

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD  
CENTRAL VALLEY REGION

ORDER R5-2013-XXXX

AMENDING WASTE DISCHARGE REQUIREMENTS  
ORDER R5-2008-0079 (NPDES PERMIT NO. CA0084573)

CITY OF ROSEVILLE  
PLEASANT GROVE WASTEWATER TREATMENT PLANT  
PLACER COUNTY

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

1. On 12 June 2008, the Central Valley Water Board issued Waste Discharge Requirements (WDR) Order R5-2008-0079, prescribing waste discharge requirements for the City of Roseville's Pleasant Grove Wastewater Treatment Plant, Placer County. For the purposes of this Order, the City of Roseville is hereafter referred to as "Discharger" and the Pleasant Grove Wastewater Treatment Plant is hereafter referred to as "Facility."
2. Order R5-2008-0079 established an average monthly effluent limit (AMEL) and a maximum daily effluent limit (MDEL) based on reasonable potential to exceed the zinc criterion. The effluent limits were included in Table 7 Effluent Limitations (upon completion of upgrades to the Facility) shown in part below:

**Table 7. Effluent Limitations (upon completion of upgrades to the Facility)**

Parameter	Units	Effluent Limitations				
		Average Monthly	Average Weekly	Maximum Daily	Instantaneous Minimum	Instantaneous Maximum
Zinc, Total Recoverable	µg/L	47	--	94	--	--

3. On 12 June 2008, the Central Valley Water Board issued Time Schedule Order (TSO) R5-2008-0080 that provided a compliance schedule for zinc and several other constituents. The TSO established an interim MDEL of 300 µg/L. The TSO requires compliance with the final effluent limitations by 1 June 2013, which corresponds to the expiration date of the current permit (Order R5-2008-0079). If the Discharger is not able to come into compliance with the final effluent limits by 1 June 2013, they will no longer receive protection from mandatory minimum penalties under TSO R5-2008-0080.
4. Nitric acid is used to preserve trace metals samples for laboratory analysis. The Discharger suspected trace metal sample contamination from impure preservatives that may have resulted in elevated zinc concentrations in the effluent results. On 25 July 2012 the Discharger submitted a technical memorandum to the Central Valley Water Board titled *Updated Analysis of Effluent Zinc Data Sets for the City of Roseville's Pleasant Grove Wastewater Treatment Plant and Dry Creek Wastewater Treatment*

*Plant* (Technical Memorandum). This technical memorandum provided analysis of zinc data collected before and after the use of higher purity nitric acid to preserve metals samples for analysis. Therefore, Order R5-2008-0079 is being reopened under section VI.C.1.b.ii of the Order, which states *“When new information, that was not available at the time of permit issuance, would have justified different permit conditions at the time of issuance.”* The Technical Memorandum provided new information not available at the time of permit issuance that justifies removal of the final zinc effluent limits as discussed in the following findings.

- In February 2008 the Discharger began using higher purity nitric acid to preserve metals samples for analysis. The following is a comparison of data collected pre and post ultra-pure nitric acid preservation.

**Zinc Effluent Data**

	<b>Nitric Acid</b>	<b>Ultra-pure Nitric Acid</b>
Date Range	January 2005 – November 2006	February 2008 – June 2012
Number of Data Points	8	48
<b>Mean</b>	<b>73</b>	<b>57</b>
Median	71	57
<b>Maximum</b>	<b>96</b>	<b>68</b>
Coefficient of Variation	0.22	0.10

The change in preservative has resulted in more accurate measurement of effluent metals concentrations as demonstrated by the smaller coefficient of variation and consistently lower zinc concentrations as shown by the lower mean and maximum concentrations.

