The Clean Water Act and Agriculture

R. Scott Sanderson Staff Attorney, Director of Farm & Food Conservation Law Foundation

January 21, 2025



Vermont farm regulation violates the Clean Water Act.



"ANR's program operations are clearly failing to meet the requirements of the Clean Water Act."



REGION 1 ADMINISTRATOR

BOSTON, MA 02109

September 9, 2024

Julie Moore Secretary Vermont Agency of Natural Resources 1 National Life Drive, Davis 2 Montoelier. VT 05620-3901

RE: Joint petition from the Conservation Law Foundation, the Vermont Natural Resources Council, and the Lake Champlain Committee

Dear Secretary Moore,

On March 16, 2022, EPA Region 1 received a joint petition from the Conservation Law Foundation ("CLE"), the Vermont Natural Resources Council ("NNC"), and the Lake Champlain Committee ("LCC") (collectively "Petitioners") pursuant to 40 C.F.R. §§ 123.63, 123.64. The Petitioners raised issues with Vermont's administration of the State's National Pollutant Discharge Elimination System ("NPDES") program as it relates to the regulation of the State's Concentrated Animal Feeding Operations ("CAFOs") and requested that EPA Region 1 take corrective action or withdraw its authorization of Vermont's NPDES program, which is administered by the Vermont Agency of Natural Resources ("ANR").

Region 1 recognizes that two agencies, ANR and the Agency of Agriculture, Food, and Markets ("AAFAM"), each have a role in the regulation of agriculture water pollution in Vermont. Region 1 also recognizes AAFM's critical role in providing support to the agricultural community in Vermont: agriculture is an important part of the state's economy and is integral to Vermont's identity. We also know that like the tourism, food and beverage, and outdoor recreation sectors, the agriculture sector depends on clean water for its operations and success. We understand the importance of AAFM's mission and role in Vermont, and it is also vital to recognize that the current division of responsibilities between ANR and AAFM is interfering with the regulation of Vermont's CAFOs and preventing Vermont from adequately addressing agricultural water quality.

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- 2 Clean Water Act: Delegation and De-delegation
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What does the Clean Water Act do?



The Clean Water Act prohibits any farm from adding a pollutant to a jurisdictional water from a **point source** without a **NPDES permit**.



What is a point source?

"The term 'point source' means any discernible, confined and discrete conveyance, including but not limited to

any pipe, ditch, channel, tunnel, conduit, well . . . container . . .

concentrated animal feeding operation"

FEDERAL WATER POLLUTION CONTROL ACT

Sec. 402

applicable provisions of section 301, 302, 303, 306, or 307 of this Act.

(6) Except with respect to a permit issued under section 402 of this Act, in any case where actual construction of a facility has been lawfully commenced prior to April 3, 1970, no certification shall be required under this subsection for a license or permit issued after April 3, 1970, to operate such facility, except that any such license or permit issued without certification shall terminate April 3, 1973, unless prior to such termination date the person having such license or permit submits to the Federal agency which issued such license or permit a certification and otherwise meets the requirements of this section.

(b) Nothing in this section shall be construed to limit the authority of any department or agency pursuant to any other provision of law to require compliance with any applicable water quality requirements. The Administrator shall, upon the request of any Federal department or agency, or State or interstate agency, or applicant, provide, for the purpose of this section, any relevant information on applicable effluent limitations, or other limitations, standards, regulations, or requirements, or water quality criteria, and shall, when requested by any such department or agency or State or interstate agency, or applicant, comment on any methods to comply with such limitations, standards, regulations, requirements, or criteria.

(c) In order to implement the provisions of this section, the authorized, if he deems it to be in the public interest, to permit the use of spoil disposal areas under his jurisdiction by Federal licenses or permittees, and to make an appropriate charge for such use. Moneys received from such licensees or permittees shall be deposited in the Treasury as miscellaneous received.

(d) Any certification provided under this section shall set forth any effluent limitations and other limitations, and monitoring requirements necessary to assure that any applicant for a Federal license or permit will comply with any applicable effluent limitations and other limitations, under section 301 or 302 of this Act, standard of performance under section 306 of this Act, or prohibition, effluent standard, or pretreatment standard under section 307 of this Act, and with any other appropriate requirement of State law set forth in such certification, and shall become a condition on any Federal license or permit subject to the provisions of this section.

