

ALAMEDA COUNTY
HEALTH CARE SERVICES
AGENCY

REBECCA GEBHART, Interim Director



DEPARTMENT OF ENVIRONMENTAL HEALTH
LOCAL OVERSIGHT PROGRAM (LOP)
For Hazardous Materials Releases
1131 HARBOR BAY PARKWAY, SUITE 250
ALAMEDA, CA 94502
(510) 567-6700
FAX (510) 337-9335

October 9, 2017

Christine King and Beritzhoff, Trustees
Attn: Mr. Michael Beritzhoff
1273 Laurel Lane
Lafayette, CA 94549
(Sent via electronic mail to:
mikebertzhoff@sbcglobal.net)

Christine King and Beritzhoff, Trustees
Attn: Christine King
5820 Deer Trail Circle
Woodbury, MN 55129

Subject: Request for Data Gap Work Plan, Fuel Leak Case No. RO0003225 and GeoTracker Global ID T10000009578, 2449 – 2451 Santa Clara Street, 2449 – 2451 Santa Clara Street, Alameda, CA 94501

Dear Mr. Beritzhoff and Ms. King:

Alameda County Department of Environmental Health (ACDEH) staff has reviewed the case file including the *Limited Phase II Subsurface Investigation*, dated August 8, 2017. The report was prepared and submitted on your behalf by ERAS Environmental, Inc. Thank you for submitting the report.

The report documented the installation of soil bores B-1 to B-9 at the subject site and the collection of shallow soil samples and grab groundwater samples. Unfortunately, the scope of work deviated sufficiently from the scope of work approved by ACDEH in our directive letters of January 18, 2017 and May 23, 2017 to create ambiguities and inconclusive results in the analysis of the site under the State Water Board's (SWB's) Low Threat Underground Storage Tank Case Closure Policy (LTCP) promulgated in August 2012. Additionally, the report analyzed site data under an earlier San Francisco Bay Regional Water Quality Control Board (RWQCB) *Interim Guidance on Required Cleanup at Low-Risk Fuel Contaminated Sites*, dating from 1996, which not been utilized for a number of years by the RWQCB, and has not been accepted by other agencies. A copy of the 2012 SWB LTCP is attached to this letter, for your future use. Please be aware that ALL petroleum Underground Storage Tank (UST) sites have been REQUIRED to be analyzed under the LTCP since August 2012. Please be aware that three Technical Justification Papers were also issued by the SWB in support of the LTCP; these papers are not attached to this letter, but are available on the internet.

Regardless, ACDEH has evaluated the data and recommendations presented in the above-mentioned reports, in conjunction with the case files, to determine if the site is eligible for closure as a low risk site under the SWBs 2012 LTCP. Based on ACDEH staff review, we have determined that the site fails to meet the LTCP General Criteria f (Secondary Source Removal), and the Media-Specific Criteria for Groundwater, the Media-Specific Criteria for Vapor Intrusion to Indoor Air, and the Media-Specific Criteria for Direct Contact (see Geotracker).

Therefore, at this juncture ACDEH requests that you prepare a Data Gap Investigation Work Plan that is supported by a focused Site Conceptual Model (SCM) to address the Technical Comments provided below.

TECHNICAL COMMENTS

1. **Deviations From Accepted Scope of Work** – The following deviations from the accepted scope of work, both proposed in a work plan, or added by ACDEH, affect the ability to understand residual contamination beneath the site within the context of the 2012 SWB LTCP, and to progress the case to closure under the LTCP.
 - a. **Lack of Analysis for TPHd and TPHmo in Soil Between 0 and 5 Feet** – The April 2017 work plan addendum proposed to collect and analyze Total Petroleum Hydrocarbons as diesel and motor oil (TPHd and TPHmo, respectively), in soil from the nine soil bores in the 0 to 5 foot depth interval. At a minimum, the collection of TPHd and TPHg in these samples establishes

the bioattenuation zone within the Vapor Media-Specific Criteria of the 2012 LTCP. ACDEH additionally requested the collection of a sample at the location of SB-6 at a depth between 5 and 10 feet in the May 23, 2017 letter in order to determine the residual concentration of TPH which had not been bio-degraded to non-petroleum compounds, by including Silica Gel Cleanup (SGC) in TPHd and TPHmo analytical testing in that depth interval, as well as the collection of Poly Aromatic Hydrocarbons (PAHs) at the location of the highest residual soil contamination, in conformance with LTCP requirements. The collection of this data remain appropriate and required. Due to a duplication of effort, the Underground Storage Tank (UST) Cleanup Fund may find the costs associated with the collection of this data to be ineligible for reimbursement.

- b. Lack of Naphthalene in Soil in Soil Between 0 and 5 Feet** – The April 2017 work plan addendum proposed to collect and analyze Volatile Organic Compounds (VOCs) in soil from the nine soil bores in the 0 to 5 foot depth interval. The linkage of this analysis to proposed analysis for TPHd and TPHmo, implied a full scan VOC analysis, rather than a limited petroleum hydrocarbon volatile compounds, which was conducted, without stating it. The lack of naphthalene precludes the ability to evaluate the site under the Direct Contact Media-Specific Criteria of the LTCP, and potentially under the Vapor Intrusion Media-Specific Criteria. The collection of this data remain appropriate and required. Due to a duplication of effort, the Underground Storage Tank (UST) Cleanup Fund may find the costs associated with the collection of this data to be ineligible for reimbursement.
 - c. Lack of TPHg in Groundwater at Perimeter Locations** – The April 2017 work plan proposed the collection of Total Petroleum Hydrocarbons as gasoline (TPHg) from grab groundwater samples collected from soil bores along the perimeter of the building. The lack of TPHg groundwater analysis precludes the ability to evaluate the site under the Groundwater Media-Specific Criteria of the LTCP. The collection of this data remain appropriate and required. Due to a duplication of effort, the Underground Storage Tank (UST) Cleanup Fund may find the costs associated with the collection of this data to be ineligible for reimbursement.
- 2. “Disturbed Soil, Possible Degreasing Area” Soil Bore Request** – In previous communications ACDEH had requested an additional soil bore, with soil and grab groundwater analytical sampling and analysis, to be installed at the feature labeled “Disturbed Soil, Possible Degreasing Area” on the previously referenced *Geophysical Subsurface Investigation*. The April 12, 2017 *Addendum to Workplan for Limited Phase II Subsurface Investigation*, stated that the degreasing area bore would not be installed as it is not located on the parcel associated with the subject site. Due to the pending site investigation, ACDEH again requested the bore be included, pending resolution of offsite access.

With this letter, ACDEH reiterates the request for the bore placement. Although the original parcel on which the service station was located appears to have been subdivided into several parcels since the service station ceased operations, it is necessary to investigate all potential contamination sources associated with the former facility. Should a lack of cooperation be encountered by the adjacent property owners, ACDEH is willing to provide assistance in obtaining offsite access to move the investigation forward towards closure. Should it become necessary, ACDEH may potentially name offsite property owners as additional Responsible Parties. At this time however ACDEH prefers a collaborative process in determining responsibility.

- 3. General Criteria f – Secondary Source Has Been Removed to the Extent Practicable** – “Secondary source” is defined as petroleum-impacted soil or groundwater located at or immediately beneath the point of release from the primary source. Unless site attributes prevent secondary source removal (e.g. physical or infrastructural constraints exist whose removal or relocation would be technically or economically infeasible), petroleum-release sites are required to undergo secondary source removal to the extent practicable as described in the policy. “To the extent practicable” means implementing a cost-effective corrective action which removes or destroys-in-place the most readily recoverable

fraction of source-area mass. It is expected that most secondary mass removal efforts will be completed in one year or less. Following removal or destruction of the secondary source, additional removal or active remedial actions shall not be required by regulatory agencies unless (1) necessary to abate a demonstrated threat to human health or (2) the groundwater plume does not meet the definition of low threat as described in this policy.

The referenced report did not specifically identify the UST source areas at the site, but based on the era the station operated, the report indicated likely locations included beneath pump islands or beneath the sidewalk near the pump islands, and lastly beneath a likely concrete pad behind the former station building. Limited indications of contamination were observed in soil bores; however, soil bore B-8 documented the presence of degraded hydrocarbon odors a significant distance from other known areas of residual contamination (soil bores B-4 and SB-6). Additionally soil bore B-6 documented discolored soil at a depth of nine feet below grade surface (bgs), but not odor, and did not sample the discolored soil to determine residual concentrations. These data appear to indicate either a potential source beneath the building, or beneath the sidewalks of either Everett Street or Santa Clara Avenue, or beneath either city street. These areas have not been assessed to determine if it is appropriate for the contamination to remain in-place, or if it is appropriate for remediation.

Please present a strategy in the Data Gap Work Plan (described in Technical Comment 7 below) to address the items discussed above. Alternatively, please provide justification of why the site satisfies this general criterion in the focused SCM described in Technical Comment 7 below.

- 4. LTCP Media Specific Criteria for Groundwater** – To satisfy the media-specific criteria for groundwater, the contaminant plume that exceeds water quality objectives must be stable or decreasing in areal extent, and meet all of the additional characteristics of one of the five classes of sites listed in the policy.

Our review of the case files indicates that insufficient data collection and analysis has been presented to support the requisite characteristics of plume stability or plume classification as follows:

The possible presence of USTs beneath sidewalks or city streets along either Everett Street or Santa Clara Avenue provides the potential for higher concentrations of residual soil or groundwater contamination to be present offsite. These areas have not been sufficiently investigated at present. An offsite geophysical survey may help in identifying potential areas for the presence of either USTs or residual contamination.

Please present a strategy in the Revised Data Gap Work Plan (described in Technical Comment 7 below) to address the items discussed above. Alternatively, please provide justification of why the site satisfies the Media-Specific Criteria for Groundwater in the focused SCM described in Technical Comment 7 below.

- 5. LTCP Media Specific Criteria for Vapor Intrusion to Indoor Air** – The LTCP describes conditions, including bioattenuation zones, which if met will assure that exposure to petroleum vapors in indoor air will not pose unacceptable health risks to human occupants of existing or future site buildings, and adjacent parcels. Appendices 1 through 4 of the LTCP criteria illustrate four potential exposure scenarios and describe characteristics and criteria associated with each scenario.

Our review of the case files indicates that the site data collection and analysis fail to support the requisite characteristics of one of the four scenarios. Specifically, if the USTs were located onsite behind the former service station building, or beneath fuel islands, this places areas of potentially higher residual contamination beneath the current building, which can be a vapor intrusion concern. Therefore, it appears appropriate to investigate the potential for vapor intrusion in areas of potential higher residual contamination beneath the building. The installation of soil bores additionally provides an opportunity to collect soil samples beneath the building in suspect areas.

Please present a strategy in the Data Gap Investigation Work Plan described in Technical Comment 7 below to collect additional data to satisfy the bioattenuation zone characteristics of Scenarios 1, 2 or 3, or to collect soil gas data to satisfy Scenario 4.

Alternatively, please provide justification of why the site satisfies the Media-Specific Criteria for Vapor Intrusion to Indoor Air in a SCM that assures that exposure to petroleum vapors in indoor air will not pose unacceptable health risks to occupants of adjacent buildings.

Please note, that if direct measurement of soil gas is proposed, ensure that your strategy is consistent with the field sampling protocols described in the Department of Toxic Substances Control's Final Vapor Intrusion Guidance (October 2011). Consistent with the guidance, ACDEH requires installation of permanent vapor wells to assess temporal and seasonal variations in soil gas concentrations.

