Section 1. Introduction

Overview of Section 1

1.0 Section 1 addresses the following introductory topics:

Section 1.1, The GESC and/or DESC Permits, introduces Douglas County’s Grading, Erosion, and Sediment Control (GESC) and the Drainage, Erosion, and Sediment Control (DESC) Permit Programs.

Section 1.2, Reasons for the Permits, points out the need to control the high rates of erosion and sedimentation from construction sites in an effort to protect valuable land and water resources.

Section 1.3, Legislative Mandate, summarizes how the GESC and DESC Permit Programs are mandated by legislation, including the Federal Clean Water Act’s National Pollutant Discharge Elimination System (NPDES) Stormwater Phase II Regulations and the Colorado Water Quality Control Act.

Section 1.4, Projects Requiring a GESC and/or DESC Permits, indicates the types of land-disturbing activities in unincorporated Douglas County that require a GESC and/or DESC Permit.

Section 1.5, Types of GESC and DESC Permits, identifies the following types of GESC and DESC Permits issued by the County and describes the projects they apply to:

1. Low Impact GESC Permit,
2. Temporary Batch Plant/GESC Permit,
3. Standard GESC Permit,
4. Annual Maintenance GESC Permit,
5. Small Utility GESC Permit,
6. DESC Permit, and

The Temporary Batch Plant, Standard GESC, and Annual Maintenance GESC Permits are addressed in Sections 2 through 6 of the GESC Manual. The Low Impact GESC Permit is covered in Section 7. Section 8 outlines the DESC Permit processes and Section 9 addresses the Small Utility GESC Permit.

Section 1.6, Who Obtains a GESC and/or DESC Permits, states the Property Owner and Contractor, together referred to as “Applicants” before a GESC and/or DESC Permit is issued and “Permittee(s)” afterwards, are the parties who sign the GESC and/or DESC Permit Application form and are legally responsible for complying with the requirements of the GESC and/or DESC Permit.

Section 1.7, What Steps are Included in the GESC Permit Process? outlines the 20 steps involved in the Temporary Batch Plant and Standard GESC Permit Process.
Section 1.8, **Authorization of the GESC Manual**, states that the GESC Manual is authorized by passage and adoption of a resolution by the Board of County Commissioners. This section discusses the interpretation and enforcement of the GESC and/or DESC Permit requirements described herein.
1.1 Douglas County has a permitting program for grading, erosion, and sediment control on public and private construction projects within unincorporated limits of the County. This Grading, Erosion and Sediment Control Manual (GESC Manual) describes the permitting program that has been adopted to promote environmentally-sound construction practices in the County.

1.2 The goal of the GESC and DESC Permit Programs is to implement effective erosion and sediment control best management practices (BMPs) as a standard for all land disturbance activities to reduce increases in erosion and sedimentation over pre-development conditions. During the relatively short period of time when undeveloped land is converted to urban uses, a significant amount of sediment can erode from a construction site and be transported to adjacent properties and receiving waters. Erosion caused by construction and downstream sedimentation can damage property and degrade the quality of streams and lakes. Sediment is a transport mechanism for many stormwater pollutants. Sediment can disturb riparian and aquatic habitat and, since eroded sediments often contain significant phosphorus, can lead to unwanted algae growth in lakes and reservoirs.

Douglas County is committed to protecting water resources and ensuring that future development continues in an environmentally-sound manner.
Section 1. Introduction

1.3 Legislative Mandate

1.3.1 NPDES Regulations. The development, implementation, and enforcement of the Douglas County GESC and DESC Permit Programs are mandated by both the Federal Government and the State of Colorado. The Federal Clean Water Act's National Pollutant Discharge Elimination System (NPDES) Stormwater Regulations require that stormwater discharges from certain types of facilities be authorized under discharge permits (40 C.F.R. 122.26). The goal of the NPDES stormwater permits program is to reduce the amount of pollutants entering streams, lakes, and rivers as a result of stormwater runoff from residential, commercial, and industrial areas.

The original 1990 regulation, Phase I, covered municipal (i.e., publicly-owned) storm sewer systems for municipalities over 100,000 population. The regulation was expanded in 1999 to include smaller municipalities, as well as some counties, including Douglas County. This expansion of the program is referred to as Phase II.

