



**COLORADO DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT  
WATER QUALITY CONTROL DIVISION**

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**COMPLIANCE ORDER ON CONSENT**

**NUMBER: SC-08XXXX-X**

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**IN THE MATTER OF: COLORADO DEPARTMENT OF TRANSPORTATION  
CDPS PERMIT NO. COR-030000  
CERTIFICATION NOS. COR-033415, COR-033931, COR-034129,  
COR-034471, COR-034848, COR-035895, COR-035933, COR-036137,  
COR-036424, COR-036959 & COR-03A653  
ADAMS, ARAPAHOE, BOULDER, DOUGLAS, ELBERT, GRAND,  
JEFFERSON, LARIMER, LAS ANIMAS, MESA & PUEBLO  
COUNTIES, COLORADO**

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The Colorado Department of Public Health and Environment (“Department”), through the Water Quality Control Division (“Division”), issues this Compliance Order on Consent (“Consent Order”), pursuant to the Division’s authority under §25-8-605, C.R.S. of the Colorado Water Quality Control Act (“the Act”) §§ 25-8-101 to 703, C.R.S., and its implementing regulations, with the express consent of the Colorado Department of Transportation (“CDOT”). The Division and CDOT may be referred to collectively as “the Parties.”

**STATEMENT OF PURPOSE**

1. The mutual objectives of the Parties in entering into this Consent Order are to resolve, without litigation, the alleged violations cited herein and in the Notice of Violation / Cease and Desist Order (Number: SO-051117-1) that the Division issued to CDOT on November 17, 2005.

**DIVISION’S FINDINGS OF FACT AND DETERMINATION OF VIOLATIONS**

2. Based upon the Division’s investigation into and review of the compliance issues identified herein, and in accordance with §§25-8-602 and 605, C.R.S., the Division has made the following determinations regarding CDOT and CDOT’s compliance with the Act, its implementing permit regulations and CDOT’s permit certifications.
3. At all times relevant to the alleged violations cited herein, the Colorado Department of Transportation (“CDOT”) was a state agency within the State of Colorado.

4. CDOT is a “person” as defined by §25-8-103(13), C.R.S. and its implementing permit regulation, 5 CCR 1002-61, §61.2(73).
5. CDOT is, or was, performing the roadway construction projects described in subparagraphs (a) through (k) below. For each construction project listed below, CDOT applied for and obtained coverage under the Colorado Discharge Permit System (“CDPS”) General Permit, Number COR-030000, for Stormwater Discharges Associated with Construction Activity (the “Permit”), as outlined in each project description below.
  - a. On November 27, 2000, CDOT initiated construction activities on or adjacent to SH 50C between milepost 1.9 and milepost 2.8 in Pueblo County, Colorado (“Project #1”).
    - i. On August 28, 2000, CDOT applied for coverage for project #1 under the Permit.
    - ii. On August 31, 2000, the Division issued CDOT Certification Number COR-033415 authorizing CDOT to discharge stormwater from the construction activities associated with Project #1 to Salt Creek, a tributary of the Arkansas River, under the terms and conditions of the Permit.
    - iii. Certification Number COR-033415 became effective August 31, 2000 and remained in effect until CDOT certified that Project #1 was finally stabilized and inactivated Permit coverage on June 30, 2007.
  - b. On December 16, 2002, CDOT initiated construction activities on or adjacent to US 287 between milepost 324 and milepost 330 in Larimer County, Colorado (“Project #2”).
    - i. On September 17, 2001, CDOT applied for coverage for Project #2 under the Permit.
    - ii. On September 20, 2001, the Division issued CDOT Certification Number COR-033931 authorizing CDOT to discharge stormwater from the construction activities associated with Project #2 to Home Supply Ditch and Dry Creek, under the terms and conditions of the Permit.
    - iii. Certification Number COR-033931 became effective September 20, 2001 and remains in effect until June 30, 2012, or until CDOT inactivates Permit coverage.
  - c. On June 3, 2002, CDOT initiated construction activities on or adjacent to I-225 between milepost 5.2 and milepost 5.7 in Arapahoe County, Colorado (“Project #3”).
    - i. On February 14, 2002, CDOT applied for coverage for Project #3 under the Permit.
    - ii. On February 28, 2002, the Division issued CDOT Certification Number COR-034129 authorizing CDOT to discharge stormwater from the construction activities associated with Project #3 to Westerly Creek under the terms and conditions of the Permit.
    - iii. Certification Number COR-034129 became effective February 24, 2002 and remained in effect until CDOT certified that Project #3 was finally stabilized and inactivated Permit coverage on August 16, 2007.

- d. On October 10, 2002, CDOT initiated construction activities on or adjacent to SH 9 between milepost 136.7 and milepost 137.3 in Grand County, Colorado (“Project #4”).
  - i. On August 13, 2002, CDOT applied for coverage for Project #4 under the Permit.
  - ii. On August 23, 2002, the Division issued CDOT Certification Number COR-034471 authorizing CDOT to discharge stormwater from the construction activities associated with Project #4 to the Colorado River under the terms and conditions of the Permit.
  - iii. Certification Number COR-034471 became effective August 22, 2002 and remains in effect until June 30, 2012, or until CDOT inactivates Permit coverage.
  
- e. On November 15, 2003, CDOT initiated construction activities on or adjacent to SH 12 between Main Street and University in the town of Trinidad, Las Animas County, Colorado (“Project #5”).
  - i. On January 9, 2003, CDOT applied for coverage for Project #5 under the Permit.
  - ii. On January 17, 2003, the Division issued CDOT Certification Number COR-034848 authorizing CDOT to discharge stormwater from the construction activities associated with Project #5 to the Purgatoire River under the terms and conditions of the Permit.
  - iii. Certification Number COR-034848 became effective January 15, 2003 and remained in effect until CDOT certified that Project #5 was finally stabilized and inactivated Permit coverage on January 10, 2007.
  
- f. On August 19, 2004, CDOT initiated construction activities on or adjacent to SH 86 between milepost 18 and milepost 20.2 in Elbert County, Colorado (“Project #6”).
  - i. On November 10, 2003, CDOT applied for coverage for Project #6 under the Permit.
  - ii. On November 14, 2003, the Division issued CDOT Certification Number COR-035895 authorizing CDOT to discharge stormwater from the construction activities associated with Project #6 to Little Dry Creek, a tributary of Dry Creek, under the terms and conditions of the Permit.
  - iii. Certification Number COR-035895 became effective November 12, 2003 and remains in effect until June 30, 2012, or until CDOT inactivates Permit coverage.
  
- g. On February 1, 2004, CDOT initiated construction activities on or adjacent to SH 36 between milepost 36.53 and milepost 37.6 in Boulder County, Colorado (“Project #7”).
  - i. On November 18, 2003, CDOT applied for coverage for Project #7 under the Permit.
  - ii. On December 1, 2003, the Division issued CDOT Certification Number COR-035933 authorizing CDOT to discharge stormwater from the construction activities associated with Project #7 to Boulder Creek under the terms and conditions of the Permit.
  - iii. Certification Number COR-035933 became effective November 25, 2003 and remained in effect until CDOT certified that Project #7 was finally stabilized and inactivated Permit coverage on August 3, 2007.

- h. On July 31, 2004, CDOT initiated construction activities on or adjacent to SH 6 between milepost 18 and milepost 22.3 in Mesa County, Colorado (“Project #8”).
  - i. On January 23, 2004, CDOT applied for coverage for Project #8 under the Permit.
  - ii. On January 28, 2004, the Division issued CDOT Certification Number COR-036137 authorizing CDOT to discharge stormwater from the construction activities associated with Project #8 to Little Salt Wash, a tributary of the Colorado River, under the terms and conditions of the Permit.
  - iii. Certification Number COR-036137 became effective January 27, 2004 and remained in effect until CDOT certified that Project #8 was finally stabilized and inactivated Permit coverage on August 10, 2007.
  
- i. On May 4, 2004, CDOT initiated construction activities on or adjacent to I-25 between milepost 188.1 and milepost 189.1 in Douglas County, Colorado (“Project #9”).
  - i. On March 24, 2004, CDOT applied for coverage for Project #9 under the Permit.
  - ii. On April 1, 2004, the Division issued CDOT Certification Number COR-036424 authorizing CDOT to discharge stormwater from the construction activities associated with Project #9 to Newlin Gulch, a tributary of Cherry Creek, under the terms and conditions of the Permit.
  - iii. Certification Number COR-036424 became effective March 31, 2004 and remained in effect until CDOT certified that Project #9 was finally stabilized and inactivated Permit coverage on September 18, 2007.
  
