California Environmental Protection Agency
Department of Toxic Substances Control

VARIANCE

Applicant Names:

State of California
Department of Transportation
(Caltrans)
1120 N Street
Sacramento, California 95814

Variance No. V09HQSCD006

Effective Date: July 1, 2009

Expiration Date: July 1, 2014

Modification History:

Pursuant to California Health and Safety Code, Section 25143, the Department of Toxic Substances Control hereby issues the attached Variance consisting of 9 pages to the Department of Transportation.

Beverly Rikala
Team Leader, Operating Facilities Team
Department of Toxic Substances Control

Date: 6/30/09

1. INTRODUCTION.

a) Pursuant to Health and Safety Code, section 25143, the California Department of Toxic Substances Control (DTSC) grants this variance to the applicant below for waste considered to be hazardous solely because of its lead concentrations and as further specified herein.

b) DTSC hereby grants this variance only from the requirements specified herein and only in accordance with all terms and conditions specified herein.

2. IDENTIFYING INFORMATION.

APPLICANT/OWNER/OPERATOR

State of California
Department of Transportation, (Caltrans)
All Districts

3. TYPE OF VARIANCE.

Generation, Manifest, Transportation, Storage and Disposal.

4. ISSUANCE AND EXPIRATION DATES.

DATE ISSUED: July 1, 2009 EXPIRATION DATE: July 1, 2014

5. APPLICABLE STATUTES AND REGULATIONS. The hazardous waste that is the subject of this variance is fully regulated under Health and Safety Code, section 25100, et seq. and California Code of Regulations, title 22, division 4.5 except as specifically identified in Section 8 of this variance.

6. DEFINITION. For purposes of this variance, "lead-contaminated soil(s)" shall mean soil that meets the criteria for hazardous waste but contains less than 3397 mg/kg total lead and is hazardous primarily because of aerially-deposited lead contamination associated with exhaust emissions from the operation of motor vehicles.

7. FINDINGS/DETERMINATIONS. DTSC has determined that the variance applicant meets the requirements set forth in Health and Safety Code, section 25143 for a variance from specific regulatory requirements as outlined in Section 8 of this variance. The specific determinations and findings made by DTSC are as follows:

a) Caltrans intends to excavate, stockpile, transport, bury and cover large volumes of soil associated with highway construction projects. In the more urbanized highway corridors around the State this soil is contaminated with lead, primarily due to historic emissions from automobile exhausts. In situ sampling and laboratory testing has shown that some of the soil contains concentrations of lead in excess of State regulatory thresholds, and thus any generated waste from disturbance of the soil

would be regulated as hazardous waste. Such soil contains a Total Threshold Limit Concentration (TTLC) of 1000 milligrams per kilogram (mg/kg) or more lead and/or it meets or exceeds the Soluble Threshold Limit Concentration (STLC) for lead of 5 milligrams per liter (mg/l). A Human Health Risk Assessment prepared for this variance concludes that soil contaminated with elevated concentrations of lead can be managed in a way that presents no significant risk to human health.

b) The lead-contaminated soil will be placed only in Caltrans' right-of-way. Depending on concentration levels, the wastes will be covered with a minimum thickness of one (1) foot of non-hazardous soil or asphalt/concrete cover and will always be at least five (5) feet above the highest groundwater elevation. Caltrans will assure that proper health and safety procedures will be followed for workers, including any persons engaged in maintenance work in areas where the waste has been buried and covered.

c) DTSC finds and requires that the lead-contaminated soil excavated, stockpiled, transported, buried and covered pursuant to this variance is a non-RCRA hazardous waste, and that the waste management activity is insignificant as a potential hazard to human health and safety and the environment, when managed in accordance with the conditions, limitations and other requirements specified in this variance.

8. PROVISIONS WAIVED.

Provided Caltrans meets the terms and conditions of this variance, DTSC waives the hazardous waste management requirements of Health and Safety Code, Chapter 6.5 and California Code of Regulations, title 22 for the lead-contaminated soil that Caltrans reuses in projects that would require Caltrans to obtain a permit for a disposal facility and any other generator requirements that concern the transportation, manifesting, storage and land disposal of hazardous waste.

