



## State Water Resources Control Board

November 24, 2020

Order Recipients Specified in Attachment A State Water Resources Control Board

#### APPROVAL TO EXTEND DEADLINES FOR SAMPLING AND REPORTING OF PER-AND POLYFLUOROALKYL SUBSTANCES (PFAS) AT PUBLICLY OWNED TREATMENT WORKS SUBJECT TO THE JULY 9, 2020 STATE WATER RESOURCES CONTROL BOARD ORDER # WQ 2020-0015-DWQ

This letter serves to approve a 90-day extension request to start treatment system and groundwater sampling subject to State Water Resources Control Board Order #WQ 2020-0015-DWQ (Order) for the 32 Publicly Owned Treatment Works (POTW) facilities listed in Attachment A. This extension does not apply to submittal of the questionnaire identified in Attachment 3, Section D of the Order. The questionnaire must be uploaded into GeoTracker no later than March 31, 2021. No further extensions will be granted.

Treatment system sampling shall now commence with the First Quarter 2021 sampling period (January-March 2021). Sampling and analysis frequency for POTW influent, effluent, and reverse osmosis concentrate shall remain quarterly for a one-year period; and biosolids sampling will continue to be based on the POTW's average dry weather design flow rate. Groundwater sampling shall remain the same for those POTWs with an existing Monitoring and Reporting Program (approved by the Regional Water Quality Control Board). Once the required groundwater sampling must be completed within the same one-year period as the treatment system sampling.

The final monitoring report summarizing all sampling and analytical results shall be uploaded into the Water Board's GeoTracker system no later than 60 days following receipt of the last analytical laboratory report.

#### **Background**

The Order requires 258 publicly owned treatment works to submit a questionnaire, collect treatment system and groundwater samples for PFAS analysis, submit the analytical results, and submit a final sampling and analysis report to the Regional Water Board. Data collected resulting from the Order will provide a preliminary site investigation of PFAS impacts to untreated (influent) and treated (effluent) wastewater,

E. JOAQUIN ESQUIVEL, CHAIR | EILEEN SOBECK, EXECUTIVE DIRECTOR

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biosolids, reverse osmosis concentrate, and groundwater. The Order allows a time extension for good cause.

On November 11, 2020, the Southern California Alliance of Publicly Owned Treatment Works (SCAP) submitted a letter requesting a 90-day extension to the compliance deadline for initiating treatment system and groundwater sampling. The extension request states that SCAP member facilities need additional time to comply with the Order because of the added coordination and communication necessary to ensure compliance; their concerns about inadequate laboratory capacity; a reduced amount of available staff to work due to the upcoming holidays and COVID-19 safety protocols; additional sampling guidance issued by the State Water Board in September 2020; and the need to develop independent sampling and laboratory quality protocols.

If you have any questions regarding this extension or need additional information, the following Regional Water Board contacts are available based on the location of the SCAP member facilities:

Region	Name/Email Address/ Phone Number
North Coast	Justin McSmith - <u>Justin.McSmith@waterboards.ca.gov</u> -
(Region 1)	(707) 576-2082
Los Angeles	Jeong-Hee Lim - <u>Jeong-Hee.Lim@waterboards.ca.gov</u> –
(Region 4)	(213) 576-6616
Central Valley	Alex Mushegan - <u>Alexander.Mushegan@waterboards.ca.gov -</u> (559)
(Region 5 -	488-4397
Fresno)	Jeff Pyle - <u>Jeffrey.Pyle@waterboards.ca.gov</u> - (559) 445-5145
Central Valley (Region 5 - Redding)	Jeremy Pagan - <u>Jeremy.Pagan@waterboards.ca.gov</u> - (530) 224-4850
Lahontan	South Lahontan Basin:
(Region 6)	Jehiel Cass - <u>Jehiel.Cass@waterboards.ca.gov</u> – (760) 242-2434
Colorado River	NPDES: Kai Dunn - <u>Kai.Dunn@waterboards.ca.gov</u> - (760) 776-8986
Basin	WDR: Jose Cortez <u>-Jose.Cortez@waterboards.ca.gov</u> -
(Region 7)	(760) 776-8963
Santa Ana (Region 8)	Julio Lara - <u>Julio.Lara@waterboards.ca.gov</u> - (951) 782-4901
San Diego (Region 9)	Joann Lim - <u>Joann.Lim@waterboards.ca.gov</u> - (619) 521-3362

Sincerely,

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Eileen Sobeck Executive Director

