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BEFORE THE

ENVIRONMENTAL QUALITY BOARD

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THE DEPARTMENT OF ENVIRONMENTAL PROTECTION

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IN RE: REVISED TOTAL COLIFORM RULE -

PROPOSED RULEMAKING

PUBLIC HEARING

* * * * * * * * *

BEFORE:

LISA DANIELS, CHAIR

BILL CUMMINGS, MEMBER

JEFF ALLGYER, MEMBER

HEARING:

Thursday, November 5, 2015

1:00 p.m.

LOCATION:

Department of Environmental Protection

Southeast Regional Office

Schuylkill Conference Room

2 East Main Street

Norristown, PA 19401

Reporter: Kimberly J. Dundas

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PROCEEDINGS

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CHAIR:

Good afternoon. I want to welcome you to the Environmental Quality Board's public hearing on the proposed rulemaking for the Revised Total Coliform Rule. So is everybody in the right room? Good, okay. I'm Lisa Daniels. I'm Director for the Bureau of Safe Drinking Water with the Department of Environmental Protection. Today, though, I'm representing EQB at this hearing.

I officially call the hearing to order. It is one o'clock. In the event of an emergency, exits are located right outside into the H Room and back around the corner, so right where you came in is the closest exit out. And if I could ask at this time, please silence all cell phones if you haven't already.

So the purpose of this hearing is to formally accept testimony on the proposed regulations. This proposed rulemaking was included in a two-part proposal which was submitted to the EQB for consideration at its meeting on April 21st, 2015. One part contained regulations necessary to assume primacy with respect to the Federal Revised Total Coliform

Rule, and the other part of the proposal included amendments to various other portions of Chapter 109.

In response to a motion made at the meeting, the Board voted to approve the portion of the proposed rulemaking regarding the RTCR, but to split the other proposed amendments into a separate rulemaking to provide an opportunity for further stakeholder engagement. The other amendments will be resubmitted to the Board at a future date. This proposed rulemaking reflects the RTCR portion of the proposal approved by the Board at its April 21st, 2015 meeting, so this is the RTCR portion of the rulemaking.

The rulemaking proposes to amend
Pennsylvania's Safe Drinking Water Regulations to
incorporate federal requirements needed to obtain
primary enforcement authority, or primacy, for the
Revised Total Coliform Rule. The Pennsylvania Safe
Drinking Water Act obligates DEP to maintain primacy
for the Safe Drinking Water program. As such, Chapter
109 must be amended to incorporate the federal RTCR,
promulgated by EPA.

EPA adopted regulations to implement the federal RTCR on February 13th, 2013, and the compliance date for the federal RTCR is April 1st of

2016. In order to maintain primacy with respect to the RTCR, Pennsylvania must have regulations in place that are at least as stringent as those set forth in the federal regulations.

According to the preamble to the federal RTCR, the rule will increase public health protection through the reduction of sanitary defects that could provide potential pathways of entry for fecal contamination into the distribution system, or could indicate a failure or imminent failure of a barrier that is already in place. Since fecal contamination may contain waterborne pathogens that include bacteria, viruses and parasitic protozoa, a decrease in fecal contamination should reduce the risk from all of these contaminants.

The proposed Pennsylvania RTCR would establish a maximum contaminant level for E. coli, and would use E. coli and total coliforms to initiate a find and fix approach to address fecal contamination that could enter into a public water distribution system. It requires public water systems to perform assessments to identify sanitary defects and subsequently take action to correct them.

The Pennsylvania RTCR proposed requirements differ slightly from the federal

1 regulations in order to accommodate existing 2 regulations and to account for implementation 3 experience for safe drinking water regulations. To be 4 consistent with exiting public notification 5 requirements, the proposed rule requires one-hour 6 notification for several circumstances, where the federal rule requires notification within 24 hours. The proposal would also require public water systems 8 9 to conduct an assessment for additional circumstances 10 which may adversely affect drinking water quality. 11 Also, if DEP determines an assessment to be 12 incomplete, the Public Water System would be required 13 to consult with DEP within 14 days.

