

Management of Contaminated Sites under the Soil Contamination Countermeasures Act: for the Implementation of the Minamata Convention on Mercury

INTRODUCTION TO SOIL CONTAMINATION

Minamata Convention on Mercury Article 12 Contaminated sites

- 1) Each Party shall endeavor to develop appropriate strategies for identifying and assessing sites contaminated by mercury or mercury compounds.
- 2) Any actions to reduce the risks posed by such sites shall be performed in an environmentally sound manner incorporating, where appropriate, an assessment of the risks to human health and the environment from the mercury or mercury compounds they contain.

In Japan, the Soil Contamination Countermeasures Act, Water Pollution Control Law and Mine Safety Act stipulate strategies to identify and assess sites contaminated by mercury or mercury compounds and methods to assess the risks of contaminated soil to human health and the living environment.

Soil Contamination Issues and Legislation for its Countermeasures

- Soil contamination: negative legacy of the past, stock-type contamination
- Land (=private property) contamination
- Depending on the type of land use, there might be no adverse effects on health in some cases.

Various difficulties in proceeding the legislation

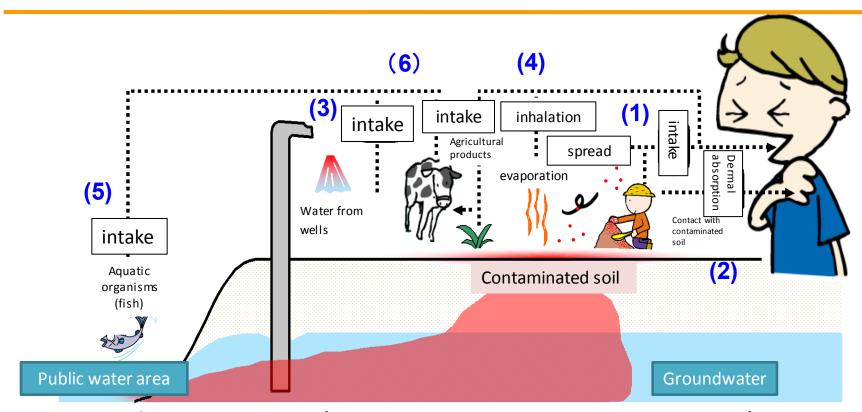


*A rule-based approach is necessary to conduct investigation and promote countermeasures, due to the increasing cases of soil contamination and health concerns

Soil Contamination Countermeasures Act

(enacted in 2002, <u>amended</u> in 2009 and 2017)

How does soil contamination cause health issues?



- 1. <u>Ingestion of contaminated soil</u> (including soil particulates in the atmosphere) _ Direct risk
- 2. Dermal absorption from direct contact with contaminated soil
- 3. <u>Ingestion of groundwater</u> contaminated by hazardous substances eluted from contaminated soil
 - → Risk of ingestion through groundwater
- 4. Inhalation of hazardous substances emitted from contaminated soil into the atmosphere
- 5. Discharge of soil containing hazardous substances into the public water area → accumulation in aquatic organisms → human ingestion
- 6. Accumulation of hazardous substances in crops and livestock raised in contaminated land
 - → human ingestion risk of indirect ingestion through agricultural products

How does soil contamination cause health issues?



Ingestion of groundwater

(Soil Leachate Standard)

 Ingestion of groundwater contaminated by hazardous substances eluted from contaminated soil

e.g. in cases where there are wells or taps for drinking groundwater around soil contaminated areas



Direct ingestion

(Soil Concentration Standard)

Direct ingestion of contaminated soil (including soil particles)
 e.g. through direct contact with contaminated soil from outdoor activities,
 through inhalation of soil particles emitted in the atmosphere

OUTLINE OF SOIL CONTAMINATION COUNTERMEASURES ACT

Types of Designated Hazardous Substances

Class 1

(Volatile Organic Compounds)

- Chloroethylene
- Carbon tetrachloride
- •1,2 Dichloroethane
- 1,1 Dichloroethylene
- 1,2 Dichloroethylene
- •1,3 Dichloropropene
- Dichloromethane
- Tetrachloroethylene
- 1,1,1 Trichloroethane
- 1,1,2 Trichloroethane
- Trichloroethylene
- Benzene

Class 2

(Heavy Metals)

- Cadmium and its compounds
- Hexavalent Chromium compounds
- Cyanides compounds
- Mercury and its compounds
- Selenium and its compounds
- •Lead and its compounds
- Arsenic and its compounds
- Fluorine and its compounds
- Boron and its compounds

Direct Ingestion Risk (9 items)

Class 3

(Agrochemicals and PCBs)

- Simazine
- Thiuram
- Thiobencarb
- PCB
- Organic phosphorus compounds

Indirect ingestion Risk (26 items)

Investigating Soil Contamination

The owner shall have designated institutions conduct investigation on soil contamination.

