

# **KEY REGULATORY ISSUE SUMMARY Updated February 2, 2022**

Action items for member agencies are in **bold** 

Contents	Page		
Nutrients in San Francisco Bay	1	SSS WDR Reissuance	9
SF Bay Nutrient Watershed Permit	2	ELAP Update	10
Chlorine Residual Compliance	3	Phase-Out of Biosolids as Alternative Daily Cover	11
Pesticides	4	Climate Change Mitigation	12
Enterococcus Limits	4	Climate Change Adaptation	13
Mercury and PCBs	5	Toxic Air Contaminants	14
State Water Board Toxicity Provisions	6	Recycled Water	15
Compounds of Emerging Concern (CECs)	7	Acronyms	15
Per- and Polyfluoroalkyl Substances (PFAS)	8		

#### New updates in this version are shown in Purple highlighting

**Background Highlights** 

Challenges and Recent Updates

Next Steps for BACWA

Links/Resources

#### **NUTRIENTS IN SAN FRANCISCO BAY**

- San Francisco Bay receives some
   of the highest nitrogen loads among
   estuaries worldwide, yet has not
   historically experienced the water
   quality problems typical of other
   nutrient-enriched estuaries. It is not
   known whether this level of nitrogen
   loading, which will continue to
   increase in proportion to human
   population increase, is sustainable
   over the long term.
- Because of the complexity of the science behind nutrient impacts in SF Bay, stakeholders in the region are participating in a steering committee to prioritize scientific studies and ensure that all science to be used for policy decisions is conducted under one umbrella.
- For FY22, BACWA is contributing \$2.2M to fund scientific research needed to make management decisions for the 3<sup>rd</sup> Watershed Permit. This level of funding is required by the 2<sup>nd</sup> Watershed Permit.
- The focus of current scientific efforts is improving model representation of biogeochemistry, light attenuation, dissolved oxygen, and Harmful Algal Bloom dynamics.
   Field and lab observations are supporting these improvements.
- The science team is developing an Assessment Framework for deep subtidal habitats and Lower South Bay sloughs.
- The science team has completed an assessment of the geographic zone of influence of each plant's discharge, which will aid in developing management approaches.

- Assist with preparation of a brief "State of the Science" document summarizing the scientific accomplishments of the Nutrient Management Strategy team for public use.
- Continue to participate in steering committee, Nutrient Management Strategy, Nutrient Technical Workgroup, and planning subcommittee meetings, and provide funding for scientific studies.
- Continue to engage with Nutrient Technical Team and BACWA's Nutrient Management Strategy technical consultant, Mike Connor, to provide review of recent work products and charge questions for the science team.

BACWA Nutrients Page: <a href="https://bacwa.org/nutrients/">https://bacwa.org/nutrients/</a>

Nutrient Management
Strategy FY2021
Program Plan
https://drive.google.com/fil
e/d/1vhwNXfjBJH89sIB\_X
UQdyne7dK3tWjhm/view

Nutrient Management Strategy FY22 Program Plan https://drive.google.com/fi le/d/1zUJLjdefBoFmzD0L ZDMB4aH O30wvebA/vi ew

#### SF BAY NUTRIENT WATERSHED PERMIT

- The 1<sup>st</sup> Nutrient Watershed Permit was adopted in 2014, and required a regional study on Nutrient Treatment by Optimization and Upgrades, completed in 2018.
- The 2<sup>nd</sup> Nutrient Watershed Permit was adopted in 2019. It includes:
- Continued individual POTW nutrient monitoring and reporting;
- o Continued group annual reporting;
- Significantly increased funding for science:
- Regional assessment of the feasibility and cost for reducing nutrients through nature-based systems and recycled water;
- Establishing current performance for TIN, and "load targets" for nutrient loads based on 2014 to 2017 load data plus a 15% buffer for growth and variability
- Recognition of "early actors" who are planning projects that will substantially decrease TIN loads.
- Through the nutrient surcharge levied on permittees, BACWA funds compliance with the following provisions on behalf of its members:
  - Group Annual Reporting
  - Regional Studies on Nature-Based Systems and Recycled Water
  - Support of scientific studies through the Regional Monitoring Program (RMP) at \$2.2M per year through the five-year permit term.

- Studies related to Recycled Water and Nature-Based Systems are underway, and will be completed by the due date of July 1, 2023.
- Each year by February 1, BACWA submits a Group Annual Report on behalf of its members. The report summarizes trends in nutrient concentrations and loading for each agency, and for all the agencies as a whole. The annual reporting period in the 2<sup>nd</sup> Watershed Permit is based on a water year (October 1 – September 30th). The Group Annual Report for October 2020 - September 2021 includes several new sections, including analysis of influent loading trends and data regarding recycled water diverted from San Francisco Bay.
- Each year by February 1, BACWA and SFEI submit an annual science implementation plan and schedule update, as required by the 2<sup>nd</sup> Watershed Permit.
- Agencies with plans to substantially reduce nutrients are recognized in the Fact Sheet of the 2<sup>nd</sup> watershed permit.

- BACWA continues to convene a Nutrient Strategy Team (NST) to develop BACWA's key tenets for the 3<sup>rd</sup> Watershed Permit.
- Complete a statistical analysis of historical loading trends to support the eventual development of antidegradationbased load caps in the 3<sup>rd</sup> Watershed Permit.
- Agencies continue to report nutrient monitoring to the Water Boards through CIWQS and to BACWA via the data sheet.
- Agencies with plans to implement projects that will substantially reduce nutrient loads should keep the Regional Water Board and BACWA apprised, to get credit for "early actions."
- Review draft reports by HDR and SFEI for the Nutrient Removal by Recycled Water Evaluation and the Nature-Based Systems study. Draft agency reports for the Recycled Water Evaluation have already begun to be distributed for agency review, and more are expected in early- to mid-2022.
- Continue working with HDR to develop compliance feasibility information related to load limits in the 3<sup>rd</sup> Watershed Permit.

