

Introduced by Senator Aanestad

February 26, 2009

An act to amend Section 13385 of the Water Code, relating to water quality.

LEGISLATIVE COUNSEL'S DIGEST

SB 514, as introduced, Aanestad. Water quality: discharge requirements: mandatory minimum penalties.

Under existing law, the State Water Resources Control Board is designated as the state water pollution control agency for purposes of the Federal Water Pollution Control Act. Existing law also establishes nine regional water quality control boards to coordinate with the state board with respect to water quality control matters. Existing law requires the state board or the regional boards to issue waste discharge requirements and dredged or fill material permits in compliance with the Federal Water Pollution Control Act.

Under existing law, any person who violates certain waste discharge requirements is civilly liable. Civil liability may be imposed administratively by the state board or a regional board. Alternatively a regional board may request the Attorney General to petition the superior court to impose civil liability. In addition, existing law requires that a mandatory minimum penalty of \$3,000 be imposed for violations that meet the criteria of a "serious violation," as defined, or upon the occurrence of 4 violations within 6 consecutive months. Existing law provides that the mandatory minimum penalty provisions do not apply in certain circumstances.

This bill would provide that the mandatory minimum penalty would not apply if that civil liability, either upon the request of a state board to the Attorney General or by the initiation of administration

proceedings, is not imposed within 12 months of the board learning of the violations.

Vote: majority. Appropriation: no. Fiscal committee: yes.
State-mandated local program: no.

The people of the State of California do enact as follows:

1 SECTION 1. Section 13385 of the Water Code is amended to
2 read:
3 13385. (a) Any person who violates any of the following shall
4 be liable civilly in accordance with this section:
5 (1) Section 13375 or 13376.
6 (2) Any waste discharge requirements or dredged or fill material
7 permit issued pursuant to this chapter or any water quality
8 certification issued pursuant to Section 13160.
9 (3) Any requirements established pursuant to Section 13383.
10 (4) Any order or prohibition issued pursuant to Section 13243
11 or Article 1 (commencing with Section 13300) of Chapter 5, if the
12 activity subject to the order or prohibition is subject to regulation
13 under this chapter.
14 (5) Any requirements of Section 301, 302, 306, 307, 308, 318,
15 401, or 405 of the Clean Water Act, as amended.
16 (6) Any requirement imposed in a pretreatment program
17 approved pursuant to waste discharge requirements issued under
18 Section 13377 or approved pursuant to a permit issued by the
19 administrator.
20 (b) Civil liability may be imposed by the superior court in an
21 amount not to exceed the sum of both of the following:
22 (1) Twenty-five thousand dollars (\$25,000) for each day in
23 which the violation occurs.
24 (2) Where there is a discharge, any portion of which is not
25 susceptible to cleanup or is not cleaned up, and the volume
26 discharged but not cleaned up exceeds 1,000 gallons, an additional
27 liability not to exceed twenty-five dollars (\$25) multiplied by the
28 number of gallons by which the volume discharged but not cleaned
29 up exceeds 1,000 gallons.
30 The Attorney General, upon request of a regional board or the
31 state board, shall petition the superior court to impose the liability.
32 (c) Civil liability may be imposed administratively by the state
33 board or a regional board pursuant to Article 2.5 (commencing

with Section 13323) of Chapter 5 in an amount not to exceed the sum of both of the following:

(1) Ten thousand dollars (\$10,000) for each day in which the violation occurs.

(2) Where there is a discharge, any portion of which is not susceptible to cleanup or is not cleaned up, and the volume discharged but not cleaned up exceeds 1,000 gallons, an additional liability not to exceed ten dollars (\$10) multiplied by the number of gallons by which the volume discharged but not cleaned up exceeds 1,000 gallons.

(d) For purposes of subdivisions (b) and (c), “discharge” includes any discharge to navigable waters of the United States, any introduction of pollutants into a publicly owned treatment works, or any use or disposal of sewage sludge.

