/Rec - C. covery

*one*  File For Filing  
 ATG Doc. Clerk  
 *Ann Ludlow*  
 initial: *me 2/21/07*

Prosecuting Attorney  
King County

Judy Greear, Clerk  
February 21, 2007  
Page 2

I can be reached directly at 206-296-0421 for any questions. Thank you for your assistance.

Sincerely,

For NORM MALENG  
King County Prosecuting Attorney



Joseph B. Rochelle  
Senior Deputy Prosecuting Attorney

Cc: Stephen Tan  
Tanya Barnett  
Susan Ridgley  
Mary Sue Wilson/Ronald Lavigne (all with enclosures)

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BEFORE THE POLLUTION CONTROL HEARINGS BOARD  
STATE OF WASHINGTON

THE PORT OF SEATTLE; )  
 )  
 Appellant, )  
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 v )  
 )  
 STATE OF WASHINGTON, DEPARTMENT OF )  
 ECOLOGY, )  
 )  
 Respondent. )

No. P 07-028

KING COUNTY'S  
PETITION TO INTERVENE

I. PETITION

King County petitions the Pollution Control Hearings Board (Board) for an order allowing it intervention in the caption-referenced appeal with regard to the issuance of the State of Washington Department of Ecology's Phase I Municipal Stormwater Permit on January 17, 2007. Appellant Port of Seattle has been contacted and does not oppose this Petition for Intervention by King County. Respondent Department of Ecology has also been contacted and does not oppose this Petition so long as King County does not seek to raise new legal grounds for appeal that were not raised in the five notices of appeal that have been filed in PCHB Nos. 07-021, 07-026, 07-027, 07-029 and 07-030, and the above captioned appeal. King County concurs with this condition. This petition is made pursuant to WAC 371-08-420 and WAC 371-08-450.

1 II. INTERVENOR

2 King County is a political subdivision of the State of Washington, organized as a home  
3 rule charter county under Article XI, Section 4 of the Washington State Constitution. This  
4 petition is brought by and through the Office of the King County Prosecuting Attorney. King  
5 County's contact information is:

6 King County Water and Land Resources Division  
7 Stormwater Services Section  
8 201 S Jackson St., Suite 600  
9 Seattle, Washington 98104-3855

10 Counsel for King County is:

11 Joseph B. Rochelle  
12 Senior Deputy Prosecuting Attorney  
13 500 Fourth Avenue, Suite 900  
14 Seattle, Washington 98104-2316  
15 Ph: 206-296-0421; fax 206-296-0415  
16 [joe.rochelle@metrokc.gov](mailto:joe.rochelle@metrokc.gov)

17 III. STATEMENT OF FACTS

18 The Department of Ecology (Ecology) has issued a Phase I Municipal Stormwater Permit  
19 on January 17, 2007, with an effective date of February 16, 2007 (Permit), that regulates  
20 municipal stormwater discharges of the Permittees identified in the Permit, including the City of  
21 Tacoma, the City of Seattle, Clark County, King County, Pierce County and Snohomish County,  
22 and Secondary Permittees identified in the Permit as the Port of Seattle and the Port of Tacoma.  
23 The Port of Seattle has filed an appeal of the Permit on various grounds and has named the  
Department of Ecology as Respondent in the appeal. The appeal generally asserts that certain  
provisions in the Permit contain conditions that are unreasonable or inappropriate for the Port of  
Seattle to meet.

IV. ANALYSIS

1 King County seeks to intervene in the above appeal for all purposes.

2 Intervention before the Pollution Control Hearing Board is governed by WA 371-08-420:

- 3 (1) The presiding officer may grant a petition for intervention at any time, upon  
4 determining that the petitioner qualifies as an intervenor pursuant to civil rule 24,  
5 that the intervention will serve the interests of justice and that the prompt and  
6 orderly conduct of the appeal will not be impaired.
- 7 (2) The presiding officer may impose conditions upon the intervenor's participation  
8 on the proceedings.

