

Because there is no noticeable effect of the outfall, the contribution of the discharge is minimal.

Total PCBs. Figure A-55 summarizes the average concentration of total PCBs in rockfish and scorpionfish muscle, during October, from 1995 through 2006. There is no spatial or temporal pattern in total PCB concentrations in muscle that suggests an outfall-related effect. During the most recent discharge period (2001-2006), the annual average concentration of total PCBs ranged from 1.50 to 31.67 ug/kg ww at nearfield station RF1 (total n=18) and 3.00 to 37.25 ug/kg ww at farfield station RF2 (total n=16). These concentrations are generally below the EPA screening values of 80. and 20. ug/kg ww, but often above the OEHHA fish contaminant goal of 3.6 ug/kg ww. These values are usually below OEHHA advisory tissue levels based on non-cancer risk using an 8 ounce serving size (prior to cooking) once or more per week (Klasing and Brodberg, 2008).

From 2002 through 2006, total PCB concentrations in the Point Loma WTP effluent are reported as "not detected" (228 of 228 samples) where the method detection limit ranges from 2 to 4 ug/l, based on the measured Arochlor. EPA concludes that these method detection limits need to be lowered in order to achieve 40 CFR 136 levels and to further quantify actual mass emissions of PCBs from the PLOO to the region. However, neither the applicant's nor EPA's method detection limits are low enough to evaluate the applicant's ability to achieve compliance, following initial dilution, with California Ocean Plan Table B water quality objectives for total PCBs.

Because there is no noticeable effect of the outfall, the contribution of the discharge is minimal.

Based on this review of fish liver and muscle tissues, EPA finds that the improved modified discharge will comply with California Ocean Plan water quality objectives for biological characteristics of ocean waters. EPA concludes that the improved modified discharge will allow for the attainment or maintenance of water quality which allows for recreational activities (fishing) beyond the zone of initial dilution.

b. Water Contact Recreation

Under 40 CFR 125.62(d), the applicant's modified discharge must allow for the attainment or maintenance of water quality which allows for recreational activities beyond the zone of initial dilution. The requirement to protect recreational activities applies beyond the zone of initial dilution, in both federal and State waters. This section of the TDD discusses the EPA-approved water quality standards that apply in State waters and the recreational activities and 304(a)(1) water quality criteria that apply in federal waters beyond the zone of initial dilution. The applicant's monitoring and laboratory data are reviewed to assess whether the improved modified discharge will protect recreational activities.

State Waters

Within State waters off Point Loma, most water contact recreational activities are centered around the Point Loma kelp beds and in nearshore waters. The shoreline along the southern portion of Point Loma is predominantly on a military reservation (Fort Rosecrans) and the extreme southern portion of the peninsula is within the Cabrillo National Monument. Shoreline access in these areas is limited to designated tidepool areas within the boundaries of the national monument.

The State Water Resources Control Board (State Water Board) has established bacteriological standards in ocean waters of the State used for water contact recreation. Ocean waters are the territorial marine waters of the State as defined by California law. The outer limit of territorial seas generally extends offshore to 3 nautical miles. "Water Contact Recreation" or "REC-1" is a beneficial use of the State and is defined to include uses of water for recreational activities involving body contact with water where ingestion of water is reasonably possible; these uses include, but are not limited to, swimming, wading, water-skiing, skin and SCUBA diving, surfing, white water activities, fishing, and use of natural hot springs. "REC-1" is designated as an existing beneficial use of coastal waters named the Pacific Ocean, in the California Ocean Plan and Regional Water Quality Control Plan for the San Diego Region (San Diego RWQCB, 1994).

CWA sections 303(i) and 502(21), together require the adoption of water quality criteria for all coastal waters designated by States for use for swimming, bathing, surfing, or similar water contact activities, even if, as a factual matter, the waters designated for swimming are not frequently or typically used for swimming (69 Fed. Reg. 67219-20, 67222, November 16, 2004). Consistent with this requirement, on November 16, 2004, EPA promulgated recreational water quality criteria for coastal waters in cases where States had failed to do so; these criteria apply where States have designated coastal waters for water contact recreation, but do not have in place EPA-approved bacteria criteria that are as protective as EPA's 1986 recommended 304(a)(1) criteria for bacteria (69 Fed. Reg. 67218, November 16, 2004). This promulgation applies the criteria at 40 CFR 131.41(c)(2) to waters designated marine coastal recreational waters in California, excluding the Los Angeles Regional Water Quality Control Board (69 Fed. Reg. 67243, November 16, 2004). In 2005, the State Water Board adopted revised bacteria criteria for ocean waters of the State. Effective February 14, 2006, the revised California Ocean Plan specifies that within the zone bounded by the shoreline and 1,000 feet from the shoreline or the 30-foot depth contour (whichever is further) and in areas outside this zone used for water contact sports as determined by the Regional Water Board (i.e., waters designated as REC-1), including kelp beds, the bacterial objectives in Table 25 shall be maintained throughout the water column. The State has excluded the initial dilution zone for wastewater outfalls.

