

**STATE OF CALIFORNIA
CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD
LOS ANGELES REGION**

TIME SCHEDULE ORDER (TSO) NO. R4-2017-YYYY

**REQUIRING LAS VIRGENES MUNICIPAL WATER DISTRICT
(TAPIA WATER RECLAMATION FACILITY)
TO COMPLY WITH REQUIREMENTS PRESCRIBED IN
ORDER NO. R4-2017-XXXX
(NPDES PERMIT NO. CA0056014)**

The California Regional Water Quality Control Board, Los Angeles Region (hereafter Regional Water Board) finds:

1. The Las Virgenes Municipal Water District (hereafter LVMWD or Permittee) owns and operates the Tapia Water Reclamation Facility (hereafter Tapia WRF), a wastewater treatment plant located at 731 Malibu Canyon Road, Calabasas, California.
2. The Tapia WRF discharges tertiary-treated wastewater under waste discharge requirements contained in Order No. R4-2010-0165, adopted by this Regional Water Board on September 02, 2010. Order No. R4-2010-0165 serves as a permit under the National Pollutant Discharge Elimination System (NPDES No. CA0056014) and regulates the discharge of treated wastewater to Malibu Creek (through Discharge Points 001, 002 and 003) and to the Los Angeles River (through Discharge Point 005), both waters of the United States and the State of California. Order No. R4-2010-0165 expired on August 10, 2015, but was administratively extended. On June 01, 2017, it is anticipated that the Regional Water Board will adopt Order No. R4-2017-XXXX concurrently with this TSO, to renew the waste discharge requirements and NPDES permit for the Tapia WRF. If adopted, Order No. R4-2017-XXXX will become effective on August 01, 2017.
3. The Water Quality Objective (WQO) in the 1994 *Water Quality Control Plan, Los Angeles Region: Basin Plan for the Coastal Watersheds of Los Angeles and Ventura Counties* (Basin Plan) for chloride for the Los Angeles River was 150 mg/L for the following reaches:
 - a. Rio Hondo above Santa Ana Freeway
 - b. Between Figueroa Street and Los Angeles River Estuary (Willow Street). Includes Rio Hondo below Santa Ana Freeway
 - c. Above Figueroa Street
4. In 1990, the Regional Water Board adopted Resolution No. 90-004 *Effects of Drought-Induced Water Supply Changes and Water Conservation Measures on Compliance with Waste Discharge Requirements within the Los Angeles Region*. This resolution, commonly referred to as the *Drought Policy*, was intended to provide short-term and temporary relief to Publicly Owned Treatment Works (POTWs) who were unable to comply with limits for chloride due to the effects of drought on chloride levels in supply waters imported into the Region. The Drought Policy was renewed twice, once in June 1993 and again in February 1995. It was set to expire on February 27, 1997, or earlier if it was determined that imported water supply chloride levels had returned to pre-drought conditions.
5. On January 27, 1997, after having worked with a group of technical advisors to develop a long-term solution to the chloride compliance problems experienced in the Region, the Regional Water Board adopted Resolution No. 97-02. This Resolution served to revise the

chloride WQO from 150 mg/L to 190 mg/L in specific reaches of the Los Angeles River and other surface waters, including the Los Angeles River:

- a) Between the Sepulveda Flood Control Basin and Figueroa Street (including the Burbank Western Channel only) and
- b) Between Figueroa Street and the estuary (including Rio Hondo below the Santa Ana Freeway).

Tributaries upstream of the Sepulveda Flood Control Basin were not included in this resolution.

6. Shortly after the adoption of Resolution No. 97-02, the Regional Water Board adopted Order No. 98-027, to amend the chloride final effluent limitation contained in the NPDES permits for those POTWs who had applied for relief under the *Drought Policy* and to provide temporary chloride final effluent limitations for dischargers in the Santa Clara and Calleguas Creek Watersheds. The POTWs that received an amended final effluent limitation for chloride include: County Sanitation Districts of Los Angeles County (Whittier Narrows Water Reclamation Plant (WRP), Pomona WRP, and San Jose Creek WRP), and City of Los Angeles (the Los Angeles-Glendale WRP, D.C. Tillman WRP, and Burbank WRP). Final effluent limitations for POTWs discharging to the Los Angeles River below the Sepulveda Basin remain in place.

