

**CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD
SAN FRANCISCO BAY REGION**

Complaint No. R2-2007-0036

**Mandatory Minimum Penalty
In the Matter of
City and County of San Francisco
San Francisco International Airport,
Water Quality Control Plant,
San Mateo County**

Overview

This complaint assesses \$12,000 in Mandatory Minimum Penalties (MMPs) to the City and County of San Francisco San Francisco International Airport (hereafter Discharger). The complaint is based on a finding of the Discharger's violations of Waste Discharge Requirements Order No. 01-145 (NPDES No. CA 0038318) from April 2004 to March 2007.

This MMP complaint is issued pursuant to Water Code Sections 13385(h)(1-2), 13385(i) and 13385(l). For a general overview of how MMPs are calculated, please see Attachment 4.

A. Permit at the time of violations

On November 28, 2001, the California Regional Water Quality Control Board (Water Board) adopted Order No. 01-145 for the Discharger, to regulate discharges of waste from its facility.

B. Effluent Limitations

Order No. 01-145 specified the following effluent limitations:

Parameter	Effluent Limit
Cyanide daily maximum	10 µg/L
11-sample 90th percentile value of not less than 70 percent survival	≥70

C. Summary of Effluent Limit Violations

During the period between April 1, 2004, and March 31, 2007, the Discharger had six violations of its effluent discharge limits, detailed on Table 1. These violations were:

- 4 cyanide effluent limit violations
- 2 whole effluent acute toxicity violations

D. Water Board Staff's Consideration of Violations

The Discharger reported four cyanide violations from August 2006 to March 2007. Upon investigation, the Discharger discovered that conducting the cyanide test on chlorinated effluent caused false positives. The investigation involved tests on chlorinated and de-chlorinated split samples. All analysis performed on de-chlorinated samples were within the permit limit.

The minimum penalty is appropriate for the cyanide violations because the Discharger responded in a timely fashion to investigate the cause of the violations. Furthermore, though the original violations cannot be invalidated, circumstantial evidence suggests that they may be due to analytical interference.

The whole effluent acute toxicity violations were caused by two separate events. The whole effluent acute toxicity violation on September 27, 2005, was caused by a plant operational upset, triggered by a foam that entered the plant the day before the test started. The Discharger inspected the airport firehouses and found that fire fighting foam storage tanks drains were feeding into the sanitary system. In response, signs were posted, and the fire staff was educated on the proper disposal of the product. Additional whole effluent acute toxicity tests were run in the month of October, and both were in compliance. The minimum penalty is appropriate because this violation was an isolated incident, and the staff was counseled to prevent a recurrence.

For the whole effluent acute toxicity violation on February 12, 2007, the Discharger reviewed its test procedure and plant operations. However, the Discharger could not find an explanation for the violation. A follow-up whole effluent toxicity test was conducted 14 days after the violation was in compliance. For this reason, the minimum penalty is appropriate.

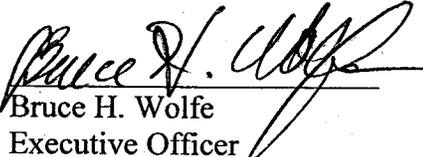
E. Assessment of penalties

- All of the four cyanide violations are defined as serious violations because cyanide is a Group II pollutant and the violations exceed the effluent limitation by 20 percent or more. These four violations are each subject to a \$3,000 MMP under Section 13385(h), for a total of \$12,000.
- The two whole effluent acute toxicity violations are not subject to mandatory penalties pursuant to CWC Section 13385(i)(1)(D), because the permit specifies effluent limits for toxic pollutants. Additionally, monetary penalties are assessed on the 4th and higher consecutive violations within running 180-day periods. None of the exceedances cited in this complaint were chronic violations.
- Suspended MMP Amount: Instead of paying the full penalty amount to the State Water Pollution Cleanup and Abatement Account, the Discharger may spend an amount of up to \$12,000 on an SEP acceptable to the Executive Officer. Any such amount expended to satisfactorily complete an SEP will be permanently suspended.