Table 25. Bacterial water quality objectives in the California Ocean Plan for State waters designated REC-1.

Indicator	30-day Geometric Mean (per 100 ml)	Single Sample Maximum (per 100 ml)
Total coliform	1,000	10,000
Fecal coliform	200	400
Total coliform when fecal coliform:total coliform ratio > 0.1		1,000
Enterococcus	35	104

Federal Waters

EPA has developed 304(a)(1) ambient water quality criteria for bacteria which are recommended to protect people from gastrointestinal illness for primary contact recreation, or similar full body contact activities, in marine recreational waters (*Ambient Water Quality Criteria for Bacteria—1986*, EPA 440/5-84-002, 1986), but EPA has not directly promulgated water quality standards for marine recreational activities in federal waters located offshore beyond 3 nautical miles. For these waters, the water use is defined by the CWA section 101(a)(2) interim goal to provide water quality for recreation in and on the water, wherever attainable. EPA describes the “primary contact recreation” use as protective when the potential for ingestion of, or immersion in, water is likely. Activities usually include swimming, water-skiing, skin-diving, surfing, and other activities likely to result in immersion (*Water Quality Standards Handbook*, EPA-823-B-94-005a, 1994). Therefore, EPA has reviewed the actual uses of federal waters surrounding the Point Loma Ocean Outfall to determine where such activities occur. Where such uses occur, they are protected by EPA’s water quality criteria for bacteria in Table 26.

Table 26. 304(a)(1) ambient water quality criteria for bacteria in federal waters where primary contact recreation occurs.

Indicator	30-day Geometric Mean (per 100 ml)	Single Sample Maximum (per 100 ml)
Enterococci	35	104 for designated bathing beach
		158 for moderate use
		276 for light use
		501 for infrequent use

Volume V, Appendix G, of the application describes water contact recreational activities occurring in ocean waters off Point Loma and at shoreline, kelp bed, and offshore water quality monitoring stations. In Appendix G, Table 19 shows where water contact recreation takes place off Point Loma, based on the City’s recreational use assessment and record of visual observations during monitoring events. In the vicinity of the Point Loma discharge, the applicant has documented no federally-defined primary contact recreational activities occurring in waters beyond 3 nautical miles; therefore, EPA has

determined that federal waters beyond the zone of initial dilution are not currently required to achieve the 304(a)(1) water quality criteria for bacteria. However, within 3 nautical miles of the shoreline, the applicant's improved modified discharge must achieve California Ocean Plan bacteriological standards for water contact recreation throughout the water column.

Data Assessment

Under its existing NPDES permit, the City conducts the required monitoring for bacteria indicators (enterococcus, fecal coliforms, and total coliforms) at 52 stations shown in Figure A-3. Quarterly monitoring is conducted at a grid of 33 offshore stations located along the 98, 80, and 60 meter contours (at depths of 1, 25, 60, 80 and 98 meters below the surface); and at 3 offshore stations located along the 18 meter contour (at depths of 1, 12 and 18 meters). Five times per month, monitoring is conducted at 5 kelp bed stations located along the 18 meter contour (at depths of 1, 12 and 18 meters) and at 3 kelp bed stations located along the 9 meter (30 foot) contour (at depths of 1, 3 and 9 meters). Weekly monitoring is conducted at 8 shoreline stations. EPA evaluated the applicant's monitoring results from June 2003 through July 2007 for shoreline and kelp bed stations, and from October 2003 through July 2007 for offshore stations.

The water depth at the outer edge of the kelp bed lying inshore from the Point Loma outfall is about 16 to 17 meters and the water depth at the outer edge of the San Diego bight (along an extension of the Point Loma coastline) is about 40 to 45 meters. Based on dilution modeling for the wastewater plume using time series data, the height-of-rise to the average level of minimum dilution varies from about 20 to 31 meters above the bottom, corresponding to water depths of 62 to 74 meters. The height-of-rise to the average top of the wastefield varies from about 30 to 40 meters above the bottom, corresponding to water depths of about 54 to 64 meters. The maximum height-of-rise to the top of the wastefield during a month varies from about 50 to 64 meters above the bottom, corresponding to depths of about 30 to 44 meters. Figure O-16 in Volume VIII, Appendix O, of the application.

As shown in Table B-9, single sample maximum bacterial objectives at shoreline stations exhibit low exceedance rates (less than 4 percent). As shown in Tables B-10, geometric mean bacterial objectives at shoreline stations exhibit low exceedance rates (less than 2 percent). The applicant attributes these exceedances to surface runoff rather than the outfall plume. EPA agrees with this conclusion because of the lack of elevated concentrations at stations in the kelp bed and because modeling and monitoring results indicate that the outfall plume remains submerged in the offshore zone.

