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12 **BEFORE THE CALIFORNIA STATE WATER RESOURCES**  
13 **CONTROL BOARD**

14 IN THE MATTER OF THE CITY OF  
15 OAKLAND FOR REVIEW OF ORDER NO.  
R2-2014-0049 (NPDES No. CA0038512)  
16 REGIONAL WATER QUALITY CONTROL  
BOARD, SAN FRANCISCO BAY REGION.  
17

**CITY OF OAKLAND'S PETITION FOR  
REVIEW; PRELIMINARY POINTS AND  
AUTHORITIES IN SUPPORT OF  
PETITION (Water Code § 13320)**

18 Pursuant to Water Code section 13220, subdivision (a), and California Code of  
19 Regulations, title 23, section 2050, the City of Oakland ("Petitioner") hereby petitions the State  
20 Water Resources Control Board ("State Board") for review of Order No. R2-2014-0049 adopted  
21 by the Regional Water Quality Control Board, San Francisco Bay Region ("Regional Board") on  
22 November 12, 2014. The Order is also National Pollutant Discharge Elimination System  
23 ("NPDES") Permit No. CA0038512 ("Permit"). A copy of the Permit is attached to this Petition  
24 as Exhibit A. A copy of this Petition has been sent to the Regional Board. The issues and a  
25 summary of the bases for the Petition follow. Petitioner reserves the right to file a more detailed  
26  
27  
28

1 memorandum in support of its Petition when the full administrative record is available and any  
2 other material has been submitted.<sup>1</sup> Petitioner also requests a hearing in this matter.

3 This Petition is a protective filing, and Petitioner requests that the State Board hold this  
4 petition in abeyance pursuant to Title 23, California Code of Regulations, Section 2050.5,  
5 subdivision (d) until further notice. If this Petition is not held in abeyance for any reason,  
6 Petitioner will file an amended petition and supporting declaration seeking a stay under Water  
7 Code § 13321(a) and Title 23, California Code of Regulations, Section 2053.

8 The Petitioner has worked and will continue to work cooperatively with the Regional  
9 Board to achieve the common goal of protecting water quality in San Francisco Bay. In revising  
10 this Permit and the NPDES permits of the Cities of Alameda, Albany, Berkeley, Emeryville, Stege  
11 Sanitary District, and Piedmont (collectively, “Satellites”), the Regional Board has grappled with  
12 numerous complex technical and legal issues. On several issues, however, the Regional Board’s  
13 legal analysis is incorrect and the Regional Board did not fully consider the impact of the Permit’s  
14 terms in light of the Consent Decree entered by the U.S. District Court for the Northern District of  
15 California on September 22, 2014, of which Petitioner is a party (“Consent Decree”). (See *United*  
16 *States of America, People of the State of California ex rel. State Water Resources Control Board*  
17 *and Regional Water Quality Control Board, San Francisco Bay Region (Plaintiffs), San Francisco*  
18 *Baykeeper and Our Children’s Earth (Intervenor-Plaintiffs) v. East Bay Municipal Utility District,*  
19 *and United States of America, People of the State of California ex rel. State Water Resources*  
20 *Control Board and Regional Water Quality Control Board, San Francisco Bay Region, San*  
21 *Francisco Baykeeper and Our Children’s Earth v. Cities of Alameda, Albany, Berkeley,*  
22 *Emeryville, Oakland, and Piedmont and Stege Sanitary District, U.S. District Court, Northern*  
23 *District of California [Consolidated Case Nos. C 09-00186-RS and C 09-05684-RS] .) Petitioner*

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<sup>1</sup> The State Board’s regulations require submission of a statement of points and authorities in support of a petition, (Cal. Code Regs., tit. 23, § 2050, subd. (a)(7)), and this document is intended to serve as a preliminary memorandum. However, it is impossible to prepare a complete statement and memorandum in the absence of the complete administrative record, which is not yet available. A copy of the Request to Prepare Record of Proceeding sent to the Regional Board is attached as Exhibit B.

1 particularly takes issue with Discharge Prohibition III.D , as described below. With great respect  
2 for the Regional Board and its staff, Petitioner must seek review of these issues from the State  
3 Board in order to preserve Petitioner's rights.

4 **I. NAME AND ADDRESS OF PETITIONER**

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6 c/o Oakland City Attorney's Office  
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12  
13 Attn: Celso Ortiz, Esq.

14  
15 Petitioner requests that all materials in connection with the Petition also be provided to  
16 Petitioner's counsel as identified below.

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26 **II. ACTION OF THE REGIONAL BOARD TO BE REVIEWED**

27 The Petitioner seeks review of the Regional Board's Order R2-2014-0049, which was the  
28 issuance of the Permit (NPDES Permit NO. CA0038512).

**III. DATE OF THE REGIONAL BOARD ACTION**

The Regional Board issued its Order and adopted the Permit on November 12, 2014.

**IV. STATEMENT OF REASONS WHY THE REGIONAL BOARD'S ACTION WAS INAPPROPRIATE OR IMPROPER**

As set forth below, the action of the Regional Board with respect to Petitioner was not supported by the record and was arbitrary, vague, and in violation of law and policy.

1           **A.     The Consent Decree Should Regulate Petitioner’s Conveyance of Wastewater**  
2           **to EBMUD, not an NPDES Permit**

3           The Petitioner’s Permit is no longer necessary and is superfluous in light of the Consent  
4 Decree. On September 22, 2014, the U.S. District Court for the Northern District of California  
5 signed the 200-page Consent Decree. The Consent Decree focuses on three areas to reduce flow  
6 to levels that East Bay Municipal Utility District’s (“EBMUD”) longtime main treatment facility  
7 at the Bay Bridge can handle during continuous or more severe storm events. Such reductions in  
8 flow are intended to lessen the use of the three existing EBMUD wet weather facilities (“WWFs”)  
9 built in the late 1980s and early 1990s, and related discharges from the WWFs after primary  
10 treatment, allowed until 2009. The three areas of Consent Decree focus are: private sewer  
11 laterals needing repair, inflow and infiltration (“I&I”) from public sewer mains and connections,  
12 and possible sources of inflow and rapid infiltration during storms that will be investigated  
13 through a specific regional technical support program. Importantly, the Consent Decree allows for  
14 reduced amounts of discharge from the WWFs over time (decades), as set work is completed. In  
15 addition, because EBMUD has operational control over when those discharges are released to a  
16 water of the United States, EBMUD is tasked with implementing an urban runoff project to  
17 mitigate impacts from the WWF discharges that are likely to continue to occur at diminishing  
18 levels until the end of the Consent Decree in 2036.

19           The approach taken in the Consent Decree is an asset management approach, on a regional  
20 basis with all defendants, including EBMUD, working together. The Consent Decree provides  
21 very specific work sections for Petitioner and potential stipulated penalties related to such work.  
22 The Consent Decree requires Petitioner and the other Satellites to, *inter alia*, rehabilitate and clean  
23 sanitary sewer infrastructure, identify and reduce or eliminate sources of I&I to the sewer systems,  
24 and continue to require repair and replacement of private sewer laterals under local and regional  
25 ordinances by articulated timelines. By its very specific terms and conditions, the Consent Decree  
26 regulates the Petitioner much more closely, and for a much longer period of time, than any  
27 NPDES permit. The Consent Decree therefore provides the relevant enforcement mechanism, in  
28 the form of stipulated penalties, and renders the Petitioner’s Permit as unnecessary and redundant

1 at this time, especially Discharge Prohibition III.D. The Regional Board so much as  
2 acknowledges this fact, by indicating “this Order does not require that the Discharger report  
3 noncompliance with Prohibition III.D” because “EBMUD is responsible for such reporting  
4 pursuant to the Consent Decree.” (Permit, § IV.B.1.) Rather than control the Petitioner’s  
5 discharge through an NPDES permit, the Consent Decree should act as the primary instrument for  
6 enforcement.

7  
8 **B. In the Alternative, Statewide General WDRs Should Regulate Petitioner’s  
Conveyance of Wastewater to EBMUD, not an NPDES Permit**

9 The State Board has already issued statewide general Waste Discharge Requirements for  
10 circumstances where a Satellite sanitary sewer overflow (“SSO”) occurs and reaches “a water of  
11 the United States.” Order No. 2006-0003-DWQ, *Statewide General Waste Discharge  
12 Requirements for Sanitary Sewer Systems* (“SSO WDR”). The first finding in the SSO WDR  
13 states,

14 All federal and state agencies, municipalities, counties, districts, and other public  
15 entities that own or operate sanitary sewer systems greater than one mile in length  
16 that collect and/or convey untreated or partially treated wastewater to a publicly  
owned treatment facility in the State of California are required to comply with the  
terms of this Order.

17 The SSO WDR also prohibits the “discharge of untreated or partially treated wastewater  
18 to waters of the United States,” which is the exact same prohibition found in the Permit. The SSO  
19 WDR acts as the primary permit for most sewer collection systems in the State. Petitioner’s  
20 collection system would clearly qualify for enrollment under the SSO WDR, which would  
21 regulate Petitioner’s collection system while the Consent Decree provides even more specific  
22 regulation of Petitioner’s conveyance of sewage to EBMUD’s WWFs. In addition, while  
23 Petitioner has control over its own collection system operations, Petitioner has no control over  
24 discharges from the WWFs. If the intent of the NPDES permit is to regulate discharges from the  
25 WWFs to waters of the United States, then the NPDES permit should only be issued to EBMUD.  
26 Rarely, if ever, are upstream users regulated by a permit for discharges over which they have no  
27 control. Moreover, EBMUD is already performing a mitigation project for those discharges  
28 anticipated to occur from its WWFs over the 23-year period of the Consent Decree. The SSO

1 WDR, combined with the Consent Decree, therefore provides the only other appropriate  
2 regulatory mechanism for the Petitioner's conveyance of sewage to EBMUD at this time, not an  
3 NPDES permit.

4  
5 **C. Prohibition III.D Unfairly Prejudices the Petitioner and Should Be Eliminated  
or Revised**

6 If the State Board still deems the NPDES permit to be necessary, one of Petitioner's  
7 greatest concerns is Discharge Prohibition III.D. Discharge Prohibition III.D provides:

8  
9 The Discharger shall not cause or contribute to discharges from EBMUD's Wet  
10 Weather Facilities that occur during wet weather or that are associated with wet  
weather.

11 If this Prohibition is interpreted strictly, Petitioner is concerned that any flow contributed into  
12 EBMUD's system when EBMUD discharges from the WWFs would be considered a violation of  
13 Discharge Prohibition III.D, even if Petitioner has fully implemented all I&I reduction programs  
14 ordered by the Regional Board and/or required by the Consent Decree. Such an interpretation of  
15 Prohibition III.D would unfairly place Petitioner in the position of potentially being strictly liable  
16 for a permit violation it has no ability to prevent, even when Petitioner was otherwise in  
17 compliance with the Consent Decree. The Petitioner cannot control EBMUD's operation of the  
18 WWFs, nor EBMUD's decision to discharge its facility's materials to a water of the United States.  
19 As noted above, EBMUD is implementing a mitigation project precisely because of these expected  
20 discharges by it – the Satellites are not mandated to perform any mitigation projects for WWF  
21 discharges. Petitioner also has no control over the amount of flow contributed by other Satellites  
22 or which flows reach EBMUD's treatment plant first. Moreover, the Consent Decree's allowance  
23 for WWF discharges to occur—at reduced levels over time, *for 22 years*—appears to directly  
24 conflict with Discharge Prohibition III.D and create significant ambiguity for the Satellites.  
25 Discharge Prohibition III.D should therefore be eliminated.

26 If not eliminated, Prohibition III.D. should be revised as follows:

27  
28 Section III. DISCHARGE PROHIBITIONS

1 ...  
2 D. The Discharger shall not cause or contribute to discharges from East Bay  
3 Municipal Utility District (EBMUD's) Wet Weather Facilities (WWFs) that occur  
4 during wet weather or that are associated with wet weather; provided however that  
5 this prohibition shall not be enforced by the State except through the federal  
6 Consent Decree entered by the Court on September 22, 2014.

