

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD  
CENTRAL VALLEY REGION

ORDER NO.

WASTE DISCHARGE REQUIREMENTS  
FOR  
CITY OF SACRAMENTO UTILITIES DEPARTMENT  
E.A. FAIRBAIRN WATER TREATMENT PLANT  
SACRAMENTO COUNTY

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

1. The City of Sacramento (hereafter known as "Discharger") submitted a Report of Waste Discharge (RWD) dated 28 July 2005, to apply for Waste Discharge Requirements (WDRs) for the existing E.A. Fairbairn Water Treatment Plant (WTP). Additional information was received on 25 August 2005, 2 November 2005, 31 July 2006, and 5 March 2007.
2. The E.A. Fairbairn Water Treatment Plant, which is owned by the Discharger, is at 7501 College Town Drive, as shown on Attachment A, which is attached hereto and made part of the Order by reference. The WTP is in Section 10, T8N, R5E, (MDB&M), and comprises Assessor's Parcel No. 005-0010-011-0000.
3. Order No. 85-098, adopted by the Regional Board on 31 May 1985, prescribes requirements for the discharge of water treatment residuals to land at the E.A. Fairbairn WTP. The WTP was recently expanded to increase the design treatment capacity to 200 million gallons of water per day. The facility has therefore changed substantially and Order No. 85-098 is not consistent with the current plans and policies of the Regional Water Board.

**Existing Facility and Discharge**

4. Raw water from the American River is pumped to the E.A. Fairbairn WTP for treatment prior to distribution as a public water supply. The WTP's raw water intake is just downstream of the Howe Avenue Bridge. The following table summarizes raw and treated water characterization data provided in the RWD for monthly samples obtained between July 2003 and June 2004.

| Constituent/Parameter | Result (mg/L except as noted) |                     |
|-----------------------|-------------------------------|---------------------|
|                       | Raw Water                     | Treated Water       |
| Aluminum              | <0.050 <sup>1</sup>           | <0.050 <sup>1</sup> |
| Arsenic               | <0.002 <sup>1</sup>           | <0.002 <sup>1</sup> |
| Chloride              | 1.5 to 3.3                    | 2.8 to 3.7          |
| Copper                | <0.01 <sup>1</sup>            | <0.01 <sup>1</sup>  |
| Fluoride              | <0.10 <sup>1</sup>            | 0.75 to 0.91        |

| Constituent/Parameter                     | Result (mg/L except as noted) |                    |
|---|-------------------------------|--------------------|
|   | Raw Water                     | Treated Water      |
| Iron                                      | 0.02 <sup>1</sup>             | <0.01 <sup>1</sup> |
| Sodium                                    | 2.5 <sup>1</sup>              | 2.2 <sup>1</sup>   |
| Sulfate                                   | 1.9 to 3                      | 6.3 to 7.5         |
| Nitrate                                   | 0.22 <sup>1</sup>             | 0.05 to 0.38       |
| Hardness, total                           | 16 to 24                      | 22 to 34           |
| Alkalinity, total (as CaCO <sub>3</sub> ) | 20 to 27                      | 19 to 29           |
| Specific conductance, umhos/cm            | 50 to 68                      | 70 to 95           |
| Total dissolved solids                    | 37 to 49                      | 52 to 65           |
| Total coliform organisms, MPN/100mL       | >2,200 to >9,600              | --                 |
| E. coli, MPN/100mL                        | <60 to 360                    | --                 |
| Mean chlorine residual                    | --                            | 0.28 to 0.55       |
| pH  | 6.7 to 7.4                    | 7.3 to 8.5         |

-- Not analyzed; not reported in the RWD.

<sup>1</sup> Based on a single sampling event.

The analytical results indicate that both the raw and treated water are of high quality, and that the treatment processes increases the overall salinity of the water by approximately 15 mg/L, much of which appears to be attributable to sulfate from the use of alum as a flocculant, which is discussed below.

5. The E.A. Fairbairn WTP provides treatment by settling, coagulation with aluminum sulfate, chlorine disinfection, fluoridation, and pH adjustment. A site plan is presented as Attachment B, which is attached hereto and made part of the Order by reference.
6. The first step of the treatment process is the Grit Basin, which is used to settle grit, sand, and sediments. The raw water then flows to the flash mixer, where treatment chemicals are added. The water then is conveyed to the flocculation basins and the sedimentation basins. Water flows by gravity from the sedimentation basins to the filters, and then to the CT Basin, where chlorine, lime, and hydroflusilicic acid are added for disinfection, pH control, and fluoridation. Chlorine may also be added prior to filtration. After the CT basin, the water flows to onsite reservoirs for further settling before being pumped into the water distribution system. Attachment C, which is attached hereto and made part of the Order by reference, presents a simplified process schematic.
7. The treatment system is equipped to add cationic or nonionic polymers at various stages of treatment. However, such additives are not currently used except as described below.