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The proposed amendments would affect all 8,868 public water systems serving approximately 12.75 million Pennsylvanians. The residents of the Commonwealth would benefit from this proposed rule, as safe drinking water is vital to maintaining healthy and sustainable communities. Proactively avoiding incidents such as waterborne disease outbreaks can prevent loss of life, reduce the incidents of illness, and reduce healthcare costs. Proper investment in public water system infrastructure and operations helps ensure a continuous supply of safe drinking water, enables communities to plan and build future

capacity for economic growth and ensures their long-term sustainability for years to come.

So in order to give everyone an equal opportunity to comment on this proposal, I would like to establish the following ground rules. So first, I will call upon the witnesses who have preregistered to testify at the hearing. And after hearing from those witnesses, I will provide any other interested parties with the opportunity to testify as time allows.

Testimony is limited to five minutes for each witness, but please note --- and we'll say this a couple of times today, please note that written and spoken testimony both carry the same weight. So if you should run out of time for your spoken testimony, we will read the rest of your comments in your written testimony, so please know that.

Organizations are requested to designate one witness to present testimony on its behalf. Each witness is asked to submit three written copies of his or her testimony, and that's really to aide in transcribing the hearing. That's really the purpose for that. So if you brought those with you, please hand two copies to me, and we'll provide one to the stenographer as well.

When you come up to speak, we will ask

you to state your name, your address, and your affiliation for the record prior to presenting your testimony. And the EQB would appreciate your help, if you could, by spelling names and terms that may not be generally familiar. And again, it's so that the transcript can be as accurate as possible.

Because the purpose of a hearing is to receive comments on the proposal, EQB members or DEP staff cannot address questions about the proposed rulemaking during the duration of the hearing. So this is for us to hear what you would like to share with us about the rulemaking. In addition to or in place of verbal testimony presented at today's hearing, interested persons may also submit written comments on the proposal. And again, written and verbal comments hold the same weight when considered in the finalization of the proposed rulemaking. All comments provided become part of the official public record.

All comments must be received by the EQB on or before December 1st of 2015 for this proposed rulemaking. Comments can be addressed to the Environmental Quality Board at P.O. Box 8477 in Harrisburg, 17105-8477. Comments may also be submitted online through eComment, which is accessible

from the DEP's website. You can click on the eComment button on DEP's homepage, or comments may be submitted by e-mail at regcomments@pa.gov. And I can repeat that later if anybody wants that information. A subject heading of the proposed rulemaking and a return name and address must be included in each e-mail.

8 All comments received at this hearing as 9 well as written comments received by December 1st of 10 2015 will be considered by the EQB and will be 11 included in a comment and response document, which 12 will be prepared by the Department and reviewed by the 13 EQB prior to the Board taking its final action on the regulation. And if there's anyone that's interested 14 15 in receiving a copy of this transcript from today's hearing, you may contact EQB for further information 17 on how to obtain a copy.

So with that, I would like to go ahead and call the first commenter if I could. And so we're just going to go in order of folks that registered, and so first up we have Sharon Fillmann. So if you could, Sharon, go ahead and state your name, your address, and your affiliation for us.

MS. FILLMANN:

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My name is Sharon Fillmann. I am at 100

1 Ashville Road, Nottingham, Pennsylvania, 19362. with Chester Water Authority, and I'm the Chief of 2 3 Treatment and Pumping at Chester Water Authority. And 4 today, Chester Water Authority would like to 5 acknowledge that we support DEP's efforts in adopting 6 the Revised Total Coliform Rule to further enhance and protect public health, and we have some general 8 comments that we would like to make respectfully to the Board. 9

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The first thing we'd like to say is Chester Water Authority is uncertain if DEP has considered concurrent regulatory changes to the Public Notification Rule, and also to the Consumer Confidence Reporting requirements that would be impacted concurrently with adoption of the Revised Total Coliform Rule. We'd also like to mention that in Chapter 109, DEP refers to repeat and check samples interchangeably, and I do as well in the industry because I'm predominantly working in the systems in Pennsylvania. But we would suggest that there's clarification to Chapter 109 consistently throughout to record and report those samples as repeat samples only and to dismiss using the word check sample going forward.