In Colorado, stormwater discharge permits are issued by the Colorado Department of Public Health and Environment, Water Quality Control Division (“Division”). Such permits are part of the Colorado Discharge Permit System, or CDPS, under Regulation No. 61. Regulation No. 61 was promulgated to assist the Division in implementing its stormwater permits program. The Phase II municipal separate storm sewer systems (MS4s) are covered under a general permit for stormwater discharges from MS4s. As per the Division’s regulation, the main requirement of this general permit is for Douglas County to develop and implement six stormwater management programs, or minimum control measures. One of these 6 measures is construction site stormwater runoff control.

Regulation No. 61 states that the County must "develop, implement, and enforce a stormwater management program designed to reduce the discharge of pollutants from unincorporated lands in the County to the Maximum Extent Practicable (MEP), to protect water quality, and to satisfy the appropriate water quality requirements of the Colorado Water Quality Control Act (CWQCA) (Colorado Code of Regulations (CCR) 61.8(11)(a)(i))."
In short, the County must develop and implement a stormwater management program that meets the requirements of the 6 minimum control measures and protects state waters from pollution, contamination, and/or degradation.

**Legislative Mandate, continued**

Requirements of the Colorado Water Quality Control Act (CCR 61.8(11)(a)(ii)(D))

Douglas County is required to:

“...develop, implement, and enforce a program to reduce pollutants in any stormwater runoff to the MS4 from construction activities that result in a land disturbance of greater than or equal to one acre. Reduction of pollutants in stormwater discharges from construction activity disturbing less than one acre must be included in the program if that construction activity is part of a larger common plan of development or sale that would disturb one acre or more. The program must be developed and implemented to assure adequate design, implementation, and maintenance of best management practices (BMPs) at construction sites within the MS4 (Douglas County) to reduce pollutant discharges and protect water quality. The program must include the development and implementation of, at a minimum:

- An ordinance or other regulatory mechanism to require erosion and sediment controls, as well as sanctions to ensure compliance, to the extent allowable under State or local law;
- Requirements for construction site operators to control waste such as discarded building materials, concrete truck washout, chemicals, litter, and sanitary waste at the construction site that may cause adverse impacts to water quality;
- Procedures for site plan review which incorporate consideration of potential water quality impacts;
- Procedures for receipt and consideration of information submitted by the public; and
- Procedures for site inspection and enforcement of control measures.”

The GESC Permit Program complies with these requirements

**1.3.2 Cherry Creek Reservoir Control Regulation No. 72.** In addition to the CDPS program requirements, Douglas County is responsible for complying with Cherry Creek Reservoir Control Regulation No. 72 as amended, promulgated by the Division pursuant to the CWQCA, Sections 25-8-202(1)(c) and 25-8-205, et seq., CRS. This regulation, affecting approximately 245 square miles of eastern Douglas County within the Cherry Creek Watershed, identifies specific requirements for erosion and sediment control BMPs on construction sites, including placing limits on the area of land that can be disturbed at any one time. The intent of the regulation is to protect the water quality of Cherry Creek Reservoir.

**1.3.3 Chatfield Reservoir Control Regulation No. 73.** Douglas County is also responsible for complying with Chatfield Reservoir Control Regulation No. 73, promulgated by the Division pursuant to the CWQCA, Section 25-8-205, et seq., CRS. This regulation applies to the Plum Creek Watershed and requires Douglas County to implement construction erosion and sediment control BMPs.
Projects Requiring a GESC Permit

1.4 Projects that Require a GESC Permit. Douglas County requires that a GESC Permit be obtained prior to the start of the following land-disturbing activities within the unincorporated areas of the County:

Projects Requiring a Standard GESC Permit

- Any project that disturbs 1.0 acre or more land, including residential projects (although a stand-alone detached single-family residential unit may not require a GESC Permit; see section 1.4.4).
- New development and redevelopment on sites where there is less than 1.0 acre of land disturbed (although a stand-alone detached single-family residential unit may not require a GESC Permit; see Section 1.4.4).
- Installation of utilities for a new development, prior to the start of overlot clearing or grading that do not meet the requirements of a Small Utility GESC Permit as outlined in Section 9.
- Fill or excavation of 50 or more cubic yards of earthen material, not related to building of a detached single-family residential unit.
- Mining projects, even when subject to a State mining permit.
- Drilling sites, excluding water wells that serve a stand-alone detached single-family residential unit.
- Demolition activity that requires fill or excavation of 50 or more cubic yards of earthen material or that disturbs 1.0 acre or more land.
- Temporary batch plants.
- Any project that the Public Works Engineering Director determines to have a potential impact to the health, safety and welfare of people and/or the environment.