2nd Nutrient Watershed Permit:

https://www.waterboards.ca.gov/sanfranciscobay/board\_info/agendas/2019/May/6\_ssr.pdf

Special Studies of Recycled Water and Nature-Based Systems: https://bacwa.org/docume nt-category/2ndwatershed-permit-studies/

Optimization/Upgrade Study Information: https://bacwa.org/docume nt-category/optimizationand-upgrade-studies/

BACWA Group Nutrient Annual Reports: http://bacwa.org/documen t-category/nutrientannual-reports/

#### **CHLORINE RESIDUAL COMPLIANCE**

- The Basin Plan chlorine residual effluent limit is 0.0 mg/L. Chlorine residual is the most frequent parameter for violations for Region 2 POTWs. Because there are 24 hourly reporting events each day, the "opportunities" for violations are enormous. However, the actual violation rates are infinitesimal (~0.001%).
- Agencies are overdosing their effluent with the dechlorination agent, sodium bisulfite, to prevent chlorine violations, a practice which costs more than \$1 million regionally each year.

- The Regional Water Board worked with BACWA to develop a Basin Plan Amendment (BPA) modifying the effluent limit for chlorine residual.
- The BPA includes:
- A 0.013 mg/L Water Quality
   Objective in marine and estuarine waters, which will be applied as a WQBEL in permits and calculated incorporating dilution. The WQBEL will be applied as a one-hour average.
- A Minimum Level (ML), or Reporting Limit of 0.05 mg/L for online continuous monitoring system.
- The BPA was adopted by the Regional Water Board in November 2020, approved by the State Water Board and Office of Administrative Law in 2021, and is now awaiting final review by EPA.
- In October 2021, the Regional Water Board adopted a blanket permit amendment (Order R2-2021-0019) implementing the Basin Plan Amendment within each individual NPDES permit. The order will become effective shortly after the Basin Plan Amendment is approved by the EPA. The likely effective date is March 1, 2022.

- Prepare for a short turnaround time for implementation of the new chlorine residual limits, as follows:
  - Ensure compliance with the new minimum required frequency of once every 5 minutes.
  - Ensure the monitoring system complies with the new minimum level of 0.05 mg/L.
  - Members that plan to discharge detectable residual chlorine may need to adapt sampling and analysis procedures for other constituents for which residual chlorine could interfere, such as whole effluent toxicity and ammonia.
  - Use the highest one-hour arithmetic mean as the daily value reported into CIWQS.

Background and Status information about BPA on Regional Water Board site:

https://www.waterboards. ca.gov/sanfranciscobay/water\_issues/programs/planningtmdls/amendments/chlorinebpa.html

Final BPA adopted by Regional Water Board https://www.waterboards. ca.gov/sanfranciscobay// water\_issues/programs/pl anningtmdls/amendments /chlorinebpa/2\_Chlorine Resolution\_R2-2020-0031.pdf

Blanket Permit
Amendment for Chlorine
and Oil and Grease
https://www.waterboards.
ca.gov/sanfranciscobay/b
oard\_decisions/adopted
orders/2021/R2-20210019.pdf

#### **PESTICIDES**

- Pesticides are regulated via FIFRA, and not the Clean Water Act.
   POTWs do not have the authority to regulate pesticide use in their service area, but may be responsible for pesticide impacts to their treatment processes or to surface water.
- Through BAPPG, BACWA aims to proactively support a scientific and regulatory advocacy program so that pesticides will not impact POTWs' primary functions of collecting and treating wastewater, recycling water, and managing biosolids, or impact receiving waters via the "down the drain" route.
- EPA reviews all registered pesticides at least once every 15 years. Each review allows opportunity for public comment.
- BACWA continues to fund consultant support to write comment letters advocating for the consideration of POTW and surface water issues during EPA's risk assessments as part of reregistration. Funding for pesticide regulatory outreach in FY22 is \$60K.
- The Regional Water Board leverages BACWA's efforts to provide their own comment letters to EPA.
- With chronic toxicity limits likely in the near term, POTWs will be in compliance jeopardy if pesticides contribute to toxicity.
- Baywise.org has launched webpages on flea and tick control messaging to pet owners and veterinarians.

- Continue to comment on pesticide re-registrations.
- Work with veterinary associations on messaging with respect to flea and tick control alternatives.
- Continue to develop summary of EPA actions on pesticides.
- Look for opportunities to work with CalDPR on pesticides research.
- Work with other regional associations, such as the California Stormwater Quality Association (CASQA), to collaborate on funding pesticide regulatory outreach.

BACWA Pesticides Regulatory Update and Call to action:

https://bacwa.org/wpcontent/uploads/2016/02/ BACWA-Pesticide-Regulatory-Update-2016-1.pdf

BACWA Pesticide Regulatory Support Page: https://bacwa.org/bappgpesticides/

Baywise flea and tick pages:

https://baywise.org/reside ntial/pets/keep-pets-freeof-fleas-and-ticks/

### **ENTEROCOCCUS LIMITS**

- In 2019, new statewide water quality objectives for bacteria were implemented to protect recreational users. The objectives are now part 3 of the Water Quality Control Plan for the SIP and Ocean Plan.
- In February 2021, the Regional Water Board amended the Basin Plan to reflect the new statewide objectives. The same order also established a bacteria TMDL for two beaches in the Half Moon Bay area.
- The new enterococcus objective for saline waters is a six-week rolling geometric mean not to exceed 30 CFU/100 mL and a statistical threshold value of 110 CFU/100 mL
- In July 2021, the State Water Board approved the Basin Plan Amendment and TMDL. The action has been approved by the OAL and is awaiting final approval by EPA, though the water quality objectives are already in effect.
- Dischargers may request dilution credits when the new objective is implemented within NPDES permits, based on a study completed by BACWA and SFEI to establish background enterococcus levels in SF Bay.
- The study, completed in June 2020, showed all stations in the Bay were below the objective of 30 CFU/100 mL

SFEI Report on
Enterococci in SF Bay:
https://bacwa.org/wpcontent/uploads/2020/08/BA
CWA-2020\_Enterococcireport\_final.pdf

Regional Water Board Basin Plan Amendment: https://www.waterboards.ca. gov/sanfranciscobay/water\_i ssues/programs/TMDLs/PP H\_TMDL.html

#### **MERCURY AND PCBS**

- The Mercury & PCBs Watershed Permit was reissued in November 2017 with an effective date of January 1, 2018. The Watershed Permit is based on the TMDLs for each of these pollutants.
- Aggregate mercury and PCBs loads have been well below waste load allocations through 2020, the last year for which data have been compiled.
- Method 1668C for measuring PCB congeners has not been promulgated by EPA. Data collected during the first permit term varied widely depending on which laboratory performed the analyses. **BACWA Laboratory Committee** developed an updated PCB Protocol to reduce variability between laboratories running Method 1668C, effective January 1, 2014. Data have been more consistent since the distribution of this document.
- In 2017, EPA adopted federal pretreatment program rules requiring dental offices to install dental amalgam separators. The rule is intended to reduce dental office discharge of mercury. The compliance date was July 14, 2020.

