CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD SAN DIEGO REGION

<u>TENTATIVE</u> ORDER NO. R9-2014-0034

CALIFORNIA WATER CODE SECTION 13300 TIME SCHEDULE ORDER REQUIRING CITY OF SAN DIEGO TO COMPLY WITH REGIONAL WATER BOARD ORDER NOS. R9-2007-0001 AND 2001-01

Section I: Introduction

This Order is issued to the City of San Diego (City) and is based on California Water Code (Water Code) section 13300, which authorizes the Regional Water Quality Control Board, San Diego Region (San Diego Water Board) to issue a Time Schedule Order.

Section II: Findings

The San Diego Water Board finds that:

- 1. The City owns and operates a municipal separate storm sewer system (MS4) comprised of roads, streets, gutters and approximately 50 miles of natural and concrete/earthen channels, detention basins, and storm drain outfalls that cover approximately 342.4 square-miles of metropolitan area through which it discharges urban runoff into waters of the United States/State within the San Diego Region and ultimately the Pacific Ocean.
- 2. On January 24, 2007, the San Diego Water Board adopted Order No. R9-2007-0001, NPDES No. CAS0108758, Waste Discharge Requirements for Discharges of Urban Runoff From the Municipal Separate Storm Sewer Systems Draining the Watersheds of the County of San Diego, the Incorporated Cities of San Diego County, the San Diego Unified Port District, and the San Diego County Regional Airport Authority. This Order renewed National Pollutant Discharge Elimination System (NPDES) Permit No. CAS0108758, which was first issued on July 16, 1990 (Order No. 90-42), and then renewed on February 21, 2001 (Order No. 2001-01). The City is a named Copermittee to Order No. R9-2007-0001, and was a named Copermittee of Order No. 2001-01(collectively MS4 Permits).

- 3. The MS4 Permits issued by the San Diego Water Board specify the requirements necessary for the City to reduce the discharge of pollutants in urban runoff to the maximum extent practicable (MEP). ¹ MEP is a dynamic performance standard which evolves over time. As urban runoff management knowledge increases, the City's urban runoff management programs must continually be assessed and modified to incorporate improved programs, control measures, best management practices (BMPs), etc. in order to achieve the evolving MEP standard. The MS4 Permits require the development and implementation of a Standard Urban Stormwater Mitigation Plan (SUSMP) to reduce the negative impacts of storm water runoff to receiving waters. The City's SUSMP identifies a number of site design BMP, source control BMP, and permanent post-construction treatment control BMP (TCBMP) requirements which apply to public and private new development and significant redevelopment projects.
- 4. On October 1, 2010, the San Diego Water Board issued Notice of Violation (NOV) No. R9-2010-0135 and Water Code Section 13267 Request for Technical Report (RTR) for 1) failure to implement the MS4 Permits' SUSMP requirements, 2) failure to enforce the MEP standard, and 3) failure to verify correct installation of TCBMPs.
- 5. The NOV addressed violations for projects subject to the requirements of both Order No. 2001-01 (February 21, 2001 to January 24, 2007) and Order No. R9-2007-0001 (January 24, 2007 to present). The violations alleged in the NOV subject the City to potential civil liability assessment of \$10,000 per day of violation pursuant to Water Code section 13385. The San Diego Water Board reserved its authority to pursue additional enforcement action.
- 6. On November 30, 2010, the City provided a response to the RTR. The report identified a total of 163 private and public development sites that had either missing (137 sites) or ineffective (26 sites) storm water TCBMPs, in violation of Order Nos. 2001-01 and R9-2007-0001; many of these sites had multiple missing or ineffective BMPs. The report concluded that these violations were the result of a number of deficiencies within the City's SUSMP program.
- 7. In December 2012, the San Diego Water Board prosecution staff met with City staff to inform them that formal enforcement was pending for the violations. Subsequent discussions with the City resulted in settlement negotiations aimed at bringing the City's SUSMP program and both private and public projects into compliance with the MS4 Permits' requirements.

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¹Maximum extent practicable (MEP) is a technology-based standard established in section 402(p)(3)(B)(iii) of the Clean Water Act that operators of MS4s must meet.

8. Results of the City's investigation into missing and ineffective TCBMPs found a total of 306 private projects and 13 public projects in violation of the MS4 Permits' Discharge Prohibitions and SUSMP requirements. As of March 2014, there are 142 private projects and 8 public projects that remain out of compliance with MS4 permit requirements due to missing or ineffective TCBMPs. Detailed summaries of all public and private projects in violation of the MS4 Permits' requirements are contained in Attachments A and B, incorporated herein by reference. The City has informed the San Diego Water Board that the remaining non-compliant sites require additional time to achieve compliance.