8. Approximately two cubic feet of solids are generated in the Grit Basin per week. Historically, grit and silt were deposited on-site in landscaped areas. The Discharger wishes to change this practice to dispose of the sediments into the sludge lagoons or at an off-site disposal facility.
9. Alum sludge from the sedimentation basins and spent lime from the CT Basin and the reservoirs are pumped to the sludge drying lagoons, where polymers are sometimes added to accelerate settling. All supernatant water from the sludge drying lagoons is recirculated to the headworks or discharged to the sanitary sewer.
10. Filter backwashing generates dilute alum sludge (filter wash water), which is discharged to the filter wash water (FWW) lagoons for settling/decanting and evapoconcentration. Supernatant water is discharged to the headworks or the sanitary sewer.
11. Based on a single sample collected in September 2005, the RWD characterized the chemical composition of sludge drying lagoon supernatant as summarized below.

| Constituent/Parameter                       | Dissolved<br>Concentration<br>(ug/L except as<br>noted) | Applicable Water<br>Quality Limit <sup>1</sup><br>(ug/L except as<br>noted) |
|---|---|---|
| pH, std. Units                              | 6.8   | 6.5 to 8.4  |
| Alkalinity, total mg/L as CaCO <sub>3</sub> | 150   | NA  |
| Total dissolved solids, mg/L                | 97  | 450   |
| Total coliform, MPN/100 mL                  | <b>540</b>  | 2.2   |
| Fecal coliform, MPN/100 mL                  | 95  | NA  |
| Aluminum                                    | 170   | 200   |
| Arsenic                                     | <10   | 0.004   |
| Boron                                       | <100  | 700   |
| Cadmium                                     | <1  | 0.07  |
| Chromium                                    | <5  | 50  |
| Copper                                      | <10   | 170   |
| Iron  | <50   | 300   |
| Lead  | <5  | 2.0   |
| Manganese                                   | <b>750</b>  | 50  |
| Mercury                                     | <0.2  | 1.2   |
| Nickel                                      | <5  | 12  |
| Silver                                      | <3  | 85  |
| Zinc  | <b>&lt;20</b>   | 2,000   |
| Ammonia nitrogen, mg/L                      | 0.69  | 1.5 <sup>2</sup>  |
| Nitrate + nitrite nitrogen, mg/L            | 0.14  | 10  |

| Constituent/Parameter | Dissolved Concentration<br>(ug/L except as noted) | Applicable Water Quality Limit <sup>1</sup><br>(ug/L except as noted) |
|-----------------------|---|---|
| Bromide, mg/L         | <1  | NA  |
| Chloride, mg/L        | 19  | 106   |
| Fluoride, mg/L        | <0.1  | 1.0   |
| Phosphate as P, mg/L  | <0.1  | NA  |
| Potassium, mg/L       | 1.2   | NA  |
| Sodium, mg/L          | 2.7   | 69  |
| Sulfate, mg/L         | 10  | 250   |

NA None applicable.

<sup>1</sup> Water quality limit to apply narrative water quality objectives specified in the Basin Plan for protection of the beneficial uses of groundwater.

<sup>2</sup> As ammonia.

The analytical results above indicate that the lagoon supernatant water may exceed applicable water quality limits for manganese and total coliform organisms. The analytical detection limits were higher than the applicable water quality limit for arsenic, cadmium, and lead. However, there is no apparent reason for these constituents to be present in the supernatant at concentrations higher than the raw water supply.

12. The E.A. Fairbairn WTP has three sludge drying lagoons and two filter wash water lagoons. All of the lagoons are concrete-lined, and all are constructed below grade. Selected design data for the lagoons are summarized below.

| Lagoon ID | Surface Area<br>(square feet) | Depth (feet) |           | Capacity<br>(cubic feet)<br>[million gallons] |
|-----------|-------------------------------|--------------|-----------|---|
|           |                               | Total        | Operating |   |
| 1         | 35,300                        | 5            | 3         | 200,500 [1.5]                                 |
| 2         | 35,300                        | 5            | 3         | 200,500 [1.5]                                 |
| 3         | 34,500                        | 5            | 3         | 160,500 [1.2]                                 |
| FWW 1     | 24,153                        | 10.5         | 7         | 141,700 [1.1]                                 |
| FWW 2     | 24,153                        | 10.5         | 7         | 141,700 [1.1]                                 |

All of the lagoons and filter wash water ponds are designed to operate at two feet of freeboard or greater. Pond levels are monitored by a SCADA system, and decant pumps automatically divert excess water to the headworks or sewer system when water levels approach the design freeboard of the ponds.

