

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD
CENTRAL VALLEY REGION

CEASE AND DESIST ORDER NO. R5-2010-0093-01

REQUIRING
PLACER COUNTY DEPARTMENT OF FACILITY SERVICES
PLACER COUNTY SEWER MAINTENANCE DISTRICT 1
WASTEWATER TREATMENT PLANT
PLACER COUNTY
TO CEASE AND DESIST
FROM DISCHARGING CONTRARY TO REQUIREMENTS

The California Regional Water Quality Control Board, Central Valley Region, (hereafter Central Valley Water Board), finds that:

1. On 23 June 2005, the Central Valley Water Board adopted Waste Discharge Requirements (WDRs) Order No. R5-2005-0074, and Cease and Desist Order (CDO) No. R5-2005-0075 prescribing waste discharge requirements and compliance time schedules for the Placer County Department of Facility Services (hereafter Discharger) Placer County Sewer Maintenance District 1 Wastewater Treatment Plant (hereafter Facility). The Facility is designed to provide tertiary treatment for average dry weather flows of 2.18 million gallons per day (MGD) for discharges to Rock Creek, a tributary to Dry Creek, the Bear River, and the Sacramento River.
2. Order No. R5-2005-0074 included effluent limitations for aluminum, bromodichloromethane (also known as dichlorobromomethane), chloroform, nitrate plus nitrite, and nitrite which required, in part:

<u>Constituents</u>	<u>Units</u>	<u>30-Day Average</u>	<u>4-Day Average</u>	<u>1-Hour Average</u>	<u>Daily Average</u>	<u>Instantaneous Maximum</u>
Aluminum	µg/L	58	---	---	160	---
	lbs/day ¹	1.1	---	---	2.9	---
Chloroform	µg/L	1.1	---	---	---	---
	lbs/day ¹	0.020	---	---	---	---
Total Nitrate plus Nitrite (as N)	mg/L	10	---	---	---	---
	lbs/day ¹	182	---	---	---	---
Nitrite	mg/L	1	---	---	---	---
	lbs/day ¹	18.2	---	---	---	---
Bromodichloromethane	µg/L	0.56	---	---	---	---
	lbs/day ¹	0.0102	---	---	---	---

¹ Based upon the Design Dry Weather Flow Rate of 2.18 mgd ($x \text{ mg/L} \times 8.345 \times 2.18 \text{ mgd} = y \text{ lbs/day}$).

3. Order No. R5-2005-0074 included a schedule for achieving compliance with the effluent limitations for dichlorobromomethane by 30 March 2010. Order No. R5-2005-0074 expires on 1 June 2010.

4. CDO No. R5-2005-0075 included a schedule for achieving compliance with the effluent limitations for aluminum, chloroform, nitrate plus nitrite, and nitrite by 1 March 2010.
5. On 22 September 2010, the Central Valley Water Board adopted Order No. R5-2010-0092 rescinding Order No. R5-2005-0074 and prescribing renewed WDRs for the Facility. Order No. R5-2010-0092 section IV.A.1.a contains Final Effluent Limitations for Discharge Point Nos. 001 and 002 which read, in part, as follows:

"Table 6. Final Effluent Limitations

Parameter	Units	Effluent Limitations				
		Average Monthly	Average Weekly	Maximum Daily	Instantaneous Minimum	Instantaneous Maximum
Priority Pollutants						
Chlorodibromomethane	µg/L	0.41	--	0.82	--	--
Dichlorobromomethane	µg/L	0.56	--	1.5	--	--
Non-Conventional Pollutants						
Aluminum, Total Recoverable	µg/L	68	--	151	--	--
Chloroform	µg/L	1.1	--	--	--	--
Nitrate Plus Nitrite (as N)	mg/L	10	--	--	--	--
Nitrite Nitrogen, Total (as N)	mg/L	1.0	--	--	--	--