- 6. LTCP Media Specific Criteria for Direct Contact and Outdoor Air Criteria** – The LTCP describes conditions where direct contact with contaminated soil or inhalation of contaminants volatilized to outdoor air poses a low threat to human health. According to the policy, release sites where human exposure may occur satisfy the media-specific criteria for direct contact and outdoor air exposure and shall be considered low-threat if the maximum concentrations of petroleum constituents in soil are less than or equal to those listed in Table 1 for the specified depth bgs. Alternatively, the policy allows for a site specific risk assessment that demonstrates that maximum concentrations of petroleum constituents in soil will have no significant risk of adversely affecting human health, or controlling exposure through the use of mitigation measures, or institutional or engineering controls.

Our review of the case files indicates that insufficient data collection and analysis has been presented to satisfy the media-specific criteria for direct contact and outdoor air exposure. Specifically, the lack of either TPHd or naphthalene concentrations in soil in the 0 to 5 foot depth interval precludes the ability to either directly measure naphthalene concentrations or to estimate their approximate concentrations based on TPH concentrations. Additionally, the potential for the presence of higher residual concentrations of benzene, ethylbenzene, or naphthalene, in UST source areas beneath the building has not been sufficiently investigated yet.

Therefore, please present a strategy in a Data Gap Work Plan described in Technical Comment 7 below to collect sufficient data to satisfy the direct contact and outdoor air exposure criteria in the areas of likely residual sources (potential former dispensers or UST locations) beneath the building. Please propose to sample and analyze soil in the five and ten foot intervals, at the groundwater interface, lithologic changes, and at areas of obvious impact. Please also collect a groundwater sample from each boring and propose the requisite analysis including naphthalene.

Alternatively, please provide justification of why the site satisfies the Media-Specific Criteria for Direct Contact and Outdoor Air Exposure in the focused SCM described in Technical Comment 7 below that assures that exposure to petroleum constituents in soil will have no significant risk of adversely affecting human health.

- 7. Data Gap Investigation Work Plan and Focused Site Conceptual Model** – Please prepare a Data Gap Investigation Work Plan to address the technical comments listed above. Please support the scope of work in the Data Gap Investigation Work Plan with a focused SCM and Data Quality Objectives (DQOs) that relate the data collection to each LTCP criteria. For example please clarify which scenario within each Media-Specific Criteria a sampling strategy is intended to apply to.

In order to expedite review, ACDEH requests the focused SCM be presented in a tabular format that highlights the major SCM elements and associated data gaps, which need to be addressed to progress the site to case closure under the LTCP. Please see Attachment A "Site Conceptual Model Requisite Elements". Please sequence activities in the proposed data gap investigation scope of work to enable efficient data collection in the fewest mobilizations possible.

8. **Aerial Photo Base** – Thank you for providing a revised Figure 2. In order to better convey site information, including geophysical anomaly locations, to ACDEH and the public at appropriate junctures, please submit future site maps using an aerial photographic base, in the document requested below.
9. **Electronic Report and Data Upload Compliance** – A review of the case file and the State's Geotracker database indicates that the site is not in compliance with previous directive letters. Compliance is also a State requirement. Pursuant to California Code of Regulations, Title 23, Division 3, Chapter 16, Article 12, Sections 2729 and 2729.1, beginning September 1, 2001, all analytical data, including monitoring well samples, submitted in a report to a regulatory agency as part of the UST or LUST program, must be transmitted electronically to the SWRCB GeoTracker system via the internet. In September 2004, the SWRCB adopted regulations that require electronic submittal of information for all groundwater cleanup programs, including SLIC programs. Beginning July 1, 2005, electronic submittal of a complete copy of all reports for all sites was required in GeoTracker. At present missing data and documents include, but may not be limited to, all EDF submittals. **Compliance is required by the State and is tied to reimbursement funding by the UST Cleanup Fund.** Please see Attachment 1 for limited additional details, and the state GeoTracker website for full details. ACDEH requests notification of, and a list of, the documents uploaded to Geotracker. Please upload all submittals to GeoTracker as well as to ACDEH's ftp website by the date specified below.

SUBMITTAL ACKNOWLEDGEMENT STATEMENT

Please note that ACDEH has updated Attachment 1 with regard to report submittals to ACDEH. ACDEH will now be requiring a Submittal Acknowledgement Statement, replacing the Perjury Statement, as a cover letter signed by the Responsible Party (RP). The language for the Submittal Acknowledgement Statement is as follows:

I have read and acknowledge the content, recommendations and/or conclusions contained in the attached document or report submitted on my behalf to ACDEH's FTP server and the SWRCB's Geotracker Website.

Please make this change to your submittals to ACDEH.

TECHNICAL REPORT REQUEST

Please upload technical reports to the ACDEH ftp site (Attention: Mark Detterman), and to the State Water Resources Control Board's Geotracker website, in accordance with the following specified file naming convention and schedule:

- **December 22, 2017** – Data Gap Work Plan
(File to be named: RO3225_WP_R_YYYY-MM-DD)

These reports are being requested pursuant to California Health and Safety Code Section 25296.10. 23 CCR Sections 2652 through 2654, and 2721 through 2728 outline the responsibilities of a responsible party in response to an unauthorized release from a petroleum UST system, and require your compliance with this request.

Online case files are available for review at the following website: <http://www.acgov.org/aceh/index.htm>.

If your email address does not appear on the cover page of this notification, ACDEH is requesting you provide your email address so that we can correspond with you quickly and efficiently regarding your case.

Mr. Beritzhoff and Ms. King
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Thank you for your cooperation. Should you have any questions or concerns regarding this correspondence or your case, please call me at (510) 567-6876 or send me an electronic mail message at mark.detterman@acgov.org.

Sincerely,

A handwritten signature in blue ink that reads "Mark Detterman". The signature is stylized with a long horizontal stroke extending to the right.

Mark Detterman, P.G., C.E.G.
Senior Hazardous Materials Specialist

Enclosures: Attachment 1 – Responsible Party (ies) Legal Requirements/Obligations and Electronic Report Upload (ftp) Instructions

Attachment A – Site Conceptual Model Requisite Elements

Attachment B – State Water Board's Low Treat Closure Policy

Cc: Curtis Payton, ERAS Environmental, Inc, 1533 B Street, Hayward, CA 94541, (Sent via electronic mail to: curtis@eras.biz)

David Siegel, ERAS Environmental, Inc., 1533 B Street, Hayward, CA 94541 (Sent via electronic mail to: dave@eras.biz)

Andrew Savage, ERAS Environmental, Inc., 1533 B Street, Hayward, CA 94541 (Sent via electronic mail to: andrew@eras.biz)

Dilan Roe, ACDEH, (Sent via electronic mail to: dilan.roe@acgov.org)

Paresh Khatri, ACDEH; (Sent via electronic mail to: paresh.khatri@acgov.org)

Mark Detterman, ACDEH, (Sent via electronic mail to: mark.detterman@acgov.org)

Electronic File; GeoTracker

Attachment 1

Responsible Party(ies) Legal Requirements / Obligations

REPORT REQUESTS

These reports are being requested pursuant to California Health and Safety Code Section 25296.10. 23 CCR Sections 2652 through 2654, and 2721 through 2728 outline the responsibilities of a responsible party in response to an unauthorized release from a petroleum UST system, and require your compliance with this request.

ELECTRONIC SUBMITTAL OF REPORTS

Alameda County Department of Environmental Health's (ACDEH) Environmental Cleanup Oversight Programs, Local Oversight Program (LOP) and Site Cleanup Program (SCP) require submission of reports in electronic form. The electronic copy replaces paper copies and is expected to be used for all public information requests, regulatory review, and compliance/enforcement activities. Instructions for submission of electronic documents to the Alameda County Environmental Cleanup Oversight Program File Transfer Protocol (FTP) site are provided on the attached "Electronic Report Upload Instructions." Submission of reports to the Alameda County FTP site is an addition to existing requirements for electronic submittal of information to the State Water Resources Control Board (SWRCB) GeoTracker website. In September 2004, the SWRCB adopted regulations that require electronic submittal of information for all groundwater cleanup programs. For several years, responsible parties for cleanup of leaks from underground storage tanks (USTs) have been required to submit groundwater analytical data, surveyed locations of monitoring wells, and other data to the GeoTracker database over the Internet. Beginning July 1, 2005, these same reporting requirements were added to SCP sites. Beginning July 1, 2005, electronic submittal of a complete copy of all reports for all sites is required in GeoTracker (in PDF format). Please visit the SWRCB website (http://www.waterboards.ca.gov/water_issues/programs/ust/electronic_submittal/) for more information on these requirements.

ACKNOWLEDGEMENT STATEMENT

All work plans, technical reports, or technical documents submitted to ACDEH must be accompanied by a cover letter from the responsible party that states, at a minimum, the following: "I have read and acknowledge the content, recommendations and/or conclusions contained in the attached document or report submitted on my behalf to ACDEH's FTP server and the SWRCB's GeoTracker website." This letter must be signed by an officer or legally authorized representative of your company. Please include a cover letter satisfying these requirements with all future reports and technical documents submitted for this fuel leak case.

PROFESSIONAL CERTIFICATION & CONCLUSIONS/RECOMMENDATIONS

The California Business and Professions Code (Sections 6731, 6735, and 7835) requires that work plans and technical or implementation reports containing geologic or engineering evaluations and/or judgments be performed under the direction of an appropriately licensed or certified professional. For your submittal to be considered a valid technical report, you are to present site-specific data, data interpretations, and recommendations prepared by an appropriately licensed professional and include the professional registration stamp, signature, and statement of professional certification. Please ensure all that all technical reports submitted for this case meet this requirement. Additional information is available on the Board of Professional Engineers, Land Surveyors, and Geologists website at: <http://www.bpelsg.ca.gov/laws/index.shtml>.

UNDERGROUND STORAGE TANK CLEANUP FUND

Please note that delays in investigation, late reports, or enforcement actions may result in your becoming ineligible to receive grant money from the state's Underground Storage Tank Cleanup Fund (Senate Bill 2004) to reimburse you for the cost of cleanup.

AGENCY OVERSIGHT

If it appears as though significant delays are occurring or reports are not submitted as requested, we will consider referring your case to the Regional Board or other appropriate agency, including the County District Attorney, for possible enforcement actions. California Health and Safety Code, Section 25299.76 authorizes enforcement including administrative action or monetary penalties of up to \$10,000 per day for each day of violation.

Alameda County Environmental Cleanup Oversight Programs (LOP and SCP)	REVISION DATE: December 1, 2016
	ISSUE DATE: July 5, 2005
	PREVIOUS REVISIONS: October 31, 2005; December 16, 2005; March 27, 2009; July 8, 2010, July 25, 2010; May 15, 2014, November 29, 2016
SECTION: Miscellaneous Administrative Topics & Procedures	SUBJECT: Electronic Report Upload (ftp) Instructions

The Alameda County Environmental Cleanup Oversight Programs (LOP and SCP) require submission of all reports in electronic form to the county's ftp site. Paper copies of reports will no longer be accepted. The electronic copy replaces the paper copy and will be used for all public information requests, regulatory review, and compliance/enforcement activities.