- Based on data collected between January 2005 and June 2012, the minimum effluent hardness was 75 mg/L as CaCO<sub>3</sub>. The applicable zinc California Toxics Rule (CTR) acute and chronic criteria for this hardness is 94 µg/L. The maximum effluent concentration of 68 µg/L observed after the use of ultra-pure nitric acid (data collected between February 2008 and June 2012) does not exceed the CTR criteria for zinc. Therefore, based on new information the discharge no longer exhibits reasonable potential to exceed the CTR criteria and water quality-based effluent limitations are not required.
- Clean Water Act (CWA) section 402(o)(1) specifies that, in the case of effluent limitations established on the basis of CWA section 301(b)(1)(C) (i.e., water quality based effluent limits [WQBELs]), a permit may not be renewed, reissued, or modified to contain effluent limitations which are less stringent than the comparable effluent limitations in the previous permit except in compliance with CWA section 303(d)(4). CWA section 303(d)(4) has two parts: paragraph (A) which applies to nonattainment waters and paragraph (B) which applies to attainment waters. Pleasant Grove Creek, the receiving water for the Facility discharge, is a tributary to Pleasant Grove Canal, Natomas Cross Canal, and further to the Sacramento River. Pleasant Grove Creek is

an attainment water for zinc. CWA section 303(d)(4)(B), which is applicable to attainment waters, specifies that a limitation based on a water quality standard may be relaxed where the action is consistent with the antidegradation policy. The removal of the WQBELs for zinc will not result in an increase in pollutant concentration or loading, a decrease in the level of treatment or control, or a reduction of water quality. Therefore, the removal of zinc WQBELs complies with antidegradation requirements and does not violate anti-backsliding requirements.

The Discharger's 25 July 2012 Technical Memorandum provided new information that was not available at the time of adoption of Order R5-2008-0079 that demonstrates reasonable potential does not exist for zinc, which satisfies the anti-backsliding requirements and the reopener provision of the Order, allowing for the removal of the zinc final effluent limitations from Order R5-2008-0079.

8. Issuance of this Order is exempt from the provisions of the California Environmental Quality Act (Public Resources Code section 21000, et seq.) ("CEQA") pursuant to Water Code section 13389, since the adoption or modification of a NPDES permit for an existing source is statutorily exempt and this Order only serves to implement a NPDES permit. (*Pacific Water Conditioning Ass'n, Inc. v. City Council of City of Riverside* (1977) 73 Cal.App.3d 546, 555-556.)
9. On <XX> May 2013, in Rancho Cordova, California, after due notice to the Discharger and all other affected persons, the Central Valley Water Board conducted a public hearing at which evidence was received to consider Order R5-2013-XXXX amending Order R5-2008-0079 to reduce particular minimum monitoring and sampling frequencies.

**IT IS HEREBY ORDERED THAT:**

1. The final effluent limitations for zinc are amended in Order R5-2008-0079 Limitations and Discharge Requirements, section IV.A.1.a., Table 6, as shown in part in underline/strikeout format below

**Table 6. Effluent Limitations (until completion of upgrades to the Facility)**

Parameter	Units	Effluent Limitations				
		Average Monthly	Average Weekly	Maximum Daily	Instantaneous Minimum	Instantaneous Maximum
Zinc, Total Recoverable	µg/L	<u>47</u>	--	<u>94</u>	--	--

2. The final effluent limitations for zinc are amended in Order R5-2008-0079 Limitations and Discharge Requirements, section IV.A.2.a., Table 7, as shown in part in underline/strikeout format below

**Table 7. Effluent Limitations (upon completion of upgrades to the Facility)**

Parameter	Units	Effluent Limitations				
		Average Monthly	Average Weekly	Maximum Daily	Instantaneous Minimum	Instantaneous Maximum
Zinc, Total Recoverable	µg/L	47	--	94	--	--

3. The minimum sampling frequency for zinc is amended in Order R5-2008-0079 Appendix E, Monitoring and Reporting Program, section IV.A.1., Table E-3 Effluent Monitoring, as shown in part in underline/strikeout format below:

**Table E-3. Effluent Monitoring**

Parameter	Units	Sample Type	Minimum Sampling Frequency	Required Analytical Test Method
Zinc, Total Recoverable <sup>6</sup>	µg/L	24-hr composite <sup>5</sup>	1/month	4

4. The compliance schedule progress reporting schedule is amended (including the cadmium and fluoride progress reports because the reporting requirement was included in error) in Order R5-2008-0079 Appendix E, Monitoring and Reporting Program, section X.D.1., Table E-10 Reporting Requirements for Special Provisions Progress Reports, as shown in part in underline/strikeout format below:

**Table E-10. Reporting Requirements for Special Provisions Progress Reports**

Special Provision	Reporting Requirements
Compliance Schedules for Final Effluent Limitations for cadmium, fluoride, and zinc, compliance with final effluent limitations. (Section VI.C.7)	<del>1 June</del> , annually, until final compliance

5. Order R5-2008-0079 Appendix F, Determining the Need For WQBELs, section IV.C.3.b. is amended as shown in underline/strikeout format below:
- b. Federal regulations require effluent limitations for all pollutants that are or may be discharged at a level that will cause or have the reasonable potential to cause, or contribute to an in-stream excursion above a narrative or numerical water quality standard. Based on information submitted as part of the application, in studies, and as directed by monitoring and reporting programs, the Regional Water Board finds that the discharge has a reasonable potential to cause or contribute to an in-stream excursion above a water quality standard for aluminum, ammonia, cadmium,

cyanide, dibromochloromethane, dichlorobromomethane, fluoride, iron, manganese, mercury, and pH, and zinc. WQBELs for aluminum, ammonia, cadmium, cyanide, dibromochloromethane, dichlorobromomethane, fluoride, iron, manganese, mercury, and pH, and zinc are included in this Order. A summary of the reasonable potential analysis (RPA) is provided in Attachment G, and a detailed discussion of the RPA for each constituent is provided below.

6. Order R5-2008-0079 Appendix F, Determining the Need For WQBELs, section IV.C.3.cc. is amended as shown in underline/strikeout format below:

cc. **Zinc.** The CTR includes hardness-dependent criteria for the protection of freshwater aquatic life for zinc. The criteria for zinc are presented in dissolved concentrations. USEPA recommends conversion factors to translate dissolved concentrations to total concentrations. The conversion factors for zinc in freshwater are 0.978 for the acute criteria and 0.986 for the chronic criteria. Using the worst-case hardness from the effluent (75 mg/L), the applicable chronic criterion (maximum 4-day average concentration) and the applicable acute criterion (maximum 1-hour average concentration) are both 93.9 µg/L, as total recoverable.

The MEC for total zinc was 6896 µg/L, based on 48~~eight~~ samples collected between February 2008~~2005~~ and June 2012~~December 2006~~, while the maximum observed upstream receiving water total zinc concentration was 9 µg/L, based on 12 samples collected between January 2002 and December 2002. Therefore, the discharge does not exhibit ~~has a~~ reasonable potential to cause or contribute to an in-stream excursion above the CTR criteria for zinc and WQBELs are not required. ~~An AMEL and MDEL for total zinc of 47 µg/L and 94 µg/L, respectively, are included in this Order based on CTR criteria for the protection of freshwater aquatic life (see Attachment F, Table F-13 for WQBEL calculations).~~

~~The sample results for the effluent indicate that the Discharger will not be able to meet the new limitations. The Discharger has indicated in an Infeasibility Report submitted 19 March 2008, and revised on 2 May 2008, that additional time will be required to comply with the final effluent limits for zinc. A time schedule for compliance with zinc final effluent limitations is established in TSO No. R5-2008-0080 in accordance with CWC sections 13300 and 13385. Order No. R5-2008-0080 also requires preparation and implementation of a pollution prevention plan in compliance with CWC section 13263.3.~~

7. Order R5-2008-0079 Appendix F, WQBEL Calculations, section IV.C.4.b. is amended as shown in underline/strikeout format below:

b. Effluent limitations for aluminum, ammonia, cadmium, cyanide, dibromochloromethane, and dichlorobromomethane, ~~and zinc~~ were calculated in

accordance with section 1.4 of the SIP. The following paragraphs describe the methodology used for calculating effluent limitations for these parameters.

8. Order R5-2008-0079 Appendix F, WQBEL Calculations, section IV.C.4.c. paragraph four is amended as shown in underline/strikeout format below:

WQBELs were calculated for aluminum, ammonia, cadmium, cyanide, dibromochloromethane, and dichlorobromomethane, ~~and zinc~~ as follows in Tables F-7 through F-~~1243~~, below.