Due to concerns expressed about the potential for future adverse impacts to important agricultural resources in two of our watersheds, final effluent limitations for chloride in the Santa Clara and Calleguas Creek watersheds were revised only temporarily while studies could be conducted to determine the levels of chloride that would be protective of salt-sensitive agricultural beneficial uses. Those dischargers that received interim chloride effluent limitations include the following: County Sanitation Districts of Los Angeles County (Saugus WRP and Valencia WRP), City of Simi Valley Water Quality Control Facility, Moorpark Wastewater Treatment Plant, Camrosa Wastewater Treatment Plant (WWTP), City of Thousand Oaks (Hill Canyon WWTP and Olsen Road WWTP), and the Camarillo Sanitary District Water WRP). These interim chloride final effluent limitations expired on January 9, 2001.

7. In an effort to comply with a Regional Water Board requirement that prohibits the Tapia WRF from discharging to Malibu Creek from April 15th to November 15th, LVMWD constructed a new discharge line that would allow the Tapia WRF to discharge tertiary treated effluent to a tributary of the Los Angeles River. On July 08, 1999, the Regional Water Board adopted NPDES Order No. 99-066, to permit the Tapia WRF to discharge final effluent to Dry Canyon Creek (which is tributary to Reach 2 of the Los Angeles River as designated in the 1994 Basin Plan) from Discharge Point 005. The order prescribed an average monthly final effluent limitation for chloride of 190 mg/L using Resolution No. 97-02 as the rationale for not including the Basin Plan WQO; however, this Resolution did not apply upstream of the Sepulveda Basin.
8. On April 13, 2000, the Regional Water Board adopted Order No. 00-046, amending Order No. 99-066 to relocate Discharge Point 005 to a fully lined portion of the Arroyo Calabasas (tributary to the Los Angeles River). The discharge point was relocated to minimize the potential impacts of the discharge on soft-bottomed portions of Dry Canyon Creek. The final effluent limitation for chloride was unchanged.
9. On May 02, 2005, the Regional Water Board consolidated Tapia's NPDES permits for Malibu Creek and the Los Angeles River into a single order with the adoption of Order No. R4-2005-

0074. This order carried over the average monthly final effluent limitation for chloride for the Los Angeles River from the 1999 Order.

10. On September 02, 2010, the Regional Water Board adopted Order No. R4-2010-0165 and carried over the average monthly final effluent limitation of 190 mg/L for chloride from the 2005 Order with a footnote stating that the final effluent limitation for chloride in the Los Angeles River was based on Resolution 97-02 and Order No. 98-027; however, this footnote was in error.
11. On May 02, 2013, the Basin Plan was administratively updated to integrate a number of previous Basin Plan amendments into a single table. This included the 1997 revisions to the chloride WQOs for the reaches described in Resolution 97-02. This 2013 administrative update also renumbered and renamed some of the reaches in the Los Angeles River.
12. Upon closer review, it became evident that Resolution No. 97-02, which had modified the chloride WQO in the Los Angeles River downstream of the Sepulveda Flood Control Basin, was not applicable to Tapia WRF's Discharge Point 005 because Resolution No. 97-02 predated Order No. 99-066 and because the outfall is located upstream of the Sepulveda Flood Control Basin. Similarly, Order No. 98-027 was not applicable to the Tapia WRF because the Tapia WRF was not among the POTWs listed.
13. Order No. R4-2017-XXXX prescribes the following chloride final effluent limitation for Discharge Point 005, based on the applicable WQO corresponding to Reach 6 of the Los Angeles River as designated in the 2013 Basin Plan:

Table 1. Final Effluent limitation for Chloride in Order No. R4-2017-XXXX

| Parameter | Units | Final Effluent Limitations | | |
|-----------|-------|----------------------------|----------------|---------------|
| | | Average Monthly | Average Weekly | Maximum Daily |
| Chloride | mg/L | 150 | -- | -- |