REQUIREMENTS

- **Please do not submit reports as attachments to electronic mail.**
- Entire report including cover letter must be submitted to the ftp site as **a single portable document format (PDF) with no password protection.**
- It is **preferable** that reports be converted to PDF format from their original format, (e.g., Microsoft Word) rather than scanned.
- **Signature pages and perjury statements must be included and have either original or electronic signature.**
- **Do not password protect the document.** Once indexed and inserted into the correct electronic case file, the document will be secured in compliance with the County's current security standards and a password. **Documents with password protection will not be accepted.**
- Each page in the PDF document should be rotated in the direction that will make it easiest to read on a computer monitor.
- Reports must be named and saved using the following naming convention:

RO#_Report Name_Year-Month-Date (e.g., RO#5555_WorkPlan_2005-06-14)

Submission Instructions

- 1) Obtain User Name and Password
 - a) Contact the Alameda County Environmental Health Department to obtain a User Name and Password to upload files to the ftp site.
 - i) Send an e-mail to deh.loptoxic@acgov.org.
 - b) In the subject line of your request, be sure to include "**ftp PASSWORD REQUEST**" and in the body of your request, include the **Contact Information, Site Addresses**, and the **Case Numbers (RO# available in Geotracker) you will be posting for.**
- 2) Upload Files to the ftp Site
 - a) Open File Explorer using the Windows  key + E keyboard shortcut.
 - i) Note: Netscape, Safari, and Firefox browsers will not open the FTP site as they are NOT being supported at this time.
 - b) On the address bar, type in ftp://alcoftp1.acgov.org.
 - c) Enter your User Name and Password. (Note: Both are Case Sensitive)
 - d) Click Log On.
 - e) Open "My Computer" on your computer and navigate to the file(s) you wish to upload to the ftp site.
 - f) With both "My Computer" and the ftp site open in separate windows, drag and drop the file(s) from "My Computer" to the ftp window.
- 3) Send E-mail Notifications to the Environmental Cleanup Oversight Programs
 - a) Send email to deh.loptoxic@acgov.org notify us that you have placed a report on our ftp site.
 - b) Copy your Caseworker on the e-mail. Your Caseworker's e-mail address is the entire first name then a period and entire last name @acgov.org. (e.g., firstname.lastname@acgov.org)
 - c) The subject line of the e-mail must start with the RO# followed by **Report Upload**. (e.g., Subject: RO1234 Report Upload) If site is a new case without an RO#, use the street address instead.
 - d) If your document meets the above requirements and you follow the submission instructions, you will receive a notification by email indicating that your document was successfully uploaded to the ftp site.

ATTACHMENT A

Site Conceptual Model Requisite Elements

The site conceptual model (SCM) is an essential decision-making and communication tool for all interested parties during the site characterization, remediation planning and implementation, and closure process. A SCM is a set of working hypotheses pertaining to all aspects of the contaminant release, including site geology, hydrogeology, release history, residual and dissolved contamination, attenuation mechanisms, pathways to nearby receptors, and likely magnitude of potential impacts to receptors.

The SCM is initially used to characterize the site and identify data gaps. As the investigation proceeds and the data gaps are filled, the working hypotheses are modified, and the overall SCM is refined and strengthened until it is said to be "validated". At this point, the focus of the SCM shifts from site characterization towards remedial technology evaluation and selection, and later remedy optimization, and forms the foundation for developing the most cost-effective corrective action plan to protect existing and potential receptors.

For ease of review, Alameda County Environmental Health (ACEH) requests utilization of tabular formats to (1) highlight the major SCM elements and their associated data gaps which need to be addressed to progress the site to case closure (see Table 4-1 of attached example), and (2) highlight the identified data gaps and proposed investigation activities (see Table 5-1 of the attached example). ACEH requests that the tables presenting the SCM elements, data gaps, and proposed investigation activities be updated as appropriate at each stage of the project and submitted with work plans, feasibility studies, corrective action plans, and requests for closures to support proposed work, conclusions, and/or recommendations.

The SCM should incorporate, but is not limited to, the topics listed below. Please support the SCM with the use of large-scaled maps and graphics, tables, and conceptual diagrams to illustrate key points. Please include an extended site map(s) utilizing an aerial photographic base map with sufficient resolution to show the facility, delineation of streets and property boundaries within the adjacent neighborhood, downgradient irrigation wells, and proposed locations of transects, monitoring wells, and soil vapor probes.

- a. Regional and local (on-site and off-site) geology and hydrogeology. Include a discussion of the surface geology (e.g., soil types, soil parameters, outcrops, faulting), subsurface geology (e.g., stratigraphy, continuity, and connectivity), and hydrogeology (e.g., water-bearing zones, hydrologic parameters, impermeable strata). Please include a structural contour map (top of unit) and isopach map for the aquitard that is presumed to separate your release from the deeper aquifer(s), cross sections, soil boring and monitoring well logs and locations, and copies of regional geologic maps.
- b. Analysis of the hydraulic flow system in the vicinity of the site. Include rose diagrams for depicting groundwater gradients. The rose diagram shall be plotted on groundwater elevation contour maps and updated in all future reports submitted for your site. Please address changes due to seasonal precipitation and groundwater pumping, and evaluate the potential interconnection between shallow and deep aquifers. Please include an analysis of vertical hydraulic gradients, and effects of pumping rates on hydraulic head from nearby water supply wells, if appropriate. Include hydraulic head in the different water bearing zones and hydrographs of all monitoring wells.
- c. Release history, including potential source(s) of releases, potential contaminants of concern (COC) associated with each potential release, confirmed source locations, confirmed release locations, and existing delineation of release areas. Address primary leak source(s) (e.g., a tank, sump, pipeline, etc.) and secondary sources (e.g., high-

Site Conceptual Model Requisite Elements (continued)

concentration contaminants in low-permeability lithologic soil units that sustain groundwater or vapor plumes). Include local and regional plan view maps that illustrate the location of sources (former facilities, piping, tanks, etc.).

- d. Plume (soil gas and groundwater) development and dynamics including aging of source(s), phase distribution (NAPL, dissolved, vapor, residual), diving plumes, attenuation mechanisms, migration routes, preferential pathways (geologic and anthropogenic), magnitude of chemicals of concern and spatial and temporal changes in concentrations, and contaminant fate and transport. Please refer to the *Preferential Pathway and Sensitive Preceptor Study* description on the next page. Please include three-dimensional plume maps for groundwater and two-dimensional soil vapor plume plan view maps to provide an accurate depiction of the contaminant distribution of each COC.
- e. Summary tables of chemical concentrations in different media (i.e., soil, groundwater, and soil vapor). Please include applicable environmental screening levels on all tables. Include graphs of contaminant concentrations versus time.
- f. Current and historic facility structures (e.g., buildings, drain systems, sewer systems, underground utilities, etc.) and physical features including topographical features (e.g., hills, gradients, surface vegetation, or pavement) and surface water features (e.g. routes of drainage ditches, links to water bodies). Please include current and historic site maps.
- g. Current and historic site operations/processes (e.g., parts cleaning, chemical storage areas, manufacturing, etc.).
- h. Other contaminant release sites in the vicinity of the site. Hydrogeologic and contaminant data from those sites may prove helpful in testing certain hypotheses for the SCM. Include a summary of work and technical findings from nearby release sites, including the two adjacent closed LUFT sites, (i.e., Montgomery Ward site and the Quest Laboratory site).
- i. Land uses and exposure scenarios on the facility and adjacent properties. Include beneficial resources (e.g., groundwater classification, wetlands, natural resources, etc.), resource use locations (e.g., water supply wells, surface water intakes), subpopulation types and locations (e.g., schools, hospitals, day care centers, etc.), exposure scenarios (e.g. residential, industrial, recreational, farming), and exposure pathways, and potential threat to sensitive receptors. Include an analysis of the contaminant volatilization from the subsurface to indoor/outdoor air exposure route (i.e., vapor pathway). Please include copies of Sanborn maps and aerial photographs, as appropriate. Please refer to the *Preferential Pathway and Sensitive Preceptor Study* description on the next page.
- j. Identification and listing of specific data gaps that require further investigation during subsequent phases of work. Proposed activities to investigate and fill data gaps identified.

Preferential Pathway and Sensitive Receptor Study

Please conduct a study as a part of the SCM requested in order to (1) locate potential anthropogenic migration pathways on and in the vicinity of the site that could spread contamination through vertical and lateral migration, and (2) identify exposure scenarios and sensitive receptors that are linked to site contamination through these preferential pathways. The results of your study shall contain all information required by California Code of Regulations, Title 23, Division 3, Chapter 16, §2654(b) including but not limited to the following components, as applicable to the site:

- a. **Utility Survey** - An evaluation of all existing subsurface utility lines, laterals, and trenches including sewers, electrical, fiber optic cable, cable, water, storm drains, trench backfill, etc. within and near the site and plume area(s). Please include an evaluation of shallow utilities associated with current and historical site operations/processes including UST systems, remediation systems, parts cleaning, sumps, etc.
- b. **Updated Well Survey** – ACEH requests that well data sources (Alameda County Public Works Agency [ACPWA] and Department of Water Resources [DWR]) be reviewed for more recently installed vicinity water supply wells. ACEH requests the identification of all active, inactive, standby, decommissioned (sealed with concrete), unrecorded, and abandoned (improperly decommissioned or lost) wells including monitoring, remediation, irrigation, water supply, industrial, livestock, dewatering, and cathodic protection wells within a ¼-mile radius of the subject site. Please inspect all available Well Completion Reports filed with the DWR and ACPWA in your survey, and perform a background study of the historical land uses of the site and properties in the vicinity of the site. Use the results of your background study to determine the existence of unrecorded/unknown (abandoned) wells, which can act as contaminant migration pathways at or from your site.
- c. **Land Uses and Exposure Scenarios on the Facility and Adjacent Properties** – The surrounding land use appears to be predominately agricultural; however, redevelopment of the site as a service station has been planned. Consequently, the identification of existing and future land use on and in the vicinity of the site is requested, including:
 - o Beneficial resources (e.g., groundwater classification, wetlands, surface water bodies, natural resources, etc.)
 - o Subpopulation types and locations (e.g., schools, hospitals, day care centers, elder care facilities, etc.)
 - o Exposure scenarios (e.g. residential, industrial, recreational, farming) and exposure pathways including those identified in the Low Threat Underground Storage Tank Case Closure Policy General Criteria h – Nuisance Conditions, and Media-Specific Criteria for Groundwater, Vapor Intrusion to Indoor Air, and Direct Contact and Outdoor Air Exposure
- d. **Planned Development** – Future development activities are planned in the vicinity of the site. Please include an analysis of new utility corridors, building foundations, wells, and/or development activities that could significantly alter contaminant migration (i.e., covering of large areas of the site with pavement, etc.).

Please synthesize this information and discuss your analysis and interpretation of the results of the preferential pathway and sensitive receptor study and incorporate into the requested SCM. Please provide the following supporting documentation and data as applicable:

- Copies of current and historical maps, such as site maps, Sanborn maps, aerial photographs, etc., used when conducting the background study.
- DWR well logs, marked as confidential, uploaded to Alameda County Environmental Health's ftp site. For confidentiality purposes do not upload the DWR well logs to Geotracker. The well logs will be placed in our confidential file and will be available only to internal staff for review.
- Table with details of the well search findings including Map ID corresponding to well location on map, State Well ID, Well Owner ID, approximate distance from the site, direction from the site, use, installation date, depth (feet below ground surface [bgs]), screened interval (feet bgs), sealed interval (feet bgs), diameter (inches), and well location address.
- Maps and geologic cross-sections illustrating historical groundwater elevations and flow directions (rose diagram) at the site. Synthesize the data requested above and include the location and depth of all utility lines, trenches, UST pits and piping trenches, wells, surface water bodies, foundational elements, surface covering types (pavement, landscaped, etc.) within and near the site and plume area(s), and the location of potential receptors.

