ITEM 7, SUPPORTING DOCUMENT NO. 4 - RESPONSE TO COMMENTS

TENTATIVE ORDER NO. R9-2015-0091

MASTER RECYCLING PERMIT FOR THE CITY OF SAN DIEGO NORTH CITY WATER RECLAMATION PLANT, SAN DIEGO COUNTY

The San Diego Water Board has the following responses to the City of San Diego (City) letter dated November 5, 2015:

Table 1: Responses to City's Comments

No.	Section/Topic in Tentative Order	Comments	San Diego Water Board Responses
1.	Authority to waive or change requirements	Under the Prior Order 97-03, the Executive Officer had the authority to make certain changes or waive specific requirements. The current draft order has removed the authority from the Executive Officer and delegated it to the San Diego Water Board. The City requests reversal of this change because many minor changes, items, or waivers that are not required to be addressed in a public forum or subject to public notice requirements will have to be approved by the San Diego Water Board, causing unnecessary delay and potentially limiting the City's ability to effectively use and provide recycled water. Specific provisions include but are not limited to: VI.B; VI.L; VI.S.2; VII.E; Attachment B, I.F; Attachment B, I.G; Attachment D, I.A; Attachment D, I.G; and Attachment D, I.K.	No changes were made to the Tentative Order as a result of this comment. The San Diego Water Board acknowledges that Tentative Order No. R9-2015-0091 uses "San Diego Water Board" in place of "San Diego Water Board Executive Officer", however the use of San Diego Water Board refers to the San Diego Water Board office and not the Board members. As a result, the sections of the Tentative Order referenced in comment No. 1 require reports to be submitted and notifications made to the San Diego Water Board office and not to the Board members through the Board hearing process which is subject to public notification requirements. The Executive Officer still retains the authority to make minor changes to the monitoring and reporting requirements without the need for a Board hearing or soliciting comments from the public.
2.	Section II (page 5) of Tentative Order	Add clarifying language to the first and last sentences of the paragraph to limit the City's exposure to violations that are based on current requirements and not requirements that have been revised and superseded, such as the discharge effluent limits. Suggested revisions are	No change has been made to the Tentative Order as a result of this comment. The Tentative Order supersedes Order No. 97-03 except for purposes of enforcement, and adoption of the Tentative Order does not preclude the San Diego Water Board taking enforcement actions for past violations of

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		"that this order supersedes Order No. 97-03 upon the effective date of this order. except for enforcement purposes actions for past violations that occurred under the previous Order, unless it would not be a violation under the current Order. Order.	Order No. 97-03.
3.	Section IV.A (Discharge Specifications) of Tentative Order	Add flexibility to include redesign of the plant to support advanced water purification, which may increase the peak capacity and average monthly flow, similar to the language in the prior Order 97-03, page 1 #2, such as "Advanced water purification facility testing and future implementation of the pure water program may increase the peak capacity of the plant in the future".	The requested change to the Tentative Order has not been made. The San Diego Water Board acknowledges that the flow from the North City Water Reclamation Plant (NCWRP) may increase after the City begins operation of its advanced water purification facility, however, the City is required to submit a separate ROWD prior to operation of its advanced water purification facility. Upon receipt of the ROWD, the San Diego Water Board will modify the Order, prescribe new waste discharge requirements, or prescribe a National Pollutant Discharge Elimination System permit (see changes to Section I.A of Attachment C to the Tentative Order.
4.	Table 5 (Discharge Specifications) of Tentative Order	Reverse the BOD and TSS limits for the daily maximum and monthly average. Change the daily maximum to 45 mg/L and the monthly average to 30 mg/L for BOD and TSS.	The requested change to the Tentative Order has been made.
5.	Section V.A.3.b (Recycled Water Purveyance Requirements) of Tentative Order	Tracking occupancy figures are not required by State Code nor does it have an impact on the safe use of recycled water, and no rationale for reporting this data is covered under section VII (pg C-19) of this Order. Remove language as follows: "The average number of persons estimated to be served at each use area on a daily basis".	The requested change to the Tentative Order has been made.
6.	Section V.A.3.g (Recycled Water	DDW has delegated all or a portion of the regulatory oversight of recycled water use	After consulting with the Division of Drinking Water (DDW) staff, Section V.A.3.g of the Tentative Order