14. On March 29 and 30, 2017, LVMWD staff submitted to the Regional Water Board graphs of the Tapia WRF final effluent chloride concentrations from 2010 to 2017 compared to the chloride concentrations of their potable water supply, indicating that the chloride concentration of the water served to the district has increased over time.
15. On April 04, 2017, LVMWD staff submitted a request to the Regional Water Board for a TSO and an interim effluent limitation for chloride equal to 190 mg/L, on the basis that Discharge point 005 is used infrequently and discharges into a concrete-lined channel, and that there is no agricultural beneficial use that utilized water from the Los Angeles River between Arroyo Calabasas and the Sepulveda Basin.
16. On April 05, 2017, LVMWD staff met with Regional Water Board staff to discuss the chloride effluent limitation and LVMWD expressed concern that they will be unable to meet the new final effluent limitation for chloride since the concentration of chloride in the Tapia WRF's effluent ranges from 120 to 200 mg/L.
17. Since the majority of the potable source water in the LVMWD service area originates from the State Water Project (SWP), increases in salt content in the SWP water will have a direct impact on the chloride concentrations in Tapia WRF's discharge. In a letter dated April 11, 2017, LVMWD submitted a TSO request to receive time to comply with the appropriate chloride WQO and to receive an interim final effluent limitation for chloride. Below is a summary of LVMWD's rationale for requesting a TSO. Milestones and

completion dates for monitoring, identification, and evaluation activities, which will take longer than 30 days to complete are listed in the Milestone Schedule in Table 3.

- a. LVMWD was not discharging to the Los Angeles River when Order No. 98-027 was adopted.
- b. Tapia WRF's current chloride conditions are similar to the conditions experienced by the POTWs that discharge to the Los Angeles River listed in Order No. 98-027 during the 1990's;
- c. The 190 mg/L chloride final effluent limitation was included in each NPDES permit since Discharge Point 005 became operational;
- d. Over the past 4.5 years, the chloride concentrations of imported water have steadily increased from 48 to 98 mg/L;
- e. The SWP has made less water available to end users;
- f. SWP water has increased in salinity (including chloride) as a result of a relaxation of pumping restrictions in July, August, and September, when salinity in the delta is at its highest;
- g. Due to SWP supply issues, the Metropolitan Water District has been blending the SWP water with Colorado River Water, which is higher in salt content (including chloride) than unblended SWP water;
- h. Evaporation in water supply reservoirs increases the salt concentrations in the source water;
- i. LVMWD owns and operates the Las Virgenes Reservoir, which is subject to runoff and evaporation, increasing chloride concentrations in the source water;
- j. Sodium hypochlorite is used for disinfection of the Tapia WRF's effluent and for managing nitrification in the potable water distribution system, increasing the chloride concentrations;
- k. The imported water is a blend of various source waters with varying concentrations of chloride;
- l. Water conservation efforts and drought conditions in the LVMWD service area during the past three years have reduced water consumption by roughly 20% of that of the water used in 2013;
- m. Discharge Point 005 is critical for LVMWD to meet the requirements of the discharge prohibition to Malibu Creek between April 15th and November 15th;
- n. Discharge Point 005 plays a critical role in meeting the winter-time discharge requirements in the *Malibu Creek & Lagoon TMDL for Sedimentation and Nutrients to Address Benthic Community Impairments* (2013 Nutrients TMDL) included in the Implementation Plan; and,
- o. There are only 3 alternative methods of wastewater disposal other than discharging to Malibu Creek, including discharging to spray fields at the Rancho Las Virgenes Farm, diversion of a small amount of sewage sludge to the City of Los Angeles' system, and discharging to Discharge Point 005.