- The 2017 Watershed Permit requires continued risk reduction program funding. For FY22, BACWA granted an extension to an ongoing contract worth \$12.500 to the California Indian Environmental Alliance to conduct risk reduction activities related to fish consumption. A previous contract for APA Family Support Services is now complete.
- Beginning January 1, 2022. monitoring requirements for mercury have been reduced for most dischargers per Order R2-2021-0028 (see link at right). For most dischargers, this replaces the 2016 Alternate Monitoring and Reporting Requirements for Municipal Wastewater Dischargers for the Purpose of Adding Support to the San Francisco Bay RMP.
- As part of the 2021 Triennial Review of the Basin Plan, the Regional Water Board has prioritized designation of three new beneficial uses: Tribal Tradition and Culture (CUL), Tribal Subsistence Fishing (T-SUB) and Subsistence Fishing (SUB). Water bodies designated these beneficial uses could also be assigned lower mercury objectives. In September 2021, this basin planning project was ranked as a "high priority" in the Triennial Review

- Synthesize PCBs loading data analyzed via Method 1668C ahead of the 2022 reissuance of the Mercury & PCBs Watershed Permit. This large data set demonstrates compliance with the TMDL, but may also be useful in assessing necessary monitoring frequencies.
- The 2017 Permit expires in December 2022. Reissuance activities for the Mercury and PCBs Watershed Permit will occur in the second half of 2022.
- Continue outreach to dentists BAPPG and BACWA's pretreatment committee. Under the federal pretreatment program, all dental facilities were required to submit onetime compliance reports by October 2020.
- Schedule risk reduction presentations by the grantees to the Regional Water Board in 2022.
- Track potential Basin Plan Amendments resulting from the Triennial Review project related to new beneficial use designations. The new designations are not expected to impact the bay-wide mercury TMDL in the near term, but there could be localized or longer-term impacts.

2017 Mercury & PCBs Watershed Permit: https://www.waterboards. ca.gov/sanfranciscobav/b oard info/agendas/2017/ November/5b final to.pdf

Risk Reduction Materials: https://bacwa.org/mercury pcb-risk-reductionmaterials/

Updated BACWA PCBs Protocol: https://bacwa.org/wpcontent/uploads/2014/02/ PCBs-Sampling-Analysisand-Reporting-Protocols-Dec13.pdf

One-Time Compliance Report for Dental Offices: https://www.waterboards. ca.gov/water issues/prog rams/npdes/docs/drinking water/one-time compl iance report for dental offices.pdf

NPDES Permit Amendment for Monitoring and Reporting https://www.waterboards. ca.gov/sanfranciscobav/b oard decisions/adopted orders/2021/R2-2021-0028.pdf

#### STATE WATER BOARD TOXICITY PROVISIONS

- The State Water Board has been working since before 2012 to establish Toxicity Provisions in the SIP that would introduce uniform Whole Effluent Toxicity Requirements for the State
- During individual permit reissuances since 2015, the Regional Water Board has been performing RPAs for chronic toxicity and giving chronic toxicity limits to agencies with Reasonable Potential.
- Proposed Final Statewide Toxicity Provisions were released in October 2020, incorporating revisions to previous versions from 2018 to 2020. The Provisions establish:
  - Use of Test of Significant Toxicity (TST) as statistical method to determine toxicity replacing EC25/IC25 (with concerns it will lead to more false positive results):
  - Numeric limits for chronic toxicity for POTWs >5 MGD and with a pretreatment program; smaller POTWs would receive effluent targets and only receive limits if Reasonable Potential is established:
  - Regional Water Board discretion on whether to require RPAs for acute toxicity:
- o For POTWs with Ceriodaphnia dubia as most sensitive species, numeric targets rather than limits until after completion of state-wide study on lab/ testing issues (Dec. 31, 2023).

 The State Water Board first adopted the Statewide Toxicity Provisions at its December 2020 meeting. In October 2021, the State Water Board affirmed that the Statewide Toxicity Provisions were adopted as state policy for water quality control for all inland surface waters and estuaries. The Toxicity Provisions are expected to go into effect no sooner than mid-2022 after approval by OAL and EPA.

Challenges and Recent Updates

- Implementation will be on a permit-bypermit basis as new individual NPDES permits are issued.
- Since 2016, agencies have had the option to skip sensitive species screening upon permit reissuance and pay the avoided funds to the RMP to be used for CECs studies. Once the Statewide Toxicity Provisions come into effect, agencies will once again be required by the provisions to do sensitive species screening once every 15 years.
- BACWA joined SCAP, CVCWA and NACWA in a lawsuit alleging EPA did not follow proper procedure in requiring use of the TST, which has not been officially promulgated. The lawsuit was dismissed on Statute of Limitation grounds. An appeal to the 9th Circuit Court of Appeals was denied in September 2021 on the basis that the EPA guidance document is not a final agency action that can be reviewed by the courts. POTWs' only recourse is to challenge individual permits that include the procedure.

- Continue to work with Regional Water Board on language for implementing **Toxicity Provisions in Region** 2 NPDES Permits.
- Regional Water Board staff provided revised draft permit language to BACWA in December 2021, and members provided feedback on this revised draft in January 2022. BACWA will work with the Regional Water Board to finalize the template in Spring 2022, ahead of its first use in mid-2022. The language will ultimately be copied into each newly adopted permit in the region, filling in details about monitoring and screening requirements that the Provisions leave to Regional Water Board discretion.
- · Share information on the special study on the Ceriodaphnia dubia test method with agencies who have that species in their permits.