Section III: Violations of San Diego Water Board MS4 Permits

- 9. As a result of the events discussed in this Order, the San Diego Water Board finds that there is a threatened and continuing violation of San Diego Water Board Order No. R9-2007-0001 and Order No. 2001-01.
- 10. Order No. 2001-01 includes Discharge Prohibition A.4, which states:

"Applicable to New Development and Redevelopment

Post-development runoff containing pollutants loads which cause or contribute to an exceedance of receiving water quality objectives or which have not been reduced to the maximum extent practicable is prohibited."

11. Order No. R9-2007-0001 includes Discharge Prohibition A.2, which states:

"Discharges from MS4s containing pollutants which have not been reduced to the MEP are prohibited."

12. Order No. R9-2007-0001, provision D.1.f., requires:

"Prior to occupancy of each Priority Development Project subject to SUSMP requirements, each Copermittee shall inspect the constructed LID, source control, and treatment control BMPs to verify that they have been constructed in compliance with all specifications, plans, permits, ordinances, and this Order. This initial BMP verification inspection does not constitute an operation and maintenance inspection as required above in section D.1.e.(2)(c)."

13. The remaining missing and ineffective public and private TCBMPs threaten to discharge pollutants to the City's MS4 system and ultimately surface waters of the United States/State. The widespread discharge of pollutants not reduced to the MEP had a general negative impact on the beneficial uses of all the receiving waters exposed to the episodic nature of the discharges.

Section IV: Regulatory Considerations

- 14. Water Code section 13300 states, in relevant part, "[w]henever 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 discharger are approaching capacity, the board may require the discharger to submit for approval of the boards, with such modifications as it may deem necessary, a detailed time schedule of specific actions the discharger shall take in order to correct or prevent a violation of requirements."
- 15. Water Code section 13385(a)(4) provides that:
 - "(a) A person who violates any of the following shall be liable civilly in accordance with this section...
 - (4) An order or prohibition issued pursuant to Section 13243 or Article 1 (commencing with section 13300) of Chapter 5, if the activity subject to the order or prohibition is subject to regulation under this chapter."
- 16. Water Code section 13385(c) provides that:
 - "(c) Civil liability may be imposed administratively by the state board or a regional board pursuant to Article 2.5 (commencing with Section 13323) of Chapter 5 in an amount not to exceed the sum of both of the following:
 - (1) Ten thousand dollars (\$10,000) for each day in which the violation occurs."
- 17. This Time Schedule Order, issued pursuant to Water Code section 13300, implements the requirements of San Diego Water Board Order No. R9-2007-0001, issued pursuant to Chapter 5.5 of the Water Code, on a time schedule.
- 18. Failure to comply with the time schedule established in this Order may result in the assessment of penalties specified in Water Code section 13385(c).

- 19. Water Code section 13267, subdivision (b) states, "[i]n 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 the 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 these 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." The Findings herein provide the explanation and evidence supporting the requirements pursuant to Water Code Section 13267. Based on the nature and possible consequences of not achieving compliance with the MS4 Permits' requirements, the burden of providing the required reports bears a reasonable relationship to the need for the reports, the costs, and the benefits to be obtained from the reports.
- 20. Pursuant to Water Code section 13304, and consistent with other statutory and regulatory requirements, including but not limited to Water Code section 13365, the San Diego Water Board is entitled to, and will seek reimbursement for all reasonable costs actually incurred by the San Diego Water Board to investigate unauthorized discharges of waste and to oversee cleanup of such waste, abatement of the effects thereof, or other remedial action, required by this Order.
- 21. The issuance of this Order is an enforcement action by a regulatory agency and is exempt from provisions of the California Environmental Quality Act, pursuant to Section 15321 subdivision (a)(2), Title 14, California Code of Regulations.
- 22. The San Diego Water Board has notified all known interested persons and the public of its intent to consider adoption of this Order in accordance with Title 40 of the Code of Federal Regulations Part 25, and in accordance with the Bagley Keene Open Meeting Act Requirements.

IT IS HEREBY ORDERED that, pursuant to sections 13300 and 13267 of the Water Code and all applicable laws, the City, its agents, successors, and assigns shall, in accordance with the following tasks, implement the following outstanding measures and facility improvements yet to be completed that will bring all non-compliant projects into compliance with San Diego Water Board Order R9-2007-0001 and 2001-01, pursuant to the time schedule described below in Table 1.