THE DISCHARGER IS HEREBY GIVEN NOTICE THAT:

1. The Executive Officer proposes that the Discharger be assessed MMPs in the total amount of \$12,000.
2. The Water Board will hold a hearing on this Complaint on September 12, 2007, unless the Discharger waives the right to a hearing by signing the included waiver and checks the appropriate box. By doing so, the Discharger agrees to:

- a) Pay the full penalty as stated above within 30 days after the signed waiver becomes effective, or
 - b) Propose an SEP in an amount up to \$12,000. Pay the balance of the penalty within 30 days after the signed waiver becomes effective. The sum of the SEP amount and the amount of the fine to be paid to the State Water Pollution Cleanup and Abatement Account shall equal the full penalty as stated above.
3. If the Discharger chooses to propose an SEP, it must submit a preliminary proposal by the close of the public comment period, as stated in the attached public notice, to the Executive Officer for conceptual approval. Any SEP proposal shall also conform to the requirements specified in Section IX of the Water Quality Enforcement Policy, which was adopted by the State Water Resources Control Board on February 19, 2002, and the attached Standard Criteria and Reporting Requirement for Supplemental Environmental Project. If the proposed SEP is not acceptable to the Executive Officer, the Discharger has 30 days from receipt of notice of an unacceptable SEP to either submit a new or revised proposal, or make a payment for the suspended portion of the penalty. All payments, including any money not used for the SEP, must be payable to the State Water Pollution Cleanup and Abatement Account. Regular reports on the SEP implementation shall be provided to the Executive Officer according to a schedule to be determined. The completion report for the SEP shall be submitted to the Executive Officer within 60 days of project completion.
 4. The signed waiver will become effective on the day after the public comment period for this Complaint is closed, provided that there are no significant public comments on this Complaint during the public comment period. If there are significant public comments, the Executive Officer may withdraw the Complaint and reissue it as appropriate.
 5. If a hearing is held, the Water Board may impose an administrative civil liability in the amount proposed or for a different amount; decline to seek civil liability; or refer the matter to the Attorney General to have a Superior Court consider imposition of a penalty.


Bruce H. Wolfe
Executive Officer

JUN 18 2007

Date

- Attachments:
- 1 - Waiver
 - 2 - Table 1: Violations
 - 3 - Standard Criteria and Reporting Requirement for Supplemental Environmental Project
 - 4 - General Overview of MMP Calculations