9. Order R5-2008-0079 Appendix F, WQBEL Calculations, section IV.C.4.c. Table F-13 WQBEL Calculations for Zinc is removed as shown in underline/strikeout format below and the remaining tables in the Fact Sheet are renumbered:

**Table F-13. WQBEL Calculations for Zinc**

	Acute	Chronic
Criteria ( $\mu\text{g/L}$ ) <sup>(†)</sup>	93.9	93.9
Dilution Credit	No Dilution	No Dilution
Translator	0.978	0.986
ECA, total recoverable	93.9	93.9
ECA Multiplier	0.32	0.53
LTA	30.15	49.53
AMEL Multiplier (95 <sup>th</sup> %)	1.55	(†)
<b>AMEL (<math>\mu\text{g/L}</math>)</b>	<b>47</b>	(†)
MDEL Multiplier (99 <sup>th</sup> %)	3.11	(†)
<b>MDEL (<math>\mu\text{g/L}</math>)</b>	<b>94</b>	(†)

<sup>(†)</sup> Limitations Based on acute LTA

10. Order R5-2008-0079 Appendix F, WQBEL Calculations, section IV.C.4.c. Table F-14 Summary of Water-quality Based Effluent Limitations is amended as shown in part in underline/strikeout format below:

**Table F-14. Summary of Water Quality-based Effluent Limitations**

Parameter	Units	Effluent Limitations				
		Average Monthly	Average Weekly	Maximum Daily	Instantaneous Minimum	Instantaneous Maximum
Zinc, Total Recoverable	$\mu\text{g/L}$	47	--	94	--	--

11. Order R5-2008-0079 Appendix F, WQBEL Calculations, section IV.D.2., sentence six, Averaging Periods for Effluent Limitations is amended as shown in underline/strikeout format below:

This Order utilizes maximum daily effluent limitations in lieu of average weekly effluent limitations for ammonia, aluminum, cadmium, cyanide, dibromochloromethane, and dichlorobromomethane, ~~and zinc~~ as recommended

by the TSD for the achievement of water quality standards and for the protection of the beneficial uses of the receiving stream.

12. Order R5-2008-0079 Appendix F, Table F-15 Summary of Final Effluent Limitations is amended as shown in part in underline/strikeout format below:

**Table F-15. Summary of Final Effluent Limitations**

Parameter	Units	Effluent Limitations					Basis <sup>1</sup>
		Average Monthly	Average Weekly	Maximum Daily	Instantaneous Minimum	Instantaneous Maximum	
Zinc, Total Recoverable	µg/L	47	--	94	--	--	CTR

13. Order R5-2008-0079 Appendix F, Effluent Monitoring, section VI.B.2.d. is amended as shown in underline/strikeout format below:

d. Monitoring data collected over the term of Order No. 5-00-075 for aluminum, cadmium, cyanide, dibromochloromethane, dichlorobromomethane, fluoride, ~~zinc~~, iron, and manganese indicate reasonable potential to exceed water quality criteria for these pollutants. Therefore, monthly effluent monitoring for aluminum, cadmium, cyanide, dibromochloromethane, dichlorobromomethane, fluoride, ~~zinc~~, iron, and manganese has been added to this Order.

14. Order R5-2008-0079 Appendix G, Summary of Reasonable Potential Analysis is amended as shown in underline/strikeout format below:

**ATTACHMENT G - SUMMARY OF REASONABLE POTENTIAL ANALYSIS**

Constituent	Units	MEC	B	C	CMC	CCC	Water & Org	Org. Only	Basin Plan	MCL	Reasonable Potential
Zinc	µg/L	<del>6896</del>	9	93.9	93.9	93.9	--	--	--	2,000 <sup>(2)</sup>	<del>No</del> Yes

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

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CITY OF ROSEVILLE, PLEASANT GROVE WASTEWATER TREATMENT PLANT  
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[http://www.waterboards.ca.gov/public\\_notices/petitions/water\\_quality](http://www.waterboards.ca.gov/public_notices/petitions/water_quality)  
or will be provided upon request.

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 **XX** May 2013.

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PAMELA C. CREEDON, Executive Officer