6. Prior to the adoption of Order No. R5-2005-0074, the Discharger began to pursue regionalization with the City of Lincoln Wastewater Treatment and Reclamation Facility. As stated in Finding No. 11 of Order No. R5-2005-0074, the Discharger committed to making a determination by 2 January 2008 regarding whether to regionalize or complete and implement measures to comply with effluent limitations. If, after 2 January 2008, wastewater regionalization was not the selected compliance alternative, the Discharger agreed that sufficient time remained to complete and implement measures to come into compliance with the Order by March 2010. The Discharger has not yet connected to the City of Lincoln Wastewater Treatment and Reclamation Facility or completed measures to come into compliance with permit requirements.
7. Section 13301 of the California Water Code (CWC) states in part, *"When a regional board finds that a discharge of waste is taking place or threatening to take place in violation of requirements or discharge prohibitions prescribed by the regional board or the state board, the board may issue an order to cease and desist and direct that those persons not complying with the requirements or discharge prohibitions (a) comply forthwith, (b) comply in accordance with a time schedule set by the board, or (c) in the event of a threatened violation, take appropriate remedial or preventative action. In the event of an existing or threatened violation of waste discharge requirements in the operation of a community sewer system, cease and desist orders may restrict or prohibit the volume, type, or concentration of waste that might be added to such system by dischargers who did not discharge into the system prior to the issuance of the cease and desist order. Cease and*

desist orders may be issued directly by a board, after notice and hearing, or in accordance with the procedure set forth in Section 13302.”

8. The Central Valley Water Board finds that the Discharger is not able to consistently comply with the effluent limitations for aluminum, chlorodibromomethane, chloroform, dichlorobromomethane, nitrate plus nitrite, and nitrite. The schedules for completing the actions necessary to achieve full compliance exceed the adoption date of this Order. Additional time is necessary to provide the necessary treatment to comply with the requirements of Order No. R5-2010-0092. New time schedules are necessary in a CDO for all the constituents listed above. These limitations were new requirements that became applicable to the Order after the effective date of adoption of the WDRs, and after 1 July 2000, for which new or modified control measures are necessary in order to comply with the limitation, and the new or modified control measures cannot be designed, installed, and put into operation within 30 calendar days.
9. Immediate compliance with the effluent limitations for aluminum, chlorodibromomethane, chloroform, dichlorobromomethane, nitrate plus nitrite, and nitrite is not possible or practicable. The Clean Water Act and the California Water Code authorize time schedules for achieving compliance.

The Discharger indicated in the *Infeasibility Report for the Sewer Maintenance District 1 Wastewater Treatment Plant* (Infeasibility Report) submitted 4 May 2010 that additional time is required to comply with the final effluent limitations for aluminum, chlorodibromomethane, dichlorobromomethane, nitrate plus nitrite, and nitrate. The Regional Water Board is providing no later than 1 September 2015 for the Discharger to comply with these requirements and the requirements for chloroform.

Mandatory Minimum Penalties

10. CWC section 13385(h) and (i) require the Central Valley Water Board to impose mandatory minimum penalties (MMPs) upon dischargers that violate certain effluent limitations. CWC section 13385(j) exempts certain violations from mandatory minimum penalties “*where the waste discharge is in compliance with either a cease and desist order issued pursuant to Section 13301 or a time schedule order issued pursuant to Section 13300, if all the [specified] requirements are met...For the purposes of this subdivision, the time schedule may not exceed five years in length....*”
11. By statute, a Cease and Desist Order or Time Schedule Order may provide protection from MMPs for no more than five years. Compliance schedules for chlorodibromomethane and dichlorobromomethane have not previously been included in an enforcement order. Therefore, compliance with this Order exempts the Discharger from mandatory minimum penalties for violations of the final effluent limitations for chlorodibromomethane and dichlorobromomethane in accordance with CWC section 13385(j)(3). Protection from MMPs for these two constituents begins on the adoption date of this Order and may not extend beyond 1 September 2015. Order No. R5-2005-0074 will remain in effect for 50 days, until the effective date of R5-2010-0092. During that time, the Discharger will be unable to comply with existing effluent limitations for dichlorobromomethane.