9. SPECIFIC CONDITIONS, LIMITATIONS AND OTHER REQUIREMENTS.

In order for the provisions discussed in section 8 to be waived, lead-contaminated soil must not exceed the contaminant concentrations discussed below and Caltrans management practices must meet all the following conditions:

a) Caltrans implementation of this variance shall comply with all applicable state laws and regulations for water quality control, water quality control plans, waste discharge requirements (including storm water permits), and others issued by the State Water Resources Control Board (SWRCB) and/or a California Regional Water Quality Control Board (RWQCB). Caltrans shall provide written notification to the appropriate RWQCB at least 30 days prior to advertisement for bids of projects that involve invocation of this variance, or as otherwise negotiated with the SWRCB or appropriate RWQCB.

b) The waivers in this variance shall only be applied to lead-contaminated soil that is not a RCRA hazardous waste and is hazardous primarily because of aerially-

deposited lead contamination associated with exhaust emissions from the operation of motor vehicles. The variance is not applicable to any other hazardous waste.

c) Soil containing 1.5 mg/l extractable lead or less (based on a modified waste extraction test using deionized water as the extractant) and 1411 mg/kg or less total lead may be used as fill provided that the lead-contaminated soil is placed a minimum of five (5) feet above the maximum historic water table elevation and covered with at least one (1) foot of nonhazardous soil that will be maintained by Caltrans to prevent future erosion.

d) Soil containing 150 mg/L extractable lead or less (based on a modified waste extraction test using deionized water as the extractant) and 3397 mg/kg or less total lead may be used as fill provided that the lead-contaminated soils are placed a minimum of five (5) feet above the maximum historic water table elevation and protected from infiltration by a pavement structure which will be maintained by Caltrans.

e) Lead-contaminated soil with a pH less than 5.5 but greater than 5.0 shall only be used as fill material under the paved portion of the roadway. Lead-contaminated soil with a pH at or less than 5.0 shall be managed as a hazardous waste.

f) For each project that has the potential to generate waste by disturbing lead-contaminated soil (as defined in 6), Caltrans shall conduct sampling and analysis to adequately characterize the soils containing aerially deposited lead in the areas of planned excavation along the project route. Such sampling and analysis shall include the Toxicity Characteristic Leaching Procedure (TCLP) as prescribed by the United States Environmental Protection Agency to determine whether concentrations of contaminants in soil exceed federal criteria for classification as a hazardous waste.

g) Lead-contaminated soil managed pursuant to this variance shall not be moved outside the designated corridor boundaries (see paragraph t) below. All lead-contaminated soil not buried and covered within the same Caltrans corridor where it originated is not eligible for management under this variance and shall be managed as a hazardous waste.

h) Lead-contaminated soil managed pursuant to this variance shall not be placed in areas where it would become in contact with groundwater or surface water (such as streams and rivers).

i) Lead-contaminated soil managed pursuant to this variance shall be buried and covered only in locations that are protected from erosion that may result from storm water run-on and run-off.

j) The lead-contaminated soil shall be buried and covered in a manner that will prevent accidental or deliberate breach of the asphalt, concrete, and/or cover soil.

k) The presence of lead-contaminated soil shall be incorporated into the projects' as-built drawings. The as-built drawings shall be annotated with the location, representative analytical data, and volume of lead-contaminated soil. The as-built drawings shall also state the depth of the cover. These as-built drawings shall be retained by Caltrans.

l) Caltrans shall ensure that no other hazardous wastes, other than the lead-contaminated hazardous waste soil, are placed in the burial areas.

m) Lead-contaminated soil shall not be buried within ten (10) feet of culverts or locations subject to frequent worker exposure.

n) Excavated lead-contaminated soil not placed into the designated area (fill area, roadbed area) by the end of the working day shall be stockpiled and covered with sheets of polyethylene or at least one foot of non-hazardous soil. The lead-contaminated soil, while stockpiled or under transport, shall be protected from contacting surface water and from being dislodged or transported by wind or storm water. The stockpile covers shall be inspected at least once a week and within 24 hours after rainstorms. If the lead-contaminated soil is stockpiled for more than 4 days from the time of excavation, Caltrans shall restrict public access to the stockpile by using barriers that meet the safety requirements of the construction zone. The lead-contaminated soil shall be stockpiled for no more than 90 days from the time the soil is first excavated. If the contaminated soil is stockpiled beyond the 90 day limit Caltrans shall:

1. notify DTSC in writing of the 90 day exceedance and expected date of removal;
2. perform weekly inspections of the stockpiled material to ensure that there is adequate protection from run-on, runoff, public access, and wind dispersion; and
3. notify DTSC on weekly basis of the stockpile status until the stockpile is removed.