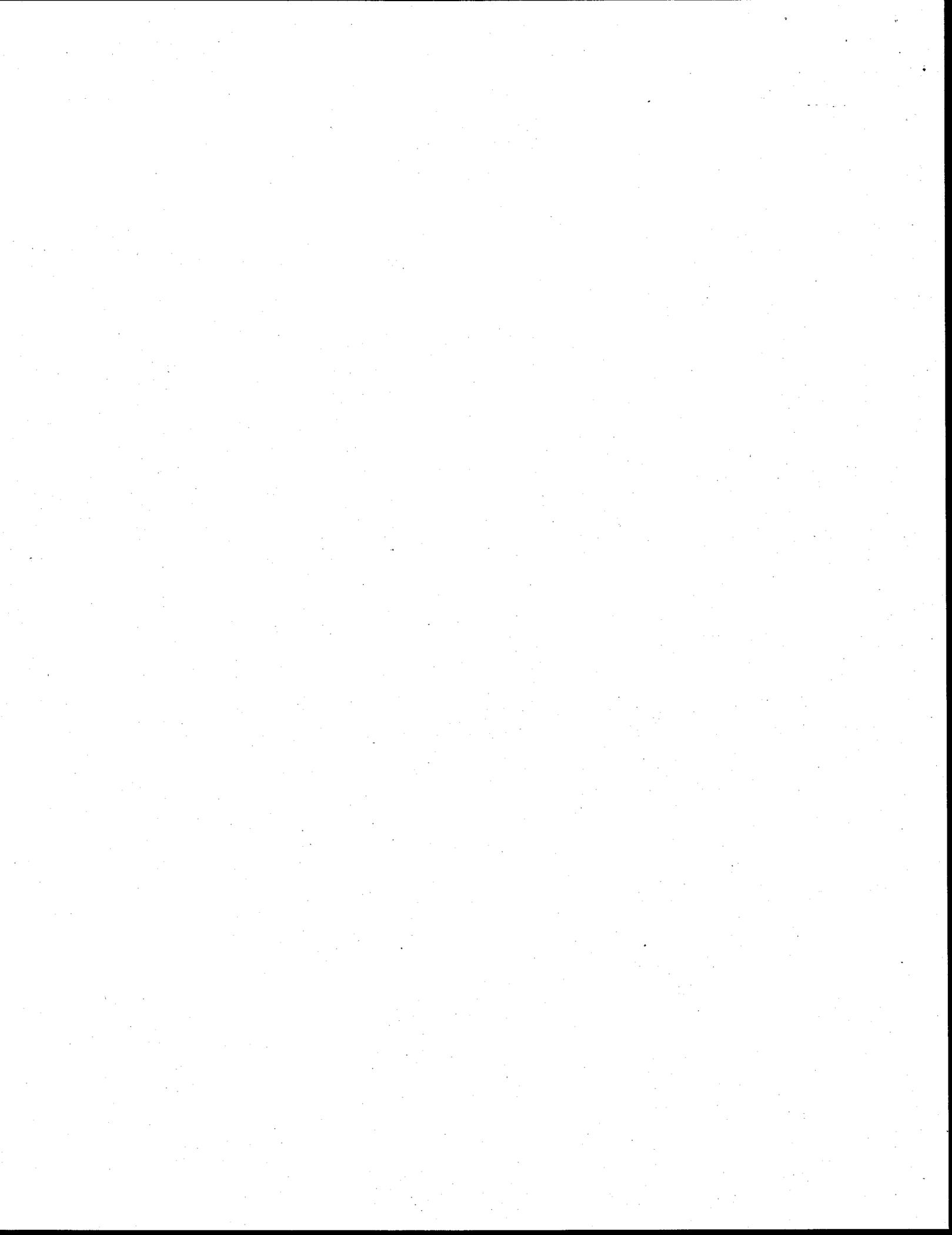
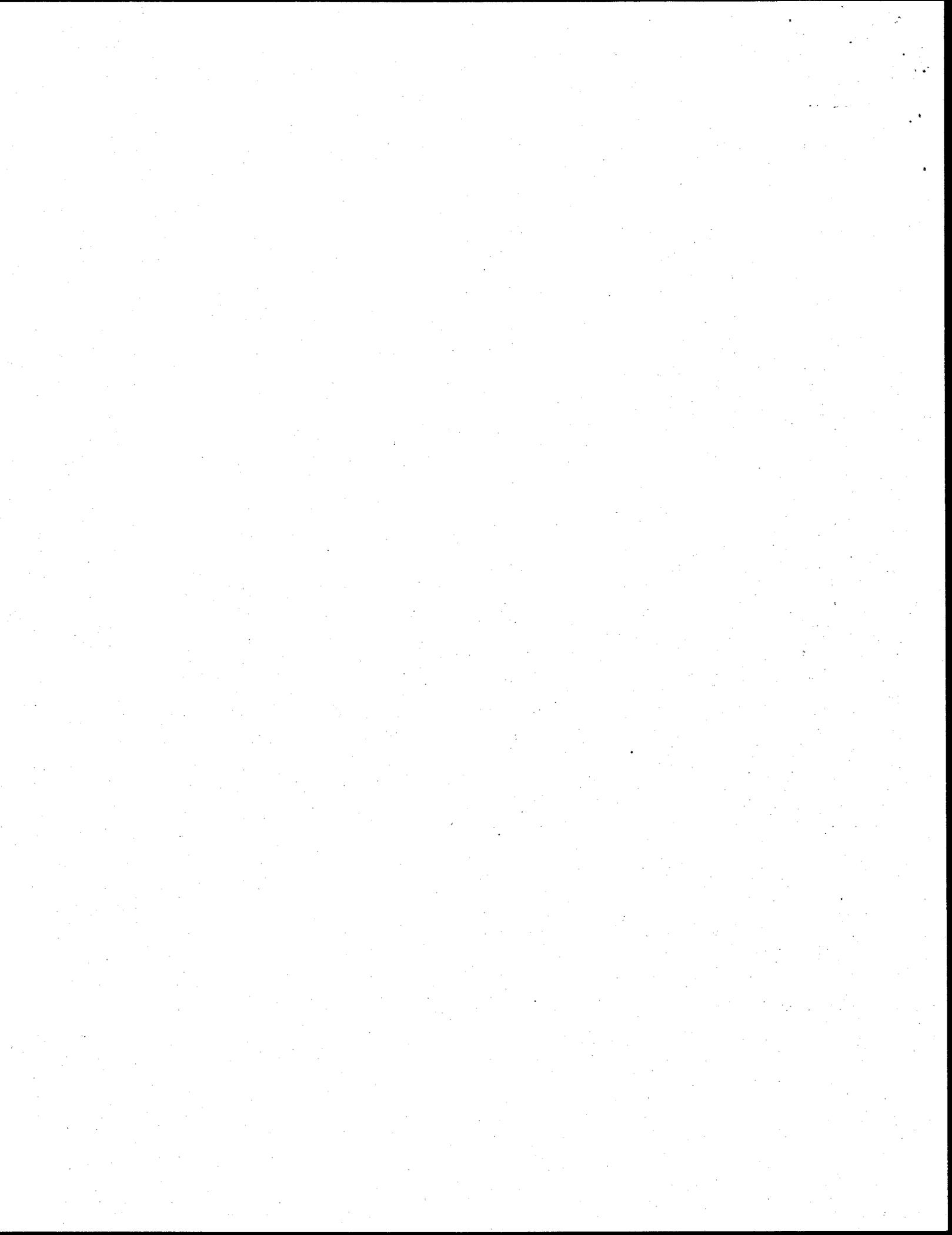


