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ENVIR. APPEALS BOARD

**Date:** May 3, 2007

**Case:** In Re: J. Phillip Adams, Docket No. CWA-10-2004-0156

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BEFORE THE ENVIRONMENTAL APPEALS BOARD  
UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
WASHINGTON, D.C.

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In re: :  
J. Phillip Adams : CWA Appeal No. 06-06  
Docket No. :  
CWA-10-2004-0156 :

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HEARING

Washington, DC  
Thursday, May 3, 2007

REPORTED BY:  
DONALD R. THACKER

Page 2	Page 4
<p>1 2 3 MARK A. RYAN, ESQ. 4 Assistant Regional Counsel 5 U.S. EPA Region 10 6 1435 N. Orchard Street 7 Boise, Idaho 83706 8 208-378-5744 9 On behalf of Agency 10 11 THOMAS J. BUDGE, ESQ. (Teleconference) 12 Racine, Olson, Nye, Budge &amp; Bailey 13 201 East Center Street 14 Post Office Box 1391 15 Pocatello, Idaho 83204-1391 16 208-232-6101 208-232-6109 17 On behalf of Appellee 18 19 20 21 22</p>	<p>1 entire argument though, Mr. Ryan? 2 MR. RYAN: Yes, I will. 3 HON. SCOTT FULTON: Counsel for Appellee, 4 Mr. Adams. 5 MR. T.J. BUDGE: Yes, Your Honor, my name 6 is T.J. Budge, I will be presenting the argument, 7 and with me at counsel table is Randall C. Budge. 8 HON. SCOTT FULTON: Very well, thank you, 9 Mr. Budge, and welcome. 10 MR. T.J. BUDGE: Thank you. 11 HON. SCOTT FULTON: Without further ado 12 then, Mr. Ryan, you may proceed, and if you could 13 begin by indicating what you plans are, do you wish 14 to reserve time for rebuttal? 15 MR. RYAN: Your Honor, yes, I would like 16 to reserve five minutes for rebuttal in the case. 17 I will address the three issues that were 18 raised by the board at its oral argument Order, and 19 I did come today prepared to talk about any other 20 issues that are relevant to the Board's issue today. 21 I would like to start off by saying that 22 the case began in the summer of 2001 with Respondent</p>
Page 3	Page 5
<p>1 PROCEEDINGS 2 HON. SCOTT FULTON: Good afternoon. 3 Argument this afternoon will proceed in accordance 4 with the Board's Order dated March 27, 2007. 5 As specified in that Order each side will 6 have 30 minutes, and five minutes allotted time for 7 rebuttal. Counsel for Appellee, Jacob Adams, will 8 participate today by video conference, but the 9 argument will proceed in the same manner as if both 10 parties were physically present before the Board. 11 While we no doubt benefit from your 12 prepared remarks, we trust that you will appreciate 13 the primary value of or all argument to the Board in 14 bringing further clarity to our understanding of the 15 arguments presented in the briefs. 16 Ready to begin? 17 MR. RYAN: Yes, Your Honor. I am Mark 18 Ryan, and I have with me at counsel table Gary 19 Jones of the Office of Enforcement Compliance of 20 EPA and also Kevin Minoli of the Office of General 21 Counsel. 22 THE COURT: You will be presenting the</p>	<p>1 bulldozing a portion of Potter Creek, a small creek 2 in southeast Idaho, and in doing so with the purpose 3 of constructing a road crossing to move his farm 4 equipment from one road to another and to build an 5 impoundment to serve as a fish pond. He did so 6 without the benefit of a Section 404 permit issued 7 by the Corps of Engineers. 8 This was the summer of 2001. Five years 9 later in the summer of 2005, we went to hearing on 10 July 27th, 2005. Six business days prior to the 11 hearing, on July 19, 2005, respondent filed a Motion 12 to Dismiss alleging, asserting for the first time in 13 the case that the Section 404(f)(1)(E) farm road 14 exemption applied. 15 To whittle down the issues before the 16 Board today are, 1, did he timely raise the 404(f) 17 defense and 2, did the Administrative Law Judge, as 18 presiding officer in this case, properly place the 19 burden on him, the Respondent, to prove by a 20 preponderance of the evidence that he met the 21 requirements he was asserting of the 404(f)? The 22 answer to both questions are no.</p>

Page 6

1 First, with respect to the waiver  
2 argument, he did not timely raise this defense, and  
3 EPA was severely prejudiced in his late assertion of  
4 the 404 (f) defense.  
5 HON. EDWARD REICH: As I understand it  
6 your argument is he in fact waived the defense by  
7 not raising it in the Answer?  
8 MR. RYAN: He waived the defense by not  
9 raising it in the Answer and by not asserting it the  
10 prehearings, plural, he had three of them, and by  
11 not raising it six business days prior to the  
12 hearing.  
13 HON. EDWARD REICH: Could he have filed a  
14 Motion to Amend his Answer, under 22.15, as late as  
15 six business days before the hearing? I am sure you  
16 would have opposed it.  
17 MR. RYAN: Yes.  
18 HON. EDWARD REICH: But under the  
19 regulations he could have filed that, could he not?  
20 MR. RYAN: Certainly, he could have filed  
21 any motion he wanted, Your Honor.  
22 HON. EDWARD REICH: And if we had the ALJ

Page 7

1 had granted it then it would no longer have been  
2 waived as a defense?  
3 MR. RYAN: I do not entirely agree with  
4 that, no. I would think it would still have been  
5 waived. If I had been faced with that situation,  
6 which I was not, I would have certainly opposed the  
7 motion, if for no other reason, for the purposes of  
8 judicial economy.  
9 This is an out of town hearing, we have  
10 got court reporters lined up, we have got my  
11 co-counsel flying in from Seattle, the judge flying  
12 from Washington, D.C. I don't believe a single  
13 witness in this case, actually perhaps one, lived  
14 like right around Pocatello.  
15 HON. EDWARD REICH: I understand what you  
16 are saying, but I am just trying to understand why  
17 you obstruct this. If, not withstanding all of  
18 that, the ALJ had granted the Motion to Amend the  
19 Answer so that the Answer as Amended included this  
20 defense, on what basis would you still say it was  
21 late?  
22 MR. RYAN: I would say it was late

Page 8

1 because, number 1, six business days from hearing we  
2 are prepared to go and he can't wait until the last  
3 minute to raise an entirely new defense.  
4 In the alternative, hypothetically if I  
5 was faced with this situation, which I wasn't, I  
6 would have asked for an extension of time, to move  
7 the hearing down the road, because I simply could  
8 not prepare a case for rebuttal of a defense that  
9 had not been raised.  
10 HON. SCOTT FULTON: Did you ask for  
11 extension of time?  
12 MR. RYAN: I did not ask for an extension  
13 of time, Your Honor. I filed a Motion to Strike the  
14 late-filed Motion to Dismiss. The deadline for  
15 dispositive motions in this case was in June 2005.  
16 Six weeks later, on the eve of trial, six weeks  
17 after the deadline for dispositive motions, he filed  
18 a Motion to Dismiss and raises for the first time in  
19 the litigation, this defense.  
20 Put yourself in my position. As a  
21 plaintiff it puts me in a very difficult position to  
22 have an entirely new defense raised. I had a

Page 9

1 choice. I made my choice to file a Motion to Strike  
2 on the grounds of his having missed the deadline for  
3 dispositive motions by six weeks. That is not the  
4 only deadline he met in this case.  
5 And I was severely prejudiced in having,  
6 one, to drop my preparation for the case I was  
7 preparing for, which previous that date had focused  
8 on Waters of the United States, real party in  
9 interest, I was preparing for that.  
10 I had to drop everything I was doing in  
11 that preparation, and focus on this motion that he  
12 filed late, and alternatively, start preparing a  
13 whole new rebuttal to a whole new defense in the  
14 case which was scheduled for the next Wednesday.  
15 HON. EDWARD REICH: In your view if there  
16 is a waiver, is it self-executing, does it  
17 automatically attach or is their discretion on a the  
18 part of the ALJ to either treat it as waived or not  
19 treat it as waived?  
20 MR. RYAN: I think there is clearly  
21 discretion, Your Honor. And the Board has held, in  
22 a series of cases, Lazarus, Carroll Oil, all of

Page 10

1 those cases, in interpreting 22.15(b) which requires  
2 the defendant to assert his Answers, they say they  
3 have shown there was leeway would be given under  
4 certain circumstances where no prejudice is shown.  
5 HON. EDWARD REICH: So by looking at the  
6 waiver are we looking at what the ALJ abused his  
7 discretion in not treating it as waived?  
8 MR. RYAN: Yes, that would be correct.  
9 HON. KATHIE STEIN: Can you interpret the  
10 ALJ's decision as in effect ruling on your Motion to  
11 Strike and concluding that there is no prejudice?  
12 MR. RYAN: I am sorry, you cut out.  
13 HON. KATHIE STEIN: I am sorry about that.  
14 Can you in effect interpret the ALJ's decision as  
15 effectively implicitly ruling on your Motion to  
16 Strike and ruling against Agency on the motion?  
17 MR. RYAN: No, and the reason I would not  
18 interpret the initial decision that way is that he  
19 specifically ruled on the Motion to Strike at the  
20 outset of the hearing from the bench. I filed a  
21 Motion to Strike on July 21st, two days after the  
22 Motion to Dismiss was filed. I think I filed my

Page 11

1 Motion to Strike the same day I received his Motion  
2 to Dismiss.  
3 The judge did not rule on it prior to  
4 arriving in Pocatello for the hearing. At the  
5 outset of the hearing I asked the judge, Your Honor,  
6 do you intend to rule on my Motion to Strike? He  
7 did, and that is in the record and I cited it in my  
8 brief.  
9 HON. KATHIE STEIN: That is where he  
10 discussed he ruled against you?  
11 MR. RYAN: That is correct, Your Honor,  
12 and he did not again revisit the issue in his  
13 initial decision.  
14 HON. KATHIE STEIN: Does he evaluate the  
15 issue of prejudice in the way in which you had to go  
16 forward?  
17 MR. RYAN: He does not evaluate prejudice  
18 as far as I know.  
19 HON. SCOTT FULTON: What I would say is  
20 that a person in your position might have, in  
21 addition to moving to strike argued in the  
22 alternative for an extension or continuance of the

Page 12

1 evidentiary hearing, but you did not do that,  
2 correct?  
3 MR. RYAN: I did not do that, Your Honor.  
4 I felt quite strongly that he had missed the  
5 deadline for dispositive motions. Deadlines have to  
6 mean something. They are not supposed to be  
7 procedural niceties, they are there for a reason, to  
8 put us on notice of what we are going to trial on.  
9 And he missed his deadline by six weeks, one.  
10 And two, he waited, despite having gotten  
11 counsel in this case, six months prior to filing of  
12 the Complaint in this case, and that is in the  
13 record, that counsel became involved in this case  
14 six months prior to filing the Complaint, and he  
15 waited until six days prior to the trial to raise  
16 the defense that could have ultimately disposed of  
17 this case.  
18 HON. SCOTT FULTON: Can you please briefly  
19 review for us the nature of the prejudice that the  
20 Region suffered here. What would have happened  
21 differently had the Region had time to present its  
22 rebuttal case.

Page 13

1 MR. RYAN: Yes, Section 401, excuse me  
2 Section 404(f)(1)(E) is the relevant statutory  
3 provision for the farm roads issue. The applicable  
4 statutes for the regulatory provision are found at  
5 33 C.F.R. 323.4(a). Those are the relevant  
6 regulatory provisions for implementing the farm road  
7 exemption under the statute, and the A-6 farm road  
8 exemption found in the Corps' regulation has 15  
9 requirements. There are 15 elements to that  
10 defense.  
11 Again, this is a defense which the  
12 respondent bears the burden. Case law is quite  
13 clear on that. He cites no case law to the  
14 contrary. The Respondent bears the burden of proof  
15 on showing 15 elements of the 323.4(a)(6) farm road  
16 exemption.  
17 So he would have to come in, into the  
18 hearing and put into the record facts to support  
19 each of those 15 elements. If he were to accomplish  
20 that, and again if you look at C.F.R. 22.24(a), the  
21 burden of persuasion, the burden of presentation  
22 under affirmative defense, is on the respondents,

Page 14

1 which must be as in Section B of that section, must  
2 be proved by preponderance of the evidence.  
3 So he has to come in and make that  
4 showing. If he makes that showing by presentation,  
5 he accomplished his presentation of evidence and  
6 persuasion, the burden would then shift to me to  
7 rebut that, to try and push it back over, as my law  
8 professor said, to get it past the 50 yard line, so  
9 we did have the burden of proof.  
10 Then what I would have to show, factually  
11 show to rebut those 15 elements, and that is where  
12 the prejudice arises. Specifically to take one  
13 example, which would be vii under --  
14 HON. EDWARD REICH: If you show definitely  
15 that it defeated even one of the 15 elements, in  
16 your view would that be sufficient?  
17 MR. RYAN: Yes.  
18 HON. EDWARD REICH: So you don't really  
19 have to rebut all 15?  
20 MR. RYAN: No, that is correct, Your  
21 Honor, you don't have to rebut all 15. If he fails  
22 to carry the burden on only one, he fails to make

Page 15

1 his case on the 404(f) exemption.  
2 But, for example, as a litigator I am not  
3 going to go in prepared to just rebut one, I am go  
4 to be prepared to rebut all 15, if I am doing my job  
5 right. And by way of analogy, I can look at the  
6 case I have to prove against plaintiff. It is a  
7 Clean Water Act case. I have to prove by a  
8 preponderance of the evidence all five elements of  
9 the Clean Water Case; discharge of a pollutant from  
10 a point source by a person to a water of the  
11 United States. If I fail to put the facts in the  
12 record to support any of those elements, I lose.  
13 And consequently, he must do the same.  
14 And if he does it, the burden switches me to rebut.  
15 So, for example, under vii, free passage aquatic  
16 life, for example, the judge found we did not prove  
17 there was aquatic life, in the initial decision, he  
18 held that we did not prove there was aquatic life  
19 that was inhibited by the dam/road.  
20 If I was to prepare that rebuttal I would  
21 have brought in a fish biologist or someone similar,  
22 and with six days notice I can't find an expert who

Page 16

1 has time on their calendar and knows Potter Creek  
2 and has done a literature review and/or has even  
3 looked at Potter Creek, to tell me whether there is  
4 aquatic life, how is it affected by the same, that  
5 is the technical, factually specific and technical  
6 question that cannot be developed in six days.  
7 HON. EDWARD REICH: Can I ask a question  
8 about that? Is it accurate that the Corps did an  
9 analysis of whether the farmer exemption applied to  
10 this case and if so was there not something in the  
11 analysis that you could have used, even on short  
12 notice, with the persons who did the analysis of the  
13 Corps unavailable to be brought in as a witness? I  
14 mean it sounds like there may have been site  
15 specific work done and looked at those elements, and  
16 I was curious as to whether you used any fact at the  
17 hearing and if not why not.  
18 MR. RYAN: I did do that, Your Honor.  
19 James Joyner testified for over a day, a day and a  
20 half he was on the stand for the Corps of Engineers.  
21 He was the initial investigator for the Corps who  
22 appeared in December of 2001 at the first

Page 17

1 inspection, there were three different inspections  
2 performed.  
3 HON. EDWARD REICH: Is he the one who did  
4 the analysis as to whether or not the farm road  
5 exemption applied?  
6 MR. RYAN: Yes. If you look at Exhibit  
7 10, Plaintiff's Exhibit 10, you will see his  
8 analysis. And in his analysis he says the road as  
9 constructed, not down the road, as constructed as of  
10 November 2001, when his inspectors first showed up,  
11 did not comply with at least four of the 15  
12 requirements of the Clean Water Act.  
13 HON. EDWARD REICH: So it sounds like it  
14 is not completely accurate to say that on that short  
15 notice you couldn't bring in somebody who could  
16 testify as to the site specific conditions and the  
17 applicability --  
18 MR. RYAN: But I did. The question is not  
19 whether testimony was offered, the question is  
20 whether competent testimony was offered, whether we  
21 had enough to truly rebut the case, not to mention  
22 this of course assumes he puts any evidence on.