The lead-contaminated soil shall be stockpiled for no more than 180 days from the time the soil is first excavated.

o) Caltrans shall ensure that all stockpiling of lead-contaminated soil remains within the project area of the specified corridor. Stockpiling of lead-contaminated soil within the specified corridor, but outside the project area, is prohibited.

p) Caltrans shall conduct confirmatory sampling of any stockpile area in areas not known or expected to contain lead-contaminated soil after removal of the lead-contaminated soil to ensure that contamination has not been left behind or has not migrated from the stockpiled material to the surrounding soils.

q) Caltrans shall stockpile lead-contaminated soil only on high ground (i.e. no sump areas or low points) so that stockpiled soil will not come in contact with surface

water run-on or run-off.

r) Caltrans shall not stockpile lead-contaminated soil in environmentally and ecologically sensitive areas.

s) Caltrans shall ensure that storm/rain run-off that has come into contact with stockpiled lead-contaminated soil will not flow to storm drains, inlets, or waters of the State.

t) Caltrans may dispose of the lead-contaminated soil only within the operating right-of-way of an existing highway, as defined in Streets and Highways Code, section 23. Caltrans may move lead-contaminated soil from one Caltrans project to another Caltrans project only if the lead-contaminated soil remains within the same designated corridor.

Caltrans shall record any movement of lead-contaminated soil by using a bill of lading. The bill of lading must contain: 1) the US DOT description including shipping name, hazard class and ID number; 2) handling codes; 3) quantity of material; 4) volume of material; 5) date of shipment; 6) origin and destination of shipment; and 7) any specific handling instructions. The bill of lading shall be referenced in and kept on file with the project's as-built drawings. The lead-contaminated soil must be kept covered during transportation.

u) For each specific corridor where this variance is to be implemented, all of the following information shall be submitted in writing to DTSC at least five (5) days before construction of any project begins:

1. plan drawing designating the boundaries of the corridor where lead-contaminated soils will be excavated, stockpiled, buried and covered;

2. a list of the Caltrans projects that the corridor encompasses;

3. a list of Caltrans contractors that will be conducting any phase of work on any project affected by this variance;

4. duration of corridor construction;

5. location where sampling and analytical data used to make lead concentration level determinations are kept (e.g. a particular Caltrans project file);

6. name and phone number (including area code) of project resident engineer and project manager;

7. location where Caltrans and contractor health and safety plan and records are kept;

8. location of project special provisions (including page or section number) for soil excavation, transportation, stockpile, burial and placement of cover material;

9. location of project drawings (including drawing page number) for soil excavation, burial and placement of cover in plan and cross section (for example, "The project plans are located at the resident engineer's office located at 5th and Main Streets, City of Fresno, See pages xxxxx of contract xxxx");

10. updated information if a Caltrans project within the corridor is added, changed or deleted; and

11. type of environmental document prepared for each project, date of adoption, document title, Clearing House number and where the document is available for review. A copy of the Caltrans Categorical Exemption, Categorical Exclusion Form, or if filed, the Notice of Exemption for any project shall be submitted to the DTSC Headquarters Project Manager.

v) Changes in location of lead-contaminated soil placement, quantities or protection measures (field changes) shall be noted in the resident engineer's project log within five (5) days of the field change.

w) Caltrans shall ensure that field changes are in compliance with the requirements of this variance.

x) Operational procedures described in the California Environmental Quality Act (CEQA) Special Initial Study shall be followed by Caltrans for activities conducted under this variance.

y) Caltrans shall implement appropriate health and safety procedures to protect its employees and the public, and to prevent or minimize exposure to potentially hazardous wastes. A project-specific health and safety plan must be prepared and implemented. The monitoring and exposure standards shall be based on construction standards for exposure to lead in California Code of Regulations, title 8, section 1532.1.

z) Caltrans shall provide a district Coordinator for this variance. This Coordinator will be the primary point of contact for information flowing to, or received from, DTSC regarding any matter or submission under this variance. Caltrans shall promptly notify DTSC of the name of Coordinator and any change in the Coordinator.