As shown in Tables B-11 through B-14, single sample maximum bacterial objectives at kelp bed stations exhibit very low exceedance rates at all depths (less than 1 percent). As shown in Tables B-15 through B-17, geometric mean bacterial objectives at kelp bed stations exhibit low exceedance rates at all depths (less than 1 percent). Exceedances are more likely observed at or within 3 meters of the surface rather than at the bottom, or at outer kelp bed station mid-depths. The applicant attributes most of these exceedances to

storm events, rather than the outfall plume. EPA agrees with this conclusion because modeling and monitoring results indicate that the outfall plume remains submerged in the offshore zone, generally at water depths greater than 20 meters.

The 4.5 mile long PLOO discharges beyond the 3 nautical mile outer limit of the territorial seas. In Volume IV, Appendix C, of the application, Table C-5 summarizes bacteriological data from offshore stations within State waters that are not located in the Point Loma kelp bed. As summarized by the applicant, these offshore stations (at all water depths) achieved compliance with recreational water contact standards from 92 to 98 percent of the time, with exceedances typically limited to samples collected from water depths below 40 meters.

EPA also evaluated the raw data for bacteria indicators submitted with the application. As shown in Tables B-18 through B-21, single sample maximum bacterial objectives at offshore stations within State waters exhibit a low summary exceedance rate (less than 6 percent). At the subset of offshore stations in State waters located along the 80 and 60 meter contours, exceedances are limited to water depths below 25 meters, except at stations F18 and F09 where exceedance rates from the surface to water depths of 25 meters are less than 7 percent. As shown in Tables B-22 through B-24, geometric mean bacterial objectives at offshore stations within State waters exhibit a summary exceedance rate of less than 10 percent. At the subset of offshore stations in State waters located along the 80 and 60 meter contours, exceedances are limited to water depths below 25 meters, except at stations F18, F12, F10, F09, and F06 where exceedance rates from the surface to water depths of 25 meters are generally less than 8 percent.

Both the applicant and EPA compared maximum receiving water bacteriological concentrations from these offshore stations (at depth) with California Ocean Plan water quality objectives to determine the degree of reduction in indicator organisms discharged through the PLOO that is needed to achieve 100 percent compliance with California Ocean Plan water contact standards at all offshore station locations and depths within 3 nautical miles (Tables B-25 through B-27). Based on an evaluation of this data (Table C-6 in Volume IV, Appendix C, of the application), the City concluded that a 2.1-logarithm (approximately 99 percent) reduction of total coliform indicator organisms would ensure that the Point Loma discharge complies with bacteriological water quality standards at all locations and depths within State waters. Based on review and analysis of all offshore station data provided by the applicant, EPA believes the applicant's conclusion is conservative and, therefore provides reasonable assurance of compliance with these standards.

Initial bench-scale laboratory tests, conducted by the applicant, show that a 2.1-log reduction of indicator organisms in the Point Loma effluent can be achieved by a sodium hypochlorite dose rate of 7 mg/l. Other studies show that this dose rate will be consumed in the PLOO and will not lead to non-compliance with Table B water quality objectives in the California Ocean Plan (e.g., total chlorine residual, chloroform, chloromethane, dichloromethane, chlorodibromomethane, dichlorobromomethane, chlorinated phenolic

compounds, toxicity, etc.). Facilities currently exist at the Point Loma WTP site for storing and handling sodium hypochlorite. Volume IV, Appendix D, of the application.

The 2007 application is based on an improved discharge, as defined at 40 CFR 125.58(i), and incorporates effluent disinfection to achieve these California Ocean Plan standards in State waters prior to permit reissuance. On November 13, 2007, the City submitted a request to the Regional Water Board to initiate operation of prototype effluent disinfection facilities to achieve compliance with bacteriological water quality standards in State waters. On August 13, 2008, the Regional Water Board approved modifications associated with operation of the City's proposed prototype effluent disinfection facilities at Point Loma WTP. The City began adding sodium hypochlorite to the effluent discharge on September 3, 2008.

Based on this review, EPA finds that the improved modified discharge will meet bacterial water quality standards in State waters. EPA also finds that federal waters are not required to achieve the 304(a)(1) water quality criteria for bacteria because federally-defined primary contact recreational activities are not occurring in waters beyond 3 nautical miles. The reissued permit will require the City to record and report any primary contact recreational activities observed in federal waters, during offshore water quality monitoring surveys. The Regional Water Board and EPA conduct routine reviews of the City's discharge monitoring reports to assess compliance with the existing permit and water quality standards. EPA concludes that the improved modified discharge will allow for the attainment or maintenance of water quality which allows for recreational activities beyond the zone of initial dilution, including, without limitation, swimming, diving, picnicking, and sports activities along shorelines and beaches.