7 The impossibility of compliance with Discharge Prohibition III.D as written is all the more  
8 troubling because third parties or the government might argue that the future refinement of this  
9 prohibition, which is planned by all stakeholders, would be constrained by Clean Water Act Anti-  
10 Backsliding provisions. Petitioner asserts that Anti-Backsliding rules do not apply to Discharge  
11 Prohibition III.D, but the risk of another party taking a contrary position cannot be controlled.  
12 Prohibition III.D should, at a minimum, be revised to account for Petitioner's Anti-Backsliding  
13 concerns.

14 **D. 40 C.F.R. § 122.41(e) does not Provide Authority for the Imposition of**  
15 **Discharge Prohibition III.D**

16 The Regional Board improperly relied upon 40 C.F.R. § 122.41(e) for the imposition of  
17 Discharge Prohibition III.D in the Permit. In the Fact Sheet, the Regional Board explains that  
18 Discharge Prohibition III.D "is necessary to ensure that the Discharger properly operates and  
19 maintains its wastewater collection system":

20 **During wet weather, excessive I/I into the Discharger's wastewater collection**  
21 **system causes peak wastewater flows to EBMUD's system that EBMUD cannot**  
22 **fully store or treat. This in turn results in Discharger's and other Satellite Agencies'**  
23 **partially treated wastewater to be discharged from the WWFs in violation of the**  
24 **Clean Water Act. Therefore, this specific prohibition is necessary to ensure that the**  
25 **Discharger properly operates and maintains its facilities to reduce I&I, and by**  
26 **doing so not cause or contribute to violations of the Clean Water Act.**

27 (Permit, F-12.) According to the Regional Board, 40 C.F.R. section 122.41(e) provides the basis  
28 for this prohibition. Section 122.41(e) provides:

29 **The permittee shall at all times properly operate and maintain all facilities and**  
30 **systems of treatment and control (and related appurtenances) which are installed or**  
31 **used by the permittee to achieve compliance with the conditions of this permit.**  
32 **Proper operation and maintenance also includes adequate laboratory controls and**  
33 **appropriate quality assurance procedures. This provision requires the operation of**  
34 **back-up or auxiliary facilities or similar systems which are installed by a permittee**  
35 **only when the operation is necessary to achieve compliance with the conditions of**

1 the permit.

2 Section 122.41(e) is not a proper basis for Discharge Prohibition III.D. Section 122.41(e) is a  
3 standard operation and maintenance requirement, but Discharge Prohibition III.D is a narrative  
4 flow limitation; the former simply does not legally authorize the latter. Proper operation and  
5 maintenance does not prevent the potential to cause or contribute discharges during wet weather.  
6 It is well understood that even a collection system that has installed the latest, most advanced  
7 equipment and operates at the highest national standard is not bulletproof against some level of  
8 I&I. Strict compliance with section 122.41(e) simply does not translate to strict compliance with  
9 Discharge Prohibition III.D. There is no logical connection between the two, especially given that  
10 Petitioner has no ability to control EBMUD's operation of the WWFs, nor can it control the  
11 amount of flow contributed by the other Satellites' collection systems. If Discharge Prohibition  
12 III.D is not eliminated from the Permit, at a minimum its reference to section 122.41(e) from the  
13 Fact Sheet should be removed.

14  
15 **E. Discharge Prohibition III.D Violates Substantive Due Process**

16 Discharge Prohibition III.D violates substantive due process because it is a vague and  
17 overbroad narrative provision. Petitioner has no means of knowing how to control the operation  
18 of its collection system during wet weather to comply with Discharge Prohibition III.D, beyond  
19 what it has committed to do under the specific work mandated by the Consent Decree.

20 The Supreme Court has held, "It is a basic principle of due process that an enactment is  
21 void for vagueness if its prohibitions are not clearly defined." (*Grayned v. City of Rockford*  
22 (1972) 408 U.S. 104, 108; see also *Kev, Inc. v. Kitsap County*, 793 F.2d 1053, 1057 (9th Cir.1986)  
23 ("A fundamental requirement of due process is that a statute must clearly delineate the conduct it  
24 proscribes.") In evaluating whether a statute is unconstitutionally vague, the Ninth Circuit  
25 "ordinarily look[s] to the common understanding of the terms of a statute" unless the statute uses  
26 technical words or phrases that enables those with specialized knowledge to interpret their  
27 meaning. (*U.S. v. Weitzenhoff* (9th Cir. 1993) 35 F.3d 1275, 1289.) In other words, "[a]  
28 defendant is deemed to have fair notice of an offense if a reasonable person of ordinary

1 intelligence would understand that his or her conduct is prohibited by the law in question.”  
2 (*Pickup v. Brown* (9th Cir. 2014) 740 F.3d 1208, 1233 (quoting *Weitzenhoff*, 35 F.3d at 1289).)  
3 Yet the Supreme Court has also explained that notice is less important than standards for  
4 determining compliance. (*Kolender v. Lawson* (1983) 461 U.S. 352, 357-58.) The absence of  
5 minimal guidelines to determine compliance encourages arbitrary enforcement of the statute in  
6 question. (*Ibid.*; see also *In re Petition of Aerojet General Corp.*, State Water Resources Control  
7 Bd. WQ Order No. 80-4 (noting that reasonable certainty of the manner of compliance does not  
8 violate due process).)

9 Here, Discharge Prohibition III.D is void for vagueness because Petitioner cannot ascertain  
10 the line between what causes or contributes to discharges from the EBMUD WWFs—over which  
11 Petitioner has no operational control—and what does not. The Permit lacks measurable standards  
12 for when this prohibition may be triggered. This is particularly the case because the Consent  
13 Decree *anticipates* discharges, in line with computer modeling showing diminishing discharges  
14 over 22 years. Discharge Prohibition III.D is also vague because Petitioner already has specific  
15 work to complete under the Consent Decree—to which the State is a signatory—that could be  
16 contradictory to what the State might enforce under this provision through its NPDES permit.  
17 Thus, not only is the meaning of “cause or contribute” unclear to a reasonable person of ordinary  
18 intelligence, but persons with specialized knowledge in the operation of sewer collection  
19 systems—here, Petitioner itself—are likewise unable to comprehend its meaning and determine  
20 what amount of discharge is prohibited. No matter what Petitioner does to reduce its flow,  
21 Petitioner’s actions will always be overshadowed by EBMUD’s operational control of its own  
22 three WWFs and main treatment plant, and the decisions EBMUD makes to route flow, release  
23 material from weirs, or not. Even if Petitioner’s conveyance of wastewater to EBMUD is no  
24 greater than the average dry weather flow, such flow could arguably be deemed to “cause or  
25 contribute” in violation of this prohibition because it would take up some level of capacity in the  
26 system. The potential for such violation is unfair. The vagueness of this definition prejudices  
27 Petitioner, especially because Petitioner has no control over EBMUD’s operation of the WWFs or  
28

1 the other Satellites' collection systems. Discharge Prohibition III.D should therefore be stricken  
2 as a violation of substantive due process.

3  
4 **F. The Permit Improperly Exceeds the Scope of the Clean Water Act:  
5 Conveyance of Wastewater to EBMUD Does Not Require An NPDES Permit**

6 The Regional Board's issuance of an NPDES permit to Petitioner is without legal  
7 justification. The Regional Board stated, in its response to comments, that Petitioner is  
8 discharging pollutants into a water of the United States through the WWFs during high rainfall  
9 events. However, this statement is incorrect and confuses the issue; EBMUD, the owner of the  
10 treatment plant, decides whether to discharge pollutants from the WWFs after primary treatment,  
11 not Petitioner. EBMUD is the true discharger and Petitioner, the upstream user, merely conveys  
12 its wastewater to EBMUD for treatment. Petitioner's conveyance of wastewater to EBMUD  
13 therefore does not require an NPDES permit.

14 An NPDES permit is not required because conveyance of wastewater from the collection  
15 system to a treatment plant is not a discharge to a "water of the United States," a fundamental  
16 prerequisite of an NPDES permit. (33 U.S.C. §§ 1311(a); 1342.) Even though a collection system  
17 may be a point source, the Clean Water Act does not regulate point sources alone. (*Natural*  
18 *Resources Defense Council v. EPA*, (D.C. Cir. 1988) 859 F.2d 156, 170 (noting that "the [Act]  
19 does not empower the agency to regulate point sources themselves; rather, EPA's jurisdiction  
20 under the operative statute is limited to regulating the discharge of pollutants").) Rather, there  
21 must be an actual discharge of a pollutant into a "water of the United States" to trigger the CWA's  
22 NPDES requirements. (33 U.S.C. § 1342.) As the Second Circuit has held,

23 [U]nless there is a "discharge of any pollutant," there is no violation of the Act, and  
24 point sources are, accordingly, neither statutorily obligated to comply with EPA  
25 regulations for point source discharges, nor are they statutorily obligated to seek or  
26 obtain an NPDES permit.

27 (*Waterkeeper Alliance, Inc. v. U.S. E.P.A.* (2d Cir. 2005) 399 F.3d 486, 504; see also *Env'tl. Prot.*  
28 *Info. Ctr. v. Pacific Lumber Co.* (N.D. Cal. 2007) 469 F.Supp.2d 803, 827, quoting *Waterkeeper*  
*Alliance*, ("[I]n the absence of an actual addition of any pollutant to navigable waters from any

1 point, there is no point source discharge, no statutory violation, no statutory obligation of point  
2 sources to comply with EPA regulations for point source discharges, and no statutory obligation of  
3 point sources to seek or obtain an NPDES permit in the first instance.”.) A treatment plant is not  
4 a water of the United States. The Supreme Court has recognized that a discharge to “highly  
5 artificial, manufactured, enclosed conveyance systems—such as ‘sewage treatment plants’ ...likely  
6 do not qualify as ‘waters of the United States,’ despite the fact that they may contain continuous  
7 flows of water.” (*Rapanos v. U.S.* (2006) 547 U.S. 715, 736, n.7.)

8 Here, Petitioner owns and maintains a sanitary sewer collection system that routes sewage  
9 to EBMUD’s wastewater treatment facilities. Petitioner does not directly discharge pollutants  
10 from WWFs into waters of the United States, nor does Petitioner have any control over EBMUD’s  
11 decision to do so. Rather, Petitioner only controls its conveyance of wastewater to EBMUD’s  
12 treatment plant. Because Petitioner is not responsible for discharging pollutants into a water of  
13 the United States through the WWFs, the Permit exceeds the scope of the Clean Water Act.

14  
15 **G. “Cause and Contribution” Prohibitions Are Inequitable to the Extent They**  
16 **Arise from State Water Board Order No. WO 2007-004, Which Was**  
17 **Erroneously Decided**

18 Over the past twenty years, prior Regional Board and State Water Board decisions and  
19 orders have been made with respect to EBMUD’s Treatment Facility and its WWFs. In Order No.  
20 WQ-2007-004, the State Board held that EBMUD’s WWF’s are subject to secondary treatment,  
21 which rejected the approach that the Regional Board, USEPA, EBMUD, and the Satellites had  
22 implemented for decades. In 2009, EBMUD admitted and the Regional Board ordered that the  
23 WWFs cannot possibly do secondary treatment, and instead prohibited discharges from EBMUD’s  
24 WWFs in Order No. R2-2009-0004 (“2009 EBMUD permit”). The complete reversal of State and  
25 Regional Board decisions from 1986 through 2007, resulting in the 2009 EBMUD permit and  
26 Order, gave rise to the “cause and contribute” prohibition in Petitioner’s 2009 NPDES permit and  
27 the current Permit. This raises an equitable argument for Petitioner. To preserve this equitable  
28 issue, Petitioner believes that the State Water Board’s Order No. WQ-2007-004 was based on  
mistaken principles and was erroneously decided. The Permit is therefore invalid because it traces

1 back to Order No. WQ 2007-004.