9 In ruling on a petition to intervene, the presiding officer analyzes the submission under  
10 CR 24, which provides for two types of intervention:

- 11 (a) Intervention of Right. Upon timely application anyone shall be permitted to  
12 intervene in an action: (1) when a statute confers an unconditional right to  
13 intervene; or (2) when the applicant claims an interest relating to the property or  
14 transaction which is the subject of the action and he is so situated that the  
15 disposition of the action may as a practical matter impair or impede his ability to  
16 protect that interest, unless the applicant's interest is adequately represented by  
17 existing parties.
- 18 (b) Permissive Intervention. Upon timely application, anyone may be permitted to  
19 intervene in an action: (1) When a statute confers a conditional right to intervene;  
20 or (2) When an applicant's claim or defense and the main action have a question  
21 of law or fact in common. When a party to an action relies for ground of claim or  
22 defense upon any statute or executive order administered by a federal or state  
23 governmental officer or agency or upon any regulation, order, requirements, or  
agreement issued or made pursuant to the statute or executive order, the officer or  
agency upon timely application may be permitted to intervene in the action. In  
exercising its discretion the court shall consider whether the intervention will  
unduly delay or prejudice the adjudication of the rights of the original parties.

In analyzing intervention of right, the Washington courts have recognized the inquiry  
must be specific to the case in question. "Rather, it is for the court in each instance to analyze  
and balance the relative concerns, not only of the absentee in having his interest protected, but  
also of the parties to the main action in controlling their own lawsuit, and of the public in the

1 efficient resolution of controversies.” *American Discount Corporation v. Saratoga West, Inc.*,  
2 81 Wn.2d 34, 42, 499 P.2d 869 (1972).

3 The decisions in *Westerman v. Carey*, 125 Wn.2d 277, 303, 892 P.2d 1067 (1994)  
4 described a four-part test for intervention as a matter of right:

5 This rule thus imposes four requirements that must be satisfied before intervention must  
6 be granted: (1) timely application for intervention; (2) an applicant claims an interest  
7 which is the subject of the action; (3) the applicant is so situated that the disposition will  
8 impair or impede the applicant’s ability to protect the interest; and (4) the applicant’s  
9 interest is not adequately represented by the existing parties.

8 Timeliness. This petition to intervene is timely and, if granted, will not cause any  
9 delay in the proceedings, as the pre-hearing conference in which the issues will be further  
10 specified and formulated and the timeline for the proceedings established, has not been  
11 held. King County's petition to intervene is thus timely.

12 King County’s Interest. King County is identified in the Permit as a Permittee in  
13 its own right, and as a Co-Permittee with the City of Seattle for discharges from outfalls  
14 King County owns or operates within the City of Seattle. The appeal has raised broad  
15 issues about the legality of many provisions in the Permit. Any decisions that the Board  
16 makes regarding the interpretation, application, implementation or revision of the Permit  
17 will have direct consequences for King County as an entity subject to the Permit, and will  
18 have direct impacts on King County's stormwater program and the county's management  
19 and control of stormwater within its jurisdictional area. King County's interest here is  
20 clearly significant and sufficient for the purposes of intervention in this matter.

21 Impairment of the County’s Interest. The outcome of the Board's decisions with  
22 regard to interpretation, application and implementation of the Permit will directly affect  
23 King County's obligations under the Permit, the means it uses to manage stormwater

1 within the county, and the nature, scope and priorities of its stormwater program. If King  
2 County were to be denied participation in this appeal, then it would be forced to operate  
3 under a permit whose provisions were decided upon as a result of briefings, hearings and  
4 other proceedings in which the county had no part. Without participation in this appeal,  
5 King County's interests in managing its stormwater under the obligations of the Permit  
6 will be impeded and impaired.

7 King County's Interests are Inadequately Represented by the Existing Parties. No  
8 other party can adequately represent King County's interests. As demonstrated in the  
9 Declaration of Curt Crawford, filed with this petition, King County has its own set of  
10 authorities establishing and governing its surface water management program. (Crawford  
11 Decl ¶ 7) Further, King County's approach to addressing compliance under the Permit  
12 will differ from that of the other parties, as King County's surface water management  
13 programs have features that are different from those of the other parties. (Crawford Decl.  
14 ¶ 8). King County has geographic and physical characteristics that differ from those of  
15 the other parties and that will affect its stormwater management practices under the  
16 Permit. (Crawford Decl. ¶ 9). Although King County is in agreement with the  
17 Department of Ecology's approach in many aspects of the Permit, the Department of  
18 Ecology's role as regulator inherently distinguishes it from the other parties to the appeal  
19 (Crawford Decl. ¶ 10). King County is the proper entity to represent King County's  
20 interests in the Permit that has been appealed.