5. Additional Requirements for Improved Discharge

Under 40 CFR 125.62(e), an application for a 301(h)-modified permit on the basis of an improved discharge must include a demonstration that such improvements have been thoroughly planned and studied and can be completed or implemented expeditiously; detailed analyses projecting changes in average flow rates and composition of the discharge which are expected to result from proposed improvements; an assessment of the current discharge required by 40 CFR 125.62(a) through (d); and a detailed analysis of how the planned improvements will comply with 40 CFR 125.62(a) through (d).

Under Part A.11 of EPA Form 3510-A2, Description of Treatment, the applicant states that effluent disinfection is being implemented and will be operational prior to renewal of the NPDES permit. The applicant also states that dechlorination is not necessary, as chlorine residual is consumed during outfall transport. Under Part B.5 of EPA Form 3510-A2, the applicant explains that chlorination is being implemented to ensure compliance with California Ocean Plan recreational body-contact standards throughout the water column in State-regulated waters.

Volume IV (Appendices A, C, and D) and Volume VIII (Appendix U) of the application describe the City's proposal for an improved discharge. The City is proposing to

implement effluent disinfection at the Point Loma WTP to achieve a 2.1 log reduction of indicator organisms in the effluent and has developed a prototype disinfection plan, as documented in Appendix D. A 7 mg/l dose rate of 12 percent sodium hypochlorite solution will be applied in the effluent channel and the outfall transport time will provide the contact time needed to achieve a 2.1 log reduction and zero chlorine residual as the effluent enters the outfall diffuser. There is a travel time of about five minutes between the feed point and the effluent sample point, to evaluate effluent compliance with NPDES permit requirements. Initial studies conducted by the applicant show that levels of chlorination byproducts and whole effluent toxicity will meet California Ocean Plan requirements. Figure A-14 in Volume IV, Appendix A, of the application presents the layout of the prototype effluent disinfection facility which has already been designed and installed. On August 13, 2008, the City received Regional Water Board approval to initiate operation of the prototype facility. The applicant states that during operation of the prototype facility, dosage rates will be confirmed and special effluent and ocean samples will be analyzed to demonstrate compliance. The results of full scale testing of the prototype facility will be used by the applicant to implement more permanent facilities. If prototype testing is adequate, the applicant states that an operational system (although not perhaps the permanent design) will be in place to provide continuous effluent disinfection during the term of the renewed permit. The City may propose to the Regional Water Board and EPA modification of the prototype facility or operations in accordance with the results of future studies.

Based on preliminary information provided in the updated application, EPA concludes that the applicable requirements under 40 CFR 125.62(e) have been met.

D. Establishment of a Monitoring Program

Under 40 CFR 125.63 which implements CWA section 301(h)(3), the applicant must have a monitoring program that is designed to provide data to evaluate the impact of the modified discharge on the marine biota; demonstrate compliance with applicable water quality standards or criteria, as applicable; measure toxic substances in the discharge; and have the capability to implement these programs upon issuance of the 301(h)-modified permit. The frequency and extent of the monitoring program are to be determined by taking into consideration the applicant's rate of discharge, quantities of toxic pollutants discharged, and potentially significant impacts on receiving water, marine biota, and designated water uses.

The applicant has a well-established monitoring program. The existing monitoring program was developed jointly by the Regional Water Board, EPA, and the applicant. The program is described in Volume V, Appendix I, of the application. The City has consistently implemented the agreed upon program.

The applicant has proposed no changes to its existing monitoring program. EPA and the Regional Water Board will review the applicant's existing monitoring program and revise it, as appropriate. These revisions will be included in the 301(h)-modified permit, as conditions for monitoring the impact of the discharge. EPA finds that the applicant has

proposed a monitoring program which meets CWA section 301(h) requirements and has the resources to implement the program.

E. Impact of Modified Discharge on Other Point and Non-Point Sources

Under 40 CFR 125.64 which implements CWA section 301(h)(4), the applicant's proposed modified discharge must not result in the imposition of additional treatment requirements on any other point or non-point sources. For previous applications, the Regional Water Board has determined that the Point Loma discharge will not have an effect on any other point or non-point source discharges. There are a number of point and non-point source discharges within the San Diego Region; however, the PLOO is the only deep water discharge in the San Diego Region. All other San Diego Region discharges are to depths of 36 meters or less. The nearest discharge to the PLOO is the South Bay Ocean Outfall located approximately 18 kilometers southwest of the PLOO at a depth of 28 meters. For the 2007 application, the City has submitted a letter to Regional Water Board requesting the required determination. The granting of the 301(h) variance by EPA's Regional Administrator is contingent upon a determination by the Regional Water Board that the proposed discharge will not result in any additional treatment requirements on any other point or nonpoint sources.