Table 1 - VIOLATIONS

Item number	Date of Violation	Effluent Limitation Described - E001	Permit Limit	Reported Value	Type of Violation ¹	Penalty	Start of 180 days ²
1	1-Aug-05	E-001 Cyanide eff daily maximum µg/L	Max 10	15.8	C1 (also S)	\$3,000	2-Feb-05
2	27-Sep-05	E-001 Test1 specie eff 11samp 90 th percentile, %survival	Min 70	30	C2		31-Mar-05
3	15-Aug-06	E-001 Cyanide eff daily maximum µg/L	Max 10	43	C1 (also S)	\$3,000	16-Feb-06
4	30-Aug-06	E-001 Cyanide eff daily maximum µg/L	Max 10	17.4	C2 (also S)	\$3,000	3-Mar-06
5	4-Jan-07	E-001 Cyanide eff daily maximum µg/L	Max 10	20	C3 (also S)	\$3,000	8-Jul-06
6	12-Feb-07	E-001 Test1 specie eff 11samp 90 th percentile, %survival	Min 70	20	C3		16-Aug-06
Total Penalty Amount						\$12,000	

¹ C = Chronic - The number that follows represents the number of chronic violations in the past 180 days; S = Serious.

² This column documents the start date for assessing chronic violations. As indicated in Finding No. 4, Water Code Section 13385(i) requires the Water Board to assess a mandatory penalty of three thousand dollars (\$3,000) for each violation, not counting the first three violations if the Discharger violates an effluent limit four or more times in any six consecutive months.



WAIVER

If you waive your right to a hearing, the matter will be included on the agenda of a Water Board meeting but there will be no hearing on the matter, unless a) the Water Board staff receives significant public comment during the comment period, or b) the Water Board determines it will hold a hearing because it finds that new and significant information has been presented at the meeting that could not have been submitted during the public comment period. If you waive your right to a hearing but the Water Board holds a hearing under either of the above circumstances, you will have a right to testify at the hearing notwithstanding your waiver. Your waiver is due no later than July 23, 2007.

