Amendment to the Water Quality Control Plan – Los Angeles Region to incorporate the Ballona Creek Estuary Toxic Pollutants TMDL

Adopted by the California Regional Water Quality Control Board, Los Angeles Region on July 7, 2005.

Amendments:

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Chapter 7. Total Maximum Daily Loads (TMDLs)

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7-14 Ballona Creek Estuary Toxic Pollutants TMDL

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Chapter 7. Total Maximum Daily Loads (TMDLs) Summaries, Section 7-14 (Ballona Creek Estuary Toxic Pollutants TMDL)

This TMDL was adopted by the Regional Water Quality Control Board on July 7, 2005.

This TMDL was approved by:

The State Water Resources Control Board on October 20, 2005. The Office of Administrative Law on December 9, 2005. The U.S. Environmental Protection Agency on December 22, 2005.

The following tables include the elements of this TMDL.

Element	Key Findings an	d Regulator	y Provisions		
Problem Statement	Ballona Creek and Ballona Creek Estuary (Estuary) is on the Clean Water Act Section 303(d) list of impaired waterbodies for cadmium, copper, lead, silver, zinc, chlordane, DDT, PCBs and PAHs in sediments. The following designated beneficial uses are impaired by these toxic pollutants: water contact recreation (REC1); non-contact water recreation (REC2); estuarine habitat (EST); marine habitat (MAR); wildlife habitat (WILD); rare and threatened or endangered species (RARE); migration of aquatic organisms (MIGR); reproduction and early development of fish (SPWN); commercial and sport fishing (COMM); and shellfish harvesting (SHELL).				
Numeric Target (Interpretation of the narrative and numeric water quality objective, used to calculate the allocations)	Administration, which are used in evaluating waterbodies within the			tmospheric within the The Effects	
	Cadmium	Copper	Lead	Silver	Zinc
	1.2	<u>- Copper</u> 34		1.0	150
	Chlordane 0.5	Organic N DDTs 1.58	l <mark>umeric Targets (</mark> Total PCBs 22.7	<mark>µg/kg)</mark> <u>Total P</u> 4,02	
Source Analysis	Urban storm water has been recognized as a substantial source of metals. Numerous researchers have documented that the most prevalent metals in urban storm water (i.e., copper, lead, zinc, and to a lesser degree cadmium) are consistently associated with suspended solids. Because metals are typically associated with fine particles in storm water runoff, they have the potential to accumulate in estuarine sediments where they may pose a risk of toxicity. McPherson et al. ¹ estimated that 83% of the cadmium and 86% of the lead were associated with the particle phase in Ballona Creek. Similar to metals, the majority of organic constituents in storm water are associated with suspended solids. Ballona Creek found that the majority of these compounds occurred in association with suspended solids. There is toxicity associated with suspended solids in urban runoff discharged from Ballona Creek, as well as with the receiving water sediments. This toxicity is likely attributed to metals and PAHs associated with the suspended sediments.				

Table 7-14.1. Ballona Creek Estuary Toxic Pollutants TMDL: Elements

¹ McPherson, T.N., S.J. Burian, H.J. Turin, M.K. Stenstrom and I.H. Suffet. 2002. Comparison of Pollutant Loads in Dry and Wet Weather Runoff in a Southern California Urban Watershed. *Water Science and Technology* 45:255-261.