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	Purveyance Requirements) of Tentative Order	sites to the local health agency, as allowed under CA Water Code 13554.2 (c) and memorialized in an agreement between the City and DEH. Revise language as follows: "plans and specifications shall include the following and shall be submitted to DDW and County DEH."	has been modified as follows based on recommendations from the DDW: Plans and specifications shall include the following and shall be submitted to the DDW and/or County DEH as required by the Recycled Water Oversight Agreement between the Discharger and the County DEH.
7.	Section V.B.1 (Recycled Water Purveyance Requirements) of Tentative Order	A full report should not be required for a plant that has been up and running over fifteen years. Revise as follows: "Submit for review and approval a report letter"	The requested change to the Tentative Order has been made.
8.	Section V.B.2 (Recycled Water Purveyance Requirements) of Tentative Order	Delete this section because it is already covered in the City's Rules and Regulations for recycled water use, as required under V.A.1.	No change has been made to the Tentative Order as a result of this comment. Section V.A .1 of the Tentative Order requires the City to maintain Rules and Regulations and submit the Rules and Regulations upon request, while Section V.B.C of the Tentative Order requires the City to ensure dual plumbed sites are inspected for cross connections.
9.	Section VI.B.1 (Provisions) of Tentative Order	Add a definition for bypass, similar to the definition from Order No. 97-03, to clarify intent of this provision.	The requested change to the Tentative Order has been made. A definition for bypass has been added to Section VI. F of the Tentative Order.
10.	Section VI.D (Provisions) of Tentative Order	The City has limited enforcement mechanisms for discharges that occur outside their jurisdiction by the end user or where the City is not the discharger and should not be held to standards that are more restrictive than California Water Code Section 13529.2(a). The strict liability language included in the first sentence is impractical and too stringent. Revise the provision as follows:	Section VI. D of the Tentative Order has been modified as follows: If the Discharger or end user, without regard to intent or negligence, (1) causes or permits an unauthorized discharge of a) 50,000 gallons or more of recycled water that has been treated to at least disinfected tertiary recycled water that is treated at a level less than disinfected tertiary recycled water in

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³ Disinfected tertiary recycled water is defined in title 22, Cal. Code Regs., Chapter 3, section 60301.230

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		"If the Discharger or end user, without regard to intent or negligence, causes or permits an unauthorized discharge within the Discharger's jurisdiction, the Discharger will adhere to the requirements set forth in California Water Code Section 13529.2(a). of 50,000 gallons or more of recycled water that has been treated to at least disinfected tertiary recycled water or 1,000 gallons or more of recycled water that is treated at a level less than disinfected tertiary recycled water in or on any waters of the State, or causes or permits such unauthorized discharge to be discharged where it is, or probably will be, discharged in or on any waters of the State, shall, as soon as (1) that person has knowledge of the discharge, (2) notification is possible, and (3) notification can be provided without substantially impeding cleanup or other emergency measures, the Discharger or end user shall immediately notify the San Diego Water Board in accordance with reporting requirements in Provision VI. B.	or on any waters of the State, or (2) causes or permits such unauthorized discharge to be discharged where it is, or probably will be, discharged in or on any waters of the State, shall, as soon as (1) that person or entity has knowledge of the discharge, (2) notification is possible, and (3) notification can be provided without substantially impeding cleanup or other emergency measures, the Discharger or end user that person or entity shall immediately notify the San Diego Water Board in accordance with reporting requirements in Provision VI. B.
11.	Section VI.P (Provisions) of Tentative Order	Add flexibility to this section so that redesign of the plant to support advanced water purification, which may increase the peak capacity and average monthly flow (similar to the language in the Prior Order 97-03 #2) does not trigger a report of waste discharge.	No change has been made to Section VI. P of the Tentative Order as a result of this comment. The findings of the Tentative Order have been modified to acknowledge future implementation of the advanced water purification plant. The City will need to submit a separate Report of Waste Discharge (ROWD) prior to full scale implementation of its advanced water purification facility, and prior to discharging highly treated recycled water to a surface water reservoir. Upon receipt of the ROWD, the San Diego Water Board will modify the Order, prescribe new waste discharge requirements, or prescribe a NPDES permit. Note surface water reservoirs are considered as impoundments within waters of the