The projects shown that do not need a GESC Permit are not free from the obligation to control erosion and sediment; BMPs shall still be required in accordance with the information shown in the GESC Manual.

1.4.2 Projects that Do Not Require a GESC Permit. Some types of projects, listed below, are automatically exempt from the GESC Permit Program. The projects shown that do not need a GESC Permit are not free from the obligation to control erosion and sediment; BMPs shall still be required in accordance with the information shown in the GESC Manual.

Routine agricultural practices do not require a GESC Permit.
Section 1. Introduction

Projects that Do Not Require a GESC Permit

- Routine agricultural practices, including tilling, planting, harvesting, or livestock operations. (Activities not considered as routine agricultural practices, and therefore requiring a GESC Permit, include land grading and working in or adjacent to streams and drainage channels.)
- Pavement repair, resurfacing, graving or re-grading that does not materially change the original vertical or horizontal alignment or original width of public and private roadways and driveways if an Annual Maintenance GESC Permit has been issued.
- Emergency situations that pose an imminent risk to life or property, such as hazardous waste clean-up operations and fire.
- Livestock grazing.
- Mowing.
- Weed control.
- Controlled burning.
- Irrigation and associated activities (including: operation and maintenance of irrigation facilities; ditch maintenance and pumping; maintenance, and operation of diversions and headgate structures).
- Routine fencing and routine maintenance of existing fencing. (Activities not considered as routine fencing or routine maintenance of existing fencing, and therefore requiring a GESC Permit, include filling or grading within 100 feet of a drainageway as part of the fencing or fencing maintenance.)
- Routine maintenance activities that are performed to maintain the original line and grade, hydraulic capacity, or original purpose of constructed ditches, constructed channels and constructed ponds.
- Colorado Department of Transportation Projects (CDOT) located in CDOT’s right-of-way.

1.4.3 Projects Covered Under Other Permits. GESC Permits are required for projects meeting the criteria identified herein even if a Federal or State agency or another jurisdiction has approved the project and issued a permit for the work. Examples include mining projects possessing a State mining permit and projects for which a Nationwide or Individual Section 404 Permit has been obtained from the Corps of Engineers.

1.4.4 DESC Permitting for Residential Projects. The County has authority over the construction of detached single-family residential projects. The County’s permitting program to address the single-family detached and non-habitable structures is the Drainage, Erosion, and Sediment Control (DESC) program, and the developer, owner or builder are under the guidance provided by Section 8 of the GESC Manual.

Often, a stand-alone detached single-family residential unit is not required to

Douglas County GESC Permits are required even for projects covered under a State or Federal Permit.

A DESC Plan is required for construction of detached single-family residential (See Section 8).
Section 1. Introduction

Detached single-family residential subdivisions will likely require a Street Phasing Plan. Information on Street Phasing Plans is provided in Section 3.14.

obtain a GESC Permit and is regulated only by the County’s DESC program. However, Public Works Engineering, on a case-by-case basis, may require a GESC Permit for these projects if it is determined that the site issues involved merit the engineering oversight that comes with a GESC Permit. If a GESC Permit is required, regulatory authority resides with Public Works Engineering.

Attached single-family and multi-family residential projects are subject to the regulatory authority of Public Works Engineering’s GESC Permit Program from the start of grading operations through Final Close-out Acceptance (discussed in Section 6); the DESC Program does not apply to these projects.

1.5 The following 5 types of GESC Permits and 2 types of DESC Permits are issued by Douglas County:

1. Low Impact GESC Permit
2. Temporary Batch Plant/GESC Permit
3. Standard GESC Permit
4. Annual Maintenance GESC Permit
5. Small Utility GESC Permit
6. Multi Lot Perimeter DESC Permit
7. DESC Permit

1.5.1 Low Impact GESC Permit. Some land-disturbing activities may have a negligible negative impact on adjacent properties and downstream receiving waters. For projects that meet the conditions outlined in Section 7.1 of the GESC Manual, Public Works Engineering, streamlined submittal requirements apply. If, after reviewing the submitted information, County staff concur that there is low impact, a Low Impact GESC Permit will be designated for the project.