13. After the supernatant is decanted and the sludge begins to dry, it is mixed in the lagoon with a front-end loader to facilitate drying. Sludge is typically removed from the lagoons when the solids content is 20 to 50 percent. However, when it is no longer free-draining, it may be removed from the lagoons and taken to other unspecified areas of the WTP site or another unspecified off-site location for further drying before final disposal. Current sludge generation rates range from 500 to 1,000 dry tons per year. At full treatment capacity, the WTP is expected to generate 1,000 to 2,000 dry tons of sludge per year.
14. According to calculations presented in the RWD, the current system of lagoons provides adequate sludge drying capacity for the WTP at the current peak month demand of 90 mgd. However, as treated water production increases up to the design treatment capacity of 200 mgd, the lagoons will no longer be adequate. The Discharger plans to construct mechanical sludge dewatering facilities in 2007 and 2008. Until then, sludge drying will be enhanced by creating contained piles with a front-end loader. If necessary, a contractor will be retained to perform mechanical dewatering during this interim period.
15. Dried sludge is currently disposed of at an off-site solid waste landfill. However, the Discharger wishes to use a less costly means of disposal. The Discharger submitted a conceptual Sludge Management Plan that describes specific management protocols for the following disposal options:
  - a. Soil composting and amending;
  - b. Non-structural fill material;
  - c. Turf farming;
  - d. Landfill alternative daily cover; and
  - e. Raw material for cement or brick manufacturing.

The sludge management plan includes restrictions to prevent or minimize sludge exposure to storm water runoff and waterways, and a plan to ensure that the sludge is provided only to public agencies or businesses with appropriate licenses. However, the plan does not include any positive means to ensure compliance with the restrictions, and it is beyond the scope of this Order to regulate those uses.

16. The RWD characterized the chemical composition of the dewatered solids as summarized below.

| Constituent/Parameter      | Analytical Result                              |  | Applicable Water Quality Limit <sup>3</sup><br>(ug/L) |
|----------------------------|--|--|---|
|                            | Total Concentration<br>(mg/kg except as noted) | Soluble Concentration <sup>2</sup><br>(ug/L) |   |
| Aluminum                   | 5,700 to 26,000 <sup>1</sup>                   | <1,000                                       | 200   |
| Arsenic                    | <2.5 to 11 <sup>1</sup>                        | <100   | 0.004   |
| Cadmium                    | <0.5 to <1.5 <sup>1</sup>                      | <10  | 0.07  |
| Chromium                   | 1 to 40 <sup>1</sup>                           | <50  | 50  |
| Copper                     | <2.0 to 31 <sup>1</sup>                        | <100   | 170   |
| Lead                       | <3.0 to 9 <sup>1</sup>                         | <50  | 2.0   |
| Magnesium                  | --   | <5,000                                       | NA  |
| Manganese                  | --   | <b>2,100</b>                                 | 50  |
| Mercury                    | <0.06 to <0.1 <sup>1</sup>                     | <50  | 1.2   |
| Molybdenum                 | <1.5 to <2.0 <sup>1</sup>                      | --   |   |
| Nickel                     | 4 to 56 <sup>1</sup>                           | <50  | 12  |
| Selenium                   | <1.0 to 8.0 <sup>1</sup>                       | --   |   |
| Vanadium                   | 6 to 41 <sup>1</sup>                           | --   |   |
| Zinc                       | 3 to 78 <sup>1</sup>                           | <200   | 2,000   |
| Nitrate + nitrite nitrogen | <1 <sup>2</sup>                                | --   | 10,000  |
| Ammonia nitrogen           | 88 <sup>2</sup>                                | --   | 1,500   |
| pH, std. units             | 6.7 <sup>2</sup>                               | --   | 6.5 to 8.4  |
| Sulfate                    | 66 <sup>2</sup>                                | --   | 250   |
| Volatile Organic Compounds | --   | <2,500                                       |   |

-- Not analyzed.

NA Not applicable.

<sup>1</sup> Data range is based on pooled data from two sludge sources: the E.A. Fairbairn WTP and the Discharger's Sacramento River WTP (which is approximately three miles downstream on the Sacramento River and employs the same treatment processes). Six samples were obtained and analyzed between October 2002 and October 2004.

<sup>2</sup> Based on a sample obtained and analyzed in September 2005.

<sup>3</sup> Water quality limit to apply narrative water quality objectives specified in the Basin Plan for protection of the beneficial uses of groundwater.

These data indicate that the sludge is non-hazardous based on total constituent concentrations. It is not clear from the RWD whether samples tested for soluble concentrations were prepared using deionized water as the extractant, or whether a citrate buffer was used. Use of the citrate buffer is appropriate for determining whether the waste is hazardous, but can overstate the threat to groundwater quality

under ambient site conditions (where the waste will only be exposed to non-aggressive waters). Additionally, because of the relatively high analytical reporting limits, the soluble concentration data presented above are not sufficient to determine whether the discharge poses a threat to water quality.