- O When specified facilities using hazardous substances discontinue its operation (Art. 3)
- O When a prefectural governor encounters the possibility of soil contamination, when there is notification due to changes in landform, for land above a certain area (3,000 m²) (Art. 4)
- O When a prefectural governor encounters the possibility of harmful effects on human health, due to soil contamination (Art. 5)
- O When an owner requests for designation of an area to a prefectural governor, when soil contamination is revealed through voluntary investigations (Art. 14)

Countermeasures for soil not complying with the soil standards

- > The procedure of the investigation is stipulated in Ordinance for Enforcement of the Act.
- > It is stipulated in detail so that the investigation results don't vary from institution to institution.

<Basic flow of investigation>

Land History Survey

Classification of the contaminated risk

Deciding the sampling points

Sampling

Analyzing

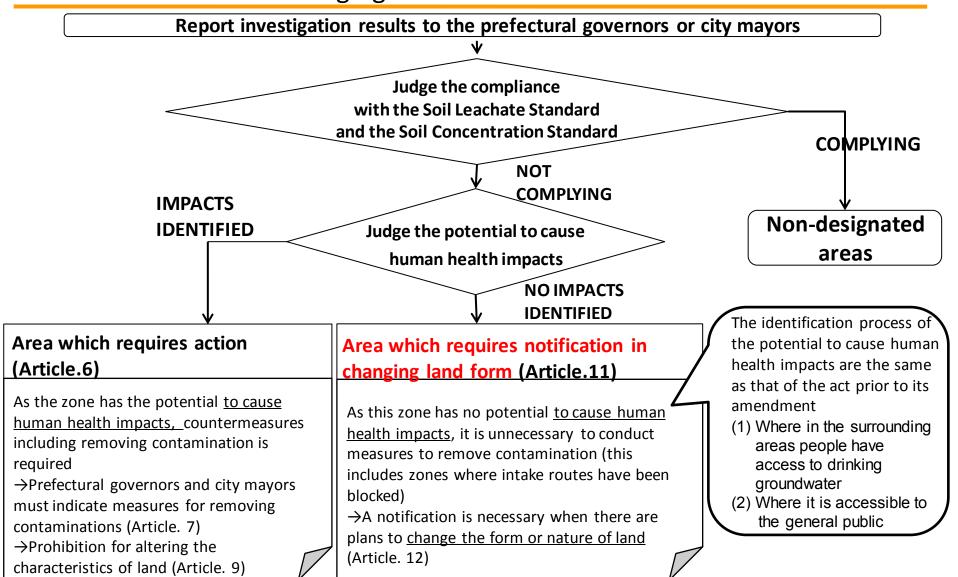
Grasping the possibility of the contamination by surveying the land history, and specifying possible hazardous substances.

Dividing the site into high risk area, low risk area and no risk area.

For high risk area, a sampling point shall be set for every 10m mesh.

For low risk area, a sampling point shall be set for every 30m mesh.

The Designation Process of "Designated Zone for Countermeasures" and "Notification Zone for Changing Land Characteristics"



Countermeasures stated in the Act

Concept of the Act

- Managing environmental risk (Risk = hazardousness × exposure (intake))
- Blocking the ingestion pathway (Removing contaminated soil is not the emphasis of the Act)

Ingestion from drinking groundwater

In cases where not complying with the leachate standard, and groundwater is used for drinking



- Monitoring when there is no groundwater contamination
- Containment when there is groundwater contamination

Ingestion from physical contact with soil

In cases where not complying with the soil content standard, and the site is accessible to the general public

Filling



* Complete removal of contaminated soil is necessary when there are possibilities of the effects of filling being destroyed due to frequent changes to the land characteristics (e.g. sand pit)

Countermeasures for soil not complying with the soil standards

Countermeasures for risks caused by groundwater ingestion	In-situ containment, measurement of groundwater quality, containment by water sealing, prevention of the expansion in the area of contaminated groundwater, removal by excavation, in-situ remediation, containment by shielding, insolubilization (in-situ insolubilization, backfilling of insolubilized soil)
Countermeasures for risks caused by direct ingestion of soil	Embankment, pavement, prohibiting intrusion into the site, replacement of soil, removal of contaminated soil (removal by excavation, in-situ remediation)

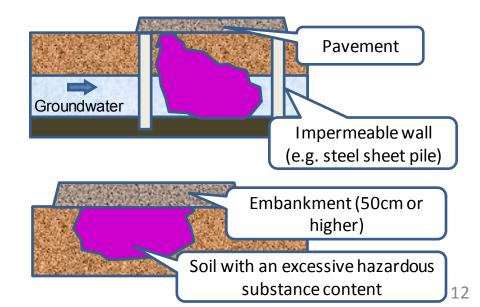
EXAMPLE

In-situ containment

Hazardous substances (e.g. mercury) are contained in an artificial (impermeable) wall and an impermeable geological stratum