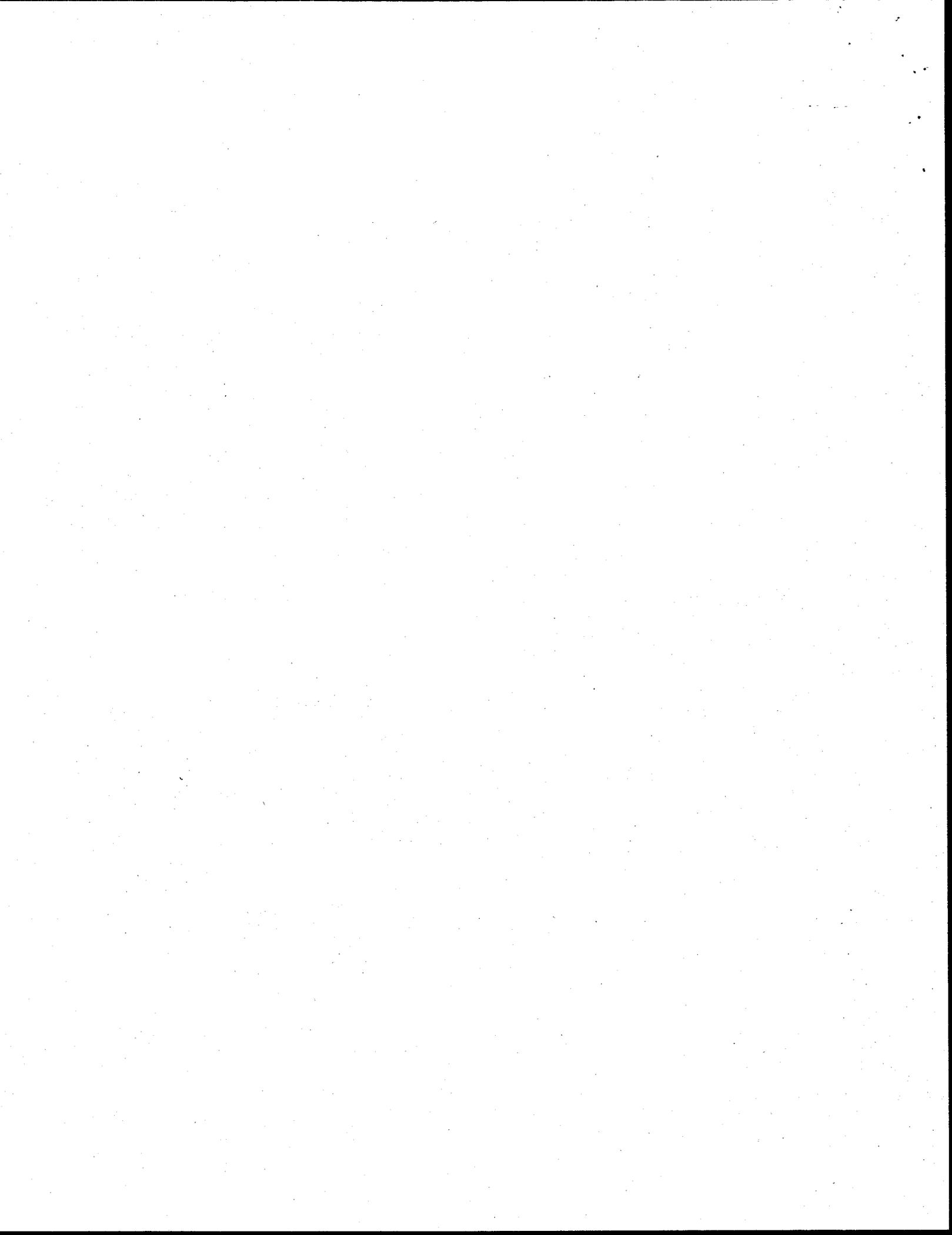
- Waiver of the right to a hearing and agreement to make payment in full.
By checking the box, I agree to waive my right to a hearing before the Water Board with regard to the violations alleged in Complaint No. R2-2007-0036 and to remit the full penalty payment to the State Water Pollution Cleanup and Abatement Account, c/o Regional Water Quality Control Board at 1515 Clay Street, Oakland, CA 94612, within 30 days after the Water Board meeting for which this matter is placed on the agenda. I understand that I am giving up my right to be heard, and to argue against the allegations made by the Executive Officer in this Complaint, and against the imposition of, or the amount of, the civil liability proposed unless the Water Board holds a hearing under either of the circumstances described above. If the Water Board holds such a hearing and imposes a civil liability, such amount shall be due 30 days from the date the Water Board adopts the order imposing the liability.
- Waiver of right to a hearing and agree to make payment and undertake an SEP.
By checking the box, I agree to waive my right to a hearing before the Water Board with regard to the violations alleged in Complaint No. R2-2007-0036, and to complete a supplemental environmental project (SEP) in lieu of the suspended liability up to \$12,000 and paying the balance of the fine to the State Water Pollution Cleanup and Abatement Account (CAA) within 30 days after the Water Board meeting for which this matter is placed on the agenda. The SEP proposal shall be submitted no later than July 23, 2007. I understand that the SEP proposal shall conform to the requirements specified in Section IX of the Water Quality Enforcement Policy, which was adopted by the State Water Resources Control Board on February 19, 2002, and be subject to approval by the Executive Officer. If the SEP proposal, or its revised version, is not acceptable to the Executive Officer, I agree to pay the suspended penalty amount within 30 days of the date of the letter from the Executive Officer rejecting the proposed/revised SEP. I also understand that I am giving up my right to argue against the allegations made by the Executive Officer in the Complaint, and against the imposition of, or the amount of, the civil liability proposed unless the Water Board holds a hearing under either of the circumstances described above. If the Water Board holds such a hearing and imposes a civil liability, such amount shall be due 30 days from the date the Water Board adopts the order imposing the liability. I further agree to satisfactorily complete the approved SEP within a time schedule set by the Executive Officer. I understand failure to adequately complete the approved SEP will require immediate payment of the suspended liability to the CAA.