Table 1 –Time Schedule to comply with San Diego Water Board Order Nos. R9-2007-0001 and 2001-01

Task	Compliance Date
Submit to the San Diego Water Board and begin implementation of a Compliance and Reporting Plan that describes the City's process for bringing all 150 private and public projects with missing and ineffective TCBMPs, as identified in Attachments A and B, into compliance with MS4 permit requirements.	September 15, 2014
Complete issuance of Civil Penalty Notices to all private non- compliant projects as identified in Attachment A.	November 1, 2014
Submit to San Diego Water Board quarterly Compliance Update Reports detailing the City's efforts to bring all deficient projects into compliance.	For the reporting period of August 15, 2014 to September 14, 2016: Aug-Oct due date is Nov 30 Nov-Jan due date is Feb 28 Feb-Apr due date is May 31 May-Jul due date is Aug 31
Achieve compliance at all public and private projects identified as noncompliant.	August 15, 2016
Submit Final Compliance Summary Report	September 14, 2016

- 1. All technical reports required herein that involve planning, investigation, evaluation, design, or other work requiring the proper application of engineering or geologic sciences, shall be prepared by, or under the supervision of a California Registered Engineer or Registered Geologist (as applicable) pursuant to California Business and Professions Code sections 6735, 7835, and 7835.1, and shall be signed by a registered professional.
- Technical reports required herein shall be submitted electronically, in pdf format with Optical Character Recognition (OCR) to <u>CMeans@waterboards.ca.gov</u> and <u>CClemente@waterboards.ca.gov</u> with the subject line "TSO R9-2014-0034; PIN #255222".

- 3. Any person signing a document submitted under this Order shall make the following certification:
 - "I certify under penalty of law that I have personally examined and am familiar with the information submitted in this document and all attachments and that, based on my knowledge and on my inquiry of those individuals immediately responsible for obtaining the information, I believe that the information is true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment."
- 4. In the event that compliance with the final August 15, 2016 deadline in this Order becomes impossible, despite the timely good faith efforts of the City, due to circumstances beyond the control of City or its agents, employees, contractors, consultants and any other person acting on the City's behalf, and which could not have been reasonably foreseen and prevented or minimized by the exercise of due diligence by the City, the City shall notify the San Diego Water Board Assistant Executive Officer in writing within thirty (30) days of the date that the City first knew of the event or circumstance that caused or would cause the City to miss the final compliance deadline of August 15, 2016. The notice shall describe the reason for the nonperformance and specifically refer to this Paragraph. The notice shall describe the anticipated length of time the delay may persist, the cause or causes of the delay, the measures taken or to be taken by the City to prevent or minimize the delay, the schedule by which the measures will be implemented, and the anticipated date of compliance. The City shall adopt all reasonable measures to avoid and minimize such delays. The determination as to whether the circumstances were beyond the reasonable control of the City and its agents will be made by the Assistant Executive Officer. Where the Assistant Executive Officer concurs that compliance was or is impossible, despite the timely good faith efforts of the City, due to circumstances beyond the control of the City that could not have been reasonably foreseen and prevented by the exercise of reasonable diligence by the City, a new final compliance deadline shall be established. Where the Assistant Executive Officer does not concur that compliance was or is impossible, the San Diego Water Board may pursue further enforcement including the assessment of administrative civil liability penalties.
- 5. Except for the time schedule above, nothing in this Order supersedes or amends the requirements of San Diego Water Board Order No. R9-2007-0001, or subsequent Orders thereto.

WATER CODE SECTION 13300 TIME SCHEDULE ORDER R9-2014-0034 (Tentative) CITY OF SAN DIEGO

6. Any person aggrieved by this action of the San Diego Water Board may petition the State Water Resources Control Board to review the action in accordance with Water Code section 13320 and California Code of Regulations, title 23, sections 2050 and following. The State Water Resources Control Board must receive the petition by 5:00 p.m., 30 days after the date that this Order is adopted, except that if the thirtieth day following the date that this Order is adopted falls on a Saturday, Sunday, or state holiday, the petition must be received by the State Water Resources Control Board by 5:00 p.m. on the next business day. Copies of the law and regulations applicable to filing petitions will be provided upon request or may be found on the Internet at:

http://www.waterboards.ca.gov/public notice/petitions/water quality

I, DAVID W. GIBSON, 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, San Diego Region on August 13, 2014.

tentative
DAVID W. GIBSON
Executive Officer
Date:

ATTACHMENTS:

Attachment A. City of San Diego - Private Deficient Projects Unresolved Attachment B. City of San Diego - Public Deficient Projects Unresolved