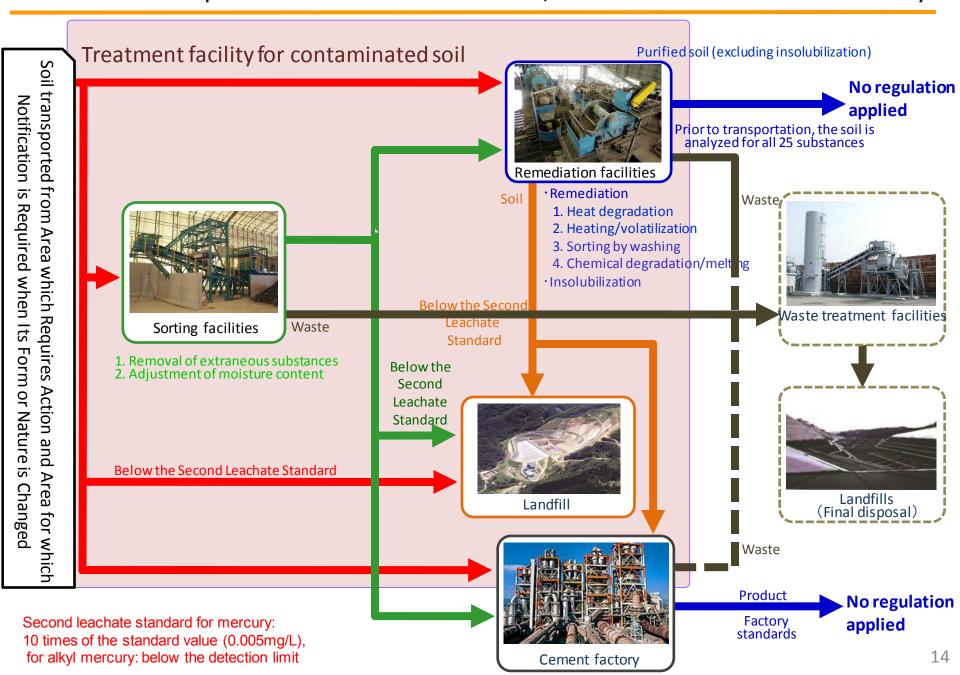
Embankment

Soil exceeding the hazardous substance content standard is covered by embankment to prevent exposure.



OUTLINE OF SOIL TREATMENT

The treatment process of contaminated soil, and the definition of its 'facility'



Treatment/disposal facilities for soil contaminated by mercury

Facilities that are capable of disposing contaminated soil

- Inland landfills¹, water area landfills ², facilities with embankment¹
- 1: Accept soils which meet the second leachate standard (otherwise not accepted).
- 2: Accept soils which meet the Ordinance standard (otherwise not accepted).

Facilities that are capable of treating contaminated soil under certain conditions

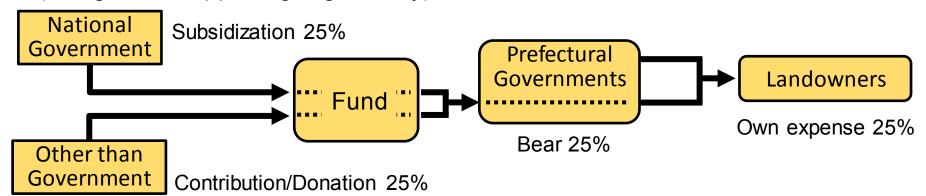
- Remediation facilities:
 Remediation (extraction washing)³; Remediation (extraction thermal desorption)⁴; Remediation (decomposition thermal decomposition)⁵; Melting⁵; Insolubilization⁴
- Sorting facilities:
 Removing external substances⁴, adjusting the moisture content⁴
 - 3: Hazardous substances is likely to contaminate wastewater or volatilize
 - 4: Hazardous substances is likely to volatilize
 - 5: Hazardous substances is likely to remain in the soil or volatilize

Facilities that are not capable of treating contaminated soil

Remediation (extraction-chemical absorption); Remediation (decomposition-chemical treatment); Remediation (decomposition-biological treatment)

Overview of the subsidization scheme by Fund

 The Fund is funded by the national government and contribution/donation from the private sector and managed by Japan Environment Association (Designated Supporting Legal Entity).



- ◆ The following three conditions should be met to be eligible for the subsidization.
- (1) The land is designated (or will be designated) as Area which Requires Action.
- (2) The polluter is unknown or non-existing.
 - Unknown: when the polluter cannot be identified
 - Non-existing: when the polluter does no longer exist due to bankruptcy or other reasons
- (3) The cost-bearing capacity is low.