Element	Key Findings an	d Regulatory	Provisions		
			nsidered a signif	ficant sourc	e of toxic
	pollutants in this TMDL. Nonpoint sources are urban runoff from the				
			urea discharges d		
			t atmospheric dej		
			460 acres or 0.		
	therefore, loading	÷			
			ils and PAHs is c		
	-		ona Creek watersh		+
	small, approximately 480 acres or 0.6% of the watershed. Indire				
			the process by v		
			washed off dur		
			d its tributaries.		•
			heric deposition a	are accounte	a for in the
	storm water runo	11.			
Loading Capacity	TMDLs are de	veloped for	cadmium, coppe	r, lead, si	ilver, zinc,
		-	Hs within the se		
	Creek Estuary.				
	The loading car	nacity for Ba	llona Creek Est	uarv is cal	culated by
			by the average ar		
			n size 0.0625 mi		
	1		density of the s	· · ·	
			l is 5,004 cubic n		
			etric tons per cub		
	TMDL is set equal to the loading capacity.				
	Me	tals Loading	Capacity (kilogra	ams/vear)	
	Cadmium	Copper	Lead	Silver	Zinc
	8.5	241.6	332	7.1	1,066
	0	rganics Loadi	ng Capacity (gra	ms/vear)	
	Chlordane	DDTs	Total PCBs	Total F	PAHs
	3.55	11.2	161	28,5	580
Load Allocations (for nonpoint	Load allocations	(LA) are ass	igned to nonnoir	t sources f	for Ballona
sources)			ons are develope		
	direct atmospheri		ond are deretope	u ioi opon	
	The mass-based	load allocat	ion for open sp	pace is eq	ual to the
	percentage of the	e watershed co	overed by the Ba	llona Wetla	nds (0.6%)
	multiplied by the total loading capacity.				
	Metals	Load Allocat	ions for Open Sp	ace (kg/yr)	•
	Cadmium	Copper	Lead	Silver	Zinc
	0.05	1.4	2	0.04	6
	Organic	s Load Alloca	ations for Open S	Space (g/vr)	•
	Chlordane	DDTs	Total PCBs	Total F	
	Gunor Guno			I ULAI F	'AHS I
	0.02	0.1	<u>1</u>	101a11 160	

Element	Key Findings and I	Regulatory P	rovisions			
	The mass-based loa	ad allocation	for direct			
	equal to the percer			covered by	water	(0.6%)
	multiplied by the tot	al loading cap	pacity.			
	Metals Load Allocations for Direct Atmospheric Deposition (kg/yr)					
		Copper	Lead	Silve		Zinc
	0.05	1.4	2	0.04	ļ.	6
			D			(
	Organics Load Allo Chlordane	DDTs	Total PCI		tal PAI	
	0.02	0.1	<u>10001101</u>	<u>, 10</u>	170	15
	0.02	0.1	-		••••	
Waste Load Allocations (for	Waste load allocation	one (WIA)	ora osciona	d to point a		for the
point sources)	Ballona Creek water					
	is developed for the					
	Caltrans, General C					
	the load allocations					
	based waste load al	locations are	developed	for other p	oint so	urces in
	the watershed.					
	Metals Wast	e Load Alloc	ations for S	Storm Wat	er (kg/	vr)
		Copper	Lead	Silve		Zinc
		238.8	328	7.02	2	1,054
	Organics Wa					
	<u>Chlordane</u> 3.51	<u>DDTs</u> 11	<u>Total PCI</u> 159		<u>tal PAI</u> 28,250	<u>-15</u>
	10.01	11	1,59	2	.0,200	
	The storm water w	aste load all	ocations are	e apportione	ed betv	ween the
	MS4 permittees, C					
	industrial storm wat	er permits ba	sed on an ar	eal weightir	ng appr	oach.
	Metals Storm Wat	ter WLAs Ai	nortioned	hetween Pe	rmits	(kg/yr)
		Cadmium	Copper		Silver	Zinc
	MS4 Permittees	8.0	227.3	312.3	6.69	1003
	Caltrans	0.11	3.2		0.09	14
	General Constructio		6.6		0.20	29
	General Industrial	0.06	1.7	2.3	0.05	7
	Organics Storm W	/ater WLAs	Apportion	ed between	Permi	ts (alvr)
		Chlordane		Total PCBs		1 PAHs
	MS4 Permittees	3.34	10.56	152		,900
	Caltrans	0.05	0.15	2	4	400
	General Constructio		0.31	4		800
	General Industrial	0.02	0.08	1	-	200
	Fach starres rest		national and	1 1		
	Each storm water p					
	industrial storm wa allocation on a per a					
		ore 00315, 045				