(e) In determining the amount of any liability imposed under this section, the regional board, the state board, or the superior court, as the case may be, shall take into account the nature, circumstances, extent, and gravity of the violation or violations, whether the discharge is susceptible to cleanup or abatement, the degree of toxicity of the discharge, and, with respect to the violator, the ability to pay, the effect on its ability to continue its business, any voluntary cleanup efforts undertaken, any prior history of violations, the degree of culpability, economic benefit or savings, if any, resulting from the violation, and other matters that justice may require. At a minimum, liability shall be assessed at a level that recovers the economic benefits, if any, derived from the acts that constitute the violation.

(f) (1) Except as provided in paragraph (2), for the purposes of this section, a single operational upset that leads to simultaneous violations of more than one pollutant parameter shall be treated as a single violation.

(2) (A) For the purposes of subdivisions (h) and (i), a single operational upset in a wastewater treatment unit that treats wastewater using a biological treatment process shall be treated as a single violation, even if the operational upset results in violations of more than one effluent limitation and the violations continue for a period of more than one day, if all of the following apply:

(i) The discharger demonstrates all of the following:

1 (I) The upset was not caused by wastewater treatment operator
2 error and was not due to discharger negligence.

3 (II) But for the operational upset of the biological treatment
4 process, the violations would not have occurred nor would they
5 have continued for more than one day.

6 (III) The discharger carried out all reasonable and immediately
7 feasible actions to reduce noncompliance with the applicable
8 effluent limitations.

9 (ii) The discharger is implementing an approved pretreatment
10 program, if so required by federal or state law.

11 (B) Subparagraph (A) only applies to violations that occur
12 during a period for which the regional board has determined that
13 violations are unavoidable, but in no case may that period exceed
14 30 days.

15 (g) Remedies under this section are in addition to, and do not
16 supersede or limit, any other remedies, civil or criminal, except
17 that no liability shall be recoverable under Section 13261, 13265,
18 13268, or 13350 for violations for which liability is recovered
19 under this section.

20 (h) (1) Notwithstanding any other provision of this division,
21 and except as provided in subdivisions (j), (k), and (l), a mandatory
22 minimum penalty of three thousand dollars (\$3,000) shall be
23 assessed for each serious violation.

24 (2) For the purposes of this section, a “serious violation” means
25 any waste discharge that violates the effluent limitations contained
26 in the applicable waste discharge requirements for a Group II
27 pollutant, as specified in Appendix A to Section 123.45 of Title
28 40 of the Code of Federal Regulations, by 20 percent or more or
29 for a Group I pollutant, as specified in Appendix A to Section
30 123.45 of Title 40 of the Code of Federal Regulations, by 40
31 percent or more.

32 (i) (1) Notwithstanding any other provision of this division,
33 and except as provided in subdivisions (j), (k), and (l), a mandatory
34 minimum penalty of three thousand dollars (\$3,000) shall be
35 assessed for each violation whenever the person does any of the
36 following four or more times in any period of six consecutive
37 months, except that the requirement to assess the mandatory
38 minimum penalty shall not be applicable to the first three
39 violations:

40 (A) Violates a waste discharge requirement effluent limitation.

1 (B) Fails to file a report pursuant to Section 13260.

2 (C) Files an incomplete report pursuant to Section 13260.

3 (D) Violates a toxicity effluent limitation contained in the
4 applicable waste discharge requirements where the waste discharge
5 requirements do not contain pollutant-specific effluent limitations
6 for toxic pollutants.

7 (2) For the purposes of this section, a “period of six consecutive
8 months” means the period commencing on the date that one of the
9 violations described in this subdivision occurs and ending 180
10 days after that date.

11 (j) Subdivisions (h) and (i) do not apply to any of the following:

12 (1) A violation caused by one or any combination of the
13 following:

14 (A) An act of war.

15 (B) An unanticipated, grave natural disaster or other natural
16 phenomenon of an exceptional, inevitable, and irresistible
17 character, the effects of which could not have been prevented or
18 avoided by the exercise of due care or foresight.

19 (C) An intentional act of a third party, the effects of which could
20 not have been prevented or avoided by the exercise of due care or
21 foresight.