18. The following conditions apply to discharge from the Tapia WRF:
- Tapia WRF is subject to a discharge prohibition for Malibu Creek from April 15th to November 15th to prevent breaching of the Malibu Lagoon located downstream of the treatment plant;
 - Tapia WRF is subject to a flow augmentation requirement established by National Marine Fisheries Service (NMFS) such that 2.5 cfs (measured at the Los Angeles County gauging station F-130-R) of maximum total flow is maintained to sustain the steelhead trout habitat;
 - Tapia WRF will be constructing multiple capital improvement projects concurrently to meet the nutrient waste load allocations for Malibu Creek and markedly increasing its production of recycled water. Discharge at Discharge Point 005 will be necessary to implement the recycled water project, and
 - Tapia WRF plans on eliminating the majority of its surface water discharge by recycling excess water that is not required for discharge to comply with NMFS's 2.5 cfs flow requirement.
19. Section 13300 of the California Water Code (CWC) states:
- "Whenever a regional board finds that a discharge of waste is taking place or threatening to take place that violates or will violate requirements prescribed by the regional board, or the state board, or that the waste collection, treatment, or disposal facilities of a permittee are approaching capacity, the board may require the permittee to submit for approval of the board, with such modifications as it may deem necessary, a detailed time schedule of specific actions the permittee shall take in order to correct or prevent a violation of requirements."
20. Based on effluent monitoring data and potable water data, the Permittee is not able to consistently comply with the final effluent limitations for chloride in Order No. R4-2017-XXXX. Accordingly, pursuant to CWC section 13300, a discharge of waste is taking place and/or threatens to take place that violates requirements prescribed by the Regional Water Board.
21. Water Code section 13385, subdivisions (h) and (i), require the Regional Water Board to impose mandatory minimum penalties upon dischargers that violate certain effluent limitations. Section 13385(j)(3) exempts violations of an effluent limitation 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 of the [specified] requirements are met.*" (emphasis added).
22. In accordance with CWC section 13385(j)(3)(B)(i), the Regional Water Board finds that: (a) the chloride average monthly final effluent limitation is a new concentration-based effluent limitation in Order No. R4-2017-XXXX, (b) the Permittee needs to implement new or modified control measures in order to comply with the new limitation, and (c) new or modified control measures cannot be designed, installed, and put into operation within 30 calendar days.
23. In accordance with CWC section 13385(j)(3)(B)(iii), the Regional Water Board finds that: (a) unanticipated changes in the quality of the municipal or industrial water supply available to the Permittee may be the cause of unavoidable changes in the composition of the waste discharge, (b) the changes in the composition of the waste discharge may be

the cause of the inability to comply with the final effluent limitations for chloride, (c) no alternative water supply is reasonably available to the Permittee, and (d) new or modified measures to control the composition of the waste discharge cannot be designed, installed, and put into operation within 30 calendar days.

24. Since the time schedule for completion of the actions necessary to bring the waste discharge into compliance exceeds one year from the effective date of this TSO, this TSO includes interim requirements and the dates for their achievement. The interim requirements include both interim effluent limitations for chloride and actions and milestones leading to compliance with the final effluent limitations for these pollutants. This TSO does not exceed five years.
25. This TSO establishes interim effluent limitations for chloride, and requires the Permittee to undertake specific actions to put the Permittee on a path towards compliance with the final effluent limitations for chloride in Order No. R4-2017-XXXX. The established time schedule 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 final effluent limitations for chloride.
26. The interim monthly average effluent limitation for chloride prescribed in this TSO is the same 190 mg/L effluent limitation contained in Order No. R4-2010-0165 and is the same as the limits prescribed for POTWs that discharge to downstream reaches of the Los Angeles River. This Order requires the Tapia WRF to propose solutions to the Regional Water Board that may include implementing measures identified under the Chloride Source Investigation and Evaluation Reports, consideration of a discharge-specific variance, development of a site-specific water quality objective or other Basin Plan Amendment similar to the one developed for other downstream reaches in the Los Angeles River and consistent with discharge requirements for other POTWs in the upper Los Angeles River.
27. CWC section 13385(j)(3)(D) requires the Permittee to prepare and implement a Pollution Prevention Plan (PPP) pursuant to CWC section 13263.3. Therefore, a PPP will be necessary for chloride.
28. A TSO is appropriate in these circumstances to allow time for the Permittee to complete source identification and evaluation activities that will bring the Tapia WRF into compliance with the final effluent limitations for chloride. These activities cannot be completed within 30 calendar days. The temporary chloride exceedances permitted under this TSO are in the public interest given the significant environmental benefits associated with promptly achieving compliance with the final effluent limitations for these pollutants.
29. Pursuant to CWC section 13385(j)(3), full compliance with the requirements of this TSO exempts the Permittee from mandatory minimum penalties only for violations of the final effluent limitations for chloride in the Los Angeles River in Order No. R4-2017-XXXX that occur after the effective date of this TSO.
30. This TSO concerns an existing facility and does not significantly alter the status with respect to the facility. This TSO is also being taken for the protection of the environment. Therefore, issuance of this TSO is exempt from the provisions of the California Environmental Quality Act (Public Resources Code, Section 21100, et.seq.) in accordance with sections 15301 and 15321(a)(2) of Title 14 of the California Code of Regulations.
31. The Regional Water Board has notified the Permittee and interested agencies and persons of its intent to issue this TSO concerning compliance with waste discharge requirements.