12. CWC section 13385(j)(3) requires the preparation and implementation of a pollution prevention plan pursuant to section 13263.3 of the CWC. This Order requires the Discharger to develop and implement a pollution prevention plan for chlorodibromomethane and dichlorobromomethane in order to effectively reduce the effluent concentrations by source control measures.
13. Pursuant to CWC section 13263.3(d)(1)(D), a pollution prevention plan was required in CDO No. R5-2005-0075 for aluminum, chloroform, nitrate plus nitrite, and nitrite in order to effectively reduce the effluent concentrations by source control measures. This Order requires the Discharger to update and implement the existing pollution prevention plans for these parameters.
14. Per the requirements of CWC section 13385(j)(3), the Central Valley Water Board finds that:
 - a. This Order specifies the actions that the Discharger is required to take in order to correct the violations that would otherwise be subject to CWC section 13385(h) and (i).
 - b. To comply with final effluent limitations, the Discharger proposed to regionalize, in which all wastewater will go to the City of Lincoln Wastewater Treatment and Reclamation Facility, the Discharger's Facility will be decommissioned, and there will no longer be a discharge to surface water from the Discharger's Facility. This proposal requires expansion of the City of Lincoln Wastewater Treatment and Reclamation Facility and construction of a pipeline and infrastructure to convey the wastewater to Lincoln. The Discharger has progressed in the regionalization process and remains on track for compliance with final effluent limitations by 1 September 2015. In a Compliance Infeasibility Report dated 18 January 2013, the Discharger proposed incorporating the new requirements of CWC 13385(j)(3)(C)(ii)(I) for protection from mandatory minimum penalties and proposed new progress milestones that better reflect the current status of the process. The final compliance date of 1 September 2015 remains in place. The interim milestones for completion of the Final Engineering Design, completion of the Environmental Review Documentation, and securing Funding for Construction have been modified as shown in the Task list below. A new compliance date of November 2013 has been suggested by the Discharger for beginning construction of the Pipeline and Expansion of the City of Lincoln Wastewater Treatment and Reclamation Facility.

The final effluent limitations for aluminum, chloroform, nitrate plus nitrite, and nitrite in WDR Order R5-2005-0074 were new, more stringent, or modified regulatory requirements that became applicable to the waste discharge after the effective date of the waste discharge requirements (23 June 2005) and as reflected in the time schedule of CDO R5-2005-0075. The final effluent limitations for aluminum, chloroform, nitrate plus nitrite, and nitrite were also continued in WDR Order R5-2010-0092 and reflected in CDO R5-2010-0093. Final Effluent Limitations for chlorodibromomethane and dichlorobromomethane are included in WDR Order R5-2010-0092 and reflected in CDO R5-2010-0093. Additional new or modified control measures are necessary in order to comply with the final effluent limitations for aluminum, chloroform, nitrate plus nitrite,

nitrite, chlorodibromomethane and dichlorobromomethane. The new or modified control measures cannot be designed, installed, and put into operation within 30 calendar days as reflected in the compliance schedule in this Order.