SWRCB Toxicity Page: http://www.swrcb.ca.gov/ water issues/programs/st ate implementation polic y/tx ass cntrl.shtml

**Toxicity Provisions** adopted December 2020: https://www.waterboards. ca.gov/water issues/prog rams/state implementatio n policy/docs/provisions final.pdf

**Toxicity Workshop** Presentations from 2017 BACWA Workshop: https://bacwa.org/bacwatoxicity-workshopseptember-18-2017/

Regional Water Board presentation on implementation of Statewide Toxicity Provisions from December 2020 https://bacwa.org/wpcontent/uploads/2021/01/ Slides-from-RWQCB-Regarding-R2-Tox-Language-in-NPDES-Permits-2020-12-08.pdf

#### **COMPOUNDS OF EMERGING CONCERN (CECS)**

- Pharmaceuticals and other trace compounds of emerging concern (CECs) are ubiquitous in wastewater at low concentrations and have unknown effects on aquatic organisms.
- The State Water Board is considering developing a Pilot CECs Monitoring Plan for the State.
- Region 2's CEC strategy focuses on monitoring/tracking concentrations of constituents with high occurrence and high potential toxicity. Much of what the State Water Board is considering for its Pilot Monitoring Plan is already being implemented in Region 2 through the RMP.
- Microplastics have been a focus of the RMP in recent years. BACWA has participated in the Workgroup and developed a POTW Fact Sheet. One conclusion of the RMP work is that POTWs contribute much lower microplastic loads than stormwater.

 The Regional Water Board has stated that voluntary and representative participation in RMP CECs studies is key to avoiding regulatory mandates for CECs monitoring. These studies are informational and not for compliance purposes. BACWA developed a White Paper on representative participation to be used to support facility selection for these studies.

Challenges and Recent Updates

- Bay dischargers are continuing to provide supplemental funding for RMP CECs studies through the NPDES Permit Amendment for Monitoring and Reporting adopted in December 2021 by the Regional Water Board. RMP Invoices for Calendar Year 2022 will reflect the newly adopted Order.
- DDW has adopted a definition of Microplastics in Drinking Water (may apply to other matrices such as wastewater and stormwater in the future).
- In 2021, the OPC funded a study investigating microplastic removal through wastewater treatment processes. The study is being carried out by SCCWRP and SFEI. It commenced with pilot study, and fullscale sampling of about 15 facilities will occur in 2022.
- In 2021, the Ocean Protection Council released a draft Statewide Microplastics Strategy that calls for increased water recycling, additional monitoring of wastewater, source control in wastewater, and additional scientific research.

- Continue to participate in the RMP CEC Workgroup.
- Participate in studies by collecting wastewater samples at member facilities. Studies this year will include ethoxylated surfactants follow-up, sunscreens, and the OPCfunded microplastic study.
- Provide ongoing updates to White Paper for use by the RMP in selecting representative POTWs for participation in CEC studies, and develop a proposal for ongoing monitoring.
- Continue tracking State Water Board and Ocean Protection Council actions re: microplastics via the CASA Microplastics Workgroup.

RMP CEC Workgroup: http://www.sfei.org/rmp/ec wg#tab-1-4

BACWA CECs White Paper:

https://bacwa.org/docume nt/bacwa-cec-whitepaper-updated-june-2020/

BACWA Microplastics Fact Sheet: https://bacwa.org/wpcontent/uploads/2019/09/ BACWA-Microplastics-

flyer.pdf

SFEI Microplastics Science Strategy: www.sfei.org/documents/ microplastic-monitoringand-science-strategy-sanfrancisco-bay

SWRCB Microplastics in Drinking Water page: https://www.waterboards.ca.gov/drinking\_water/certlic/drinkingwater/microplastics.html

NPDES Permit
Amendment for
Monitoring and Reporting
https://www.waterboards.
ca.gov/sanfranciscobay/b
oard\_decisions/adopted
orders/2021/R2-20210028.pdf

#### PER- AND POLYFLUOROALKYL SUBSTANCES (PFAS)

- Per- and polyfluoroalkyl substances (PFAS) are a large group of human-made substances that are very resistant to heat, water, and oil. PFAS have been used extensively in surface coating and protectant formulations; common PFAS-containing products are non-stick cookware, cardboard/paper food packaging. water-resistant clothing, carpets, and fire-fighting foam.
- Perfluorooctane sulfonic acid (PFOS) and perfluorooctanoic acid (PFOA) are two types of PFAS that are no longer manufactured in the US: however, other types of PFAS are still produced and used in the US.
- All PFAS are persistent in the environment, can accumulate within the human body, and have demonstrated toxicity at relatively low concentrations. PFOA and PFOS were found in the blood of nearly all people tested in several national surveys.
- Potential regulatory efforts to address PFAS focus on drinking water in order to minimize human ingestion of these chemicals, although regulators have also expressed concern about uptake into food from land applied biosolids.
- In April 2021, the formation of an "EPA Council on PFAS" was announced.

 DDW has developed drinking water notification levels (NLs) and response levels for PFOA, PFOS, and Perfluorobutane Sulfonic Acid (PFBS).

Challenges and Recent Updates

- At DDW's request, OEHHA is developing NLs for seven other PFAS compounds and public health goals (PHGs) for both PFOA and PFOS as the next step in establishing drinking water MCLs.
- In July 2021, OEHHA proposed a PHG of 0.007 ng/L for PFOA and 1 ng/L for PFOS.
- In July 2020, the SWRCB issued an Investigative order for POTWs. Investigative orders have also been issued for landfills, airports, chrome platers, and refineries & bulk terminals. The July 2020 SWRCB investigative Order for POTWs is not applicable to Region 2 agencies.
- · The Summit Partners held four PFAS Workshops for POTWs in late 2020 and 2021. The most recent workshop was in September 2021.
- EPA is beginning pretreatment standards rulemaking for two types of industrial users: Metal Finishing, and Organic Chemicals, Plastics and Synthetic Fibers.
- In September 2021, EPA released Draft Method 1633 for analysis of PFAS in complex matrices like wastewater.
- In October 2021, state legislation passed banning PFAS in children's products (AB 652) and food packaging (AB 1200).