City of San Diego-Private Deficient Projects Unresolved

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City of San Diego-Private Deficient Projects Unresolved

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1238 A Proton Treatment Center 9730 9795 Summers Ridge Road Protect 1/12/3/1030 Deficient No							No	2013			4											1						
1288 Scripps Oncology Bilds 106970 Link Tay Hoppins Drive 71742011 Deficient No	1282 Village Lindo Paseo	5565-5633 Lindo Paseo	Private	12/20/2010	Deficient		No																	12				
1282 Eurola Family Health Center 590 S. Eurold New 70 Private 57/5/2011 Deficient No 1 1 1 1 1 1 1 1 1																				2								
Sea World Entertainment Park (Manta Roller 1200 Coaster) 500 Sea World Drive Private 5/13/2011 Deficient No 14 1 1 1 1 1 1 1 1							_							+ +				1		1								
1291 Market Related 2611 Market Rel Private 5/12/2011 Deficient No 1 1	· · · · · · · · · · · · · · · · · · ·	950 S. Euclid Ave	Private	5/6/2011	Deficient		NO													1					 			
1292 Market and 26th Retail 2011 Market S Private 5/27/2011 Deficient No 1 1		500 Sea World Drive	Private				No				14																	
1394 Mission Apartments (Hancock) 1815 Hancock S1	1291 Market and 26th Retail	2611 Market St		5/27/2011	Deficient		_					1							1									
1328 La Esquina 2222 Logan Ave Private 6/24/2011 Deficient No 1 1 1 1 1 1 1 1 1											2	2																
1319 Ascension Church 11292 Clairemont Mesis Blvd Private 71/1/2011 Deficient No 1 1								-			5			+							-							
1321 First Unitarian Universalist Church							_				1			+ +														
362 Las Americas Phase 181 4211 Camino De La Plaza Private Deficient No 2011 5 5 6 6 Niegor Towers 1455 Kethere Blvd. Private 6/20/2003 Research No No X X 1 1379 Entrada Apartments 453 13th St Private 7/23/2003 Research No No X X 1 1 1 1 1 1 1 1											-	2		2														
66 Allegro Towers			Private				No	2011			5																	
T28 The Egyptian	66 Allegro Towers			6/20/2003		No		2011		Х																		
187 Creekside Village May & Creekside Private 4/23/2004 Research No No X No No X No No	1379 Entrada Apartments	453 13th St	Private	7/23/2003	Research	No	No			Х																		
187 Creekside Villas Village Square Private 4/23/2004 Research No No No X No No No No		·	Private	2/25/2004	Research	No	No			Х																		
183 Copart Auto Storage 7847 Airway Rd Private 10/11/2004 Research No No No X X		- · · · · · · · · · · · · · · · · · · ·																										
2 'G' Lofts West Seventh Ave., 'G' Street & Eight Ave. 630 Santa Barbara - MBO 5405-5595 VALERIO TRL Private 1/26/2005 Research No No No No No No No No No N						No No		-		X				+-+			_		-		+			-	 		+	
630 Santa Barbara - MBO	TOO COPAIT AUTO STOLABE	70-7 All Way IN	vale	10/11/2002	nescarell	INO	140			^	\vdash			+			+		+		+			-			-	
630 Santa Barbara - MBO	2 `G' Lofts West Seventh Ave., `G' Street & Eight Ave.	703 G Street	Private	12/5/2004	Research	No	No			х																		
1179 Pacific Highlands Ranch Unit 11	630 Santa Barbara - MBO	5405-5595 VALERIO TRL		1/26/2005	Research	No					2																	
Lots 21-23, Block O, Imperial		·				No				Х																		
543 Pepper Tree Villas Gardens, Map No. 1978 Private 3/24/2005 Research No No X Image: Commercial No No <td></td> <td></td> <td>Private</td> <td>2/24/2005</td> <td>Research</td> <td>No</td> <td>No</td> <td>1</td> <td></td> <td></td> <td>1</td> <td></td> <td></td> <td>+ +</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td>\perp</td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td> <td></td>			Private	2/24/2005	Research	No	No	1			1			+ +							\perp							
513 Otay Commercial 9925 AIRWAY RD Private 5/6/2005 Research No No X X			Drivata	2/24/2005	Research	No	No			v																		
						No				Υ				+ +			-			+	+					+		
962 13164 Chambord Way 13164 Chambord Way Private 5/18/2005 Research No No 1						No					1																	
965 13167 Sunstone Pt 13167 Sunstone Pt Private 5/18/2005 Research No No 1		·	Private			No	No				1																	