Page 18

1 There is no evidence, no testimony, no documents  
2 from respondent stating there is no aquatic life in  
3 Potter Creek, there is none. So I was essentially  
4 rebutting a case that didn't exist.  
5 But, as a litigator I was going in to try  
6 to make the best case of what I had. I learned on  
7 the first day of the hearing I was going to have to  
8 go forward with the rebuttal, and so I put on  
9 Mr. Joyner and I asked him those questions, does  
10 this project comply with the Corps' regulation? He  
11 said no. The judge rejected it.  
12 HON. EDWARD REICH: Did Mr. Joyner testify  
13 before this issue had been raised?  
14 MR. RYAN: Yes.  
15 HON. EDWARD REICH: So you were planning  
16 on bringing him in anyway.  
17 MR. RYAN: That's correct. But, if you  
18 look at what the presiding officer found in his  
19 initial decision, he specifically found that EPA did  
20 not prove the element of aquatic life and if I were  
21 to put on enough evidence to truly establish that I  
22 would have brought in a fish biologist, for example.

Page 19

1 There were other examples I could give as well.  
2 HON. KATHIE STEIN: Before you allow the  
3 question of prejudice and the issue of burden of  
4 proof, what remedy are you seeking from this Board  
5 with respect to the late assertion of the defense?  
6 Are you seeking a determination that defense was  
7 waived or are you seeking an alternative ruling?  
8 MR. RYAN: I am seeking determination that  
9 the defense that the 404(f) exemption in this case  
10 was waived. He raised it too late and I was  
11 prejudiced, and that is consistent with the Board's  
12 prior ruling in Lazarus decision.  
13 HON. KATHIE STEIN: Well, if the Board  
14 concludes that the defense not waived, but that you  
15 were none the less prejudiced, in your ability to  
16 present evidence at the trial, what relief would you  
17 seek in light of that?  
18 MR. RYAN: Again, I would argue that since  
19 I was prejudiced in my ability to effectively rebut,  
20 for the record I think I did effectively rebut it,  
21 but in order to certainly deal with issues raised by  
22 the presiding officer in this case, upon with we

Page 20

1 which he grounded the dismissal of the case, I was  
2 certainly prejudiced in my ability to put on the  
3 case, and I would ask that that case 404(f) defense  
4 not be allowed.  
5 HON. KATHIE STEIN: Is there any cure,  
6 that this Board could impose, short of the ruling,  
7 that the 404 defense is not waived, I mean was  
8 waived, excuse me?  
9 MR. RYAN: Certainly the Board, it would  
10 be within the Board's normal review to find that the  
11 respondents failed to meet the burden of proving it,  
12 and I quite clearly believe that to be the case.  
13 There is no question in my mind that he did not meet  
14 the burden of proof of 404(f).  
15 HON. SCOTT FULTON: What if we were to  
16 conclude number 1, that we thought the ALJ did not  
17 err in rejecting your waiver argument, and number 2,  
18 that you had been prejudiced, and number 3, that the  
19 judge may have misallocated the burden of proof?  
20 Would it be appropriate in that circumstance for us  
21 to work with the record as it currently exists, and  
22 try to make our own determination on whether the

Page 21

1 burden had in fact been met in this case, or should  
2 we be remanding the case to the Administrative Law  
3 Judge for further proceedings?  
4 MR. RYAN: I believe the record is  
5 sufficient to show in this case that the respondent  
6 did not meet its burden and that the presiding  
7 officer inappropriately shifted the burden. As I  
8 mentioned before, there is no evidence in the record  
9 whatsoever, to support most of the elements.  
10 HON. SCOTT FULTON: Would you agree that  
11 an affirmative defense can be established entirely  
12 through cross-examination? I mean cross-examination  
13 testimony is legitimate testimony for purposes of  
14 meeting a preponderant standard on an affirmative  
15 defense, right?  
16 MR. RYAN: Yes.  
17 HON. SCOTT FULTON: But the fact that they  
18 did not affirmatively present does not necessarily  
19 mean that they couldn't make out a defense, on their  
20 cross-examination of your witnesses.  
21 MR. RYAN: The bottom line, Your Honor,  
22 is, are the facts in the record to support the

Page 22

1 assertion of the 15 elements of the defense, and the  
2 simple answer to that is no, there are no facts.  
3 If you look, for example, at footnote 43  
4 of the initial decision, the presiding officer makes  
5 findings with regard to nine of the 15 elements.  
6 There are no citations in the record to support a  
7 single one of those nine elements. There is no  
8 evidence in the record for a defense for which the  
9 respondent bears the burden of proof.  
10 This Board has the power in its de novo  
11 review to say this defense was not proved at hearing  
12 and therefore the dismissal was inappropriate.  
13 HON. EDWARD REICH: I want to ask just one  
14 last question about the waiver before we leave it  
15 entirely.  
16 If we were to agree with the ALJ, without  
17 raising any defenses presented here, exception is  
18 jurisdictional, would your waiver argument still  
19 apply? Do you think that there can be a waiver of  
20 subject matter jurisdiction.  
21 MR. RYAN: No, if it is jurisdictional  
22 matter it cannot be waived, I do not believe that.

Page 23

1 And I think the case law that I cited in my brief  
2 establishes that.  
3 HON. SCOTT FULTON: Let me ask you a  
4 factual question, that has confused me a bit, based  
5 on the record. Is it the Agency's position that  
6 there ever has in fact been a pooling of water as a  
7 result of the construction of this road?  
8 MR. RYAN: Yes, there has been. Look at  
9 Plaintiff's Exhibit 12. I will be happy to put it  
10 up on the monitor, Exhibit 11 as well. You can  
11 clearly see ponding of water.  
12 Now, is the ponding 20-foot depth, that is  
13 ultimately planned for the fish ponds? No, he could  
14 respond that the cease and desist order was issued,  
15 he would stop in the middle of construction. The  
16 question was, standpipes were put in place by the  
17 respondent of his own volition, without a permit.  
18 The standpipes you can clearly see in Exhibit 12  
19 which I will show you. If you will look at the  
20 monitor.  
21 Forgive me, I am not a technophile. As  
22 you can see, Your Honor, the pipes, standpipes are

Page 24

1 in place. They are vertical standpipes, they are  
2 not horizontal culverts that would allow the free  
3 passage of water. The water is impounded. Now, is  
4 it a large pond, no. At this point the question is,  
5 is he arguing he is exempted from the 404 permit  
6 requirement, and with that exemption he has to meet  
7 all of the requirements, one of which is that the  
8 creek be allowed to pass freely under the road.  
9 He has clearly standpipes, vertical pipes  
10 in place. This is in June 2002. This is a full  
11 year before he claims he was ordered to put on the  
12 perforated caps by the Idaho Department of Water  
13 Resources. So in June of 2002 the standpipes were  
14 in place, the water was impounded.  
15 HON. SCOTT FULTON: At the time of the  
16 evidentiary hearing was it still pretty much the  
17 circumstance?  
18 MR. RYAN: Yes, the only difference was  
19 the sediment filled in where this water is seen in  
20 Exhibit 12, up to the top of the pipes, and there  
21 was no more water there at the time of the hearing.  
22 HON. SCOTT FULTON: Would you explain a

Page 25

1 little bit your dual purpose concept and how that  
2 where relates to the regulatory framework here?  
3 MR. RYAN: Yes. The whole idea behind the  
4 404(f) exemption from the permit requirement is that  
5 it have minimal impact on the resource. And the way  
6 we ensure minimal impact is through our regulation  
7 33 C.F.R. 323.4(a)(6) and the regulations, the idea  
8 is that it has to be specific. The fill material  
9 has to be specific for the exemption.  
10 If you look at the section I cited for the  
11 regulation, if you look at that section of the  
12 Corps' regulation, it says that the fill has to be  
13 specific for the farming activity at issue, in this  
14 case moving equipment from one field to another.  
15 And, by the way we have never contested that he is  
16 moving farm equipment. That has never been the  
17 issue. The only issue is, that the start of it.  
18 Anything else is in compliance with the requirements  
19 and in the regulations in building that road.  
20 So, our contention has been from the  
21 beginning, yes, maybe he can move farm equipment  
22 across, but he is doing all sorts of damage. His

Page 26	Page 28
<p>1 permit application under 404 submitted to the Corps 2 of Engineers a month before the hearing says 3 describe the existing, earthen filled dam. His own 4 testimony, in the Respondent's own testimony at 5 hearing at page 767 of the transcript says, "I 6 intended to impound this from the very beginning." 7 James Joyner from the Corps stated this is 8 a dam. Respondent's own expert, his own expert, 9 stated that with a vertical standpipe as we saw in 10 Exhibit 12, this is a dam.</p>	<p>1 extent of the reach of the waters of the 2 United States or effected a change in use of those 3 waters. 4 HON. SCOTT FULTON: Can you imagine a 5 scenario in which a project that has damming as part 6 of its objective would not be recaptured? 7 MR. RYAN: No, it would not be exempted. 8 It could be permitted. This project could clearly 9 be permitted if, the question here is whether it is 10 exempt from the requirements. Could it be exempted?</p>
<p>11 HON. SCOTT FULTON: I want to understand 12 how this dual purpose concept tracks within the 13 regulation. What I hear you saying, let me play it 14 back to you, and you tell me whether I have got it 15 right, you are not suggesting that a project that 16 has a dual purpose is not a farm road.</p>	<p>11 And it is not possible, the damming of a river can 12 not be. 13 HON. SCOTT FULTON: Thank you, Mr. Ryan. 14 Mr. Budge, have you been able to hear what 15 we are doing here okay?</p>
<p>17 MR. RYAN: No.</p>	<p>16 MR. T.J. BUDGE: Fairly well. 17 HON. SCOTT FULTON: Very good. Are you 18 prepared to proceed?</p>
<p>19 HON. SCOTT FULTON: You are rather saying 20 that if the dual, if the other purpose, in addition 21 to the road, is to serve as a dam, then it may not 22 be a qualifying farm road, because of the application of the DMC and recapture and whatnot, is</p>	<p>19 MR. T.J. BUDGE: I am, Your Honor. 20 HON. SCOTT FULTON: Please proceed. 21 MR. T.J. BUDGE: May it please the Court, 22 my name is T.J. budge and we are representing the</p>
Page 27	Page 29
<p>1 that a correct way of looking at it?</p>	<p>1 Respondent in this action, J. Phillip Adams.</p>
<p>2 MR. RYAN: That is correct, Your Honor, it 3 doesn't mean the minimal impact requirements set 4 forth in the regulations.</p>	<p>2 Let me first thank the members of the 3 Board for permitting us to appear by video 4 conference, we appreciate that. And let me begin by</p>
<p>5 I see my time is ended.</p>	<p>5 stating that this is a case that never should have 6 been.</p>
<p>6 HON. SCOTT FULTON: Other questions? 7 Before you sit down could you describe 8 what you see as the elements of a 404(f)(1)(E) 9 defense? What are the elements of the defense?</p>	<p>7 More than five years ago Mr. Adams began 8 preparing to improve an existing farm road, 9 the Corps of Engineers showed up. They deal with 10 the farm road exemption by the client with his road,</p>
<p>10 MR. RYAN: Well, there is (f)(1) and 11 (f)(2). The elements of (f)(1) are set forth in the 12 Corps' regulations. I have talked about those at 13 length 323.4(a)(6), the 15 elements. Those clearly 14 are the (f)(1) requirement. And (f)(2) is the 15 recapture provision, and Corps has acknowledged the 16 existence of the recapture provisions in the 17 Veldhuis case.</p>	<p>11 and then they demand that Mr. Adams submit a section 12 404, obtain a 404 permit. He then spends the next 13 three or four years trying to gain a permit that he 14 never needed. And, had the Corps simply notified 15 Mr. Adams that his road may be exempt from the 16 requirement we would not be here today. We would 17 not have had a hearing, he would not have spent tens 18 of thousands of dollars trying to obtain a permit</p>
<p>18 It is not enough to simply show you have 19 put in a farm road and met the requirements set 20 forth in the regulation. You also have to show you 21 haven't recaptured. By recapture, this is from the 22 statute, that you haven't produced or reduced the</p>	<p>19 that wasn't needed. But we are here and it did 20 happen and the EPA is doing all it can to avoid this 21 farm road exemption. 22 We will address the issue that you raised</p>

Page 30

1 in your order, namely whether the 404 exemption is  
2 waived, whether the EPA was materially prejudiced,  
3 and third, whether the judge improperly shifted the  
4 burden. And I am confident based on the briefs and  
5 our arguments presented today, that you will find  
6 that the decision was correct and it should be  
7 upheld.

8 Regarding the waiver, it is certainly not  
9 clear from the consolidated rules of practice, that  
10 the specific farm road exemption must be expressly  
11 raised in Answer. Even the federal rules do not  
12 require all events be raised, and the rule,  
13 consolidated rules of practice are certainly not  
14 strict. They simply require that the very notice of  
15 circumstances for the argument upon which the  
16 defense is raised, and EPA here cannot claim that  
17 this farm road exemption came out of the blue.

18 If I may show the opening statement of EPA  
19 counsel at the hearing, says quote, the evidence  
20 will show the court of its own initiative considered  
21 -- (inaudible) -- late 2001 or early 2002, years  
22 before this matter was brought for the this hearing,

Page 31

1 and the presiding judge noted that it certainly did  
2 not come out of the blue to the EPA, and they could  
3 have put on their witness James Joyner, who had made  
4 that determination, and the question extensively at  
5 the hearing, most counsel mentioned that he was  
6 testifying for a day and a half.