Our biggest concern in comments are

1 going to be related to the sample citing plans, so I'll leave those until the end. Some other specific 2 comments we have, Chapter 109, Section 202, State 3 4 MCLs, MRDLs and treatment technique requirements. Wе 5 disagree with DEP being able to direct a system to 6 perform assessments for water quality concerns that are outside of Total Coliform and E. coli issues. recognize that the Department may have other water quality concerns where they might warrant further investigation, but we would suggest that the word 10 assessment is not used to prevent confusion.

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Under 109.301, monitoring requirements for coliforms, we believe that the Public Notification Requirement is incorrect and is not required for every single E. coli positive sample. And the example we give is if the original routine sample is E. coli positive, that doesn't necessarily result in an MCO violation requiring public notification. And that is a clarification we would suggest that the Board make.

Under 109.301, monitoring requirements and frequency, we agree that we should have a sample siting plan that lists the number of samples that we plan to take on a routine basis. However, we would advocate and appreciate flexibility in being able to sample the number of samples above and beyond the

required when certain situations and circumstances exist where the public water supplier believes that that will better protect public health. So we would just like that flexibility.

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5 Under Section 109.303, sampling 6 requirements, we would like the sample siting plans to 7 be flexible to accommodate for operational business 8 efficiencies, customer service, require trainings for 9 public water systems, weather events and conditions, 10 and unusual circumstances and happenings. So we don't 11 want a lot of rigidity in the sample siting plans on 12 requiring us to sample, on example, the Tuesday of the third week of the month. Most public water systems 13 14 may only have one or two personnel that are sampling. 15 Smaller public water systems may only have commercial 16 laboratory sampling for them, and we have to consider 17 flexibility given vacation, sick times, holidays, things like that in addition to other emergency 18 19 situations. So we don't want to be locked into 20 stringent sampling requirements and sampling dates.

Section 109.409, tier two public notice, we disagree with the requirement for a tier two public notice for failure to report an E. coli positive sample. Failing to report typically is a tier three violation, and Chester Water believes there's not any

threat to public health if the failure to report is an issue at that point in time. When we talk about sample siting plans, we believe that DEP noted in the proposed rulemaking that Section 40 CFR 141.853 supported the decisions to require the stringent sample siting plans. And DEP's proposed rulemaking states, and I quote, the TAC noted that identifying specific addresses for check samples in unworkable for some water systems, however the proposed amendment reflects 40 CFR 141.853, unquote.

2.2

Chester Water believes that DEP failed to provide the regulatory language in this section for transparency and comparison, and that DEP also failed to acknowledge the federal rule allows flexibility for water systems to do repeat sampling locations based on a standard operating procedure. So 40 CFR, I will read directly. It says that a system may elect to specify either alternative fixed locations or criteria for selecting repeat sampling sites on a situational basis in a standard operating procedure in its sample citing plan. And we would appreciate the Board's reconsideration of the proposed amendment by DEP based on the full citation from 40 CFR.

I have a summary testimony here, and I would also appreciate if we can submit full testimony

1 to the Department at this time.

CHAIR:

Of course. Sure.

MS. FILLMANN:

Thank you.

OFF RECORD DISCUSSION

CHAIR:

Thank you so much. Next on our list is Doug Crawshaw. And Doug, if you could just state your name, your address and your affiliation?

MR. CRAWSHAW:

Sure. My name is Douglas Crawshaw. I'm the Water Quality Manager for the York Water Company. Address is 130 East Market Street, York, PA, 17401. All right. So this testimony is an abridged version of what our written testimony intends to be, so I'm focusing primarily on the section regarding check sample locations and alternative and repeat monitoring.

So the York Water Company would definitely request that an SOP be accepted for the determination of repeat and alternative repeat monitoring locations. Pardon me, I'm sorry. Public speaking is not one of the things that I love.

CHAIR:

You're doing fine.