Element	Key Findings and Regulatory Provisions					
	Metals per Acre WLAs for Individual General Construction or Industrial Storm Water Permittees (g/yr/ac)					
	Cadmium	Copper	Lead	Silver	Zinc	
	0.1	3	4	0.1	13	
	Organics per Acre WLAs for Individual General					
		Construction or Industrial Storm Water Permittees (mg/y				
	Chlordane	DDTs	Total PCBs	Total I		
	0.04	0.14	2	35	0	
	Concentration-ba	sed waste loa	d allocations are	assigned to	the minor	
	NPDES permits	and general	non-storm water	NPDES p	ermits that	
			its tributaries. An			
			general non-storm			
	will also be subje	et to the conc	entration-based wa	aste load all	ocations.	
		entration-bas	sed Waste Load A	Allocations		
	Cadmium	Copper	Lead	Silver	Zinc	
	1.2	34	46.7	1.0	150	
	Organic Con	centration-b	ased Waste Load	Allocation	<u>s (µg/kg)</u>	
	Chlordane	DDTs	Total PCBs	Total H		
	0.5	1.58	22.7	4,02	22	
Margin of Safety			is applied throug ideline values. T			
	over the higher E				ne sciette	
Implementation	the Los Angele. (MS4), the State Storm Water Per general industria storm water NP through the auth Water Code, in o Board's Nonpoin (May 2004). Eac or amended at m incorporate the ap	s County M of California mit, minor N 1 storm water DES permits, ority contained conformance wat source Im ch NPDES per re-issuance, in oplicable WLA	ed to implement f unicipal Storm V Department of Tr PDES permits, ge r NPDES permits Nonpoint sourced in sections 13 with the State Wa oplementation and rmit assigned a V n accordance with As as a permit required	Water NPD ansportation eneral NPDI s, general c rces will be 263 and 13 ater Resourd d Enforcem VLA shall b th applicabl uirement.	ES Permit a (Caltrans) ES permits, construction e regulated (269 of the ces Control nent Policy be reopened le laws, to	
		Гаble 7-14.2 р	based on addition presents the imple			

Element	Key Findings and Regulatory Provisions
	Minor NPDES Permits and General Non-Storm Water NPDES Permits:
	The concentration-based waste load allocations for the minor NPDES permits and general non-storm water NPDES permits will be implemented through NPDES permit limits. Permit writers may translate applicable waste load allocations into effluent limits for the minor and general NPDES permits by applying applicable engineering practices authorized under federal regulations. The minor and general non-storm water NPDES permittees are allowed up to seven years from the effective date of the TMDL to achieve the waste load allocations.
	General Industrial Storm Water Permit:
	The Regional Board will develop a watershed specific general industrial storm water permit to incorporate waste load allocations. Concentration-based permit limits may be set to achieve the mass-based waste load allocations. These concentration-based limits would be equal to the concentration-based waste load allocations assigned to the other NPDES permits. It is expected that permit writers will translate the waste load allocations into BMPs, based on BMP performance data. However, the permit writers must provide adequate justification and documentation to demonstrate that specified BMPs are expected to result in attainment of the numeric waste load allocations. The general industrial storm water permittees are allowed up to seven years from the effective date of the TMDL to achieve the waste load allocations.
	General Construction Storm Water Permit:
	Waste load allocations will be incorporated into the State Board general permit upon renewal or into a watershed specific general construction storm water permit developed by the Regional Board.
	Within seven years of the effective date of the TMDL, the construction industry will submit the results of BMP effectiveness studies to determine BMPs that will achieve compliance with the waste load allocations assigned to construction storm water permittees. Regional Board staff will bring the recommended BMPs before the Regional Board for consideration within eight years of the effective date of the TMDL. General construction storm water permittees will be considered in compliance with waste load allocations if they implement these Regional Board approved BMPs.
	All general construction permittees must implement the approved BMPs within nine years of the effective date of the TMDL. If no effectiveness studies are conducted and no BMPs are approved by the Regional Board within eight years of the effective date of the TMDL, each general construction storm water permit holder will be subject to site-specific BMPs and monitoring requirements to demonstrate compliance with waste load allocations.

