



# California Regional Water Quality Control Board San Diego Region



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January 27, 2011

**CERTIFIED MAIL – RETURN RECEIPT REQUESTED**  
Article Number: 7010 1060 0000 4952 7334

Mr. Anthony J. Pack  
Eastern Municipal Water District  
P.O. Box 8300  
Perris, California 92572-8300

**In reply refer to:**  
Place ID:263145:cmeans

Dear Mr. Pack:

**ADOPTION OF ORDER NO R9-2011-0010 ADMINISTRATIVE CIVIL LIABILITY  
AGAINST EASTERN MUNICIPAL WATER DISTRICT FOR VIOLATIONS OF ORDER  
NO. R9-2000-0165**

Enclosed find Order No. R9-2011-0010, for Administrative Civil Liability (Order) against Eastern Municipal Water District adopted on January 12, 2011 by the California Regional Water Quality Control Board, San Diego Region (San Diego Water Board).

As required by Order No. R9-2011-0010, your payment of \$353,200 is payable to the State Water Resources Control Board and should be submitted to the San Diego Water Board at the address on this letterhead within thirty days of the date of adoption. Failure to pay the full amount of liability assessed by the San Diego Water Board will result in the matter either being referred to the Attorney General's office or the State Water Board for collection

In the subject line of any response, please include the requested "In reply refer to:" information located in the heading of this letter. For questions pertaining to the subject matter, please contact Christopher Means at (858) 637-5581 or by e-mail at [cmeans@waterboards.ca.gov](mailto:cmeans@waterboards.ca.gov).

Respectfully,

DAVID W. GIBSON  
Executive Officer

DWG;jh:jmn

Enclosure: 1. ACL Order No. R9-2011-0010

CIWQS: Enforcement ID 374160 Place: 263145 Party: 309528
-------------------------------------------------------------------

cc via email (w/enclosures):

David Gibson, San Diego Water Board, DGibson@waterboards.ca.gov

David Barker, San Diego Water Board, DBarker@waterboards.ca.gov

Catherine Hagan, Office of Chief Counsel, CHagan@waterboards.ca.gov

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Al Javier, Eastern Municipal Water District, javiera@emwd.org

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Matt Riha, Riverside County Department of Environmental Health, mriha@co.riverside.ca.us

Luis Ledesma, USMC Camp Pendleton, luis.ledesma@usmc.mil

Fred Edgecomb, Rancho California Water District, edgecomb@ranchowater.com

Aldo Licitra, City of Temecula, aldo.licitra@cityoftemecula.org

**CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD  
SAN DIEGO REGION**

**ORDER NO. R9-2011-0010**

**ADMINISTRATIVE ASSESSMENT OF CIVIL LIABILITY  
AGAINST  
EASTERN MUNICIPAL WATER DISTRICT  
TEMECULA VALLEY REGIONAL WATER RECLAMATION FACILITY  
FOR  
VIOLATIONS OF ORDER NO. R9-2000-0165  
DISCHARGE OF SEWAGE INTO MURRIETA CREEK**

The California Regional Water Quality Control Board, San Diego Region (San Diego Water Board) having held a public hearing on January 12, 2011, to hear evidence and comments on the allegations contained in Administrative Civil Liability Complaint R9-2010-0085, dated July 23, 2010, and deliberating on the evidence presented at the public hearing and in the record, after determining the allegations contained in the Complaint to be true, having provided public notice thereof and not less than thirty (30) days for public comment and on the recommendation for administrative assessment of Civil Liability in the amount of \$524,800 finds as follows:

1. Eastern Municipal Water District (EMWD) owns and operates the Temecula Valley Regional Water Reclamation Facility (TVRWRF) located at 42565 Avenida Alvarado, Temecula, California.
2. EMWD is required to operate and maintain the TVRWRF in compliance with requirements of San Diego Water Board Order No. R9-2000-0165, *Waste Discharge Requirements for Eastern Municipal Water District Temecula Valley Regional Water Reclamation Facility Riverside County, as amended*.
3. Section 301 of the Clean Water Act (33 U.S.C. § 1311) and Water Code section 13376 prohibit the discharge of pollutants to surface waters except in compliance with a National Pollutant Discharge Elimination System (NPDES) permit. San Diego Water Board Order No. R9-2000-0165 is not an NPDES permit.
4. Prohibition A.1 of Order No. R9-2000-0165 states "Discharges of waste to lands which have not been specifically described in the Report of Waste Discharge and for which valid waste discharge requirements are not in force are prohibited."
5. Prohibition A.2 of Order No. R9-2000-0165 states "Neither the treatment, storage nor disposal of waste shall create a pollution, contamination or nuisance, as defined by section 13050 of the California Water Code."