- c. This Order establishes a time schedule to bring the waste discharge into compliance with the effluent limitations that is as short as possible, taking into account the technological, operational, and economic factors that affect the design, development, and implementation of the control measures that are necessary to comply with the effluent limitations.
15. Per the requirements of CWC Section 13385(j)(3)(C)(i), an individual Cease and Desist Order or Time Schedule Order may provide protection from MMP's for no more than five years, except as provided in Water Code section 13385(j)(3)(C)(ii). MMP protection was extended for approximately four years and ten months in CDO R5-2005-0075 and thus the compliance schedule did not exceed five years.
 16. Per the requirements of CWC Section 13385(j)(3)(C)(ii)(I) for the purpose of treatment facility upgrade, the time schedule shall not exceed 10 years. Per the requirements of 13385(j)(3)(C)(ii)(II) following a public hearing, and upon a showing that the Discharger is making diligent progress toward bringing the waste discharge into compliance with the effluent limitation, the Central Valley Water Board may extend the time schedule for an additional five years beyond the initial five years, if the Discharger demonstrates that the additional time is necessary to comply with the effluent limitation. In accordance with CWC Section 13385(j)(3)(C)(ii)(I) the total length of the compliance schedules is less than ten years. The Central Valley Water Board finds, as described in previous findings in this Order, that the Discharger has demonstrated due diligence and is making diligent progress to bring the waste discharge into compliance with final effluent limitations.
 17. CDO R5-2010-0093 provided a compliance schedule of four years and eleven months and thus the compliance schedule does not exceed an additional five years. The total time allowed for compliance does not exceed 10 years as per the requirements of CWC Section 13385(j)(3)(C)(ii)(I). Under SB 1284, CWC 13385(j)(3)(C)(ii)(I) went into effect 1 January 2011 and thus was not included in CDO R5-2010-0093, which was adopted 22 September 2010. The CWC 13385(j)(3)(C)(ii)(I) allowance for up to five additional years to be added to a compliance schedule is included in amended CDO R5-2010-0093-01.
 18. Compliance with this amended CDO exempts the Discharger from MMPs for violations of final effluent limitations found in WDR Order R5-2010-0092 as follows:
 - a. Aluminum, chloroform, nitrate plus nitrite, and nitrite: Previous CDO R5-2005-0075 provided protection from MMPs from 23 June 2005 to 1 March 2010. This amended CDO provides protection from MMPs from 31 May 2013 (the date this amended Order was adopted) until 31 August 2015.

- b. Chlorodibromomethane and dichlorobromomethane: CDO R5-2010-0093 provided protection from MMPs from 22 September 2010 to 31 August 2013. This Order provides protection from 31 May 2013 until 31 August 2015.

19. In accordance with CWC section 13385(j)(3), the total length of protection from MMPs for the constituents listed in Finding 16 above is less than ten years.
20. Since the time schedules for completion of actions necessary to bring the waste discharge into compliance exceeds one year, this Order includes interim requirements and dates for their achievement.
21. The compliance time schedule in this Order includes interim effluent limitations for aluminum, chlorodibromomethane, chloroform, dichlorobromomethane, nitrate plus nitrite, and nitrite. In developing the interim limitations, where there are 10 sampling data points or more, sampling and laboratory variability is accounted for by establishing interim limits that are based on normally distributed data where 99.9 percent of the data points will lie within 3.3 standard deviations of the mean (*Basic Statistical Methods for Engineers and Scientists, Kennedy and Neville, Harper and Row, 3rd Edition, January 1986*). Where actual sampling shows an exceedance of the proposed mean plus 3.3-standard deviation interim limit, the maximum detected concentration has been established as the interim limitation. In developing the interim limitations, when there are less than 10 sampling data points available, the USEPA *Technical Support Document for Water Quality- based Toxics Control* ((EPA/505/2-90-001), TSD) recommends a coefficient of variation of 0.6 be utilized as representative of wastewater effluent sampling. The TSD recognizes that a minimum of 10 data points is necessary to conduct a valid statistical analysis. The multipliers contained in Table 5-2 of the TSD are used to determine a maximum daily limitation based on a long-term average objective. In this case, the long-term average objective is to maintain, at a minimum, the current plant performance level. Therefore, when there are less than 10 sampling points for a constituent, an interim limitation is based on 3.11 times the maximum observed effluent concentration to obtain the daily maximum interim limitation (TSD, Table 5-2). The following tables summarize the calculations of the interim performance-based effluent limitations:

Interim Effluent Limitation Calculation Summary

Parameter	Units	MEC	Mean	Std. Dev.	# of Samples	Interim Maximum Daily Effluent Limitation
Aluminum, Total Recoverable	µg/L	162	55	40	25	188
Chlorodibromomethane	µg/L	0.97	0.4	0.3	7	3.0
Chloroform	µg/L	99	23.9	28.3	23	117
Dichlorobromomethane	µg/L	14	3.4	4.2	24	17
Nitrate Plus Nitrite (as N)	mg/L	49	17.5	3.8	1,094	49 ¹
Nitrite Nitrogen, Total (as N)	mg/L	3.12	0.2	0.3	1,094	9.7

¹ Because the maximum effluent concentration for this parameter was greater than the statistically calculated effluent limitations, the interim limitation was established at the maximum effluent concentration.