17. Between October 2006 and February 2007, the Discharger performed additional analyses of sludge from the filter wash water lagoons and sedimentation basins to assess whether the waste is inert. Five samples of each waste type were subjected to the Waste Extraction Test using deionized water as the extractant to simulate the effects of natural rainwater percolating through the waste. The analytical results are summarized below.

| Constituent/Parameter | Range of Analytical Results<br>(ug/L except as noted) |                                    | Applicable<br>Water Quality<br>Limit<br>(ug/L except<br>as noted) |
|-----------------------|---|------------------------------------|---|
|                       | Sedimentation<br>Basin Sludge                         | Filter Wash Water<br>Lagoon Sludge |   |
| Aluminum              | <1,000 <sup>1</sup>                                   | --                                 | 200   |
| Arsenic               | <100  | <100                               | 0.004   |
| Boron                 | <1,000 <sup>1</sup>                                   | --                                 | 700   |
| Cadmium               | <10   | <10                                | 0.07  |
| Chromium              | <50   | <50                                | 50  |
| Copper                | <100  | <100                               | 170   |
| Iron                  | <500  | <500                               | 300   |
| Lead                  | <50 to 67   | <50 to 60                          | 2.0   |
| Magnesium             | <5,000 to 1,300                                       | <5,000                             | NA  |
| Manganese             | 1,200 to 3,400  | <b>3,300 to 4,300</b>              | 50  |
| Mercury               | <50   | <50                                | 1.2   |
| Molybdenum            | <100 to 110   | <100                               | 10  |
| Nickel                | <50   | <50                                | 12  |
| Potassium             | <10 <sup>1, 2</sup>                                   | --                                 | None  |
| Silver                | <30 to 60   | <30 to 43                          | 35  |
| Sodium                | <10 to 2.4 <sup>2</sup>                               | <10                                | 69 <sup>2</sup>   |
| Thallium              | <100  | <100 to 110                        | 0.1   |
| Vanadium              | <20   | <20                                | 50  |
| Zinc                  | <200  | <200                               | 2,000   |

| Constituent/Parameter  | Range of Analytical Results<br>(ug/L except as noted) |                                    | Applicable<br>Water Quality<br>Limit<br>(ug/L except<br>as noted) |
|------------------------|---|------------------------------------|---|
|                        | Sedimentation<br>Basin Sludge                         | Filter Wash Water<br>Lagoon Sludge |   |
| pH, std. units         | 7.0 to 7.4  | 6.5 to 6.8                         | 6.5 to 8.4  |
| Total dissolved solids | 83 to 240 <sup>2</sup>                                | 65 to 170 <sup>2</sup>             | 450 <sup>2</sup>  |
| Bromide                | <10 <sup>2</sup>                                      | <10 <sup>2</sup>                   | 2.3 <sup>2</sup>  |
| Chloride               | <1 to 48 <sup>2</sup>                                 | <1 to 16 <sup>2</sup>              | 106 <sup>2</sup>  |
| Fluoride               | <100  | <100                               | 1,000   |

-- Not analyzed.

<sup>1</sup> Based on results for one sample analyzed in September 2005.

<sup>2</sup> mg/L.

Based on the results for lead, manganese, molybdenum, silver, and thallium, the sludge generated by the WTP cannot be considered inert, and may pose a threat to water quality if discharged to land in an uncontrolled manner.

### Site-Specific Conditions

18. The site is on the south bank of the American River in east Sacramento at elevations ranging from 38 to 41 feet above the City of Sacramento Datum (CSD). Site drainage is to the American River near the Fair Oaks Boulevard Bridge.
19. Based on the geotechnical report presented in the RWD, surface soils at the site consist of up to 15 feet of silts, clayey silts, and silty clays underlain by up to 10 to 20 feet of silty sands and discontinuous layers or lenses of silt and clay. Sands, gravels, cobbles, and mixtures thereof were typically encountered at depths ranging from 15 to 20 feet below ground surface (bgs).
20. The WTP site is protected from the 100-year flood by levees.
21. The average annual precipitation near the facility is approximately 18 inches.
22. The reference evapotranspiration rate (ET<sub>0</sub>) for the area is approximately 57 inches per year.

### Groundwater Considerations

23. The geotechnical investigation described above encountered groundwater at a depth of approximately 36 feet bgs (approximately 2 feet above CSD) in October 1997.

Based on data from piezometers at the WTP site, groundwater elevations varied between 3 to 25 feet above CSD in 1997.

24. Based on subsurface conditions and proximity of the river to the WTP, it is anticipated that shallow groundwater depth and gradient are strongly influenced by the river stage, and that the local direction of the groundwater gradient is typically towards the southwest (during high river flow conditions) to the northwest (during low flow conditions).
25. The RWD did not provide any data to characterize groundwater quality near or at the WTP site. However, based on subsurface conditions and the proximity of the WTP to the river, it is reasonable to expect that shallow groundwater quality is very similar to that of the river. Therefore, it is appropriate to require ongoing monitoring of the supernatant liquid and water treatment sludge in lieu of groundwater monitoring.