2 As discussed in EBMUD's Petition for Review of Waste Discharge Requirements Order  
3 No. R2-2009-0004 and Cease and Desist Order No. R2-2009-005 ("EBMUD Petition"), the State  
4 Board's conclusions in the 2007 Order were erroneous because secondary treatment standards do  
5 not apply to facilities that discharge intermittently during wet weather. In addition, the WWFs are  
6 not subject to secondary treatment standards because they do not fall within the definition of a  
7 "publicly owned treatment works." Furthermore, EBMUD's permit and time schedule order were  
8 consistent with the regulatory strategy in the Basin Plan, which was approved by the State Board.

9 Petitioner agrees with and incorporates by reference the arguments made in EBMUD's  
10 Petition regarding the validity of the 2007 Order. Accordingly, to the extent that the State Board  
11 erroneously determined that the WWFs are subject to secondary treatment standards, the basis for  
12 Discharge Prohibition III.D is invalid, and moreover, inequitable as applied to Petitioner, who had  
13 no say in EBMUD's permit changes.

14  
15 **H. The Permit Improperly Exceeds the Scope of the Clean Water Act: NPDES**  
16 **Permits Cannot Regulate Potential Discharges**

17 Consistent with Petitioner's contentions in Subsections A and F above that an NPDES  
18 permit is unnecessary and unjustified, Petitioner further questions whether it is appropriate—or  
19 lawful—for the Permit to regulate potential discharges of SSOs. Because Petitioner does not  
20 discharge pollutants from the WWFs during high rainfall events into a water of the United States,  
21 the only type of discharge an NPDES permit could possibly regulate is an SSO that reaches a  
22 water of the United States. However, Petitioner neither proposes nor intends to discharge SSOs  
23 to waters of the United States. An NPDES permit in this circumstance would therefore exceed the  
24 scope of the Clean Water Act because it cannot regulate the discharge of potential SSOs.

25 The Clean Water Act gives the EPA and States jurisdiction to regulate and control only  
26 actual discharges—not potential discharges. (*National Pork Producers Council v. U.S. E.P.A.* (5th  
27 Cir. 2011) 635 F.3d 738; *Waterkeeper Alliance, Inc. v. U.S. E.P.A.* (2d Cir. 2005) 399 F.3d 486,  
28 505.) *Waterkeeper Alliance* involved a challenge to an EPA rule requiring all Concentrated

1 Animal Feeding Operations (“CAFOs”) to apply for an NPDES permit regardless of whether they  
2 had in fact discharged any pollutants under the Clean Water Act. The Second Circuit court  
3 disavowed this interpretation as inconsistent with the text and purpose of the Clean Water Act.  
4 (*Ibid.*) The EPA later sought to clarify the CAFO rule, requiring CAFOs to apply for an NPDES  
5 permit if they “propose to discharge.” The Fifth Circuit struck down this rule, however,  
6 concluding that “the EPA cannot impose a duty to apply for a permit on a CAFO that ‘proposes to  
7 discharge’ or any CAFO before there is an actual discharge.” (*National Pork Producers Council* ,  
8 635 F.3d at 751.) Based on the foregoing, the Regional Board has no authority to issue an NPDES  
9 permit based upon the mere potential or probability that an SSO will occur.

10 **I. Res Judicata / Estoppel Bars the Current NPDES Permits**

11 As the State Board is aware, the WWFs and the Satellites’ improvements under the East  
12 Bay Infiltration/Inflow Correction Program were constructed at the direction and with the consent  
13 of both the Regional Board and EPA. These projects were undertaken to comply with injunctive  
14 provisions of Regional Board orders issued to resolve the agency’s claims under the Clean Water  
15 Act and Porter-Cologne regarding wet weather discharges from the East Bay sanitary sewer  
16 systems.<sup>2</sup> The Consent Decree and these administrative orders are final, and the Regional Board,  
17 as well as EPA, is barred by the doctrine of res judicata from seeking further relief on the basis of  
18 the same claims. In addition, because Petitioner relied on representations from the Regional Board  
19 and EPA demanding construction of the WWFs and its improvements, and the Regional Board  
20 and EPA knew of this reliance, the Regional Board and EPA is now estopped from requiring  
21 further and different actions from Petitioner.

22 **CONCLUSION**

23 For the foregoing reasons, the Petitioner requests that the State Board grant the relief  
24 requested herein.

25 **V. THE MANNER IN WHICH THE PETITIONER IS AGGRIEVED**

26  
27 <sup>2</sup> The Satellites spent over \$300 million under this program, and reduced flow to EBMUD interceptors and  
28 plants by over 27% from the beginning of the program and Regional Board orders to 2009.

1 The Petitioner is aggrieved as a permit holder subject to the conditions and limitations in  
2 the Permit, which may be more stringent or onerous than required or provided for under current  
3 law. The Permit is no longer necessary or required in light of the Consent Decree. Discharge  
4 Prohibition III.D is vague, subject to the actions of third parties over whom Petitioner has no  
5 control, and impossible to comply with by its terms. Discharge Prohibition III.D also puts  
6 Petitioner in the unfair position of potentially being strictly liable for a permit violation it has no  
7 ability to prevent. These inappropriate, improper, and unlawful conditions and limitations will  
8 require Petitioner to: (a) expend more money and resources to comply with the Permit than what is  
9 already required pursuant to the Consent Decree, or what would have been required if the Permit  
10 was comprised of appropriate, proper, and lawful conditions; (b) guess at what conduct might be a  
11 violation of its Permit; and (c) be subject to violations only through actions or decisions of another  
12 (EBMUD) over whom it has no control. The Permit is ultimately unsupported by evidence in the  
13 record and evidence to be adduced at a hearing before the State Board.

14  
15 **VI. THE SPECIFIC ACTION BY THE STATE OR REGIONAL BOARD REQUESTED**

16 As discussed above, Petitioner requests that this Petition be held in abeyance. If it  
17 becomes necessary for Petitioner to pursue its appeal, Petitioner requests that the State Board issue  
18 an Order:

- 19
- 20 • Declaring that no Permit is necessary in light of the Consent Decree and  
withdrawing issuance of the Permit; and
  - 21 • Providing for such other and further relief as is just and proper and as may be  
22 requested by Petitioner and the other Satellites.

23 Alternatively, Petitioner requests that the State Board issue an Order:

- 24 • Requiring the Regional Board to regulate Petitioner's collection system under State  
25 Board Order No. 2006-0003, Statewide General Waste Discharge Requirements for  
Sanitary Sewer Systems, rather than as an NPDES permit under federal law; and
- 26 • Providing for such other and further relief as is just and proper and as may be  
requested by the City of Oakland and the other Satellites.

27 Alternatively, the City of Oakland requests that the State Board issue an Order:

- Remanding the Permit to the Regional Board;
- Requiring the Regional Board to remove or revise Discharge Prohibition III.D;
- Requiring the Regional Board to make sufficient findings; and
- Providing for such other and further relief as is just and proper and as may be requested by Petitioner and the other Satellites.

**VII. A STATEMENT OF POINTS AND AUTHORITIES IN SUPPORT OF LEGAL ISSUES RAISED IN THIS PETITION**

The Petitioner's preliminary statement of points and authorities is set forth in Section 4 above. The Petitioner reserves the right to supplement this statement upon receipt and review of the administrative record.

**VIII. A STATEMENT THAT THE PETITION HAS BEEN SENT TO THE APPROPRIATE REGIONAL BOARD**

A true and correct copy of the Petition was mailed by First Class mail on December 12, 2014, to the Regional Board at the following address:

Bruce Wolfe, Executive Officer  
California Regional Water Quality Control Board,  
San Francisco Region  
1515 Clay Street, Suite 1400  
Oakland, California 94612

**IX. A STATEMENT THAT THE SUBSTANTIVE ISSUES OR OBJECTIONS RAISED IN THE PETITION WERE RAISED BEFORE THE REGIONAL BOARD**

Because Petitioner requests that this Petition be held in abeyance by the State Board, in the event this Petition is made active, Petitioner will submit as an amendment to this Petition a statement that the substantive issues and objections raised in this Petition were either raised before the Regional Board or an explanation of why Petitioner was not required or was unable to raise the substantive issues and objections before the Regional Board.

**X. REQUEST TO HOLD PETITION IN ABEYANCE**

Petitioner requests that the State Board hold this Petition in abeyance pursuant to Title 23,

1 California Code of Regulations, Section 2050.5, subdivision (d).

2  
3 **XI. REQUEST FOR A HEARING**

4 Petitioner requests that the State Board hold a hearing at which Petitioner can present  
5 additional evidence to the State Board. In the event this Petition is made active, Petitioner will  
6 submit, as an amendment to this Petition, a summary of contentions to be addressed and evidence  
7 to be introduced and a showing of why the contentions or evidence have not been previously or  
8 adequately presented, as required under Title 23, California Code of Regulations, Section  
9 2050.6(a), (b).

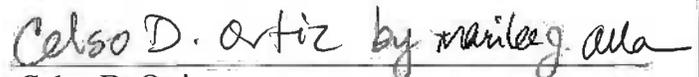
10 DATED: December 12, 2014

Morgan, Lewis & Bockius LLP

11  
12  
13 

14 James J. Dragna  
15 Marilee J. Allan  
16 Attorneys for Petitioner City of Oakland

17 Oakland City Attorney's Office

18 

19 Celso D. Ortiz  
20 Attorneys for Petitioner City of Oakland

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**EXHIBIT A**

PERMIT

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**San Francisco Bay Regional Water Quality Control Board**

**ORDER NO. R2-2014-0049  
NPDES NO. CA0038512**

**WASTE DISCHARGE REQUIREMENTS  
FOR THE CITY OF OAKLAND  
SANITARY SEWER COLLECTION SYSTEM  
ALAMEDA COUNTY**

The following discharger is subject to waste discharge requirements as set forth in this Order:

**Table 1. Discharger Information**

|   |  |
|---|--|
| <b>Discharger</b>   | City of Oakland                            |
| <b>Name of Facility</b>   | Sewer Collection System                    |
| <b>Facility Address</b>   | 250 Frank H Ogawa Plaza, Oakland, CA 94612 |
| The U.S. Environmental Protection Agency (U.S. EPA) and the Regional Water Quality Control Board have classified this discharger as a minor discharger. |  |

**Table 2. Administrative Information**

|   |                   |
|---|-------------------|
| This Order was adopted by the Regional Water Quality Control Board on:  | November 12, 2014 |
| This Order shall become effective on:   | December 1, 2014  |
| This Order shall expire on:   | November 30, 2019 |
| The Discharger shall file a Report of Waste Discharge in accordance with title 23, California Code of Regulations, as application for issuance of new waste discharge requirements no later than: | June 3, 2019      |

I, Bruce H. Wolfe, Executive Officer, do hereby certify that this Order with all attachments is a full, true, and correct copy of an Order adopted by the California Regional Water Quality Control Board, San Francisco Bay Region, on the date indicated above.