<Individuals>

- (Income in a previous year for which s/he intends to receive a subsidy) < 20M JPY
- (Income in a previous year for which s/he intends to receive a subsidy) < (costs for countermeasures)*2/3+(20M JPY)
- (Income in a previous year for which s/he intends to receive a subsidy) < (costs for countermeasures)*2

< Individuals who carry out business and cooperate bodies >

• (Capital, net asset or the amount of capital in a previous business year for which it intends to receive a subsidy) < 300M JPY

Additional information

<Soil > (English) http://www.env.go.jp/en/water/index.html

(By the Ministry of Environment, Japan)

Designated Hazardous Substances and standards (1)

Designated hazardous substances (Article 2 of the Act)		Designation standard	(Article 5 of the Act)
		Soil leachate standard	Soil concentration standard
	Chloroethylene	≤ 0.002mg / L	
	Carbon tetrachloride	≤ 0.002mg / L	
	1,2 — Dichloroethane	≤ 0.004mg / L	
	1,1 — Dichloroethylene	≤ 0.1mg / L	
	1,2 — Dichloroethylene	≤ 0.04mg / L	
Class 1	1,3 — Dichloropropene	≤ 0.002mg / L	
(VOC)	Dichloromethane	≤ 0.02mg / L	
	Tetrachloroethylene	≤ 0.01mg / L	
	1,1,1—Trichloroethane	≤1mg/L	
	1,1,2 — Trichloroethane	≤ 0.006mg / L	
	Trichloroethylene	≤ 0.03mg / L	
	Benzene	≤ 0.01mg / L	

Designated Hazardous Substances and standards (2)

Designated hazardous substances (Article 2 of the Act)		Designation standard	(Article 5 of the Act)
		Soil Leachate Standard	Soil Concentration Standard
	Cadmium and its compounds	≤ 0.01mg / L	≤ 150mg / kg
	Hexavalent Chromium compounds	≤ 0.05mg / L	≤ 250mg / kg
	Cyanides compounds	<detection limit<="" td=""><td>As isolated cyanides≤50mg / kg</td></detection>	As isolated cyanides≤50mg / kg
Class 2 (Heavy	Mercury and its compounds	≤0.0005mg/L Alkyl Mercury Less than detection limit	≤ 15mg / kg
metal)	Selenium and its compounds	≤ 0.01mg / L	≤ 150mg / kg
	Lead and its compounds	≤ 0.01mg / L	≤ 150mg / kg
	Arsenic and its compounds	≤ 0.01mg / L	≤ 150mg / kg
	Fluorine and its compounds	≤ 0.8mg / L	≤ 4000mg / kg
	Boron and its compounds	≤ 1mg / L	≤ 4000mg / kg
	Simazine	≤ 0.003mg / L	
Class 3	Thiuram	≤ 0.006mg / L	
(Agroch emicals	Thiobencarb	≤ 0.02mg / L	
and	PCB	<detection limit<="" td=""><td></td></detection>	
PCBs)	Organic phosphorus compounds	<detection limit<="" td=""><td></td></detection>	

Note: The soil concentration standard on dioxins is 1000pg-TEQ/g under the Law Concerning Special Measures against Dioxins.

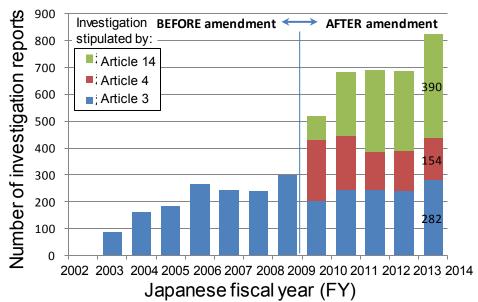
Comparison of standards between Japan and other countries

According to a comparative study on legal systems for addressing soil contamination between Japan and other countries conducted by MOEJ in 2016, it is difficult to simply compare the standards since they are established based on their own point of views and different historical backgrounds. For instance, the purpose and the method of measurement vary by countries.

Method	US: EPA METHOD 1312	Germany: DIN 19529 (01-2009)	ISO TS 21268-2 (07-2007) Draft	Notification No.18 of MOEJ
Purpose	To establish a remediation target in case the contamination of groundwater is confirmed	 To comprehend the level of soil contamination in place To assess the impact at the delivery destination when re-used 	-	 To comprehend the level of contamination in place To comprehend the level of contamination in carrying-out soil
Size of particle	< 9.5mm	< 32 mm	< 4 mm	≦2mm
Target sample	Soil	Soil, materials relevant to soil, and wastes	Soil and materials relevant to soil	Soil
Target substance	Non-VOC, Inorganic compounds	Inorganic substance	Inorganic substance and Non-VOC	VOC, heavy metals, agrochemicals, and others
Drying	Air-drying (Avoid high temperature)	Air-drying (limited to when a moisture content is high)	Air-drying (limited to when a moisture content is high)	Air-drying
Leaching	Unbuffered solution of sulfuric acid and nitrate acid with pH 4.2 or 5 depending on environmental conditions (precipitation and the effect of acid rain)	Deionized water	Deionized water or calcium chloride of 0.001mol/L	Pure water whose pH is adjusted between 5.8 and 6.3 by adding hydrochloric acid
Stirring	18 hours, End over end rotation, 30±2rpm	24 ± 0.5 hours, End over end rotation, $5 - 10$ rpm	24 ± 0.5 hours, End over end rotation, $5 - 10$ rpm	6 hours 200 rpm
Solid-liquid separation	Pressure filtration (less than 60psi) for 10 minutes with 4000 ± 100 rpm. Change a filter frequently if the filtration takes more than five minutes.	Stand for 15 minutes, centrifuge for 30 minutes with 2,000-3,000g, and vacuum or pressure filtration	Stand for 15±5 minutes, centrifuge for 20 minutes with 2,000-3,000g, and vacuum or pressure filtration (can apply 100,000-200,000g of centrifugation)	Stand between 10 and 30 minutes, centrifuge for 20 minutes with approx. 3,000rpm, and filter
Filter	Glass fiber filter (0.6~0.8μm)	Membrane filter 0.45 μm	Membrane filter 0.45 μm	Membrane filter 0.45 μm