- BACWA worked with RWB staff and obtained State Water Board approval to fund and conduct a Regional PFAS Study in lieu of the statewide investigative order.
- SFEI is conducting this study in two phases:
- o In Phase 1, fourteen representative facilities collected samples in Q4 2020 for influent, effluent, RO concentrate, and biosolids. SFEI has uploaded the data into Geotracker and will issue a report in October 2021. BACWA has prepared a Fact Sheet regarding Phase 1 results (see link at right).
- o Phase 2 of the PFAS Regional Study will be conducted in Spring 2022. Preparation of the plan is underway. Phase 2 will include sampling of influent, effluent, and biosolids; residential sewersheds, commercial and industrial users: hauled waste; and groundwater.
- BACWA will continue collaboration with Summit Partners and non-governmental organizations on legislation related to pollution prevention, as well as tracking developments at the State and Regional level.

Region 2 PFAS Study Phase 1 Presentation: https://bacwa.org/wpcontent/uploads/2021/09/ Mendez-Miguel-PFAS-Workshop-4.pdf

Region 2 PFAS Study Fact Sheet: https://bacwa.org/wpcontent/uploads/2021/08/ PFAS-Fact-Sheet-Phase-I.pdf

Summit Partners PFAS Workshop presentations: https://casaweb.org/calen dar/speakerpresentations/

**SWRCB** Investigative Order for POTWs: https://www.waterboards. ca.gov/board decisions/a dopted orders/water qua lity/2020/wgo2020 0015 dwq.pdf

**OEHHA Drinking Water:** https://oehha.ca.gov/water

**EPA PFAS Resources** https://www.epa.gov/pfas

**EPA PFAS Strategic** Roadmap (Oct 2021) https://www.epa.gov/pfas/ pfas-strategic-roadmapepas-commitmentsaction-2021-2024

6-30-21-SSS-WDR-Comment-Letter.pdf

Background Highlights	Challenges and Recent Updates	Next Steps for BACWA	Links/Resources
ELAP UPDATE			
<ul> <li>In May 2020, the State Water Board adopted new comprehensive regulations for the Environmental Laboratory Accreditation Program.</li> <li>Adoption of the new regulations was required by AB 1438, legislation that became effective in 2018.</li> <li>The new ELAP regulations will replace the current state-specific accreditation standards with a national laboratory standard established by The NELAC Institute (TNI).</li> </ul>	<ul> <li>The new ELAP regulations became effective as of January 1, 2021.         Compliance with TNI standards is required beginning January 1, 2024.</li> <li>Adoption of TNI standards poses a challenge since there are more than 1,000 individual requirements. Setup costs may include:         <ul> <li>Hiring and/or training staff;</li> <li>Hiring consultants to set up the TNI documentation framework;</li> <li>Purchasing Laboratory Information Management System (LIMS) software;</li> <li>Purchasing documents and training material from TNI, etc.</li> </ul> </li> <li>The new standards will be a particular burden on small laboratories, which may choose to close if they cannot economically meet the new standards.</li> <li>ELAP's "Roadmap to ELAP Accreditation" Program is the outreach and training component of the new regulations. ELAP staff have presented to the Lab Committee in June 2020, February 2021, and April 2021. ELAP has contracted with A2LA Workplace Training to provide training sessions.</li> <li>The BACWA Lab Committee began providing monthly TNI training sessions beginning in July 2021.</li> </ul>	<ul> <li>Offer monthly training sessions to BACWA members. The free virtual training sessions are open to BACWA members holding a valid copy of the 2016 TNI Standard, and are occurring on the 3<sup>rd</sup> Tuesday of each month throughout 2022. Training is provided by Diane Lawver of Quality Assurance Solutions, LLC, and other subject matter experts.</li> <li>Continue to work through BACWA's Laboratory Committee to support members as they navigate laboratory accreditation under the new TNI standards.</li> <li>Publicize training opportunities offered by consultants, ELAP, and others.</li> <li>Provide a forum for BACWA laboratories to share experiences and lessons learned from various approaches to TNI implementation.</li> </ul>	State Water Board's 'Roadmap to ELAP Accreditation' page: https://www.waterboards. ca.gov/drinking_water/cer tlic/labs/roadmap_to_elap_accreditation.html  Roadmap to Accreditation Presentation to BACWA Lab Committee: https://bacwa.org/wp- content/uploads/2020/06/ California-ELAP- Regulations- BACWA_06092020.pdf  State Water Board's ELAP regulations page: http://www.waterboards.c a.gov/drinking_water/certl ic/labs/elap_regulations.s html  Monthly Training Session flyer: https://bacwa.org/wp- content/uploads/2021/07/ BACWA-Lab-TNI- Training-Series-Flyer.pdf

#### PHASE-OUT OF BIOSOLIDS AS ALTERNATIVE DAILY COVER

- Regulatory drivers are indicating that biosolids used as alternative daily cover (ADC) or disposed in landfills will be phased out:
  - AB 341 set a goal to recycle 75% of solid waste by 2020 and CalRecycle's plan to achieve that goal called for a marked, but unquantified, reduction of organics to landfills.
  - SB 1383, adopted in September 2016 requires organics diversion:
    -50% by 2020 (relative to 2014)
    -75% by 2025 (relative to 2014)
- Regulations implementing SB 1383 went into effect on January 1, 2022, so the State can begin enforcement on jurisdictions.
   However, jurisdictions can request a one-year enforcement delay by submitting a Notice of Intent to Comply by March 1, 2022 (as allowed by SB 619). Jurisdictions can begin local enforcement January 1, 2024, and compliance is required by January 1, 2025.
- While the regulations implementing SB 1383 do not explicitly forbid biosolids disposal/reuse in landfills, it is assumed that since biosolids are a relatively "clean" waste stream that can be easily diverted, landfills will stop accepting biosolids.