- j. On January 4, 2005, CDOT initiated construction activities on or adjacent to I-25 between milepost 222 and 223 in Adams County, Colorado (“Project #10”).
  - i. On July 16, 2004, CDOT applied for coverage for Project #10 under the Permit.
  - ii. On July 22, 2004, the Division issued CDOT Certification Number COR-036959 authorizing CDOT to discharge stormwater from the construction activities associated with Project #10 to Dry Creek under the terms and conditions of the Permit.
  - iii. Certification Number COR-036959 became effective July 21, 2004 and remains in effect until June 30, 2012, or until CDOT inactivates Permit coverage.
  
- k. On September 25, 2006, CDOT initiated construction activities on or adjacent to I-70, at or near milepost 258.8 in Jefferson County, Colorado (“Project #11”).
  - i. On August 22, 2006, CDOT applied for coverage for Project #11 under the Permit.
  - ii. On August 29, 2006, the Division issued CDOT Certification Number COR-03A653 authorizing CDOT to discharge stormwater from the construction activities associated with Project #11 to Lena Gulch and Clear Creek under the terms and conditions of the Permit.
  - iii. Certification Number COR-03A653 became effective August 29, 2006 and remains in effect until June 30, 2012, or until CDOT inactivates Permit coverage.

6. The Arkansas River, Boulder Creek, Cherry Creek, Clear Creek, the Colorado River, Dry Creek, Home Supply Ditch, Lena Gulch, Little Dry Creek, Little Salt Wash, Newlin Gulch, the Purgatoire River, Salt Creek and Westerly Creek are “state waters” as defined by §25-8-103(19), C.R.S. and its implementing permit regulation, 5 CCR 1002-61, §61.2(101).
7. Pursuant to 5 CCR 1002-61, §61.8, a permittee must comply with all the terms and conditions of a permit and violators of the terms and conditions specified in a permit may be subject to civil and criminal liability pursuant to §§25-8-601 through 612, C.R.S.
8. Pursuant to the Division’s authority under §25-8-306, C.R.S., a representative from the Division (the “Inspector”) conducted an onsite inspection of each project described in paragraphs 5(a – k) above to determine CDOT’s compliance with the Water Quality Control Act and the Permit. During the inspections, the Inspector spoke with CDOT project representatives, reviewed each project’s stormwater management records, and conducted a physical inspection of each project. The Inspector conducted the onsite inspections on the dates described in the following table:

<b>CDOT Construction Project</b> (As described in paragraphs 5(a - k) above)	<b>CDPS Permit Certification Number</b>	<b>Date of Division Inspection</b>
Project # 1	COR-033415	June 17, 2005
Project # 2	COR-033931	May 24, 2005
Project # 3	COR-034129	June 2, 2005
Project # 4	COR-034471	June 21, 2005
Project # 5	COR-034848	June 16, 2005
Project # 6	COR-035895	June 9, 2005
Project # 7	COR-035933	May 23, 2005
Project # 8	COR-036137	June 22, 2005
Project # 9	COR-036424	June 9, 2005
Project # 10	COR-036959	June 2, 2005
Project # 11	COR-03A653	May 24, 2007

**Deficient and/or Incomplete Stormwater Management Plan**

9. Pursuant to Part I. B. of the Permit, CDOT was required to prepare a Stormwater Management Plan (“SWMP”) for each project that identified Best Management Practices (“BMPs”) that, when implemented, would meet the terms and conditions of the Permit. The SWMPs were required to identify potential sources of pollution (including sediment), which may be reasonably expected to affect the quality of stormwater discharges associated with construction activity from each of the projects. In addition, the plans were required to describe and ensure the implementation of BMPs, which would be used to reduce the pollutants in stormwater discharges associated with construction activity.

10. Pursuant to Part I. B. of the Permit, each project's SWMP shall include, at a minimum, the following items:
- a. Site Description - Each plan shall provide a description of the following:
    - i. A description of the construction activity.
    - ii. The proposed sequence for major activities.
    - iii. Estimates of the total area of the site, and the area of the site that is expected to undergo clearing, excavation or grading.
    - iv. An estimate of the runoff coefficient of the site before and after construction activities are completed and any existing data describing the soil, soil erosion potential or the quality of any discharge from the site.
    - v. A description of the existing vegetation at the site and an estimate of the percent vegetative ground cover.
    - vi. The location and description of any other potential pollution sources, such as vehicle fueling, storage of fertilizers or chemicals, etc.
    - vii. The location and description of any anticipated non-stormwater components of the discharge, such as springs and landscape irrigation return flow.
    - viii. The name of the receiving water(s) and the size, type and location of any outfall or, if the discharge is to a municipal separate storm sewer, the name of that system, the location of the storm sewer discharge, and the ultimate receiving water(s).
  - b. Site Map - Each plan shall provide a generalized site map or maps which indicate:
    - i. Construction site boundaries.
    - ii. All areas of soil disturbance.
    - iii. Areas of cut and fill.
    - iv. Areas used for storage of building materials, soils or wastes.
    - v. Location of any dedicated asphalt or concrete batch plants.
    - vi. Location of major erosion control facilities or structures.
    - vii. Springs, streams, wetlands and other surface waters.
    - viii. Boundaries of 100-year flood plains, if determined.
  - c. BMPs for Stormwater Pollution Prevention - The plan shall include a narrative description of appropriate controls and measures that will be implemented before and during construction activities at the facility.
    - i. Erosion and Sediment Controls - A description of structural site management controls (Structural Practices) which will minimize erosion and sediment transport and a description of interim and permanent stabilization practices (Non-Structural Practices), including the site-specific scheduling of the implementation of the practices.
    - ii. Material Handling and Spill Prevention - The SWMP shall identify any procedures or significant materials handled at the site that could contribute pollutants to runoff.
  - d. Final Stabilization and Long-Term Stormwater Management - Description of the measures used to achieve final stabilization and measures to control pollutants in stormwater discharges that will occur after construction operations have been completed.

- e. Other Controls - Description of other measures to control pollutants in stormwater discharges, including plans for waste disposal and limiting off-site soil tracking.
  - f. Inspection and Maintenance - Description of procedures to inspect and maintain in good and effective operating condition the vegetation, erosion and sediment control measures and other protective measures identified in the SWMP.
11. Pursuant to Part I. C. 4. b. of the Permit, CDOT was required to amend each SWMP whenever there was a change in design, construction, operation, or maintenance which had a significant effect on the potential for the discharge of pollutants or if the SWMP proved to be ineffective in controlling pollutants in stormwater discharges associated with construction activity.
12. The Division has determined that CDOT failed to prepare and maintain a complete and accurate SWMP for the projects as described in paragraphs 12(a – j) below.
- a. During the June 17, 2005 inspection of Project #1, the Inspector reviewed the SWMP for Project #1 and found the SWMP to be deficient as follows:
    - i. Project #1's SWMP did not include a detailed description of interim stabilization practices, including the site specific scheduling of the implementation of the practices, that would be used to protect the disturbed areas directly adjacent to Salt Creek.
    - ii. Project #1's SWMP did not include a plan to permanently stabilize the disturbed areas in and adjacent to Salt Creek.
    - iii. Project #1's SWMP did not include complete and detailed procedures to inspect and maintain the stormwater management system.
    - iv. The site map included in Project #1's SWMP was not updated to reflect the current locations of BMPs on the site.
  - b. During the June 2, 2005 inspection of Project #3, the Inspector reviewed the SWMP for Project #3 and found the SWMP to be deficient as follows:
    - i. Project #3's SWMP did not include a complete and detailed description of the erosion and sediment controls, including specifications and design criteria for the installation of the controls.
    - ii. Project #3's SWMP did not include complete and detailed procedures to inspect and maintain the stormwater management system.
    - iii. The site map included in Project #3's SWMP was not updated to reflect the current locations of BMPs on the site.
  - c. During the June 21, 2005 inspection of Project #4, the Inspector reviewed the SWMP for Project #4 and found the SWMP to be deficient as follows:
    - i. Project #4's SWMP did not include a detailed description of interim stabilization practices, including the site specific scheduling of the implementation of the practices, that would be used to protect the disturbed areas directly adjacent to the Colorado River.