7 HON. SCOTT FULTON: Perhaps Mr. Budge if  
8 you could speak a little more slowly and  
9 deliberately that might help too. I think our main  
10 problem is a technical problem on this end.

11 Speak for us for a second, Mr. Budge, if  
12 you would.

13 MR. T.J. BUDGE: How is this?

14 HON. SCOTT FULTON: Okay, let's give it  
15 another go and see how it goes for us.

16 Just pick up where you left off.

17 MR. T.J. BUDGE: Okay, can you hear me  
18 now?

19 HON. SCOTT FULTON: That's better. Okay,  
20 let's proceed.

21 MR. T.J. BUDGE: As I was stating, the  
22 consolidated rules of practice certainly don't

Page 32

1 require that the farm road exemption be expressly  
2 raised in the Answer, and the decisions of the  
3 Environmental Appeals Board as well as federal  
4 courts have not held that every defense be expressly  
5 raised in an Answer.

6 And if I might quote two federal decisions  
7 relating to amendment of pleadings, the first, the  
8 function of Rule 15 is to provide parties an  
9 opportunity to assert new matters that may not have  
10 been known to them at the time they filed their  
11 original pleadings.

12 And the second quote, the purpose of  
13 allowing amendments is to permit final decisions on  
14 the merits, not on technicalities.

15 HON. KATHIE STEIN: Counsel, let me  
16 interrupt you for a moment.

17 MR. T.J. BUDGE: Certainly.

18 HON. KATHIE STEIN: Given that the time  
19 periods for filing motions was well in advance of  
20 the time that you raised this defense to the judge  
21 six days before the hearing, can you explain why we  
22 should not conclude that the time for filing motions

Page 33

1 was the final time in which your client should have  
2 been allowed to raise this defense?

3 MR. T.J. BUDGE: I give two reasons. We  
4 certainly respect that deadline, but certain  
5 defenses can be raised at any time, one being  
6 jurisdiction. This is arguably a jurisdictional  
7 matter. And also, it is the policy of the Board to  
8 not overrule decisions based on minor pleadings  
9 deficiencies.

10 And, in this case we think that would  
11 certainly qualify, particularly considering the fact  
12 that the government has deliberately hid this  
13 defense from our client, and it is not something  
14 that is well known in the legal practice, perhaps  
15 except by EPA and the Corps, who attempted to keep  
16 that secret.

17 HON. SCOTT FULTON: But Mr. Budge, I feel  
18 the need to stop you on that. Do you think, the  
19 defense we are talking about, is this a defense that  
20 you think is ambiguous as it exists on the face of  
21 the Clean Water Act itself and on the regulations,  
22 or would a consultation of the applicable law have

1 kind of highlighted what a defense that is fairly  
 2 plainly potentially applicable in this kind of  
 3 circumstance?  
 4 MR. T.J. BUDGE: The defense is certainly  
 5 outlined in the Clean Water Act. I don't think that  
 6 precludes the judge from, in his discretion,  
 7 considering that defense even though it was raised a  
 8 week prior to the hearing. And I certainly don't  
 9 think that the EPA was substantially prejudiced by  
 10 the judge's consideration of that defense.  
 11 And, perhaps the most -- most importantly,  
 12 consideration of that defense was necessary to  
 13 receive a just result, and not to, not have a just  
 14 result based on technical pleading requirement.  
 15 HON. EDWARD REICH: Don't you think it is  
 16 a little over blown to talk about the Agency hiding  
 17 this defense when the defense is articulated right  
 18 on the face of the statute?  
 19 I mean, you obviously have some  
 20 independent obligation to research the area in which  
 21 the Complaint alleges a violation. I don't quite  
 22 see how you can consider it being hidden because the

1 project could be exempt.  
 2 He certainly had time to modify the  
 3 project if that was needed to be exempt, but he was  
 4 never made aware of that. And after listening to  
 5 the testimony Judge Moran, the presiding officer,  
 6 found that in fact it appeared clear that the  
 7 government had deliberately kept that secret.  
 8 HON. SCOTT FULTON: Is it not the case  
 9 that at that time the Corps, I guess the government,  
 10 I guess the Corps was the primary presence at that  
 11 time, was laboring under the impression that this  
 12 project included a dam? I mean the difficulty, the  
 13 difficulty that we have here it seems, I hear what  
 14 you are saying, is perhaps if Mr. Adams had been  
 15 told, you know, that if you drop the dam part of the  
 16 project perhaps this thing would fly under the farm  
 17 road provision of the Clean Water Act. He was not  
 18 told that.  
 19 On the other hand, isn't it true that the  
 20 regulators here thought they had a project that  
 21 contemplated a dam? So that is what they thought  
 22 the project was. How was it, how should we regard

1 Agency didn't go out of its way and point out to you  
 2 that there were potential exemptions that you may  
 3 want to look at.  
 4 MR. T.J. BUDGE: I would disagree with  
 5 that, Your Honor, for this reason. Mr. Adams did  
 6 not hire legal counsel until being drug through the  
 7 ringer, so to speak, for three years by the  
 8 government, at which point he realized that his  
 9 attempt to obtain a 404 permit was useless.  
 10 The Corps was aware of this exemption from  
 11 day one. And the fact that four years evaluating  
 12 the applicability of this exemption and never once  
 13 during that time did the Corps notify Mr. Adams, who  
 14 was not represented, that his road may not be or may  
 15 be exempt from the permit requirement.  
 16 So certainly between the time that the  
 17 Corps got involved and Mr. Adams resorted to legal  
 18 counsel, the Corps was in fact deliberately hiding  
 19 this exemption. In fact, there is an exhibit  
 20 Complainant's Exhibit 10, I believe, in which the  
 21 Corps wrote a letter to Mr. Adams clearly inquiring  
 22 about the exemption, but never explaining that his

1 that as not fair dealing to sort of anticipate the  
 2 fact that the dam was not an integral part of the  
 3 project from Mr. Adams standpoint.  
 4 MR. T.J. BUDGE: Certainly Mr. Adams  
 5 contemplated an incidental use of the crossing for a  
 6 fish pond. If you look at the initial application  
 7 for joint 404 permit, it says two things. Under  
 8 description of the project, it says impoundment for  
 9 road crossing. And then under part seven, where it  
 10 identifies the purpose of the project, it only says  
 11 road crossing. And actually, a short time  
 12 thereafter Mr. Adams was informed that if he dropped  
 13 this dam aspect of the crossing that he would be  
 14 able to get his 404 permit, and he readily agreed to  
 15 do that.  
 16 The impoundment was simply incidental, and  
 17 the testimony presented both by EPA witnesses and  
 18 our own, acknowledged that Mr. Adams expressly  
 19 dropped this impoundment aspect of the crossing.  
 20 And, contrary to what EPA counsel allege, this  
 21 crossing has never impounded water. It doesn't have  
 22 the capability to impound water. The stand pipes

Page 38

1 don't impound water, they are simply intake valves  
2 to avoid clogging and this structure has only  
3 functioned as a road from day one, and that is all  
4 its current intent is.

5 Later on after three years of trying to  
6 jump through hoops, Mr. Adams did investigate other  
7 possibilities, and the Idaho Department of Water  
8 Resources advised Mr. Adams that if he would  
9 actually change his structure and apply for a small  
10 dam that he could take this matter out of the Clean  
11 Water Act jurisdiction, and that is why Mr. Adams  
12 submitted a subsequent 404 permit application that  
13 did in fact include a dam as a primary purpose.  
14 However, that has never been processed and his road  
15 has never operated as a dam.

16 If I may continue and discuss this  
17 material prejudice issue. EPA counsel implies that  
18 if there is any prejudice the motion must be  
19 dismissed, and that is plainly contradictory to at  
20 least federal law, when it comes to amending  
21 pleadings. I will only quote a few Circuits. The  
22 Sixth Circuit has held that, an opposing party's

Page 39

1 mere statement that they will be prejudiced if an  
2 amendment is allowed is not sufficient reason for  
3 denying leave to amend. The opposing party must  
4 show in what way it was prejudiced and that the  
5 prejudice is substantial.

6 The 10th Circuit, added to that, in  
7 saying, the test is not whether any practical  
8 prejudice results from such amendment, but whether  
9 allowing the amendment produces grave injustice to  
10 the opposing party.

11 That certainly did not happen here. The  
12 EPA claimed that it could not put on rebuttal  
13 evidence. However, they made their determination.  
14 They made it years prior to the hearing. And the  
15 Corps witness who made the determination and made  
16 the analysis was on the stand.

17 We simply don't see how EPA can take this  
18 position that even though the Corps made the  
19 determination, kept the secret from Mr. Adams, they  
20 did not have enough evidence to support their  
21 decision. And from our perspective, EPA is replying  
22 to play both sides of the coin. What they are

Page 40

1 saying is we, have no obligation to operate above  
2 board and we can keep these exemptions internal,  
3 make our determination.

4 But then if our determination is  
5 discovered and found to be wrong, it's no big deal,  
6 because it was the applicant's responsibility in the  
7 first place. We just don't think that is good  
8 policy or supported by the law that is out there.

9 HON. SCOTT FULTON: Would you agree,  
10 Mr. Budge, that your client has the burden of proof  
11 on this defense?

12 MR. T.J. BUDGE: We would, Your Honor, and  
13 we certainly believe that we met that burden.  
14 Contrary to counsel's assertion that there are no  
15 facts in the record supporting the initial decision,  
16 the initial decision itself spent over 15 pages  
17 evaluating both sides' arguments on the farm road  
18 exemption, weighing the evidence, and making a  
19 decision. We put on ample evidence specifically  
20 regarding the presence of aquatic wildlife. The  
21 presiding officer considered that evidence and  
22 weighed and that and clearly found that we had met

Page 41

1 our burden.

2 Now, the presiding officer did note that  
3 the EPA failed to successfully rebut our proof, and  
4 that certainly does not mean that it improperly  
5 shifted the burden, it simply noted that the EPA  
6 failed to effectively rebut the proof that we had  
7 established. And, that is particularly important in  
8 this case because the government had made its  
9 decision on its own without giving us notice or  
10 chance to assert the exemption much earlier in this  
11 process.

12 HON. EDWARD REICH: Mr. Budge, are you  
13 saying that the record supports findings for each of  
14 the 15 BMPs in your favor and if we found that the  
15 record in fact did not support any one of those 15  
16 BMPs would we not then have to conclude that the  
17 farm road exemption does not apply.

18 MR. T.J. BUDGE: Yes, we are asserting  
19 that the farm road exemption, that we met our burden  
20 of proof.

21 HON. EDWARD REICH: Which includes every  
22 one of the 15 elements?

Page 42

1 MR. T.J. BUDGE: Yes. There is evidence  
2 to support each of the 15 elements, that is correct,  
3 Your Honor.  
4 HON. EDWARD REICH: And if we found to the  
5 contrary for any of those elements do you agree that  
6 the farm road exemption would be defeated?  
7 MR. T.J. BUDGE: If you were to find the  
8 presiding officer erred in his analysis then  
9 certainly it should perhaps be remanded or before  
10 the exemption would be defeated. However, we are  
11 confident that the presiding officer in his  
12 extremely thorough and meticulous, well reasoned and  
13 well documented decision, considered all the  
14 evidence and found that there was sufficient  
15 evidence to support our assertion that the exemption  
16 applied.  
17 Now, it also must be considered that this  
18 farm road exemption cannot be forced upon farmers to  
19 obtain a declaratory judgment before they decide  
20 that they don't have to obtain a 404 permit.  
21 I don't know if that was clear, but in a  
22 recent Oregon case, Jones v. Thore, the court held,

Page 43

1 the District of Oregon, held that the existence of  
2 these exemptions enables farmers to determine  
3 whether they in fact even have to apply for a 404  
4 permit. In doing so I don't know that farmers need  
5 to hire a slew of experts before they make that  
6 decision, but can use common sense and experience,  
7 and we certainly put on evidence in this case, our  
8 client had enough experience and enough knowledge  
9 and enough understanding to assert that the  
10 exemption applies, and in fact it did apply.  
11 HON. EDWARD REICH: Can I ask if your  
12 client didn't know that the farm road exemption  
13 existed then how did he evaluate whether or not all  
14 of these 15 BMPs were satisfied? It seems like any  
15 analysis that was done was done substantially after  
16 the fact, not before the fact.  
17 MR. T.J. BUDGE: That is correct. He did  
18 not understand up front that the exemption was out  
19 there. It just so happened that the construction of  
20 his road nevertheless complied with those Best  
21 Management Practices.  
22 HON. EDWARD REICH: So he never really did

Page 44

1 the evaluation that you imply that he had the  
2 ability to do because he didn't know he needed to do  
3 that?  
4 MR. T.J. BUDGE: He simply constructed a  
5 farm road, as all farmers do on occasion, and that  
6 farm road fell within this exemption that Congress  
7 had intended to ease the burden on the farmers.  
8 Now, when his legal counsel discovered  
9 this exemption they did in fact evaluate it and  
10 develop that his road as constructed did in fact  
11 qualify and that this was the type of road that  
12 Congress intended to exempt from the 404 permit  
13 requirement.  
14 HON. SCOTT FULTON: Mr. Budge, if we agree  
15 with you on the waiver issue and were to conclude  
16 that the ALJ did not err in allowing the defense to  
17 be asserted, but nonetheless found that that  
18 decision had been prejudicial to the Region and  
19 influenced the Region's capacity to present a  
20 rebuttal case, how would you have us proceed?  
21 MR. T.J. BUDGE: I would assume the Region  
22 would need to present whatever evidence that the

Page 45

1 court didn't use when it made its determination. I  
2 don't know that that is just. By all indications  
3 the EPA is pulling out a procedural trump card here  
4 at this late stage in the game, it should be noted  
5 that the EPA put on all of their evidence before its  
6 determination and put on James Joyner, also that the  
7 EPA argued against exemption vigorously in both its  
8 posthearing briefs and post hearing reply briefs,  
9 and never did any of those brief did EPA make one  
10 argument that it was unduly prejudiced by the  
11 judge's consideration of this exemption.  
12 Only after losing on the permits did the  
13 EPA pull out this new argument that it was  
14 prejudiced and that now that we have gone through  
15 the post hearing brief and reply briefs and a 30  
16 page decision has been rendered that it must have  
17 been incorrect because they were unduly prejudiced.  
18 HON. SCOTT FULTON: I understand what you  
19 are saying about that, and I know it is not your  
20 preferred outcome, but in the event that we were  
21 nonetheless to agree with the Agency that it had  
22 been prejudiced, what would be the appropriate

Page 46

1 recourse for the Board at that point? Would we be  
2 remanding it to the Administrative Law Judge to look  
3 at this further? How should we proceed if that is  
4 where we ended up?  
5 MR. T.J. BUDGE: Remand would be  
6 appropriate, Your Honor.  
7 HON. SCOTT FULTON: Where is Pocatello,  
8 Idaho, which I gather is where the evidentiary  
9 hearing in this case was conducted, in relation to  
10 where you are. Is it difficult for you to appear in  
11 Pocatello?  
12 MR. T.J. BUDGE: No, Your Honor, we  
13 practice in Pocatello.  
14 HON. SCOTT FULTON: I see, okay.  
15 A similar question, if we were to agree  
16 with the Region here that the ALJ erred in  
17 allocating the burden of proof, would you prefer  
18 that we attempt to re-sort through the proof  
19 ourselves in this forum or that we remand the case  
20 to the Administrative Law Judge to properly allocate  
21 the burden's of proof and proceed in accordance with  
22 that proper allocation?