 BACWA's 2021 Biosolids Trends Survey Report compiles member agency activities in 2018-2020, as well as survey responses regarding SB 1383 implementation.

Challenges and Recent Updates

- Requirements for SB 1383 implementation include:
  - Diverted biosolids must be anaerobically digested and/or composted to qualify as landfill reduction.
  - Beginning Jan 1, 2022, CalRecycle will consider whether other specific treatment technologies can qualify as landfill reduction (per Article 2 of SB 1383).
  - Local ordinances restricting land application are disallowed.
  - Jurisdictions that divert organic waste must also procure the end products of diversion, such as biogas, biomethane, and compost (but not biosolids).
- Concerns that county ordinances will unreasonably restrict the beneficial reuse of biosolids have been partially addressed by CalRecycle in a new FAQ on SB1383. CalRecycle considers bans on land application to be unenforceable. CASA continues to conduct outreach to the California County Directors of Environmental Health (CCDEH) on this issue.

- Follow efforts of the Regional Water Board to revise biosolids permitting requirements for land application and disposal, particularly in the Baylands.
   For example, land application sites in the Baylands may be subject to additional monitoring requirements.
- Actively work through CASA with California Air Resource Board, CalRecycle, State Water Board, and California Department of Food and Agriculture to develop sustainable long-term options for biosolids beneficial use.
- Follow efforts of the Bay Area Biosolids Coalition (BABC) to investigate all-weather options for biosolids management.
   BABC is a BACWA Project of Special Benefit.
- Participate in BAAQMD's
   Organics Recovery Technical
   Working Group to educate their
   staff on implementation of SB
   1383 at the Air District level.
- Meet with BAAQMD regularly in 2022 to discuss alignment of state and local regulations.
- Work with CASA and others to respond to CCDEH concerns regarding safety standards for land application (see July 2021 letter, link at right).

BACWA 2021 Biosolids
Trends Survey Report:
https://bacwa.org/wpcontent/uploads/2021/12/
BACWA-2021-BiosolidsTrends-SurveyReport.pdf

BABC website: http://www.bayareabiosolids.com/

CASA White Paper on SB 1383 Implementation: https://bacwa.org/docume nt/summary-of-sb-1383and-its-implementationcasa-2020/

CASA July 2021
Response Letter to
CCDEH
https://casaweb.org/wpcontent/uploads/2021/07/
CASA-Response-toCCDEH-Letters071321.pdf

CalRecycle website for California Short-Lived Climate Pollutant Reduction Strategy https://www.calrecycle.ca. gov/organics/slcp

CalRecycle FAQ for SB 1383 Implementation https://calrecycle.ca.gov/o rganics/slcp/faq

#### **CLIMATE CHANGE MITIGATION**

- CARB's Climate Change Scoping Plan Update lays out the approach for the State to meet its greenhouse gas (GHG) emissions reduction targets through 2030, including additional policies to achieve 40% reduction below 1990 levels by 2030:
  - Short-lived climate pollutants
  - Carbon sequestration on Natural and Working Lands
  - Largest emitters (transportation, electricity, and industrial sectors)
     The Scoping Plan will be updated in 2022 targeting carbon neutrality by 2045 and, if possible, 2035.
- SB 1383 (Short-Lived Climate Pollutant Reduction) calls for:
  - o 40% methane reduction by 2030
  - 75% diversion of organic waste from landfills by 2025
  - Policy / regulatory development encouraging production/use of biogas
- BAAQMD developed a Clean Air Plan requiring GHG emissions supporting CARB's 2050 target.
- BAAQMD has proposed the development of Regulation 13 (climate pollutants) targeting GHG reductions related to organics diversion and management.
- In October 2020, Governor Newsom signed Executive Order N-82-20 calling for nature-based land management strategies to address climate change, such as natural and working lands restoration.

- CARB states POTWs are part of the solution for reducing fugitive methane, and encourages diversion of organics to POTWs to use excess digester capacity and produce biogas.
- CARB is pursuing rapid fleet electrification, including medium and heavy-duty vehicles, through the Advanced Clean Fleet rule. Complete electrification will remove a potential market for biogas. CASA is engaging on this issue to request continued allowance of biogas as a sustainable transportation fuel.
- Many POTWs are exploring energy generation, but BAAQMD TAC regulations could make such programs more difficult to implement. Direct injection of biogas to PG&E's pipelines or use as a transportation fuel may be more efficient.
- CARB's previous interest in nitrous oxide emission estimates and/or emission factors for POTWs has shifted to toxic air contaminants. See Toxic Air Contaminants - BAAQMD Rule 11-18, AB 617, and AB 2588.
- BAAQMD is developing a suite of Rules under Regulation 13 for climate pollutants methane and nitrous oxide. However, rule development has been suspended due to COVID-19 and lack of data. The delay is allowing time to summarize information about current best management practices.

- Review the summary of the AIR committee-led survey regarding current methane management practices at anaerobic digesters and sludge lagoons. After committee review, this summary will be shared with BAAQMD staff.
- For Regulation 13, continue to work with BAAQMD staff to provide information and education about anaerobic digesters and POTW operations. Participate in the Organics Recovery Technical Working Group, as well as comment on draft Rules.
- Look for ways to inform BAAQMD on opportunities and challenges for climate change mitigation by Bay Area POTWs.
- Work with PG&E and BAAQMD to explore options for POTWs to inject biogas into PG&E pipelines. In February 2022, the CPUC will vote on a mandatory biomethane procurement program for CA's four large gas IOUs (including PG&E) under SB 1440. CASA has been discussing the barriers to pipeline injection with CPUC staff, proposing a reduction in their standard from 990 Btu/scf to 970 Btu/scf.