F. Toxics Control Program

In accordance with 40 CFR 125.66, the applicant must design a toxics control program to identify and ensure control of toxic pollutants and pesticides discharged in the effluent. The applicant's Industrial Wastewater Control Program (for industrial toxics control) and the Household Hazardous Waste Program (for nonindustrial toxics control) are described, below.

1. Chemical Analysis

Under 40 CFR 125.66(a)(1), the applicant is required to submit chemical analyses of its current discharge for all toxic pollutants and pesticides defined in 40 CFR 125.58(aa) and (p). The analyses must be performed on two 24-hour composite samples (one dry weather and one wet weather). The City conducts influent and effluent monitoring following sampling schedules specified in the existing permit. Effluent samples are collected and analyzed on a weekly basis for metals, cyanide, ammonia, chlorinated pesticides, phenolic compounds, and PCBs. Analyses for organophosphate pesticides, dioxin, purgeable (volatile) compounds, acrolein and acrylonitrile, base/neutral compounds, and butyl tins are performed on a monthly basis. Influent and effluent monitoring data have been previously reported in monthly, quarterly, and annual reports to the Regional Water Board and EPA. The City submitted Point Loma WTP effluent data from 2002 through 2006 in electronic format, as part of the application. Based on influent and effluent data from 2006, the applicant indicates that there are no significant differences or evident trends in effluent quality between wet weather and dry weather conditions. These data are summarized by the City in Volume III, Large Applicant Questionnaire section III.H.1, of

the application. Table 27 lists the commonly detected toxic inorganic and organic constituents in the Point Loma WTP effluent during 2006.

Table 27. Commonly detected toxic inorganic and organic constituents in the Point Loma WTP effluent during 2006.

Inorganic Toxic Constituent	Organic Toxic Constituent
Antimony	1,4-dichlorobenzene
Arsenic	2-butanone
Barium	Acetone
Beryllium	BHC gamma (lindane)
Cadmium	Bis (2-ethylhexyl) phthalate
Chromium	Bromodichloromethane (Dichlorobromomethane)
Cobalt	Chloroform (trichloromethane)
Copper	Dibromochloromethane (chlorodibromomethane)
Lead	Diethyl phthalate
Lithium	Methyl tertiary butyl ether (MTBE)
Mercury	Methylene chloride
Molybdenum	Phenol
Nickel	Tetrachloroethylene (tetrachloroethene)
Selenium	Toluene
Silver	
Thallium	
Vanadium	
Zinc	
Cyanide	

Based on this information, EPA concludes that the applicant has met the requirement at 40 CFR 125.66(a)(2).

2. Toxic Pollutant Source Identification

Under 40 CFR 125.66(b), the applicant must submit an analysis of the known or suspected sources of toxic pollutants and pesticides identified in 40 CFR 125.66(a) and, to the extent practicable, categorize the sources according to industrial and nonindustrial types. As part of the City's industrial source control program, industries that may potentially discharge toxic organic or inorganic constituents into the Metro System are surveyed, discharge permits are issued, and industrial discharges are monitored. The applicant also performs an annual system-wide nonindustrial toxics survey program to further identify sources of toxic constituents within the Metro System. A summary of identified or suspected sources, sorted by categorical industries or noncategorical industrial/commercial facilities, for effluent pollutants of concern are listed in Tables III.H-8 (inorganic toxics) and III.H-9 (organic toxics), Volume III of the application.

Based on this information, EPA concludes that the applicant has met the requirement at 40 CFR 125.66(b).

3. Industrial Pretreatment Requirements

Under 40 CFR 125.66(c), an applicant that has known or suspected industrial sources of toxic pollutants must have an approved pretreatment program, in accordance with 40 CFR 403. EPA approved the City's industrial pretreatment program, called the Industrial Wastewater Control Program, on June 29, 1982. The City's pretreatment program is summarized in Volume VII, Appendix K, of the application. Of the approximately 170 to 180 mgd of wastewater treated, the estimated contribution from Metro System industrial users is 2.5 percent. The program's active permit inventory includes: 50 categorical industrial users subject to federal categorical pretreatment standards and 20 additional significant industrial users subject to federal reporting requirements and local limits (i.e., 70 significant industrial users); 37 facilities with federally regulated processes where zero discharge is confirmed annually; and 1,550 non-categorical industrial users subject to applicable best management practices. The effectiveness of the Industrial Wastewater Control Program in reducing influent pollutant loadings is summarized in Appendix K. Local limits are reviewed annually and Attachment K3 contains the applicant's 2006 local limits update for Point Loma WTP. This review notes that the City's current local limits methodology facilitates a proactive planning approach to controlling pollutants which may become a problem in the future for the Point Loma WTP headworks and permit.