Element	Key Findings and Regulatory Provisions
	MS4 and Caltrans Storm Water Permits:
	The County of Los Angeles, City of Los Angeles, Beverly Hills, Culver City, Inglewood, Santa Monica, and West Hollywood are jointly responsible for meeting the mass-based waste load allocations for the MS4 permittees. Caltrans is responsible for meeting their mass-based waste load allocations, however, they may choose to work with the MS4 permittees. The primary jurisdiction for the Ballona Creek watershed is the City of Los Angeles.
	Each municipality and permittee will be required to meet the waste load allocations at the designated TMDL effectiveness monitoring points. A phased implementation approach, using a combination of non-structural and structural BMPs may be used to achieve compliance with the waste load allocations. The administrative record and the fact sheets for the MS4 and Caltrans storm water permits must provide reasonable assurance that the BMPs selected will be sufficient to implement the numeric waste load allocations. We expect that reductions to be achieved by each BMP will be documented and that sufficient monitoring will be put in place to verify that the desired reductions are achieved. The permits should also provide a mechanism to adjust the required BMPs as necessary to ensure their adequate performance.
	The implementation schedule for the MS4 and Caltrans permittees consists of a phased approach, with compliance to be achieved in prescribed percentages of the watershed, with total compliance to be achieved within 15 years.
Seasonal Variations and Critical Conditions	There is a high degree of inter- and intra-annual variability in sediments deposited at the mouth of Ballona Creek. This is a function of the storms, which are highly variable between years. Studies by the Army Corps of Engineers have shown that sediment delivery to Ballona Creek is related to the size of the storm (USACE, 2003). The TMDL is based on a long-term average deposition patterns over a 10-year period from 1991 to 2001. This time period contains a wide range of storm conditions and flows in the Ballona Creek watershed. Use of the average condition for the TMDL is appropriate because issues of sediment effects on benthic communities and potential for bioaccumulation to higher trophic levels occurs over long time periods.
Monitoring	Effective monitoring will be required to assess the condition of Ballona Creek and Estuary and to assess the on-going effectiveness of efforts by dischargers to reduce toxic pollutants loading to the Ballona Creek Estuary. Special studies may also be appropriate to provide further information about new data, new or alternative sources, and revised scientific assumptions. Below the Regional Board identifies the various goals of monitoring efforts and studies. The programs, reports, and studies will be developed in response to subsequent orders issued by the Executive Officer.

Element	Key Findings and Regulatory Provisions
	Ambient Monitoring
	An ambient monitoring program is necessary to assess water quality throughout Ballona Creek and its tributaries and to assess the progress being made to remove the toxic pollutant impairments in Ballona Creek Estuary sediments. Data on background water quality for organics and sediments will help refine the numeric targets and waste load allocations and assist in the effective placement of BMPs. In addition, fish and mussel tissue data is required in Ballona Creek Estuary to confirm the fish tissue listings.
	Water quality samples shall be collected from Ballona Creek and Estuary monthly and analyzed for cadmium, copper, lead, silver, zinc, chlordane, dieldrin, DDT, total PCBs and total PAHs at detection limits that are at or below the minimum levels until the TMDL is reconsidered in the sixth year. The minimum levels are those published by the State Water Resources Control Board in Appendix 4 of the Policy for the Implementation of Toxic Standards for Inland Surface Water, Enclosed Bays, and Estuaries of California, March 2, 2000. Special emphasis should be placed on achieving detection limits that will allow evaluation relative to the CTR standards. If these can not be achieved with conventional techniques, then a special study should be proposed to evaluate concentrations of organics.
	Storm water monitoring conducted as part of the MS4 storm water monitoring program should continue to provide assessment of water quality during wet-weather conditions and loading estimates from the watershed to the Estuary. If analysis of chlordane, dieldrin, DDT, total PCBs or total PAHs are not currently part of the sampling programs these organics should be added. In addition, special emphasis should be placed on achieving lower detection limits for DDTs, PCBs and PAHs.
	The MS4 and Caltrans storm water permittees are jointly responsible for conducting bioaccumulation testing of fish and mussel tissue within the Estuary. The permittees are required to submit for approval of the Executive Officer a monitoring plan that will provide the data needed to confirm the 303(d) listing or delisting, as applicable.
	Representative sediment sampling locations shall be randomly selected within the Estuary and analyzed for cadmium, copper, lead, silver, zinc, chlordane, dieldrin, DDT, total PCBs and total PAHs at detection limits that are lower than the ERLs. Sediment samples shall also be analyzed for total organic carbon, grain size and sediment toxicity testing. Initial sediment monitoring should be done quarterly in the first year of the TMDL to define the baseline and semi-annually, thereafter, to evaluate effectiveness of the BMPs until the TMDL is reconsidered in the sixth year.
	The sediment toxicity testing shall include testing of multiple species, a minimum of three, for lethal and non-lethal endpoints. Toxicity testing may include: the 28-day and 10-day amphipod mortality test; the sea