- ii. Project #4's SWMP did not include a plan to permanently stabilize the disturbed areas in and adjacent to the Colorado River.
  - iii. Project #4's SWMP did not include complete and detailed procedures to inspect and maintain the stormwater management system.
  - iv. The site map included in Project #4's SWMP was not updated to reflect the current locations of BMPs on the site.
- d. During the June 16, 2005 inspection of Project #5, the Inspector reviewed the SWMP for Project #5 and found the SWMP to be deficient as follows:
  - i. Project #5's SWMP did not include a detailed description of interim stabilization practices, including the site specific scheduling of the implementation of said practices, that would be used to protect the disturbed areas directly adjacent to the Purgatoire River.
  - ii. Project #5's SWMP did not include a plan to permanently stabilize the disturbed areas in and adjacent to the Purgatoire River.
  - iii. Project #5's SWMP did not include complete and detailed procedures to inspect and maintain the stormwater management system.
- e. During the June 9, 2005 inspection of Project #6, the Inspector reviewed the SWMP for Project #6 and found the SWMP to be deficient as follows:
  - i. Project #6's SWMP did not include a complete and detailed description of the erosion and sediment controls, including specifications and design criteria for the installation of the controls.
  - ii. Project #6's SWMP did not include a detailed description of interim and permanent stabilization practices, including the site specific scheduling of the implementation of the practices, that would be used to protect the disturbed slopes and channel located at or near Station 322 of Project #6.
- f. During the May 23, 2005 inspection of Project #7, the Inspector reviewed the SWMP for Project #7 and found the SWMP to be deficient as follows:
  - i. Project #7's SWMP did not include a detailed description of interim stabilization practices, including the site specific scheduling of the implementation of the practices, that would be used to protect the disturbed slopes adjacent to Boulder Creek.
  - ii. Project #7's SWMP did not include a plan to permanently stabilize the disturbed areas in and adjacent to Boulder Creek.
  - iii. The site map included in Project #7's SWMP was not updated to reflect the current locations of BMPs on the site.

- g. During the June 22, 2005 inspection of Project #8, the Inspector reviewed the SWMP for Project #8 and found the SWMP to be deficient as follows:
  - i. Project #8's SWMP did not include a detailed description of interim stabilization practices, including the site specific scheduling of the implementation of the practices, that would be used to protect the disturbed areas in and adjacent to the detention pond located, approximately, between station 510 and 513.5 at Project #8.
  - ii. Project #8's SWMP states in part, "seeding is not required on slopes steeper than 1.5H:1V," however, the SWMP did not include any other methods or procedures for achieving final stabilization of these disturbed slopes, as required in the Permit.
  - iii. Project #8's SWMP did not include any procedures for inspecting and maintaining the stormwater management system.
  
- h. During the June 9, 2005 inspection of Project #9, the Inspector reviewed the SWMP for Project #9 and found the SWMP to be deficient as follows:
  - i. The site map included in Project #9's SWMP was not updated to reflect the current locations of BMPs on the site.
  
- i. During the June 2, 2005 inspection of Project #10, the Inspector reviewed the SWMP for Project #10 and found the SWMP to be deficient as follows:
  - i. Project #10's SWMP did not include complete and detailed procedures to inspect and maintain the stormwater management system.
  - ii. The site map included in Project #10's SWMP was not updated to reflect the current locations of BMPs on the site.
  
- j. During the May 24, 2007 inspection of Project #11, the Inspector reviewed the SWMP for Project #11 and found the SWMP to be deficient as follows:
  - i. Project #11's SWMP did not describe functional BMPs for the disturbed steep slopes at the site. The SWMP prescribed surface roughening for the slopes but no run on controls or stabilization practices until such time as construction was completed and final stabilization practices were to be implemented. Consequently, the Inspector observed erosion of the slopes and sediment discharges to state waters.
  - ii. Project #11's SWMP did not include spill response procedures and materials.
  - iii. Project #11's SWMP did not include design criteria for the two stormwater detention basins observed on the site.
  
- 13. CDOT's failures to prepare and maintain complete and accurate SWMPs for Projects #1, #3, #4, #5, #6, #7, #8, #9 #10 and #11 constitute violations of Part I. B. of the Permit. CDOT's failures to amend the SWMPs for Projects #1, #3, #4, #7, #9 and #10 constitute violations of Part I. C. 4. b. of the Permit.

**Failure to Implement and/or Maintain**  
**Best Management Practices to Protect Stormwater Runoff**

14. Pursuant to Part I. B. 3. a. (1) of the Permit, CDOT was required to minimize erosion and sediment transport from its construction projects. The Permit specifies that structural site management practices may include, but are not limited to: straw bales, silt fences, earth dikes, drainage swales, sediment traps, subsurface drains, inlet protection, outlet protection, gabions, and temporary or permanent sediment basins.
15. Pursuant to Part I. B. 3. a. (2) of the Permit, CDOT was required to implement interim and permanent stabilization practices, including site-specific scheduling of the implementation of the practices. The Permit specifies that site plans should ensure that existing vegetation is preserved where possible and that disturbed areas are stabilized. The Permit specifies that non-structural practices may include, but are not limited to: temporary seeding, permanent seeding, mulching, geotextiles, sod stabilization, vegetative buffer strips, protection of trees, and preservation of mature vegetation.
16. The Division has determined that CDOT failed to implement and/or maintain functional BMPs at each of the projects as described in paragraphs 16(a – k) below.
  - a. During the June 17, 2005 inspection of Project #1, the Inspector observed the following BMP deficiencies at Project #1:
    - i. The Inspector observed no BMPs in place to stabilize the disturbed area in and directly adjacent to Salt Creek at Project #1. Consequently, significant erosion of the disturbed area was observed, resulting in sediment discharges to Salt Creek.
    - ii. The Inspector observed no BMPs in place to protect the drop inlet structure located in the southeast corner of Project #1, adjacent to the bridge. Consequently, sediment was discharging into the unprotected inlet from the up gradient slopes.
    - iii. The Inspector observed construction waste and debris at Project #1 that had been dumped in and along the eastern banks of Salt Creek. Proper procedures for materials and waste handling were not being utilized and no BMPs were in place to prevent the waste and debris from discharging to Salt Creek.
  - b. During the May 24, 2005 inspection of Project #2, the Inspector observed the following BMP deficiencies at Project #2:
    - i. The Inspector observed a drainage pipe extending from under the US 287 bypass at Project #2, which drains stormwater across a disturbed area and into Dry Creek. The disturbed area between the bypass and Dry Creek was not stabilized to prevent sediment from discharging to Dry Creek as stormwater drains from the pipe.
    - ii. The Inspector observed a section of Dry Creek that had been disturbed during construction of the bridge at Project #2. No interim or permanent stabilization practices were in place to prevent erosion and sediment discharges from this section of the disturbed creek.
    - iii. The Inspector observed various disturbed areas up gradient of Dry Creek, on the west side of the bypass at Project #2, with no interim or permanent stabilization practices in place to stabilize these disturbed areas and no structural BMPs in place to prevent sediment from discharging into the ditch and traveling to Dry Creek.