Digitally signed by Bruce H. Wolfe  
DN: cn=Bruce H. Wolfe, o=SWRCB, ou=Region 2, email=bwolfe@waterboards.ca.gov, c=US  
Date: 2014.11.14 15:33:56 -08'00'

**Bruce H. Wolfe, Executive Officer**

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### List of Attachments

|   |     |
|---|-----|
| Attachment A – Not Used                             |     |
| Attachment B – Collection System Service Area ..... | B-1 |
| Attachment C – Not Used                             |     |
| Attachment D – Federal Standard Provisions .....    | D-1 |
| Attachment E – Not Used                             |     |
| Attachment F – Fact Sheet .....                     | F-1 |

## I. FACILITY INFORMATION

The following Discharger is subject to waste discharge requirements (WDRs) as set forth in this Order:

**Table 3. Facility Information**

|   |   |
|---|---|
| <b>Discharger</b>                         | City of Oakland   |
| <b>Name of Facility</b>                   | Sewer Collection System                                     |
| <b>Facility Address</b>                   | Oakland City Limits   |
|   | Oakland, CA   |
|   | Alameda County  |
| <b>Facility Contact, Title, and Phone</b> | Brooke Levin, Interim Director, Public Works (510) 238-3490 |
| <b>Mailing Address</b>                    | 250 Frank H Ogawa Plaza, Oakland, CA 94612                  |
| <b>Type of Facility</b>                   | Sanitary Sewer Collection System                            |
| <b>Facility Design Flow</b>               | Not Applicable  |

## II. FINDINGS

The California Regional Water Quality Control Board, San Francisco Bay Region (hereinafter Regional Water Board), finds:

- A. Legal Authorities.** This Order serves as WDRs pursuant to California Water Code article 4, chapter 4, division 7 (commencing with § 13260). This Order is also an NPDES permit issued pursuant to federal Clean Water Act section 402 and implementing regulations adopted by U.S. EPA, and Water Code chapter 5.5, division 7 (commencing with § 13370).
- B. Background.** The Regional Water Board developed the requirements in this Order based on information the Discharger submitted, information obtained through monitoring and reporting programs, and other available information. The Fact Sheet (Attachment F) contains background information and rationale for the requirements in this Order and is hereby incorporated into and constitutes findings for this Order. Attachments B and D are also incorporated into this Order.
- C. Provisions and Requirements Implementing State Law.** No provisions or requirements in this Order are included to implement State law only with the exception of Discharge Prohibition III.B.
- D. Notification of Interested Parties.** The Regional Water Board notified the Discharger and interested agencies and persons of its intent to prescribe these WDRs and provided an opportunity to submit written comments and recommendations. The Fact Sheet provides details regarding the notification.

- E. Consideration of Public Comment.** The Regional Water Board, in a public meeting, heard and considered all comments pertaining to the discharges. The Fact Sheet provides details regarding the public hearing.

THEREFORE, IT IS HEREBY ORDERED, that Order No. R2-2009-0085 and the accompanying Cease & Desist Order No. 93-134 as amended by Order No. R2-2009-0087 are rescinded upon the effective date of this Order except for enforcement purposes, and, in order to meet the provisions contained in division 7 of the Water Code (commencing with section 13000) and regulations adopted thereunder, and the provisions of the federal Clean Water Act and regulations and guidelines adopted thereunder, the Discharger shall comply with the requirements in this Order.

### **III. DISCHARGE PROHIBITIONS**

- A.** The discharge of untreated or partially-treated wastewater to waters of the United States is prohibited.
- B.** The discharge of untreated or partially-treated wastewater that creates a nuisance as defined in California Water Code Section 13050(m) is prohibited.
- C.** The discharge of chlorine, or any other toxic substance used for disinfection and cleanup of wastewater spills, to any surface water body is prohibited.
- D.** The Discharger shall not cause or contribute to discharges from the East Bay Municipal Utility District's (EBMUD) Wet Weather Facilities (WWFs) that occur during wet weather or that are associated with wet weather.

### **IV. PROVISIONS**

#### **A. Standard Provisions**

- 1. The Discharger shall comply with all "Standard Provisions" in Attachment D.

#### **B. Special Provisions**

- 1. **Proper Sewer System Management and Reporting, and Consistency with Statewide Requirements**

The Discharger shall properly operate and maintain its collection system, including controlling inflow and infiltration, in order to achieve compliance with Prohibitions III.A, III.B, and III.D (See Fact Sheet IV.4) and Attachment D, Standard Provisions – Permit Compliance, subsection I.D; report any noncompliance with the exception noted below; and mitigate any discharge from the collection system in violation of this Order (Attachment D, Standard Provisions – Permit Compliance, subsection I.C).

The General Waste Discharge Requirements for Collection System Agencies (General Collection System WDR) Order No. 2006-0003-DWQ has requirements for operation and maintenance of wastewater collection systems and for reporting and

mitigating sanitary sewer overflows. The Discharger must comply with both the General Collection System WDR and this Order.

The State Water Resources Control Board (State Water Board) amended the Monitoring and Reporting Program for the General Collection System WDR on September 9, 2013, through Order No. WQ R2-2013-0058-EXEC. Following notification and reporting requirements in the General Collection System WDR will satisfy NPDES notification and reporting requirements for discharges of untreated or partially-treated wastewater from the Discharger's wastewater collection system. The Discharger shall comply with the notification and reporting requirements included in Order No. WQ R2-2013-0058-EXEC for discharges of untreated or partially-treated wastewater.

*Exception to noncompliance reporting.* This Order does not require that the Discharger report noncompliance with Prohibition III.D. The Discharger's reporting on the WWFs is not necessary because EBMUD is responsible for such reporting pursuant to the Consent Decree (*United States of America, People of the State of California ex rel. State Water Resources Control Board and Regional Water Quality Control Board, San Francisco Bay Region (Plaintiffs), San Francisco Baykeeper and Our Children's Earth (Intervenor-Plaintiffs) v. East Bay Municipal Utility District, and United States of America, People of the State of California ex rel. State Water Resources Control Board and Regional Water Quality Control Board, San Francisco Bay Region, San Francisco Baykeeper and Our Children's Earth v. Cities of Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont and Stege Sanitary District*, U.S. District Court, Northern District of California [Consolidated Case Nos. C 09-00186-RS and C 09-05684-RS]).

**ATTACHMENT A – NOT USED**

### ATTACHMENT B – COLLECTION SYSTEM SERVICE AREA



**ATTACHMENT C – NOT USED**

## ATTACHMENT D – STANDARD PROVISIONS (FEDERAL)

### I. STANDARD PROVISIONS – PERMIT COMPLIANCE

#### A. Duty to Comply

1. The Discharger must comply with all of the terms, requirements, and conditions of this Order. Any noncompliance constitutes a violation of the Clean Water Act (CWA) and the California Water Code and is grounds for enforcement action; permit termination, revocation and reissuance, or modification; denial of a permit renewal application; or a combination thereof. (40 C.F.R. § 122.41(a); Wat. Code, §§ 13261, 13263, 13265, 13268, 13000, 13001, 13304, 13350, 13385.)
2. The Discharger shall comply with effluent standards or prohibitions established under Section 307(a) of the CWA for toxic pollutants and with standards for sewage sludge use or disposal established under Section 405(d) of the CWA within the time provided in the regulations that establish these standards or prohibitions, even if this Order has not yet been modified to incorporate the requirement. (40 C.F.R. § 122.41(a)(1).)

#### B. Need to Halt or Reduce Activity Not a Defense

It shall not be a defense for a Discharger in an enforcement action that it would have been necessary to halt or reduce the permitted activity in order to maintain compliance with the conditions of this Order. (40 C.F.R. § 122.41(c).)

#### C. Duty to Mitigate

The Discharger shall take all reasonable steps to minimize or prevent any discharge or sludge use or disposal in violation of this Order that has a reasonable likelihood of adversely affecting human health or the environment. (40 C.F.R. § 122.41(d).)

#### D. Proper Operation and Maintenance

The Discharger shall at all times properly operate and maintain all facilities and systems of treatment and control (and related appurtenances) which are installed or used by the Discharger to achieve compliance with the conditions of this Order. Proper operation and maintenance also includes adequate laboratory controls and appropriate quality assurance procedures. This provision requires the operation of backup or auxiliary facilities or similar systems that are installed by a Discharger only when necessary to achieve compliance with the conditions of this Order. (40 C.F.R. § 122.41(e).)

#### E. Property Rights

1. This Order does not convey any property rights of any sort or any exclusive privileges. (40 C.F.R. § 122.41(g).)
2. The issuance of this Order does not authorize any injury to persons or property or invasion of other private rights, or any infringement of state or local law or regulations. (40 C.F.R. § 122.5(c).)

#### F. Inspection and Entry

The Discharger shall allow the Regional Water Board, State Water Board, U.S. EPA, and/or their authorized representatives (including an authorized contractor acting as their representative), upon the presentation of credentials and other documents, as may be

required by law, to (33 U.S.C. § 1318(a)(4)(B); 40 C.F.R. § 122.41(i); Wat. Code, §§ 13267, 13383):

1. Enter upon the Discharger's premises where a regulated facility or activity is located or conducted, or where records are kept under the conditions of this Order (33 U.S.C. § 1318(a)(4)(B)(i); 40 C.F.R. § 122.41(i)(1); Wat. Code, §§ 13267, 13383);
2. Have access to and copy, at reasonable times, any records that must be kept under the conditions of this Order (33 U.S.C. § 1318(a)(4)(B)(ii); 40 C.F.R. § 122.41(i)(2); Wat. Code, §§ 13267, 13383);
3. Inspect and photograph, at reasonable times, any facilities, equipment (including monitoring and control equipment), practices, or operations regulated or required under this Order (33 U.S.C. § 1318(a)(4)(B)(ii); 40 C.F.R. § 122.41(i)(3); Wat. Code, §§ 13267, 13383); and
4. Sample or monitor, at reasonable times, for the purposes of assuring Order compliance or as otherwise authorized by the CWA or the Water Code, any substances or parameters at any location. (33 U.S.C. § 1318(a)(4)(B); 40 C.F.R. § 122.41(i)(4); Wat. Code, §§ 13267, 13383.)

#### **G. Bypass**

1. Definitions
  - a. "Bypass" means the intentional diversion of waste streams from any portion of a treatment facility. (40 C.F.R. § 122.41(m)(1)(i).)
  - b. "Severe property damage" means substantial physical damage to property, damage to the treatment facilities, which causes them to become inoperable, or substantial and permanent loss of natural resources that can reasonably be expected to occur in the absence of a bypass. Severe property damage does not mean economic loss caused by delays in production. (40 C.F.R. § 122.41(m)(1)(ii).)
2. Bypass not exceeding limitations. The Discharger may allow any bypass to occur which does not cause exceedances of effluent limitations, but only if it is for essential maintenance to assure efficient operation. These bypasses are not subject to the provisions listed in Standard Provisions – Permit Compliance I.G.3, I.G.4, and I.G.5 below. (40 C.F.R. § 122.41(m)(2).)
3. Prohibition of bypass. Bypass is prohibited, and the Regional Water Board may take enforcement action against a Discharger for bypass, unless (40 C.F.R. § 122.41(m)(4)(i)):
  - a. Bypass was unavoidable to prevent loss of life, personal injury, or severe property damage (40 C.F.R. § 122.41(m)(4)(i)(A));
  - b. There were no feasible alternatives to the bypass, such as the use of auxiliary treatment facilities, retention of untreated wastes, or maintenance during normal periods of equipment downtime. This condition is not satisfied if adequate back-up equipment should have been installed in the exercise of reasonable engineering judgment to prevent a bypass that occurred during normal periods of equipment downtime or preventive maintenance (40 C.F.R. § 122.41(m)(4)(i)(B)); and
  - c. The Discharger submitted notice to the Regional Water Board as required under Standard Provisions – Permit Compliance I.G.5 below. (40 C.F.R. § 122.41(m)(4)(i)(C).)

4. The Regional Water Board may approve an anticipated bypass, after considering its adverse effects, if the Regional Water Board determines that it will meet the three conditions listed in Standard Provisions – Permit Compliance I.G.3 above. (40 C.F.R. § 122.41(m)(4)(ii).)
5. Notice
  - a. Anticipated bypass. If the Discharger knows in advance of the need for a bypass, it shall submit a notice, if possible at least 10 days before the date of the bypass. (40 C.F.R. § 122.41(m)(3)(i).)
  - b. Unanticipated bypass. The Discharger shall submit notice of an unanticipated bypass as required in Standard Provisions - Reporting V.E below (24-hour notice). (40 C.F.R. § 122.41(m)(3)(ii).)