Investigation Results of Soil Contamination (by type)

- After the amendment of the Act in FY2010, the annual number of investigation reports increased (as the amendments included: reporting obligations of "Area which requires notification in changing land form", and requests on "voluntary investigations"). In 2014, there were additional 826 reports, which lead to 4,894 reports in total.
- 20% of the specified facilities which terminated their use of hazardous substances were investigated.
- Approximately 1-2% of the cases where there were alternations in landforms/nature were investigated.
- 50% of the total number of applications was based on the results of voluntary investigations.



		FY2014	Total*
Article	Specified Facilitiy that have terminated use	1,350	11,421
3	Investigation reports	282	2,696
3	Temporary exemptions	653	8,494
A rtiala	Changes to form or nature of contaminated land	10,602	51,739
Article 4	Investigation ordered by prefectural governor	164	882
4	Investigation reports	154	872
A rtiala	Investigation ordered by prefectural governor	1	6
Article 5	Investigation reports	0	5
5	Investigation by prefectural governor (public notice)	0	0
Article	Number of application	390	1 221
14	(Number of investigation reports)	390	1,321
	Total investiagtion reports	826	4,894
* Includ	os roporte basad on Law before revision		

Includes reports based on Law before revision

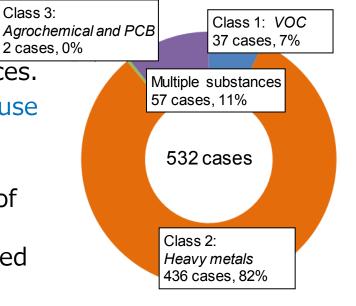
Current situation of designated areas

- The accumulated number of designated areas since FY2010 is 2,203.
 - (1) "Designated areas which require action": approximately 20%
 - (2) "Area which requires notification in changing land form ": approximately 80%
- Approximately 30% of the specified facilities which terminated their use of hazardous substances has become "designated areas which require action"
- Approximately 80-90% of the areas which were reported due to changes to land-form/nature or based on the results of voluntary investigation has become "Area which requires notification in changing land form".

(Article of Act that stipulates the investigation)		FY 2014					Accumulated total				
		1) Designated areas which require action (2) Areas for which notification is required		Total designated areas	(1) Designated areas which require action		which notification		Total designated areas		
Termination of use of Specified Facility (Article 3)	37	26%	103	74%	140	165	27%	456	73%	621	
Changes to form or nature of land (Article 4)	7	13%	49	87%	56	57	14%	343	86%	400	
Risk of health hazard found by prefectural governor (Article 5)	0	-	0	-	0	0	-	0	-	0	
Application by voluntary investigation (Article 14)	35	11%	291	89%	326	126	11%	1,028	89%	1,154	
Application by termination of use of Specified Facility and voluntary investigation	2	40%	3	60%	5	2	20%	8	80%	10	
Application by changes to form of nature of contaminated land and voluntary investigation	3	60%	2	40%	5	4	22%	14	78%	18	
Total	84	16%	448	84%	532	354	16%	1,849	84%	2,203	

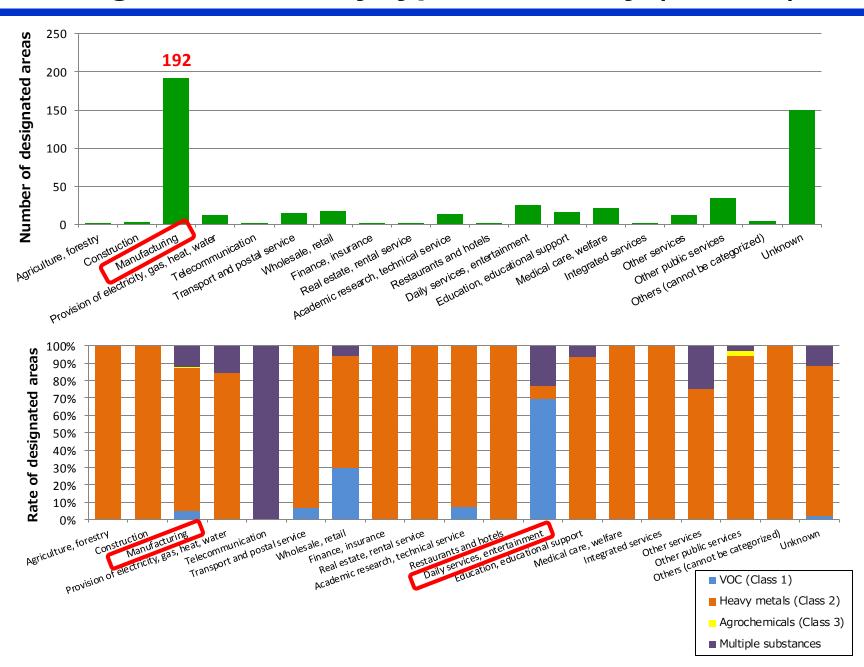
Designated areas in FY2014 (by designated hazardous substances)