- iv. The Inspector observed no BMPs in place east of CR 17 to prevent the discharge of sediment from Project #2.
- c. During the June 2, 2005 inspection of Project #3, the Inspector observed the following BMP deficiencies at Project #3:
  - i. The Inspector observed check dams in place in the southwest quadrant of the interchange at Project #3. The check dams were not being maintained, however, as the check dams were mostly buried in sediment. Consequently, the check dams would not function as adequate BMPs to reduce the erosive potential of stormwater traveling through this area of Project #3.
  - ii. The Inspector observed significant erosion on a sparsely vegetated western facing slope in the southwest quadrant of the interchange at Project #3. The vegetative cover was not fully established with a density of at least 70 percent of pre-disturbance levels and, therefore, was not providing final stabilization of the disturbed slope. No additional BMPs were in place to stabilize the disturbed soil or prevent sediment from discharging from the area, as required in the Permit.
  - iii. The Inspector observed disturbed ground in the southeast quadrant of the interchange at Project #3. The sparse vegetative cover in the area was not fully established with a density of at least 70 percent of pre-disturbance levels and, therefore, was not providing final stabilization of the disturbed ground. No additional BMPs were in place to stabilize the disturbed soil or prevent sediment from discharging from the area, as required in the Permit.
- d. During the June 21, 2005 inspection of Project #4, the Inspector observed the following BMP deficiencies at Project #4:
  - i. The Inspector observed disturbed areas in and directly adjacent to the Colorado River at Project #4. A silt fence was in place on the disturbed north bank of the Colorado River, however, the silt fence was falling over, was submerged under the water and, therefore, was not functioning as an adequate BMP to capture sediment. Additionally, no interim or permanent stabilization practices were in place to control erosion, as required in the Permit. Consequently, sediment discharge from the area was observed in the Colorado River.
  - ii. The Inspector observed various disturbed areas throughout Project #4 that had previously been seeded. The sparse vegetative cover in the area was not fully established with a density of at least 70 percent of pre-disturbance levels and, therefore, was not providing final stabilization of the disturbed areas. No additional BMPs were in place to stabilize the disturbed soils or prevent sediment from discharging from these areas, as required in the Permit. Consequently, significant slope erosion was observed throughout Project #4.
  - iii. The Inspector observed drop inlet structures on the northeast and northwest sides of the bridge at Project #4. The inlet structures had not been maintained and sediment was observed clogging each inlet. Consequently, stormwater was being forced to discharge over the disturbed and unstabilized slopes in the area, resulting in significant erosion leading to the Colorado River.

- e. During the June 16, 2005 inspection of Project #5, the Inspector observed the following BMP deficiencies at Project #5:
  - i. The Inspector observed disturbed areas in and directly adjacent to the Purgatoire River at Project #5. A silt fence was in place along the north bank of the Purgatoire River, however, the silt fence had fallen down and, therefore, was not functioning as an adequate BMP to capture sediment. Additionally, no interim or permanent stabilization practices were in place to control erosion, as required in the Permit. Consequently, sediment discharge from the area was observed in the Purgatoire River.
  - ii. The Inspector observed various disturbed areas throughout Project #5 that had previously been seeded. The sparse vegetative cover in these areas was not fully established with a density of at least 70 percent of pre-disturbance levels and, therefore, was not providing final stabilization of the disturbed areas. No additional BMPs were in place to stabilize the disturbed soils or prevent sediment from discharging from these areas, as required in the Permit.
  
- f. During the June 9, 2005 inspection of Project #6, the Inspector observed the following BMP deficiencies at Project #6:
  - i. The Inspector observed a disturbed channel and disturbed slopes in around station 322 at Project #6. Straw wattles and sections of silt fence were in place providing limited sediment control. However, there were no BMPs in place to provide interim or permanent stabilization the disturbed slopes and channel, as required in the Permit.
  - ii. The Inspector observed disturbed areas located in and around station 433 at Project #6. Silt fencing and/or straw wattles and bales were in place providing limited storm inlet protection. However, there were no BMPs in place to provide interim or permanent stabilization the disturbed areas, as required in the Permit. Consequently, the inlet protection devices in place could easily be overwhelmed with sediment deposition during a storm event.
  - iii. The Inspector observed various disturbed areas along the north side of SH 86 at Project #6. No BMPs were observed in place to stabilize the disturbed areas or prevent sediment from discharging from these areas.
  - iv. The Inspector observed straw wattle check dams in place throughout Project #6. The check dams were not maintained, however, as the check dams were buried with sediment. Consequently, the check dams would not function as adequate BMPs to reduce the erosive potential of stormwater traveling through these areas of Project #6.
  
- g. During the May 23, 2005 inspection of Project #7, the Inspector observed the following BMP deficiencies at Project #7:
  - i. The Inspector observed disturbed areas in and directly adjacent to Boulder Creek at Project #7. Silt fence was in place along the banks of Boulder Creek, however, the silt fence was under water and, therefore, was not functioning as an adequate BMP to capture sediment. Additionally, no interim or permanent stabilization practices were in place to control erosion, as required in the Permit. Consequently, sediment discharge from the area was observed in Boulder Creek.

- ii. The Inspector observed two stacked straw waddles in place on the south side of Boulder Creek. The straw waddles were not installed according to the design specifications outlined in Project #7's SWMP. The straw waddles were not staked, were not functioning as adequate BMPs, and were not located on the site map.
  - iii. The Inspector observed numerous soil stockpiles throughout Project #7. Adequate BMPs were not in place to prevent the soil from discharging to Boulder Creek. A lone silt fence in place adjacent to Boulder Creek was not installed properly and would not function adequately as a sole BMP. No other BMPs were observed in place to contain the stockpiles and prevent soil from traveling to the storm drains and/or Boulder Creek.
  - iv. The Inspector observed no BMPs in place to prevent sediment and other pollutants from discharging from the staging area at Project #7, located between Taft Drive and Boulder Creek.
  - v. The Inspector observed a concrete washout area adjacent to Taft Drive at Project #7. The concrete washout was not functioning as an adequate BMP, however, as the concrete washout did not have adequate holding capacity to properly contain concrete wash waters during a storm event. Additionally, the concrete washout was placed too close to state waters and was not clearly identified as a designated concrete washout area. No additional BMPs were in place to prevent discharges of concrete waste to Boulder Creek.
  - vi. The Inspector observed a storm drain inlet adjacent to Frontage Road at Project #7. The inlet was located between two soil stockpiles. Sand bags in place to protect the inlet had not been maintained and no other BMPs were in place to stabilize the stockpiles or prevent soil from traveling to the storm drain inlet. Consequently, the sand bags in place would easily be overwhelmed with sediment deposition during a storm event.
  - vii. The Inspector observed a storm drain inlet in the gutter of Frontage Road at Project #7, directly adjacent to a disturbed area. Sand bags in place to protect the inlet were broken and, therefore, not functioning as an adequate BMPs. No other BMPs were in place to prevent the disturbed soil adjacent to the storm drain from discharging to the inlet. Consequently, the sand bags in place would easily be overwhelmed with sediment deposition during a storm event.
  - viii. The Inspector observed no structural controls in place to prevent sediment from discharging to Taft Ditch. Additionally, no BMPs were in place to provide interim or permanent stabilization of the disturbed area in and adjacent to the Taft Ditch channel, as required in the Permit.
  - ix. The Inspector observed inadequate practices in place to control off-site vehicle tracking of sediment at Project #7. Consequently, significant sediment discharge to the surrounding streets was observed.
- h. During the June 22, 2005 inspection of Project #8, the Inspector observed the following BMP deficiencies at Project #8:
- i. The Inspector observed no BMPs in place to stabilize the disturbed areas in and adjacent to the drainage pond located, approximately, between stations 510 and 513.5 at Project #8.

- ii. The Inspector observed various disturbed areas throughout Project #8 that had previously been seeded. The sparse vegetative cover in these areas was not fully established with a density of at least 70 percent of pre-disturbance levels and, therefore, was not providing final stabilization of the disturbed areas. No additional BMPs were in place to stabilize the disturbed soils or prevent sediment from discharging from these areas, as required in the Permit.
  - iii. The Inspector observed erosion logs in place to protect the storm inlets located on the north side of SH 6 (station 617 to 613) and above the drainage ditch on the south side of SH 6 (station 566 to 582). The erosion logs were not installed according to the CDOT specifications referenced in Project #8's SWMP. Specifically, the erosion logs were not trenched and, therefore, were not functioning as effective BMPs.
- i. During the June 9, 2005 inspection of Project #9, the Inspector observed the following BMP deficiencies at Project #9:
  - i. The Inspector observed a disturbed slope on the east side of the northbound off ramp at Project #9, directly adjacent to an unnamed tributary of Newlin Gulch. No BMPs were in place to provide interim or permanent stabilization of the disturbed area, as required in the Permit. Additionally, no structural controls were in place to prevent sediment from discharging from the area. Consequently, significant erosion of the disturbed area was observed, resulting in sediment discharges to the unnamed tributary of Newlin Gulch.
  - ii. The Inspector observed inadequate BMPs in place protecting the south detention pond at Project #9. The straw waddles in place did not extend completely around the pond and no BMPs were in place to provide interim or permanent stabilization of the disturbed area, as required in the Permit.
- j. During the June 2, 2005 inspection of Project #10, the Inspector observed deficiencies in CDOT's implementation and maintenance of BMPs at Project #10.
  - i. The Inspector observed inadequate tracking control BMPs in all four quadrants of the interchange at Project #10. The tracking pads in use at designated areas of Project #10 were not being maintained. The aggregate in place at each tracking pad was compacted from heavy vehicle use and was not functioning as an adequate BMP to capture sediment.
  - ii. The Inspector observed a silt fence located in the southeast quadrant of the interchange at Project #10. The silt fence was not functioning as an adequate BMP, however, as stormwater was channeling under the fence.
  - iii. The Inspector observed an inadequately protected storm sewer inlet located in the southeast quadrant of the interchange at Project #10. The storm sewer inlet had straw bales and silt fence in place, however, gaps were observed between them. Additionally, no interim or permanent stabilization practices were in place to stabilize the disturbed area surrounding the inlet, as required in the Permit. Consequently, the inlet protection in place would easily be overwhelmed with sediment deposition during a storm event.