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			United States, and discharges to such reservoirs must therefore be regulated by a NPDES Permit.
12.	Section VII.B.1 (Special Provisions) of Tentative Order	The City has posted recycled water quality data on the internet on a monthly basis for several years. Revise as follows: "Monitor and make readily available to end users the nutrient levels in recycled water supplies. and notify to end users of the nutrient value of recycled water."	No change has been made to the Tentative Order as a result of this comment. The City can fulfil the requirements to notify end users of the nutrient value of recycled water by informing its end users that it posts recycled water quality data on its website on a monthly basis.
13.	Section VII.D (Special Provisions) of Tentative Order	Delete Provision VII.D. This provision would require an unexpected expense and not yield new information since the plant has already been certified for the current design capacity and there are no substantive changes to the plant design. We request that, in anticipation of the engineering report the City will submit when Pure Water-related improvements are in their final design stage, this requirement be delayed until that time.	The requested change to the Tentative Order has been made.
14.	Section VII.D (Special Provisions) of Tentative Order	Clarify whether any additional requirements are triggered if the fill stations are up and running after 180 days of permit adoption, specifically in relation to sections VII.D and the language on p. B-3	The requested change to the Tentative Order has been made. The City is required to submit updated Rules and Regulations for Recycled Water Use and a training program to the San Diego Water Board as described in Section II of Attachment B to the Tentative Order. No additional requirements are triggered if the fill stations begin operation 180 days after adoption of the Order.
15.	Section VII.M (Special Provisions) of Tentative Order	Remove section VII.M because it is redundant with section VII.K.	The requested change to the Tentative Order has been made.
16.	Section I.V of Attachment B to the Tentative Order (Rules and Regulations for Recycled Water Use)	Revise as follows for clarification: "To supplement recycled water with drinking water, the City will need air gap separation (same) and the approval of the public water system has been obtained from the DDW and County DEH"	No change has been made to the Tentative Order as a result of this comment. Section I.V of Attachment B is consistent with title 22, California Code of Regulations, chapter 3, article 5, section 60315 and title 17, California Code of Regulations, chapter 5, article 1, section 7605.

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17.	Section I.W of Attachment B to the Tentative Order (Rules and Regulations for Recycled Water Use)	There are situations where the City is the purveyor and not the discharger. Revise as follows: "No person or entity other than the Discharger, Purveyor, or their representative, shall make a connection to the recycled water distribution system."	The requested change to the Tentative Order has been made.
18.	Section II of Attachment B to the Tentative Order (Rules and Regulations for Recycled Water Use)	Confirm these provisions are not more restrictive than the original engineering report that was submitted by CWA, on behalf of the recycled water agencies, and approved by Regional Board staff, DDW and DEH.	Some of the Rules and Regulations in Section II and III of Attachment B of the Tentative Order are from the San Diego Water Authority's Engineering Report for recycled water fill stations, however, additional requirements have been added based on guidance from the DDW to ensure use and transport of recycled water from the fill stations will be protective of public health and the environment.
19.	Section II.A of Attachment C (Information Sheet)	Add "peak flow" in front of design capacity for tertiary, primary, and secondary treatment facility design capacities to clarify that the design capacity numbers refer to peak flow and not average flow.	The requested change has been made. Section II.A of Attachment C (Information Sheet) to the Tentative Order has been modified as follows: The peak design flow of the plant's tertiary treatment facilities have a design capacity of is 32 mgd. The peak design flow of the plant's primary treatment facilities have a design capacity of is 60 mgd, while the peak design flow of the plant's secondary treatment facilities have a design capacity of is 45 mgd. The Discharger did not propose any modifications to the treatment processes, flow capacity, or other facilities at the plant.
20	Section II.B of Attachment C	Revise the 2nd sentence as follows: "More than 79 90 miles of distribution pipelines are	Section II.B of Attachment C to the Tentative Order has been modified as follows:

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		installed in Mira Mesa, Miramar Ranch North, Scripps Ranch, University City, Torrey Pines, Santa Luz, Olivenhein Municipal Water District, and Black Mountain Ranch to provide recycled water to customers for irrigation, landscaping, and industrial use."	Recycled water produced at the NCWRP is distributed throughout the northern portion of the City of San Diego via an extensive recycled water pipeline system. More than 79 90 miles of distribution pipelines are installed in Mira Mesa, Miramar Ranch North, Scripps Ranch, University City, Torrey Pines, Santa Luz, Olivenhain Municipal Water District's service area, and Black Mountain Ranch to provide recycled water to customers for irrigation, landscaping, and industrial use. The NCWRP also provides recycled water to the southwestern portion of the City of Poway.
21	Section II.B of Attachment C	The City has no jurisdiction to regulate sites or discharges in other municipalities' jurisdictions. Revise as follows: "The Order authorizes the City to provide/regulate recycled water discharges at authorized use sites located within the San Diego Region and to regulate recycled water discharges within the City's jurisdiction, including the following Groundwater Hydrologic Units, Hydrologic Areas and Subareas listed in Table 1 below."	The referenced portion of Section II.B of Attachment C to the Tentative Order has been deleted. Only hydrologic areas or hydrologic subareas listed in the City's ROWD are identified in Attachment C as being part of the NCWRP's service area (in addition, see changes to Tables 3 and 4 of Attachment C).
22	Table 5 of Attachment C	Reverse the BOD and TSS limits for the daily maximum and monthly average. Change the daily maximum to 45 mg/L and the monthly average to 30 mg/L for BOD and TSS.	The requested change to the Tentative Order has been made.
23	Section VII.B of Attachment C	Update the third paragraph to be consistent with Provision VII.L, recognizing that the City will participate as a stakeholder for the Salt Nutrient Management Plan development, but will not be the lead agency because the City has a limited number of discharges into the Poway groundwater basin.	Section VII.B of Attachment C to the Tentative Order has been modified as follows: The Order also requires that the Discharger work with the City of Poway to develop and submit a salt and nutrient management plan (SNMP) for the Poway groundwater basin by January 1, 2018. The State Recycled Water Policy requires local water and wastewater entities and local salt/nutrient

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			contributing stakeholders to develop regional or sub-regional SNMPs for all groundwater basins within the State. Pursuant to the Recycled Water Policy, local agencies were to be complete SNMPs and propose them to the Regional Water Boards by May 2014, five years after adoption of the policy. The Discharger is a will participate as a stakeholder in the development of an SNMP for the Poway Basin, but will not be the lead agency because it has a limited number of end use sites in the basin. main supplier of recycled water in the Poway Basin. Accordingly, the Discharger should take the lead to develop a SNMP for the basin. The Poway Basin is one of the few groundwater basins within the NCWRP's service area for which a SNMP is yet to be developed.
24	Section I.D of Attachment D (Monitoring and Reporting Program)	Remove Section I.D because it is redundant with Section I.A	The requested change to the Tentative Order has been made.
25	Section I.E of Attachment D	Remove Section I.E because it is redundant with Section I.B	The requested change to the Tentative Order has been made.
26	Section I.F of Attachment D	Remove Section I.F because it is redundant with Section I.C	The requested change to the Tentative Order has been made.
27	Sections I.G, I.H, and I.H.4 of Attachment D	The City's equivalent of a laboratory director is the Senior Chemist position. Change the "laboratory director" title to "Senior Chemist."	No change has been made to the Tentative Order as a result of this comment. The San Diego Water Board acknowledges that the City's equating of a laboratory director is a Senior Chemist, and has no objections to the Senior Chemist performing the functions of the laboratory director listed in the Tentative Order.
28	Section I.H of Attachment D	Provide a definition of what constitutes "new data."	No change has been made to the Tentative Order as a result of this comment. "New data" refers to laboratory analyses results submitted for purposes of compliance with the Tentative Order that have