- 80% of the designated areas in FY2014 was contaminated by heavy metals.
- 10% of the contaminated areas was 2 contaminated by multiple hazardous substances.
- Specified facilities that have terminated their use resulted in having a higher rate of VOC contamination.
- Most of the areas designated upon reporting of changes to land form based on the results of voluntary investigation tend to be contaminated by heavy metals.

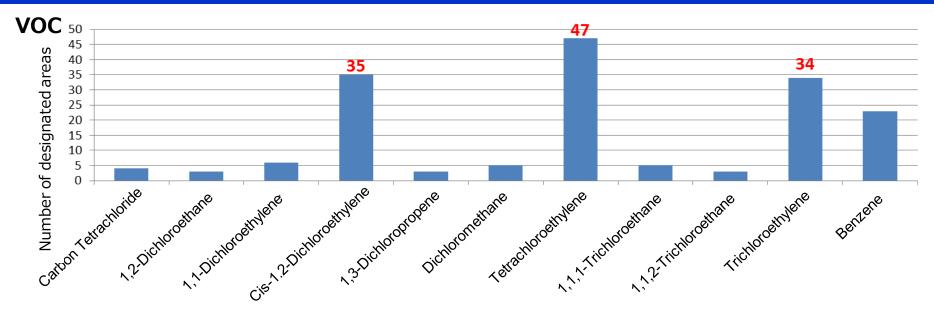


	Number of	Clas	s 1:	Cla	ss 2:	Class 3	: Agro-	Mult	tiple
	designated	VC	C	He	avy	chemic	als and	substa	ances
	areas			me	etals	PC	CB		
Accumuloated total of FY2014	532	37	7%	436	82%	2	0%	57	11%
Specified Facility that have terminated use (Article 3)	140	20	14%	94	67%	0	0%	26	19%
Changes to form or nature of land (Article 4)	56	2	4%	54	96%	0	0%	0	0%
Risk of health hazard found by governor (Article 5)	0	0	-	0	-	0	-	0	-
Application by voluntary investigation (Article 14)	326	14	4%	279	85%	2	1%	31	10%
Application by termination of use of Specified Facility and voluntary investigation	5	0	0%	5	100%	0	0%	0	0%
Application by changes to form of nature of contaminated land and voluntary investigation	5	1	20%	4	80%	0	0%	0	0%

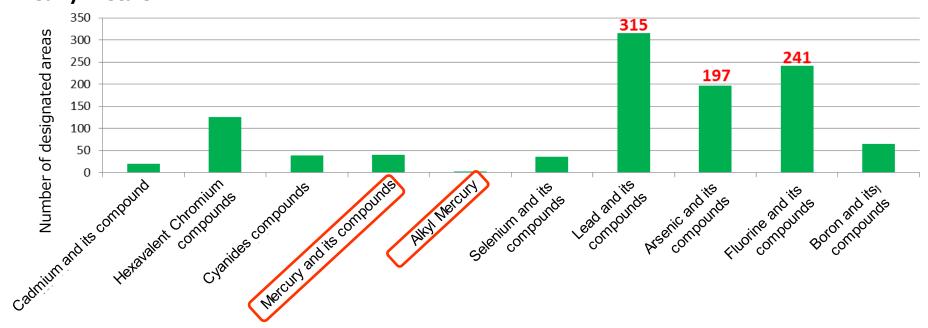
Designated areas by type of industry (FY2014)