Based on this information, EPA concludes that the applicant has met the requirement at 40 CFR 125.66(c).

4. Nonindustrial Source Control Program

Under 40 CFR 125.66(d), implementing CWA section 301(h)(7), the applicant must submit a proposed public education program and implementation schedule designed to minimize the entrance of nonindustrial toxic pollutants and pesticides into its POTW; and develop and implement additional nonindustrial source control programs, at the earliest possible schedule. These programs and schedules are subject to revision by the Regional Administrator during permit review and reissuance and throughout the term of the permit.

The applicant proposes to continue implementing and improving its nonindustrial source control program that has been in effect since 1982. The aim of this program is to reduce the introduction of nonindustrial toxic pollutants into the sewer system. Key elements of this program include: a Household Hazardous Waste Program; a public education program; development and implementation of Discharger permits and/or Best Management Practice Discharge Authorization requirements for select commercial sectors; and ongoing surveys to identify contaminant sources. Detailed descriptions of these program elements are presented in Volume VII, Appendices K and L, of the application.

Based on this information, EPA concludes that the applicant has met the requirement at 40 CFR 125.66(d).

G. Urban Area Pretreatment Program

Under 40 CFR 125.65, implementing CWA section 301(h)(6), applicants serving a population of 50,000 or more and having one or more toxic pollutants introduced into the POTW by one or more industrial dischargers must comply with urban area pretreatment program requirements. A POTW subject to these requirements must demonstrate it either has in effect a program that achieves secondary equivalency, as described at 40 CFR 125.65(d), or that industrial sources introducing waste into the treatment works are in compliance with all applicable pretreatment requirements, including numerical standards set by local limits, and that it will enforce these requirements. The applicant is subject to this regulation.

In the 1995 application, the City indicated it would comply with urban area pretreatment program requirements by demonstrating that it has applicable pretreatment requirements in effect. The City submitted its Urban Area Pretreatment Program to EPA in 1996; the program was approved by the Regional Water Board on August 13, 1997 and by EPA on December 1, 1998.

As explained the preamble to the revised CWA section 301(h) regulations (59 Fed. Reg. 40642, August 9, 1994):

“EPA intends to determine a POTW’s continuing eligibility for a 301(h) waiver under section 301(h)(6) by measuring industrial user compliance and POTW enforcement activities against existing criteria in the Agency’s National Pretreatment Program. ... In 1989, EPA established criteria for determining POTW compliance with pretreatment implementation obligations. One element of these criteria is the level of significant noncompliance of the POTW’s industrial users. The General Pretreatment Regulations (part 403) identify the circumstances when industrial user noncompliance is significant. The industrial user significant noncompliance (SNC) criteria are set out in 40 CFR 403.8(f)(2)(vii) and address both effluent and reporting violations. ...

For pretreatment purposes, a POTW’s enforcement program is considered adequate if no more than 15 percent of its industrial users meet the SNC criteria in a single year. ... In addition, a POTW is also considered in SNC if it fails to take formal appropriate and timely enforcement action against any industrial user, the wastewater from which passes through the POTW or interferes with the POTW operations.

In enforcing the pretreatment programs, POTWs are expected to respond to respond to industrial user noncompliance using local enforcement

authorities in accordance with an approved enforcement response plan (ERP) which is required of all approved pretreatment programs (see 40 CFR 403.5). POTWs including 301(h) POTWs, with greater than 15 percent of their users in SNC, or which fail to enforce appropriately against any single industrial user causing pass through or interference, are deemed to be failing to enforce their pretreatment program. ...

... EPA believes that the combination of industrial user compliance and POTW enforcement provides an appropriate measure of the POTW's eligibility for the 301(h) waiver under section 301(h)(6)."

The "1989 criteria" discussed in the preamble are found in a September 27, 1989 memorandum, from James R. Elder to EPA Regional Water Division Directors, entitled "FY 1990 Guidance for Reporting and Evaluating POTW Noncompliance with Pretreatment Implementation Requirements" (Elder, 27 September 1989 memorandum).

Although the 1994 preamble for the urban area pretreatment program refers to "industrial users" when discussing the 15 percent noncompliance criteria, the "1989 criteria" only apply to "significant industrial users". This term is defined at 40 CFR 403.3(t) and includes all industrial users subject to categorical standards and other industrial users designated by the POTW. Also, the Agency has issued clarifying guidance explaining that the significant noncompliance criteria at 40 CFR 403(f)(2)(vii) apply to only significant industrial users, rather than all industrial users. Consequently, in the context of the urban area pretreatment program, EPA views the 15 percent noncompliance criteria to include only significant industrial users in significant noncompliance which have not received at least one formal enforcement action from the POTW. EPA believes that the combination of industrial user compliance and POTW enforcement provides an appropriate measure of a POTW's eligibility for a variance under CWA section 301(h)(6).