The Regional Water Board, in a public hearing, heard and considered all testimony pertinent to this matter.

32. Any person aggrieved by this action of the Regional Water Board may petition the State Water Board to review the action in accordance with CWC section 13320 and CCR, title 23, sections 2050 and following. The State Water Board must *receive* the petition by 5:00 p.m., 30 days after the Regional Water Board action, except that if the thirtieth day following the action falls on a Saturday, Sunday, or state holiday, 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.

IT IS HEREBY ORDERED that, pursuant to CWC section 13300, the Las Virgenes Municipal Water District, as owner and operator of the Tapia WRF, shall comply with the requirements listed below to ensure its discharges comply with the final effluent limitations for chloride contained in Order No. R4-2017-XXXX:

1. From August 01, 2017 to July 31, 2022, the Permittee shall comply with the following interim effluent limitation for chloride for discharges to the Los Angeles River, which applies year round:

Table 2. Interim Final Effluent Limitation for Chloride for the Tapia WRF

| Constituent | Units | Effluent Limitations | |
|-------------|---------|----------------------|---------------|
| | | Monthly Average | Daily Maximum |
| Chloride | mg/L | 190 | -- |
| | lbs/day | 19,000 | -- |

If the analytical result of a single sample, monitored monthly, exceeds the interim monthly average effluent limitation for that constituent, LVMWD may collect up to four additional samples, at approximately equal intervals during that calendar month, to determine compliance with the interim average monthly effluent limitation.

2. The Permittee shall complete the following actions and milestones consistent with the schedule proposed by LVMWD in its letter dated April 11, 2017, as follows:

Table 3. Tapia WRF Milestone Schedule

| Item | Completion Date |
|--|-----------------|
| <u>Investigation</u> 1. Identify chloride levels in all source waters delivered to residents in LVMWD's service area from 1999 to present. The composition of the various sources of water delivered to the service area shall be described, including but not limited to water from the SWP, Colorado River Aqueduct, Los Angeles Department of Water and Power, and Las Virgenes Reservoir. 2. Identify chloride concentrations in the influent, effluent, and receiving water from 1999 to present if available. | April 01, 2018 |

| Item | Completion Date |
|---|------------------|
| <ol style="list-style-type: none"> Describe impacts of drought, water conservation, and state-wide water efficiency standards on final effluent chloride concentrations. Identify potential impacts from unique geology in the Malibu Creek Watershed on chloride levels. Identify impacts to the final effluent chloride concentrations from the use of sodium hypochlorite at the Tapia WRF, Westlake Filtration Plant and in potable water distribution system maintenance. Investigate the number of water softeners in the service area and enhance the public outreach project. Identify possible source reduction activities including, but not limited to, chlorine dose optimization and ultraviolet light disinfection. Submit a <i>Chloride Source Investigation Report</i>. | |
| <p><u>Evaluation</u></p> <ol style="list-style-type: none"> Evaluate data from the <i>Chloride Source Investigation Report</i> and impacts on chloride levels in the final effluent. Evaluate beneficial uses of the receiving water downstream of Discharge Point 005, the frequency of the discharge, characterization of discharge location and flow path, and the impact the discharge may have on the receiving water. Evaluate all source reduction activities that LVMWD can feasibly implement to reduce chloride in influent and effluent, including timeframes for each activity. Evaluate the effect of drought on chloride levels in source and influent water. Submit <i>Chloride Evaluation of Options Report</i>. | January 01, 2019 |
| <p><u>Identification of Options</u></p> <ol style="list-style-type: none"> Propose possible source reduction activities including, but not limited to, public outreach, chloride dose optimization, and the impact and feasibility of installing an ultraviolet light disinfection system. Propose solutions to the Regional Water Board that may include utilizing the <i>Chloride Source Investigation and Evaluation Reports</i>, development of a Site-Specific Objective, a Basin Plan Amendment, and/or a discharge-specific variance for consideration by the Regional Water Board. Submit an <i>Identification of Options Report</i>. | January 01, 2020 |