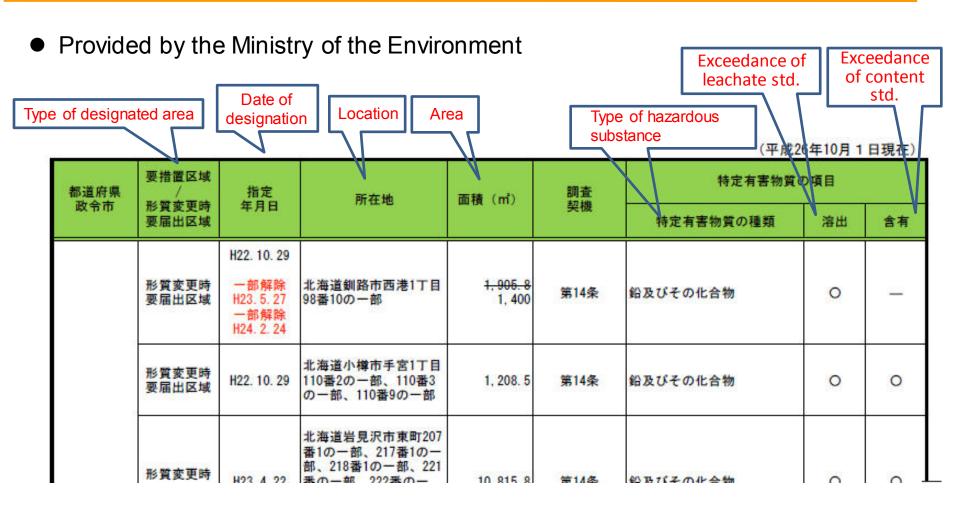
Designated areas by hazardous substance (FY2014)



Heavy metals

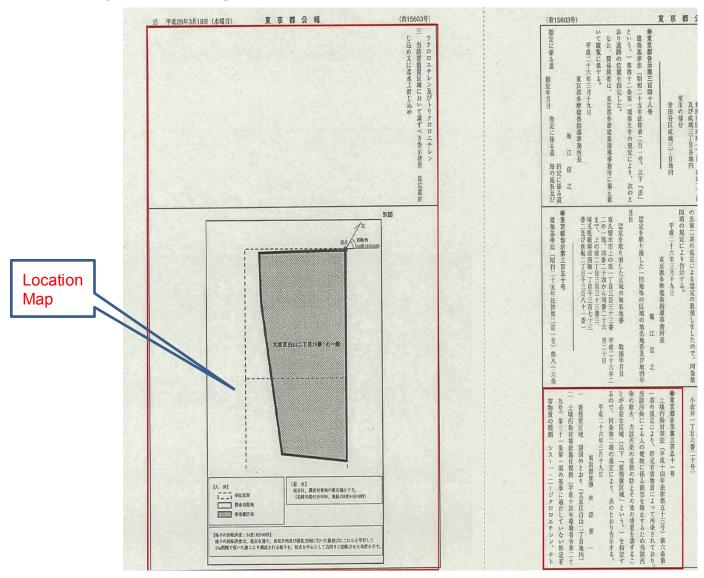


Example of publicly available information (MOEJ)



Example of publicly available information

Provided by the local government (Prefecture)



The Definition of: 'Instructed Action'

- Instructed action refers to an action which a prefectural governor shall instruct the owner, or a person who caused human health impacts, in the area which requires action. The owner shall take the action instructed by the prefectural governor or those deemed to have an equal or greater effect than such action, as prescribed in the Ordinance of the Ministry of the Environment.
- In the case of the owner claiming the cost of instructed action against the person who caused contamination, it shall be to the extent necessary for such instructed action (Art. 8)
- The amount of subsidies from the fund established by the designated corporation shall not exceed 50% of the amount necessary for the instructed action.

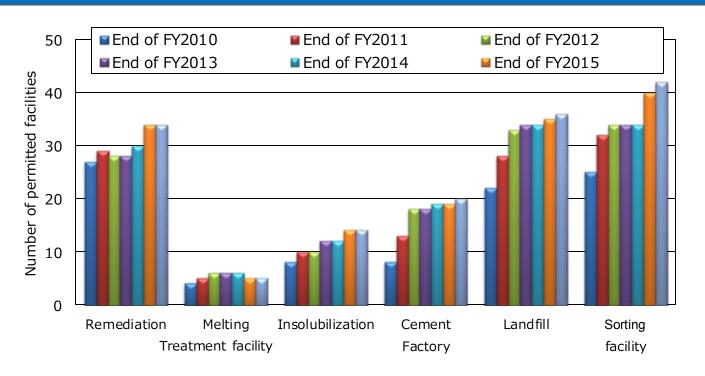
Securement of appropriate processing of carried-out soil

Regulations on transporting soil to outside designated areas:
 1. Prior notification, 2. (In case of violating the standards for transport) Order to revise the plan, and 3. Order to take appropriate measures [with punitive clauses]

It is not necessary to submit prior notification when there is confirmation of the compliance with the designated standards through analyzing the soil, and there is approval to that effect by a prefectural governor.