#### **H. Upset**

Upset means an exceptional incident in which there is unintentional and temporary noncompliance with technology based permit effluent limitations because of factors beyond the reasonable control of the Discharger. An upset does not include noncompliance to the extent caused by operational error, improperly designed treatment facilities, inadequate treatment facilities, lack of preventive maintenance, or careless or improper operation. (40 C.F.R. § 122.41(n)(1).)

1. Effect of an upset. An upset constitutes an affirmative defense to an action brought for noncompliance with such technology based permit effluent limitations if the requirements of Standard Provisions – Permit Compliance I.H.2 below are met. No determination made during administrative review of claims that noncompliance was caused by upset, and before an action for noncompliance, is final administrative action subject to judicial review. (40 C.F.R. § 122.41(n)(2).)
2. Conditions necessary for a demonstration of upset. A Discharger who wishes to establish the affirmative defense of upset shall demonstrate, through properly signed, contemporaneous operating logs or other relevant evidence that (40 C.F.R. § 122.41(n)(3)):
  - a. An upset occurred and that the Discharger can identify the cause(s) of the upset (40 C.F.R. § 122.41(n)(3)(i));
  - b. The permitted facility was, at the time, being properly operated (40 C.F.R. § 122.41(n)(3)(ii));
  - c. The Discharger submitted notice of the upset as required in Standard Provisions – Reporting V.E.2.b below (24-hour notice) (40 C.F.R. § 122.41(n)(3)(iii)); and
  - d. The Discharger complied with any remedial measures required under Standard Provisions – Permit Compliance I.C above. (40 C.F.R. § 122.41(n)(3)(iv).)
3. Burden of proof. In any enforcement proceeding, the Discharger seeking to establish the occurrence of an upset has the burden of proof. (40 C.F.R. § 122.41(n)(4).)

## II. STANDARD PROVISIONS – PERMIT ACTION

### A. General

This Order may be modified, revoked and reissued, or terminated for cause. The filing of a request by the Discharger for modification, revocation and reissuance, or termination, or a notification of planned changes or anticipated noncompliance does not stay any Order condition. (40 C.F.R. § 122.41(f).)

### B. Duty to Reapply

If the Discharger wishes to continue an activity regulated by this Order after the expiration date of this Order, the Discharger must apply for and obtain a new permit. (40 C.F.R. § 122.41(b).)

### C. Transfers

This Order is not transferable to any person except after notice to the Regional Water Board. The Regional Water Board may require modification or revocation and reissuance of the Order to change the name of the Discharger and incorporate such other requirements as may be necessary under the CWA and the Water Code. (40 C.F.R. §§ 122.41(l)(3), 122.61.)

## III. STANDARD PROVISIONS – MONITORING

- A. Samples and measurements taken for the purpose of monitoring shall be representative of the monitored activity. (40 C.F.R. § 122.41(j)(1).)
- B. Monitoring results must be conducted according to test procedures approved under 40 C.F.R. part 136 for the analyses of pollutants unless another method is required under 40 C.F.R. subchapters N or O. In the case of pollutants for which there are no approved methods under 40 C.F.R. part 136 or otherwise required under 40 C.F.R. subchapters N or O, monitoring must be conducted according to a test procedure specified in this Order for such pollutants. (40 C.F.R. §§ 122.41(j)(4), 122.44(i)(1)(iv).)

## IV. STANDARD PROVISIONS – RECORDS

- A. Except for records of monitoring information required by this Order related to the Discharger's sewage sludge use and disposal activities, which shall be retained for a period of at least five years (or longer as required by 40 C.F.R. part 503), the Discharger shall retain records of all monitoring information, including all calibration and maintenance records and all original strip chart recordings for continuous monitoring instrumentation, copies of all reports required by this Order, and records of all data used to complete the application for this Order, for a period of at least three (3) years from the date of the sample, measurement, report or application. This period may be extended by request of the Regional Water Board Executive Officer at any time. (40 C.F.R. § 122.41(j)(2).)
- B. Records of monitoring information shall include:
  - 1. The date, exact place, and time of sampling or measurements (40 C.F.R. § 122.41(j)(3)(i));
  - 2. The individual(s) who performed the sampling or measurements (40 C.F.R. § 122.41(j)(3)(ii));
  - 3. The date(s) analyses were performed (40 C.F.R. § 122.41(j)(3)(iii));
  - 4. The individual(s) who performed the analyses (40 C.F.R. § 122.41(j)(3)(iv));
  - 5. The analytical techniques or methods used (40 C.F.R. § 122.41(j)(3)(v)); and

6. The results of such analyses. (40 C.F.R. § 122.41(j)(3)(vi).)

**C. Claims of confidentiality for the following information will be denied (40 C.F.R. § 122.7(b)):**

1. The name and address of any permit applicant or Discharger (40 C.F.R. § 122.7(b)(1)); and
2. Permit applications and attachments, permits and effluent data. (40 C.F.R. § 122.7(b)(2).)

**V. STANDARD PROVISIONS – REPORTING**

**A. Duty to Provide Information**

The Discharger shall furnish to the Regional Water Board, State Water Board, or U.S. EPA within a reasonable time, any information which the Regional Water Board, State Water Board, or U.S. EPA may request to determine whether cause exists for modifying, revoking and reissuing, or terminating this Order or to determine compliance with this Order. Upon request, the Discharger shall also furnish to the Regional Water Board, State Water Board, or U.S. EPA copies of records required to be kept by this Order. (40 C.F.R. § 122.41(h); Wat. Code, §§ 13267, 13383.)

**B. Signatory and Certification Requirements**

1. All applications, reports, or information submitted to the Regional Water Board, State Water Board, and/or U.S. EPA shall be signed and certified in accordance with Standard Provisions – Reporting V.B.2, V.B.3, V.B.4, and V.B.5 below. (40 C.F.R. § 122.41(k).)
2. All permit applications shall be signed by either a principal executive officer or ranking elected official. For purposes of this provision, a principal executive officer of a federal agency includes: (i) the chief executive officer of the agency, or (ii) a senior executive officer having responsibility for the overall operations of a principal geographic unit of the agency (e.g., Regional Administrators of U.S. EPA). (40 C.F.R. § 122.22(a)(3).)
3. All reports required by this Order and other information requested by the Regional Water Board, State Water Board, or U.S. EPA shall be signed by a person described in Standard Provisions – Reporting V.B.2 above, or by a duly authorized representative of that person. A person is a duly authorized representative only if:
  - a. The authorization is made in writing by a person described in Standard Provisions – Reporting V.B.2 above (40 C.F.R. § 122.22(b)(1));
  - b. The authorization specifies either an individual or a position having responsibility for the overall operation of the regulated facility or activity such as the position of plant manager, operator of a well or a well field, superintendent, position of equivalent responsibility, or an individual or position having overall responsibility for environmental matters for the company. (A duly authorized representative may thus be either a named individual or any individual occupying a named position.) (40 C.F.R. § 122.22(b)(2)); and
  - c. The written authorization is submitted to the Regional Water Board and State Water Board. (40 C.F.R. § 122.22(b)(3).)
4. If an authorization under Standard Provisions – Reporting V.B.3 above is no longer accurate because a different individual or position has responsibility for the overall operation of the facility, a new authorization satisfying the requirements of Standard Provisions – Reporting V.B.3 above must be submitted to the Regional Water Board and

State Water Board prior to or together with any reports, information, or applications, to be signed by an authorized representative. (40 C.F.R. § 122.22(c).)

5. Any person signing a document under Standard Provisions – Reporting V.B.2 or V.B.3 above shall make the following certification:

“I certify under penalty of law that this document and all attachments were prepared under my direction or supervision in accordance with a system designed to assure that qualified personnel properly gather and evaluate the information submitted. Based on my inquiry of the person or persons who manage the system or those persons directly responsible for gathering the information, the information submitted is, to the best of my knowledge and belief, true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment for knowing violations.” (40 C.F.R. § 122.22(d).)

### **C. Monitoring Reports**

1. Monitoring results shall be reported at the intervals specified in the Monitoring and Reporting Program (Attachment E) in this Order. (40 C.F.R. § 122.41(l)(4).)
2. Monitoring results must be reported on a Discharge Monitoring Report (DMR) form or forms provided or specified by the Regional Water Board or State Water Board for reporting results of monitoring of sludge use or disposal practices. (40 C.F.R. § 122.41(l)(4)(i).)
3. If the Discharger monitors any pollutant more frequently than required by this Order using test procedures approved under 40 C.F.R. part 136, or another method required for an industry-specific waste stream under 40 C.F.R. subchapters N or O, the results of such monitoring shall be included in the calculation and reporting of the data submitted in the DMR or sludge reporting form specified by the Regional Water Board. (40 C.F.R. § 122.41(l)(4)(ii).)
4. Calculations for all limitations, which require averaging of measurements, shall utilize an arithmetic mean unless otherwise specified in this Order. (40 C.F.R. § 122.41(l)(4)(iii).)

### **D. Compliance Schedules**

Reports of compliance or noncompliance with, or any progress reports on, interim and final requirements contained in any compliance schedule of this Order, shall be submitted no later than 14 days following each schedule date. (40 C.F.R. § 122.41(l)(5).)

### **E. Twenty-Four Hour Reporting**

1. The Discharger shall report any noncompliance that may endanger health or the environment. Any information shall be provided orally within 24 hours from the time the Discharger becomes aware of the circumstances. A written submission shall also be provided within five (5) days of the time the Discharger becomes aware of the circumstances. The written submission shall contain a description of the noncompliance and its cause; the period of noncompliance, including exact dates and times, and if the noncompliance has not been corrected, the anticipated time it is expected to continue; and steps taken or planned to reduce, eliminate, and prevent reoccurrence of the noncompliance. (40 C.F.R. § 122.41(l)(6)(i).)
2. The following shall be included as information that must be reported within 24 hours under this paragraph (40 C.F.R. § 122.41(l)(6)(ii)):

- a. Any unanticipated bypass that exceeds any effluent limitation in this Order. (40 C.F.R. § 122.41(l)(6)(ii)(A).)
- b. Any upset that exceeds any effluent limitation in this Order. (40 C.F.R. § 122.41(l)(6)(ii)(B).)
3. The Regional Water Board may waive the above-required written report under this provision on a case-by-case basis if an oral report has been received within 24 hours. (40 C.F.R. § 122.41(l)(6)(iii).)

#### **F. Planned Changes**

The Discharger shall give notice to the Regional Water Board as soon as possible of any planned physical alterations or additions to the permitted facility. Notice is required under this provision only when (40 C.F.R. § 122.41(l)(1)):

1. The alteration or addition to a permitted facility may meet one of the criteria for determining whether a facility is a new source in section 122.29(b) (40 C.F.R. § 122.41(l)(1)(i)); or
2. The alteration or addition could significantly change the nature or increase the quantity of pollutants discharged. This notification applies to pollutants that are not subject to effluent limitations in this Order. (40 C.F.R. § 122.41(l)(1)(ii).)
3. The alteration or addition results in a significant change in the Discharger's sludge use or disposal practices, and such alteration, addition, or change may justify the application of permit conditions that are different from or absent in the existing permit, including notification of additional use or disposal sites not reported during the permit application process or not reported pursuant to an approved land application plan. (40 C.F.R. § 122.41(l)(1)(iii).)

#### **G. Anticipated Noncompliance**

The Discharger shall give advance notice to the Regional Water Board or State Water Board of any planned changes in the permitted facility or activity that may result in noncompliance with this Order's requirements. (40 C.F.R. § 122.41(l)(2).)

#### **H. Other Noncompliance**

The Discharger shall report all instances of noncompliance not reported under Standard Provisions – Reporting V.C, V.D, and V.E above at the time monitoring reports are submitted. The reports shall contain the information listed in Standard Provision – Reporting V.E above. (40 C.F.R. § 122.41(l)(7).)

#### **I. Other Information**

When the Discharger becomes aware that it failed to submit any relevant facts in a permit application, or submitted incorrect information in a permit application or in any report to the Regional Water Board, State Water Board, or U.S. EPA, the Discharger shall promptly submit such facts or information. (40 C.F.R. § 122.41(l)(8).)