| Item | Completion Date |
|--|------------------|
| <u>Recommendation</u> <ol style="list-style-type: none">1. Present recommendation and supporting data for appropriate remedial actions including possible source reduction activities and site-specific or discharge-specific regulatory actions.2. Submit a <i>Recommendation Report</i>. | |
| <u>Implementation</u> <ol style="list-style-type: none">1. Implement the recommended source reduction strategies after consultation with the Regional Water Board.2. Continue monitoring chloride in the influent, effluent, and receiving water.3. Continue to submit semiannual progress reports. | January 01, 2021 |
| <u>Confirmation</u> <ol style="list-style-type: none">1. Confirm that the WQO for chloride in the Los Angeles River is being met in the final effluent.2. Submit a Final Report. | July 31, 2022 |

3. The Permittee shall achieve full compliance with the final effluent limitation for chloride in Order No. R4-2017-XXXX as soon as possible, but no later than July 31, 2022. However, the Discharger may request a TSO extension 90 days in advance of the TSO expiration date along with supporting documentation for consideration by the Regional Water Board.
4. The Permittee shall submit a Pollution Prevention Plan (PPP) work plan, with the time schedule for implementation, for approval of the Executive Officer no later than November 15, 2017, pursuant to CWC section 13263.3.
5. The Permittee shall submit semiannual progress reports of efforts taken by the Permittee towards achieving compliance with the final effluent limitations for chloride in Order No. R4-2017-XXXX. The reports shall summarize the progress to date, activities conducted during that half of the year, and the activities planned for the upcoming quarters. The reports shall also state whether or not LVMWD was in compliance with the interim effluent limitations for chloride during the reporting period. The report shall also specify the potable water supply chloride concentration for the time period. Each semiannual report shall be received by the Regional Water Board by April 15th and October 15th of each year encompassing the months of June through December and January through June, respectively. The first progress report shall be received by the Regional Water Board by April 15, 2018, and will cover the months of August 2017 through December 2017.
6. All technical and monitoring reports required under this TSO are required pursuant to CWC section 13267 and 13383. The Regional Water Board needs the required information in order to determine compliance with this TSO and Order No. R4-2017-XXXX. The Regional Water Board believes that the burdens, including the costs, of these reports bear a reasonable relationship to the needs for the reports and the benefits to be obtained from the reports.

7. Any person signing a document submitted under this TSO shall make the following certification:

“I certify under penalty of law that this document and all attachments were prepared under my direction or supervision in accordance with a system designed to assure that qualified personnel properly gather and evaluate the information submitted. Based on my inquiry of the person or persons who manage the system, or those persons directly responsible for gathering the information, the information submitted is, to the best of my knowledge and belief, true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment for knowing violations.”
8. If the Permittee fails to comply with any provision of this TSO, the Regional Water Board may take any further action authorized by law. The Executive Officer, or his/her delegee, is authorized to take appropriate enforcement action pursuant, but not limited to, CWC sections 13350 and 13385. The Regional Water Board may also refer any violations to the Attorney General for judicial enforcement, including injunction and civil monetary remedies.
9. All other provisions of NPDES Order No. R4-2017-XXXX not in conflict with this TSO are in full force and effect.
10. The Regional Water Board may reopen this TSO at its discretion or at the request of the Permittee, if warranted. Lack of progress towards compliance with this TSO may be cause for the Regional Water Board to modify the conditions of this TSO.
11. This TSO becomes effective on August 1, 2017. This TSO expires on July 31, 2022.

I, Samuel Unger, Executive Officer, do hereby certify that the foregoing is a full, true and correct copy of an order adopted by the California Regional Water Quality Control Board, Los Angeles Region, on June 01, 2017.

Samuel Unger, P.E.
Executive Officer