#### **Basin Plan, Beneficial Uses, and Regulatory Considerations**

26. The *Water Quality Control Plan for the Sacramento River and San Joaquin River Basins, Fourth Edition*, (hereafter Basin Plan) designates beneficial uses, establishes water quality objectives, contains implementation plans and policies for protecting waters of the basin, and incorporates by reference plans and policies adopted by the State Board. Pursuant to Section 13263(a) of the California Water Code, waste discharge requirements must implement the Basin Plan.
27. Surface water drainage is to the American River north of the Fair Oaks Boulevard Bridge. The beneficial uses of that reach of the American River are municipal and domestic supply; agricultural supply; industrial service and power supply, water contact recreation; non-contact water recreation; warm freshwater habitat; cold freshwater habitat; warm and cold water migration of aquatic organisms; warm water spawning reproduction and/or early development; and wildlife habitat.
28. The beneficial uses of underlying groundwater are municipal and domestic water supply, agricultural supply, industrial service supply, and industrial process supply.
29. The Basin Plan establishes numerical and narrative water quality objectives for surface water and groundwater within the basin. Numerical water quality objectives are maximum limits directly applicable to the protection of designated beneficial uses of the water. The Basin Plan requires that the Regional Water Board, on a case-by-case basis, follow specified procedures to determine maximum numerical limitations that apply the narrative objectives when it adopts waste discharge requirements.
30. The Basin Plan includes a water quality objective for Chemical Constituents that, at a minimum, requires waters designated as domestic or municipal supply to meet the maximum contaminant levels (MCLs) specified in the following provisions of Title 22, California Code of Regulations: Tables 64431-A (Inorganic Chemicals) and 64431-B

(Fluoride) of Section 64431, Table 64444-A (Organic Chemicals) of Section 64444, Table 64449-A (Secondary Maximum Contaminant Levels-Consumer Acceptance Limits) of Section 64449, and 64449-B (Secondary Maximum Contaminant Levels-Ranges) of Section 64449. The Basin Plan's incorporation of these provisions by reference is prospective, and includes future changes to the incorporated provisions as the changes take effect. The Basin Plan recognizes that that the Regional Water Board may apply limits more stringent than MCLs to ensure that waters do not contain chemical constituents in concentrations that adversely affect beneficial uses.

31. The Basin Plan contains narrative water quality objectives for Chemical Constituents, Tastes and Odors, and Toxicity. The Toxicity objective, in summary, requires that groundwater be maintained free of toxic substances in concentrations that produce detrimental physiological responses in human, plant, animal, or aquatic life associated with designated beneficial uses. The Chemical Constituents objective requires that groundwater "shall not contain chemical constituents in concentrations that adversely affect beneficial uses". The Tastes and Odors objective requires that groundwater "shall not contain taste- or odor-producing substances in concentrations that cause nuisance or adversely affect beneficial uses". Chapter IV, Implementation, of the Basin Plan contains the "Policy for Application of Water Quality Objectives". This Policy specifies, in part, that compliance with narrative water quality objectives may be evaluated considering numerical criteria and guidelines developed and/or published by other agencies and organizations.
32. CWC Section 13241 requires the Regional Water Board to consider various factors, including economic considerations, when adopting water quality objectives into its Basin Plan. CWC Section 13263 requires the Regional Water Board to address the factors in Section 13241 in adopting waste discharge requirements. The State Water Resources Control Board (State Water Board), however, has held that a Regional Water Board need not specifically address the Section 13241 factors when implementing existing water quality objectives in waste discharge requirements because the factors were already considered in adopting water quality objectives. The interim groundwater limitations implement adopted water quality objectives in the manner prescribed by the Basin Plan. No additional analysis of Section 13241 factors is required.

### **Groundwater Degradation**

33. State Water Board Resolution No. 68-16 ("Policy with Respect to Maintaining High Quality Waters of the State") (hereafter Resolution 68-16) requires a regional water board in regulating the discharge of waste to maintain high quality waters of the state (i.e., background water quality) until it is demonstrated that any change in quality will be consistent with maximum benefit to the people of the State, will not unreasonably affect beneficial uses, and will not result in water quality less than as described in plans and policies. The discharge is required to meet waste discharge requirements that will result in the best practicable treatment or control of the discharge necessary

to assure that pollution or nuisance will not occur and highest water quality consistent with maximum benefit to the people will be maintained.

34. Some degradation of groundwater beneath the solids and backwash water lagoons is consistent with Resolution 68-16 provided that degradation:
  - a. Is confined to a reasonable area;
  - b. Is minimized by means of full implementation, regular maintenance, and optimal operation of best practicable treatment and control (BPTC) measures;
  - c. Is limited to waste constituents typically encountered in water treatment solids and filter backwash water; and
  - d. Does not result in water quality less than that prescribed in the applicable basin plan.

#### **Antidegradation Analysis**

35. Some degradation of groundwater by some of the typical waste constituents released with discharge from a water treatment plant after effective source control, treatment, and control is consistent with maximum benefit to the people of California. The technology, energy, and waste management advantages of municipal utility service far exceed any benefits derived from a community otherwise reliant on numerous domestic water wells, and the impact on the water resource will be substantially less. Degradation of groundwater by constituents (e.g., toxic chemicals) other than those specified in the groundwater limitations in this Order, and by constituents that can be effectively removed by conventional treatment (e.g., total coliform bacteria) is prohibited. When allowed, the degree of degradation permitted depends upon many factors (i.e., background water quality, the waste constituent, the beneficial uses and most stringent water quality objective, source control measures, and waste constituent treatability).
36. Economic prosperity of local communities is of maximum benefit to the people of California, and therefore sufficient reason exists to accommodate growth and groundwater degradation around the WTP, provided that the terms of the Basin Plan are met.