MR. CRAWSHAW:

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3 Thank you. We don't see the benefit necessarily of identifying these locations in advance, 4 5 and can actually see some chances that pre-identifying 6 these sample locations could actually cause some 7 challenges with utilities in properly identifying 8 problems and contamination actually in their system. 9 It presumes the knowledge of all of the water system's 10 potential operational conditions in advance of a 11 potential coliform event. So additionally, if we have 12 to specify all of these upstream and downstream 13 locations, it limits the utilities capability to assess the conditions in real time using technology. 14 15 Most specifically, water system modeling to kind of factor all of the variables that could be at play in 16 17 determining which direction the flow is actually going 18 in the distribution system.

So for a simple example, and unfortunately we've got this entered in record, if you just picture a T intersection, okay? You have a pump at one end of the T, you've got a large customer at the top end of the T, and at the far side of the T you have a tank. Sample location near the intersection when the pump is running and you have a total coliform

1 positive near your intersection, you've got an upstream that's going to be on your pump's side. 3 resample, and you've got a downstream that would be on 4 the tank's side. Now alternatively, when the pump is off and the tank is feeding out to the system, you have your upstream which would be on the tank side of 7 the sample location, and the downstream is going to be 8 on the far side of the intersection. So this is a one 9 customer, one pump, one tank system with one 10 intersection. And if we start taking into account how 11 normal distribution systems are set up, the pipes 12 typically follow the streets in kind of a grid 13 pattern.

you've got multiple intersections,
you've got multiple pumps, you've got pressure zones,
regulators, different pipe sizes. All of these things
can kind of really impact the direction and flow rate
of the water through the system. Distribution
systems, as everybody here knows, are dynamic.
They're always changing. So setting a couple of
specific upstream and downstream locations, you know,
it's not going to necessarily help, per se, identify
the correct locations. It will provide a list for
somebody who isn't actively working to truly identify
these locations or the contamination. It'll help them

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to go and choose a location in the heat of the moment, but it won't necessarily provide the correct locations.

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So secondly, identifying the up and downstream locations is going to take quite a bit of time and money. Okay? My system, I have to report 120 compliance sample locations or sample results per month, so one could assume that I would have about 50 sample locations on my sampling plan. So if I now need to have five upstream and five downstream sample locations, that means I now need to take 50 that I'm originally working with and add an extra 500 sample locations to this. So to do this correctly, I would need to pre-vet all of these sample locations. So that means visiting these locations to make sure that they actually exist, number one. Number two, that they're in service. Number three, that the plumbing fixtures are --- would fit the needs of a true and good sampling location, separate hot water, hot and cold water sampling taps. No appurtenances, no softeners, no filters, et cetera, et cetera.

And once I've done all of this pre-vetting and pre-evaluation, the day after, it's basically worthless to me because I have no control over those sampling locations. These business owners

and homeowners can put in a softener, can change their
plumbing and fixtures, that sort of thing, making it
necessary that in the heat of a moment when we have a
total coliform positive, we're going to need to assess
each of those viable sample locations and choose the
best one that's going to be most representative of the
water that's in our system. So it's going to have to
be redone anyways in the heat of the moment.

So based on these suggestions here, I guess, and the commentary, we would definitely encourage that the Department and the EQB support systems developing an SOP to --- or as part of their plan to --- thank you, that's it. That means I'm out of time. All right, that's it.

CHAIR:

Thank you very much. Do we have David Brubaker here?

MR. CUMMINGS:

No, he's not here.

CHAIR:

Okay, just wanted to make sure he didn't step in while we --- okay. So next then we have Randy High. Hi, Randy. You can go ahead and put them in the box, if you would. Thank you so much. And Randy, if you could state your name, and your address, and

your affiliation for us?

MR. HIGH:

Yes.

CHAIR:

Okay.

MR. HIGH:

Randall C. High, 233 Deep Run Road,
Myerstown, PA, 17067. Do you need me to repeat it?
Okay. And I represent Pure-Test Laboratory, we're a commercial state certified lab.

CHAIR:

Thank you.

MR. HIGH:

And I have a prepared statement I'm simply going to read, and I think I won't use up the time, so we'll just --- but maybe I will. As I said, I'm appearing on behalf of Pure-Test Laboratory in Myerstown. We're a certified lab performing analysis of potable and non-potable water. We are certified by the Pennsylvania Department of Agriculture, as well as the Maryland Department of Environment. Pure-Test performs analytical services for nearly 500 public water systems in Pennsylvania, which is more than five percent of the PA systems. And I serve personally as the Business Manager, which I've done for more than 20

years. And most of that time, I've also overseen the sample collection, so the scheduling of all this is of keen interest to me.