Page 47

1 MR. T.J. BUDGE: I think it would have to  
2 be remanded to the Administrative Law Judge to  
3 allocate the burden of proof, because that judge is  
4 also going to have to make a determination as to  
5 whether EPA proved that the point it sought was  
6 appropriate under the circumstances, and considering  
7 the Administrative Law Judge was there to hear the  
8 witnesses and determine the credibility of the  
9 evidence, I think he would be in the best position  
10 to determine the appropriateness of the finding.  
11 Therefore, he should consider the burden of proof at  
12 that time.  
13 However, I would point out that nowhere in  
14 the initial decision does the Administrative Law  
15 Judge state that the burden is on the EPA to  
16 disprove this exemption. In fact, EPA counsel is  
17 reading volumes between the lines of that decision  
18 when it makes that allegation. The decision did  
19 expressly note that it is the respondent's burden to  
20 prove the applicability of the farm road exemption,  
21 therefore I don't know how it can be inferred that  
22 the judge countered that statement or went back on

Page 48

1 it. Rather, the initial decision makes clear that  
2 he weighed all the evidence, that he considered the  
3 evidence that we established, and he considered the  
4 rebuttal evidence, and in the end he found that the  
5 exemption did in fact apply, and that is a legally  
6 correct result, and it is a just result, and a fair  
7 result; we should have never got this far, but we  
8 did.  
9 HON. SCOTT FULTON: Mr. Budge, let me just  
10 check in on time here because I see that our clock  
11 is not running. How are we doing?  
12 MS. DURR: Eight minutes left.  
13 HON. SCOTT FULTON: Okay, Mr. Budge, are  
14 there further thoughts that you would like to share?  
15 MR. T.J. BUDGE: We simply don't see the  
16 thoroughness of the initial decision, the extreme  
17 depth that the presiding officer went into the  
18 evidence, that he was there to view and hear three  
19 day's worth of evidence, that he in fact visited  
20 this site and that he, his decision was well  
21 supported by the record. And it deserves being  
22 upheld in the circumstances.

Page 49

1 Other than that, we simply note that many  
2 of the allegations made by EPA counsel regarding  
3 whether this structure functions as a dam are simply  
4 false, and our brief makes that clear. With that we  
5 would request that you uphold the initial decision,  
6 unless there are any further questions.  
7 HON. KATHIE STEIN: Can you explain to me  
8 your rationale for contending that the defense here  
9 is jurisdictional?  
10 MR. T.J. BUDGE: The effect of the  
11 exemption is to take away from Clean Water Act  
12 jurisdiction certain activities that Congress felt  
13 were too burdensome on farmers. It may be a little  
14 different twist on jurisdiction as we normally  
15 consider it, but the practical effect is the same.  
16 The Clean Water Act does not apply to those  
17 activities, it has no authority to regulate those  
18 authorities, and therefore, it has a jurisdictional  
19 effect, and that farmers can decide that they don't  
20 have to get preapproval from the Corps, or EPA  
21 before they engage in these activities.  
22 HON. KATHIE STEIN: I take it it doesn't

Page 50

1 go to the power of this Board to adjudicate the  
2 controversy?  
3 MR. T.J. BUDGE: That is correct, Your  
4 Honor, but it does weigh on the consideration of  
5 that exemption at the time it was raised and goes to  
6 show that the Administrative Law Judge was justified  
7 and that his decision to consider that exemption was  
8 supported.  
9 HON. KATHIE STEIN: How does this differ  
10 from any other affirmative defense that a respondent  
11 would have the burden of proof on?  
12 MR. T.J. BUDGE: Typically the burden of  
13 proof falls on the person making the  
14 affirmative defense, and we are confident that we  
15 have met that burden, that the evidence presented at  
16 trial shows that the farmer exemption did in fact  
17 apply under these circumstances.  
18 HON. KATHIE STEIN: I am troubled by the  
19 notion of converting what would be an ordinary  
20 affirmative defense, I mean it may be the farming  
21 exemption under the Clean Water Act, but clearly  
22 there are numerous affirmative defenses to

Page 51

1 violations under the environmental laws. I am  
2 concerned about the notion of converting those  
3 affirmative defenses into something that is  
4 jurisdictional, and I am wondering if you can help  
5 me through that challenge and explain how finding  
6 this particular defense to be jurisdictional doesn't  
7 implicate a host of other affirmative defenses under  
8 other environmental laws?  
9 MR. T.J. BUDGE: I think the argument we  
10 make is that this defense is analogous to a  
11 jurisdictional defense. We are not necessarily  
12 trying to lump it in with subject or personal matter  
13 jurisdiction, but it does affect the justice in  
14 considering these defenses, even if not specifically  
15 raised in the Answer.  
16 The federal rules do identify some  
17 defenses that should be raised in the Answer, and  
18 there are many others out there that are held to  
19 that same standard. Ideally these would all be  
20 raised in the Answer but that is not always  
21 practical. Sometimes additional information comes  
22 to light that makes these defenses apparent that was

Page 52

1 not previously there and federal court and the  
2 administrative appeal boards, or excuse me the  
3 Environmental Appeals Board, has taken leniency in  
4 allowing consideration of those defenses within the  
5 judge's discretion, to ensure that the decisions are  
6 proper and that they are based on the merits and  
7 that this is has not become a game of procedural  
8 maneuvering.  
9 In fact, I may quote the Supreme Court in  
10 this matter, Conley v. Gibson, in which it held the  
11 courts must reject the approach, the pleading is a  
12 game of skill and one misstep of counsel may decide  
13 the outcome and accept the principle that the  
14 purpose of pleading is to facilitate a proper  
15 decision on the merits.  
16 The reality is, Your Honor, that we raised  
17 this exemption as soon as we discovered it and we  
18 hoped to evaluate it before we saw applicability to  
19 our case.  
20 HON. KATHIE STEIN: At what point in time  
21 in this process was counsel retained by your client?  
22 You indicated in the beginning he was pro se.

Page 53

1 MR. T.J. BUDGE: That is correct, Your  
2 Honor. I wasn't here when counsel was retained. It  
3 was I believe two years after the Corps got  
4 involved, I think in 2004.  
5 HON. KATHIE STEIN: But well in advance of  
6 the hearing?  
7 MR. T.J. BUDGE: Yes, I guess that was  
8 after the Complaint was filed. So there were two or  
9 three years in which he was on his own.  
10 HON. KATHIE STEIN: Does the record  
11 reflect that your client offered any explanation for  
12 the late assertion of the affirmative defense?  
13 MR. T.J. BUDGE: I don't know, I don't  
14 have the motion in front of me and don't recall the  
15 specific content of that. But there is plenty of  
16 argument made that the government kept it under  
17 wraps, so to speak, and had they been more  
18 forthright we certainly would have raised it long  
19 before the Complaint. We would have raised it from  
20 the very beginning, and we wouldn't be here today,  
21 in that case. But I can't answer with specificity,  
22 I am sorry, Your Honor.

Page 54

1 HON. KATHIE STEIN: Thank you.  
2 HON. SCOTT FULTON: Just a factual  
3 question from me, again back to this issue of  
4 whether there is impounding of water, as a factual  
5 matter, as a result of this project. You said no  
6 impounding, counsel for Region 10 said pooling,  
7 showed us a photograph that seemed to show some  
8 pooling. Is there a difference between impounding  
9 and pooling, and do you dispute that there is some  
10 sort of collecting of water that has occurred as a  
11 result of this project.  
12 MR. T.J. BUDGE: Perhaps the difference  
13 between impoundment and a pool is a little bit a  
14 matter of semantics. The fact is that there has  
15 never been a structure in place to impound water and  
16 form a pond or reservoir.  
17 Now, the culvert, the inlet for the  
18 culvert that goes underneath the road crossing, you  
19 will note from that picture that there are two  
20 culverts. There is a 12-inch culvert and an 18-inch  
21 culvert and the 12-inch culvert and the 12 inch  
22 culvert is simply for over flow in the event of a

Page 55

1 flood or high flows or something like that. And the  
2 top of that was extended a few feet further so as to  
3 prevent clogging. The main culvert, which is 18  
4 inches, is simply an elbow on the upstream end of  
5 the pipes running underneath the road, and it is in  
6 place so that the opening of the culvert is on a  
7 horizontal plane, and that simply is to prevent  
8 clogging.  
9 That is not to create a dam, to create  
10 impoundment. However, because of the horizontal  
11 plane on which the intake culvert is placed, he  
12 cited us one picture that immediately after  
13 installation of those there was a small puddle maybe  
14 eight or ten feet wide and one to two inches deep.  
15 That doesn't count or qualify as a dam or  
16 impoundment.  
17 Also, the culvert itself lets water flow  
18 continuously through it allowing any bugs that might  
19 move in there to move up and down.  
20 HON. SCOTT FULTON: Okay, Mr. Budge, I  
21 think we are good on our end. Thank you very much  
22 for your thoughts on this.

Page 56

1 MR. T.J. BUDGE: Thank you.  
2 HON. SCOTT FULTON: Mr. Ryan.  
3 MR. RYAN: Thank you, Your Honor.  
4 First of all I would like to correct the  
5 record on when counsel became involved for  
6 Respondent. I checked my notes and the person I  
7 spoke with Randall Budge. Mr. Thomas Budge is  
8 standing, Mr. Randall Budge is sitting there. I  
9 spoke with him on November 4th, 2004, this is six  
10 months prior to filing.  
11 If you look at the record at 539 to 556  
12 the testimony indicates that counsel for Respondent  
13 became involved in approximately early  
14 November 2004, six months prior to filing the  
15 Complaint.  
16 A lawyer is presumed to know the law. The  
17 404(f) is not a secret. Any law student that finds  
18 a treatise on 404 will know 404 exists. This  
19 respondent had effective representation of counsel  
20 six months prior to filing of the Complaint and yet  
21 waited six days prior to the hearing to raise the  
22 defense. There is no excuse.

Page 57

1 HON. SCOTT FULTON: You are not suggesting  
2 that they broke it at the last minute as a means of  
3 gaining surprise over the Region, are you?  
4 MR. RYAN: I am not, Your Honor. I don't  
5 know why they did it.  
6 With regard to the impoundment, that is  
7 not the defining element of our case or the defining  
8 elements of the defense of the 404(f). It is an  
9 element. Whether it was clear that the standpipes  
10 are in place, the question is not whether an  
11 impoundment was created at that time, the question  
12 is did those standpipes comply with the  
13 requirements. So we shouldn't get hung up simply on  
14 whether it was an impoundment or not. That is  
15 simply one factor to be considered.  
16 HON. SCOTT FULTON: This is a little  
17 stream, right?  
18 MR. RYAN: Yes, it is a small one, that is  
19 correct.  
20 HON. SCOTT FULTON: Several feet wide?  
21 MR. RYAN: That is correct.  
22 HON. SCOTT FULTON: A few inches deep?

Page 58	Page 60
<p>1 MR. RYAN: That is correct.</p> <p>2 HON. SCOTT FULTON: So the aquatic life we</p> <p>3 are talking about is not like large fish seeking</p> <p>4 passage?</p> <p>5 MR. RYAN: No one knows, Your Honor, no</p> <p>6 one looked. We didn't have that opportunity. But</p> <p>7 probably not. It is probably minimal, if at all.</p> <p>8 We don't know.</p> <p>9 HON. SCOTT FULTON: Is there a screening</p> <p>10 or anything in place in relation to the culverts</p> <p>11 that would prevent small insects, minnows and the</p> <p>12 like from passing through freely?</p> <p>13 MR. RYAN: Assuming they could jump. It</p> <p>14 is a vertical pipe.</p> <p>15 HON. SCOTT FULTON: I thought counsel for</p> <p>16 Mr. Adams is suggesting that part of the culverting</p> <p>17 system was not driven through the vertical planes.</p> <p>18 MR. RYAN: That is correct, Your Honor.</p> <p>19 It is essentially a horizontal culvert which runs</p> <p>20 underneath the road, but then it takes a 90 degree</p> <p>21 turn and you see it quite clearly in the Exhibit 12,</p> <p>22 and in Respond's own drawing, Exhibit 3.</p>	<p>1 MR. RYAN: In this particular case, not</p> <p>2 much at all. And I stated in my opening argument,</p> <p>3 my opening statement at the hearing, that this was</p> <p>4 not a big environmental harm case. We tried to</p> <p>5 settle this case before the 309 requirement, before</p> <p>6 we filed the administrative penalty action, and I</p> <p>7 submitted right up front when I went to hearing, it</p> <p>8 is not a big environmental harm case.</p> <p>9 This case is about recalcitrance, about a</p> <p>10 Respondent who just would not come into compliance,</p> <p>11 but numerous, in fact contacted by three different</p> <p>12 agencies. So this is a rabble case, and we did not</p> <p>13 prepare an environmental harm case for that reason,</p> <p>14 until six days prior to the hearing I didn't know it</p> <p>15 was an issue.</p> <p>16 HON. SCOTT FULTON: What do I think about</p> <p>17 the appeal that we are hearing from Mr. Budge that,</p> <p>18 gee, if the government had been more affirmative in</p> <p>19 its approach to this and of a mind to offer</p> <p>20 instruction to Mr. Adams that perhaps it would have</p> <p>21 spared everyone the challenge of this case? I mean</p> <p>22 if the Corps folks, Mr. Joyner, whoever the right</p>
Page 59	Page 61
<p>1 HON. SCOTT FULTON: The only path for the</p> <p>2 water is through the top of that pipe?</p> <p>3 MR. RYAN: Through the top of that</p> <p>4 vertical pipe. If the critters can jump, I guess</p> <p>5 they can get back and forth. Again, we didn't have</p> <p>6 a chance to develop that.</p> <p>7 HON. EDWARD REICH: When you say nobody</p> <p>8 looked, does that mean when the Corps did its</p> <p>9 evaluation it didn't look?</p> <p>10 MR. RYAN: I am not aware, if they did I</p> <p>11 don't know about it.</p> <p>12 HON. EDWARD REICH: Okay.</p> <p>13 HON. KATHIE STEIN: To what extent did</p> <p>14 EPA's proof on the appropriateness of the penalty</p> <p>15 parallel in some way some of the considerations you</p> <p>16 would needs to look at in terms of recapture and the</p> <p>17 farm road exemption? In other words, to the extent</p> <p>18 that you are having to prove, or you would make a</p> <p>19 part of your penalty case, a look at environmental</p> <p>20 harm and things like that, to what extent do those</p> <p>21 dovetail with the practices you would have to look</p> <p>22 at for the recapture?</p>	<p>1 person was, would have said early in the going,</p> <p>2 sounds like the farmer is trying to build a road</p> <p>3 here, that is a pig part of what you are about,</p> <p>4 actually that is something you probably can do, you</p> <p>5 just need to do it right, here is how you do it,</p> <p>6 scrap the dam part of the project, and proceed.</p> <p>7 MR. RYAN: I think --</p> <p>8 HON. SCOTT FULTON: If they are raising</p> <p>9 the concern about fair dealing with members of the</p> <p>10 regulated community, and that is not an</p> <p>11 insignificant concern, we have parties who don't</p> <p>12 have sophistication on environmental matters as a</p> <p>13 general proposition, who may or may not be trying to</p> <p>14 do the right thing. To the extent that the arm of</p> <p>15 the regulator that is out in the field can provide</p> <p>16 some instruction, that can carry a long ways, and</p> <p>17 that did not happen here, really, did it?</p> <p>18 MR. RYAN: I can't disagree that the more</p> <p>19 communication may possibly have changed the outcome</p> <p>20 That is of course possible. But when you look at</p> <p>21 that, the record of this Respondent, failing to</p> <p>22 reply and failing to respond to letters and failing</p>

1 to respond to telephone calls, it is quite clear  
2 this was a difficult person to deal with, and that  
3 record is quite well established.