- iv. The Inspector observed an inadequately protected storm sewer inlet located in the southwest quadrant of the interchange at Project #10. The storm sewer inlet had straw bales and silt fence in place, however gaps were observed between them. Additionally, no interim or permanent stabilization practices were in place to stabilize the disturbed area surrounding the inlet, as required in the Permit. Consequently, the inlet protection in place would easily be overwhelmed with sediment deposition during a storm event.
  
- k. During the May 24, 2007 inspection of Project #11, the Inspector observed deficiencies in CDOT's implementation and maintenance of BMPs at Project #11.
  - i. The Inspector observed disturbed areas surrounding the construction offices and staging area at Project #11. A silt fence was in place down gradient of the area, however, the amount of disturbed area draining to the silt fence exceeded the drainage capacity for the fence. Consequently, sediment discharge was observed beyond the silt fence.
  - ii. The Inspector observed a temporary haul road at Project #11. No run on controls were observed in place. Consequently, run on water had discharged over the road and down onto the disturbed slopes on both sides of the haul road, causing erosion of the slopes and sediment discharge beyond the silt fence located on the northwest side of the haul road.
  - iii. The Inspector observed disturbed steep slopes located along the northwest side of Mt. Vernon Canyon Road, extending from the construction site office to Pond #2 at Project #11. Interim and/or final stabilization practices were not implemented for all portions of this disturbed area. Consequently, erosion of the slopes and sediment discharge to the drainage swale below, into Pond #2, and ultimately into Lena Gulch was observed.
  - iv. The Inspector observed a drainage swale located along the northwest side of Mt. Vernon Canyon Road, extending from the construction site office to Pond #2 at Project #11. The swale was steeper than a 2% gradient. The SWMP state that soil retention blankets would be installed in all swales with steeper than 2% gradients. However, no soil retention blankets were in place. The straw bale check dams observed in the swale were not installed according to the specifications outlined in the SWMP, as the straw bales were too high for the depth of the swale. This was forcing stormwater in the swale to drain out of the swale, around the bales, and into the road, thus causing additional erosion. Consequently, severe erosion of the swale and sediment discharge into pond #2 and ultimately into Lena Gulch was observed.
  - v. The Inspector observed drainage swales located along both sides of Former Mt. Vernon Canyon Road at Project #11. The swales were steeper than a 2% gradient. The SWMP state that soil retention blankets would be installed in all swales with steeper than 2% gradients. However, no soil retention blankets were in place. Consequently, erosion of the swales and sediment discharge along the west ditch of Highway 40 and ultimately into Lena Gulch was observed.
  - vi. The Inspector observed disturbed slopes located along both sides of Former Mt. Vernon Canyon Road at Project #11. No BMPs were observed in place to stabilize the slopes or to prevent sediment discharges. Consequently, erosion of the slopes and sediment discharge into the nearby drainage swale was observed.

- vii. The Inspector observed a large area of disturbance located between the southeast side of Mt. Vernon Canyon Road and west of Highway 40. No BMPs were observed in place to stabilize the disturbed area or to prevent sediment discharges from the area. Consequently, erosion of the area and sediment discharge onto Mt. Vernon Canyon Road and into the storm sewer inlets was observed. Inlet protections were observed in place, however, inlet protections are not designed to function as lone BMPs and, thus, the inlet protections were overwhelmed by sediment coming from the up gradient disturbed areas.
- viii. The Inspector observed detention Pond #2 at Project #11. However, Pond #2 was only designed and implemented to act as a flood control device, not a construction BMP. Consequently, sediment-laden stormwater was entering Pond #2, was allowed to flow through the basin and was observed discharging into Lena Gulch.

17. CDOT’s failures to implement and/or maintain functional BMPs at Projects #1, #2, #3, #4, #5, #6, #7, #8, #9, #10 and #11, constitute violations of Part I. B. 3. a. of the Permit.

**Failure to Conduct Inspections of Stormwater Management System**

18. Pursuant to Part I. C. 5. a. of the Permit, for active sites where construction has not been completed, CDOT was required to make thorough inspections of its stormwater management systems at least every 14 days and after any precipitation or snowmelt event that caused surface erosion.

19. Pursuant to Part I. C. 5. b. of the Permit, for sites where all construction activities are completed but final stabilization has not been achieved, CDOT was required to make thorough inspections of its stormwater management systems at least once every month.

20. The Division has determined that CDOT failed to properly conduct inspections of its stormwater management systems at the projects described in paragraphs 20(a – g) below.

- a. During the June 17, 2005 inspection of Project #1, the Inspector reviewed Project #1’s stormwater management system inspection records and noted that CDOT had conducted one (1) inspection at Project #1 since construction commenced on November 27, 2000. The Division records establish that CDOT failed to conduct at least one hundred seventeen (117) Permit-required inspections at Project #1 from November 27, 2000 to June 17, 2005.
- b. During the May 24, 2005 inspection of Project #2, the Inspector reviewed Project #2’s stormwater management system inspection records and noted that the time period between inspections at Project #2 exceeded the 14 day maximum on the following occasions:

Date of Inspection	Date of Next Inspection	Duration Between Inspections
1/4/2005	2/1/2005	28 days
2/1/2005	3/2/2005	29 days

- c. During the June 2, 2005 inspection of Project #3, the Inspector reviewed Project #3's stormwater management system inspection records and noted that CDOT had not conducted any inspections at Project #3 since construction operations ceased on June 10, 2003. Project #3 was not finally stabilized at the time of the June 2, 2005 inspection. The Division records establish that CDOT failed to conduct at least twenty-three (23) Permit-required inspections at Project #3 from June 10, 2003 to June 2, 2005.
- d. During the June 21, 2005 inspection of Project #4, Project #4's stormwater management system inspection records were not available for review. The Inspector requested that CDOT submit copies of all inspection records for Project #4 to the Division for in-office review. On September 19, 2005, the Division received the requested inspection records for Project #4 from CDOT. In-office review of the submitted inspection records identified the following inspection deficiencies at Project #4:
  - i. CDOT did not conduct any inspections at Project #4 from October 10, 2002 until May 22, 2003. The Division records establish that CDOT failed to conduct at least fifteen (15) Permit-required inspections at Project #4 from October 10, 2005 to May 22, 2003.
  - ii. The time period between inspections at Project #4 exceeded the 14 day maximum on the following occasion:

<b>Date of Inspection</b>	<b>Date of Next Inspection</b>	<b>Duration Between Inspections</b>
8/13/2003	9/10/2003	28 days

- iii. CDOT had not conducted any inspections at Project #4 since September 10, 2003. Project #4 was not finally stabilized at the time of the June 21, 2005 inspection. The Division records establish that CDOT failed to conduct at least twenty (20) Permit-required inspections at Project #4 from September 10, 2003 to June 21, 2005.
- e. During the June 16, 2005 inspection of Project #5, the Inspector reviewed Project #5's stormwater management system inspection records and identified the following inspection deficiencies at Project #5:
  - i. The Inspector noted that the time period between inspections at Project #5 exceeded the 14 day maximum on the following occasions:

<b>Date of Inspection</b>	<b>Date of Next Inspection</b>	<b>Duration Between Inspections</b>
12/1/2003	12/24/2003	23 days
2/5/2004	2/26/2004	21 days
5/20/2004	6/6/2004	17 days

- ii. The Inspector noted that CDOT had not conducted any inspections at Project #5 since September 23, 2004. Project #5 was not finally stabilized at the time of the June 16, 2005 inspection. The Division records establish that CDOT failed to conduct at least eight (8) Permit-required inspections at Project #5 from September 23, 2004 to June 16, 2005.
- f. During the June 22, 2005 inspection of Project #8, the Inspector reviewed Project #8's stormwater management system inspection reports and noted that CDOT had not conducted any inspections at Project #8 since January 31, 2005. Project #8 was not finally stabilized at the time of the June 22, 2005 inspection. The Division records establish that CDOT failed to conduct at least four (4) Permit-required inspections at Project #8 from January 31, 2005 to June 22, 2005.
- g. During the June 9, 2005 inspection of Project #9, the Inspector reviewed Project #9's stormwater management system inspection records and noted that the time period between inspections at Project #9 exceeded the 14 day maximum on the following occasions:

<b>Date of Inspection</b>	<b>Date of Next Inspection</b>	<b>Duration Between Inspections</b>
5/17/2004	6/4/2004	18 days
7/21/2004	8/9/2004	19 days
8/9/2004	8/25/2004	16 days
12/15/2004	1/7/2005	23 days

21. CDOT's failures to properly conduct inspections of its stormwater management systems at Projects #1, #2, #3, #4, #5, #8 and #9, constitute violations of Part I. C. 5. of the Permit.