22. The Regional Water Board finds that the Discharger can undertake source control and treatment plant measures to maintain compliance with the interim limitations included in this

Order. Interim limitations are established when compliance with the final effluent limitations cannot be achieved by the existing discharge. Discharge of constituents in concentrations in excess of the final effluent limitations, but in compliance with the interim effluent limitations, can significantly degrade water quality and adversely affect the beneficial uses of the receiving stream on a long-term basis. The interim limitations, however, establish an enforceable ceiling concentration until compliance with the effluent limitation can be achieved.

23. Issuance of this Order is exempt from the provisions of the California Environmental Quality Act (Public Resources Code, Section 21000, et seq.) ("CEQA") for the following reasons, each of which is an independent basis for exemption.
- a. This Order does not modify any compliance dates or other requirements of NPDES Order No. R5-2005-0074, which requires compliance with the effluent limitations addressed by this Order. This Order serves to enforce Order No. R5-2005-0074. This Order is exempt from CEQA under Water Code Section 13389, since the adoption or modification of a NPDES permit for an existing source is exempt and this Order only serves to implement a NPDES permit. (*Pacific Water Conditioning Ass'n, Inc. v. City Council of City of Riverside* (1977) 73 Cal.App.3d 546, 555-556.).
 - b. This Order does not have the potential to cause a significant impact on the environment (Title 14 CCR section 15061(b)(3)) and is not a "project" as defined by CEQA. This Order enforces preexisting requirements to improve the quality of ongoing discharges that are part of the CEQA "baseline"; and includes interim effluent limitations to ensure that discharges do not increase above the CEQA baseline. This Order imposes requirements that will maintain the CEQA baseline while the Discharger attains compliance with the existing requirements. The pollution prevention plan will identify source control measures in order to meet the preexisting effluent limitations. Since the compliance schedule is as short as possible and any actions to comply with the existing requirements are already required, this Order does not allow or cause any environmental impacts to occur; those impacts would occur regardless of this Order.
 - c. Which source control measures the Discharger will identify or select for implementation as a result of source control review in the pollution prevention plan is indefinite and uncertain. In addition, the Discharger is required to study alternatives and potential adverse impacts in its pollution prevention plan, under Water Code Section 13263.3(d)(2).
 - d. This Order is exempt pursuant to CEQA Guidelines Section 15321. The discharges subject to this Order are not "hazardous materials." Also, the discharges occur offsite and do not occur at the site itself.
24. On 22 September 2010, in Rancho Cordova, California, after due notice to the Discharger and all other affected persons, the Central Valley Water Board conducted a public hearing at which evidence was received to consider a Cease and Desist Order under CWC section

13301 to include a time schedule to achieve compliance with waste discharge requirements.

25. On 31 May 2013, in Rancho Cordova, California, after due notice to the Discharger and all other affected persons, the Central Valley Water Board conducted a public hearing at which evidence was received to consider an amendment to Cease and Desist Order R5-2010-0093 under CWC section 13301 to amend the time schedule to achieve compliance with waste discharge requirements and to provide protection from mandatory minimum penalties for aluminum, chloroform, nitrate plus nitrite, nitrite, chlorodibromomethane and dichlorobromomethane.