The City's Enforcement Response Plan is described in Volume VII, Appendix K, of the application. The second level of formal enforcement is an Administrative Notice and Order which may be issued when an industrial user: fails to take any significant action to establish compliance within 30 days of receiving a Notice of Violation; fails to establish full compliance, beginning on the 91st day after receiving a Notice of Violation; is in significant noncompliance status; or violates a Compliance Findings of Violation and Order.

EPA recognizes that a specific enforcement response to a violation must be decided on a case-by-case basis; however, for most cases, EPA believes that an administrative notice and order, as described in the City's Enforcement Response Plan, are appropriate when significant industrial users are in significant noncompliance.

The local limits approved by EPA as part of the City's urban area pretreatment program were included in all industrial discharge permits by December 1997. As a consequence of any new local limits, some significant industrial users may need time to come into

compliance. In such cases, EPA expects the City to issue a Compliance Findings of Violation and Order which is the first level of formal enforcement in the City's Enforcement Response Plan. The order shall contain a schedule for achieving compliance with the new local limits. Significant industrial users receiving such orders will not be included in the 15 percent noncompliance criteria.

On April 29 through May 1, 2008, a team comprised of personnel from the Regional Water Board, EPA, and PG Environmental, LLC performed a detailed review of the applicant's compliance rates with respect to significant industrial users and how the applicant had applied the definition of significant noncompliance to significant industrial users failing to achieve compliance with all applicable regulations. The summary statistics in Table 28 indicate the applicant is meeting the 15 percent noncompliance criteria.

Table 28. Summary of significant industrial users (SIUs) in significant noncompliance (SNC) percentage status.

Parameter	2003	2004	2005	2006	2007
Number of SIUs	90	84	81	79	92
Number of Permitted Outfalls	117	115	110	113	122
Number of Outfalls in Consistent Compliance	75	74	76	79	92
Number of Outfalls in Inconsistent Compliance	30	30	26	27	16
Number of Outfalls in SNC	12	11	8	7	14
Percentage (%) of Total Number of SIUs in SNC	10.3% (12/117)	9.6% (11/115)	7.3% (8/110)	6.2% (7/113)	11.5% (14/122)
Adjusted Percentage (%) of Number of SIUs in SNC (based on Administrative Actions taken by City)	9.4% (11/117)	8.7% (10/115)	7.3% (8/110)	4.4% (5/113)	10.7% (13/122)

Federal pretreatment regulations at 40 CFR 403.8(f)(5) require the City to develop and implement an enforcement response plan. This plan must contain procedures indicating how the City will investigate and respond to instances of industrial user noncompliance. The City has an enforcement response plan and is applying that plan as required by federal regulations. The results of EPA's pretreatment inspection indicate that the City is taking enforcement actions as necessary and the rate of significant noncompliance among significant industrial users is less than the 15 percent criterion.

EPA finds that the applicant's urban area pretreatment program is acceptable, in the context of applicable 301(h) requirements. The 301(h)-modified permit will require an annual rate of significant noncompliance for significant industrial users that is no more than 15 percent of the total number of the applicant's significant industrial users. In addition, the applicant reported no instances of interference or pass-through. Consequently, enforcement against industrial users regarding those problems was not necessary.

Based on this information, EPA concludes that the applicant has met the requirement at 40 CFR 125.65.

H. Increase in Effluent Volume or Amount of Pollutants Discharged

Under 40 CFR 125.67, which implements CWA section 301(h)(8), no modified discharge may result in any new or substantially increased discharges of the pollutant to which the modification applies above the discharge specified in the 301(h)-modified permit. In addition, the applicant must provide projections of effluent volume and mass loadings for any pollutants to which the modification applies, in five year increments, for the design life of the facility.

CWA section 301(j)(5) requires the City to remove not less than 58 percent of the biochemical oxygen demand (on an annual average) and not less than 80 percent of total suspended solids (on a monthly average). The City must also implement a wastewater reclamation program that, at minimum, will result in a reduction in the quantity of suspended solids discharged into the marine environment during the period of the modification. The projected end-of-permit (2014) annual average effluent flow is 202 mgd. The draft NPDES permit proposes the following effluent limits for total suspended solids and biochemical oxygen demand (Table 29).

Table 29. Effluent limits based on CWA sections 301(h) and (j)(5).

Effluent Constituent	Units	Annual Average	Monthly Average
TSS	% removal ¹	---	>80
	mg/l	---	75 ⁴
	Metric tons/year	15,000 ²	---
13,598 ³		---	
BOD5	% removal ¹	≥58	---

¹ To be calculated on a system-wide basis, as provided in Addendum No. 1 to Order No. R9-2002-0025.