1.5.2 Temporary Batch Plant/ GESC Permit. Because of their potential impact on land, vegetation, and receiving waters, temporary batch plants, concrete or asphalt crushing operations are required to obtain a Temporary Batch Plant/GESC Permit (even if the plant is to be located inside the limits of construction of a GESC-
In addition to other submittal documents, the Temporary Batch Plant/ GESC Permit require a copy of the Lease Agreement between the Property Owner and the Batch Plant Operator.

**1.5.3 Standard GESC Permit.** A Standard GESC Permit is required for all of the land-disturbing activities identified in Section 1.4.1 other than the activities qualifying for a Low Impact GESC Permit or a Temporary Batch Plant/GESC Permit.

**1.5.4 Annual Maintenance GESC Permit.** Annual Maintenance GESC Permits are required for permittees who perform multiple routine maintenance projects each year (each of which will result in less than one acre of land disturbance). Requirements related to the Annual Maintenance GESC Permits can be found in Section 3.20.4.

**1.5.5 Small Utility GESC Permit.** The Small Utility GESC Permit is available for utility companies performing the installation of small utility projects throughout the County. Requirements related to this Permit can be found in Section 9.

**1.5.6 DESC Permits.** The DESC Permit and Multi Lot Perimeter DESC Permit are available for single-family lot construction throughout the County. Requirements related to these Permits can be found in Section 8.

**Who Obtains a GESC and/or DESC Permit?**

Typically, GESC and DESC Permits are signed by both the Project Owner and the Contractor. Prior to issuance of a GESC and/or DESC Permit, the Owner and the Contractor are referred to as “Applicants”. After the Permit is issued, both are considered “Permittee(s).”

A Permittee is defined as “any person who is issued a GESC and/or DESC Permit by the County”. The Permittee(s) shall be legally responsible for compliance with the GESC and/or DESC Permit. If an Applicant is a corporation, a manager or officer of the corporation or other authorized person must sign the permit as the Permittee.

Permittee(s) (Owners and Contractors) undertaking land-disturbing activities are responsible for meeting all of the requirements of the County’s GESC and/or DESC Permit Programs that are summarized in Section 1.5 and described in detail within the GESC Manual. Failure to meet the requirements of the GESC and/or DESC Permit may lead to enforcement action, as described in Section 5.
Section 1. Introduction

1.7
The 20 Steps involved in the Douglas County GESC Permit Process for the Temporary Batch Plant and Standard GESC Permits are shown in Figure 1-1. Figure 1-1 shows approximate schedules for County reviews and identifies portions of Sections 2 through 6 of the GESC Manual to refer to for information on each step of the GESC Permit Process.

The 10 steps involved in the Low Impact GESC Permit are outlined in Section 7.

Each page of Sections 2 through 7 of the GESC Manual provides a header (appearing at the top right side of the page) identifying the Permit Step currently being addressed. An overview page at the beginning of each section summarizes the GESC Permit Steps covered in the section and relates each subsection to one of the GESC Permit Steps.

Although the GESC Permit Process is organized into the distinct steps shown in the flowcharts, the process as a whole is intended to be dynamic, responding to individual site conditions to provide effective erosion and sediment control during construction.
### Section 1. Introduction