Climate Change Scoping Plan, including 2022 Update:

https://ww2.arb.ca.gov/our-work/programs/ab-32-climate-change-scoping-plan

CARB Short Lived
Climate Pollutant
Reduction Strategy:
<a href="https://www.arb.ca.gov/cc/shortlived/meetings/0314">https://www.arb.ca.gov/cc/shortlived/meetings/0314</a>
2017/final\_slcp\_report.pdf

CARB Advanced Clean Fleet Rule: https://ww2.arb.ca.gov/our-

https://ww2.arb.ca.gov/ourwork/programs/advancedclean-fleets/about

SB 1383:

https://www.calrecycle.ca.gov/organics/slcp

BAAQMD Clean Air Plan: http://www.baaqmd.gov/pl ans-and-climate/airquality-plans/currentplans

BAAQMD Regulation 13 http://www.baaqmd.gov/r ules-andcompliance/rules/regulati on-13-climate-pollutants

#### **CLIMATE CHANGE ADAPTATION**

- In 2017, the State Water Board adopted a Climate Change Resolution addressing mitigation and adaptation. One requirement is Regional Water Boards will make recommendations to modify permits and/or create other regulatory requirements to reduce vulnerability of water and wastewater infrastructure to flooding, storm surges, and sea level rise.
- The Regional Water Board is planning to modify the Basin Plan under its Climate Change and Wetland Policy Update. The changes will occur through multiple Basin Plan amendments.
- Climate change and water resilience continue to be a strategic priority of the Regional Water Board in 2022.
- In April 2019, Governor Newsom signed Executive Order N-10-19 directing State Agencies to recommend a suite of priorities and actions to build a climate-resilient water system and ensure healthy waterways through the 21st century.

- The California Coastal Commission's November 2021 Sea Level Rise Planning Guidance recommends that agencies "understand and plan" for 2.7 feet of sea level rise by 2050.
- The State Water Board is planning to send a data request to all permitted facilities (collection systems and POTWs) in the State to better understand to what extent agencies are performing climate change vulnerability assessments and/or investing in adaptation measures. They plan to use this information to determine the need for funding assistance or permit requirements for climate change planning.
- In 2021, the Regional Water Board completed a detailed questionnaire of all POTWs in the region to collect information about climate vulnerability and adaptation. Results will be summarized in an Executive Officer report in early 2022.
- The Regional Water Board is developing a Shoreline Resiliency Basin Plan Amendment addressing estuarine wetland protection, living shorelines, beaches, ecotone systems using treated wastewater. A draft is expected in Spring 2022. This Basin Plan Amendment could be used to incentivize the development of wetlands projects by wastewater agencies, and reduce permitting hurdles.

- Review the Shoreline Resiliency Basin Plan Amendment when it is released in 2022. This proposed amendment is part of a larger Climate Change and Wetland Policy Update project.
- Continue to coordinate with State Water Board on the status of their data request on climate change planning, so members can provide the information they request as effectively as possible. Survey expected to be released in 2022.
- Continue to work with Regional Water Board and other resource agencies to look for regulatory solutions to encourage wetlands projects for shoreline resiliency.
- Coordinate with BABC, SFEI and Sonoma Land Trust on preparation of a white paper regarding biosolids management in the Baylands, an important region both for biosolids land application and wetlands restoration (see also Biosolids section, above).
- BACWA recently signed a letter of support for the Bay Adapt Joint Platform. Individual agencies are also invited to endorse the Joint Platform.

California Coastal Commission's *Critical Infrastructure at Risk* https://documents.coastal.c a.gov/assets/slr/SLR%20G uidance Critical%20Infrast ructure\_12.6.2021.pdf

State Water Board 2017 Climate Change Resolution: https://www.waterboards. ca.gov/board\_decisions/adopted\_orders/resolution s/2017/rs2017\_0012.pdf

Regional Water board Wetlands Policy Page: https://www.waterboards. ca.gov/sanfranciscobay/water\_issues/programs/climate\_change/wetland\_policies.html

Information about Proposed Basin Plan Amendment (Issue 5.1): https://www.waterboards. ca.gov/sanfranciscobay/b asin\_planning.html#trienn ialreview

Bay Adapt Joint Platform <a href="https://www.bayadapt.org/joint-platform/">https://www.bayadapt.org/joint-platform/</a>

#### **TOXIC AIR CONTAMINANTS**

- Regulation 11, Rule 18 (Rule 11-18), adopted November 15, 2017, is BAAQMD's effort to protect public health from toxic air pollution from existing facilities, including POTWs.
- Per the Rule, BAAQMD will conduct site-specific Health Risk Screening Analyses (HRSAs) and determine each facility's prioritization score (PS). BAAQMD will conduct Health Risk Assessments (HRAs) for all facilities with a cancer PS>10 or non-cancer PS>1.0. After verifying the model inputs, if the facility still has PS above that threshold, that facility would need to implement a Risk Reduction Plan that may include employing Best Available Retrofit Control Technology for Toxics (TBARCT).
- AB 617 (Community Air Protection Program) – requires CARB to harmonize community air monitoring, reporting, & local emissions reduction programs for air toxics and GHGs). POTWs within communities already impacted by air pollution may have to accelerate implementation of risk reduction measures.
- AB 2588 (Air Toxics "Hot Spots" Program) - Establishes a statewide program for the inventory of air toxics emissions from individual facilities, as well as requirements for risk assessment and public notification of potential health risks. 2020 updates expanded compound list from >500 to >1,000.

- BACWA developed a White Paper on BAAQMD Rule 11-18 to describe its potential impacts on the POTW community.
- In response to a request by BAAQMD, the AIR Committee delivered a letter report summarizing specific challenges that POTWs would face in complying with the rule due to budgeting and planning constraints related to being public agencies.
- In response, BAAQMD moved all POTWs to Phase 2 to give sufficient time to update the model's inputs, and plan for emissions reduction or TBARCT, as needed.
- AIR Committee gathered data on proximity factors from each facility and submitted to BAAQMD for updating prioritization scores, which will be use in HRA development.
- In the Final Statement of Reasons for rulemaking on AB 617 and AB 2588, CARB provided the wastewater sector time to develop a short-list of relevant compounds and perform a pooled emissions estimating effort to update outdated default emission factors (through 2028).
- In December 2021, BAAQMD amended Rule 2-5 to reduce allowable levels of toxic air contaminants in new source permitting. BAAQMD will also establish a working group with POTWs to address concerns related to toxic air contaminants and rulemaking.