#### Attachments:

- A) List of Facilities
- B) SCAP Request for Extension POTW PFAS Sampling Order WQ 2020-0015-DWQ, November 11, 2020
- cc: Annalisa Kihara, State Water Board (via email) Wendy Linck, State Water Board (via email) Shahla Farahnak, State Water Board (via email) Justin McSmith, North Coast Regional Water Board (via email) Alex Mushegan, Central Valley Regional Water Board (via email) Jeff Pyle, Central Valley Regional Water Board (via email) Jeremy Pagan, Central Valley Regional Water Board (via email) Jeong-Hee Lim, Los Angeles Regional Water Board (via email) Jehiel Cass, Lahontan Regional Water Board (via email) Jose Cortez, Colorado River Basin Regional Water Board (via email) Jose Cortez, Colorado River Basin Regional Water Board (via email) Joann Lim, San Diego Regional Water Board (via email) Julio Lara, Santa Ana Regional Water Board (via email) Steven Jepsen, SCAP (via email)

# ATTACHMENT A

## **List of Facilities**

Facility ID	GeoTracker Global ID	Region	Regional Board	Facility Name	Agency Name	Contact	Email
206164	NPD100051550	1	North Coast	Arcata City WWTF	City of Arcata	Rachel Hernandez	rhernandez@cityofarcata.org
271054	WDR100000656	4	Los Angeles	Ventura WRF	City of Ventura	Monica Martin	mmartin@cityofventura.ca.gov
273116	WDR100031700	5F	Central Valley (Fresno)	Gustine WWTF	City of Gustine	Jamison Lemas	jlemas@cityofgustine.com
273123	WDR100030305	5F	Central Valley (Fresno)	Madera WWTF	City of Madera	Humberto Molina	hmolina@madera.gov
273180	WDR100047360	5F	Central Valley (Fresno)	Malaga CWD WWTF	Malaga County Water District	Sylvester Perez	sperez@malagacwd.org
273125	WDR100033647	5F	Central Valley (Fresno)	McFarland WWTF	City of McFarland	Octavio Gonzalez	ogonzalez@mcfarlandcity.org
273131	WDR100036052	5F	Central Valley (Fresno)	Reedley WWTF	City of Reedley	Cardoso, Martha	Martha.Cardoso@reedley.ca.gov
273133	WDR100035646	5F	Central Valley (Fresno)	Sanger WWTF	City of Sanger	Ron Franz	rfranz@ci.sanger.ca.us
273187	WDR100035855	5F	Central Valley (Fresno)	Selma- Kingsberg-	Selma- Kingsburg- Fowler County	Ben Munoz	bmunoz@skfcsd.org

SCAP Extension Request

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Facility ID	GeoTracker Global ID	Region	Regional Board	Facility Name	Agency Name	Contact	Email
				Fowler CSD WWTF	Sanitation District		
846487	NPD100051644	5R	Central Valley (Redding)	American Valley WWTP	American Valley CSD	Frank Potter	operator@americanvalleycsd.com
271805	NPD100051547	5R	Central Valley (Redding)	Chico Water Pollution Control Plant	City of Chico	Carol Reilly	carol.reilly@Chicoca.gov
210322	NPD100051591	5S	Central Valley (Sacramento)	Brentwood WTP	City of Brentwood	Jacquelyn Parsons	JParsons@brentwoodca.gov
247782	WDR100032803	5S	Central Valley (Sacramento)	City of Patterson WQCF	City of Patterson	Mike Willett	MWillett@ci.patterson.ca.us
220768	WDR100035995	5S	Central Valley (Sacramento)	Cry Creek WWTP	City of Roseville	Rajalakshmi Subramanian	RSubramanian@roseville.ca.us
248706	NPD100051587	5S	Central Valley (Sacramento)	Pleasant Grove WWTP	City of Roseville	Rajalakshmi Subramanian	RSubramanian@roseville.ca.us
266223	WDR100033942	5S	Central Valley (Sacramento)	Tracy WWTP	City of Tracy	Jenny Reina	Jenny.reina@jacobs.com
268926	NPD100051502	55	Central Valley (Sacramento)	UC Davis Main WWTP	University of California, Davis	Cristina Raquel Ramirez	crramirez@ucdavis.edu
272960	WDR100039486	5S	Central Valley (Sacramento)	Woodland Water Pollution Control Facility	City of Woodland	Teresa E. Lopez	Teresa.Lopez@cityofwoodland.org