Name (print)

Signature

Date

Title/Organization



CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD
SAN FRANCISCO BAY REGION
JANUARY 2004

STANDARD CRITERIA AND REPORTING REQUIREMENT
FOR
SUPPLEMENTAL ENVIRONMENTAL PROJECT

A. BASIS AND PURPOSE

The San Francisco Bay Regional Water Quality Control Board (Water Board) accepts and encourages Supplemental Environmental Projects (SEP) in lieu of a portion of the ACL imposed on Dischargers in the Bay Area.

The Water Board does not select projects for SEP; rather, the Discharger identifies a project it would like to fund and then obtains approval from the Water Board's Executive Officer. The Water Board facilitates the process by maintaining a list of possible projects, which is made available to Dischargers interested in pursuing the SEP option. This list is available on the Water Board web site:

<http://www.waterboards.ca.gov/sanfranciscobay/>

Dischargers are not required to select a project from this list. Dischargers may contact local governments or public interest groups for potential projects in their area, or develop projects of their own.

B. GENERAL SEP QUALIFICATION CRITERIA

All SEPs approved by the Water Board must satisfy the following general criteria:

- (a) An SEP shall only consist of measures that go above and beyond all legal obligations of the Discharger (including those from other agencies). For example, sewage pump stations should have appropriate reliability features to minimize the occurrence of sewage spills in that particular collection system. The installation of these reliability features following a pump station spill would not qualify as an SEP.
- (b) The SEP should benefit or study groundwater or surface water quality or quantity, and the beneficial uses of waters of the State. SEPs in the following categories have received approval from the Water Board's Executive Officer:
 - Pollution prevention. These are projects designed to reduce the amount of pollutants being discharged to either sewer systems or to storm drains. Examples include improved industrial processes that reduce production of pollutants or improved spill prevention programs.
 - Pollution reduction. These are projects that reduce the amounts of pollution being discharged to the environment from treatment facilities. An example is a program to recycle treated wastewaters.
 - Environmental restoration. These projects either restore or create natural environments. Typical examples are wetland restoration or planting of stream bank vegetation.
 - Environmental education. These projects involve funding environmental education programs in schools (or for teachers) or for the general public.

Further, an SEP should be located near the Discharger, in the same local watershed, unless the project is of region-wide importance.

C. APPROVAL PROCESS

The following information shall be submitted to the Executive Officer for approval of an SEP:

1. Name of the organization and contact person, with phone number.
2. Name and location of the project, including watershed (creek, river, bay) where it is located.
3. A detailed description of the proposed project, including proposed activities, time schedules, success criteria, other parties involved, monitoring program where applicable, and any other pertinent information.
4. General cost of the project.
5. Outline milestones and expected completion date.

Generally SEP proposals are submitted along with waivers of hearings. In such a case the approval of a proposal will not become effective until the waiver goes into effect, i.e. at the close of the public comment period. There will not be a public hearing on the SEP proposal unless new and significant information becomes available after the close of the public comment period that could not have been presented during the comment period.

If the Discharger needs additional time to prepare an SEP it may waive its right to a hearing within 30 days of the issuance of a Complaint (and retain its right to a hearing to contest the Complaint at a later date), and request additional time to prepare an SEP proposal. Any such time extension needs to be approved by Water Board staff.

D. REPORTING REQUIREMENT

On January 15 and July 15 of each year, progress reports shall be filed for the SEPs with expected completion date beyond 240 days after the issuance of the corresponding complaint.