**Table 4-1
Site Conceptual Model**

CSM Element	CSM Sub-Element	Description	Data Gap Item #	Resolution
Geology and Hydrogeology	Regional	<p>As described by URS (2004), the lithology encountered in the subsurface beneath the Site during drilling activities consisted predominantly of a brown to greenish-gray silty clay with sand and gravel. The primary stratigraphic units at the Site are listed below, with the approximate ranges of depth (bgs) each unit was encountered across the Site:</p> <ul style="list-style-type: none"> • 0 to 5 feet bgs: The surface soil typically consisted of very dark-brown clay to dark-gray gravel fill, depending on whether the boring was in the vacant vegetated parcel (dark-brown clay), at 3860 MLK Jr. Way; or beneath the asphalt and concrete surfaces at the Lucky's Auto Body parcel at 3884 MLK Jr. Way (gravel fill). • 5 to 20 feet bgs: very dark-brown silty clay grades to a greenish-gray silty clay and brown silty clay and gravelly clay. <p>Groundwater was encountered in direct-push boreholes at an average depth of 17.2 feet bgs, with depths ranging from 16.2 to 19.6 feet bgs. This groundwater depth is not considered a stabilized groundwater depth, because it was not measured from appropriately constructed monitoring wells.</p>	None	NA

**Table 4-1
Site Conceptual Model (Continued)**

CSM Element	CSM Sub-Element	Description	Data Gap Item #	Resolution
Geology and Hydrogeology	Site	<p>Regional groundwater in the Oakland area generally follows topography, from areas of higher elevation in the east toward lower elevation in the west and southwest. The groundwater flow direction in the vicinity of the Site is to the west towards San Francisco Bay (Arcadis, 2012).</p> <p>URS reviewed groundwater investigation reports from the ARCO #4931 station at 731 West MacArthur Boulevard, approximately 1,000 feet southwest of the Site (Arcadis, 2012). The depth to water in the groundwater monitoring wells at the ARCO site ranged from approximately 3.2 to 10.8 feet bgs (approximately 52.2 to 43 feet elevation).</p>	1. There are no monitoring wells on site so that the local groundwater flow direction and gradient is not known.	Five groundwater wells are to be installed at the site.
Surface Water Bodies		The closest surface water body is the San Francisco Bay, which is 1.5 miles west of the site.		
Nearby Wells		The State Water Resource Quality Control Board (RWQCB) Geotracker GAMA website provides the locations of water supply wells proximal to the site. The nearest supply well is located approximately 2 miles southwest of the site. There are multiple monitoring wells in the vicinity of the site including those at the Arco services station at 781 West MacArthur Blvd., and Dollar Cleaners, 4860 – 4868 Telegraph Avenue, Oakland.	2.	NA
Release Source and Volume		The three prior gasoline USTs (two 650-gallon and one 500-gallon) are considered the main source of the release of fuel hydrocarbons that have been detected in soil and groundwater beneath the Site. Tanks #1 and #2 were both observed to have one or more holes from corrosion at the time of removal. Although no holes were observed in Tank #3 during removal, the integrity of the tank was questionable as it split into two pieces along the weld during removal. Soil surrounding the tanks was stained green and was noted to have strong petroleum hydrocarbon odors. The release from the Tanks at the Site was discovered on January 5, 1995 during tank removal activities. The volume of the release is not known.	5. & 6. Additional soil and groundwater data is required in the source areas.	See data gaps table. Additional soil borings will be advanced in the source areas. Groundwater monitoring wells will be installed.

**Table 4-1
Site Conceptual Model (Continued)**

CSM Element	CSM Sub-Element	Description	Data Gap Item #	Resolution
		The area around the ramps and pit in the southern area of the site is considered a potential source area.		
LNAPL		There are currently no groundwater monitoring wells located at the Site. Although light non-aqueous phase liquids were not observed during grab groundwater sampling activities, concentrations of TPH-g in sample G2 (22,000 µg/L), located near former Tank #3, and sample GP3 (79,800 µg/L), located adjacent to former Tank #1 may indicate the potential for the presence of light non-aqueous phase liquid (LNAPL) to be present.	1. Need monitoring wells at the site.	Monitoring wells (5) to be installed.
Source Removal Activities		Soil that was excavated from the UST pits during tank removal activities was returned to the excavation after the collection of soil samples for chemical analysis. There is no information regarding the quality of the soil that was placed back in the UST excavations. As such, with the exception of the removal of the USTs themselves, there have been no other source removal activities conducted at the Site.	2., 5.,6. Soil contamination at depth (12-foot bgs and deeper) is not well characterized. Since the site is to be excavated to approximately 12 feet bgs for the construction of a parking garage, additional shallow soil sampling is not required.	Ten soil borings are proposed, as discussed in the data gaps table.
Contaminants of Concern		Based on the historical investigations conducted at the Site, BTEX, cis-1,2-dichloroethene (cis-1,2-DCE), 1,2-dichloroethane (1,2-DCA) and TPH-g are present in groundwater above their respective MCLs and/or ESLs. However, based on correspondence from the ACEHSD, the contaminants of concern (COCs) for the site are BTEX, and TPH-g. These COCs are present above the screening levels primarily in the northern corner of the Site, near the location of the former USTs. Benzene and TPH-g are also present in groundwater above their MCLs and ESLs in the southern portion of the Site in the vicinity of the truck ramp and pit adjacent to the	4.	

**Table 4-1
Site Conceptual Model (Continued)**

CSM Element	CSM Sub-Element	Description	Data Gap Item #	Resolution
		former shop building, and in the northwestern area of the Site.		
Petroleum Hydrocarbons in Soil		<p>Of the 58 samples analyzed from the two investigations, eight samples from seven borings exceeded their respective screening criteria. These samples were typically the deepest sample from the boring, ranging from 8.0 to 14.0 feet bgs. This is consistent with releases from a UST as opposed to a surface spill or release. Based on the historical investigation data, BTEX and TPH-g are the contaminants present in soil at concentrations exceeding their respective screening criteria. The contaminants are present mainly in soil at the location of former Tanks #1 through #3, and to a lesser extent, near the former fuel pump island in the northern corner of the Site.</p> <p>The lateral extent of contamination exceeding the screening criteria appears to be limited to the area around the former USTs. Soil concentration in all the samples from boring GP3 and S10, located in the sidewalk by Martin Luther King Jr. Way near former Tank #1 and Tank #2 are below their respective screening criteria. There is no additional data from around former Tank #3. Given the nature of the petroleum hydrocarbon (mainly light fraction gasoline), the vertical extent of contamination beneath and in close proximity to the former tanks is likely limited to the lowest level of groundwater fluctuation.</p>	4. & 7. Additional soil sampling is required to better define the vertical extent of contamination. Redevelopment will include excavation of the entire site to a depth of 12 feet bgs for the construction of an underground parking garage.	Additional soil borings to be advanced, as described in the data gaps table.
Petroleum Hydrocarbons in Groundwater		<p>During the two subsurface investigations conducted at the Site, a total of 15 grab groundwater samples were collected and analyzed for TPH-g and BTEX. The results of the analyses are summarized in Table 2-2. Concentration of TPH-g and/or BTEX exceeded their respective screening criteria in ten of the 15 samples analyzed. Similar to the soil sampling results, the highest concentrations were detected beneath or in close proximity to the former USTs. However, TPH-g and benzene were detected in one Site boring (G7) exceeding their respective screening criteria near the southern corner of the Site. There are no permanent monitoring wells located at the Site. As such, the groundwater flow direction across</p>	8. There are no monitoring wells on site.	Five monitoring wells will be installed, as described in the data gaps table and in the work plan.

**Table 4-1
Site Conceptual Model (Continued)**

CSM Element	CSM Sub-Element	Description	Data Gap Item #	Resolution
		<p>the Site cannot be evaluated. This has been defined as a significant data gap. The scope of work presented in this work plan includes the installation of four groundwater monitoring wells at the Site.</p>		
Risk Evaluation		<p>The Site is a former auto body and car wash facility. The Site is currently vacant, and with the exception of a billboard located in the northwest corner of the Site, has no structures and is covered with either asphalt or concrete foundations from former buildings located at the Site. The Site is zoned for residential and current plans are to redevelop the Site for residential use. However, there may be some commercial use on the ground level. This preliminary CSM assumes that development would consist of an underground parking garage; store fronts and residential units at ground level; and second story residential units.</p> <p>The CSM identifies the primary source; impacted media; release mechanism(s); secondary source(s); exposure route; potential receptors (residential, commercial/industrial worker, and construction worker), and an assessment of whether the exposure route/pathway is potentially complete, incomplete, or insignificant. Potential exposure routes that have been evaluated include incidental ingestion, dermal contact, dust inhalation, and vapor inhalation.</p> <p>For direct contact with contaminated soil, the exposure route for incidental ingestion, dermal contact, and dust inhalation for a residential and commercial/industrial worker are considered incomplete. These exposure routes for the construction worker are considered a potentially complete pathway, depending on the nature of the work. For volatilization from soil to outdoor air, vapor inhalation is the potential exposure pathway. Given dilution effects that take place outdoors, this exposure pathway is considered incomplete for all three potential receptors. For indoor air, this exposure pathway is considered potentially complete for all three potential receptors.</p>		

**Table 4-1
Site Conceptual Model (Continued)**

CSM Element	CSM Sub-Element	Description	Data Gap Item #	Resolution
		<p>For leaching of contaminants from soil to groundwater, the ingestion and dermal pathways for groundwater are considered incomplete, except for the construction worker, as shallow groundwater is not utilized as a drinking water source at the Site. For the construction worker, incidental ingestion and dermal contact is a potentially complete pathway. For volatilization from groundwater to outdoor air, the exposure pathway is considered insignificant due to dilution effects that take place outdoors. For indoor air, volatilization from groundwater to indoor air is considered a potentially complete pathway.</p>		

**Table 5-1
Data Gaps Summary and Proposed Investigation (Continued)**

Item	Data Gap Item #	Proposed Investigation	Rationale	Analyses
2	<p>The soil data set does not adequately characterize the contamination (if any) that may remain on site after the excavation to approximately 11 to 12 feet bgs for the underground parking structure.</p> <p>The current soil data sets are 7 and 9 years old and may not be representative of current site conditions.</p> <p>Lithology below is not adequately characterized.</p>	<p>Ten soil borings will be drilled to a total depth of 20 feet bgs.</p> <p>Soil samples will be collected at 12 feet, 15 feet, and 20 feet bgs from soil borings SB-4 through SB-10. Soil samples will not be collected from soil borings SB-1, SB-2, and SB-3 which are located across MLK north of the site, as there is no reason to suspect an off-site soil contamination source in this area.</p> <p>Borings will be logged using the Unified Soil Classification System.</p> <p>Grab groundwater samples will be collected from the first encountered groundwater at each soil boring.</p>	<p>Soil samples will be collected starting at 12 feet bgs. Shallow soil on site is to be excavated for disposal during the construction of the underground parking garage. Excavation will be conducted to a depth of about 12 feet bgs.</p> <p>Soil borings will be located as shown in the work plan figure:</p> <p>Source area borings: At the former locations of USTs 1, 2 and 3. One boring north of the site on the side walk of MLK Way. One boring between USTs 1 and 2 and the pump island (potential leakage from conveyance piping). One boring at the approximate location of UST 3 (in addition to the soil samples to be collected from the monitoring well to be installed at this location). One boring in the vicinity of the ramps and pit in the southern portion of the site (in addition to soil samples to be collected from the monitoring well in this area).</p> <p>Step out borings: Step out boring SB-5 to be completed proximal to the UST #3 source area.</p> <p>GP4 Area: Benzene was previously detected at 25,000 µg/kg at location GP4 (Carver, 2006). Two step-out borings will be completed in this area to further characterize soils at depth.</p>	<p>TPH-g, BTEX, EDB, EDC.</p> <p>Boring SB-4 (on sidewalk of MLK near UST 1): PAHs</p>