**ORDER AND AGREEMENT**

- 22. Based on the foregoing factual and legal determinations, pursuant to its authority under §§25-8-602 and 605, C.R.S., and in satisfaction of the alleged violations cited herein and in the Notice of Violation / Cease and Desist Order (Number: SO-051117-1), the Division orders CDOT to comply with all provisions of this Consent Order, including all requirements set forth below.
- 23. CDOT agrees to the terms and conditions of this Consent Order. CDOT agrees that this Consent Order constitutes a notice of alleged violation and an order issued pursuant to §§ 25-8-602 and 605, C.R.S., and is an enforceable requirement of the Act. CDOT also agrees not to challenge directly or collaterally, in any judicial or administrative proceeding brought by the Division or by CDOT against the Division:
  - a. The issuance of this Consent Order;
  - b. The factual and legal determinations made by the Division herein; and
  - c. The Division's authority to bring, or the court's jurisdiction to hear, any action to enforce the terms of this Consent Order under the Act.

24. Notwithstanding the above, CDOT does not admit to any of the factual or legal determinations made by the Division herein, and any action undertaken by CDOT pursuant to this Consent Order shall not constitute evidence of fault by CDOT with respect to the conditions of its construction projects.

### **Compliance Requirements**

25. CDOT shall immediately implement measures to maintain compliance with the Colorado Water Quality Control Act, the terms and conditions of the Permit, and the associated certifications issued to CDOT for its Colorado construction projects.
26. CDOT shall require all existing and newly hired engineers and other employees who are involved in project design, oversight and/or maintenance related to stormwater drainage and quality to attend a stormwater training course, or series of courses (including refresher courses), presented by a qualified third party or by CDOT. The course(s) shall specifically include, but not be limited to: Training on the incorporation of BMP design and overall stormwater management into a project's construction design and planning phase; detailed discussions on the implementation of BMPs during different phases of construction and the maintenance of a system/series of pollution controls throughout the life of a project and as a project evolves through those different phases; specific guidance on appropriate, functional and effective BMPs to implement when working in and adjacent to state waters and how those BMPs can and should be incorporated into the design of a project; training on the proper use of, and necessary modifications to, permanent flood control structures that are used as temporary construction BMPs; detailed instruction on final stabilization and the implementation and maintenance of BMPs at projects once construction operations have ceased, including a discussion of who will be responsible for maintaining those BMPs and how final stabilization will generally be monitored and achieved; and information on stormwater control technology advancements.
27. CDOT shall submit semiannual reports to the Division documenting its progress with the training program described in paragraph 26 above. The reports shall include training records and information on the content of any stormwater training provided, including a summary of the percentages of applicable employees who have fully completed all elements of the training, as discussed in paragraph 26 above, and the percentages of those who continue to require training on any specific topics.
28. CDOT shall immediately implement necessary measures to ensure that functional stormwater management system design is fully incorporated into the planning and design phase of every construction project that results in a land disturbance of equal to or greater than one acre, or is part of a larger common plan of development that will ultimately disturb equal to or greater than one acre. The purpose is to ensure that project rights-of-way, phasing and drainage are adequately evaluated and planned to allow for the implementation of a system/series of functional BMPs at each project in accordance with good engineering practices and CDOT design specifications.

29. CDOT or its contractors shall not submit a permit application for any CDOT construction project that results in a land disturbance of equal to or greater than one acre, or is part of a larger common plan of development that will ultimately disturb equal to or greater than one acre, until such time as a site-specific SWMP has been developed that meets all the requirements of the Permit, including the prescription of site-specific BMPs that will be implemented during each phase of construction at the project. If CDOT intends or finds it necessary for a contractor to make significant modifications or additions to a SWMP, a CDOT professional engineer with direct knowledge of the project's design and site conditions shall approve and sign off on the modifications or additions. CDOT shall incorporate into all its SWMPs a standardized sign off page that will be used to document approval of significant modifications to an individual SWMP by a qualified CDOT engineer.
30. Within thirty (30) calendar days of the effective date of this Consent Order, CDOT shall submit a written notice to the Division identifying its Chief Engineer, or other high level CDOT employee, as its "Director of Stormwater Compliance" who will be responsible for coordinating oversight of stormwater compliance by CDOT and its contractors. The Director of Stormwater Compliance shall, at all times, 1) have the authority to direct all levels of employees within each CDOT region to perform actions necessary to achieve and maintain compliance with the Permit, 2) have the authority to impose sanctions against contractors and to initiate or direct disciplinary actions against any Regional Transportation Director, CDOT engineer, or other region employee for continued or reoccurring noncompliance with the Permit, and 3) be able to direct the development and implementation of functional stormwater management systems at CDOT construction projects, which include, but are not limited to, the development of site-specific SWMPs that prescribe functional BMPs for all phases of construction activities and the implementation of functional erosion and sediment control practices that are installed and maintained to form a system/series of pollutant control BMPs at each site. If at any time CDOT wishes to change its Director of Stormwater Compliance, CDOT shall notify the Division in writing, provide an explanation of the change, and provide the Division the identity of the replacement who shall meet all of the requirements discussed above.
31. Within ninety (90) calendar days of the effective date of this Consent Order, CDOT shall hire six additional employees at the GP III or GP IV level to function as its "Water Pollution Control Managers" for each of the six CDOT regions. The Water Pollution Control Managers will be responsible for conducting planning and pre-construction meetings at each of CDOT's construction projects (as described in paragraph 32) and for visiting each project within his/her region on a frequent basis to conduct inspections/audits and oversight (as described in paragraphs 33, 36 and 37). Within ninety (90) calendar days of hiring the six additional employees, CDOT shall submit to the Division a copy of the Individual Performance Objectives ("IPOs") for the positions (as further discussed in paragraph 39) and a written certification that the positions have been filled, that the selected individuals are performing the functions required by this Consent Order, and that each CDOT region has achieved a net gain of one full time employee devoted to water quality and environmental compliance. In the event that CDOT fills any of the positions with an existing CDOT water quality or other environmental employee, CDOT shall submit a written certification to the Division that the vacated water quality or environmental position has been backfilled and that the backfilled position has maintained the same proportion of water quality and environmental duties as were assigned prior to the vacancy.