Facility ID	GeoTracker Global ID	Region	Regional Board	Facility Name	Agency Name	Contact	Email
274556	NPD100051606	5S	Central Valley (Sacramento)	Yuba City WWTF	City of Yuba City	Emilio G. Flores	egflores@yubacity.net
259230	WDR100034185	6	Lahontan	STPUD Wastewater Treatment Plant	South Tahoe Public Utility District	Dan Arce	darce@stpud.dst.ca.us
208668	WDR100027202	7	Colorado River	City of Banning WWTP	City of Banning	Jennifer Jackson	jjackson@banningca.gov
259170	NPD100051636	8	Santa Ana	Beaumont WWTP No. 1	City of Beaumont	Thaxton Van Belle	TVanBelle@beaumontca.gov
259178	NPD100051496	8	Santa Ana	Colton/San Bernardino STP, RIX	San Bernardino Municipal Water District	Marissa Flores	Marissa.Flores@sbmwd.org
259171	NPD100051505	8	Santa Ana	Corona WWRF #1	City of Corona	Jennifer McMullin	Jennifer.McMullin@CoronaCA.gov
259173	WDR100029679	8	Santa Ana	Corona WWRF #2	City of Corona	Jennifer McMullin	Jennifer.McMullin@CoronaCA.gov
259174	NPD100051484	8	Santa Ana	Corona WWRF #3	City of Corona	Jennifer McMullin	Jennifer.McMullin@CoronaCA.gov
259214	NPD100051619	8	Santa Ana	EVMWD Regional WWRF	Elsinore Valley Municipal Water District	Sudhir Mohleji	smohleji@evmwd.net
259220	NPD100051499	8	Santa Ana	Margaret H Candler WWRF	San Bernardino	Marissa Flores	Marissa.Flores@sbmwd.org

SCAP Extension Request

Facility ID	GeoTracker Global ID	Region	Regional Board	Facility Name	Agency Name	Contact	Email
					Municipal Water District		
222758	NPD100052058	9	San Diego	Encina WRCPF	Encina Wastewater Authority	Octavio Navarrete	onavarrete@encinajpa.com
224137	WDR100028880	9	San Diego	Fallbrook Water Reclamation Plant	Fallbrook Public Utilities District	Juliana Luengas	jluengas@fpud.com
255265	WDR100035075	9	San Diego	San Elijo Water Reclamation Facility	San Elijo Joint Powers Authority	Chris Trees	treesc@sejpa.org
255679	WDR100037620	9	San Diego	Santa Maria WWTP	Ramona Municipal Water District	Jim Anderson	janderson@rmwd.org

# ATTACHMENT B

# SCAP Request for Extension – POTW PFAS Sampling Order WQ 2020-0015-DWQ, November 11, 2020



November 11, 2020

Sent via email

Joaquin Esquivel - Board Chair, Board Members, Eileen Sobeck, Jonathon Bishop and PFAS Team Members State Water Resources Control Board P.O. Box 100 Sacramento, CA 95812-2000

#### Subject: Request for Extension – POTW PFAS Sampling Order WQ 2020-0015-DWQ

Dear Chair Esquivel, Board Members, Management and Staff:

The Southern California Alliance of Publicly Owned Treatment Works (SCAP) respectfully seeks to provide an update on our members' efforts to comply with the deadlines set forth in the Water Code Section 13267 and 13383 Order for the Determination of the Presence of Per-and Polyfluoroalkyl Substances at Publicly Owned Treatment Works (POTWs) Order WQ 2020-0015-DWQ (Order) dated July, 2020 that the State Water Resources Control Board (Water Board) has distributed to California POTWs with a design capacity at or exceeding one million gallons per day (MGD).

We are hearing from members that the time and preparation required to comply with the Order is taking them a lot longer than anticipated, which will make it difficult for them to meet the allotted time frame to sample for PFAS within fourth quarter 2020 for reasons which are explained in greater detail below:

- The high number of POTW order recipients (259) and complex nature of the various POTW sampling points requires extensive coordination and communication to ensure full Order compliance.
  - The need to develop sampling and laboratory quality control protocols.
  - The need to follow public agency procurement requirements, such as obtaining multiple bids, which involves development of a detailed scope of work including



the sampling and laboratory quality control protocols, followed by subsequent review and approval by board/council members, etc.

- Concerns with adequate laboratory capacity for sampling, testing, and analysis.
- POTWs are understaffed due to COVID-19 in having to comply with the State's regulations, which requires social distancing through protocols such as maintaining limited and/or alternating staffing arrangements.
- Reduced working days for POTWs and laboratories during the holiday season.
- The PFAS Sampling Guidelines for Non-Drinking Water was released only three weeks before the sampling was scheduled to begin during fourth quarter 2020, and lists numerous additional steps and requirements, including regional board approval for Quality Assurance Project Plans (QAPPs) if they are to be consistent with the Recycled Water Policy.
- As an alternative to a QAPP, we have developed a Sampling and Laboratory Analysis Plan (SLAP) template that we are in the midst of finalizing and distributing to SCAP members and the Clean Water Summit Partners.
- We want to provide consistent, high quality, and defensible data that our workshops and other collaborative initiatives are supporting to achieve this goal, but these activities take time to complete.