## 21 V. CONCLUSION

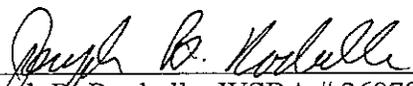
22 King County respectfully states that it has met the required demonstration for  
23 intervention as a matter of right and should be allowed to intervene in the referenced

1 appeal. King County further requests that its Petition for Intervention be granted and that  
2 no conditions be placed on King County's participation in the appeal before the Board,  
3 except as specified below. Appellant Port of Seattle has been contacted and does not  
4 oppose this Petition for Intervention by King County. Respondent Department of  
5 Ecology has also been contacted and does not oppose this Petition so long as King  
6 County does not seek to raise new legal grounds for appeal that were not raised in the  
7 five notices of appeal that have been filed in PCHB Nos. 07-021, 07-026, 07-027, 07-  
8 029 and 07-030, and the above captioned appeal. King County concurs with this  
9 condition. King County requests that King County's Petition to Intervene be decided on  
10 the County's written submission, unless the Petition is contested, in which case King  
11 County requests oral argument. If the Board so requests, King County will provide a  
12 proposed form of order.

13 Dated this 21<sup>st</sup> day of February, 2007.

14 NORM MALENG  
15 KING COUNTY PROSECUTING ATTORNEY

16 By:

  
17 Joseph B. Rochelle, WSBA # 26978  
18 Senior Deputy Prosecuting Attorney  
19 Attorney for King County  
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1 management and have had extensive training and exposure to published information related to  
2 stormwater management. I am currently a member of the American Water Resources  
3 Association and the American Public Works Association.

4 4. The Stormwater Services Section that I currently manage is responsible for the  
5 general municipal stormwater permits issued to King County under the federal Clean Water Act  
6 and the Washington Water Pollution Control Act. The section is also responsible for many of  
7 the stormwater management programs required by the permits, including investigation of  
8 reported drainage and water quality problems, identification and construction of capital  
9 improvement projects to fix these problems, correction of drainage and water quality code  
10 violations through enforcement actions, inspection and maintenance of stormwater facilities that  
11 control and treat runoff from developed sites, and updating the stormwater facility design  
12 standards applied to new development and redevelopment projects.

13 5. I am familiar with and have reviewed the Phase I Municipal Stormwater Permit  
14 issued by the State of Washington Department of Ecology on January 17, 2007 (Permit). The  
15 Permit constitutes the National Pollutant Discharge Elimination System and State Waste  
16 Discharge General Permit for discharges from Large and Medium Separate Storm Sewer  
17 Systems under state and federal authorities. The Permit identifies the cities of Seattle and  
18 Tacoma and the counties of Clark, King, Pierce and Snohomish as Permittees under its coverage,  
19 as well as the Port of Seattle and the Port of Tacoma as Secondary Permittees under its coverage.

20 6. It is my understanding that the Port of Seattle has filed an appeal with the  
21 Pollution Control Hearings Board in regard to a number of provisions in the Permit issued by  
22 Respondent Department of Ecology, including the application of specified conditions as applied  
23 to the Port of Seattle. King County's interest will not be adequately represented by the existing

1 parties to this appeal due to a number of circumstances or characteristics that are particular to  
2 King County.

3 7. First, King County has its own set of authorities establishing and governing its  
4 surface water management program. These include:

5 a) A stormwater management manual approved by the King County Council for  
6 regulating the design of stormwater control facilities required on new development and  
7 redevelopment projects in King County, i.e., the 2005 King County Surface Water Design  
8 Manual;

9 b) A water quality source control manual for reducing or preventing stormwater pollution  
10 caused by business and residential activities, i.e., the 2005 King County Stormwater Pollution  
11 Prevention Manual;

12 c) An adopted set of land use regulations for preserving and protecting streams, wetlands,  
13 and other designated critical areas from development impacts; these regulations are codified in  
14 the King County Code Title 21A; and

15 d) An adopted set of clearing regulations that include required soil amendments in all  
16 cleared areas to mimic natural retention of stormwater and that contain limitations of 35% to  
17 50% on removal of forest cover on rural area residential lots to minimize stormwater impacts;  
18 these regulations are codified in the King County Code Title 16.

19 8. Second, King County's approach to addressing compliance under the Permit will  
20 differ in some manner from that of the other parties as King County has:

21 a) A set of programs, staffing, and funding levels for addressing the various  
22 programmatic requirements of the Permit, including stormwater capital improvements, facilities  
23

1 maintenance, public education, basin stewards, development review, water quality compliance,  
2 etc., all tailored to the demands, needs, and physical characteristics of King County;

3 b) A water quality monitoring program tailored specifically to King County's  
4 waterbodies, activities, projects, facilities, and pollutants of concern; and

5 c) A set of programs, policies, procedures, and expertise in promoting compliance with  
6 stormwater best management practices in King County.