### **VI. STANDARD PROVISIONS – ENFORCEMENT**

- A. The Regional Water Board is authorized to enforce the terms of this permit under several provisions of the Water Code, including, but not limited to, sections 13268, 13385, 13386, and 13387.

## **VII. ADDITIONAL PROVISIONS – NOTIFICATION LEVELS**

### **A. Publicly-Owned Treatment Works (POTWs)**

All POTWs shall provide adequate notice to the Regional Water Board of the following (40 C.F.R. § 122.42(b)):

1. Any new introduction of pollutants into the POTW from an indirect discharger that would be subject to sections 301 or 306 of the CWA if it were directly discharging those pollutants (40 C.F.R. § 122.42(b)(1)); and
2. Any substantial change in the volume or character of pollutants being introduced into that POTW by a source introducing pollutants into the POTW at the time of adoption of the Order. (40 C.F.R. § 122.42(b)(2).)
3. Adequate notice shall include information on the quality and quantity of effluent introduced into the POTW as well as any anticipated impact of the change on the quantity or quality of effluent to be discharged from the POTW. (40 C.F.R. § 122.42(b)(3).)

**ATTACHMENT E – NOT USED**

**ATTACHMENT F – FACT SHEET**

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## ATTACHMENT F – FACT SHEET

As described in section II of this Order, this Fact Sheet includes the legal requirements and technical rationale that serve as the basis for the requirements of this Order.

This Order has been prepared under a standardized format to accommodate a broad range of discharge requirements for dischargers in California. Only those sections or subsections of this Order that are specifically identified as “not applicable” have been determined not to apply to this Discharger. Sections or subsections of this Order not specifically identified as “not applicable” are fully applicable to this Discharger.

### I. PERMIT INFORMATION

The following table summarizes administrative information related to the facility.

**Table F-1. Facility Information**

|   |   |
|---|---|
| <b>WDID</b>   | 2 019183001   |
| <b>Discharger</b>                                   | City of Oakland   |
| <b>Name of Facility</b>                             | Sewer Collection System                                     |
| <b>Facility Address</b>                             | Oakland city limits   |
|   | Oakland, CA   |
|   | Alameda County  |
| <b>Facility Contact, Title, and Phone</b>           | Brooke Levin, Interim Director, Public Works (510) 238-3490 |
| <b>Authorized Person to Sign and Submit Reports</b> | Same  |
| <b>Mailing Address</b>                              | 250 Frank H Ogawa Plaza, Oakland, CA 94612                  |
| <b>Billing Address</b>                              | Same  |
| <b>Type of Facility</b>                             | Sewer Collection System                                     |
| <b>Major or Minor Facility</b>                      | Minor   |
| <b>Threat to Water Quality</b>                      | 2   |
| <b>Complexity</b>                                   | B   |
| <b>Pretreatment Program</b>                         | N   |
| <b>Reclamation Requirements</b>                     | Not Applicable  |
| <b>Facility Permitted Flow</b>                      | 0 gallons per day   |
| <b>Facility Design Flow</b>                         | Not Applicable  |
| <b>Watershed</b>                                    | San Francisco Bay   |
| <b>Receiving Water</b>                              | Various   |
| <b>Receiving Water Type</b>                         | enclosed bay  |

- A. The City of Oakland (hereinafter Discharger) owns and maintains approximately 900 miles of wastewater collection system sewers and seven pump stations that serve a population of about 400,000 people in the City of Oakland. Under the ownership of the

City of Oakland, the Port of Oakland operates and maintains a wastewater collection system that consists of about 9 miles of gravity sewer and about 12 miles of laterals.

The Discharger is one of seven East Bay Communities or "Satellite Agencies" that operates wastewater collection systems in the East Bay that route sewage to EBMUD's wastewater treatment facilities. The other six Satellite Agencies include Stege Sanitary District and the cities of Alameda, Albany, Berkeley, Emeryville, and Piedmont. Wastewaters collected from the East Bay Communities' collection systems flow to interceptors owned and operated by EBMUD. EBMUD treats the wastewater at its treatment facilities and discharges the treated wastewater to San Francisco Bay, under a separate NPDES permit (CA0037702).

- B. The Discharger's sewer collection system is regulated by Order No. R2-2009-0085, which was adopted on November 18, 2009, and expires on November 17, 2014, unless administratively extended. The Discharger is also regulated by the State Water Board General Waste Discharge Requirements for Sanitary Sewer Systems (Order No. 2006-0003-DWQ).

## **II. FACILITY DESCRIPTION**

### **A. Description of Sewer Collection System**

The Discharger owns and operates about 900 miles of wastewater collection system sewers in the City of Oakland in Alameda County. Additionally, the Discharger's wastewater collection system carries wastewater flows originating from sewer mains owned and operated by the City of Piedmont. The wastewater collection system transports wastewater from industrial, commercial, and residential sources to EBMUD's main wastewater treatment plant where EBMUD treats the wastewater and discharges it to San Francisco Bay. During wet weather, because of increased flows caused by excessive inflow and infiltration (I&I) from the Discharger's and other collection systems tributary to EBMUD facilities, the wastewater also flows to EBMUD's WWFs where EBMUD stores the wastewater or partially treats it prior to discharge to San Francisco Bay in violation of NPDES Permit CA0038440, which prohibits discharges from EBMUD's WWFs.

### **B. Discharge Points and Receiving Waters**

This Order prohibits discharges from the Discharger's sewer collection system, so there are no authorized discharge points.

**C. Summary of Existing Prohibitions**

The 2009 permit (Order No. R2-2009-0085) included the following prohibitions:

- A. The discharge of untreated or partially-treated wastewater to waters of the United States, is prohibited
- B. The discharge of untreated or partially-treated wastewater that creates a nuisance as defined in California Water Code Section 13050(m) is prohibited.
- C. The discharge of chlorine, or any other toxic substance used for disinfection and cleanup of wastewater spills, to any surface water body is prohibited.
- D. The Discharger shall not cause or contribute to discharges from EBMUD’s WWFs that occur during wet weather or that are associated with wet weather.

**D. Compliance Summary**

The Discharger has violated the 2009 permit’s prohibition III.A. For 2012 and 2013, Table F-2 below summarizes sewer system discharges from the Discharger’s collection system and the primary causes of these discharges. This information is not necessarily indicative of ongoing causes, in part because there are often multiple causes for any one particular sewer system discharge.

**Table F-2. Sewer System Discharges and Primary Causes**

|                      | <b>2012</b> | <b>2013</b> |
|----------------------|-------------|-------------|
| Number of Discharges | 117         | 91          |
| % Caused by Roots    | 39.3        | 41.8        |
| % Caused by Grease   | 20.5        | 25.3        |
| % Caused by Debris   | 26.5        | 24.2        |

Sewer system discharges from root intrusion tend to occur in the Oakland hills, while discharges due to fats, oils, and grease (FOG) tend to occur in flat areas close to commercial food establishments. To address sewer system discharges from root intrusion, the Discharger indicates that it has contracted with Root Tamers to chemically treat sewer lines. To minimize discharges related to FOG, the Discharger has a joint FOG program that it implements with EBMUD. These sewer system discharges were enforced by the Consent Decree described below.

Additionally, the Discharger caused or contributed to discharges from the EBMUD WWFs in violation of the 2009 permit’s prohibition III.D (and EBMUD’s NPDES Permit CA0038440). WWFs’ discharges occurred and will continue to occur during wet weather from excessive I&I into the Discharger’s wastewater collection system increasing peak

wastewater flows to EBMUD's system that the WWFs cannot fully store. This in turn causes discharges from the WWFs.

To enjoin these discharges from the WWFs (that violated Prohibition III.D of the 2009 permit), the Regional Water Board, along with U.S. EPA and the State Water Board, sued the Discharger, the other Satellite Agencies, and EBMUD in 2009 for violations of their permits, and a Consent Decree was lodged and entered by the court on September 22, 2014 (*United States of America, People of the State of California ex rel. State Water Resources Control Board and Regional Water Quality Control Board, San Francisco Bay Region (Plaintiffs), San Francisco Baykeeper and Our Children's Earth (Intervenor-Plaintiffs) v. East Bay Municipal Utility District, and United States of America, People of the State of California ex rel. State Water Resources Control Board and Regional Water Quality Control Board, San Francisco Bay Region, San Francisco Baykeeper and Our Children's Earth v. Cities of Alameda, Albany, Berkeley, Emeryville, Oakland, and Piedmont and Stege Sanitary District*, U.S. District Court, Northern District of California [Consolidated Case Nos. C 09-00186-RS and C 09-05684-RS]). The Consent Decree requires the Discharger to undertake specified sewer cleaning rates, rehabilitate its sewer mains and manholes, eliminate sources of I&I, and assist in implementation of a regional private sewer lateral rehabilitation program, among other requirements. It also requires the end of any discharges from the WWFs by the end of 2035 and describes parameters to be met during the time period of the Consent Decree.

Finally, this Order rescinds Cease and Desist Order (CDO) No. 93-134, as amended by Order No. R2-2009-0087. The Regional Water Board issued the CDO to address the Discharger's past similar violations. As of September 12, 2014, the Discharger completed the rehabilitation projects required by the CDO. Because the Consent Decree requires actions that go above and beyond the requirements of the CDO, the CDO is no longer necessary. The following provides more background and regulatory history for the East Bay Communities and past efforts to address collection system issues associated with wet weather.

### ***Background and Regulatory History***

- a. *History.* The wastewater collection systems in the East Bay Communities were originally constructed in the early twentieth century. These systems originally included cross-connections to storm drain systems, and, while not uncommon at the time of construction, some of the sewers were later characterized as having inferior materials, poor joints, and inadequate beddings for sewer pipes. The poor construction coupled with landscaping, particularly trees, have damaged sewers and caused leaks. Poor construction techniques and aging sewer pipes has resulted in excessive I&I during the wet weather season. In the early 1980s, it was noted that during storms, the collection systems might receive up to 20 times more flow than in dry weather. As a result, the East Bay Communities' collection systems might overflow to streets, local watercourses, and the Bay, creating a risk to public health and impairing water quality.

- b. *I&I Effect on EBMUD's Interceptor System.* The East Bay Communities' collection systems are connected to EBMUD's interceptors. In the early 1980s, excessive I&I from the East Bay Communities' collection systems could force EBMUD's interceptors to overflow untreated wastewater at seven designed overflow structures in EBMUD's interceptors along the shoreline of central San Francisco Bay.
- c. *EBMUD wet weather permits.* The Regional Water Board first issued an NPDES permit to EBMUD in 1976 for the wet weather discharges from EBMUD's interceptors. This permit required EBMUD to eliminate the discharge of untreated overflows from its interceptors and to protect water quality in San Francisco Bay. This permit was reissued in 1984, 1987, 1992, 1998, 2005, and 2009. Additional requirements were incorporated into the reissued permits following construction of the WWFs.
- d. *Collection system permits to East Bay Communities.* Following issuance of the wet weather permit to EBMUD in 1976, the Regional Water Board issued similar permits in 1976 to all members of the East Bay Communities except the City of Emeryville. The Regional Water Board reissued these permits in 1984, 1989, 1994, 2004, and 2009. Emeryville was not originally issued a permit because it was believed that no wet weather overflows occurred in Emeryville's service area. However, wet weather overflows were identified in the City of Emeryville after completion of the East Bay I&I Study and issuance of the cease and desist order in 1986.
- e. *East Bay I&I Study and I/ICP.* In response to the requirements in the Regional Water Board permits and cease and desist order regarding the control of untreated overflows from EBMUD's interceptors and the East Bay Communities' collection systems, EBMUD and the East Bay Communities coordinated their efforts to develop a comprehensive program to comply with these permit requirements. In 1980, the East Bay Communities, including the Discharger, and EBMUD initiated a six-year East Bay I&I Study. The I&I Study outlined recommendations for a long-range sewer improvement program called the East Bay Infiltration/Inflow Correction Program (I/ICP). The I&I Study also specified schedules, which were called Compliance Plans, for each member of the East Bay Communities to complete various sewer rehabilitation projects specified in the I/ICP. These Compliance Plans were later incorporated into the cease and desist order for the East Bay Communities as compliance schedules.