NATIONAL POLLUTANT DISCHARGE ELIMINATION SYSTEM

SEC. 402. (a)(1) Except as provided in sections 318 and 404 of this Act, the Administrator may, after opportunity for public hearing, issue a permit for the discharge of any pollutant, or combination of pollutants, notwithstanding section 301(a), upon condition that such discharge will meet either (A) all applicable requirements under sections 301, 302, 306, 307, 308, and 403 of this Act, or (B) prior to the taking of necessary implementing actions relating to all such requirements, such conditions as the Administrator determines are necessary to carry out the provisions of this Act.

What is a point source?

"The term 'point source' means any discernible, confined and discrete conveyance, including but not limited to



any pipe, ditch, channel, tunnel, conduit, well container



well . . . container . . .

Drainage Ditches

Manure Lagoons

Silage Bunkers

Manure Spreaders

Pesticide Sprayers

Fields

Overland Runoff

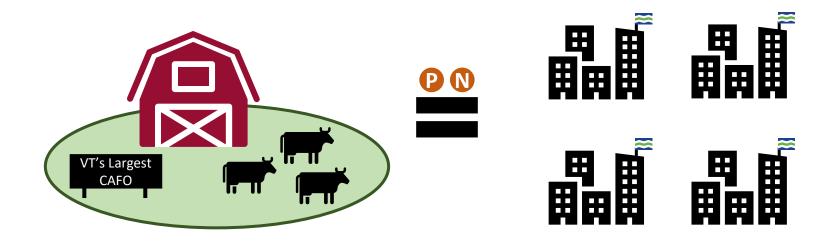
concentrated animal feeding operation "

33 U.S.C. § 1362(14); 40 C.F.R. § 122.23



A CAFO is a **farm with livestock** that the Clean Water Act regulates as a **point source** because it presents a **greater risk to water** quality than other farms do.





https://blogs.cornell.edu/whatscroppingup/2017/06/21/series-phosphorus-and-the-environment-2-setting-the-record-straight-comparing-bodily-waste-between-dairy-cows-and-people/



Type. Only farms that raise and confine livestock can be CAFOs.



Size. Larger farms are more likely to be CAFOs than smaller farms.



Impact. Farms are more likely to be CAFOs if they significantly impact water quality.

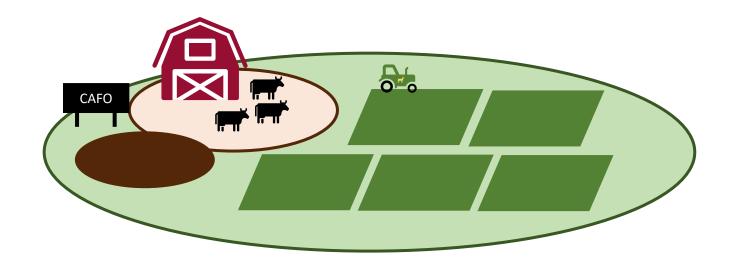




Large Farm Operations in Vermont are Large CAFOs because of their size.



A CAFO is a point source, including its fields.





What is a nutrient management plan ("NMP")?



A NMP is a plan to apply manure and fertilizer at the appropriate rate, time, and place to support healthy crops and protect water quality.



+ Farm Runoff = Nonpoint Source



+ Farm Runoff = Point Source



What is a NPDES permit?



A NPDES permit is a Clean Water Act permit that protects the permit holder from liability for discharges that comply with the permit.



Rigorous terms to protect water quality.



Public process to promote trust and transparency.



Permit holders who comply are shielded from liability when things go wrong.

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What is delegation/program approval?

- EPA may authorize state agencies to administer the Clean Water Act in EPA's place.
- Approved state programs must "at all times" meet the minimum requirements established by the Clean Water Act.
- EPA is required to monitor approved state programs for compliance on an ongoing basis.
- EPA delegated authority to ANR in 1974.







What is de-delegation/program withdrawal?



If a delegated state program no longer complies with the Clean Water Act, EPA can take back its authority.



Failure to issue required permits.



Failure to inspect and monitor regulated entities.