4 And I see my time is up. I would like to  
5 just make one closing statement. The Respondent  
6 said several times this is a minor issue, this minor  
7 pleading issue resulted in the dismissal of the  
8 case. It was not minor.

9 Thank you, Your Honors.

10 HON. SCOTT FULTON: Okay. Well, we  
11 appreciate all the arguments we have heard today.  
12 We want to extend our thanks to the parties for  
13 their contributions; the folks out in Idaho,  
14 Mr. Budge, thank you so much for making yourself  
15 available, and working to find a forum that would  
16 make this hearing work for you.

17 And we have found the arguments I think  
18 very helpful. We will take them under advisement in  
19 reaching our decision in this case.

20 So, thank you again, and have a good day.

21 (Whereupon, at 2:44 p.m., the hearing was  
22 concluded.)

<p style="text-align: center;"><b>A</b></p> <p>ability 19:15,19                  20:2 44:2                  able 28:14 37:14                  abused 10:6                  accept 52:13                  accomplish 13:19                  accomplished 14:5                  accurate 16:8 17:14                  acknowledged                  27:15 37:18                  Act 15:7 17:12                  33:21 34:5 36:17                  38:11 49:11,16                  50:21                  action 29:1 60:6                  activities 49:12,17                  49:21                  activity 25:13                  Adams 1:7 3:7 4:4                  29:1,7,11,15 35:5                  35:13,17,21 36:14                  37:3,4,12,18 38:6                  38:8,11 39:19                  58:16 60:20                  added 39:6                  addition 11:21                  26:19                  additional 51:21                  address 4:17 29:22                  adjudicate 50:1                  administrative 5:17                  21:2 46:2,20 47:2                  47:7,14 50:6 52:2                  60:6                  ado 4:11                  advance 32:19 53:5                  advised 38:8                  advisement 62:18                  affect 51:13                  affirmative 13:22                  21:11,14 50:10,14                  50:20,22 51:3,7                  53:12 60:18                  affirmatively 21:18                  afternoon 3:2,3                  agencies 60:12                  Agency 1:2 2:9                  10:16 34:16 35:1                  45:21                  Agency's 23:5                  ago 29:7                  agree 7:3 21:10                  22:16 40:9 42:5                  44:14 45:21 46:15                  agreed 37:14</p>	<p>ALJ 6:22 7:18 9:18                  10:6 20:16 22:16                  44:16 46:16                  ALJ's 10:10,14                  allegation 47:18                  allegations 49:2                  allege 37:20                  alleges 34:21                  alleging 5:12                  allocate 46:20 47:3                  allocating 46:17                  allocation 46:22                  allotted 3:6                  allow 19:2 24:2                  allowed 20:4 24:8                  33:2 39:2                  allowing 32:13 39:9                  44:16 52:4 55:18                  alternative 8:4                  11:22 19:7                  alternatively 9:12                  ambiguous 33:20                  amend 6:14 7:18                  39:3                  Amended 7:19                  amending 38:20                  amendment 32:7                  39:2,8,9                  amendments 32:13                  ample 40:19                  analogous 51:10                  analogy 15:5                  analysis 16:9,11,12                  17:4,8,8 39:16                  42:8 43:15                  and/or 16:2                  answer 5:22 6:7,9                  6:14 7:19,19 22:2                  30:11 32:2,5                  51:15,17,20 53:21                  Answers 10:2                  anticipate 37:1                  anyway 18:16                  apparent 51:22                  appeal 1:7 52:2                  60:17                  Appeals 1:1 32:3                  52:3                  appear 29:3 46:10                  appeared 16:22                  36:6                  Appellee 2:17 3:7                  4:3                  applicability 17:17                  35:12 47:20 52:18                  applicable 13:3</p>	<p>33:22 34:2                  applicant's 40:6                  application 26:1,22                  37:6 38:12                  applied 5:14 16:9                  17:5 42:16                  applies 43:10                  apply 22:19 38:9                  41:17 43:3,10                  48:5 49:16 50:17                  appreciate 3:12                  29:4 62:11                  approach 52:11                  60:19                  appropriate 20:20                  45:22 46:6 47:6                  appropriateness                  47:10 59:14                  approximately                  56:13                  aquatic 15:15,17,18                  16:4 18:2,20                  40:20 58:2                  area 34:20                  arguably 33:6                  argue 19:18                  argued 11:21 45:7                  arguing 24:5                  argument 3:3,9,13                  4:1,6,18 6:2,6                  20:17 22:18 30:15                  45:10,13 51:9                  53:16 60:2                  arguments 3:15                  30:5 40:17 62:11                  62:17                  arises 14:12                  arm 61:14                  arriving 11:4                  articulated 34:17                  asked 8:6 11:5 18:9                  aspect 37:13,19                  assert 10:2 32:9                  41:10 43:9                  asserted 44:17                  asserting 5:12,21                  6:9 41:18                  assertion 6:3 19:5                  22:1 40:14 42:15                  53:12                  Assistant 2:4                  assume 44:21                  assumes 17:22                  Assuming 58:13                  attach 9:17                  attempt 35:9 46:18</p>	<p>attempted 33:15                  authorities 49:18                  authority 49:17                  automatically 9:17                  available 62:15                  avoid 29:20 38:2                  aware 35:10 36:4                  59:10                  A-6 13:7</p> <p style="text-align: center;"><b>B</b></p> <p>B 14:1                  back 14:7 26:14                  47:22 54:3 59:5                  Bailey 2:12                  based 23:4 30:4                  33:8 34:14 52:6                  basis 7:20                  bears 13:12,14 22:9                  began 4:22 29:7                  beginning 25:21                  26:6 52:22 53:20                  behalf 2:9,17                  believe 7:12 20:12                  21:4 22:22 35:20                  40:13 53:3                  bench 10:20                  benefit 3:11 5:6                  best 18:6 43:20                  47:9                  better 31:19                  big 40:5 60:4,8                  biologist 15:21                  18:22                  bit 23:4 25:1 54:13                  blown 34:16                  blue 30:17 31:2                  BMPs 41:14,16                  43:14                  board 1:1 3:10,13                  4:18 5:16 9:21                  19:4,13 20:6,9                  22:10 29:3 32:3                  33:7 40:2 46:1                  50:1 52:3                  boards 52:2                  Board's 3:4 4:20                  19:11 20:10                  Boise 2:7                  bottom 21:21                  Box 2:14                  brief 11:8 23:1 45:9                  45:15 49:4                  briefly 12:18                  briefs 3:15 30:4                  45:8,8,15</p>	<p>bring 17:15                  bringing 3:14 18:16                  broke 57:2                  brought 15:21                  16:13 18:22 30:22                  budge 2:11,12 4:5,6                  4:7,9,10 28:14,16                  28:19,21,22 31:7                  31:11,13,17,21                  32:17 33:3,17                  34:4 35:4 37:4                  40:10,12 41:12,18                  42:1,7 43:17 44:4                  44:14,21 46:5,12                  47:1 48:9,13,15                  49:10 50:3,12                  51:9 53:1,7,13                  54:12 55:20 56:1                  56:7,7,8 60:17                  62:14                  bugs 55:18                  build 5:4 61:2                  building 25:19                  bulldozing 5:1                  burden 5:19 13:12                  13:14,21,21 14:6                  14:9,22 15:14                  19:3 20:11,14,19                  21:1,6,7 22:9 30:4                  40:10,13 41:1,5                  41:19 44:7 46:17                  47:3,11,15,19                  50:11,12,15                  burdensome 49:13                  burden's 46:21                  business 5:10 6:11                  6:15 8:1</p> <p style="text-align: center;"><b>C</b></p> <p>C 3:1 4:7                  calendar 16:1                  calls 62:1                  capability 37:22                  capacity 44:19                  caps 24:12                  card 45:3                  Carroll 9:22                  carry 14:22 61:16                  case 4:16,22 5:13                  5:18 7:13 8:8,15                  9:4,6,14 12:11,12                  12:13,17,22 13:12                  13:13 15:1,6,7,9                  16:10 17:21 18:4                  18:6 19:9,22 20:1                  20:3,3,12 21:1,2,5</p>
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23:1 25:14 27:17 29:5 33:10 36:8 41:8 42:22 43:7 44:20 46:9,19 52:19 53:21 57:7 59:19 60:1,4,5,8,9 60:12,13,21 62:8 62:19 cases 9:22 10:1 cease 23:14 Center 2:13 certain 10:4 33:4 49:12 certainly 6:20 7:6 19:21 20:2,9 30:8 30:13 31:1,22 32:17 33:4,11 34:4,8 35:16 36:2 37:4 39:11 40:13 41:4 42:9 43:7 53:18 challenge 51:5 60:21 chance 41:10 59:6 change 28:2 38:9 changed 61:19 check 48:10 checked 56:6 choice 9:1,1 Circuit 38:22 39:6 Circuits 38:21 circumstance 20:20 24:17 34:3 circumstances 10:4 30:15 47:6 48:22 50:17 citations 22:6 cited 11:7 23:1 25:10 55:12 cites 13:13 claim 30:16 claimed 39:12 claims 24:11 clarity 3:14 Clean 15:7,9 17:12 33:21 34:5 36:17 38:10 49:11,16 50:21 clear 13:13 30:9 36:6 42:21 48:1 49:4 57:9 62:1 clearly 9:20 20:12 23:11,18 24:9 27:13 28:8 35:21 40:22 50:21 58:21 client 29:10 33:1,13	40:10 43:8,12 52:21 53:11 clock 48:10 clogging 38:2 55:3 55:8 closing 62:5 coin 39:22 collecting 54:10 come 4:19 13:17 14:3 31:2 60:10 comes 38:20 51:21 common 43:6 communication 61:19 community 61:10 competent 17:20 Complainant's 35:20 Complaint 12:12,14 34:21 53:8,19 56:15,20 completely 17:14 compliance 3:19 25:18 60:10 complied 43:20 comply 17:11 18:10 57:12 concept 25:1 26:12 concern 61:9,11 concerned 51:2 conclude 20:16 32:22 41:16 44:15 concluded 62:22 concludes 19:14 concluding 10:11 conditions 17:16 conducted 46:9 conference 3:8 29:4 confident 30:4 42:11 50:14 confused 23:4 Congress 44:6,12 49:12 Conley 52:10 consequently 15:13 consider 34:22 47:11 49:15 50:7 consideration 34:10 34:12 45:11 50:4 52:4 considerations 59:15 considered 30:20 40:21 42:13,17 48:2,3 57:15 considering 33:11	34:7 47:6 51:14 consistent 19:11 consolidated 30:9 30:13 31:22 constructed 17:9,9 44:4,10 constructing 5:3 construction 23:7 23:15 43:19 consultation 33:22 contacted 60:11 contemplated 36:21 37:5 contending 49:8 content 53:15 contention 25:20 contested 25:15 continuance 11:22 continue 38:16 continuously 55:18 contradictory 38:19 contrary 13:14 37:20 40:14 42:5 contributions 62:13 controversy 50:2 converting 50:19 51:2 Corps 5:7 13:8 16:8 16:13,20,21 18:10 25:12 26:1,7 27:12,15 29:9,14 33:15 35:10,13,17 35:18,21 36:9,10 39:15,18 49:20 53:3 59:8 60:22 correct 10:8 11:11 12:2 14:20 18:17 27:1,2 30:6 42:2 43:17 48:6 50:3 53:1 56:4 57:19 57:21 58:1,18 counsel 2:4 3:7,18 3:21 4:3,7 12:11 12:13 30:19 31:5 32:15 35:6,18 37:20 38:17 44:8 47:16 49:2 52:12 52:21 53:2 54:6 56:5,12,19 58:15 counsel's 40:14 count 55:15 countered 47:22 course 17:22 61:20 court 3:22 7:10 28:21 30:20 42:22	45:1 52:1,9 courts 32:4 52:11 co-counsel 7:11 create 55:9,9 created 57:11 credibility 47:8 creek 5:1,1 16:1,3 18:3 24:8 critters 59:4 crossing 5:3 37:5,9 37:11,13,19,21 54:18 cross-examination 21:12,12,20 culvert 54:17,18,20 54:21,21,22 55:3 55:6,11,17 58:19 culverting 58:16 culverts 24:2 54:20 58:10 cure 20:5 curious 16:16 current 38:4 currently 20:21 cut 10:12 CWA 1:7 CWA-10-2004-01... 1:9 C.F.R 13:5,20 25:7	dealing 37:1 61:9 December 16:22 decide 42:19 49:19 52:12 decision 10:10,14 10:18 11:13 15:17 18:19 19:12 22:4 30:6 39:21 40:15 40:16,19 41:9 42:13 43:6 44:18 45:16 47:14,17,18 48:1,16,20 49:5 50:7 52:15 62:19 decisions 32:2,6,13 33:8 52:5 declaratory 42:19 deep 55:14 57:22 defeated 14:15 42:6 42:10 defendant 10:2 defense 5:17 6:2,4,6 6:8 7:2,20 8:3,8 8:19,22 9:13 12:16 13:10,11,22 19:5,6,9,14 20:3,7 21:11,15,19 22:1 22:8,11 27:9,9 30:16 32:4,20 33:2,13,19,19 34:1,4,7,10,12,17 34:17 40:11 44:16 49:8 50:10,14,20 51:6,10,11 53:12 56:22 57:8 defenses 22:17 33:5 50:22 51:3,7,14 51:17,22 52:4 deficiencies 33:9 defining 57:7,7 definitely 14:14 degree 58:20 deliberately 31:9 33:12 35:18 36:7 demand 29:11 denying 39:3 Department 24:12 38:7 depth 23:12 48:17 describe 26:3 27:7 description 37:8 deserves 48:21 desist 23:14 despite 12:10 determination 19:6 19:8 20:22 31:4 39:13,15,19 40:3
--	--	--	---	--