E. FINAL NOTIFICATION

No later than 60 days after completion of the approved SEP, a final notification shall be filed. The final notification shall include the following information:

- Outline completed tasks and goals;
- Summary of all expenses with proof of payment; and
- Overall evaluation of the SEP.

F. THIRD PARTY PROJECT OVERSIGHT

For SEPs of more than \$10,000 the Water Board requires there to be third party oversight of the project. The Water Board has made arrangements with the Association of Bay Area Governments (ABAG) to provide this oversight, or a Discharger may choose an alternative third party acceptable to the Executive Officer. If ABAG is chosen, six per cent of the SEP funds shall be directed to ABAG for oversight services (the remaining 94% of funds go directly to the SEP). If an alternative third party is chosen, the amount of funds directed to the SEP, as opposed to oversight, shall not be less than 94% of the total SEP funding. For projects greater than \$10,000 the Discharger shall indicate when submitting the information required under C. above whether ABAG or an alternative third party oversight entity will be used.

General Overview of MMP Calculations

The Water Board is required by State law to assess MMPs for certain types of permit violations from point-source facilities. MMP complaints are issued by the Water Board Executive Officer, and the MMPs are finalized in a public hearing before the Water Board, unless the Discharger decides to waive their right to the hearing. The first section of this document describes the general process for determining which violations are subject to MMPs, the amount of penalty the complaint will assess, and the portion of the penalty the Discharger may apply towards an environmental project. This procedure is the same for all facilities to which the MMP laws apply. The second section of this document describes the Discharger's specific violations that are covered by this MMP.

I. State law requires a \$3,000 minimum penalty for all serious violations, as well as for other

A. **(chronic) violations when four or more occur within a six-month period.**

Even though a specific violation may be both serious and chronic, under the MMP laws, any one violation may only be assessed \$3,000.

B. **State law requires a penalty for serious violations.**

The Water Board must assess a mandatory minimum penalty (MMP) of \$3,000 for each serious violation, per Water Code Section 13385(h)(1). A "serious violation" is defined as any waste discharge of a Group I pollutant that exceeds the effluent limitation contained in the applicable waste discharge requirements by 40 percent or more, or any waste discharge of a Group II pollutant that exceeds the effluent limitation by 20 percent or more, per Water Code Section 13385(h)(2). Pollutants are assigned to Group I or Group II by federal regulations, and in Section II, this MMP will specify to which group each violation belongs. The full lists of Group I and Group II violations are defined in Section 123.45 of Title 40 of the Code of Federal Regulations.

C. **State law requires a penalty for "chronic" violations.**

The Water Board must assess a mandatory penalty of \$3,000 for each chronic violation, in a running six-month period, per Water Code Section 13385(i), if the Discharger does any of the following four or more times:

1. Violates a waste discharge requirement effluent limitation.
2. Fails to file a report pursuant to Section 13260.
3. Files an incomplete report pursuant to Section 13260.
4. Violates a toxicity discharge limitation contained in the applicable waste discharge requirements where the waste discharge requirements do not contain pollutant-specific effluent limitations for toxic pollutants.

The first three violations (meeting any of 1-4 above) occurring within a six month period are not considered chronic violations—only the fourth and over are counted as chronic. Also, the running six-month period is counted backwards from each individual violation considered. For example, to determine whether a violation that occurred on August 1st was subject to a penalty, you would count how many other violations had occurred since February 1st of the same year. If there had been at least three other violations in that period, the August 1st violation would be chronic and therefore subject to a \$3,000 penalty.

D. State law limits the amount of the penalty that may be applied toward an environmental project (or to multiple projects).

If the Water Board agrees, the Discharger may choose to direct a portion of the penalty amount to fund a supplemental environmental project (SEP) in accordance with the enforcement policy of the State Water Resources Control Board, per Water Code Section 13385(1). The Discharger may undertake an SEP up to the full amount of the penalty for liabilities less than or equal to \$15,000. If the penalty amount exceeds \$15,000, the maximum penalty amount that may be expended on a SEP may not exceed \$15,000 plus 50 percent of the penalty amount that exceeds \$15,000.

E. A supplemental environmental project (SEP) must be within certain categories.

If the Discharger chooses to propose an SEP, the proposed SEP shall be in the following categories:

1. Pollution prevention
2. Pollution reduction
3. Environmental clean-up or restoration
4. Environmental education