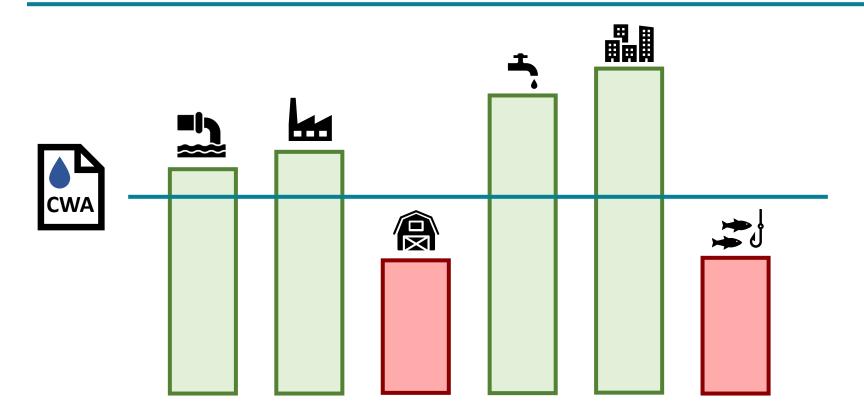
Conflict between state and federal regulations.



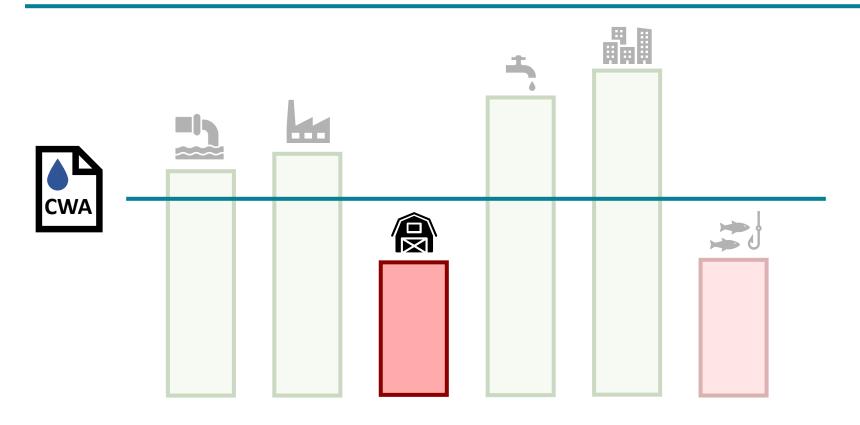
Failure to enforce when violations occur.



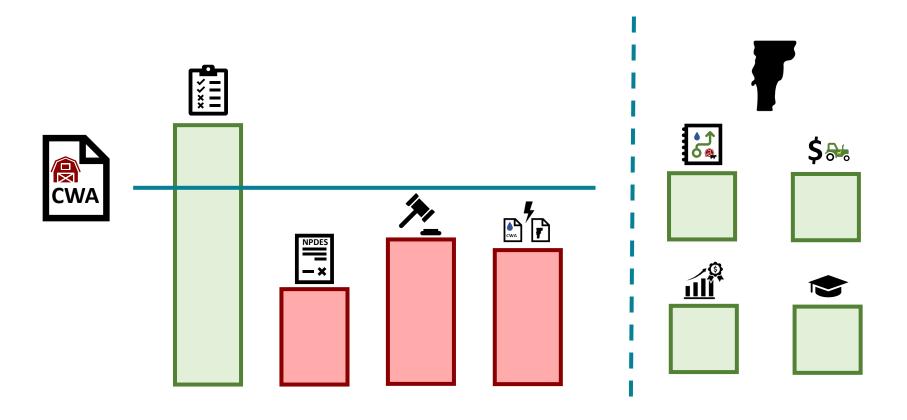
The Clean Water Act is a floor.



The Clean Water Act is a floor.



Independent state programs do not cure deficiencies.



How does the de-delegation process work?

EPA receives a petition. (Often.)



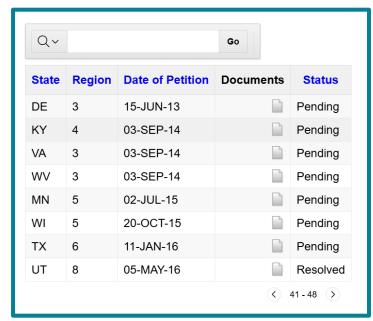
EPA investigates and makes findings.



State corrects deficiencies, including through legislation.



EPA dismisses the petition.