40:4 45:1,6 47:4 <b>determine</b> 43:2 47:8,10 <b>develop</b> 44:10 59:6 <b>developed</b> 16:6 <b>differ</b> 50:9 <b>difference</b> 24:18 54:8,12 <b>different</b> 17:1 49:14 60:11 <b>differently</b> 12:21 <b>difficult</b> 8:21 46:10 62:2 <b>difficulty</b> 36:12,13 <b>disagree</b> 35:4 61:18 <b>discharge</b> 15:9 <b>discovered</b> 40:5 44:8 52:17 <b>discretion</b> 9:17,21 10:7 34:6 52:5 <b>discuss</b> 38:16 <b>discussed</b> 11:10 <b>Dismiss</b> 5:12 8:14 8:18 10:22 11:2 <b>dismissal</b> 20:1 22:12 62:7 <b>dismissed</b> 38:19 <b>disposed</b> 12:16 <b>dispositive</b> 8:15,17 9:3 12:5 <b>disprove</b> 47:16 <b>dispute</b> 54:9 <b>District</b> 43:1 <b>DMC</b> 26:22 <b>Docket</b> 1:8 <b>documented</b> 42:13 <b>documents</b> 18:1 <b>doing</b> 5:2 9:10 15:4 25:22 28:15 29:20 43:4 48:11 <b>dollars</b> 29:18 <b>DONALD</b> 1:21 <b>doubt</b> 3:11 <b>dovetail</b> 59:21 <b>drawing</b> 58:22 <b>driven</b> 58:17 <b>drop</b> 9:6,10 36:15 <b>dropped</b> 37:12,19 <b>drug</b> 35:6 <b>dual</b> 25:1 26:12,16 26:19 <b>DURR</b> 48:12 <b>D.C</b> 1:3 7:12	<b>earlier</b> 41:10 <b>early</b> 30:21 56:13 61:1 <b>earthen</b> 26:3 <b>ease</b> 44:7 <b>East</b> 2:13 <b>economy</b> 7:8 <b>EDWARD</b> 6:5,13 6:18,22 7:15 9:15 10:5 14:14,18 16:7 17:3,13 18:12,15 22:13 34:15 41:12,21 42:4 43:11,22 59:7,12 <b>effect</b> 10:10,14 49:10,15,19 <b>effected</b> 28:2 <b>effective</b> 56:19 <b>effectively</b> 10:15 19:19,20 41:6 <b>eight</b> 48:12 55:14 <b>either</b> 9:18 <b>elbow</b> 55:4 <b>element</b> 18:20 57:7 57:9 <b>elements</b> 13:9,15,19 14:11,15 15:8,12 16:15 21:9 22:1,5 22:7 27:8,9,11,13 41:22 42:2,5 57:8 <b>enables</b> 43:2 <b>ended</b> 27:5 46:4 <b>Enforcement</b> 3:19 <b>engage</b> 49:21 <b>Engineers</b> 5:7 16:20 26:2 29:9 <b>ensure</b> 25:6 52:5 <b>entire</b> 4:1 <b>entirely</b> 7:3 8:3,22 21:11 22:15 <b>environmental</b> 1:1 1:2 32:3 51:1,8 52:3 59:19 60:4,8 60:13 61:12 <b>EPA</b> 2:5 3:20 6:3 18:19 29:20 30:2 30:16,18 31:2 33:15 34:9 37:17 37:20 38:17 39:12 39:17,21 41:3,5 45:3,5,7,9,13 47:5 47:15,16 49:2,20 <b>EPA's</b> 59:14 <b>equipment</b> 5:4 25:14,16,21	<b>err</b> 20:17 44:16 <b>erred</b> 42:8 46:16 <b>ESQ</b> 2:3,11 <b>essentially</b> 18:3 58:19 <b>establish</b> 18:21 <b>established</b> 21:11 41:7 48:3 62:3 <b>establishes</b> 23:2 <b>evaluate</b> 11:14,17 43:13 44:9 52:18 <b>evaluating</b> 35:11 40:17 <b>evaluation</b> 44:1 59:9 <b>eve</b> 8:16 <b>event</b> 45:20 54:22 <b>events</b> 30:12 <b>evidence</b> 5:20 14:2 14:5 15:8 17:22 18:1,21 19:16 21:8 22:8 30:19 39:13,20 40:18,19 40:21 42:1,14,15 43:7 44:22 45:5 47:9 48:2,3,4,18 48:19 50:15 <b>evidentiary</b> 12:1 24:16 46:8 <b>example</b> 14:13 15:2 15:15,16 18:22 22:3 <b>examples</b> 19:1 <b>exception</b> 22:17 <b>excuse</b> 13:1 20:8 52:2 56:22 <b>exempt</b> 28:10 29:15 35:15 36:1,3 44:12 <b>exempted</b> 24:5 28:7 28:10 <b>exemption</b> 5:14 13:7,8,16 15:1 16:9 17:5 19:9 24:6 25:4,9 29:10 29:21 30:1,10,17 32:1 35:10,12,19 35:22 40:18 41:10 41:17,19 42:6,10 42:15,18 43:10,12 43:18 44:6,9 45:7 45:11 47:16,20 48:5 49:11 50:5,7 50:16,21 52:17 59:17 <b>exemptions</b> 35:2	40:2 43:2 <b>exhibit</b> 17:6,7 23:9 23:10,18 24:20 26:10 35:19,20 58:21,22 <b>exist</b> 18:4 <b>existed</b> 43:13 <b>existence</b> 27:16 43:1 <b>existing</b> 26:3 29:8 <b>exists</b> 20:21 33:20 56:18 <b>experience</b> 43:6,8 <b>expert</b> 15:22 26:8,8 <b>experts</b> 43:5 <b>explain</b> 24:22 32:21 49:7 51:5 <b>explaining</b> 35:22 <b>explanation</b> 53:11 <b>expressly</b> 30:10 32:1,4 37:18 47:19 <b>extend</b> 62:12 <b>extended</b> 55:2 <b>extension</b> 8:6,11,12 11:22 <b>extensively</b> 31:4 <b>extent</b> 28:1 59:13 59:17,20 61:14 <b>extreme</b> 48:16 <b>extremely</b> 42:12	<b>fairly</b> 28:16 34:1 <b>falls</b> 50:13 <b>false</b> 49:4 <b>far</b> 11:18 48:7 <b>farm</b> 5:3,13 13:3,6 13:7,15 17:4 25:16,21 26:16,21 27:19 29:8,10,21 30:10,17 32:1 36:16 40:17 41:17 41:19 42:6,18 43:12 44:5,6 47:20 59:17 <b>farmer</b> 16:9 50:16 61:2 <b>farmers</b> 42:18 43:2 43:4 44:5,7 49:13 49:19 <b>farming</b> 25:13 50:20 <b>favor</b> 41:14 <b>federal</b> 30:11 32:3 32:6 38:20 51:16 52:1 <b>feel</b> 33:17 <b>feet</b> 55:2,14 57:20 <b>fell</b> 44:6 <b>felt</b> 12:4 49:12 <b>field</b> 25:14 61:15 <b>file</b> 9:1 <b>filed</b> 5:11 6:13,19 6:20 8:13,17 9:12 10:20,22,22 32:10 53:8 60:6 <b>filing</b> 12:11,14 32:19,22 56:10,14 56:20 <b>fill</b> 25:8,12 <b>filled</b> 24:19 26:3 <b>final</b> 32:13 33:1 <b>find</b> 15:22 20:10 30:5 42:7 62:15 <b>finding</b> 47:10 51:5 <b>findings</b> 22:5 41:13 <b>finds</b> 56:17 <b>first</b> 5:12 6:1 8:18 16:22 17:10 18:7 29:2 32:7 40:7 56:4 <b>fish</b> 5:5 15:21 18:22 23:13 37:6 58:3 <b>five</b> 3:6 4:16 5:8 15:8 29:7 <b>flood</b> 55:1 <b>flow</b> 54:22 55:17 <b>flows</b> 55:1
<hr/> <b>E</b> <hr/> <b>E</b> 3:1,1				

<p>fly 36:16 flying 7:11,11 focus 9:11 focused 9:7 folks 60:22 62:13 footnote 22:3 forced 42:18 Forgive 23:21 form 54:16 forth 27:4,11,20 59:5 forthright 53:18 forum 46:19 62:15 forward 11:16 18:8 found 13:4,8 15:16 18:18,19 36:6 40:5,22 41:14 42:4,14 44:17 48:4 62:17 four 17:11 29:13 35:11 framework 25:2 free 15:15 24:2 freely 24:8 58:12 front 43:18 53:14 60:7 full 24:10 FULTON 3:2 4:3,8 4:11 8:10 11:19 12:18 20:15 21:10 21:17 23:3 24:15 24:22 26:11,18 27:6 28:4,13,17 28:20 31:7,14,19 33:17 36:8 40:9 44:14 45:18 46:7 46:14 48:9,13 54:2 55:20 56:2 57:1,16,20,22 58:2,9,15 59:1 60:16 61:8 62:10 function 32:8 functioned 38:3 functions 49:3 further 3:14 4:11 21:3 46:3 48:14 49:6 55:2</p> <hr/> <p><b>G</b></p> <p>G 3:1 gain 29:13 gaining 57:3 game 45:4 52:7,12 Gary 3:18 gather 46:8 gee 60:18</p>	<p>general 3:20 61:13 Gibson 52:10 give 19:1 31:14 33:3 given 10:3 32:18 giving 41:9 go 8:2 11:15 15:3,3 18:8 31:15 35:1 50:1 goes 31:15 50:5 54:18 going 12:8 15:3 18:5,7 47:4 61:1 good 3:2 28:17 40:7 55:21 62:20 gotten 12:10 government 33:12 35:8 36:7,9 41:8 53:16 60:18 granted 7:1,18 grave 39:9 grounded 20:1 grounds 9:2 guess 36:9,10 53:7 59:4</p> <hr/> <p><b>H</b></p> <p>half 16:20 31:6 hand 36:19 happen 29:20 39:11 61:17 happened 12:20 43:19 happy 23:9 harm 59:20 60:4,8 60:13 hear 26:13 28:14 31:17 36:13 47:7 48:18 heard 62:11 hearing 1:12 5:9,11 6:12,15 7:9 8:1,7 10:20 11:4,5 12:1 13:18 16:17 18:7 22:11 24:16,21 26:2,5 29:17 30:19,22 31:5 32:21 34:8 39:14 45:8,15 46:9 53:6 56:21 60:3,7,14 60:17 62:16,21 held 9:21 15:18 32:4 38:22 42:22 43:1 51:18 52:10 help 31:9 51:4 helpful 62:18</p>	<p>hid 33:12 hidden 34:22 hiding 34:16 35:18 high 55:1 highlighted 34:1 hire 35:6 43:5 HON 3:2 4:3,8,11 6:5,13,18,22 7:15 8:10 9:15 10:5,9 10:13 11:9,14,19 12:18 14:14,18 16:7 17:3,13 18:12,15 19:2,13 20:5,15 21:10,17 22:13 23:3 24:15 24:22 26:11,18 27:6 28:4,13,17 28:20 31:7,14,19 32:15,18 33:17 34:15 36:8 40:9 41:12,21 42:4 43:11,22 44:14 45:18 46:7,14 48:9,13 49:7,22 50:9,18 52:20 53:5,10 54:1,2 55:20 56:2 57:1 57:16,20,22 58:2 58:9,15 59:1,7,12 59:13 60:16 61:8 62:10 Honor 3:17 4:5,15 6:21 8:13 9:21 11:5,11 12:3 14:21 16:18 21:21 23:22 27:2 28:19 35:5 40:12 42:3 46:6,12 50:4 52:16 53:2,22 56:3 57:4 58:5,18 Honors 62:9 hoops 38:6 hoped 52:18 horizontal 24:2 55:7,10 58:19 host 51:7 hung 57:13 hypothetically 8:4</p> <hr/> <p><b>I</b></p> <p>Idaho 2:7,15 5:2 24:12 38:7 46:8 62:13 idea 25:3,7 Ideally 51:19 identifies 37:10</p>	<p>identify 51:16 imagine 28:4 immediately 55:12 impact 25:5,6 27:3 implementing 13:6 implicate 51:7 implicitly 10:15 implies 38:17 imply 44:1 important 41:7 importantly 34:11 impose 20:6 impound 26:6 37:22 38:1 54:15 impounded 24:3,14 37:21 impounding 54:4,6 54:8 impoundment 5:5 37:8,16,19 54:13 55:10,16 57:6,11 57:14 impression 36:11 improperly 30:3 41:4 improve 29:8 inappropriate 22:12 inappropriately 21:7 inaudible 30:21 inch 54:21 inches 55:4,14 57:22 incidental 37:5,16 include 38:13 included 7:19 36:12 includes 41:21 incorrect 45:17 independent 34:20 indicated 52:22 indicates 56:12 indicating 4:13 indications 45:2 inferred 47:21 influenced 44:19 information 51:21 informed 37:12 inhibited 15:19 initial 10:18 11:13 15:17 16:21 18:19 22:4 37:6 40:15 40:16 47:14 48:1 48:16 49:5 initiative 30:20 injustice 39:9</p>	<p>inlet 54:17 inquiring 35:21 insects 58:11 insignificant 61:11 inspection 17:1 inspections 17:1 inspectors 17:10 installation 55:13 instruction 60:20 61:16 intake 38:1 55:11 integral 37:2 intend 11:6 intended 26:6 44:7 44:12 intent 38:4 interest 9:9 internal 40:2 interpret 10:9,14 10:18 interpreting 10:1 interrupt 32:16 investigate 38:6 investigator 16:21 involved 12:13 35:17 53:4 56:5 56:13 issue 4:20 11:12,15 13:3 18:13 19:3 25:13,17,17 29:22 38:17 44:15 54:3 60:15 62:6,7 issued 5:6 23:14 issues 4:17,20 5:15 19:21</p> <hr/> <p><b>J</b></p> <p>J 1:7 2:11 29:1 Jacob 3:7 James 16:19 26:7 31:3 45:6 job 15:4 joint 37:7 Jones 42:22 Jones 3:19 Joyner 16:19 18:9 18:12 26:7 31:3 45:6 60:22 judge 5:17 7:11 11:3,5 15:16 18:11 20:19 21:3 30:3 31:1 32:20 34:6 36:5 46:2,20 47:2,3,7,15,22 50:6 judge's 34:10 45:11</p>
---	--	---	--	---