I'm here to comment on the proposed rulemaking, and I'll just skip that part of that and then go onto the next one. There's two items I just want to raise today. And the one is based on the instructions given in the sample siting plan, and that is Sampling Information D. Sample interval description, indicate the week of the month that sampling will occur. And then number two is in regard to the statement, these systems shall indicate the week of the month in which that day will fall.

Under the RTCR and the proposed PA rule,
Pure-Test will collect samples from more than 400
public water suppliers each month. Forcing labs to
collect samples a specific week of each month creates
difficult logistics. Pure-Test collects samples in 25
PA counties, including rural areas such as Schuylkill,
Perry, Huntingdon and Somerset. To keep costs low for
our customers, Pure-Test tries to group sample
collections geographically. The proposal fails to
recognize that a given public water supplier may be
inaccessible during the week the siting plan requires
a sample collection due to system maintenance, weather

events, or limited access or other items as well, business days and hours.

Proposed rulemaking F benefits, costs, and compliance is not realistic, especially if a lab must go to a rural area a specific week regardless of cost effectiveness. Pre-Test's current standard sample pickup charge is \$12 per public water supplier, and that's based on when they're close together in a given route, and the Total Coliform and E. coli analysis is \$26. A transient noncommunity water system will see an annual increase of \$304 at standard rates, not the \$220 --- and that's the minimum, and not the \$229 as listed in the proposal. This is without considering surcharges for a special trip to accommodate the specific week's sampling requirement.

In addition, if the goal of the proposed rule is to bring about greater public health protection, the requirement for collecting samples a specific week of the month inhibits that goal. If a public water supplier knows which weeks samples will be collected, they may be more likely to make sure that any treatment, chlorination system for example, on their system --- any treatment on their system is working properly during that sampling period, rather than properly maintaining their system throughout the

month pending a random sample collection. If the proposal seeks to spread out sample collection from a given system, perhaps it should simply specify that sample collections should be separated by at least four dates. Sincerely, Randy High. Thank you.

CHAIR:

Thank you. And our last speaker that preregistered is Rita Kopansky. And Rita, did you have copies of your statement?

MS. KOPANSKY:

Yes, yeah, I just have to look at them.

Do you want them ---?

CHAIR:

I do. I'm likely to forget to ask you, so --- thank you very much. And so Rita, could you state your name and you address and affiliation?

MS. KOPANSKY:

Sure, it's Rita Kopansky. I'm with the Philadelphia Water Department. I'm the Manager of Regulatory Affairs at the Bureau of Lab Services in Philadelphia. The address for me with the Department is 1101 Market Street, Philadelphia, PA, 19107.

CHAIR:

Thank you.

MS. KOPANSKY:

in the process of reviewing the proposed rulemaking and the changes to Chapter 109. And we're presenting today would be a few issues that we will cover in the form of written comments, and we will just want to highlight a few of them that we are commenting on in preparing comments by December 1st.

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The first one, it's a general recommendation that PADEP incorporate revisions of the Total Coliform Rule as closely as possible to U.S. EPA revisions. The U.S. EPA engaged national experts, stakeholders and states, and spent considerable time in reviewing the Revised Total Coliform Rule Requirements with the science, best practices and real experience from systems for more than two years. the Philadelphia Water Department actively supported the EPA's Federal Advisory Committee process, and we provided data, time and resources to the effort. result, the revisions were carefully developed and all stakeholders agreed that they move Public Water Supply and regulatory oversight in a strong and positive direction. That's our first comment for today.