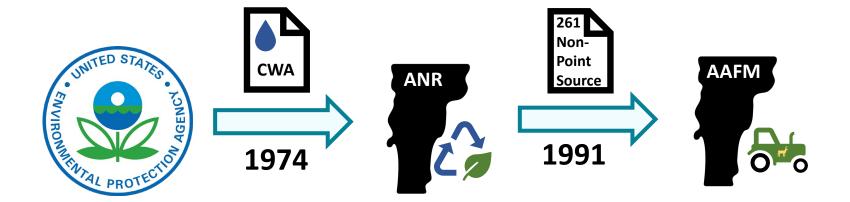


https://www.epa.gov/npdes/npdes-state-program-withdrawal-petitions

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Two delegations of authority underlie Vermont's program.





Vermont divides authority between ANR and AAFM.



- Point source pollution.
- NPDES permits for CAFOs.

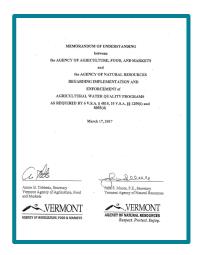
No farm in Vermont has a NPDES permit.



- Nonpoint source pollution on farms.
- State LFO, MFO, and CSFO programs.
- Required Agricultural Practices.

Vermont's program depends on close collaboration.

Challenge: How can ANR control agricultural point source pollution if AAFM conducts the majority of on-farm inspections?



AAFM inspects.



AAFM immediately refers potential point source discharges to ANR and promptly documents.



ANR investigates whether there is a Clean Water Act violation. If so, ANR leads enforcement and permitting.

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De-delegation has a long history in Vermont.





Vermont had to fix its Clean Water Act program in 2013.





EPA found Vermont's CAFO program inadequate.



"[ANR] has never issued a NPDES permit to any CAFO in Vermont and has not adequately regulated a sector of dischargers that are subject to the NPDES program."



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY REGION 1

REGION 1 5 POST OFFICE SQUARE, SUITE 100

DEC 1 3 2013

Laura Murphy
Environmental and Natural Resources Law Clinic
Vermont Law School
PO Box 96 – Chelsea Street
South Royalton. VT 05068

Anthony Iarrapino Conservation Law Foundation 15 East State Street, Suite 4 Montpelier, VT 05602

RE: Petition to withdraw approval for Vermont to administer the NPDES program

Dear Ms. Murphy and Mr. Iarrapino:

On August 14, 2008, the Vermont Law School Environmental and Natural Resources Law Clinic ("ENRLC") filed a petition with the United States Environmental Protection Agency ("EPA") on behalf of the Conservation Law Foundation ("CLF") (the "Petitioner"). Subsequently, the Petitioner filed additional materials, as well as supplements on October 21, 2008 and July 21, 2010 (collectively referred to hereinafter as the "Petition"). The Petition asked EPA to withdraw approval for the State of Vermont to administer the National Pollutant Discharge Elimination System ("NPDES") program, based on a number of allegations related to the implementation and enforcement of the program. EPA Region I conducted an informal investigation of the various issues raised by the Petition and had numerous productive discussions with Vermont's Department of Environmental Conservation ("DEC"), ENRLC, and the Petitioner to better understand the issues and to explore potential corrective actions as necessary. Based on that investigation, EPA identified the principal issues in the Petition of concern to EPA to include: public participation; supplemental environmental projects; significant non-compliance policy; concentrated animal feeding operation permitting and enforcement; antidegradation; adequacy of water quality-based effluent limits in permits; the Town of Waterbury wastewater treatment facility permit; and the legislative constraint on regulating municipal discharges of phosphorus.

The discussions among the parties culminated in an Interim Response and Corrective Action Plain ("Interim Response") that EPA sent to ENRIC, CLF and DISC on July 18, 20.13, a copy of which is enclosed for your convenience. The Interim Response provides a summary of the petition allegations, EPA's conclusions, and the corrective actions that DEC had already taken and agreed to take in the future to address issues raised in the Petition. DEC has now completed all of the actions that it agreed to take as set forth in the Interim Response's Corrective Action Plan. With the completion of these actions, EPA believes that DEC has adequately addressed all but one of the issues identified by the Region during its informal investigation of the allegations in the Petition. Specifically, DEC has implemented a variety of measures to adequately address the following: public participations: supplemental environmental proviests; significant non-