52:5 judgment 42:19 judicial 7:8 July 5:10,11 10:21 jump 38:6 58:13 59:4 June 8:15 24:10,13 jurisdiction 22:20 33:6 38:11 49:12 49:14 51:13 jurisdictional 22:18 22:21 33:6 49:9 49:18 51:4,6,11 justice 51:13 justified 50:6	left 31:16 48:12 legal 33:14 35:6,17 44:8 legally 48:5 legitimate 21:13 length 27:13 leniency 52:3 letter 35:21 letters 61:22 let's 31:14,20 life 15:16,17,18 16:4 18:20 58:2 light 19:17 51:22 line 14:8 21:21 lined 7:10 lines 47:17 listening 36:4 literature 16:2 litigation 8:19 litigator 15:2 18:5 little 25:1 31:8 34:16 49:13 54:13 57:16 lived 7:13 long 53:18 61:16 longer 7:1 look 13:20 15:5 17:6 18:18 22:3 23:8,19 25:10,11 35:3 37:6 46:2 56:11 59:9,16,19 59:21 61:20 looked 16:3,15 58:6 59:8 looking 10:5,6 27:1 lose 15:12 losing 45:12 lump 51:12	20:7 21:12,19 27:3 34:19 36:12 41:4 50:20 59:8 60:21 means 57:2 meet 20:11,13 21:6 24:6 meeting 21:14 members 29:2 61:9 mention 17:21 mentioned 21:8 31:5 mere 39:1 merits 32:14 52:6 52:15 met 5:20 9:4 21:1 27:19 40:13,22 41:19 50:15 meticulous 42:12 middle 23:15 mind 20:13 60:19 minimal 25:5,6 27:3 58:7 minnows 58:11 Minoli 3:20 minor 33:8 62:6,6,8 minute 8:3 57:2 minutes 3:6,6 4:16 48:12 misallocated 20:19 missed 9:2 12:4,9 misstep 52:12 modify 36:2 moment 32:16 monitor 23:10,20 month 26:2 months 12:11,14 56:10,14,20 Moran 36:5 motion 5:11 6:14,21 7:7,18 8:13,14,18 9:1,11 10:10,15 10:16,19,21,22 11:1,1,6 38:18 53:14 motions 8:15,17 9:3 12:5 32:19,22 move 5:3 8:6 25:21 55:19,19 moving 11:21 25:14 25:16	necessarily 21:18 51:11 necessary 34:12 need 33:18 43:4 44:22 61:5 needed 29:14,19 36:3 44:2 needs 59:16 never 25:15,16 29:5 29:14 35:12,22 36:4 37:21 38:14 38:15 43:22 45:9 48:7 54:15 nevertheless 43:20 new 8:3,22 9:13,13 32:9 45:13 niceties 12:7 nine 22:5,7 normal 20:10 normally 49:14 note 41:2 47:19 49:1 54:19 noted 31:1 41:5 45:4 notes 56:6 notice 12:8 15:22 16:12 17:15 30:14 41:9 notified 29:14 notify 35:13 notion 50:19 51:2 November 17:10 56:9,14 novo 22:10 number 8:1 20:16 20:17,18 numerous 50:22 60:11 Nye 2:12	19:22 21:7 22:4 36:5 40:21 41:2 42:8,11 48:17 Oil 9:22 okay 28:15 31:14 31:17,19 46:14 48:13 55:20 59:12 62:10 Olson 2:12 once 35:12 opening 30:18 55:6 60:2,3 operate 40:1 operated 38:15 opportunity 32:9 58:6 opposed 6:16 7:6 opposing 38:22 39:3,10 oral 4:18 Orchard 2:6 order 3:4,5 4:18 19:21 23:14 30:1 ordered 24:11 ordinary 50:19 Oregon 42:22 43:1 original 32:11 outcome 45:20 52:13 61:19 outlined 34:5 outset 10:20 11:5 overrule 33:8	
<hr/> <b>K</b> <hr/> KATHIE 10:9,13 11:9,14 19:2,13 20:5 32:15,18 49:7,22 50:9,18 52:20 53:5,10 54:1 59:13 keep 33:15 40:2 kept 36:7 39:19 53:16 Kevin 3:20 kind 34:1,2 know 11:18 36:15 42:21 43:4,12 44:2 45:2,19 47:21 53:13 56:16 56:18 57:5 58:8 59:11 60:14 knowledge 43:8 known 32:10 33:14 knows 16:1 58:5	<hr/> <b>L</b> <hr/> laboring 36:11 large 24:4 58:3 late 6:3,14 7:21,22 9:12 19:5,10 30:21 45:4 53:12 late-filed 8:14 law 5:17 13:12,13 14:7 21:2 23:1 33:22 38:20 40:8 46:2,20 47:2,7,14 50:6 56:16,17 laws 51:1,8 lawyer 56:16 Lazarus 9:22 19:12 learned 18:6 leave 22:14 39:3 leeway 10:3	<hr/> <b>M</b> <hr/> main 31:9 55:3 making 40:18 50:13 62:14 Management 43:21 maneuvering 52:8 manner 3:9 March 3:4 Mark 2:3 3:17 material 25:8 38:17 materially 30:2 matter 22:20,22 30:22 33:7 38:10 51:12 52:10 54:5 54:14 matters 32:9 61:12 mean 12:6 16:14	<hr/> <b>N</b> <hr/> N 2:6 3:1 name 4:5 28:22 nature 12:19	<hr/> <b>O</b> <hr/> O 3:1 objective 28:6 obligation 34:20 40:1 obstruct 7:17 obtain 29:12,18 35:9 42:19,20 obviously 34:19 occasion 44:5 occurred 54:10 offer 60:19 offered 17:19,20 53:11 Office 2:14 3:19,20 officer 5:18 18:18	<hr/> <b>P</b> <hr/> P 3:1 page 26:5 45:16 pages 40:16 parallel 59:15 part 9:18 28:5 36:15 37:2,9 58:16 59:19 61:3 61:6 participate 3:8 particular 51:6 60:1 particularly 33:11 41:7 parties 3:10 32:8 61:11 62:12 party 9:8 39:3,10 party's 38:22 pass 24:8 passage 15:15 24:3 58:4 passing 58:12 path 59:1

penalty 59:14,19 60:6	35:1,8 46:1 47:5 47:13 52:20	preponderant 21:14	41:20 46:17,18,21 47:3,11 50:11,13 59:14	rabble 60:12 Racine 2:12
perforated 24:12	policy 33:7 40:8	presence 36:10 40:20	proper 46:22 52:6 52:14	raise 5:16 6:2 8:3 12:15 33:2 56:21
performed 17:2	pollutant 15:9	present 3:10 12:21 19:16 21:18 44:19 44:22	properly 5:18 46:20	raised 4:18 8:9,22 18:13 19:10,21 29:22 30:11,12,16 32:2,5,20 33:5 34:7 50:5 51:15 51:17,20 52:16 53:18,19
periods 32:19	pond 5:5 24:4 37:6 54:16	presentation 13:21 14:4,5	proposition 61:13	raises 8:18 raising 6:7,9,11 22:17 61:8
permit 5:6 23:17 24:5 25:4 26:1 29:12,13,18 32:13 35:9,15 37:7,14 38:12 42:20 43:4 44:12	ponding 23:11,12	presented 3:15 22:17 30:5 37:17 50:15	PROTECTION 1:2	Randall 4:7 56:7,8
permits 45:12	ponds 23:13	presenting 3:22 4:6	prove 5:19 15:6,7 15:16,18 18:20 47:20 59:18	rationale 49:8
permitted 28:8,9	pool 54:13	presiding 5:18 18:18 19:22 21:6 22:4 31:1 36:5 40:21 41:2 42:8 42:11 48:17	proved 14:2 22:11 47:5	reach 28:1
permitting 29:3	pooling 23:6 54:6,8 54:9	presumed 56:16	providing 32:8 61:15	reaching 62:19
person 11:20 15:10 50:13 56:6 61:1 62:2	portion 5:1	pretty 24:16	provision 13:3,4 27:15 36:17	readily 37:14
personal 51:12	position 8:20,21 11:20 23:5 39:18 47:9	prevent 55:3,7 58:11	provisions 13:6 27:16	reading 47:17
persons 16:12	possibilities 38:7	previous 9:7	puddle 55:13	Ready 3:16
perspective 39:21	possible 28:11 61:20	previously 52:1	pull 45:13	real 9:8
persuasion 13:21 14:6	possibly 61:19	primary 3:13 36:10 38:13	pulling 45:3	reality 52:16
Phillip 1:7 29:1	post 2:14 45:8,15	principal 52:13	purpose 5:2 25:1 26:12,16,19 32:12 37:10 38:13 52:14	realized 35:8
photograph 54:7	posthearing 45:8	prior 5:10 6:11 11:3 12:11,14,15 19:12 34:8 39:14 56:10,14,20,21 60:14	purposes 7:7 21:13	really 14:18 43:22 61:17
physically 3:10	potential 35:2	pro 52:22	push 14:7	reason 7:7 10:17 12:7 35:5 39:2 60:13
pick 31:16	potentially 34:2	probably 58:7,7 61:4	put 8:20 12:8 13:18 15:11 18:8,21 20:2 23:9,16 24:11 27:19 31:3 39:12 40:19 43:7 45:5,6	reasoned 42:12
picture 54:19 55:12	Potter 5:1 16:1,3 18:3	problem 31:10,10	puts 8:21 17:22	reasons 33:3
pig 61:3	power 22:10 50:1	procedural 12:7 45:3 52:7	p.m 62:21	rebut 14:7,11,19,21 15:3,4,14 17:21 19:19,20 41:3,6
pipe 58:14 59:2,4	practical 39:7 49:15 51:21	proceed 3:3,9 4:12 28:18,20 31:20 44:20 46:3,21 61:6	Q	rebuttal 3:7 4:14,16 8:8 9:13 12:22 15:20 18:8 39:12 44:20 48:4
pipes 23:22 24:9,20 37:22 55:5	practice 30:9,13 31:22 33:14 46:13	processed 38:14	qualify 33:11 44:11 55:15	rebutting 18:4
place 5:18 23:16 24:1,10,14 40:7 54:15 55:6 57:10 58:10	practices 43:21 59:21	produced 27:22	qualifying 26:21	recalcitrance 60:9
placed 55:11	preapproval 49:20	produces 39:9	question 16:6,7 17:18,19 19:3 20:13 22:14 23:4 23:16 24:4 28:9 31:4 46:15 54:3 57:10,11	recall 53:14
plainly 34:2 38:19	precludes 34:6	professor 14:8	questions 5:22 18:9 27:6 49:6	recapture 26:22 27:15,16,21 59:16 59:22
plaintiff 8:21 15:6	prefer 46:17	project 18:10 26:15 28:5,8 36:1,3,12 36:16,20,22 37:3 37:8,10 54:5,11 61:6	quite 12:4 13:12 20:12 34:21 58:21 62:1,3	recaptured 27:21 28:6
Plaintiff's 17:7 23:9	preferred 45:20	proof 13:14 14:9 19:4 20:14,19 22:9 40:10 41:3,6	quote 30:19 32:6,12 38:21 52:9	receive 34:13
plane 55:7,11	prehearings 6:10		R	received 11:1
planes 58:17	prejudice 10:4,11 11:15,17 12:19 14:12 19:3 38:17 38:18 39:5,8		R 1:21 3:1	record 11:7 12:13 13:18 15:12 19:20 20:21 21:4,8,22 22:6,8 23:5 40:15 41:13,15 48:21 53:10 56:5,11 61:21 62:3
planned 23:13	prejudiced 6:3 9:5 19:11,15,19 20:2 20:18 30:2 34:9 39:1,4 45:10,14 45:17,22			recourse 46:1
planning 18:15	prejudicial 44:18			
plans 4:13	preparation 9:6,11			
play 26:13 39:22	prepare 8:8 15:20 60:13			
pleading 34:14 52:11,14 62:7	prepared 3:12 4:19 8:2 15:3,4 28:18			
pleadings 32:7,11 33:8 38:21	preparing 9:7,9,12 29:8			
please 12:18 28:20 28:21	preponderance 5:20 14:2 15:8			
plenty 53:15				
plural 6:10				
Pocatello 2:15 7:14 11:4 46:7,11,13				
point 15:10 24:4				