The \$16.5 million I&I Study was funded under the Clean Water Grant Program with State and federal support paying about 87.5% of the costs. The original Compliance Plans, dated October 8, 1985, proposed a 20-year plan to implement the I/ICP to eliminate wet weather overflows from the East Bay Communities' collection systems up to the five-year storm event. The total program cost was estimated at \$304 million in 1985 dollars.

- f. *Joint Powers Agreement (JPA).* In order to address I&I problems in the East Bay Communities' wastewater collection systems, on February 13, 1979, the East Bay

Communities and EBMUD entered into a JPA under which EBMUD serves as administrative lead agency to conduct the East Bay I&I Study. The JPA was amended on January 17, 1986, to designate EBMUD as the lead agency during the initial five-year implementation phase of the East Bay I&I Study recommendations. The amended JPA also delegated authority to EBMUD to apply for and administer grant funds, to award contracts for mutually agreed upon wet weather programs, and to perform other related tasks. Programs developed under the JPA are directed by a Technical Advisory Board (TAB) composed of one voting representative from each of the East Bay Communities and EBMUD. In addition, one non-voting staff member of the Regional Water Board, the State Water Board, and U.S. EPA may participate in the TAB.

- g. *Cease and Desist Order.* In 1986, the Regional Water Board issued a cease and desist order (CDO) to the East Bay Communities including the City of Emeryville (Order No. 86-17, reissued with Order No. 93-134). This CDO requires the East Bay Communities to cease and desist discharging from their wastewater collection systems. In No. 86-17, the Regional Water Board accepted the proposed approach in the I/ICP and directed the I/ICP to focus on conducting activities that reduce impacts to public health. In 2009, the Regional Water Board amended the CDO for Oakland (Order No. R2-2009-0087) to require rehabilitation of sewer mains instead of construction of relief sewers. This was because relief sewers would not reduce I/I, and a long-term solution that significantly reduced excessive I/I was needed because EBMUD was no longer allowed to discharge from its WWFs. In 2011, the Regional Water Board rescinded the CDO for Stege Sanitary District, and the cities of Alameda, Albany, Berkeley, Emeryville, and Piedmont because these East Bay Communities had completed all work required by the CDO.
- h. *EBMUD's Wet Weather Program.* From 1975 to 1987, EBMUD underwent its own wet weather program planning, and developed a comprehensive Wet Weather Program. The objective of the Wet Weather Program was that EBMUD's WWFs would have the capacity to convey peak flows to EBMUD's system by the East Bay Communities' trunk sewers at the end of the I/ICP implementing period. EBMUD started implementing its Wet Weather Program in 1987. This involved the construction of three WWFs, two wet weather interceptors, new storage basins and pumping facilities, expansion of the main wastewater treatment plant, and elimination of two out of the seven designed wet weather overflow structures.
- i. *Updates to original I/ICP.* After receiving a notice from the Regional Water Board for issuing a new CDO in 1993, the East Bay Communities requested the opportunity to revise their Compliance Plans. The impetus of this revision stemmed from increased costs for implementing the original Compliance Plans. New technological developments and the inadequacy of other methods previously thought viable for sewer rehabilitation and relief line installation had increased the cost of the I/ICP from original cost estimates. The revised Compliance Plans incorporated the experience gained from the implementation of the I/ICP for the six years from 1987 to 1993 in order to better address the remaining I/ICP projects.

- j. *Extension to Original Compliance Plans.* The increase in project costs necessitated extensions of the schedules in the original Compliance Plans in order to minimize the impact on rate-payers. As a result, all members of the East Bay Communities except the Stege Sanitary District and the City of Emeryville submitted a revised Compliance Plan and Schedule in October 1993. In light of the increased costs, the Regional Water Board granted the Discharger and the cities of Albany, Alameda, Berkeley, and Piedmont a five (5) to ten (10) year extension to the original compliance schedules in the CDO's reissuance in October 1993.
- k. *2009 Permit and Lawsuits.* In November 2009, the Regional Water Board reissued the Discharger's permit, which included a new prohibition against the Discharger operating its collection system in a manner that causes or contributes to discharges from EBMUD's WWFs. The change was in response to State Water Board Order WQ 2007-0004, which held that the EBMUD's WWFs are subject to secondary treatment requirements. Thereafter, after consultation with EBMUD that secondary treatment is not possible at the WWFs, the Regional Water Board prohibited the discharges from the WWFs in Order No. R2-2009-0004. Shortly afterwards, U.S. EPA and the Regional and State Water Boards filed a lawsuit in January 2009 against EBMUD for discharges in violation of this prohibition based on EBMUD's immediate inability to comply. U.S. EPA also filed a separate lawsuit in December 2009 against the East Bay Communities for violations of their permits for sewer overflows and failure to properly operate and maintain their sewer systems in a manner that does not cause or contribute to discharges from the WWFs. The Regional and State Water Boards joined as plaintiffs in this lawsuit. San Francisco Baykeeper and Our Children's Earth intervened in the lawsuits, which resulted in partial remedies in the form of Stipulated Orders for Preliminary Relief.

The EBMUD Stipulated Order required EBMUD to, among other things, conduct flow monitoring on the satellite collection systems, adopt a regional private sewer lateral ordinance, implement an incentive program to encourage replacement of leaky private laterals, and develop an asset management template for managing wastewater collection systems. EBMUD had a number of studies conducted to provide the basis for developing many of the technical provisions of the EBMUD Stipulated Order. One conclusion of these studies was that, while the East Bay Communities had made significant progress in reducing I&I through the I/ICP and subsequent sewer pipe rehabilitation, it is unlikely that these projects would be sufficient to reduce flows from the East Bay Communities to the extent that discharges from the WWFs would be eliminated or significantly reduced. The cooperation of each community in the development and implementation of the programs specified above, along with repairing and rehabilitating their own wastewater collection systems, is critical to achieving the wet weather flow reductions within each system that is necessary to eliminate discharges from the WWFs.

The East Bay Communities Stipulated Order in 2011 required the communities to take certain interim steps to, in part, address excessive I/I from their collection

systems that contribute to discharges from the WWFs. EBMUD and the East Bay Communities have been performing work required under the Stipulated Orders.

- i. *2014 Consent Decree.* The EBMUD and East Bay Communities lawsuits were consolidated and on September 22, 2014, the court entered the Consent Decree, which includes the final remedy to achieve elimination of discharges at the WWFs. The requirements of the Consent Decree are described above.

#### **E. Planned Changes**

Under the Consent Decree, the Discharger will rehabilitate sewer main pipes and manholes, remove sources of I&I, conduct sewer CCTV inspections, clean its sewers, and continue to cooperate with EBMUD as it implements a private sewer lateral program. These actions are expected to reduce sanitary sewer overflows and I&I into the collection system, which will, in turn, reduce and ultimately eliminate discharges from EBMUD's WWFs.

### **III. APPLICABLE PLANS, POLICIES, AND REGULATIONS**

The requirements in the Order are based on the requirements and authorities described below.

#### **A. Legal Authorities**

This Order serves as WDRs pursuant to California Water Code article 4, chapter 4, division 7 (commencing with § 13260). This Order is also issued pursuant to federal Clean Water Act (CWA) section 402 and implementing regulations adopted by U.S. EPA and Water Code chapter 5.5, division 7 (commencing with § 13370). It shall serve as an NPDES permit for point source discharges from the named facilities to surface waters.

#### **B. California Environmental Quality Act**

Under Water Code section 13389, this action to adopt an NPDES permit is exempt from the provisions of the California Environmental Quality Act, Public Resources Code division 13, chapter 3 (commencing with § 21100).

#### **C. State and Federal Regulations, Policies, and Plans**

1. **Water Quality Control Plans.** The Regional Water Board adopted a Water Quality Control Plan for the San Francisco Bay (hereinafter Basin Plan) that designates beneficial uses, establishes water quality objectives, and contains implementation programs and policies to achieve those objectives for all waters addressed through the plan. In addition, the Basin Plan implements State Water Board Resolution No. 88-63, which established State policy that all waters, with certain exceptions, should be considered suitable or potentially suitable for municipal or domestic supply.

Common beneficial uses for central and lower San Francisco Bay, as identified in the Basin Plan, are:

**Basin Plan Beneficial Uses**

| Receiving Water   | Beneficial Uses  |
|---|--|
| Central and Lower San Francisco Bay and its Tributaries | Ocean, Commercial, and Sport Fishing (COMM)<br>Estuarine habitat (EST)<br>Industrial Service Supply (IND)<br>Marine Habitat (MAR), Fish Migration (MIGR)<br>Navigation (NAV)<br>Preservation of Rare and Endangered Species (RARE)<br>Water Contact Recreation (REC1)<br>Noncontact Water Recreation (REC2)<br>Shellfish Harvesting (SHELL)<br>Fish Spawning (SPWN)<br>Wildlife Habitat (WILD) |

2. **National Toxics Rule (NTR) and California Toxics Rule (CTR).** U.S. EPA adopted the NTR on December 22, 1992, and later amended it on May 4, 1995, and November 9, 1999. About forty criteria in the NTR applied in California. On May 18, 2000, U.S. EPA adopted the CTR. The CTR promulgated new toxics criteria for California and, in addition, incorporated the previously adopted NTR criteria that were applicable in the State. The CTR was amended on February 13, 2001. These rules contain water quality criteria for priority pollutants. Requirements of this Order are consistent with the NTR and CTR because discharges from the sewer collection system are prohibited.
  
3. **State Implementation Policy.** On March 2, 2000, the State Water Board adopted the *Policy for Implementation of Toxics Standards for Inland Surface Waters, Enclosed Bays, and Estuaries of California* (State Implementation Policy or SIP). The SIP became effective on April 28, 2000, with respect to the priority pollutant criteria promulgated for California by the U.S. EPA through the NTR and to the priority pollutant objectives established by the Regional Water Board in the Basin Plan. The SIP became effective on May 18, 2000, with respect to the priority pollutant criteria promulgated by the U.S. EPA through the CTR. The State Water Board adopted amendments to the SIP on February 24, 2005, that became effective on July 13, 2005. The SIP establishes implementation provisions for priority pollutant criteria and objectives and provisions for chronic toxicity control. Requirements of this Order are consistent with the SIP because discharges from the sewer collection system are prohibited.
  
4. **Antidegradation Policy.** Section 131.12 requires that the state water quality standards include an antidegradation policy consistent with the federal policy. The State Water Board established California's antidegradation policy in State Water

Board Resolution No. 68-16. Resolution No. 68-16 incorporates the federal antidegradation policy where the federal policy applies under federal law. Resolution No. 68-16 requires that existing water quality be maintained unless degradation is justified based on specific findings. The Basin Plan implements, and incorporates by reference, both the State and federal antidegradation policies. The permitted discharge must be consistent with the antidegradation provisions of section 131.12 and State Water Board Resolution No. 68-16. Because this Order does not allow any discharges, it is consistent with the antidegradation provisions of section 131.12 and State Water Board Resolution No. 68-16.

5. **Anti-Backsliding Requirements.** Sections 402(o)(2) and 303(d)(4) of the CWA and federal regulations at title 40, Code of Federal Regulations<sup>1</sup> section 122.44(l) prohibit backsliding in NPDES permits. These anti-backsliding provisions require that effluent limitations in a reissued permit must be as stringent as those in the previous permit, with some exceptions in which limitations may be relaxed. This Order is as stringent as the previous permit and there is no backsliding.
6. **Endangered Species Act Requirements.** This Order does not authorize any act that results in the taking of a threatened or endangered species or any act that is now prohibited, or becomes prohibited in the future, under either the California Endangered Species Act (Fish and Game Code §§ 2050 to 2097) or the federal Endangered Species Act (16 U.S.C.A. §§ 1531 to 1544). The Discharger is responsible for meeting all applicable Endangered Species Act requirements.