22 (D) (i) The operation of a new or reconstructed wastewater
23 treatment unit during a defined period of adjusting or testing, not
24 to exceed 90 days for a wastewater treatment unit that relies on a
25 biological treatment process and not to exceed 30 days for any
26 other wastewater treatment unit, if all of the following requirements
27 are met:

28 (I) The discharger has submitted to the regional board, at least
29 30 days in advance of the operation, an operations plan that
30 describes the actions the discharger will take during the period of
31 adjusting and testing, including steps to prevent violations and
32 identifies the shortest reasonable time required for the period of
33 adjusting and testing, not to exceed 90 days for a wastewater
34 treatment unit that relies on a biological treatment process and not
35 to exceed 30 days for any other wastewater treatment unit.

36 (II) The regional board has not objected in writing to the
37 operations plan.

38 (III) The discharger demonstrates that the violations resulted
39 from the operation of the new or reconstructed wastewater

1 treatment unit and that the violations could not have reasonably
2 been avoided.

3 (IV) The discharger demonstrates compliance with the
4 operations plan.

5 (V) In the case of a reconstructed wastewater treatment unit,
6 the unit relies on a biological treatment process that is required to
7 be out of operation for at least 14 days in order to perform the
8 reconstruction, or the unit is required to be out of operation for at
9 least 14 days and, at the time of the reconstruction, the cost of
10 reconstructing the unit exceeds 50 percent of the cost of replacing
11 the wastewater treatment unit.

12 (ii) For the purposes of this section, “wastewater treatment unit”
13 means a component of a wastewater treatment plant that performs
14 a designated treatment function.

15 (2) (A) Except as provided in subparagraph (B), a violation of
16 an effluent limitation where the waste discharge is in compliance
17 with either a cease and desist order issued pursuant to Section
18 13301 or a time schedule order issued pursuant to Section 13300,
19 if all of the following requirements are met:

20 (i) The cease and desist order or time schedule order is issued
21 after January 1, 1995, but not later than July 1, 2000, specifies the
22 actions that the discharger is required to take in order to correct
23 the violations that would otherwise be subject to subdivisions (h)
24 and (i), and the date by which compliance is required to be achieved
25 and, if the final date by which compliance is required to be
26 achieved is later than one year from the effective date of the cease
27 and desist order or time schedule order, specifies the interim
28 requirements by which progress towards compliance will be
29 measured and the date by which the discharger will be in
30 compliance with each interim requirement.

31 (ii) The discharger has prepared and is implementing in a timely
32 and proper manner, or is required by the regional board to prepare
33 and implement, a pollution prevention plan that meets the
34 requirements of Section 13263.3.

35 (iii) The discharger demonstrates that it has carried out all
36 reasonable and immediately feasible actions to reduce
37 noncompliance with the waste discharge requirements applicable
38 to the waste discharge and the executive officer of the regional
39 board concurs with the demonstration.

1 (B) Subdivisions (h) and (i) shall become applicable to a waste
2 discharge on the date the waste discharge requirements applicable
3 to the waste discharge are revised and reissued pursuant to Section
4 13380, unless the regional board does all of the following on or
5 before that date:

6 (i) Modifies the requirements of the cease and desist order or
7 time schedule order as may be necessary to make it fully consistent
8 with the reissued waste discharge requirements.

9 (ii) Establishes in the modified cease and desist order or time
10 schedule order a date by which full compliance with the reissued
11 waste discharge requirements shall be achieved. For the purposes
12 of this subdivision, the regional board may not establish this date
13 later than five years from the date the waste discharge requirements
14 were required to be reviewed pursuant to Section 13380. If the
15 reissued waste discharge requirements do not add new effluent
16 limitations or do not include effluent limitations that are more
17 stringent than those in the original waste discharge requirements,
18 the date shall be the same as the final date for compliance in the
19 original cease and desist order or time schedule order or five years
20 from the date that the waste discharge requirements were required
21 to be reviewed pursuant to Section 13380, whichever is earlier.

22 (iii) Determines that the pollution prevention plan required by
23 clause (ii) of subparagraph (A) is in compliance with the
24 requirements of Section 13263.3 and that the discharger is
25 implementing the pollution prevention plan in a timely and proper
26 manner.