IT IS HEREBY ORDERED THAT Cease and Desist Order No. R5-2005-0075 is rescinded, and, pursuant to CWC Section 13301:

1. The Discharger shall comply with the following amended time schedule to ensure compliance with the final effluent limitations in Order Nos. R5-2005-0074 and R5-2010-0092 for aluminum, chlorodibromomethane, chloroform, dichlorobromomethane, nitrate plus nitrite, and nitrite:

<u>Task</u>	<u>Date Due</u>
i. Complete Final Engineering Design	1 July 2013
ii. Complete Environmental Review Documentation	1 July 2013
iii. Secure Funding for Construction	1 September 2013
iv. Begin Construction of Pipeline and Expansion of Lincoln WWTRF	1 November 2013
v. Complete Construction of Pipeline/Cease Discharge at SMD1/Complete Expansion of Lincoln WWTRF	1 September 2015
vi. Report of Compliance or Non-Compliance with Interim Milestones	14 days following the due date for Tasks i through v
vii. Progress Reports ³	30 June, annually
viii. Full compliance with aluminum, chlorodibromomethane, chloroform, dichlorobromomethane, nitrate plus nitrite, and nitrite effluent limitations	1 September 2015

¹ The pollution prevention plan shall be updated and implemented for aluminum, chloroform, nitrate plus nitrite, and nitrite, as appropriate, and shall meet the requirements specified in CWC section 13263.3.

² The pollution prevention plan shall be updated and implemented for chlorodibromomethane and dichlorobromomethane, as appropriate, and shall meet the requirements specified in CWC section 13263.3.

³ The progress reports shall detail what steps have been implemented towards achieving compliance with waste discharge requirements, including studies, construction progress, evaluation of measures implemented, and recommendations for additional measures as necessary to achieve full compliance by the final date.

2. The following interim effluent limitations for aluminum, chlorodibromomethane, chloroform, dichlorobromomethane, nitrate plus nitrite, and nitrite shall be effective immediately, and

shall remain in effect through **31 August 2015**, or when the Discharger is able to come into compliance with the final effluent limitations, whichever is sooner.

Parameter	Units	Maximum Daily Effluent Limitation
Aluminum, Total Recoverable	µg/L	188
Chlorodibromomethane	µg/L	3.0
Chloroform	µg/L	117
Dichlorobromomethane	µg/L	17
Nitrate Plus Nitrite (as N)	mg/L	49
Nitrite Nitrogen, Total (as N)	mg/L	9.7

3. For the compliance schedules required by this Order the Discharger shall submit to the Regional Water Board on or before each compliance report due date, the specified document or, if appropriate, a written report detailing compliance or noncompliance with the specific schedule date and task. If noncompliance is being reported, the reasons for such noncompliance shall be stated, and shall include an estimate of the date when the Discharger will be in compliance. The Discharger shall notify the Regional Water Board by letter when it returns to compliance with the time schedule.
4. If, in the opinion of the Executive Officer, the Discharger fails to comply with the provisions of this Order, the Executive Officer may apply to the Attorney General for judicial enforcement or issue a complaint for Administrative Civil Liability.
5. Any person signing a document submitted under this Order shall make the following certification:

"I certify under penalty of law that I have personally examined and am familiar with the information submitted in this document and all attachments and that, based on my knowledge and on my inquiry of those individuals immediately responsible for obtaining the information, I believe that the information is true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment."

Any person aggrieved by this action of the Central Valley Water Board may petition the State Water Board to review the action in accordance with CWC section 13320 and California Code of Regulations, title 23, sections 2050 and following. The State Water Board must receive the petition by 5:00 p.m., 30 days after the date of this Order, except that if the thirtieth day following the date of this Order falls on a Saturday, Sunday, or state holiday (including mandatory furlough days), the petition must be received by the State Water Board by 5:00 p.m. on the next business day. Copies of the law and regulations applicable to filing petitions may be found on the Internet at: http://www.waterboards.ca.gov/public_notices/petitions/water_quality or will be provided upon request.

I, PAMELA C. CREEDON, Executive Officer, do hereby certify the foregoing is a full, true, and correct copy of an Order adopted by the California Regional Water Quality Control Board, Central Valley Region, on 22 September 2010 and amended on 31 May 2013.

ORIGINAL SIGNED BY KENNETH D. LANDAU FOR

PAMELA C. CREEDON, Executive Officer