6. Prohibition A.3 of Order No. R9-2000-0165 states "Discharges of treated or untreated solid or liquid waste to a navigable water or tributary of a navigable water are prohibited unless authorized by a NPDES permit issued by the appropriate Regional Board."
7. Prohibition A.4 of Order No. R9-2000-0165 states "The discharge shall not cause a violation of the prohibitions contained in the Basin Plan."
8. On December 25 - 26, 2009, EMWD discharged approximately 1.6 million gallons of untreated raw sewage from the head works structure of the TVRWRF into Murrieta Creek, a water of the State of California and a navigable water of the United States, its tributary waters and land. In response to this event the San Diego Water Board issued Investigative Order No. R9-2010-0009 to the EMWD on February 1, 2010, alleging violations of Prohibitions A.1, A.2, A.3 and A.4 of Order No. R9-2000-0165. On July 23, 2010, after investigating the spill and reviewing the information submitted by EMWD, the San Diego Water Board issued Administrative Civil Liability Complaint No. R9-2010-0085 in the amount of \$1,035,310 to EMWD for violating Order No. R9-2000-0165, Federal Clean Water Act section 301, and Water Code section 13376.
9. On September 3, 2010 EMWD presented new evidence to the San Diego Water Board and requested that the original estimated sewage discharge of 2.39 million gallons be revised downward. The information provided by EMWD justifies a reduction in the estimated discharge volume to 1.6 million gallons.
10. Issuance of the Order is an enforcement action taken by a regulatory agency and is exempt from the provision of the California Environmental Quality Act (CEQA) (Pub. Resources Code, § 21000 et seq.) pursuant to section 15321(a)(2), Chapter 3, Title 14 of the California Code of Regulations. This action is also exempt from the provisions of CEQA in accordance with section 15061(b)(3) of Chapter 3, Title 14 of the California Code of Regulations because it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment.
11. Water Code section 13350 provides that any person who violates any waste discharge requirement issued by a Regional Water Board shall be civilly liable. Water Code section 13350(e)(2) provides that civil liability on a per gallon basis may not exceed \$10 for each gallon of waste discharged.

12. The amount of discretionary assessment proposed is based upon consideration of factors contained in Water Code section 13327. Section 13327 specifies the factors that the San Diego Water Board shall consider in establishing the amount of discretionary liability for the alleged violations, which include: the nature, circumstance, extent, and gravity of the violations, the ability to pay, the effect on ability to continue in business, prior history of violation, the degree of culpability, economic benefit or savings, if any, resulting from the violation, and other matters as justice may require.
13. The penalty calculation methodology within section VI of the Water Quality Enforcement Policy (set forth in Exhibit 1) supports the administrative assessment civil liability against the EMWD in the amount of \$353,200 for the discharge of untreated sewage to Murrieta Creek, its tributary waters and land, on December 25-26, 2009.
14. The San Diego Water Board incurred costs of \$10,000 to prosecute the enforcement action; the costs include investigation, preparation of enforcement documents, communicating with EMWD and preparation of materials for public review and hearing.

**IT IS HEREBY ORDERED**, pursuant to Water Code section 13350, that civil liability be imposed upon EMWD in the amount of \$353,200 for the discharge of untreated sewage to Murrieta Creek, its tributary waters and land, on December 25-26, 2009 in violation of Water Code section 13376.