aa) Caltrans shall conduct regular inspections, consistent with Caltrans' Maintenance Division's current Pavement Inspection and Slope Inspection programs, of the locations where lead-contaminated soil has been buried and/or covered pursuant to this variance. If site inspection reveals deterioration of cover so that conditions in the variance are not met, Caltrans shall repair or replace the cover.

bb) Caltrans shall develop and implement a record keeping mechanisms to record and retain permanent records of all locations where lead-contaminated soil has been buried per this variance. The records shall be made available to DTSC.

cc) If areas subject to the terms of this variance are sold, relinquished or abandoned (including roadways), all future property owners shall be notified in writing in advance by Caltrans of the requirements of this variance, and Caltrans shall provide the owner with a copy of the variance. A copy of such a notice shall be sent to DTSC and contain the corridor location and project. Caltrans shall also disclose to DTSC and the new owner the location of areas where lead-contaminated soil has been buried. Future property owners shall be subject to the same requirements as Caltrans.

dd) For the purposes of informing the public about instances where the variance is implemented, Caltrans shall:

1. maintain current fact sheets at all Caltrans resident engineer offices and the Caltrans District office. Caltrans shall make the fact sheets available to anyone expressing an interest in variance-related work.

2. maintain a binder(s) containing copies of all reports submitted to DTSC at the District office. Caltrans shall ensure that the binders are readily accessible to the public.

3. carry out the following actions when it identifies additional projects:

(A) notify the public via a display advertisement in a newspaper of general circulation in that area.

(B) update and distribute the fact sheet to the mailing list and repository locations.

ee) Lead-contaminated soil may be buried only in areas where access is limited or where lead-contaminated soil is covered and contained by a pavement structure.

ff) Dust containing lead-contaminated soil must be controlled. Water or dust palliative may be applied to control dust. If visible dust migration occurs, all excavation, stockpiling and truck loading and burying must be stopped. The granting of this variance confers no relief on Caltrans from compliance with the laws, regulations and requirements enforced by any local air district or the California Air Resources Board.

gg) Sampling and analysis is required to show the lead-contaminated soil meets the variance criteria. All sampling and analysis must be conducted in accordance with the appropriate methods specified in U.S. EPA SW-846.

hh) DTSC retains the right to require Caltrans or any future owner to remove, and properly dispose of, lead-contaminated soil in the event DTSC determines it is necessary for protection of public health, safety or the environment.

ii) DTSC finds that some projects involving lead-contaminated soil are joint projects between Caltrans and other government entities. In these joint projects, Caltrans may not be the lead agency implementing the project although Caltrans is still involved if the project occurs on its right-of-way.

Caltrans may invoke this variance for joint projects where Caltrans and local government entity are involved provided that 1) the project is within the Caltrans Right-of-Way; 2) Caltrans reviews/ oversees all phases of the project including design, contracting, environmental assessment, construction, operation, and maintenance; and 3) Caltrans oversees the project to verify all variance conditions are complied with. Caltrans will be fully responsible for the variance notification and implementation in these joint projects.

jj) All correspondence shall be directed to the following office:

Hazardous Waste Permitting
Department of Toxic Substances Control
8800 Cal Center Drive
Sacramento, CA 95826

Attn: Caltrans Lead Variance Notification Unit

10. DISCLAIMER.

a) The issuance of this variance does not relieve Caltrans of the responsibility for compliance with Health and Safety Code, chapter 6.5, or the regulations adopted thereunder, and any other laws and regulations other than those specifically identified in Section 8 of this variance. Caltrans is subject to all terms and conditions herein. The granting of this variance confers no relief from compliance with any federal, State or local requirements other than those specifically provided herein.

b) The issuance of this variance does not release Caltrans from any liability associated with the handling of hazardous waste, except as specifically provided herein and subject to all terms and conditions of this variance.

11. VARIANCE MODIFICATION OR REVOCATION. This variance is subject to review at the discretion of DTSC and may be modified or revoked by DTSC upon change of ownership and at any other time pursuant to Health and Safety Code, section 25143.

12. CEQA DETERMINATION. DTSC adopted a Negative Declaration on June 30, 2009.

Approved:

6/30/09
Date

Beverly Rikala
Operating Facilities Team
Department of Toxic Substances Control