#### **Treatment and Control Practices**

37. The WTP provides treatment and control of the discharge that incorporates reinforced concrete treatment structures and waste containment ponds to prevent percolation of waste constituents to the underlying groundwater.

38. Based on the superior chemical character of the raw water treated at the WTP, the nature of the treatment processes, and the fact that all treatment and waste management structures at the WTP are constructed of reinforced concrete (which has inherently low permeability), the discharge poses little threat to groundwater quality. At this time, there is no reason to believe that additional BPTC measures are needed to achieve the highest water quality consistent with the maximum benefit to the people of the State.
39. This Order establishes interim groundwater limitations for the WTP site that will not unreasonably threaten present and anticipated beneficial uses or result in groundwater quality that exceeds water quality objectives set forth in the Basin Plan. Although, this Order does not require groundwater monitoring, it does include requirements for continued monitoring of the raw water, the supernatant, and the sludge. If monitoring results reveal a previously undetected threat to water quality, or indicate a change in waste character such that the discharge poses a threat to water quality, the Executive Officer may require groundwater monitoring and/or the Regional Water Board may reopen this Order to reconsider groundwater limitations and other requirements to comply with Resolution No. 68-16. Accordingly, the discharge is consistent with the antidegradation provisions of Resolution No. 68-16.

#### **Other**

40. The State Water Board adopted Order No. 97-03-DWQ (General Permit No. CAS000001) specifying waste discharge requirements for discharges of storm water associated with industrial activities, and requiring submittal of a Notice of Intent by all affected industrial dischargers. Storm water is discharged from the facility to the American River. Therefore, it appropriate for this Order to require that the Discharger either obtain coverage under General Permit No. CAS000001 or submit a Notice of Non-Applicability to demonstrate that the General Permit is not applicable to the facility.
41. Section 13267(b) of the California Water Code provides that: "In conducting an investigation specified in subdivision (a), the regional board may require that any person who has discharged, discharges, or is suspected of having discharged or discharging, or who proposes to discharge waste within its region, or any citizen or domiciliary, or political agency or entity of this state who has discharged, discharges, or is suspected of having discharged or discharging, or who proposes to discharge, waste outside of its region that could affect the quality of waters within its region shall furnish, under penalty of perjury, technical or monitoring program reports which the regional board requires. The burden, including costs, of these reports shall bear a reasonable relationship to the need for the report and the benefits to be obtained from the reports. In requiring those reports, the regional board shall provide the person with a written explanation with regard to the need for the reports, and shall identify the evidence that supports requiring that person to provide the reports"

42. The technical reports required by this Order and the attached Monitoring and Reporting Program No. \_\_\_ are necessary to assure compliance with these waste discharge requirements. The Discharger operates the facility that discharges the waste subject to this Order.
43. The California Department of Water Resources set standards for the construction and destruction of groundwater wells, as described in *California Well Standards Bulletin 74-90* (June 1991) and *Water Well Standards: State of California Bulletin 94-81* (December 1981). These standards, and any more stringent standards adopted by the State or county pursuant to CWC section 13801, apply to all monitoring wells.
44. The action to adopt waste discharge requirements for this existing facility is exempt from the provisions of the California Environmental Quality (CEQA), in accordance with Title 14 CCR, Section 15301.
45. On 28 November 2000, the Sacramento City Council adopted Resolution No. 2000-686 certifying the *Final Environmental Impact Report (FEIR) for the City of Sacramento Water Facilities Expansion Project*. The FEIR did not identify any water quality impacts attributable to the discharge of waste at the WTP, and no related mitigation measures were proposed.
46. State regulations that prescribe procedures for detecting and characterizing the impact of waste constituents from waste management units on groundwater are found in Title 27. While the WTP is exempt from Title 27, the data analysis methods of Title 27 may be appropriate for determining whether the discharge complies with the terms for protection of groundwater specified in this Order.
47. Section 20230 of Title 27 states, in part:
  - “(a) Defined - Inert waste is ... solid waste that does not contain ... soluble pollutants at concentrations in excess of applicable water quality objectives, and does not contain significant quantities of decomposable waste.*
  - “(b) Units That Accept - Inert wastes do not need to be discharged at classified Units.*
  - “(c) WDRs Optional - The RWQCB can prescribe individual or general WDRs for discharges of inert wastes.”*

The Discharger has not demonstrated that the sludge and grit generated by the facility are inert wastes. Therefore, it is appropriate to require that any sludge and grit disposal site(s) be appropriately permitted.

48. The discharge authorized herein and the treatment and storage facilities associated with the discharge are exempt from the requirements of Title 27, California Code of

Regulations (CCR), Section 20005 et seq. (hereafter Title 27). The exemption, pursuant to Section 20090(b) of Title 27, is based on the following:

- a. The Board is issuing waste discharge requirements;
  - b. The discharge complies with the Basin Plan; and
  - c. The waste does not need to be managed according to Title 22, CCR, Division 4.5, and Chapter 11, as a hazardous waste.
49. Pursuant to California Water Code Section 13263(g), discharge is a privilege, not a right, and adoption of this Order does not create a vested right to continue the discharge.