- Establishment of a new system of granting a license to a processors who transport soil/ Compliance with the processing standards [with punitive clauses]
- Obligation to issue and keep a control manifest on transported soil

Number of permitted soil processors (by type)

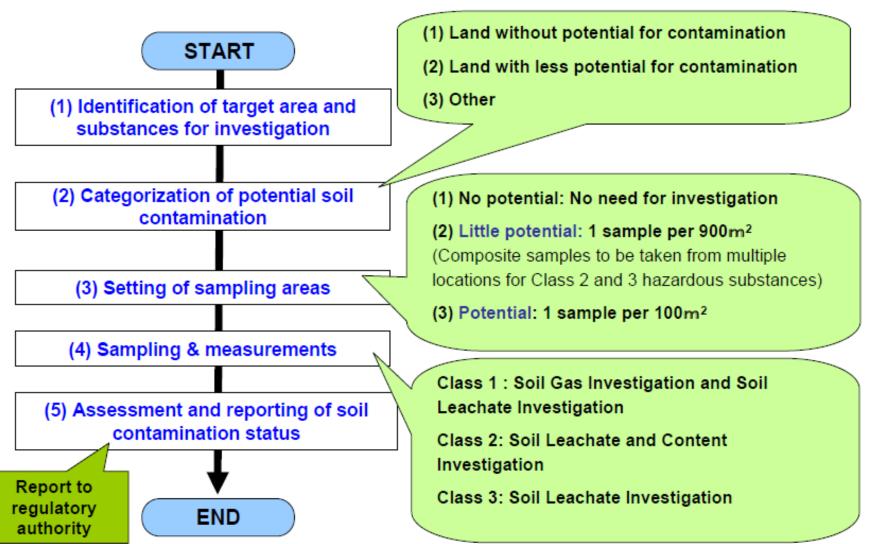


End of FY2010	27	4	8	8	22	25	61
End of FY2011	29	5	10	13	28	32	77
End of FY2012	28	6	10	18	33	34	90
End of FY2013	28	6	12	18	34	34	91
End of FY2014	30	6	12	19	34	34	94
End of FY2015	34	5	14	19	35	40	102
End of August FY2016	34	5	14	20	36	42	105
(Processable, Mercury)	7	2	10	0	33	2	54

Note:

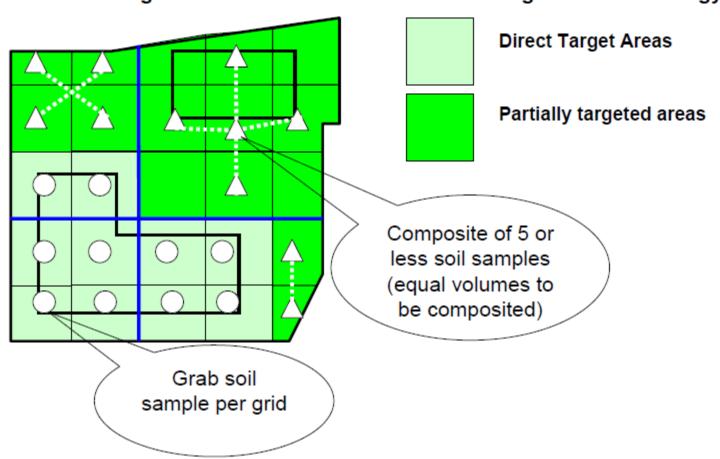
- 1. Created based on information provided by prefectures and cities designated by Cabinet Order
- 2. As one treatment plant may contain multiple facilities, the number of treatment facilities do not sum up to the number of treatment plants. 31

Process of status survey on soil contamination

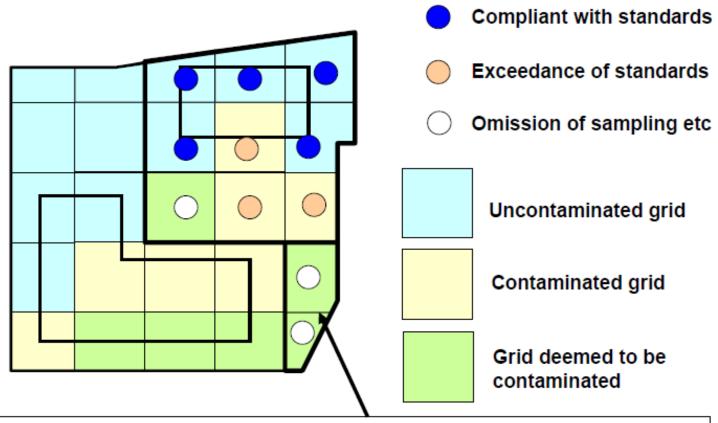


Identification of contamination (Sampling Grids)

Example of Class 2 Designated Hazardous Substances Investigation Methodology



Identification of contamination (Result of investigation)



Omission of individual grid analyses (deem that the composite sample result is representative of the two grids).

Soil monitoring results

Environme	ental quality standards	Monitoring results
Soil Leachate Standard	Mercury and its compounds: ≤0.0005mg/L Alkyl Mercury: Less than detection limit	Soil contamination surveys (including those surveys not based on the law) in 2011
Soil Concentration Standard	Mercury and its compounds: ≤ 15mg/kg	-Number of cases noncompliant with the environmental quality standard: 83 cases*

^{*} The results for soil are not the results of regular monitoring but show the number of cases where a soil contamination survey found that the relevant environmental quality standard is exceeded.