City of San Diego-Private Deficient Projects Unresolved

Project ID Project Name	Address	Public/ Private	Private Project Agreement Date	Status	Research Concluded	Deficiency Resolved	CPN List	Resolution Date Insufficient Drawings	Missing Inserts	Missing Veg Swale/Strip	Missing Bioretention	Missing DS Filter	Missing Det Basin	Missing Filtration System	Missing Flow- Through Planter	Missing HDS	Missing Infiltration Basin	Ineffective Veg	swale/ surp Ineffective	Bioretention	Ineffective DS Filter	Basin	Filtration System	Ineffective Flow- Through Planter Ineffective HDS	Ineffective Infiltration Basin	Ineffective Interceptor	Ineffective Baffle Box	Ineffective Pervious Pavement
969 13183 Sunstone Pt	13183 Sunstone Pt	Private	5/18/2005	Research	No	No			1																			
975 13188 Sunstone Pt	13188 Sunstone Pt	Private	5/18/2005	Research	No	No			1																			
976 13180 Sunstone Pt	13180 Sunstone Pt	Private	5/18/2005	Research	No	No			1																			
571 Rachal Residence Grading	5275 Cromwell Ct	Private	6/24/2005	Research	No	No		Χ																				
546 Pino Apartments	6496 LANSTON ST	Private	7/26/2005	Research	No	No		Х																				
47 9706 La Jolla Farms Rd	9706 La Jolla Farms Road	Private	9/20/2005	Research	No	No		Χ																				
380 Lot #6 Rancho Pacifica	4840 RANCHO DEL MAR TRL	Private	11/2/2005	Research	No	No		Χ																				
74 Aqua View Condos	3445-3449 Bayside Walk	Private	11/30/2005	Research	No	No		Χ																				
167 City Heights Square Senior Housing	4065 43rd Street	Private	2/14/2006	Research	No	No		Χ																				
332 Kassen Residence	13150 Camino Ramillette	Private	3/2/2006	Research	No	No		Х																				
449 Mission Blvd Office	4263 Mission Blvd.	Private	3/20/2006	Research	No	No		Χ																				
813 WCPC	8801 KENAMAR DR	Private	5/25/2006	Research	No	No		Χ																				
363 Lees Auto Repair	6140 Mission Gorge Road	Private	8/23/2006	Research	No	No		Χ																				
415 MacDonald Residence	5725 MEADOWS DEL MAR	Private	10/31/2006	Research	No	No			1																			
230 Fairway House	6906 Fairway Road	Private	6/13/2007	Research	No	No		Χ																				
1078 Minh Houng Supermarket	4029 Euclid Ave	Private	11/19/2007	Research	No	No		Х																				
1081 Santa Monica Ave Grading	4689 Santa Monica Ave	Private	11/19/2007	Research	No	No		Х																				
1083 Bonair St, 377-383	377-383 Bonair St	Private	11/21/2007	Research	No	No		Χ																				
1182 1220 Grand Avenue Duplexes	1220-1226 GRAND AV	Private	12/14/2007	Research	No	No		Х																				
1094 Los Vientos	1629-68 National Ave	Private	2/5/2008	Research	No	No		Х																				
1101 Sorrento Gateway Grading	4930 Directors PI	Private	3/14/2008	Research	No	No		Х																				
1193 Family Health Centers of San Diego	3514 30TH ST	Private	8/14/2008	Research	No	No		Χ																				
1201 Villa Nueva Community Ctr	1901 DEL SUR BL	Private	8/14/2008	Research	No	No		Χ																				

Attachment B City Of San Diego -Public Deficient Projects

Central Police Facility - K-9 Facility Detention Basin Ineffective WQTR was Signed	No
2 1367 4924 Central Police Facility - Vehicle Maintenance Filtration Systems Missing WQTR was Signed	NO
George L Stevens Senior Center Vegetated Swale Ineffective no as-built	No
2398 Vegetated Swale Ineffective	
Breen Park Site - Development Vegetated Swale Ineffective 10/05'	No
3081 Vegetated Swale Ineffective	
3082 Vegetated Swale Ineffective	
5 140 1343 Camino Ruiz Neighborhood Park Vegetated Swale Ineffective 8/04' Plannin Date	No
6 1001 3231 Hilltop Community Park Development CDS Missing 3/07' Plannin Date	No No
7 984 3215 Memorial Skateboard Park Unknown Missing 2/04'	No
8 859 Otay Mesa/Nestor Library Expansion Vegetated Swale Ineffective 4/06'	No
2826 Vegetated Swale Missing	