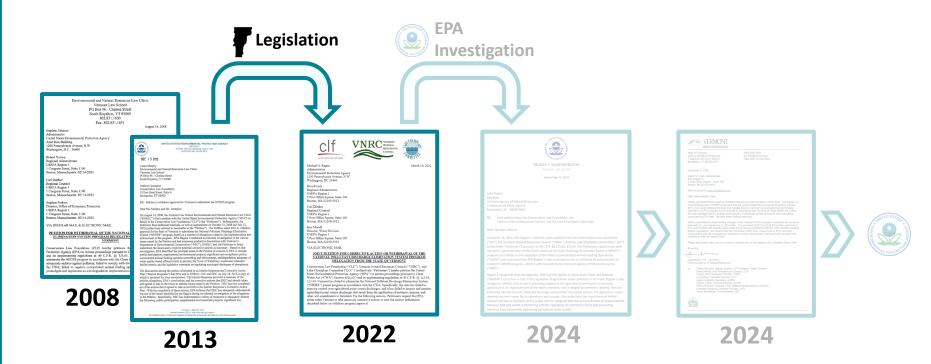
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Vermont implemented reforms, including legislation.





CLF, VNRC, and LCC filed a de-delegation petition in 2022.





CLF, VNRC, and LCC filed a de-delegation petition in 2022.







March 16, 2022

Michael S. Regan Administrator Environmental Protection Agency 1200 Pennsylvania Avenue, N.W. Washington, DC 20460

David Cash Regional Administrator USEPA Region 1 5 Post Office Square, Suite 100 Boston, MA 02109-3912

Carl Dierker Regional Counsel USEPA Region 1 5 Post Office Square, Suite 100 Boston, MA 02109-3912

Ken Moraff Director, Water Division USEPA Region 1 5 Post Office Square, Suite 100 Boston, MA 02109-3912

VIA ELECTRONIC MAIL

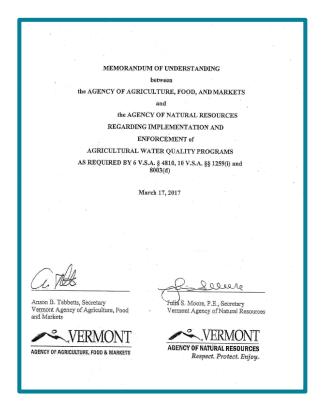
JOINT PETITION FOR CORRECTIVE ACTION OR WITHDRAWAL OF THE NATIONAL POLLUTANT DISCHARGE ELIMINATION SYSTEM PROGRAM DELEGATION FROM THE STATE OF VERMONT

Conservation Law Foundation ("CLF"). Vermont Natural Resources Council ("VNRC"), and Lake Champlain Committee ("LCC") (collectively "Petitioners") hereby petition the United States Environmental Protection Agency ("EPA") to imitiate proceedings pursuant to Clean Water Act ("CWA") Section 402(c)(3) and its implementing regulations at 40 C.F.R. §§ 123.63, 213.64. Vermont has failed to administer the National Pollutant Discharge Elimination System ("NPDES") permit program in accordance with the CWA. Specifically, the state has failed to exercise control over agricultural point source discharges, and it has failed to inspect and monitor agricultural point source discharges hapitcation of nutrients, manure, and other soil amendments to farmland. For the following reasons, Petitioners request that EPA either order Vermont to take necessary corrective actions to cure the serious deficiencies described below or withdraw program approval.

https://www.clf.org/wp-content/uploads/2023/02/2022_03_11_WithdrawPetition_FINAL84-1.pdf



The 2022 petition documented a broken system.





Critical disagreements.



Communication problems.





Delayed reporting.



No NPDES permits for CAFOs



Widespread NMP problems.

The 2022 petition documented a broken system.



"It seems pointless to discuss these details anymore when we are both working within such a confusing and highly flawed system."



"On paper, every definition is clear. In the field, no definition is clear."



EPA conducted a 2-year independent investigation.





EPA responded to the petition in September 2024.





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https://www.clf.org/wp-content/uploads/2024/09/ JMoore letter FINAL 09 06 2024-corrected.pdf





"ANR's program operations are clearly failing to meet the requirements of the Clean Water Act."





Inadequate monitoring and enforcement.



Problems with state regulations.