**Table 5-1
Data Gaps Summary and Proposed Investigation (Continued)**

Item	Data Gap Item #	Proposed Investigation	Rationale	Analyses
3	There is no data on the presence and usage of wells in the vicinity of the site.	Obtain a well survey.	Identify irrigation and other wells in the site vicinity.	N/A
4	PAHs are potential COCs at the northern boundary of the site.	See soil borings – Item 2. PAHs will be analyzed at select locations as described in Item 2.	Item 2	Item 2
5	There is a potential source area in the vicinity of the ramps and pit.	A monitoring well will be installed in this area. It will also serve as the upgradient well for the site. See Item 2. A soil boring will also be completed in this area.	Item 2	Item 2
6	Determine size and contents of the three USTs that were removed from the site	Review prior reports.	Tanks #1 and #2 were identified as 650-gallon gasoline tanks. Tank #3 was a 500-gallon gasoline tank [Tank Removal Report – 1995]. Tanks #2 and #3 were observed to be badly deteriorated with holes due to corrosion.	NA
7	Confirm whether TPH-g and BTEX were detected during construction of the adjacent residential unit	Review prior reports.	The URS site investigation conducted in 2004 found no detections of TPH-g [$<1,000 \mu\text{g}/\text{kg}$] or BTEX [$<5.0 \mu\text{g}/\text{kg}$] in the borings completed to 14 feet bgs.	NA

**Table 5-1
Data Gaps Summary and Proposed Investigation (Continued)**

Item	Data Gap Item #	Proposed Investigation	Rationale	Analyses
8	Review data from the nearby service stations (Arco)	Review prior reports.	The former Arco station (731 West MacArthur Blvd.) is about 0.5 miles crossgradient of the 3884 MLK site. The BTEX levels are lower than those at the subject site; the Arco site does not appear to be contributing to on site TPH or BTEX contamination. Groundwater elevation data from this site was used to calculate groundwater flow direction, since there are currently no wells at the 3884 MLK site.	NA

ATTACHMENT B

State Water Board's

Low Threat Closure Policy

Low-Threat Underground Storage Tank Case Closure Policy

Preamble

The State Water Resources Control Board (State Water Board) administers the petroleum UST (Underground Storage Tank) Cleanup Program, which was enacted by the Legislature in 1984 to protect health, safety and the environment. The State Water Board also administers the petroleum UST Cleanup Fund (Fund), which was enacted by the Legislature in 1989 to assist UST owners and operators in meeting federal financial responsibility requirements and to provide reimbursement to those owners and operators for the high cost of cleaning up unauthorized releases caused by leaking USTs.

The State Water Board believes it is in the best interest of the people of the State that unauthorized releases be prevented and cleaned up to the extent practicable in a manner that protects human health, safety and the environment. The State Water Board also recognizes that the technical and economic resources available for environmental restoration are limited, and that the highest priority for these resources must be the protection of human health and environmental receptors. Program experience has demonstrated the ability of remedial technologies to mitigate a substantial fraction of a petroleum contaminant mass with the investment of a reasonable level of effort. Experience has also shown that residual contaminant mass usually remains after the investment of reasonable effort, and that this mass is difficult to completely remove regardless of the level of additional effort and resources invested.

It has been well-documented in the literature and through experience at individual UST release sites that petroleum fuels naturally attenuate in the environment through adsorption, dispersion, dilution, volatilization, and biological degradation. This natural attenuation slows and limits the migration of dissolved petroleum plumes in groundwater. The biodegradation of petroleum, in particular, distinguishes petroleum products from other hazardous substances commonly found at commercial and industrial sites.

The characteristics of UST releases and the California UST Program have been studied extensively, with individual works including:

- a. Lawrence Livermore National Laboratory report (1995)
- b. SB1764 Committee report (1996)
- c. UST Cleanup Program Task Force report (2010)
- d. Cleanup Fund Task Force report (2010)
- e. Cleanup Fund audit (2010)
- f. State Water Resources Control Board site closure orders
- g. State Water Resources Control Board Resolution 2009-0081

In general, these efforts have recognized that many petroleum release cases pose a low threat to human health and the environment. Some of these studies also recommended establishing "low-threat" closure criteria in order to maximize the benefits to the people of the State of California through judicious application of available resources.

The purpose of this policy is to establish consistent statewide case closure criteria for low-threat petroleum UST sites. The policy is consistent with existing statutes, regulations, State Water Board precedential decisions, policies and resolutions, and is intended to provide clear direction to responsible parties, their service providers, and regulatory agencies. The policy seeks to increase UST cleanup process efficiency. A benefit of improved efficiency is the preservation of limited resources for mitigation of releases posing a greater threat to human and environmental health.

This policy is based in part upon the knowledge and experience gained from the last 25 years of investigating and remediating unauthorized releases of petroleum from USTs. While this policy does not specifically address other petroleum release scenarios such as pipelines or above ground storage tanks, if a particular site with a different petroleum release scenario exhibits attributes similar to those which this policy addresses, the criteria for closure evaluation of these non-UST sites should be similar to those in this policy.

This policy is a state policy for water quality control and applies to all petroleum UST sites subject to Chapter 6.7 of Division 20 of the Health and Safety Code and Chapter 16 of Division 3 of Title 23 of the California Code of Regulations. The term “regulatory agencies” in this policy means the State Water Board, Regional Water Quality Control Boards (Regional Water Boards) and local agencies authorized to implement Health and Safety Code section 25296.10. Unless expressly provided in this policy, the terms in this policy shall have the same definitions provided in Chapter 6.7 of Division 20 of the Health and Safety Code and Chapter 16 of Division 3 of Title 23 of the California Code of Regulations.

Criteria for Low-Threat Case Closure

In the absence of unique attributes of a case or site-specific conditions that demonstrably increase the risk associated with residual petroleum constituents, cases that meet the general and media-specific criteria described in this policy pose a low threat to human health, safety or the environment and are appropriate for closure pursuant to Health and Safety Code section 25296.10. Cases that meet the criteria in this policy do not require further corrective action and shall be issued a uniform closure letter consistent with Health and Safety Code section 25296.10. Annually, or at the request of the responsible party or party conducting the corrective action, the regulatory agency shall conduct a review to determine whether the site meets the criteria contained in this policy.

It is important to emphasize that the criteria described in this policy do not attempt to describe the conditions at all low-threat petroleum UST sites in the State. The regulatory agency shall issue a closure letter for a case that does not meet these criteria if the regulatory agency determines the site to be low-threat based upon a site specific analysis.

This policy recognizes that some petroleum-release sites may possess unique attributes and that some site specific conditions may make case closure under this policy inappropriate, despite the satisfaction of the stated criteria in this policy. It is impossible to completely capture those sets of attributes that may render a site ineligible for closure based on this low-threat policy. This policy relies on the regulatory agency’s use of the conceptual site model to identify the special attributes that would require specific attention prior to the application of low-threat criteria. In these cases, it is the regulatory agency’s responsibility to identify the conditions that make closure under the policy inappropriate.

General Criteria

General criteria that must be satisfied by all candidate sites are listed as follows:

- a. The unauthorized release is located within the service area of a public water system;
- b. The unauthorized release consists only of petroleum;
- c. The unauthorized (“primary”) release from the UST system has been stopped;
- d. Free product has been removed to the maximum extent practicable;
- e. A conceptual site model that assesses the nature, extent, and mobility of the release has been developed;
- f. Secondary source has been removed to the extent practicable;
- g. Soil or groundwater has been tested for methyl tert-butyl ether (MTBE) and results reported in accordance with Health and Safety Code section 25296.15; and
- h. Nuisance as defined by Water Code section 13050 does not exist at the site.

a. The unauthorized release is located within the service area of a public water system

This policy is protective of existing water supply wells. New water supply wells are unlikely to be installed in the shallow groundwater near former UST release sites. However, it is difficult to predict, on a statewide basis, where new wells will be installed, particularly in rural areas that are undergoing new development. This policy is limited to areas with available public water systems to reduce the likelihood that new wells in developing areas will be inadvertently impacted by residual petroleum in groundwater. Case closure outside of areas with a public water system should be evaluated based upon the fundamental principles in this policy and a site specific evaluation of developing water supplies in the area. For purposes of this policy, a public water system is a system for the provision of water for human consumption through pipes or other constructed conveyances that has 15 or more service connections or regularly serves at least 25 individuals daily at least 60 days out of the year.

b. The unauthorized release consists only of petroleum

For the purposes of this policy, petroleum is defined as crude oil, or any fraction thereof, which is liquid at standard conditions of temperature and pressure, which means 60 degrees Fahrenheit and 14.7 pounds per square inch absolute, including the following substances: motor fuels, jet fuels, distillate fuel oils, residual fuel oils, lubricants, petroleum solvents and used oils, including any additives and blending agents such as oxygenates contained in the formulation of the substances.

c. The unauthorized release has been stopped

The tank, pipe, or other appurtenant structure that released petroleum into the environment (i.e. the primary source) has been removed, repaired or replaced. It is not the intent of this policy to allow sites with ongoing leaks from the UST system to qualify for low-threat closure.

d. Free product has been removed to the maximum extent practicable

At petroleum unauthorized release sites where investigations indicate the presence of free product, free product shall be removed to the maximum extent practicable. In meeting the requirements of this section:

- (a) Free product shall be removed in a manner that minimizes the spread of the unauthorized release into previously uncontaminated zones by using recovery and disposal techniques appropriate to the hydrogeologic conditions at the site, and that properly treats, discharges or disposes of recovery byproducts in compliance with applicable laws;

- (b) Abatement of free product migration shall be used as a minimum objective for the design of any free product removal system; and
- (c) Flammable products shall be stored for disposal in a safe and competent manner to prevent fires or explosions.

e. A conceptual site model that assesses the nature, extent, and mobility of the release has been developed

The Conceptual Site Model (CSM) is a fundamental element of a comprehensive site investigation. The CSM establishes the source and attributes of the unauthorized release, describes all affected media (including soil, groundwater, and soil vapor as appropriate), describes local geology, hydrogeology and other physical site characteristics that affect contaminant environmental transport and fate, and identifies all confirmed and potential contaminant receptors (including water supply wells, surface water bodies, structures and their inhabitants). The CSM is relied upon by practitioners as a guide for investigative design and data collection. Petroleum release sites in California occur in a wide variety of hydrogeologic settings. As a result, contaminant fate and transport and mechanisms by which receptors may be impacted by contaminants vary greatly from location to location. Therefore, the CSM is unique to each individual release site. All relevant site characteristics identified by the CSM shall be assessed and supported by data so that the nature, extent and mobility of the release have been established to determine conformance with applicable criteria in this policy. The supporting data and analysis used to develop the CSM are not required to be contained in a single report and may be contained in multiple reports submitted to the regulatory agency over a period of time.

f. Secondary source has been removed to the extent practicable

“Secondary source” is defined as petroleum-impacted soil or groundwater located at or immediately beneath the point of release from the primary source. Unless site attributes prevent secondary source removal (e.g. physical or infrastructural constraints exist whose removal or relocation would be technically or economically infeasible), petroleum-release sites are required to undergo secondary source removal to the extent practicable as described herein. “To the extent practicable” means implementing a cost-effective corrective action which removes or destroys-in-place the most readily recoverable fraction of source-area mass. It is expected that most secondary mass removal efforts will be completed in one year or less. Following removal or destruction of the secondary source, additional removal or active remedial actions shall not be required by regulatory agencies unless (1) necessary to abate a demonstrated threat to human health or (2) the groundwater plume does not meet the definition of low threat as described in this policy.

g. Soil and groundwater have been tested for MTBE and results reported in accordance with Health and Safety Code section 25296.15

Health and Safety Code section 25296.15 prohibits closing a UST case unless the soil, groundwater, or both, as applicable have been tested for MTBE and the results of that testing are known to the Regional Water Board. The exception to this requirement is where a regulatory agency determines that the UST that leaked has only contained diesel or jet fuel. Before closing a UST case pursuant to this policy, the requirements of section 25296.15, if applicable, shall be satisfied.

h. Nuisance as defined by Water Code section 13050 does not exist at the site

Water Code section 13050 defines "nuisance" as anything which meets all of the following requirements:

- (1) Is injurious to health, or is indecent or offensive to the senses, or an obstruction to the free use of property, so as to interfere with the comfortable enjoyment of life or property.
- (2) Affects at the same time an entire community or neighborhood, or any considerable number of persons, although the extent of the annoyance or damage inflicted upon individuals may be unequal.
- (3) Occurs during, or as a result of, the treatment or disposal of wastes.