1. EMWD shall submit a check to the San Diego Water Board in the amount of three hundred and fifty three thousand two hundred dollars (\$353,200) payable to the "State Water Resources Control Board" for deposit into the Waste Discharge Permit Fund within thirty (30) days of adoption of this Order.
2. Fulfillment of the EMWD's obligations under this Order constitutes full and final satisfaction of any and all liability for each allegation in Complaint No. R9-2010-0085.
3. The Executive Officer is authorized to refer this matter to the Office of the Attorney General for collection or other enforcement if EMWD fails to comply with payment of the liability as detailed in paragraph 1.

I, David W. Gibson, Executive Officer, do hereby certify that the foregoing is a full, true and correct copy of an Order imposing civil liability assessed by the California Regional Water Quality Control Board, San Diego Region on January 12, 2011.



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DAVID W. GIBSON  
Executive Officer

Exhibit 1: Penalty Methodology Decisions ACL Order No. R9-2011-0010

Place ID: 263145  
Reg. Msr: 374160

Step 1: Potential Harm Factor				
Violations	Harm/Potential Harm to Beneficial Uses [0 - 5]	Physical, Chemical, Biological or Thermal Characteristics [0 - 4]	Susceptibility to Cleanup or Abatement [0 or 1]	Total Potential for Harm [0 - 10]
Sewage Spill	2	3	0	5

Step 2: Assessments for Discharge Violations						
Violations	Per Gallon Factor					Statutory or Policy Max per Gallon [ \$ ]
	Potential for Harm [0 - 10]	Deviation from Requirement [ minor, moderate, major ]	High Volume Discharges [ yes / no ]	Gallons Discharged	Total Per Gallon Factor	
Sewage Spill	5	moderate	yes	1,600,000	0.1	\$2.00

  

Violations	Per Day Factor				Statutory Max per Day [ section 13xxx ]
	Potential for Harm [0 - 10]	Deviation from Requirement [ minor, moderate, major ]	Total Per Day Factor	Days of Violation	
n/a	n/a	n/a	n/a	n/a	n/a

Step 3: Per Day Assessments for Non-Discharge Violations					
Violations	Per Day Factor				Statutory/ Adjusted Max [ section 13xxx ]
	Potential for Harm [ minor, moderate, major ]	Deviation from Requirement [ minor, moderate, major ]	Total Per Day Factor	Days of Violation	
n/a	n/a	n/a	n/a	n/a	n/a

<b>Initial Liability From Steps 1 - 3</b>	\$320,000.00
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Step 4: Adjustments					
Violations	Culpability [0.5 - 1.5]	Cleanup and Cooperation [0.75 - 1.5]	History of Violations	Multiple Violations (Same Incident)	Adjusted Days of Violation
Sewage Spill	1.3	0.75	1.1	yes	n/a

<b>Step 5: Total Base Liability Amount</b>
(Per day Factor x statutory maximum) x (Step 4 Adjustments)
\$343,200

<b>Step 6: Ability to Pay / Continue in Business</b>
[ Yes, No, Partly, Unknown ]
yes

<b>Step 7: Other Factors as Justice May Require</b>	
Costs of Investigation and Enforcement	Other
\$10,000	n/a

<b>Step 8: Economic Benefit</b>
\$24,654

<b>Step 9: Maximum and Minimum Liability Amounts</b>		
Violation 1	Minimum	Maximum
	\$27,199	\$16,000,000

<b>Step 10: Final Liability Amount</b>
(total base liability) + (other factors)
\$353,200

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- 2 Print your name and address on the reverse so that we can return the card to you.
- 3 Attach this card to the back of the mailpiece, or on the front if space permits.

Article Addressed to:

Mr Anthony J. Pack  
 Eastern Municipal Water District  
 P.O. Box 8300  
 Tenceloa, CA 92572-8300

**COMPLETE THIS SECTION ON DELIVERY**

A. Signature  Agent  
 Addressee  
**X**

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 If YES, enter delivery address below:  No

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S Form 3811, February 2004 /-27 Domestic Return Receipt *C. Meane* 102595-02-M-1540

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Sent To *Anthony J. Pack / Eastern Municipal Water District*  
 Street, Apt. No., or PO Box No. *P.O. Box 8300*  
 City, State, ZIP+4 *TENCELOA, CA 92572-8300*

PS Form 3800 August 2006 See Reverse for Instructions