#### **D. Impaired Water Bodies on CWA 303(d) List**

In October 2011, U.S. EPA approved a revised list of impaired waters prepared pursuant to CWA section 303(d), which requires identification of specific water bodies where it is expected that water quality standards will not be met after implementation of technology-based effluent limitations on point sources. Where it has not done so already, the Regional Water Board plans to adopt Total Maximum Daily Loads (TMDLs) for pollutants on the 303(d) list. TMDLs establish wasteload allocations for point sources and load allocations for non-point sources and are established to achieve the water quality standards for the impaired waters. Because this Order prohibits discharge, a detailed discussion of the Regional Water Board's process of developing TMDLs, WLAs and resulting effluent limitations is, therefore, unnecessary.

#### **E. Other Plans, Policies and Regulations**

This Order is not based on any other plans, policies or regulations.

### **IV. RATIONALE FOR DISCHARGE PROHIBITIONS**

1. **Discharge Prohibition III.A (no sewer system discharges to Waters of the United States):** This prohibition is based on the CWA, which prohibits discharges of wastewater that does not meet secondary treatment standards as specified in 40 C.F.R. Part 133.

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<sup>1</sup> All further regulatory references are to title 40 of the Code of Federal Regulations unless otherwise indicated.

Additionally, the Basin Plan prohibits discharge of raw sewage or any waste failing to meet WDRs to any waters of the basin.

**2. Discharge Prohibition III.B (no sewer system discharges shall create a nuisance as defined in California Water Code Section 13050(m)):** This prohibition is based on California Water Code Section 13263, which requires the Regional Water Board to prescribe WDRs that prevent nuisance conditions from developing.

**3. Discharge Prohibition III.C (no discharge of chlorine, or any other toxic substance used for disinfection and cleanup of sewage spill to any surface water body):** The Basin Plan contains a toxicity objective stating, "All waters shall be maintained free of toxic substances in concentrations that are lethal to or produce other detrimental responses to aquatic organisms." Chlorine is lethal to aquatic life.

**4. Discharge Prohibition III.D (shall not cause or contribute to discharges from EBMUD's three WWFs):** Because excessive I&I has contributed to discharges of partially-treated wastewater at EBMUD's WWFs, in violation of NPDES permit CA0038440 and the CWA, this prohibition is necessary to ensure that the Discharger properly operates and maintains its wastewater collection system (40 C.F.R. Part 122.41(e)) so as to not cause or contribute to discharges from the WWFs and violations of the CWA.

This prohibition is based on 40 C.F.R. 122.41(e), which requires permittees to at all times properly operate and maintain all facilities, and the need for this specific prohibition results from a change in 2009 to the permit requirements for EBMUD's WWFs. The change involved prohibiting discharges from the WWFs because the discharge of partially-treated wastewater violates the CWA. A general requirement for proper operation and maintenance is specified in Attachment D of this permit; however, this prohibition is also necessary to specifically address the Discharger's excessive I/I into its collection system leading to discharges that violate the CWA. During wet weather, excessive I/I into the Discharger's wastewater collection system causes peak wastewater flows to EBMUD's system that EBMUD cannot fully store or treat. This in turn results in Discharger's and other Satellite Agencies' partially-treated wastewater to be discharged from the WWFs in violation of the CWA. Therefore, this specific prohibition is necessary to ensure that the Discharger properly operates and maintains its facilities to reduce I&I, and by doing so not cause or contribute to violations of the CWA. The Consent Decree sets forth a time schedule and work obligations for the Discharger so that it may come into compliance with this prohibition and also contains stipulated penalties for failure to conduct the required work.

## V. RATIONALE FOR RECEIVING WATER LIMITATIONS

Because this Order prohibits discharge, it does not allow for any impact on receiving waters. As such, the Order does not include receiving water limitations.

## VI. RATIONALE FOR MONITORING AND REPORTING REQUIREMENTS

40 C.F.R. 122.48 requires that all NPDES permits specify requirements for recording and reporting monitoring results relating to compliance with effluent limitations. Because this Order prohibits discharges from the wastewater collection system, there are no effluent

limitations. Consistent with General Waste Discharge Requirements for Sanitary Sewer Systems (Order No. 2006-0003-DWQ), as amended by Monitoring and Reporting Program Order No. WQ 2013-0058-EXEC, the Discharger must still notify the Regional Water Board and submit a written report if discharges occur in violation of Prohibitions III.A-C.

## **VII. RATIONALE FOR PROVISIONS**

### **A. Standard Provisions**

Attachment D contains standard provisions that apply to all NPDES permits in accordance with 40 C.F.R. 122.41 and additional conditions applicable to specific categories of permits in accordance with 40 C.F.R. 122.42. The Discharger must comply with these provisions. The conditions set forth in 40 C.F.R. 122.41(a)(1) and (b) through (n) apply to all state-issued NPDES permits and must be incorporated into the permits either expressly or by reference.

### **B. Special Provisions**

#### **1. Proper Sewer System Management and Reporting, and Consistency with Statewide Requirements**

This provision is to explain the Order's requirements as they relate to the Discharger's collection system and to promote consistency with the State Water Board's General Waste Discharge Requirements for Sanitary Sewer Systems (Order No. 2006-0003-DWQ), as amended by Monitoring and Reporting Program Order No. WQ 2013-0058-EXEC.

The General Order requires public agencies that own or operate sanitary sewer systems with greater than one mile of pipes or sewer lines to enroll for coverage under the General Order. The General Order requires agencies to develop sanitary sewer management plans and report all sanitary sewer system discharges, among other requirements and prohibitions. Furthermore, the General Order contains requirements for operation and maintenance of collection systems and for reporting and mitigating sewer system discharges. The Discharger must comply with both the General Order and this Order.

### **C. PUBLIC PARTICIPATION**

The Regional Water Board is considering the issuance of WDRs that will serve as an NPDES permit for the Discharger's wastewater collection system. As a step in the WDR adoption process, the Regional Water Board staff has developed tentative WDRs. The Regional Water Board encourages public participation in the WDR adoption process.

#### **A. Notification of Interested Parties**

The Regional Water Board notified the Discharger and interested agencies and persons of its intent to prescribe WDRs for the discharge and provided an opportunity to submit written comments and recommendations. Notification was provided through the

Oakland Tribune. The public had access to the agenda and any changes in dates and locations through the Regional Water Board's website at <http://www.waterboards.ca.gov/sanfranciscobay>.

## **B. Written Comments**

Interested persons are invited to submit written comments concerning the tentative WDRs as explained through the notification process. Comments are due either in person or by mail at the Regional Water Board office at 1515 Clay Street, Suite 1400, Oakland, California 94612, to the attention of Robert Schlipf.

To be fully responded to by staff and considered by the Regional Water Board, written comments must be received at the Regional Water Board offices by 5:00 p.m. on **October 1, 2014**.

## **C. Public Hearing**

The Regional Water Board will hold a public hearing on the tentative WDRs during its regular Board meeting on the following date and time and at the following location:

Date: November 12, 2014  
Time: 9:00 a.m.  
Location: Elihu Harris Office Building  
1515 Clay Street, 1st Floor Auditorium  
Oakland

Interested persons are invited to attend. At the public hearing, the Regional Water Board will hear testimony, if any, pertinent to the discharge, WDRs, and permit. Oral testimony will be heard; however, for accuracy of the record, important testimony should be in writing.

Please be aware that dates and venues may change. Our Web address is [www.waterboards.ca.gov/sanfranciscobay/](http://www.waterboards.ca.gov/sanfranciscobay/) where you can access the current agenda for changes in dates and locations.

## **D. Waste Discharge Requirements Petitions**

Any aggrieved person may petition the State Water Board to review the Regional Water Board decision regarding the final WDRs. The State Water Board must receive the petition at the following address within 30 calendar days of the Regional Water Board action:

State Water Resources Control Board  
Office of Chief Counsel  
P.O. Box 100, 1001 I Street  
Sacramento, CA 95812-0100

For instructions on how to file a petition for review, see [http://www.waterboards.ca.gov/public\\_notices/petitions/water\\_quality](http://www.waterboards.ca.gov/public_notices/petitions/water_quality).

### **E. Information and Copying**

The Report of Waste Discharge, related supporting documents, and comments received are on file and may be inspected at the address above at any time between 9:00 a.m. and 5:00 p.m., Monday through Friday. Copying of documents may be arranged by calling (510) 622-2300.

### **F. Register of Interested Persons**

Any person interested in being placed on the mailing list for information regarding the WDRs and NPDES permit should contact the Regional Water Board, reference the Facility, and provide a name, address, and phone number.

### **G. Additional Information**

Requests for additional information or questions regarding this order should be directed to Robert Schlipf at (510) 622-2478 or [Robert.Schlipf@waterboards.ca.gov](mailto:Robert.Schlipf@waterboards.ca.gov).

**EXHIBIT B**

REQUEST TO PREPARE RECORD OF PROCEEDING TO REGIONAL BOARD

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December 12, 2014

Bruce H. Wolfe, Executive Officer  
California Regional Water Quality Control Board,  
San Francisco Region  
1515 Clay Street, Suite 1400  
Oakland, CA 94612

**RE: Request for Preparation of the Administrative Record Concerning Adoption of  
Order No. R2-2014-0049 (NPDES Permit for the City of Oakland)**

Dear Mr. Wolfe:

On November 12, 2014, the Regional Water Quality Control Board, San Francisco Bay Region (“Regional Board”) adopted Order No. R2-2014-0049, Waste Discharge Requirements for the City of Oakland (“Permittee”) Sanitary Sewer Collection System. The Order is also National Pollutant Discharge Elimination System Permit No. CA0038512 (“Permit”). The Permittee intends to file a Petition for Review of the Order and the Permit.

With this letter, the Permittee is respectfully requesting that the Regional Board prepare and deliver to the undersigned the full administrative record and proceedings related to the Permit (“Administrative Record”). The Permittee requests that the Administrative Record for the Permit include, but not be limited to, the following documents:

- (1) a copy of the tape recordings, transcripts and/or notes regularly made during each and every public meeting at which the Permit, or proposed related actions, were or should have been considered, discussed, acted upon, approved or included on the public agenda;
- (2) the agendas and minutes of any public meeting or hearing at which the Permit, or proposed related actions, were or should have been considered, discussed, acted upon, or approved;
- (3) a copy of all draft and tentative versions of the Permit;

- (4) a copy of the Permit as adopted;
- (5) any and all documents or other evidence, regardless of authorship, relied upon, relating to, or used to formulate the requirements contained in any draft, tentative, or adopted version of the Permit;
- (6) any and all documents received by the Regional Board from the Permittee or its employees, agencies, consultants, or attorneys pertaining to the draft, tentative, or adopted versions of the Permit;
- (7) any and all documents received by the Regional Board from any individual, company, partnership, corporation, agency, trade organization, and/or government entity (other than the Permittee), pertaining to the draft, tentative or adopted versions of the Permit;
- (8) any document or material incorporated by reference by the Permittee, an individual, company, partnership, corporation, agency, trade organization, and/or government entity in any document submitted to the Regional Board pertaining to the draft, tentative or adopted version of the Permit;
- (9) any record of any type of communication among members or staff of the Regional Board, or between or among the Regional Board or its staff and other persons or agencies pertaining to the draft, tentative or adopted versions of the Permit.

**It should be noted that the Petition to be filed on behalf of the Permittee does request that the matter be held in abeyance until further notice.** Therefore, provided that the State Board agrees to hold the Permittee's petition in abeyance, preparation of the Administrative Record need not need commence unless and until the Permittee's petition is taken out of abeyance.

Thank you for your cooperation in this matter.

Very truly yours,



Marilee J. Allan

Enclosure

Cc: Celso D. Ortiz, Esq.