For the purpose of this policy, waste means a petroleum release.

Media-Specific Criteria

Releases from USTs can impact human health and the environment through contact with any or all of the following contaminated media: groundwater, surface water, soil, and soil vapor. Although this contact can occur through ingestion, dermal contact, or inhalation of the various media, the most common drivers of health risk are ingestion of groundwater from drinking water wells, inhalation of vapors accumulated in buildings, contact with near surface contaminated soil, and inhalation of vapors in the outdoor environment. To simplify implementation, these media and pathways have been evaluated and the most common exposure scenarios have been combined into three media-specific criteria:

1. Groundwater
2. Vapor Intrusion to Indoor Air
3. Direct Contact and Outdoor Air Exposure

Candidate sites must satisfy all three of these media-specific criteria as described below.

1. Groundwater

This policy describes criteria on which to base a determination that threats to existing and anticipated beneficial uses of groundwater have been mitigated or are de minimis, including cases that have not affected groundwater.

[State Water Board Resolution 92-49](#), *Policies and Procedures for Investigation and Cleanup and Abatement of Discharges Under Water Code Section 13304* is a state policy for water quality control and applies to petroleum UST cases. Resolution 92-49 directs that water affected by an unauthorized release attain either background water quality or the best water quality that is reasonable if background water quality cannot be restored. Any alternative level of water quality less stringent than background must be consistent with the maximum benefit to the people of the state, not unreasonably affect current and anticipated beneficial use of affected water, and not result in water quality less than that prescribed in the water quality control plan for the basin within which the site is located. Resolution No. 92-49 does not require that the requisite level of water quality be met at the time of case closure; it specifies compliance with cleanup goals and objectives within a reasonable time frame.

Water quality control plans (Basin Plans) generally establish "background" water quality as a restorative endpoint. This policy recognizes the regulatory authority of the Basin Plans but underscores the flexibility contained in Resolution 92-49.

It is a fundamental tenet of this low-threat closure policy that if the closure criteria described in this policy are satisfied at a petroleum unauthorized release site, attaining background water quality is not feasible, establishing an alternate level of water quality not to exceed that prescribed in the applicable Basin Plan is appropriate, and that water quality objectives will be attained through natural attenuation within a reasonable time, prior to the expected need for use of any affected groundwater.

If groundwater with a designated beneficial use is affected by an unauthorized release, to satisfy the media-specific criteria for groundwater, the contaminant plume that exceeds water quality objectives must be stable or decreasing in areal extent, and meet all of the additional characteristics of one of the five classes of sites listed below. A plume that is “stable or decreasing” is a contaminant mass that has expanded to its maximum extent: the distance from the release where attenuation exceeds migration.

Groundwater-Specific Criteria

- (1) a. The contaminant plume that exceeds water quality objectives is less than 100 feet in length.
 - b. There is no free product.
 - c. The nearest existing water supply well or surface water body is greater than 250 feet from the defined plume boundary.
- (2) a. The contaminant plume that exceeds water quality objectives is less than 250 feet in length.
 - b. There is no free product.
 - c. The nearest existing water supply well or surface water body is greater than 1,000 feet from the defined plume boundary.
 - d. The dissolved concentration of benzene is less than 3,000 micrograms per liter ($\mu\text{g/l}$), and the dissolved concentration of MTBE is less than 1,000 $\mu\text{g/l}$.
- (3) a. The contaminant plume that exceeds water quality objectives is less than 250 feet in length.
 - b. Free product has been removed to the maximum extent practicable, may still be present below the site where the release originated, but does not extend off-site.
 - c. The plume has been stable or decreasing for a minimum of five years.
 - d. The nearest existing water supply well or surface water body is greater than 1,000 feet from the defined plume boundary.
 - e. The property owner is willing to accept a land use restriction if the regulatory agency requires a land use restriction as a condition of closure.
- (4) a. The contaminant plume that exceeds water quality objectives is less than 1,000 feet in length.
 - b. There is no free product.
 - c. The nearest existing water supply well or surface water body is greater than 1,000 feet from the defined plume boundary.
 - d. The dissolved concentration of benzene is less than 1,000 $\mu\text{g/l}$, and the dissolved concentration of MTBE is less than 1,000 $\mu\text{g/l}$.
- (5) a. The regulatory agency determines, based on an analysis of site specific conditions that under current and reasonably anticipated near-term future scenarios, the contaminant plume poses a low threat to human health and safety and to the environment and water quality objectives will be achieved within a reasonable time frame.

Sites with Releases That Have Not Affected Groundwater

Sites with soil that does not contain sufficient mobile constituents [leachate, vapors, or light non-aqueous-phase liquids (LNAPL)] to cause groundwater to exceed the groundwater criteria in this policy shall be considered low-threat sites for the groundwater medium. Provided the general criteria and criteria for other media are also met, those sites are eligible for case closure.

For older releases, the absence of current groundwater impact is often a good indication that residual concentrations present in the soil are not a source for groundwater pollution.

2. Petroleum Vapor Intrusion to Indoor Air

Exposure to petroleum vapors migrating from soil or groundwater to indoor air may pose unacceptable human health risks. This policy describes conditions, including bioattenuation zones, which if met will assure that exposure to petroleum vapors in indoor air will not pose unacceptable health risks. In many petroleum release cases, potential human exposures to vapors are mitigated by bioattenuation processes as vapors migrate toward the ground surface. For the purposes of this section, the term “bioattenuation zone” means an area of soil with conditions that support biodegradation of petroleum hydrocarbon vapors.

The low-threat vapor-intrusion criteria described below apply to sites where the release originated and impacted or potentially impacted adjacent parcels when: (1) existing buildings are occupied or may be reasonably expected to be occupied in the future, or (2) buildings for human occupancy are reasonably expected to be constructed in the future. Appendices 1 through 4 (attached) illustrate four potential exposure scenarios and describe characteristics and criteria associated with each scenario. Petroleum release sites shall satisfy the media-specific criteria for petroleum vapor intrusion to indoor air and be considered low-threat for the vapor-intrusion-to-indoor-air pathway if:

- a. Site-specific conditions at the release site satisfy all of the characteristics and criteria of scenarios 1 through 3 as applicable, or all of the characteristics and criteria of scenario 4 as applicable; or
- b. A site-specific risk assessment for the vapor intrusion pathway is conducted and demonstrates that human health is protected to the satisfaction of the regulatory agency; or
- c. As a result of controlling exposure through the use of mitigation measures or through the use of institutional or engineering controls, the regulatory agency determines that petroleum vapors migrating from soil or groundwater will have no significant risk of adversely affecting human health.

Exception: Exposures to petroleum vapors associated with historical fuel system releases are comparatively insignificant relative to exposures from small surface spills and fugitive vapor releases that typically occur at active fueling facilities. Therefore, satisfaction of the media-specific criteria for petroleum vapor intrusion to indoor air is not required at active commercial petroleum fueling facilities, except in cases where release characteristics can be reasonably believed to pose an unacceptable health risk.

3. Direct Contact and Outdoor Air Exposure

This policy describes conditions where direct contact with contaminated soil or inhalation of contaminants volatilized to outdoor air poses a low threat to human health. Release sites where human exposure may occur satisfy the media-specific criteria for direct contact and outdoor air exposure and shall be considered low-threat if they meet any of the following:

- a. Maximum concentrations of petroleum constituents in soil are less than or equal to those listed in Table 1 for the specified depth below ground surface (bgs). The concentration limits for 0 to 5 feet bgs protect from ingestion of soil, dermal contact with soil, and inhalation of volatile soil emissions and inhalation of particulate emissions. The 5 to 10 feet bgs concentration limits protect from inhalation of volatile soil emissions. Both the 0 to 5 feet bgs concentration limits and the 5 to 10 feet bgs concentration limits for the appropriate site classification (Residential or Commercial/Industrial) shall be satisfied. In addition, if exposure to construction workers or utility trench workers are reasonably anticipated, the concentration limits for Utility Worker shall also be satisfied; or
- b. Maximum concentrations of petroleum constituents in soil are less than levels that a site specific risk assessment demonstrates will have no significant risk of adversely affecting human health; or
- c. As a result of controlling exposure through the use of mitigation measures or through the use of institutional or engineering controls, the regulatory agency determines that the concentrations of petroleum constituents in soil will have no significant risk of adversely affecting human health.

Table 1
Concentrations of Petroleum Constituents in Soil That Will Have No Significant Risk of Adversely Affecting Human Health

Chemical	Residential		Commercial/ Industrial		Utility Worker
	0 to 5 feet bgs mg/kg	Volatilization to outdoor air (5 to 10 feet bgs) mg/kg	0 to 5 feet bgs mg/kg	Volatilization to outdoor air (5 to 10 feet bgs) mg/kg	0 to 10 feet bgs mg/kg
Benzene	1.9	2.8	8.2	12	14
Ethylbenzene	21	32	89	134	314
Naphthalene	9.7	9.7	45	45	219
PAH¹	0.063	NA	0.68	NA	4.5

Notes:

1. Based on the seven carcinogenic poly-aromatic hydrocarbons (PAHs) as benzo(a)pyrene toxicity equivalent [BaPe]. Sampling and analysis for PAH is only necessary where soil is affected by either waste oil or Bunker C fuel.
2. The area of impacted soil where a particular exposure occurs is 25 by 25 meters (approximately 82 by 82 feet) or less.
3. NA = not applicable
4. mg/kg = milligrams per kilogram

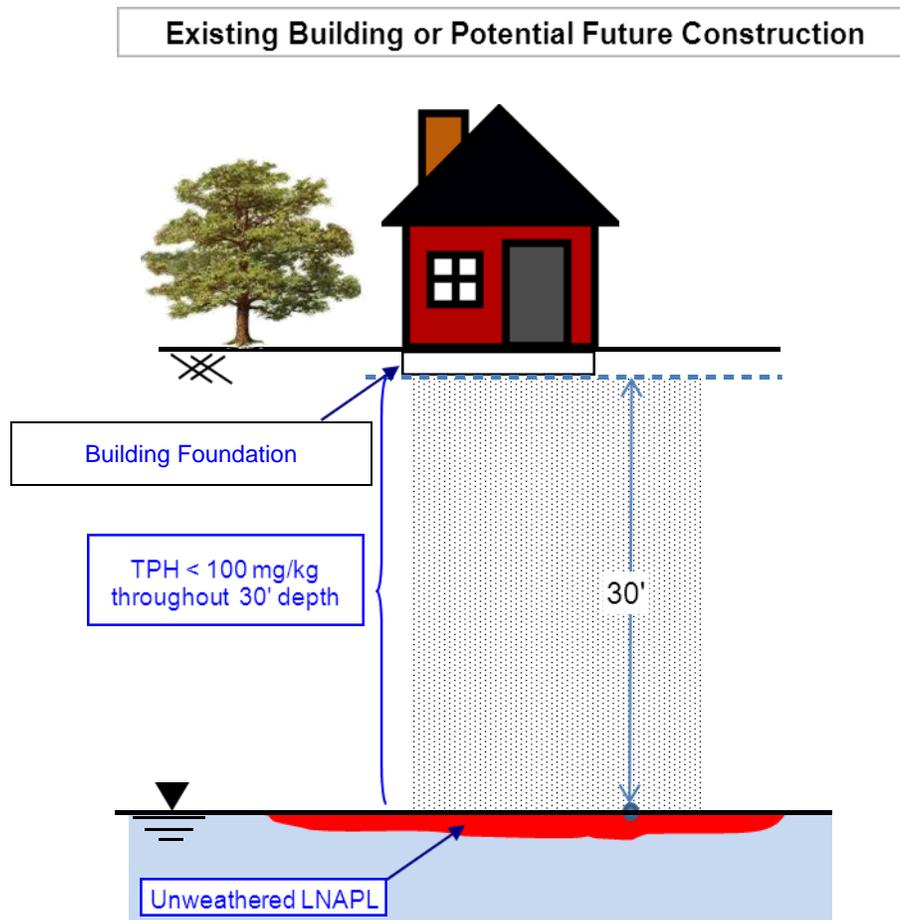
Low-Threat Case Closure

Cases that meet the general and media-specific criteria established in this policy pose a low threat to human health, safety and the environment and satisfy the case-closure requirements of Health and Safety Code section 25296.10, and case closure is consistent with State Water Board Resolution 92-49 that requires that cleanup goals and objectives be met within a reasonable time frame. If the case has been determined by the regulatory agency to meet the criteria in this policy, the regulatory agency shall notify responsible parties that they are eligible for case closure and that the following items, if applicable, shall be completed prior to the issuance of a uniform closure letter specified in Health and Safety Code section 25296.10. After completion of these items, and unless the regulatory agency revises its determination based on comments received on the proposed case closure, the regulatory agency shall issue a uniform closure letter within 30 days from the end of the comment period.