### **Public Notice**

50. All the above and the supplemental information and details in the attached Information Sheet, which is incorporated by reference herein, were considered in establishing the following conditions of discharge.
51. The Discharger and interested agencies and persons have been notified of the intent to prescribe waste discharge requirements for this discharge, and they have been provided an opportunity for a public hearing and an opportunity to submit their written views and recommendations.
52. All comments pertaining to the discharge were heard and considered in a public meeting.

**IT IS HEREBY ORDERED** that, pursuant to Sections 13263 and 13267 of the California Water Code, Order No. 85-098 is rescinded and the City of Sacramento and its agents, successors, and assigns, in order to meet the provisions contained in Division 7 of the California Water Code and regulations adopted thereunder, shall comply with the following:

*[Note: Other prohibitions, conditions, definitions, and some methods of determining compliance are contained in the attached "Standard Provisions and Reporting Requirements for Waste Discharge Requirements" dated 1 March 1991.]*

#### **A. Discharge Prohibitions:**

1. Discharge of wastes, including supernatant and supernatant water, to surface waters or surface water drainage courses is prohibited.
2. Discharge of waste classified as hazardous, as defined in Sections 2521(a) of Title 23, CCR, Division 3, Chapter 15, Section 2510, et seq., (hereafter Chapter 15), or 'designated', as defined in Section 13173 of the California Water Code, is prohibited.

3. Discharges of waste to locations other than the lagoon system described in Finding Nos. 5 through 12, inclusive, and shown on Attachment B is prohibited. However, non-free-draining water treatment sludge may be temporarily stockpiled on-site in compliance with the Discharge Specifications of this Order.

**B. Discharge Specifications:**

1. Discharges to the lagoons shall be limited to the volume of waste that can be completely contained in the lagoons in compliance with this Order.
2. No waste constituent shall be released or discharged, or placed where it will be released or discharged, in a concentration or in a mass that causes violation of the Groundwater Limitations.
3. Neither the treatment nor the discharge shall cause a nuisance or condition of pollution as defined by the California Water Code, Section 13050.
4. Objectionable odors originating at this facility shall not be perceivable beyond the limits of the water treatment plant site boundaries.
5. The Discharger shall operate all systems and equipment to optimize the quality of the waste discharged to the lagoons. Such optimization does not extend to means and measures that would necessarily cause violation of the facility permit issued by the Department of Health Services.
6. All treatment, storage, and disposal facilities shall be designed, constructed, operated, and maintained to prevent inundation or washout due to floods with a 100-year return frequency.
7. The facility shall have sufficient treatment, storage, and disposal capacity to accommodate wastewater flow and design seasonal precipitation during the winter months.
8. Freeboard in any structure or lagoon containing waste shall never be less than two feet as measured from the water surface to the lowest point of the top of the lagoon sidewall.
9. The Discharger may temporarily stockpile sludge and grit that does not contain free-draining water on the facility grounds between 1 June and 30 October each year, provided that best management practices are implemented to ensure that any storm water that contacts the stockpiled sludge does not enter the facility's storm water drainage system.

**C. Solids Disposal Requirements:**

1. Collected screenings, sludge, and other solids generated at the facility shall be disposed of in compliance with the *Consolidated Regulations for Treatment, Storage, Processing, or Disposal of Solid Waste*, as set forth in Title 27, CCR, Division 2, Subdivision 1, Section 20005, et seq.
2. The use of sludge for creation of soil amendments or alternative daily cover shall comply with Title 27, Section 20690 and any applicable requirements of the California Integrated Waste Management Board and its designated Local Enforcement Agency (if any).
3. Sand, silt, and grit removed from the plant headworks may continue to be taken to a landscape materials vendor for commercial sale.
4. Any proposed change in solids disposal practice shall be reported to the Executive Officer at least 90 days in advance of the change.

**D. Groundwater Limitations:**

1. Release of waste constituents from any wastewater treatment or storage system component associated with the WTPs shall not cause groundwater under and beyond that system component to:
  - a. Contain any of the following constituents in concentrations greater than those listed below or greater than ambient background groundwater quality, whichever is greater:

| Constituent | Units | Limitation |
|-------------|-------|------------|
| Arsenic     | ug/L  | 0.004      |
| Cadmium     | ug/L  | 0.07       |
| Chloride    | mg/L  | 106        |
| Chromium    | ug/L  | 50         |
| Copper      | ug/L  | 170        |
| Iron        | ug/L  | 300        |
| Lead        | ug/L  | 2          |
| Manganese   | ug/L  | 50         |
| Mercury     | ug/L  | 1.2        |
| Nickel      | ug/L  | 12         |
| Sodium      | mg/L  | 69         |
| Zinc        | mg/L  | 2          |

| Constituent                         | Units      | Limitation                 |
|-------------------------------------|------------|----------------------------|
| Total trihalomethanes               | ug/L       | 80                         |
| Bromoform                           | ug/L       | 4                          |
| Bromodichloromethane                | ug/L       | 0.27                       |
| Chloroform                          | ug/L       | 1.1                        |
| Dibromochloromethane                | ug/L       | 0.37                       |
| Total Coliform Organisms            | MPN/100 mL | <2.2 over any 7-day period |
| Total Dissolved Solids <sup>1</sup> | mg/L       | 450                        |

<sup>1</sup> A cumulative impact limit that accounts for several dissolved constituents in addition to those listed here separately [e.g., alkalinity (carbonate and bicarbonate), calcium, hardness, phosphate, and potassium].