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Element	Key Findings and Regulatory Provisions
	urchin fertilization testing of sediment pore water; and the bivalve embryo testing of the sediment/water interface. The chronic 28-day and shorter-term 10-day amphipod tests may be conducted in the initial year of quarterly testing and the results compared. If there is no significant difference in the tests, then the less expensive 10-day test can be used throughout the rest of the monitoring, with some periodic 28-day testing.
	TMDL Effectiveness Monitoring
	The water quality samples collected during wet weather as part of the MS4 storm water monitoring program shall be analyzed for total dissolved solids, settable solids and total suspended solids if not already part of the existing sampling program. Sampling shall be designed to collect sufficient volumes of settable and suspended solids to allow for analysis of cadmium, copper, lead, silver, zinc, chlordane, dieldrin, total DDT, total PCBs, total PAHs, and total organic carbon in the bulk sediment.
	Semi-annually, representative sediment sampling locations shall be randomly selected within the Estuary and analyzed for cadmium, copper, lead, silver, zinc, chlordane, dieldrin, DDT, total PCBs, and total PAHs at detection limits that are lower than the ERLs. The sediment samples shall also be analyzed for total organic carbon, grain size and sediment toxicity. The sediment toxicity testing shall include testing of multiple species, a minimum of three, for lethal and non- lethal endpoints. Toxicity testing may include: the 28-day and 10-day amphipod mortality test; the sea urchin fertilization testing of sediment pore water; and the bivalve embryo testing of the sediment/water interface.
	Toxicity shall be indicated by an amphipod survival rate of 70% or less in a single test. Accelerated monitoring shall be conducted to confirm toxicity at stations identified as toxic. Accelerated monitoring shall consist of six additional tests, approximately every two weeks, over a 12-week period. If the results of any two of the six accelerated tests are less than 90% survival, then the MS4 and Caltrans permittees shall conduct a Toxicity Identification Evaluation (TIE). The TIE shall include reasonable steps to identify the sources of toxicity and steps to reduce the toxicity.
	The Phase I TIE shall include the following treatments and corresponding blanks: baseline toxicity; particle removal by centrifugation; solid phase extraction of the centrifuged sample using C8, C18, or another media; complexation of metals using ethylenediaminetetraacetic acid (EDTA) addition to the raw sample; neutralization of oxidants/metals using sodium thiosulfate addition to the raw sample; and inhibition of organo-phosphate (OP) pesticide activation using piperonyl butoxide addition to the raw sample (crustacean toxicity tests only).

Element	Key Findings and Regulatory Provisions
	Bioaccumulation monitoring of fish and mussel tissue within the Estuary shall be conducted. The permittees are required to submit for approval of the Executive Officer a monitoring plan that will provide the data needed to assess the effectiveness of the TMDL.
	The general industrial storm water permit shall contain a model monitoring and reporting program to evaluate BMP effectiveness. A permittee enrolled under the general industrial permit shall have the choice of conducting individual monitoring based on the model program or participating in a group monitoring effort. MS4 permittees are encouraged to take the lead in group monitoring efforts for industrial facilities within their jurisdiction because compliance with waste load allocations by these facilities will in many cases translate to reductions in contaminate loads to the MS4 system.
	Special Studies
	Special studies are recommended to refine source assessments, to provide better estimates of loading capacity, and to optimize implementation efforts. The Regional Board will re-consider the TMDL in the sixth year after the effective date in light of the findings of these studies. Special studies may include:
	• Evaluation and use of low detection level techniques to evaluate water quality concentrations for those contaminants where standard detection limits cannot be used to assess compliance for CTR standards or are not sufficient for estimating source loadings from tributaries and storm water.
	• Developing and implementing a monitoring program to collection the data necessary to apply a multiple lines of evidence approach.
	• Evaluation and use of sediment TIEs to evaluate causes of any recurring sediment toxicity.
	• Evaluate partitioning coefficients between water column and sediment to assess the contribution of water column discharges to sediment concentrations in the Estuary.
	• Studies to refine relationship between pollutants and suspended solids aimed at better understanding of the delivery of pollutants to the watershed.
	• Studies to understand transport of sediments to the estuary, including the relationship between storm flows, sediment loadings to the estuary, and sediment deposition patterns within the estuary.
	• Studies to evaluate effectiveness of BMPs to address pollutants and/or sediments.