- a. Notification Requirements – Municipal and county water districts, water replenishment districts, special act districts with groundwater management authority, agencies with authority to issue building permits for land affected by the petroleum release, owners and occupants of the property impacted by the petroleum release, and the owners and occupants of all parcels adjacent to the impacted property shall be notified of the proposed case closure and provided a 60 day period to comment. The regulatory agency shall consider any comments received when determining if the case should be closed or if site specific conditions warrant otherwise.
- b. Monitoring Well Destruction – All wells and borings installed for the purpose of investigating, remediating, or monitoring the unauthorized release shall be properly destroyed prior to case closure unless a property owner certifies that they will keep and maintain the wells or borings in accordance with applicable local or state requirements.
- c. Waste Removal – All waste piles, drums, debris and other investigation or remediation derived materials shall be removed from the site and properly managed in accordance with regulatory agency requirements.

Appendix 1 Scenario 1: Unweathered* LNAPL in Groundwater

Required Characteristics of the Bioattenuation Zone



Required Characteristics of the Bioattenuation Zone:

1. The bioattenuation zone shall be a continuous zone that provides a separation of at least 30 feet vertically between the LNAPL in groundwater and the foundation of existing or potential buildings; and
2. Total TPH (TPH-g and TPH-d combined) are less than 100 mg/kg throughout the entire depth of the bioattenuation zone.

TPH = total petroleum hydrocarbons

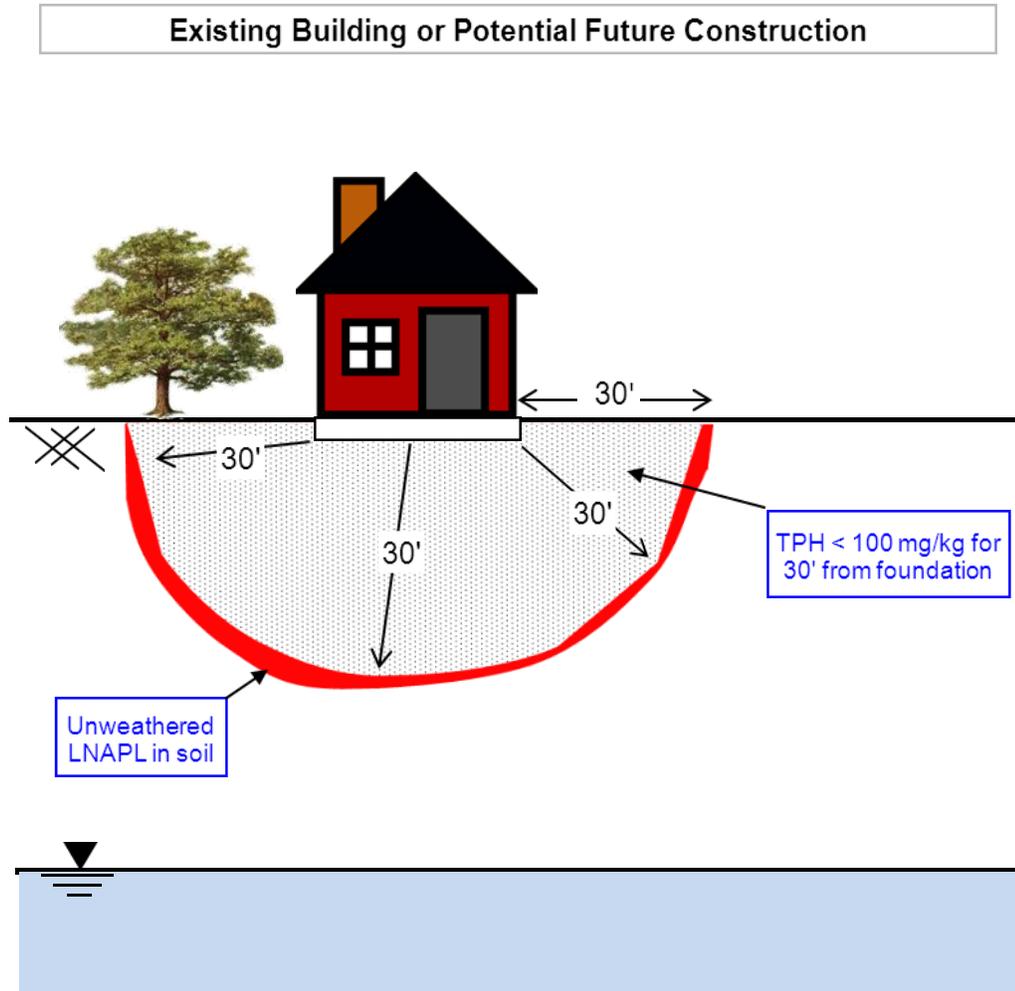
TPH-g = total petroleum hydrocarbons as gasoline

TPH-d = total petroleum hydrocarbons as diesel

*As used in this context, unweathered LNAPL is generally understood to mean petroleum product that has not been subjected to significant volatilization or solubilization, and therefore has not lost a significant portion of its volatile or soluble constituents (e.g., comparable to recently dispensed fuel).

Appendix 2 Scenario 2: Unweathered* LNAPL in Soil

Required Characteristics of the Bioattenuation Zone



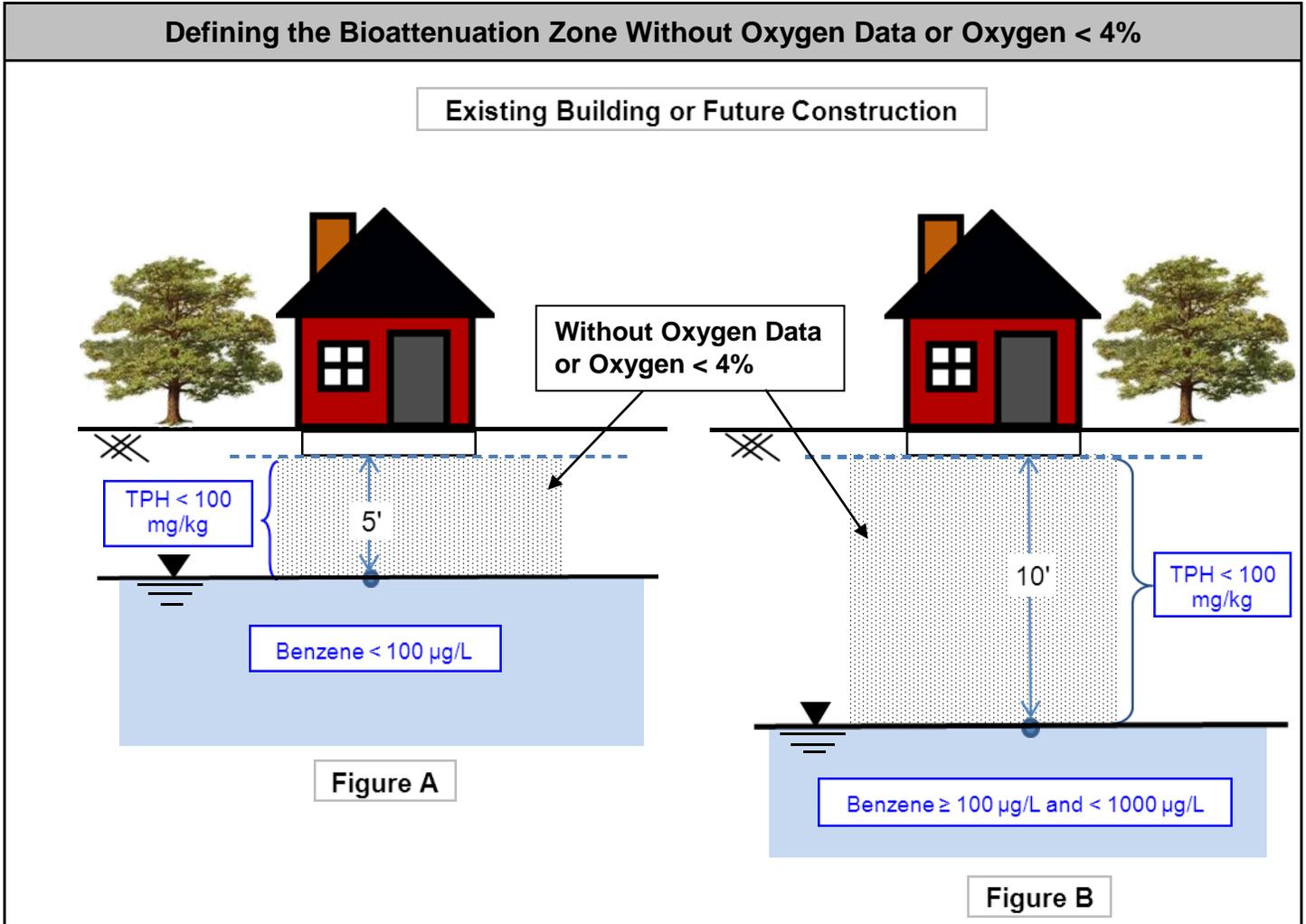
Required Characteristics of the Bioattenuation Zone:

1. The bioattenuation zone shall be a continuous zone that provides a separation of at least 30 feet both laterally and vertically between the LNAPL in soil and the foundation of existing or potential buildings, and
2. Total TPH (TPH-g and TPH-d combined) are less than 100 mg/kg throughout the entire lateral and vertical extent of the bioattenuation zone.

*As used in this context, unweathered LNAPL is generally understood to mean petroleum product that has not been subjected to significant volatilization or solubilization, and therefore has not lost a significant portion of its volatile or soluble constituents (e.g., comparable to recently dispensed fuel).

Appendix 3

Scenario 3 - Dissolved Phase Benzene Concentrations in Groundwater (Low concentration groundwater scenarios with or without oxygen data) (1 of 2)



Required Characteristics of Bioattenuation Zone for Sites Without Oxygen Data or Where Oxygen is < 4%

Figure A: 1) Where benzene concentrations are less than 100 µg/L, the bioattenuation zone:

- a) Shall be a continuous zone that provides a separation of at least 5 feet vertically between the dissolved phase Benzene and the foundation of existing or potential buildings; and
- b) Contain Total TPH (TPH-g and TPH-d combined) less than 100 mg/kg throughout the entire depth of the bioattenuation zone.