Failure to require NPDES permits on CAFOs.



Failure to require proper manure management.



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Inadequate monitoring and enforcement.



Problems with state regulations.



Failure to require NPDES permits on CAFOs.



Failure to require proper manure management.



"In general, ANR fails to conduct sufficient and timely inspections and fails to take appropriate enforcement actions to deter or mitigate violations. This is because ANR largely relies on AAFM to be their eyes and ears on the ground. . . . This arrangement often breaks down."



Inadequate monitoring and enforcement.



Problems with state regulations.



Failure to require NPDES permits on CAFOs.



Failure to require proper manure management.



"Existing ANR CAFO regulations are not consistent with the 2008 Federal CAFO regulations in numerous respects."



Inadequate monitoring and enforcement.



Problems with state regulations.



Failure to require NPDES permits on CAFOs.



Failure to require proper manure management.



"There is ample evidence in the record that farms are discharging pollutants . . . ; thus, these farms require NPDES permits, which ANR is failing to issue notwithstanding a commitment . . . which resolved the 2008 Petition."



Inadequate monitoring and enforcement.



Problems with state regulations.



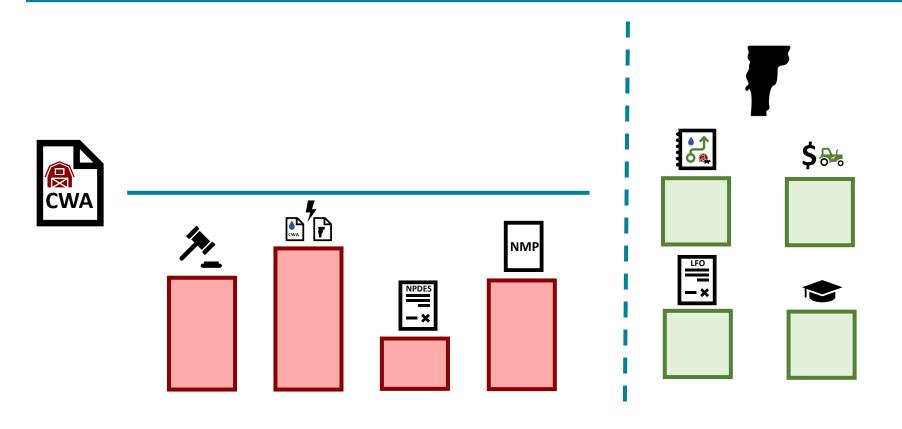
Failure to require NPDES permits on CAFOs.



Failure to require proper manure management.



"Insufficient review and oversight of NMPs is resulting in farms applying manure at inappropriate application rates, in fields that are unsuitable . . . and in locations that are not sufficiently protective" of water quality.



EPA identified two causes of the program's failure.



Requires a legislative fix.

"ANR's failure is caused by:

- (1) the **division** of Vermont's agricultural water quality program **between ANR and AAFM**, which has resulted in ANR's nonperformance of delegated duties; and
- (2) **insufficient resources** allocated to administer ANR's CAFO permitting and enforcement program."



EPA identified two causes of the program's failure.

Cause #1. Dual authority and reliance on AAFM undermine ANR's Clean Water Act program.



- "[T]he current division of responsibilities between ANR and AAFM is interfering with the regulation of Vermont's CAFOs and preventing Vermont from adequately addressing agricultural water quality."
- "Vermont's extensive sub-delegation of authority to AAFM has undermined the state's NPDES program and rendered it out of compliance with Clean Water Act Requirements."
- "Dual authority over the regulation of agricultural stormwater has existed in Vermont for decades now and has failed to ensure compliance with the CWA."

EPA identified two causes of the program's failure.

Cause #2. ANR does not have the resources it needs to implement the Clean Water Act on farms.



- "ANR has not been provided sufficient resources . . . to administer the NPDES program, which has resulted in inadequate monitoring and enforcement activity, among other problems."
- "[I]t is manifest that ANR is not managing, and currently does not have the staff capacity to manage, its authorized program in a manner that is consistent with the requirements of the CWA"
- "ANR lacks sufficient resources to expeditiously inspect farms in response to complaints from the public or referrals from AAFM."

EPA outlined two practical solutions.



Cause #1. Dual authority and reliance on AAFM undermine ANR's Clean Water Act program.