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Date	Action		
Effective date of the TMDL	Regional Board permit writers shall incorporate the waste load allocations for sediment into the NPDES permits. Waste load allocations will be implemented through NPDES permit limits in accordance with the implementation schedule contained herein, at the time of permit issuance, renewal or re-opener.		
Within 6 months after the effective date of the State Board adopted sediment quality objectives and implementation policy	The Regional Board will re-assess the numeric targets and waste load allocations for consistency with the State Board adopted sediment quality objectives.		
5 years after effective date of the TMDL	Responsible jurisdictions and agencies shall provide to the Regional Board result of any special studies.		
6 years after effective date of the TMDL	The Regional Board shall reconsider this TMDL to re-evaluate the waste load allocations and the implementation schedule.		
MINOR NPDES PERMITS	AND GENERAL NON-STORM WATER NPDES PERMITS		
7 years after effective date of the TMDL	The non-storm water NPDES permits shall achieve the concentration-based waste load allocations for sediment per provisions allowed for in NPDES permits.		
GENERAL	INDUSTRIAL STORM WATER PERMIT		
7 years after effective date of the TMDL	The general industrial storm water permits shall achieve the mass- based waste load allocations for sediment per provisions allowed for in NPDES permits. Permits shall allow an iterative BMP process including BMP effectiveness monitoring to achieve compliance with permit requirements.		
GENERAL C	ONSTRUCTION STORM WATER PERMIT		
7 years from the effective date of the TMDL	The construction industry will submit the results of the BMP effectiveness studies to the Regional Board for consideration. In the event that no effectiveness studies are conducted and no BMPs are approved, permittees shall be subject to site-specific BMPs and monitoring to demonstrate BMP effectiveness.		
8 years from the effective date of the TMDL	The Regional Board will consider results of the BMP effectiveness studies and consider approval of BMPs no later than six years from the effective date of the TMDL.		
9 years from the effective date of the TMDL	All general construction storm water permittees shall implement Regional Board-approved BMPs.		

Table 7-14.2. Ballona Creek Estuary Toxic Pollutants TMDL: Implementation Schedule

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Date	Action			
MS4 AND CALTRANS STORM WATER PERMITS				
12 months after the effective date of the TMDL	In response to an order issued by the Executive Officer, the MS4 and Caltrans storm water NPDES permittees must submit a coordinated monitoring plan, to be approved by the Executive Officer, which includes both ambient monitoring and TMDL effectiveness monitoring. Once the coordinated monitoring plan is approved by the Executive Officer, ambient monitoring shall commence within 6 months.			
5 years after effective date of TMDL (Draft Report) 5 ½ years after effective date of TMDL (Final Report)	The MS4 and Caltrans storm water NPDES permittees shall provide a written report to the Regional Board outlining how they will achieve the waste load allocations for sediment to Ballona Creek Estuary. The report shall include implementation methods, an implementation schedule, proposed milestones, and any applicable revisions to the TMDL effectiveness monitoring plan.			
7 years after effective date of the TMDL	The MS4 and Caltrans storm water NPDES permittees shall demonstrate that 25% of the total drainage area served by the MS4 system is effectively meeting the waste load allocations for sediment.			
9 years after effective date of the TMDL	The MS4 and Caltrans storm water NPDES permittees shall demonstrate that 50% of the total drainage area served by the MS4 system is effectively meeting the waste load allocations for sediment.			
11 years after effective date of the TMDL	The MS4 and Caltrans storm water NPDES permittees shall demonstrate that 75% of the total drainage area served by the MS4 system is effectively meeting the waste load allocations for sediment.			
15 years after effective date of the TMDL	The MS4 and Caltrans storm water NPDES permittees shall demonstrate that 100% of the total drainage area served by the MS4 system is effectively meeting the waste load allocations for sediment.			