27 (3) A violation of an effluent limitation where the waste
28 discharge is in compliance with either a cease and desist order
29 issued pursuant to Section 13301 or a time schedule order issued
30 pursuant to Section 13300 or 13308, if all of the following
31 requirements are met:

32 (A) The cease and desist order or time schedule order is issued
33 on or after July 1, 2000, and specifies the actions that the discharger
34 is required to take in order to correct the violations that would
35 otherwise be subject to subdivisions (h) and (i).

36 (B) The regional board finds that, for one of the following
37 reasons, the discharger is not able to consistently comply with one
38 or more of the effluent limitations established in the waste
39 discharge requirements applicable to the waste discharge:

1 (i) The effluent limitation is a new, more stringent, or modified
2 regulatory requirement that has become applicable to the waste
3 discharge after the effective date of the waste discharge
4 requirements and after July 1, 2000, new or modified control
5 measures are necessary in order to comply with the effluent
6 limitation, and the new or modified control measures cannot be
7 designed, installed, and put into operation within 30 calendar days.

8 (ii) New methods for detecting or measuring a pollutant in the
9 waste discharge demonstrate that new or modified control measures
10 are necessary in order to comply with the effluent limitation and
11 the new or modified control measures cannot be designed, installed,
12 and put into operation within 30 calendar days.

13 (iii) Unanticipated changes in the quality of the municipal or
14 industrial water supply available to the discharger are the cause
15 of unavoidable changes in the composition of the waste discharge,
16 the changes in the composition of the waste discharge are the cause
17 of the inability to comply with the effluent limitation, no alternative
18 water supply is reasonably available to the discharger, and new or
19 modified measures to control the composition of the waste
20 discharge cannot be designed, installed, and put into operation
21 within 30 calendar days.

22 (iv) The discharger is a publicly owned treatment works located
23 in Orange County that is unable to meet effluent limitations for
24 biological oxygen demand, suspended solids, or both, because the
25 publicly owned treatment works meets all of the following criteria:

26 (I) Was previously operating under modified secondary
27 treatment requirements pursuant to Section 301(h) of the Clean
28 Water Act (33 U.S.C. Sec. 1311(h)).

29 (II) Did vote on July 17, 2002, not to apply for a renewal of the
30 modified secondary treatment requirements.

31 (III) Is in the process of upgrading its treatment facilities to
32 meet the secondary treatment standards required by Section
33 301(b)(1)(B) of the Clean Water Act (33 U.S.C. Sec.
34 1311(b)(1)(B)).

35 (C) The regional board establishes a time schedule for bringing
36 the waste discharge into compliance with the effluent limitation
37 that is as short as possible, taking into account the technological,
38 operational, and economic factors that affect the design,
39 development, and implementation of the control measures that are
40 necessary to comply with the effluent limitation. For the purposes

1 of this subdivision, the time schedule may not exceed five years
2 in length, except that the time schedule may not exceed 10 years
3 in length for the upgrade described in subclause (III) of clause (iv)
4 of subparagraph (B). If the time schedule exceeds one year from
5 the effective date of the order, the schedule shall include interim
6 requirements and the dates for their achievement. The interim
7 requirements shall include both of the following:

8 (i) Effluent limitations for the pollutant or pollutants of concern.

9 (ii) Actions and milestones leading to compliance with the
10 effluent limitation.

11 (D) The discharger has prepared and is implementing in a timely
12 and proper manner, or is required by the regional board to prepare
13 and implement, a pollution prevention plan pursuant to Section
14 13263.3.

15 *(4) A violation for which an action to impose liability is not*
16 *requested pursuant to subdivision (b) by a regional board or the*
17 *state board, or not imposed pursuant to subdivision (c), within 12*
18 *months of the regional board or the state board learning of the*
19 *violation.*

20 (k) (1) In lieu of assessing all or a portion of the mandatory
21 minimum penalties pursuant to subdivisions (h) and (i) against a
22 publicly owned treatment works serving a small community, the
23 state board or the regional board may elect to require the publicly
24 owned treatment works to spend an equivalent amount towards
25 the completion of a compliance project proposed by the publicly
26 owned treatment works, if the state board or the regional board
27 finds all of the following:

28 (A) The compliance project is designed to correct the violations
29 within five years.