Solution #1. "The only viable option of those presented . . . is . . . consolidated agricultural regulatory authority with ANR."

EPA outlined two practical solutions.



Cause #1. Dual authority and reliance on AAFM undermine ANR's Clean Water Act program.



Solution #1. "ANR . . . must be responsible for CAFO permitting, monitoring, and enforcement [including] conducting routine inspections, enforcing nutrient management planning requirements, and administering discharge permits."

EPA outlined two practical solutions.



Cause #2. ANR does not have the resources it needs to run implement the Clean Water Act on farms.



Solution #2. "Vermont must provide ANR with sufficient resources to administer the NPDES program to meet CWA requirements."

ANR responded with a draft corrective action plan.





ANR's draft plan does not incorporate EPA's solutions.



Solution #1. "The only viable option of those presented . . . is . . . consolidated agricultural regulatory authority with ANR."



Draft Plan #1. Continue divided authority, but with initial joint inspections on LFOs and MFOs.



ANR's draft plan does not incorporate EPA's solutions.



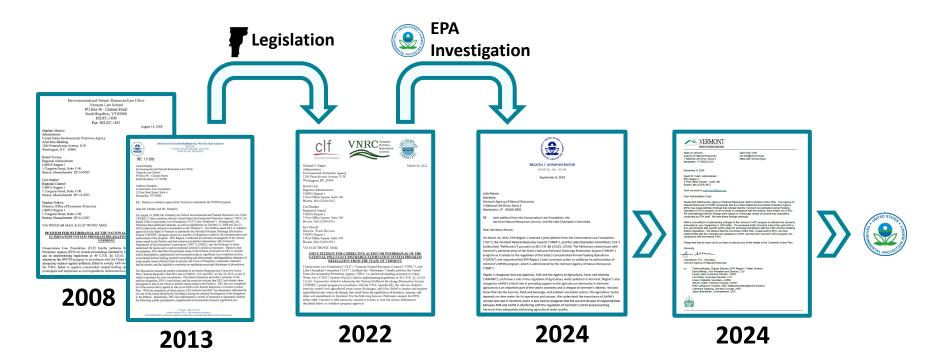
Solution #2. "Vermont must provide ANR with sufficient resources to administer the NPDES program to meet CWA requirements."



Draft Plan #2. A limited staffing increase based on ANR's proposal, not EPA's solution.



EPA needs proposed legislation to complete its evaluation.





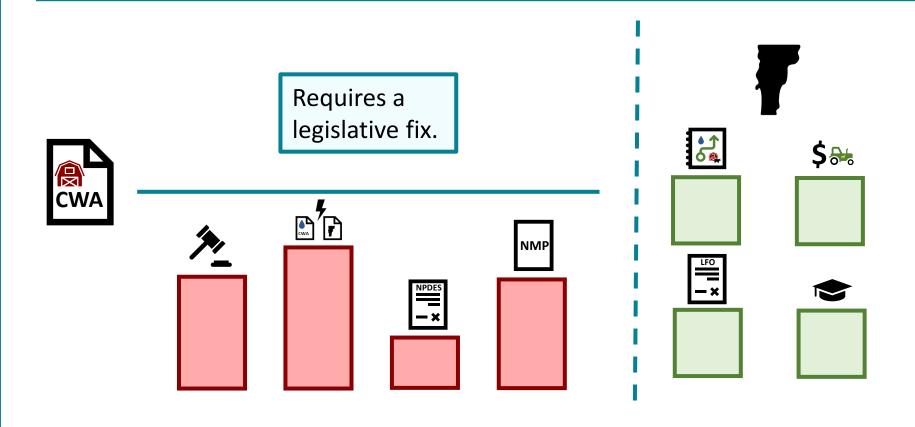
EPA needs proposed legislation to complete its evaluation.



"[B]ecause Plan implementation will hinge on legislative action, EPA will need to comprehensively evaluate draft legislation and proposed implementing regulations related to the Plan prior to approving it."



How can Vermont reach the Clean Water Act floor?



A path forward.



Consolidate authority to regulate agricultural water quality in ANR.



Continue to empower AAFM to provide technical assistance, grants, and support to farmers.



Provide ANR adequate staff and resources to implement the Clean Water Act.



Shift from state LFO and MFO permits to Clean Water Act NPDES permits.

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