Figure B: 1) Where benzene concentrations are equal to or greater than 100 µg/L but less than 1000 µg/L, the bioattenuation zone:

- a) Shall be a continuous zone that provides a separation of at least 10 feet vertically between the dissolved phase Benzene and the foundation of existing or potential buildings; and
- b) Contain Total TPH (TPH-g and TPH-d combined) less than 100 mg/kg throughout the entire depth of the bioattenuation zone.

Appendix 3

Scenario 3 - Dissolved Phase Benzene Concentrations in Groundwater (Low concentration groundwater scenarios with or without oxygen data)

(2 of 2)

Defining the Bioattenuation Zone With Oxygen $\geq 4\%$

Existing Building or Future Construction

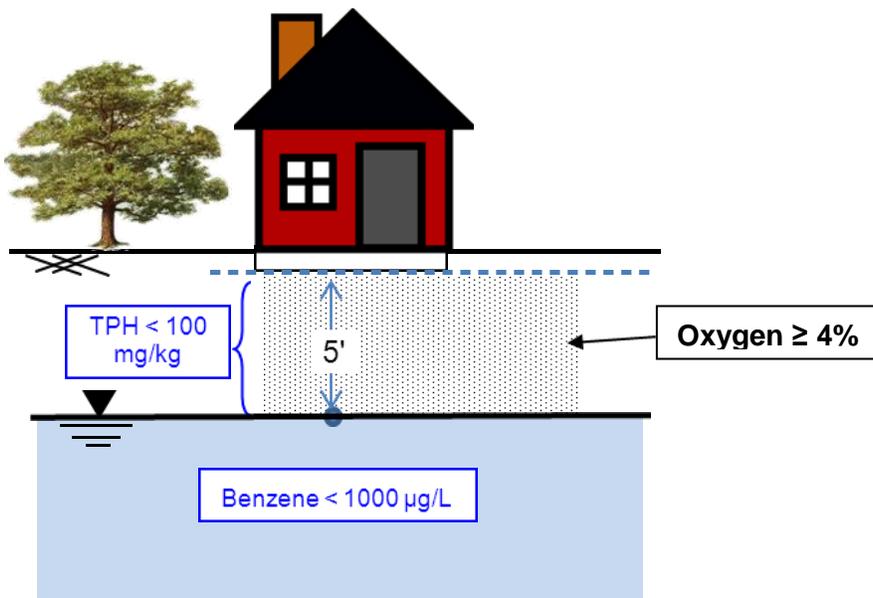


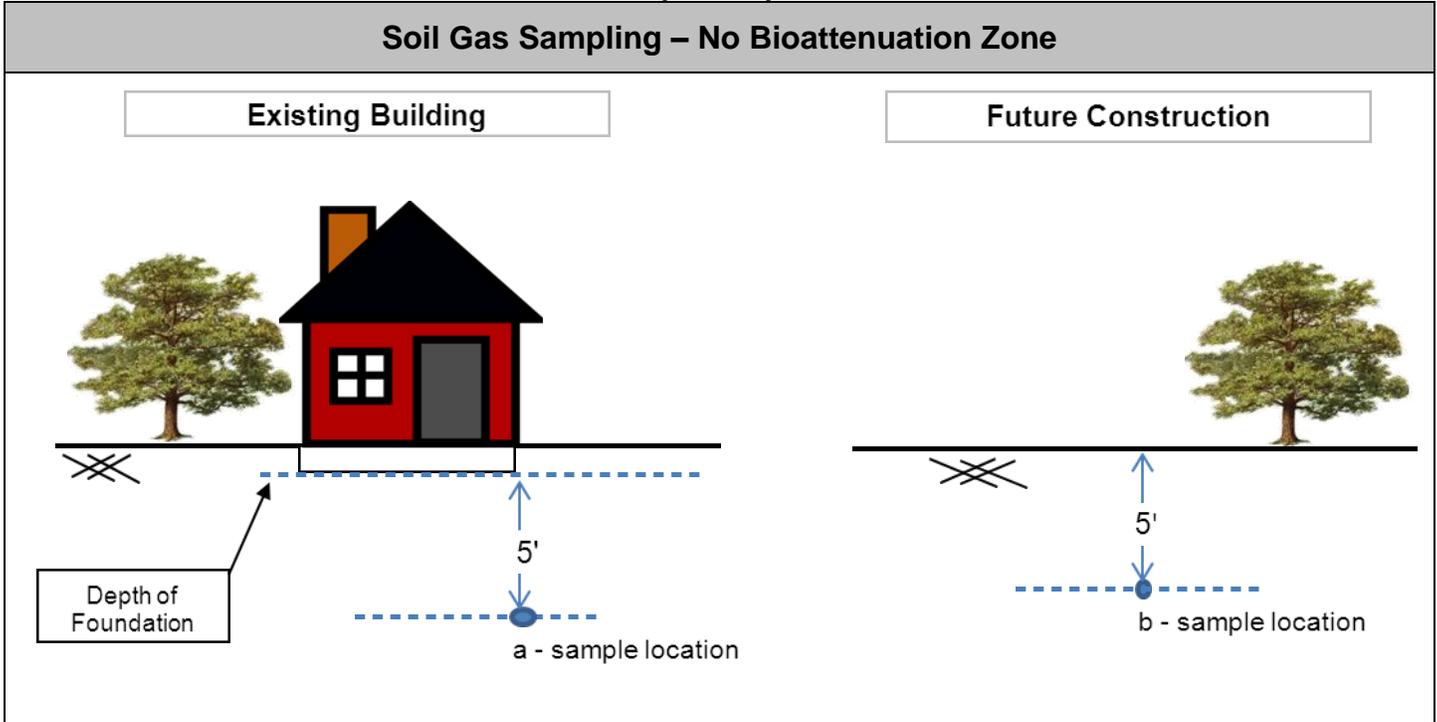
Figure C

Required Characteristics of Bioattenuation Zone for Sites With Oxygen $\geq 4\%$

Where benzene concentrations are less than 1000 $\mu\text{g/L}$, the bioattenuation zone:

1. Shall be a continuous zone that provides a separation of least 5 feet vertically between the dissolved phase Benzene and the foundation of existing or potential buildings; and
2. Contain Total TPH (TPH-g and TPH-d combined) less than 100 mg/kg throughout the entire depth of the bioattenuation zone.

Appendix 4 Scenario 4 - Direct Measurement of Soil Gas Concentrations (1 of 2)



The criteria in the table below apply unless the requirements for a bioattenuation zone, established below, are satisfied.

When applying the criteria below, the soil gas sample must be obtained from the following locations:

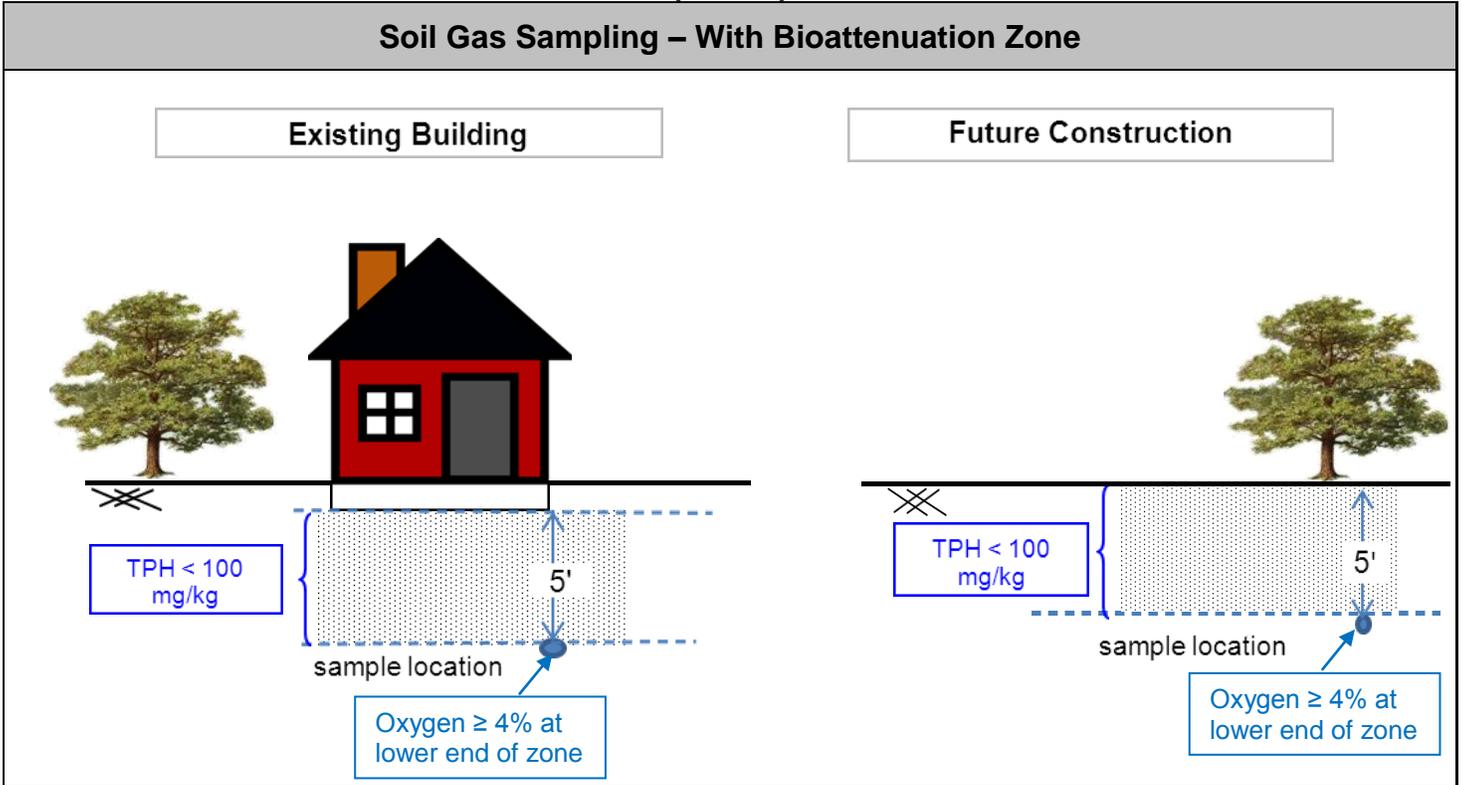
- a. Beneath or adjacent to an existing building: The soil gas sample shall be collected at least five feet below the bottom of the building foundation.
- b. Future construction: The soil gas sample shall be collected from at least five feet below ground surface.

Soil Gas Criteria ($\mu\text{g}/\text{m}^3$)

	No Bioattenuation Zone*	
	Residential	Commercial
Constituent	Soil Gas Concentration ($\mu\text{g}/\text{m}^3$)	
Benzene	< 85	< 280
Ethylbenzene	<1,100	<3,600
Naphthalene	< 93	< 310

*For the no bioattenuation zone, the screening criteria are same as the California Human Health Screening Levels (CHHSLs) with engineered fill below sub-slab.

Appendix 4 Scenario 4 - Direct Measurement of Soil Gas Concentrations (2 of 2)



The criteria in the table below apply if the following requirements for a bioattenuation zone are satisfied:

1. There is a minimum of five vertical feet of soil between the soil vapor measurement and the foundation of an existing building or ground surface of future construction.
2. TPH (TPHg + TPHd) is less than 100 mg/kg (measured in at least two depths within the five-foot zone.)
3. Oxygen is greater than or equal to four percent measured at the bottom of the five-foot zone.

Soil Gas Criteria ($\mu\text{g}/\text{m}^3$)		
	With Bioattenuation Zone**	
	Residential	Commercial
Constituent	Soil Gas Concentration ($\mu\text{g}/\text{m}^3$)	
Benzene	< 85,000	< 280,000
Ethylbenzene	< 1,100,000	< 3,600,000
Naphthalene	< 93,000	< 310,000

**A 1000-fold bioattenuation of petroleum vapors is assumed for the bioattenuation zone.