30 (B) The compliance project is in accordance with the
31 enforcement policy of the state board, excluding any provision in
32 the policy that is inconsistent with this section.

33 (C) The publicly owned treatment works has prepared a
34 financing plan to complete the compliance project.

35 (2) For the purposes of this subdivision, “a publicly owned
36 treatment works serving a small community” means a publicly
37 owned treatment works serving a population of 10,000 persons or
38 fewer or a rural county, with a financial hardship as determined
39 by the state board after considering such factors as median income

1 of the residents, rate of unemployment, or low population density
2 in the service area of the publicly owned treatment works.

3 (l) (1) In lieu of assessing penalties pursuant to subdivision (h)
4 or (i), the state board or the regional board, with the concurrence
5 of the discharger, may direct a portion of the penalty amount to
6 be expended on a supplemental environmental project in
7 accordance with the enforcement policy of the state board. If the
8 penalty amount exceeds fifteen thousand dollars (\$15,000), the
9 portion of the penalty amount that may be directed to be expended
10 on a supplemental environmental project may not exceed fifteen
11 thousand dollars (\$15,000) plus 50 percent of the penalty amount
12 that exceeds fifteen thousand dollars (\$15,000).

13 (2) For the purposes of this section, a “supplemental
14 environmental project” means an environmentally beneficial project
15 that a person agrees to undertake, with the approval of the regional
16 board, that would not be undertaken in the absence of an
17 enforcement action under this section.

18 (3) This subdivision applies to the imposition of penalties
19 pursuant to subdivision (h) or (i) on or after January 1, 2003,
20 without regard to the date on which the violation occurs.

21 (m) The Attorney General, upon request of a regional board or
22 the state board, shall petition the appropriate court to collect any
23 liability or penalty imposed pursuant to this section. Any person
24 who fails to pay on a timely basis any liability or penalty imposed
25 under this section shall be required to pay, in addition to that
26 liability or penalty, interest, attorney’s fees, costs for collection
27 proceedings, and a quarterly nonpayment penalty for each quarter
28 during which the failure to pay persists. The nonpayment penalty
29 shall be in an amount equal to 20 percent of the aggregate amount
30 of the person’s penalty and nonpayment penalties that are unpaid
31 as of the beginning of the quarter.

32 (n) (1) Subject to paragraph (2), funds collected pursuant to
33 this section shall be deposited in the State Water Pollution Cleanup
34 and Abatement Account.

35 (2) (A) Notwithstanding any other provision of law, moneys
36 collected for a violation of a water quality certification in
37 accordance with paragraph (2) of subdivision (a) or for a violation
38 of Section 401 of the Clean Water Act (33 U.S.C. Sec. 1341) in
39 accordance with paragraph (5) of subdivision (a) shall be deposited

1 in the Waste Discharge Permit Fund and separately accounted for
2 in that fund.

3 (B) The funds described in subparagraph (A) shall be expended
4 by the state board, upon appropriation by the Legislature, to assist
5 regional boards, and other public agencies with authority to clean
6 up waste or abate the effects of the waste, in cleaning up or abating
7 the effects of the waste on waters of the state or for the purposes
8 authorized in Section 13443.

9 (o) The state board shall continuously report and update
10 information on its Internet Web site, but at a minimum, annually
11 on or before January 1, regarding its enforcement activities. The
12 information shall include all of the following:

13 (1) A compilation of the number of violations of waste discharge
14 requirements in the previous calendar year, including stormwater
15 enforcement violations.

16 (2) A record of the formal and informal compliance and
17 enforcement actions taken for each violation, including stormwater
18 enforcement actions.

19 (3) An analysis of the effectiveness of current enforcement
20 policies, including mandatory minimum penalties.

21 (p) The amendments made to subdivisions (f), (h), (i) and (j)
22 during the second year of the 2001–02 Regular Session apply only
23 to violations that occur on or after January 1, 2003.