#### What Steps are Included in the GESC Permit Process? - continued

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<tr>
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<th>TIMEFRAME (in business days)</th>
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<tr>
<td>Section 2</td>
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<tr>
<td>Section 2.1</td>
<td>1. Confirm that a Standard or Temporary Batch Plant GESC Permit is required.</td>
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<td>Section 2.2</td>
<td>2. Retain a Professional Engineer to prepare the GESC Plan.</td>
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<td>Section 2.3-2.5</td>
<td>3. Determine type of GESC Drawings and confirm what additional County, State and Federal Plans and Permits are required. (Presubmittal meeting with County is recommended).</td>
<td>Presubmittal Meeting</td>
<td>3 day notice</td>
</tr>
<tr>
<td>Section 3</td>
<td></td>
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<tr>
<td>Section 3.1-3.22</td>
<td>4. Prepare a GESC Plan following the 10 elements of an effective GESC Plan, design and sizing criteria for BMPs, GESC Drawing Requirements, and GESC Report Requirements.</td>
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<td>Section 4</td>
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<tr>
<td>Section 4.1-4.4</td>
<td>5. Submit the GESC Plan and related plans and permits to the County for review and acceptance and revise documents as necessary to address County comments.</td>
<td>Initial review of submittal</td>
<td>Within 45 days</td>
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<td>Re-review of revised submittal (may not be required or may need to repeat)</td>
<td>Within 14 days</td>
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<tr>
<td>Section 4.5-4.8</td>
<td>6. After County acceptance of the GESC Plan, submit 3 sets of drawings for the County (up to a total of 10 drawings can be submitted), bound and folded, for signatures, along with the GESC Permit Application, Fee, and Fiscal Security.</td>
<td>Acceptance signatures of GESC Drawings</td>
<td>7 days +/-</td>
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<tr>
<td></td>
<td></td>
<td>Review and acceptance of GESC Permit Application, Fee, and Fiscal Security</td>
<td>7 days +/-</td>
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<tr>
<td>Section 4.9-4.11</td>
<td>7. When ready, obtain the signed GESC Drawings and a copy of the GESC Field Manual</td>
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</table>
### FIGURE 1.1 – GESC PERMIT PROCESS FOR TEMPORARY BATCH PLANT AND STANDARD GESC PERMITS - Continued

**Construction**

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<tr>
<th>SECTION IN GESC MANUAL</th>
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<tbody>
<tr>
<td><strong>Section 5</strong></td>
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<tr>
<td>Section 5.1-5.2</td>
<td>8. Select a GESC Manager; review the GESC Field Manual and ensure that the Permittees and their representatives, including field personnel, understand GESC Permit requirements.</td>
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<tr>
<td>Section 5.3</td>
<td>9. Install the Initial BMPs as shown on the accepted GESC Drawings and schedule a Preconstruction Meeting with the County 3 days in advance of the meeting.</td>
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<tr>
<td>Section 5.4</td>
<td>10. Attend the on-site Preconstruction Meeting, designate the GESC Manager, confirm an understanding of the GESC Permit requirements, review the Initial BMPs, and make any corrections required.</td>
<td>Preconstruction Meeting</td>
<td>3 day notice</td>
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<td></td>
<td>Inspect any required corrections to Initial BMPs and sign GESC Permit.</td>
<td></td>
<td>1 day notice</td>
</tr>
<tr>
<td>Section 5.5-5.6</td>
<td>11. Pick up the executed GESC Permit and start construction by first stripping and stockpiling topsoil.</td>
<td></td>
<td>24 hours</td>
</tr>
<tr>
<td>Section 5.7-5.8</td>
<td>12. Ensure that the BMPs are correctly installed, that the BMPs are inspected and maintained in accordance with the required timeframes, and that all of the General Construction Requirements described in the GESC Field Manual are complied with.</td>
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</tr>
<tr>
<td>Section 5.9-5.10</td>
<td>13. Ensure that the mandatory inspections by the County are scheduled and completed and that corrections requested by the County during these or any inspection are made.</td>
<td>Inspection if GESC Manager changes</td>
<td>1 day notice</td>
</tr>
<tr>
<td></td>
<td>Topsoil Stripping Inspection</td>
<td>County Scheduled</td>
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<td></td>
<td>Inspection for Phased Construction</td>
<td>1 day notice</td>
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<td></td>
<td>ROW Use and Construction Permit inspection</td>
<td>1 day notice</td>
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### Construction - continued

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<tr>
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<tbody>
<tr>
<td>Section 5.11</td>
<td>14. Ensure that the Interim and Final BMPs are installed at the appropriate times in accordance with the accepted GESC Drawings and GESC Manual</td>
<td>Periodic inspections</td>
<td>County scheduled</td>
</tr>
<tr>
<td>Section 6</td>
<td>15. Prepare the site for the Initial Close-out Inspection, make any corrections requested by the County, and obtain Initial Close-out Acceptance.</td>
<td>Initial close-out Inspection (repeats as necessary until all items are complete and Erosion Control Inspector grants Initial Close-out Acceptance)</td>
<td>1 day notice</td>
</tr>
<tr>
<td>Section 6.2-6.3</td>
<td>16. Attend Initial Close-out Inspection, make any corrections requested by the County, and obtain Initial Close-out Acceptance.</td>
<td>Periodic Vegetation Inspections</td>
<td>1 day notice</td>
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### Vegetation Establishment