32. Prior to the initiation of construction activities at any project that results in a land disturbance of equal to or greater than one acre, or is part of a larger common plan of development that will ultimately disturb equal to or greater than one acre, and consistent with CDOT specification 208, CDOT shall require the region's Water Pollution Control Manager and the contractor's project superintendent to conduct a pre-construction meeting with the employees at each site. The engineer, landscape architect or CDOT personnel who prepared the SWMP, or the engineer who reviews and becomes familiar with the SWMP, shall also attend the meeting. During each meeting, CDOT shall explain the requirements of the Permit, the site-specific SWMP, and any other environmental requirements for the site. At the conclusion of each meeting, CDOT shall require each attendee to sign a certification that they understand the terms and conditions of the Permit and the site's associated SWMP. If a contractor or subcontractor begins work at the site after the pre-construction meeting has occurred, CDOT shall require the Project Engineer and project superintendent to brief that contractor or subcontractor on the site's SWMP and the Permit requirements before the contractor or subcontractor begins work at the site.
33. Prior to the initiation of construction activities at any project that results in a land disturbance of equal to or greater than one acre, or is part of a larger common plan of development that will ultimately disturb equal to or greater than one acre, CDOT shall require the region's Water Pollution Control Manager and the contractor's project superintendent to inspect the project to determine whether the BMPs described in the site-specific SWMP are installed and located correctly.
34. During construction at any project that results in a land disturbance of equal to or greater than one acre, or is part of a larger common plan of development that will ultimately disturb equal to or greater than one acre, CDOT shall require the Project Engineer and the contractor's project superintendent to conduct weekly meetings with all persons involved in construction activities that could adversely affect water quality at each project to review the requirements of the SWMP and the Permit and to address any problems that have arisen in implementing the site-specific SWMP or maintaining BMPs. This meeting may coincide with the weekly project scheduling meetings, if appropriate.
35. CDOT shall require the contractor's project superintendent, or his/her designee under his/her direct supervision, to conduct an inspection on each business day in which active construction has occurred at a project that results in a land disturbance of equal to or greater than one acre, or is part of a larger common plan of development that will ultimately disturb equal to or greater than one acre. CDOT shall require the project superintendent, or his/her designee under his/her direct supervision, to inspect the entire site to determine whether construction is being conducted in accordance with the project's site-specific SWMP and the Permit. CDOT shall require the contractor's project superintendent, or his/her designee under his/her direct supervision, to observe, record, and determine the effectiveness of all BMPs. In addition, CDOT shall require the Project Engineer and project superintendent to direct the improvement of any BMPs that require maintenance, are no longer acting as functional controls, and/or do not conform to the requirements of the site-specific SWMP and the Permit.
  - a. CDOT shall require the contractor's project superintendent, or his/her designee under his/her direct supervision, to record the results of each daily inspection in his/her project diary.

- b. CDOT shall require its contractors to complete all necessary repairs or modifications to BMPs as soon as possible, immediately in most cases.
  - c. CDOT shall require the Project Engineer and the contractor's project superintendent to accompany the project's erosion control supervisor on each permit-required 14 day inspection.
36. At least once per month, each CDOT Water Pollution Control Manager shall perform an audit/inspection at each project in his/her region that results in a land disturbance of equal to or greater than one acre, or is part of a larger common plan of development that will ultimately disturb equal to or greater than one acre, to ensure that the project is implementing the requirements of the site-specific SWMP, that the SWMP and associated BMPs are effective in controlling pollutants, and that the project is in overall compliance with the Permit. During the audit, the Water Pollution Control Manager shall review the 14-day inspection reports and ensure that necessary corrective actions are implemented in a timely, appropriate, and consistent manner. If a project is found to be out of compliance with the Permit or the requirements of the site-specific SWMP, the Water Pollution Control Manager shall recommend and the Project Engineer shall direct changes necessary to bring the site into compliance.
37. Prior to submitting an inactivation notice for any Permit Certification, CDOT's designated Water Pollution Control Manager, or other qualified water quality personnel, shall perform an inspection of the project to ensure that the site meets the conditions of final stabilization, as defined by the Permit, and that all necessary measures have been taken to close out Permit coverage.
38. CDOT's Water Pollution Control Managers shall submit a report on the findings of each monthly audit to the Director of Stormwater Compliance, or his/her qualified designee, within five (5) days of completing the inspection. The Director of Stormwater Compliance, or his/her qualified designee, shall review the submitted inspection reports and shall prepare a semiannual report summarizing the findings of the inspections as a whole, including any strengths and weaknesses that were identified in CDOT's stormwater management program through the performance of the audits/inspections and an explanation of how those strengths and/or weaknesses will affect CDOT's stormwater management techniques going forward. Additionally, the report shall contain a list and description of the sanctions imposed on any contractors for noncompliance with a SWMP and/or Permit. The Director of Stormwater Compliance shall submit each semiannual report to the Division and shall include with each submittal a written certification stating that he/she has reviewed the report and that any and all necessary corrections to CDOT's stormwater management and/or oversight programs have been implemented.
39. Within thirty (30) calendar days of the effective date of this Consent Order, CDOT shall submit a written certification to the Division that CDOT has developed and included, or will include, IPOs related to environmental performance, including erosion control and water quality, into the annual Performance Evaluations of all CDOT engineers, environmental personnel, and applicable maintenance personnel. The IPOs shall be written and applied with the goal of evaluating each individual's contribution toward compliance with environmental laws, regulations and permits.

40. Within sixty (60) calendar days of the effective date of this Consent Order, CDOT shall submit to the Division final procedures for the implementation of a stormwater compliance evaluation program for contractors, including the specific criteria and repercussions that will be applied for various levels of contractor noncompliance. The procedures shall include specific evaluation criteria, escalation protocols and timelines for the utilization of repercussions to dissuade or prevent noncompliance with the Permit and any site-specific SWMP. The procedures should consider, at a minimum: Monetary sanctions or disincentives; stop work orders; loss of qualification for bonuses and other awards; loss of the ability to compete for future contracts; withholding payments for services not rendered; etc.
41. When requesting contractor bids for any CDOT construction project, CDOT shall inform all bidding parties of the compliance requirements of this Consent Order by incorporating the requirements into the construction contract or special conditions to such contract.
42. Any person submitting statements or reports on behalf of CDOT pursuant to paragraphs 27, 31, 38 and 40 above shall make the following certification with each submittal:

“I certify under penalty of law that this document and all attachments were prepared under my direction or supervision in accordance with a system designed to assure that qualified personnel properly gather and evaluate the information submitted. Based on my inquiry of the person or persons who manage the system, or those persons directly responsible for gathering the information, the information submitted is, to the best of my knowledge and belief, true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment for knowing violations.”

### **SUPPLEMENTAL ENVIRONMENTAL PROJECTS**

43. In addition to all other funds necessary to comply with the requirements of this Consent Order, CDOT shall pay Five Hundred Six Thousand Three Hundred Eighty Five Dollars (\$506,385.00) in the form of expenditures on Supplemental Environmental Projects (“SEPs”) in order to achieve settlement of this matter.
44. CDOT shall undertake the following SEPs, which the Parties agree are intended to secure significant environmental or public health protection and improvements:
  - a. CDOT shall construct a BMP Field Training Facility (“BMP Facility”) on its property located at or near the corner of S. Colorado Boulevard and Louisiana Avenue in Denver and shall use the BMP Facility to train construction companies, contractors, consultants, municipalities, or other related organizations and individuals on the proper purpose, use, installation and maintenance of erosion and sediment control BMPs, as further described in Exhibit A. CDOT’s total expenditure on the SEP shall not be less than Three Hundred Twenty Six Thousand Dollars (\$326,000.00).

- b. CDOT shall translate its “Erosion Control and Stormwater Quality Field Guide” to Spanish and shall print and distribute at least 1,000 copies of the Spanish version of the guide, as further described in Exhibit A. CDOT’s total expenditure on the SEP shall not be less than Twenty Eight Thousand Three Hundred Eighty Five Dollars (\$28,385.00).
  - c. Within thirty (30) calendar days of the effective date of this Consent Order, CDOT shall donate Twenty Five Thousand Dollars (\$25,000.00) to the Colorado Governor’s Energy Office (“Energy Office”). The funds will be used to pay for the State of Colorado’s membership fee to The Climate Registry, a nonprofit partnership developing an accurate, complete, consistent and transparent greenhouse gas emissions measurement protocol that is capable of supporting voluntary and mandatory greenhouse gas emission reporting policies for its members. CDOT shall provide the Division with a copy of the Energy Office’s acknowledgement of receipt of the funds within thirty (30) calendar days of the effective date of this Consent Order.
  - d. Within thirty (30) calendar days of the effective date of this Consent Order, CDOT shall donate One Hundred Thousand Dollars (\$100,000.00) to the Regional Air Quality Council (“RAQC”). The funds will be used for RAQC’s Ozone Reduction Strategy Vehicle Scrappage Program – commonly referred to as “Cash for Clunkers” – for the purchase and disposal of at least 100 high volatile organic compound and nitrogen oxide emitting automobiles, as further described in Exhibit A. CDOT shall provide the Division with a copy of the donation check, or RAQC’s acknowledgement of receipt of the funds, within thirty (30) calendar days of the effective date of this Consent Order
  - e. Within thirty (30) calendar days of the effective date of this Consent Order, CDOT shall donate a total of Twenty Seven Thousand Dollars (\$27,000.00) to the Denver Regional Council of Governments and/or the North Front Range Metropolitan Planning Organization. The funds will be used to develop and provide transportation and modeling forecasts, which will enhance capacity for future conformity determinations for the North Front Range Metropolitan Planning area and the Upper Front Range Transportation Planning Region, in order to accurately model the transportation network in these two areas, as further described in Exhibit A. In addition to capacity enhancement, this effort will also enhance knowledge of vehicular emissions in the Estes Park and Rocky Mountain National Park Areas, as that information might relate to nitrogen deposition plan strategies being pursued in those areas by state and federal agencies. CDOT shall make the one-time payment of Twenty Seven Thousand Dollars (\$27,000.00), and shall include with the donation a cover letter identifying the monies for the above described project. CDOT shall provide the Division with a copy of the cover letter and check within thirty (30) calendar days of the effective date of this Consent Order.
45. CDOT’s total expenditures on the SEPs shall not be less than Five Hundred Six Thousand Three Hundred Eighty Five Dollars (\$506,385.00).