- b. Exhibit a pH of less than 6.5 or greater than 8.4 pH units.
- c. Impart taste, odor, toxicity, or color that creates nuisance or impairs any beneficial use.

**E. Provisions:**

1. The following reports shall be submitted pursuant to Section 13267 of the California Water Code and shall be prepared as described in Provision E.2:
  - a. By **30 August 2007**, the Discharger shall submit either a Notice of Non-Applicability, an application for a No Exposure Certification, or a Notice of Intent to comply with State Board Water Quality Order No. 97-03-DWQ for discharges of storm water from the facility.
  - b. By **30 December 2008**, the Discharger shall submit a *Solids Management System* Improvements Plan that describes any planned improvements to the sludge dewatering system required to support the water treatment capacity including, but not limited to, sedimentation basins, sludge drying lagoons, permanent mechanical sludge dewatering systems, and sludge storage facilities. Other alternatives, such as contract dewatering may be included.
  - c. Within **90 days** of completion of new permanent structures designed to dewater sludge, or to contain sludge or supernatant, the Discharger shall submit a brief report describing those improvements. The report shall include as built site plans depicting the locations and geometry of all new or expanded basins, lagoons, or other waste containment facilities.
2. All technical reports required herein that involve planning, investigation, evaluation, or design, or other work requiring interpretation and proper application of engineering or geological sciences, shall be prepared by, or under the direction of,

persons registered to practice in California pursuant to California Business and Professions Code sections 6735, 7835, and 7835.1. To demonstrate compliance with section 415 and 3065 of Title 16, CCR, all technical reports, must contain a statement of the qualifications of the responsible registered professional(s). As required by these laws, completed technical reports must bear the signature(s) and seal(s) of the registered professional(s) in a manner such that all work can be clearly attributed to the professional responsible for the work.

3. The Discharger shall comply with Monitoring and Reporting Program No. \_\_\_\_, which is a part of this Order, and any revisions thereto as ordered by the Executive Officer.
4. The Discharger shall use the best practicable treatment and control, including proper operation and maintenance, to comply with this Order.
5. The Discharger shall report to the Regional Water Board any toxic chemical release data reported to the State Emergency Response Commission within 15 days of reporting the data to the Commission pursuant to Section 313 of the "Emergency Planning and Community Right to Know Act of 1986."
6. The Discharger shall comply with the "Standard Provisions and Reporting Requirements for Waste Discharge Requirements", dated 1 March 1991, which are attached hereto and by reference a part of this Order. This attachment and its individual paragraphs are commonly referenced as "Standard Provision(s)."
7. At least 90 days prior to termination or expiration of any lease, contract, or agreement involving the sites and facilities used to justify the capacity authorized herein and assure compliance with this Order, the Discharger shall notify the Regional Water Board in writing of the situation and of what measures have been taken or are being taken to assure full compliance with this Order.
8. 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 reported, then the Discharger shall state the reasons for noncompliance and shall provide a schedule to come into compliance.
9. The Discharger shall report promptly to the Regional Water Board any material change or proposed change in the character, location, or volume of the discharge.
10. In the event of any change in control or ownership of the facility or land application areas, the Discharger must notify the succeeding owner or operator of the existence of this Order by letter, a copy of which shall be immediately forwarded to this office. To assume operation as Discharger under this Order, the succeeding owner or operator must apply in writing to the Executive Officer requesting transfer of the Order. The request must contain the requesting entity's full legal name, the state of

incorporation if a corporation, the name and address and telephone number of the persons responsible for contact with the Regional Water Board, and a statement. The statement shall comply with the signatory paragraph of Standard Provision B.3 and state that the new owner or operator assumes full responsibility for compliance with this Order. Failure to submit the request shall be considered a discharge without requirements, a violation of the California Water Code. Transfer shall be approved or disapproved by the Executive Officer.

11. The Discharger shall comply with all conditions of this Order, including timely submittal of technical and monitoring reports as directed by the Executive Officer. Violations may result in enforcement action, including Regional Water Board or court orders requiring corrective action or imposing civil monetary liability, or in revision or rescission of this Order.
12. A copy of this Order shall be kept at the discharge facility for reference by operating personnel. Key operating personnel at each land application property shall be familiar with its contents.
13. The Regional Water Board will review this Order periodically and may revise requirements when necessary.

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 \_\_\_\_\_.

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PAMELA C. CREEDON, Executive Officer

ALO:6/5/2007