We'd like to request your consideration in providing a 90-day extension to the POTW agencies that are working on completing the necessary steps and preparations to comply with the Order.

#### About SCAP

SCAP represents over 80 public water/wastewater agencies in Southern California. SCAP members provide essential water supply and wastewater treatment for approximately 20 million people in Los Angeles, Orange, San Diego, Santa Barbara, Riverside, San Bernardino and Ventura counties. SCAP's wastewater members provide environmentally sound, cost-effective management of more than two billion gallons of wastewater each day and, in the process of protecting public health and the environment, convert wastewater into resources for beneficial uses such as recycled water and renewable energy.



#### **Order Basics**

The Order requires California POTWs with a design capacity equal to or greater than 1 MGD to conduct quarterly PFAS sampling and testing using ELAP certified laboratories. POTWs are required to sample influent, effluent (discharge, reverse osmosis concentrate, recycled water), and biosolids. Agencies with a groundwater monitoring and reporting program must submit a sampling plan to the Regional Board and perform one-time sampling of up to three groundwater monitoring wells. The Order requires the first round of sampling to be completed by December 2020, while the PFAS Sampling Guidelines for Non-Drinking Water was only just released by the Water Board in September 2020.

#### Background - Requests prior to release of the Order

Prior to the release of the Order, SCAP along the Bay Area Clean Water Agencies (BACWA), California Association of Sanitation Agencies (CASA) and Central Valley Clean Water Association (CVCWA) met with Water Board staff to discuss the Order several times. We appreciate the Water Board staff's time and availability to have these open discussions. However, during these meetings we repeatedly made the following requests:

- 1. There are no standard EPA methods used to analyze for influent and effluent wastewater and biosolids. Considering how this data may be used for important policy decisions, accuracy and consistency across the State is very important. We thought there would be a mutual interest for reliable and accurate data, especially considering the recent messaging from the Water Board on "data of known quality" associated with the adoption of new ELAP regulations based on TNI standards. As such, we requested that the Order should be released when the EPA has development approved PFAS test methods for the wastewater matrices.
- 2. We provided a few examples of a staggered schedule with larger agencies submitting data first, followed by medium and then small agencies. The larger agencies could develop protocols for the smaller agencies to follow creating efficiency and reduce burdensome cost implications for the rate payers in the State. This staggered system would be especially beneficial for POTWs in rural and/or disadvantaged areas.



- 3. We suggested prioritizing sampling orders on POTWs with the greatest potential effect on drinking water sources. The risks to drinking water supplies from an ocean discharger are negligent.
- 4. Finally, we have concerns with the requirement for submittal of previous PFAS sampling data. Based on the Order's requirements in Attachment 3, Section C.3.e.xxi, it requires the submittal of:

"PFAS sampling prior to this Order, PFAS sampling been performed in compliance with an Order/Permit/Monitoring Reporting Program and submitted to a Regional Water Quality Control Board, and PFAS sampling been performed for internal/informal testing by others for research."

Preliminary research and laboratory testing have confirmed how ubiquitous PFAS compounds are in our commonly used everyday products. Early laboratory research and method development led to an increased awareness of the high potential for PFAS contamination of samples from a myriad of sources including personal products (sunscreen, cosmetics, water resistant clothing, laundry products, etc.), office products (post-it notes, sharpies, etc.), sampling equipment (Teflon seals, rubber seal and pump materials, etc.) and even the laboratory equipment and laboratory water. Additionally, early or previous PFAS testing was likely performed using different methods than the methods that will be used in response to the Order. Previous sampling and testing would certainly not have been done under the same quality assurance protocols that are being developed by POTWs in response to the Order. Uploading early research test results for PFAS that might be used for policy decisions could be very problematic and due to the reasons stated above is not comparable with the data obtained in response to the Order. We should only be uploading and using current and accurate PFAS analytical data.

Due to the Water Board's interest in obtaining PFAS data quickly, these requests were not integrated into the Order.



#### High Number of POTW Order Recipients and Order Complexity

#### POTW Stakeholder Workshops

Since the Order was released, SCAP along with combinations of our Clean Water Summit Partners, BACWA, CASA, CVCWA, and CWEA, have conducted four separate workshops to inform the POTWs of the Order requirements and how to respond efficiently and accurately. Two of the workshops included presentations and panel participation from Water Board staff. These workshops have been well attended with hundreds of participants.