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			not been presented in a previous report.
29	Section I.H of Attachment D	Revise language to allow for the City to provide analytical reports upon request instead of inclusion in every report where new data are submitted. The inclusion of analytical reports to every report will prove cumbersome with little added benefit and no justification provided. In addition, inclusion of complete analytical reports will significantly increase the report size, potentially inhibiting the City's ability to comply with the electronic submittal requirements on a regular basis.	No change has been made to the Tentative Order as a result of this comment. The laboratory analyses results included in monitoring reports submitted by the City serve as analytical reports.
30	Section I.L of Attachment D	Move the first sentence of I.L so that it is I.K.6.	The requested change to the Tentative Order has been made.
31	Sections I.M-I.O of Attachment D	Remove these sections because they are redundant with language in sections VI.B, VI.D, VI.S, respectively.	No change has been made to the Tentative Order as a result of this comment. The subject sections from the Tentative Order were intentionally repeated in Attachment D because they are relevant to both the Tentative Order and the Monitoring and Reporting Program.
32	Sections III.B.1.h and i of Attachment D	The City does not have the resources or mechanisms in place to track this information at the level requested without a significant amount of effort and expense; however, the City can reasonably provide estimates or averages without overly cumbersome efforts. Revise III.B.1.H & I so that estimates can be used for the data reporting as follows:	The requested change to the Tentative Order has been made.
		"h. Total estimated area (in acres) of each landscape irrigation site. i. The estimated amount of nitrogen (in pounds per acre per year) applied in recycled water on each landscape irrigation site."	
33	Section III.B.1.j of Attachment D	Reporting of the amount of Nitrogen in fertilizer added to each irrigation site is a burdensome	The requested change to the Tentative Order has been made.

No.	Section/Topic in Tentative Order	Comments	San Diego Water Board Responses
		requirement with no justification provided for its inclusion. The City currently has limited mechanisms in place to collect accurate data or enforce overuse of fertilizer on lands outside the City's jurisdiction or those covered by the Tentative General Agricultural Order. Remove Provision J.	
34	Table 2 of Attachment D	Remove the five year report because no additional data is required to be submitted. All data will have been reported in monthly and annual reports. If additional data or analyses are required for a five year report, reporting requirements require clarification.	The requested change to the Tentative Order has been made.
35	Section IV.C.3 of Attachment D	Clarify which Self Monitoring Reports require historical data (based on frequency of report). This requirement is impractical and time consuming for reports formulated more often than quarterly reports and provides minimal benefit.	Section IV.C.3 of Attachment D to the Tentative Order has been deleted while Section IV.C.1 of Attachment D to the Tentative Order has been modified as follows: The Discharger shall arrange all reported data in monthly SMRs and annual reports in a tabular format. The data shall be summarized to clearly illustrate whether the facility is operating in compliance with interim and/or final discharge specifications.

The San Diego Water Board has the following responses to the San Diego County Water Authority (SDCWA) letter dated November 13, 2015:

Table 2: Responses to SDCWA's Comments

No	Section/Topic in Tentative Order	Comments	San Diego Water Board Responses
1	Section VII.C of Tentative Order	Section VII. C. requires the city to complete a nitrate study that evaluates nitrate removal at the treatment plant and the need for additional treatment to remove	No changes have been made to Tentative Order as a result of this comment. The nitrate study is intended to verify that recycled water and fertilizer are being

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No	Section/Topic in Tentative Order	Comments	San Diego Water Board Responses
	Tellative Order	nitrate, fate and transport of nitrate in the groundwater, and application of recycled water and fertilizers at agronomic rates. If fertilizers are applied at agronomic rates as required in the basin plan, there is no need to evaluate the treatment plant process or fate and transport nitrogen in the groundwater. The draft permit itself acknowledges this on page C-19 Section VI B. where it states: "The Order requires end users to apply recycled water at agronomic rates, which considers the nutrient and water demand of the plants in the end use sites. When applied to cropped (or landscaped) land, some of the nitrogen in recycled water will be taken up by the plants, lost to the atmosphere through volatization of ammonia or denitrification, or stored in the soil matrix. As a result the use of recycled water is not expected to cause nitrogen concentrations in groundwater to exceed 45 mg/L." Therefore, application of recycled water and fertilizers at agronomic rates should be adequate to protect groundwater quality in lieu of establishing a numeric effluent limit for nitrate or total nitrogen. The provision to complete a nitrate study should be removed from this draft permit.	applied at agronomic rates; and to verify that nitrogen removal processes such as treatment at the plant, uptake by vegetation, and denitrification in the soil, will effectively reduce nitrogen concentrations to levels that do not adversely affect groundwater quality. The Basin Plan Amendment (BPA) adopted by the San Diego Water Board in April 2015 was approved by the State Water Resources Control Board at its meeting on November 17, 2015. The San Diego Water Board had significant concerns about nitrate loading to the vadose zone during the public hearing where it approved the BPA in April 2015. As a result of those concerns, the Board members directed staff to add Finding 13 to Resolution No. R9-2015-008: "Because groundwater basins are covered by an overburden in which the nitrogen levels may be unknown, understanding the overall contribution of nitrogen from various sources moving through the vadose zone is important. Additional information can provide guidance to permit writers to ensure that the 45 mg/L nitrate water quality objective in receiving groundwater is not exceeded, especially in vulnerable drinking water aquifers. If appropriate, additional implementation measures may be added to the Basin Plan to guide permit writers." It is the intent of the Board members that the San Diego Water Board staff may require additional information on nitrate loading to the vadose zone as this pertains to the determination of a site specific "agronomic rate." The existing requirements of Section VII.C of the Tentative Order are consistent with the intent of Finding 13 of Resolution No. R9-2015-008.