The second deals with the background and purpose section of the proposed rulemaking, and in there the language states that the lack of a

1 disinfectant residual is a sanitary defect. And the 2 rule again references the EPA Assessment, RTCR Assessment and Corrective Action Manual. 3 The manual does not identify disinfectant residual alone as being 4 a pathway for contamination. 5 The language in the proposed rulemaking, such as the lack of a 7 disinfectant residual is a sanitary defect or a 8 pathway for contamination for microbial pathogens 9 entering the distribution system. And we can provide 10 an example of a storage tank --- a hole in a storage 11 tank could be a pathway for contamination because that 12 contamination could access the storage tank, but the level of the disinfectant residual may or may not 13 14 indicate that contamination gained access to the 15 distribution system.

residual is an indicator that a pathway may exist, but it's not the pathway for contamination. We think there is no scientifically based research showing a direct correlation between lack of disinfectant residual and microbial contamination. This was noted during some presentations that the --- from water utilities and experts during special TAC meeting that we have, in which there were often cases where we have total coliform positives and E. coli positives despite

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the presence of adequate chlorine residuals. So in this, Philadelphia strongly recommends removing the inaccurate language about lack of disinfection residual being a pathway of contamination from this proposed rulemaking.

The third issue we want to highlight deals --- I think this was already mentioned by other utilities, the monitoring requirement for coliform and repeat monitoring. We feel that the proposed rulemaking is limiting the use of advanced technologies, like system modeling and other means to better determine where to collect repeat samples upstream and downstream after obtaining a positive total coliform result. Some public water systems are developing better practices and tools for maintaining water qualities, and we feel like issues associated with some system capabilities and regulator's limitations should not become a disincentive to systems who use those tools.

For example, at Philadelphia Water, we use online sensors, hydraulic model, and we use event detection and customer complaint surveillance for water security again. This and other tools have provided real benefits for us to help us understand water quality changes. And I think that highlighted

some examples of how the water reaction changes, and distribution system is being technologic. And we feel that by using --- by limiting the use of more accurate decision making tools, the proposed rulemaking will be weakening public health protection.

So we strongly recommend that the PADEP follow the EPA TCR revisions by allowing public water systems utilizing advanced technologies to develop better repeat sampling plans. A requirement to collect samples within five upstream and downstream collection is arbitrary and never had any demonstrative scientific background. And the public water system that can select in real time the most valid upstream and downstream sample is better able to meet the intent of the rule.

CHAIR:

Time.

MS. KOPANSKY:

And the last point deals with the public notice.

CHAIR:

No, it's just time --- time.

MS. KOPANSKY:

I just mentioned that it's the tier two public notice that was already mentioned in the other

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   statements. And it's about E. coli, a single E. coli
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                  CHAIR:
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                  And you can just give us your written
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   copy.
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                  MS. KOPANSKY:
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                  Right, right.
                                 The single E. coli
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   exception that would be tier two public notification
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   is more appropriate to be a tier three notification.
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   It has occasion to be a system two existing
   notification on the systems reporting an occurrence.
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                  CHAIR:
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                  Thank you.
                              Okay. That is it for the
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   folks that preregistered, but I do want to open the
   floor at this point for any person attending the
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   hearing who wishes to provide testimony. So is there
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   anybody that's interested?
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                  MS. KOPANSKY:
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                  So can I finish my presentation?
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                  CHAIR:
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                  We have your written comment, and you
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   know, we will read everything that was provided to us,
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so --- and a lot of folks were doing summaries of much

Absolutely. All right. Well, if no one else cares to

longer presentations, and we also understand that.

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speak at this point with no other commenters present,
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   on behalf of --- Chuck, would you like to say
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   anything?
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                  MR. HERTZ:
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                  Not officially. I concur with
   everything I heard. I'm sorry, I missed Rita's, but
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                  CHAIR:
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                  Okay.
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                  MR. HERTZ:
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                  Flexibility would be the key thing that
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   I would look for.
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                  CHAIR:
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                  Thank you. So if that's it, if we have
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   no other commenters, then on behalf of the EQB, I
   hereby adjourn the hearing. And it is 1:35 p.m., so
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   thank you very much.
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                HEARING CONCLUDED AT 1:35 P.M.
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CERTIFICATE I hereby certify that the foregoing proceedings, hearing held before Chair Daniels was reported by me on 11/5/15 and that I, Kimberly J. Dundas, read this transcript, and that I attest that this transcript is a true and accurate record of the proceeding. Kimberly J. Dundas