A common question in the workshops is the Order's early requirement for composite sampling. This is problematic due to the materials in the composite sampler usually containing materials made with PFAS which would contaminate the samples. With clarification from Water Board staff, the sampling directive was revised to allow for grab sampling.

One of the initiatives that arose from the workshops was the advantage of creating a SLAP template for the POTW Order recipients to use rather than having all 259 POTWs develop their own unique sampling and laboratory control system. This will save significant time, costs, and resources and will provide greater consistency across the State. We anticipate the SLAP template to be completed and peer reviewed by mid-November 2020. Distribution of the SLAP template would occur in mid to late November.

#### Public Agency Procurement Process

Many of the order recipients will contract with a consultant and a laboratory to respond to the Order. This requires preparation of a Scope of Work and Request for Proposals followed by advertisement, selection, negotiation and eventually governing body approval. All of these steps take time to be completed and calendared. Until quite recently the Order recipients were still working to interpret the order requirements and understand the sampling and testing practices, providers and availability.



### Laboratory Capacity

The Order requires recipients to test for 31 PFAS analytes. Currently there are only eight California ELAP laboratories certified for all 31 analytes. Of those eight certified laboratories, only four are located in California and two of the eight laboratory's ELAP certification have already expired or will expire in the next few months. See ELAP provided list generated October 5, 2020 <u>https://www.waterboards.ca.gov/pfas/docs/dwg\_pfas\_100520.pdf</u>

### Current State Water Board PFAS Order Summary

Order	Recipient No.	Status	Matrices	Sample No.	Total
Airports	30	Mostly	Soil,	3	90
		Complete	Groundwater,		
			Surface		
			Water		
Landfills	196	Mostly	Groundwater,	2	392
		Complete	Leachate		
Chrome	271	Active after	Soil,	4	1,084
Platers		extension	Groundwater,		
			Surface		
			Water,		
			Effluent		
			wastewater		
POTWs	259*	Active	Influent,	5**	1,295
			Effluent(s),		
			RO		
			Concentrate,		
			Recycled		
			Water,		
			Biosolids,		
			Monitoring		
			Wells*		

\*Does not include the 15 POTWs participating in a PFAS sampling and testing under a separate program on the San Francisco Bay Region

\*\*Estimated average number of sampling points



The 1,084 Chrome Plater samples and the 1,295 POTW samples both occurring in the fourth quarter of 2020 is clearly a dramatic increase in PFAS testing demand that will challenge current laboratory capacity. Extending the POTW Order response by one quarter (90 days) would help balance out the testing load on the few ELAP accredited laboratories. Additionally, very few labs offer sampling as well as testing services. Some Chrome Platers and POTWs with limited excess staff allowances will opt to request the laboratory perform sampling and testing of the wastewater and biosolids creating an even great demand on the very few labs that perform sampling.

### Staffing challenges during COVID -19

To minimize chances of COVID-19 outbreaks within POTW operational staff, many agencies are dividing the operations staff into two separate teams who are not on site at the same time. This practice reduces the capability of operational staff to complete non-essential projects, the focus is to keep equipment maintenance and operations stabilized. Furthermore, the fourth quarter has reduced normal working days for public and private sectors due to the fall/winter holidays.

#### Closing

SCAP wishes to thank the Water Board PFAS Team for their professional and courteous collaboration and communication throughout the PFAS investigation process thus far.

An extension for the beginning of this one-year PFAS investigation process will allow the POTW community to provide consistent and accurate data for policy makers as well as allow for an efficient and economical response to the order. Such an extension would not necessarily mean that the final quarter completion date need be extended. We could discuss alternatives such as completing two rounds of sampling during one quarter, one early in the quarter and one late in the quarter, to maintain the current final completion date. We are seeking a statewide extension rather then burden the Regional Boards with numerous individual extensions.



SCAP appreciates your consideration for a 90-day extension of the Order. If there are any questions or discussion desired, please feel free to reach out and contact me at 760.415.4332 or <u>sjepsen@scap1.org</u>.

Sincerely,

Steve Jepsen

Executive Director, SCAP

cc:

Dorene.Dadamo@waterboards.ca.gov Tam.Doduc@waterboards.ca.gov Sean.Maguire@waterboards.ca.gov Laurel.Firestone@waterboards.ca.gov Eileen.Sobeck@waterboards.ca.gov Jonathon.Bishop@waterboards.ca.gov Shahla.Farahnak@waterboards.ca.gov Annalisa.Kihara@waterboards.ca.gov Wendy.Linck@waterboards.ca.gov