46. CDOT hereby certifies that, as of the date of this Consent Order, it is not under any existing legal obligation to perform or develop the SEPs. CDOT further certifies that it has not received, and will not receive, credit in any other enforcement action for the SEPs. In the event that CDOT has, or will receive credit under any other legal obligation for any SEP, CDOT shall pay a civil penalty to the Division in the amount equal to the value of that SEP within thirty (30) calendar days of receipt of a demand for payment by the Division. Method of payment shall be by certified or cashier's check drawn to the order of the "Colorado Department of Public Health and Environment," and delivered to:

Michael Harris  
Colorado Department of Public Health and Environment  
Water Quality Control Division  
Mail Code: WQCD-CADM-B2  
4300 Cherry Creek Drive South  
Denver, Colorado 80246-1530

47. Unless otherwise specified, all SEPs must be fully implemented, operated for the useful life of the SEP, and completed to the satisfaction of the Division within three (3) years of the effective date of this Consent Order. In the event that CDOT fails to comply with any of the terms or provisions of this Consent Order relating to the performance of any SEP(s), CDOT shall be liable for penalties as follows:

- a. Payment of a penalty in an amount equal to the value of that SEP(s). The Division, in its sole discretion, may elect to reduce this penalty for environmental benefits created by the partial performance of a SEP(s).
- b. CDOT shall pay this penalty within ninety (90) calendar days of receipt of written demand by the Division. Method of payment shall be as specified in paragraph 46 above.

48. CDOT shall submit to the Division a SEP Completion Report for each SEP described in paragraph 44 above within thirty (30) calendar days of each SEPs completion. Each SEP Completion Report shall contain the following information:

- a. A detailed description of the SEP as implemented;
- b. A description of any operating problems encountered and the solutions thereto;
- c. Itemized costs, documented by copies of purchase orders and receipts or canceled checks;
- d. Certification that the SEP has been fully implemented pursuant to the provisions of this Consent Order; and
- e. A description of the environmental and public health benefits resulting from implementation of the SEP (with quantification of the benefits and pollutant reductions, if feasible).

49. Failure to submit a SEP Completion Report with the required information, or any periodic report, shall be deemed a violation of this Consent Order.

50. CDOT shall include the following language in any public statement, oral or written, making reference to any of the SEPs: “This project was undertaken in connection with the settlement of an enforcement action taken by the Colorado Department of Public Health and Environment for violations of the Colorado Water Quality Control Act.”

### **SCOPE AND EFFECT OF CONSENT ORDER**

51. The Parties agree and acknowledge that this Consent Order constitutes a full and final settlement of the specific violations alleged herein and in Notice of Violation / Cease and Desist Order Number: SO-051117-1.
52. This Consent Order is subject to the Division’s “Public Notification of Administrative Enforcement Actions Policy,” which includes a thirty-day public comment period. The Division and CDOT each reserve the right to withdraw consent to this Consent Order if comments received during the thirty-day period result in any proposed modification to the Consent Order.
53. This Consent Order constitutes a final agency order or action upon a determination by the Division following the public comment period. Any violation of the provisions of this Consent Order by CDOT, including any false certifications, shall be a violation of a final order or action of the Division for the purpose of §25-8-608, C.R.S., and may result in the assessment of civil penalties of up to ten thousand dollars per day for each day during which such violation occurs.
54. The Parties’ obligations under this Consent Order are limited to the matters expressly stated herein or in approved submissions required hereunder. All submissions made pursuant to this Consent Order are incorporated into this Consent Order and become enforceable under the terms of this Consent Order as of the date of approval by the Division.
55. The Division’s approval of any submission, standard, or action under this Consent Order shall not constitute a defense to, or an excuse for, any prior violation of the Act, or any subsequent violation of any requirement of this Consent Order or the Act.
56. Notwithstanding paragraph 24 above, the violations described in this Consent Order will constitute part of CDOT’s compliance history for purposes where such history is relevant. This includes considering the violations described above in assessing a penalty for any subsequent violations against CDOT. CDOT agrees not to challenge the use of the cited violations for any such purpose.
57. This Consent Order does not relieve CDOT from complying with all applicable Federal, State, and/or local laws in fulfillment of its obligations hereunder and shall obtain all necessary approvals and/or permits to conduct the activities required by this Consent Order. The Division makes no representation with respect to approvals and/or permits required by Federal, State, or local laws other than those specifically referred to herein.

## **LIMITATIONS, RELEASES AND RESERVATION OF RIGHTS AND LIABILITY**

58. Upon the effective date of this Consent Order, and during its term, this Consent Order shall stand in lieu of any other enforcement action by the Division with respect to the specific instances of violations cited herein and in the November 17, 2005 Notice of Violation / Cease and Desist Order (Number: SO-051117-1). The Division reserves the right to bring any action to enforce this Consent Order, including actions for penalties or the collection thereof, and/or injunctive relief.
59. This Consent Order does not grant any release of liability for any violations not specifically cited herein.
60. Nothing in this Consent Order shall preclude the Division from imposing additional requirements in the event that new information is discovered that indicates such requirements are necessary to protect human health or the environment.

## **NOTICES**

61. Unless otherwise specified, any report, notice or other communication required under the Consent Order shall be sent to:

For the Division:

Colorado Department of Public Health and Environment  
Water Quality Control Division / WQCD-CADM-B2  
Attention: Michael Harris  
4300 Cherry Creek Drive South  
Denver, Colorado 80246-1530  
Telephone: 303.692.3598  
E-mail: michael.harris@state.co.us

For CDOT:

Water Quality Program Manager  
4201 East Arkansas Ave., Shumate Bldg.  
Denver, Colorado 80222  
Telephone: 303.757.9343

## **MODIFICATIONS**

62. This Consent Order may be modified only upon mutual written agreement of the Parties.

**NOTICE OF EFFECTIVE DATE**

63. This Consent Order shall be fully effective, enforceable and constitute a final agency action upon notice from the Division following the closure of the public comment period referenced in paragraph 52.

**BINDING EFFECT AND AUTHORIZATION TO SIGN**

64. This Consent Order is binding upon CDOT and its elected officials, employees, agents, representatives, successors in interest, and assigns. The undersigned warrant that they are authorized to legally bind their respective principals to this Consent Order. CDOT agrees to provide a copy of this Consent Order to any contractors and other agents performing work pursuant to this Consent Order and require such agents to comply with the requirements of this Consent Order. In the event that a party does not sign this Consent Order within thirty (30) calendar days of the other party's signature, this Consent Order becomes null and void. This Consent Order may be executed in multiple counterparts, each of which shall be deemed an original, but all of which shall constitute one and the same Consent Order.

**FOR THE COLORADO DEPARTMENT OF TRANSPORTATION:**

\_\_\_\_\_ Date: \_\_\_\_\_  
Jennifer Finch, Director  
Division of Transportation Development

**FOR THE COLORADO DEPARTMENT OF PUBLIC HEALTH AND ENVIRONMENT:**

\_\_\_\_\_ Date: \_\_\_\_\_  
Lori M. Gerzina, Section Manager  
Compliance Assurance and Data Management Section  
WATER QUALITY CONTROL DIVISION