² To be achieved on permit effective date through December 31, 2013. Applies only to TSS discharges from POTWs owned and operated by the Discharger and the Discharger's wastewater generated in the Metro System service area; does not apply to wastewater (and the resulting TSS) generated in Mexico which, as a result of upset or shutdown, is treated at and discharged from Point Loma WTP. [Approximates the average dry-weather flowrate capacity of the ocean outfall of 219 mgd and the Regional Water Board's TSS effluent limit for POTWs, based on BPJ, of 50 mg/l (as daily and instantaneous maximum), in 1990.]

³ To be achieved on January 1, 2014. Applies only to TSS discharges from POTWs owned and operated by the Discharger and the Discharger's wastewater generated in the Metro System service area; does not apply to wastewater (and the resulting TSS) generated in Mexico which, as a result of upset or shutdown, is treated at and discharged from Point Loma WTP. [Approximates the projected effluent flowrate for 1997 of 185 mgd and the TSS effluent concentration of 53 mg/l.]

⁴ Based on average monthly performance data (1990 through 1994) for the Point Loma WTP provided by the Discharger for the 1995 301(h) application.

According to the applicant, the design life of Metro System treatment facilities varies among the treatment components. Onsite mechanical equipment may have a design life of 20 years, while concrete structures may last for 50 years or more. In responding to 40 CFR 125.67, the applicant uses a design life of 20 years to project flow and mass loads. Table II.A-21 in Volume III of the application provides projections for Metro System flow and mass loads for total suspended solids and biochemical oxygen demand, in one year increments, through 2027. This table also provides flow and total suspended solids load projections for the PLOO discharge. Table 30 summarizes these projections for the term of the proposed permit (2009/10 through 2013/14).

Table 30. Point Loma Ocean Outfall flows (mgd) and total suspended solids loadings (MT/yr) projections for long-term facilities planning during the term of the proposed permit and proposed total suspended solids mass emission effluent limits.

Year	Projected Annual Average Discharge	Projected TSS Mass Emissions	Proposed TSS Mass Emission Effluent Limits
2009	193	11,500	15,000
2010	194	11,800	15,000
2011	195	11,700	15,000
2012	197	11,800	15,000
2013	199	11,900	15,000
2014	202	12,100	13,598

The applicant's projections in Table 30 and proposed effluent limits in Table 29 satisfy the applicable requirements. Based on Table 30, EPA believes that a total suspended solids mass emission rate of 12,100 metric tons per year would be achievable during all

five years of the proposed 301(h) modification. During this period, EPA recognizes that reductions in mass emissions resulting from increased water reclamation are likely to be seasonal and anticipates the potential for corresponding higher mass emission rates during wet weather months. In the future, the City needs to pursue additional water reclamation and reuse projects, including those which demand a year-round supply of reclaimed water so as to maintain long-term compliance with this decision criterion.

I. Compliance with Other Applicable Laws

Under 40 CFR 125.59(b)(3), a 301(h)-modified permit shall not be issued where such issuance would conflict with applicable provisions of State, local, or other federal laws or Executive Orders.

1. Coastal Zone Management

A 301(h)-modified permit shall not be issued where such issuance would conflict with the federal Coastal Zone Management Act, as amended. In accordance with this law, an applicant must receive State certification that the modified discharge complies with applicable portions of the approved State coastal zone management program, or the State waives such certification.

Upon adoption of the 301(h)-modified NPDES permit by the Regional Water Board, the applicant will transmit correspondence requesting a determination from the California Coastal Commission, San Diego Coast Region, that the existing and proposed Point Loma WTP discharge are consistent with applicable coastal zone management requirements. Volume VIII, Appendix U, of the application. The issuance of a 301(h)-modified permit for the Point Loma WTP discharge is contingent upon the California Coastal Commission certification.

2. Marine Sanctuaries

A 301(h)-modified permit shall not be issued where such issuance would conflict with the federal Marine Protection, Research and Sanctuaries Act, as amended. In accordance with this law, a 301(h)-modified permit may not be issued for a discharge located in a marine sanctuary designated pursuant to Title III, if the regulations applicable to the sanctuary prohibit issuance of such a permit.

The PLOO is not located in a marine sanctuary, although more than a dozen protected marine areas exist within San Diego County. Two of these areas (San Diego-La Jolla Ecological Reserve and San Diego Marine Life Refuge), located approximately 21 to 22 kilometers north of the discharge point, have been designated by the State Water Board as "Areas of Special Biological Significance". The discharge of wastewater to these zones is prohibited by the California Ocean Plan. A detailed description of protected areas in the vicinity of the PLOO is found in Volume V, Appendix G, of the application. EPA believes that given the distance to protected areas, pollutants discharged from the