7 9. Third, King County has geographic and physical characteristics that differ from  
8 the appellant that will affect its stormwater management practices under the Permit. Examples  
9 include:

10 a) King County is more populated and has more separate municipalities with stormwater  
11 management programs it must interface with than any other county in the state;

12 b) King County has a higher proportion of designated urban areas than other counties in  
13 the state;

14 c) Because of its larger proportion of older development, King County has a higher  
15 diversity of land development types, including older urban, older and more recent suburban,  
16 rural, and agricultural lands that require a blend of stormwater best management practices in  
17 coordination with land development regulations; and

18 10. Finally, the Department of Ecology, as issuer of the Permit, and as a regulator, has  
19 interests that are inherently different and distinct from King County's interests as a Permittee or  
20 Secondary Permittee regulated under the Permit.

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22 I swear under penalty of perjury under the laws of Washington that the foregoing is true  
23 and correct to the best of my knowledge.

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Dated this 21st day of February, 2007 at Seattle, Washington.

  
Curt W. Crawford, P.E.



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BEFORE THE POLLUTION CONTROL HEARINGS BOARD  
STATE OF WASHINGTON

THE PORT OF SEATTLE; )  
 )  
Appellant, )  
 )  
v. )  
 )  
STATE OF WASHINGTON, DEPARTMENT OF )  
ECOLOGY, )  
 )  
Respondent. )

No. P 07-028

CERTIFICATE OF SERVICE  
AND MAILING

I, Mary A. Livermore, certify that on February 21, 2007, I caused to be served via ABC  
Legal Messenger, one copy of a Letter dated February 21, 2007, from Joseph B. Rochelle to the  
Clerk of the Pollution Control Hearings Board, a copy of King County's Petition to Intervene  
with attached Declaration of Curt W. Crawford, P.E., and a copy of this Certificate of Service  
and Mailing to:

Washington State Pollution Control Hearings Board (original and one copy)  
Environmental Hearings Office  
4224 - 6<sup>th</sup> Avenue S.E., Rowe Six, Bldg. 2  
Lacey, WA 98504-0903

Mary Sue Wilson  
Ronald L. Lavigne  
Washington State Attorney General's Office  
2425 Bristol Court SW, 2<sup>nd</sup> Floor

1 P.O. Box 40117  
2 Olympia, WA 98504-0117

3 Washington State Department of Ecology  
4 300 Desmond Drive  
5 Lacey, WA 98503

6 I also caused true and correct copies to be delivered in the manner indicated to the  
7 parties listed below:

8 Theresa Wagner, Assistant City Attorney (via U.S. Mail)  
9 Seattle City Attorney's Office  
10 600 Fourth Avenue, 10<sup>th</sup> Floor  
11 Seattle, WA 98104-1877

12 Doug Mosich (via U.S. Mail)  
13 Tacoma City Attorney's Office  
14 747 Market St., Rm. 1120  
15 Tacoma, WA 98402

16 Bronson Potter (via U.S. Mail)  
17 Clark County Prosecuting Attorney's Office  
18 Civil Division  
19 P.O. Box 5000  
20 Vancouver, WA 98666-5000

21 Tad Shimazu (via U.S. Mail)  
22 Williams Kastner & Gibbs, PLLC  
23 601 Union Street, Suite 4100  
P.O. Box 21926  
Seattle, Washington 98101

Phil Prettyman (via U.S. Mail)  
Pierce County Prosecuting Attorney's Office  
955 Tacoma Avenue S., Ste. 301  
Tacoma, WA 98402

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3000 Rockefeller, M/S 504  
Everett, WA 98201-4046

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Susan Ridgley  
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P.O. Box 1209  
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Tanya Barnett  
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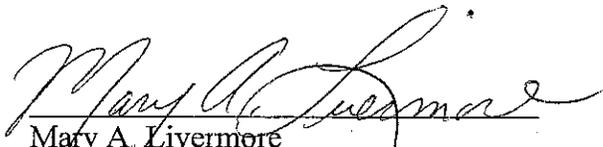
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Todd True  
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Seattle, WA 98104

(via U.S. Mail)

Richard A. Smith  
Smith & Lowney, PLLC  
2317 East John Street  
Seattle, WA 98112

(via U.S. Mail)

Dated this 21<sup>st</sup> day of February, 2007.

  
Mary A. Livermore  
Legal Secretary to Joseph B. Rochelle