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2	Sections III.B.i and j of Attachment D	Page D-8, Sections III. B., i, and j require detailed reporting, on a per site basis, of nitrogen applied to each recycled use site from recycled water and fertilizer. This is an onerous and inefficient approach to regulating agronomic rates and creates an impediment to recycled water use that is out of proportion to the potential impact. The basin plan requirement of education and training in conjunction with periodic inspections of end use areas was deemed by the San Diego Water board to be a more reasonable approach. Provisions III. B., I, and j should be removed from the permit.	Section III.B.i of Attachment D to the Tentative Order has been modified to allow the City provide an estimate of nitrogen applied in recycled water on each landscape irrigation site as requested by the City in comment No. 32 of its comment letter (see response to comment No. 32 in Table 1 above). In addition, Section III.B.j of Attachment D has been deleted.
3	Salt and Nutrient Management Approach	In 2009, when the State Board updated their recycled water policy, it recognized that recycled water is not the primary contributor of salt and nutrients in most groundwater basins. The salt and nutrient management planning approach looked basin-wide, considering all contributions of nutrients and salts. In the San Diego region, the basins were prioritized to ensure completion of salt and nutrient management plans only for the highest priority basins. It was not anticipated that additional studies of fate of nutrients would be needed for every recycled water discharger. Several salt and nutrient management plans have already been completed for the highest priority basins. Therefore, the requirement in this permit to complete a nitrate study is not appropriate.	The San Diego Water Board acknowledges that the salt and nutrient management planning approach utilized in the San Diego Region allowed for development of more detailed salt and nutrient management plans in the larger high priority groundwater basins, and that a significant portion of recycled water produced from the plant is used in lower priority groundwater basins where development of detailed salt and nutrient management plans were not recommended in the salt and nutrient management planning guidelines. The nitrate study, however, is required to verify that recycled water and fertilizer are being applied at agronomic rates; and to verify that nitrogen removal processes such as treatment at the plant, uptake by vegetation, and denitrification in the soil will effectively reduce nitrogen concentrations to levels that do not adversely affect groundwater quality. Also see response to comment No. 1 above.
4	Listing of Basins Impacted	An additional concern we have regarding the permit is the listing of all basins in the region, based on the potential for hauled recycled water to reach other parts	Section II.B of Attachment C to the Tentative Order has been modified in response to comments received from the City (see response to the City's comment no.

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No	Section/Topic in	Comments	San Diego Water Board Responses
	Tentative Order	of the county. The amount of recycled water that would be hauled outside of the city's service area is inconsequential, and the listing of these basins in the permit creates confusion about the city's role in those basins. In addition, where the city wholesales water to other agencies outside the city's service area and jurisdictional boundaries, those agencies operate under their own recycled water master permits and take responsibility for their own service area. Listing	21 above) and subsequent discussions with the City staff. Only hydrologic areas or hydrologic subareas listed in the City's ROWD are identified in Attachment C as part of the NCWRP's service area (in addition, see changes to Tables 3 and 4 of Attachment C).
		those basins in this permit creates confusion. We recommend listing only those basins where the city serves recycled water directly to retail customers.	