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<tr>
<th>SECTION IN GESC MANUAL</th>
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<tbody>
<tr>
<td>Section 6.4-6.5</td>
<td>17. Inspect the site monthly during the revegetation process. Make necessary corrections to the on-site BMPs and control weeds as necessary. Make corrective actions as required by Douglas County.</td>
<td>Periodic Vegetation Inspections</td>
<td>1 day notice</td>
</tr>
<tr>
<td>Section 6.6</td>
<td>18. Schedule the Vegetation Acceptance Inspection when vegetative growth has reached the required coverage.</td>
<td>Vegetation Acceptance Inspection</td>
<td>1 day notice</td>
</tr>
<tr>
<td>Section 6.7</td>
<td>19. After receiving written acceptance of vegetation establishment from the County, remove the on-site BMPs and schedule the Final Close-out Inspection.</td>
<td>Final Close-out Inspection</td>
<td>1 day notice</td>
</tr>
<tr>
<td>Section 6.8-6.9</td>
<td>20. After receiving written notice from the County that all GESC requirements have been addressed, submit a signed Fiscal Security Release Form to the County. After the Fiscal Security is released by the County, the project is complete</td>
<td>Review Fiscal Security Release Form and release Fiscal Security</td>
<td>14 days +/-</td>
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1.8


1.8.1 Jurisdiction. The GESC Permit Program shall apply to all land within the unincorporated areas of Douglas County.

1.8.2 Amendments and Revisions. The policies and GESC Manual may be amended as new technology is developed or if experience gained in the use of this GESC Manual indicates a need for revision. All technical criteria and policy changes must be recommended by the Public Works Engineering Director. Minor revisions will require the approval of the Public Works Engineering Director. All major revisions will require adoption, by resolution, of the Board of County Commissioners following a public hearing thereon. The Public Works Engineering Director shall monitor the performance and effectiveness of this GESC Manual and will recommend amendments and revisions as needed.

1.8.3 Enforcement Responsibility. The Board of County Commissioners, acting through the Public Works Engineering Director, shall enforce the provisions of the GESC Manual.

1.8.4 Review and Acceptance. The County will review all GESC and DESC Plan submittals for general compliance with these criteria contained herein. An acceptance by the County does not relieve the Permittee(s) or Design Engineer from responsibility of ensuring that calculations, plans, specifications, construction and as-built drawings are in compliance with the criteria contained herein. Additionally, acceptance by Douglas County does not alleviate the Permittee(s) or Design Engineer from complying with all other applicable Federal, State, local, or tribal laws and regulations.

1.8.5 Interpretation. In the interpretation and application of the provisions of the GESC Manual, the following shall govern:

These provisions shall be regarded as the minimum requirements for the protection of the public health, safety, and welfare.
comfort, convenience, prosperity, and welfare of the residents of the County. The GESC Manual shall, therefore, be regarded as remedial and shall be liberally construed to further its underlying purposes.

Whenever a provision in these criteria and any other provision of the Douglas County Subdivision Regulations or any provision in any law, ordinance, resolution, rule or regulation of any kind, contain any restrictions covering any of the same subject matter, **whichever are more restrictive or impose higher standards shall govern.** In the event that there is a discrepancy in the interpretation of the GESC Manual, the Office of the Public Works Engineering Director shall have the final determination of the intent of the GESC Manual. Should a person disagree with a final determination by the Public Works Engineering Director, said person may appeal to the Board of Adjustment per Section 26A of the Douglas County Zoning Resolution.

The GESC Manual shall not abrogate or annul any permits or accepted drainage reports and construction plans issued before the effective date of the GESC Manual or any easement or covenant.

**1.8.6 Relationship to Other Standards.** If special districts impose more stringent criteria, differences are not considered conflicts. When differences arise, the more stringent requirements shall apply. If the Federal or State government imposes stricter criteria, standards or requirements, these shall be incorporated into the County’s requirements after due process and public hearing(s) needed to modify County regulations, standards, and ordinances.