- Priority: Agencies should use the tool developed by the AIR Committee to address emission contributions from influent flows, which will be used to update emissions inventory values.
- Respond to BAAQMD data request beginning in 2022. There will be a 60-day turnaround to comply with the data request. Following data collection and verification, BAAQMD will develop HRAs for facilities with a cancer PS>10 or non-cancer PS>1.0. Implementation of the Rule for Phase 2 facilities will be spread out over two years depending on the PS.
- Contribute to the working group to be convened with BAAQMD staff to discuss toxic air contaminants, rule development, and related issues.
- Report "business as usual" for air toxics through 2028. If BAAQMD requests additional monitoring of air toxics, member agencies should refer to the one-page handout on this topic prepared by CASA. The wastewater sector has until 2028 to perform a statewide "two-step process" in collaboration with CARB and air districts to determine a shortlist of compounds relevant to the wastewater sector to report.

# BAAQMD Rule 11-18 page:

http://www.baaqmd.gov/rule s-and-compliance/ruledevelopment/rules-underdevelopment/regulation-11rule-18

# Rule 11-18 Process Flowchart:

https://bacwa.org/document/baaqmd-11-18-process-flowchart-08-17-17/

# CARB page on AB 617 and AB 2588:

https://ww2.arb.ca.gov/ourwork/programs/criteria-andtoxics-reporting Final Statement of Reasons https://ww3.arb.ca.gov/bo ard/15day/ctr/fsor.pdf

### CASA One-Page Handout on Air Toxics Reporting:

https://casaweb.org/wp-con tent/uploads/2021/06/CTR-EICG\_CASAOnePageIssue-Approach\_June2021.pdf

### BAAQMD Rule 2-5 https://www.baaqmd.gov/rul es-andcompliance/rules/reg-2-

permits?rule version=2021 %20Amendments

Background Highlights	Challenges and Recent Updates	Next Steps for BACWA	Links/Resources
RECYCLED WATER			
<ul> <li>Approximately 10 percent of the municipal wastewater of Region 2 POTWs is currently recycled. Expansion of recycled water projects is a goal of many BACWA members, but implementation is slowed by high costs, regulatory uncertainty, and administrative requirements.</li> <li>As of 2020, virtually all recycled water in Region 2 was produced at centralized facilities using municipal wastewater, and was treated to meet standards for non-potable reuse.</li> </ul>	<ul> <li>As of 2018, the State Water Board has adopted uniform water recycling criteria for two types of Indirect Potable Reuse: surface water augmentation and groundwater augmentation.</li> <li>Regulations for Direct Potable Reuse are under development. The State Water Board is required to adopt criteria for raw water augmentation by December 31, 2023.</li> <li>By the end of 2022, the State Water Board is required to adopt risk-based water quality standards for onsite treatment and reuse of non-potable water in multi-family, mixed use, and commercial buildings. San Francisco has already begun to implement a similar Onsite Non-Potable Reuse program for large developments in the city.</li> <li>BACWA is currently completing a Regional Evaluation of Potential Nutrient Discharge Reduction by Water Recycling, as required by the 2<sup>nd</sup> Nutrient Watershed Permit.</li> </ul>	<ul> <li>Review draft regulations for Direct Potable Reuse and Onsite Non-potable Reuse and work through Recycled Water committee to develop comments, as needed.</li> <li>Track California legislation with potential impacts on recycled water funding, mandates, or regulations.</li> <li>For the study of nutrient removal via recycled water, review barriers and challenges to recycled water expansion identified by the study, and strategize next steps.</li> </ul>	Water Boards Recycled Water Policy and Regulations https://www.waterboards. ca.gov/water issues/programs/recycled_water/  "Purple Book" of Recycled Water Regulations https://www.waterboards. ca.gov/drinking_water/cettlic/drinkingwater/documents/lawbook/rwregulations.pdf  August 2021 Draft DPR Regulations https://www.waterboards.ca.gov/drinking_water/cettlic/drinkingwater/docs/2021/aug2021addendum_ep.pdf

## Previously covered issues with no updates can be found in previous **BACWA** issues summaries.

#### **ACRONYMS**

ADC Alternate Daily Cover

BAAQMD Bay Area Air Quality Management District

BACT Best Available Control Technology

BTU/SCF British thermal units per standard cubic foot

CARB California Air Resources Board

CASA California Association of Sanitation Agencies

CAP Criteria Air Pollutant

CEC Compound of Emerging Concern

CIWQS California Integrated Water Quality System

CVCWA Central Valley Clean Water Agencies
CWEA California Water Environment Association

DDW Division of Drinking Water, State Water Resources Control Board

EC25/IC25 25% Effect Concentration/25% Inhibition Concentration ELAP Environmental Laboratory Accreditation Program

ELTAC Environmental Laboratory Technical Advisory Committee

EPA United States Environmental Protection Agency
FIFRA Federal Insecticide, Fungicide, and Rodenticide Act

FY Fiscal Year GHG Greenhouse Gas

HRSA Health Risk Screening Analyses

HRA Health Risk Assessment

MCL Minimum Contaminant Level (Drinking Water)

MGD Million Gallons per Day

NACWA National Association of Clean Water Agencies

NELAC National Environmental Laboratory Accreditation Conference

OAL Office of Administrative Law

OEHHA Office of Environmental Health Hazard Assessment

PCB Polychlorinated Biphenyl

PFAS Per- and Polyfluoroalkyl Substances

PFBS Perfluorobutane Sulfonic Acid

PFOA Perfluorooctanoic Acid

PFOS Perfluorooctane Sulfonic Acid POTW Publicly Owned Treatment Works

PS Prioritization Score

RMP Regional Monitoring Program
RPA Reasonable Potential Analysis

SCAP Southern California Alliance of POTWs

SF Bay San Francisco Bay

SFEI San Francisco Estuary Institute

TAC Toxic Air Contaminant
TMDL Total Maximum Daily Load
TIN Total Inorganic Nitrogen
TNI The NELAC Institute
TST Test of Significant Toxicity

WQBEL Water Quality Based Effluent Limitation

WQO Water Quality Objective