<p><b>reduced</b> 27:22 <b>reflect</b> 53:11 <b>regard</b> 22:5 36:22 57:6 <b>regarding</b> 30:8 40:20 49:2 <b>Region</b> 2:5 12:20 12:21 44:18,21 46:16 54:6 57:3 <b>Regional</b> 2:4 <b>Region's</b> 44:19 <b>regulate</b> 49:17 <b>regulated</b> 61:10 <b>regulation</b> 13:8 18:10 25:6,11,12 26:13 27:20 <b>regulations</b> 6:19 25:7,19 27:4,12 33:21 <b>regulator</b> 61:15 <b>regulators</b> 36:20 <b>regulatory</b> 13:4,6 25:2 <b>REICH</b> 6:5,13,18 6:22 7:15 9:15 10:5 14:14,18 16:7 17:3,13 18:12,15 22:13 34:15 41:12,21 42:4 43:11,22 59:7,12 <b>reject</b> 52:11 <b>rejected</b> 18:11 <b>rejecting</b> 20:17 <b>relates</b> 25:2 <b>relating</b> 32:7 <b>relation</b> 46:9 58:10 <b>relevant</b> 4:20 13:2 13:5 <b>relief</b> 19:16 <b>remand</b> 46:5,19 <b>remanded</b> 42:9 47:2 <b>remanding</b> 21:2 46:2 <b>remarks</b> 3:12 <b>remedy</b> 19:4 <b>rendered</b> 45:16 <b>reply</b> 45:8,15 61:22 <b>replying</b> 39:21 <b>REPORTED</b> 1:20 <b>reporters</b> 7:10 <b>representation</b> 56:19 <b>represented</b> 35:14 <b>representing</b> 28:22</p>	<p><b>request</b> 49:5 <b>require</b> 30:12,14 32:1 <b>requirement</b> 24:6 25:4 27:14 29:16 34:14 35:15 44:13 60:5 <b>requirements</b> 5:21 13:9 17:12 24:7 25:18 27:3,19 28:10 57:13 <b>requires</b> 10:1 <b>research</b> 34:20 <b>reserve</b> 4:14,16 <b>reservoir</b> 54:16 <b>resorted</b> 35:17 <b>resource</b> 25:5 <b>Resources</b> 24:13 38:8 <b>respect</b> 6:1 19:5 33:4 <b>respond</b> 23:14 61:22 62:1 <b>respondent</b> 4:22 5:11,19 13:12,14 18:2 21:5 22:9 23:17 29:1 50:10 56:6,12,19 60:10 61:21 62:5 <b>respondents</b> 13:22 20:11 <b>respondent's</b> 26:4,8 47:19 <b>Respond's</b> 58:22 <b>responsibility</b> 40:6 <b>result</b> 23:7 34:13,14 48:6,6,7 54:5,11 <b>resulted</b> 62:7 <b>results</b> 39:8 <b>retained</b> 52:21 53:2 <b>review</b> 12:19 16:2 20:10 22:11 <b>revisit</b> 11:12 <b>re-sort</b> 46:18 <b>right</b> 7:14 15:5 21:15 26:15 34:17 57:17 60:7,22 61:5,14 <b>ringer</b> 35:7 <b>river</b> 28:11 <b>road</b> 5:3,4,13 8:7 13:6,7,15 17:4,8,9 23:7 24:8 25:19 26:16,20,21 27:19 29:8,10,10,15,21 30:10,17 32:1</p>	<p>35:14 36:17 37:9 37:11 38:3,14 40:17 41:17,19 42:6,18 43:12,20 44:5,6,10,11 47:20 54:18 55:5 58:20 59:17 61:2 <b>roads</b> 13:3 <b>rule</b> 11:3,6 30:12 32:8 <b>ruled</b> 10:19 11:10 <b>rules</b> 30:9,11,13 31:22 51:16 <b>ruling</b> 10:10,15,16 19:7,12 20:6 <b>running</b> 48:11 55:5 <b>runs</b> 58:19 <b>Ryan</b> 2:3 3:17,18 4:1,2,12,15 6:8,17 6:20 7:3,22 8:12 9:20 10:8,12,17 11:11,17 12:3 13:1 14:17,20 16:18 17:6,18 18:14,17 19:8,18 20:9 21:4,16,21 22:21 23:8 24:18 25:3 26:17 27:2 27:10 28:7,13 56:2,3 57:4,18,21 58:1,5,13,18 59:3 59:10 60:1 61:7 61:18</p> <hr/> <p style="text-align: center;"><b>S</b></p> <hr/> <p><b>S</b> 3:1 <b>satisfied</b> 43:14 <b>saw</b> 26:9 52:18 <b>saying</b> 4:21 7:16 26:13,18 36:14 39:7 40:1 41:13 45:19 <b>says</b> 17:8 25:12 26:2,5 30:19 37:7 37:8,10 <b>scenario</b> 28:5 <b>scheduled</b> 9:14 <b>SCOTT</b> 3:2 4:3,8 4:11 8:10 11:19 12:18 20:15 21:10 21:17 23:3 24:15 24:22 26:11,18 27:6 28:4,13,17 28:20 31:7,14,19 33:17 36:8 40:9 44:14 45:18 46:7</p>	<p>46:14 48:9,13 54:2 55:20 56:2 57:1,16,20,22 58:2,9,15 59:1 60:16 61:8 62:10 <b>scrap</b> 61:6 <b>screening</b> 58:9 <b>se</b> 52:22 <b>Seattle</b> 7:11 <b>second</b> 31:11 32:12 <b>secret</b> 33:16 36:7 39:19 56:17 <b>section</b> 5:6,13 13:1 13:2 14:1,1 25:10 25:11 29:11 <b>sediment</b> 24:19 <b>see</b> 17:7 23:11,18 23:22 27:5,8 31:15 34:22 39:17 46:14 48:10,15 58:21 62:4 <b>seek</b> 19:17 <b>seeking</b> 19:4,6,7,8 58:3 <b>seen</b> 24:19 <b>self-executing</b> 9:16 <b>semantics</b> 54:14 <b>sense</b> 43:6 <b>series</b> 9:22 <b>serve</b> 5:5 26:20 <b>set</b> 27:3,11,19 <b>settle</b> 60:5 <b>seven</b> 37:9 <b>severely</b> 6:3 9:5 <b>share</b> 48:14 <b>shift</b> 14:6 <b>shifted</b> 21:7 30:3 41:5 <b>short</b> 16:11 17:14 20:6 37:11 <b>show</b> 14:10,11,14 21:5 23:19 27:18 27:20 30:18,20 39:4 50:6 54:7 <b>showed</b> 17:10 29:9 54:7 <b>showing</b> 13:15 14:4 14:4 <b>shown</b> 10:3,4 <b>shows</b> 50:16 <b>side</b> 3:5 <b>sides</b> 39:22 40:17 <b>similar</b> 15:21 46:15 <b>simple</b> 22:2 <b>simply</b> 8:7 27:18 29:14 30:14 37:16</p>	<p>38:1 39:17 41:5 44:4 48:15 49:1,3 54:22 55:4,7 57:13,15 <b>single</b> 7:12 22:7 <b>sit</b> 27:7 <b>site</b> 16:14 17:16 48:20 <b>sitting</b> 56:8 <b>situation</b> 7:5 8:5 <b>six</b> 5:10 6:11,15 8:1 8:16,16 9:3 12:9 12:11,14,15 15:22 16:6 32:21 56:9 56:14,20,21 60:14 <b>Sixth</b> 38:22 <b>skill</b> 52:12 <b>slew</b> 43:5 <b>slowly</b> 31:8 <b>small</b> 5:1 38:9 55:13 57:18 58:11 <b>somebody</b> 17:15 <b>soon</b> 52:17 <b>sophistication</b> 61:12 <b>sorry</b> 10:12,13 53:22 <b>sort</b> 37:1 54:10 <b>sorts</b> 25:22 <b>sought</b> 47:5 <b>sounds</b> 16:14 17:13 61:2 <b>source</b> 15:10 <b>southeast</b> 5:2 <b>spared</b> 60:21 <b>spake</b> 31:8,11 35:7 53:17 <b>specific</b> 16:5,15 17:16 25:8,9,13 30:10 53:15 <b>specifically</b> 10:19 14:12 18:19 40:19 51:14 <b>specificity</b> 53:21 <b>specified</b> 3:5 <b>spends</b> 29:12 <b>spent</b> 29:17 40:16 <b>spoke</b> 56:7,9 <b>stage</b> 45:4 <b>stand</b> 16:20 37:22 39:16 <b>standard</b> 21:14 51:19 <b>standing</b> 56:8 <b>standpipe</b> 26:9 <b>standpipes</b> 23:16</p>
--	---	---	---	--

23:18,22 24:1,9 24:13 57:9,12 standpoint 37:3 start 4:21 9:12 25:17 state 47:15 stated 26:7,9 60:2 statement 30:18 39:1 47:22 60:3 62:5 States 1:2 9:8 15:11 28:2 stating 18:2 29:5 31:21 statute 13:7 27:22 34:18 statutes 13:4 statutory 13:2 STEIN 10:9,13 11:9 11:14 19:2,13 20:5 32:15,18 49:7,22 50:9,18 52:20 53:5,10 54:1 59:13 stop 23:15 33:18 stream 57:17 Street 2:6,13 strict 30:14 strike 8:13 9:1 10:11,16,19,21 11:1,6,21 strongly 12:4 structure 38:2,9 49:3 54:15 student 56:17 subject 22:20 51:12 submit 29:11 submitted 26:1 38:12 60:7 subsequent 38:12 substantial 39:5 substantially 34:9 43:15 successfully 41:3 suffered 12:20 sufficient 14:16 21:5 39:2 42:14 suggesting 26:15 57:1 58:16 summer 4:22 5:8,9 support 13:18 15:12 21:9,22 22:6 39:20 41:15 42:2,15 supported 40:8 48:21 50:8	supporting 40:15 supports 41:13 supposed 12:6 Supreme 52:9 sure 6:15 surprise 57:3 switches 15:14 system 58:17 <hr/> <b>T</b> <hr/> table 3:18 4:7 take 14:12 38:10 39:17 49:11,22 62:18 taken 52:3 takes 58:20 talk 4:19 34:16 talked 27:12 talking 33:19 58:3 technical 16:5,5 31:10 34:14 technicalities 32:14 technophile 23:21 Teleconference 2:11 telephone 62:1 tell 16:3 26:14 ten 55:14 tens 29:17 terms 59:16 test 39:7 testified 16:19 testify 17:16 18:12 testifying 31:6 testimony 17:19,20 18:1 21:13,13 26:4,4 36:5 37:17 56:12 THACKER 1:21 thank 4:8,10 28:13 29:2 54:1 55:21 56:1,3 62:9,14,20 thanks 62:12 thing 36:16 61:14 things 37:7 59:20 think 7:4 9:20 10:22 19:20 22:19 23:1 31:9 33:10 33:18,20 34:5,9 34:15 40:7 47:1,9 51:9 53:4 55:21 60:16 61:7 62:17 third 30:3 Thomas 2:11 56:7 Thore 42:22 thorough 42:12	thoroughness 48:16 thought 20:16 36:20,21 58:15 thoughts 48:14 55:22 thousands 29:18 three 4:17 6:10 17:1 29:13 35:7 38:5 48:18 53:9 60:11 Thursday 1:16 time 3:6 4:14 5:12 8:6,11,13,18 12:21 16:1 24:15 24:21 27:5 32:10 32:18,20,22 33:1 33:5 35:13,16 36:2,9,11 37:11 47:12 48:10 50:5 52:20 57:11 62:4 timely 5:16 6:2 times 62:6 today 3:8 4:19,20 5:16 29:16 30:5 53:20 62:11 told 36:15,18 top 24:20 55:2 59:2 59:3 town 7:9 tracks 26:12 transcript 26:5 treat 9:18,19 treating 10:7 treatise 56:18 trial 8:16 12:8,15 19:16 50:16 tried 60:4 troubled 50:18 true 36:19 truly 17:21 18:21 trump 45:3 trump 3:12 trust 14:7 18:5 20:22 trying 7:16 29:13 29:18 38:5 51:12 61:2,13 turn 58:21 twist 49:14 two 10:21 12:10 32:6 33:3 37:7 53:3,8 54:19 55:14 type 44:11 Typically 50:12 T.J 4:5,6,10 28:16 28:19,21,22 31:13	31:17,21 32:17 33:3 34:4 35:4 37:4 40:12 41:18 42:1,7 43:17 44:4 44:21 46:5,12 47:1 48:15 49:10 50:3,12 51:9 53:1 53:7,13 54:12 56:1 <hr/> <b>U</b> <hr/> ultimately 12:16 23:13 unavailable 16:13 underneath 54:18 55:5 58:20 understand 6:5 7:15,16 26:11 43:18 45:18 understanding 3:14 43:9 unduly 45:10,17 unheld 30:7 United 1:2 9:8 15:11 28:2 upheld 48:22 uphold 49:5 upstream 55:4 use 28:2 37:5 43:6 45:1 useless 35:9 U.S 2:5 <hr/> <b>V</b> <hr/> v 42:22 52:10 value 3:13 valves 38:1 Veldhuis 27:17 vertical 24:1,9 26:9 58:14,17 59:4 video 3:8 29:3 view 9:15 14:16 48:18 vigorously 45:7 vii 14:13 15:15 violation 34:21 violations 51:1 visited 48:19 volition 23:17 volumes 47:17 <hr/> <b>W</b> <hr/> wait 8:2 waited 12:10,15 56:21 waived 6:6,8 7:2,5	9:18,19 10:7 19:7 19:10,14 20:7,8 22:22 30:2 waiver 6:1 9:16 10:6 20:17 22:14 22:18,19 30:8 44:15 want 22:13 26:11 35:3 62:12 wanted 6:21 Washington 1:3,15 7:12 wasn't 8:5 29:19 53:2 water 15:7,9,10 17:12 23:6,11 24:3,3,12,14,19 24:21 33:21 34:5 36:17 37:21,22 38:1,7,11 49:11 49:16 50:21 54:4 54:10,15 55:17 59:2 waters 9:8 28:1,3 way 10:18 11:15 15:5 25:5,15 27:1 35:1 39:4 59:15 ways 61:16 Wednesday 9:14 week 34:8 weeks 8:16,16 9:3 12:9 weigh 50:4 weighed 40:22 48:2 weighing 40:18 welcome 4:9 went 5:9 47:22 48:17 60:7 whatnot 26:22 whatsoever 21:9 whittle 5:15 wide 55:14 57:20 wildlife 40:20 wish 4:13 withstanding 7:17 witness 7:13 16:13 31:3 39:15 witnesses 21:20 37:17 47:8 wondering 51:4 words 59:17 work 16:15 20:21 62:16 working 62:15 worth 48:19 wouldn't 53:20
---	---	---	---	---

wraps 53:17 wrong 40:5 wrote 35:21 <hr/> X <hr/> x 1:5,10 <hr/> Y <hr/> yard 14:8 year 24:11 years 5:8 29:7,13 30:21 35:7,11 38:5 39:14 53:3,9 <hr/> 0 <hr/> 06-06 1:7 <hr/> 1 <hr/> 1 5:16 8:1 20:16 27:10,11,14 10 2:5 17:7,7 35:20 54:6 10th 39:6 11 23:10 12 23:9,18 24:20 26:10 54:21 58:21 12-inch 54:20,21 1391 2:14 1435 2:6 15 13:8,9,15,19 14:11,15,19,21 15:4 17:11 22:1,5 27:13 32:8 40:16 41:14,15,22 42:2 43:14 18 55:3 18-inch 54:20 19 5:11 <hr/> 2 <hr/> 2 5:17 20:17 27:11 27:14 2:44 62:21 20-foot 23:12 2001 4:22 5:8 16:22 17:10 30:21 2002 24:10,13 30:21 2004 53:4 56:9,14 2005 5:9,10,11 8:15 2007 1:16 3:4 201 2:13 208-232-6101 2:16 208-232-6109 2:16 208-378-5744 2:8 21st 10:21	22.15 6:14 22.15(b) 10:1 22.24(a) 13:20 27 3:4 27th 5:10 <hr/> 3 <hr/> 3 1:16 20:18 58:22 30 3:6 45:15 309 60:5 323.4(a) 13:5 323.4(a)(6) 13:15 25:7 27:13 33 13:5 25:7 <hr/> 4 <hr/> 4th 56:9 401 13:1 404 5:6 6:4 20:7 24:5 26:1 29:12 29:12 30:1 35:9 37:7,14 38:12 42:20 43:3 44:12 56:18,18 404(f) 5:16,21 15:1 19:9 20:3,14 25:4 56:17 57:8 404(f)(1)(E) 5:13 13:2 27:8 43 22:3 <hr/> 5 <hr/> 50 14:8 539 56:11 556 56:11 <hr/> 7 <hr/> 767 26:5 <hr/> 8 <hr/> 83204-1391 2:15 83706 2:7 <hr/> 9 <hr/> 90 58:20			
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