

**CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD
SAN FRANCISCO BAY REGION**

RESOLUTION No. R2-2014-0027

AMENDING THE WATER QUALITY CONTROL PLAN (BASIN PLAN) FOR THE SAN FRANCISCO BAY REGION TO ESTABLISH A TOTAL MAXIMUM DAILY LOAD (TMDL) FOR FINE SEDIMENT IN THE LAGUNITAS CREEK WATERSHED AND AN IMPLEMENTATION PLAN TO ACHIEVE THE TMDL AND RELATED HABITAT ENHANCEMENT GOALS

WHEREAS, the California Regional Water Quality Control Board, San Francisco Bay Region (Water Board), finds that:

1. The Water Quality Control Plan for the San Francisco Bay Basin (Basin Plan) is the Water Board's master water quality planning document. It designates beneficial uses and water quality objectives for waters of the State, including surface waters and groundwater. It also includes programs of implementation to achieve water quality objectives. The Basin Plan was duly adopted by the Water Board and approved by the State Water Resources Control Board (State Water Board), State Office of Administrative Law (OAL) and the United States Environmental Protection Agency (U.S. EPA), where required.
2. The Basin Plan may be amended in accordance with Water Code section 13240, et seq. The proposed Basin Plan amendment complies with this section.
3. Lagunitas Creek is listed pursuant to federal Clean Water Act section 303(d) requirements as an impaired waterbody due to increases in the amount of fine sediment (primarily sand) that is being deposited in the streambed.
4. Lagunitas Creek is not meeting narrative water quality objectives for sediment, settleable material, and population and community ecology due to elevated rates of erosion and sedimentation in the Lagunitas Creek watershed.
5. Under Clean Water Act section 303(d), the Water Board is required and authorized to establish a TMDL for those pollutants identified as causing impairment of waters on the § 303(d) list. Additionally, under California Water Code section 13242, the Water Board is authorized to develop an implementation program for achieving water quality objectives.
6. The Basin Plan amendment, including specifications on its physical placement in the Basin Plan, is set forth in Exhibit A. The Basin Plan amendment establishes 1) a sediment TMDL for Lagunitas Creek, upstream of Devils Gulch the TMDL at 120 percent of natural background (7,400 metric tons/year), and upstream of Olema Creek at 110 percent of natural background (11,800 metric tons/year); 2) numeric targets for streambed mobility and redd scour; 3) allocations for all significant sediment sources; and 4) an implementation plan to achieve the TMDL and related habitat enhancement goals. Implementation of the TMDL will enhance stream-riparian habitat complexity and connectivity as needed to conserve listed populations of coho salmon, steelhead, and California freshwater shrimp.

7. The scientific basis for the TMDL, described in Finding 6, was subjected to an independent, external peer review pursuant to the requirements of California Health and Safety Code section 57004. Water Board staff revised the proposed Basin Plan amendment in response to the comments provided by the reviewers or provided a written response that explained the basis for not incorporating their comments. The peer reviewers' responses confirmed that the rulemaking portions of the proposed TMDL and implementation plan are based on sound scientific knowledge, methods, and practices.
8. On March 10, 2014, Water Board staff publicly noticed and distributed for public review and comment the proposed Basin Plan amendment, supporting draft Staff Report, and Environmental Checklist, in accordance with applicable State and federal laws and regulations.
9. The process of basin planning has been certified by the State's Secretary for Resources as exempt from the requirements of the California Environmental Quality Act (CEQA) (Public Resources Code § 21000 et seq.) to prepare an Environmental Impact Report or Negative Declaration. The Basin Plan amendment package includes a Staff Report, an Environmental Checklist, an assessment of the potential environmental impacts of the Basin Plan amendment, and a discussion of alternatives. The Basin Plan amendment, Environmental Checklist, Staff Report, and supporting documentation serve as a substitute environmental document under the Water Board's certified regulatory program.
10. The Water Board has duly considered the Environmental Checklist, Staff Report, and supporting documentation with respect to environmental impacts and finds that the proposed Basin Plan amendment will not have a significant impact on the environment. The Water Board further finds, based on consideration of the record as a whole, that there is no potential for adverse effect, either individually or cumulatively, on wildlife as a result of the proposed Basin Plan amendment.
11. The Water Board has also considered the environmental analysis in the Staff Report and the Environmental Checklist of the reasonably foreseeable methods of compliance with the Basin Plan amendment, including economic impacts.
12. The Water Board has carefully considered all comments and testimony received, including responses thereto, on the proposed Basin Plan amendment, as well as all of the evidence in the administrative record.
13. The Basin Plan amendment must be submitted for review and approval by the State Water Board, OAL, and U.S. EPA. Once approved by the State Water Board, the amendment is submitted to OAL and U.S. EPA. The Basin Plan amendment will become effective upon approval by OAL and U.S. EPA.

NOW, THEREFORE BE IT RESOLVED THAT:

1. The Water Board adopts the proposed Basin Plan amendment as set forth in Exhibit A hereto.
2. The Executive Officer is directed to forward copies of the Basin Plan amendment to the State Water Board in accordance with the requirements of Water Code section 13245.
3. The Water Board requests that the State Water Board approve the Basin Plan amendment in accordance with the requirements of Water Code sections 13245 and 13246 and forward it to the OAL and U.S. EPA for approval.
4. If, during the approval process, Water Board staff, the State Water Board, or OAL determines that minor, non-substantive corrections to the language of the amendment are needed for clarity or consistency, the Executive Officer may make such changes and shall inform the Water Board of any such changes.
5. Since the Basin Plan amendment will involve no potential for adverse effect on wildlife, either individually or cumulatively, the Executive Officer is directed to sign a CEQA Filing Fee No Effect Determination Form and to submit the exemption in lieu of payment of the Department of Fish and Wildlife CEQA filing fee.

I, Bruce H. Wolfe, Executive Officer, do hereby certify that the foregoing is a full, true, and correct copy of a Resolution adopted by the California Regional Water Quality Control Board, San Francisco Bay Region, on June 11, 2014.

BRUCE H. WOLFE
Executive Officer

Attachment

Exhibit A – Basin Plan Amendment to Establish a Total Maximum Daily Load for Fine Sediment in the Lagunitas Creek Watershed and an Implementation Plan to Achieve the TMDL and Related Habitat Enhancement Goals

Exhibit A: Proposed Basin Plan Amendment

The following text will be inserted into Chapter 7, Water Quality Attainment Strategies including Total Maximum Daily Loads (TMDLs):

Lagunitas Creek Fine Sediment Reduction and Habitat Enhancement Plan

The following sections establish:

1. A sediment TMDL defining the allowable amount of sediment that can be discharged into the Lagunitas Creek watershed, expressed as a percentage of the natural background sediment delivery rate to channels; and
2. An implementation plan to achieve the TMDL and substantial habitat enhancement in channel reaches that support coho salmon, steelhead, and/or California freshwater shrimp.

The goals of the Lagunitas Creek Sediment Reduction and Habitat Enhancement Plan (Plan) are as follows:

- To restore an annual spawning run within the Lagunitas Creek watershed of 1300-or-more adult coho salmon, achieved for at least twelve consecutive years.
- For native fish and aquatic wildlife species to be in good condition at the individual, population, and community levels.
- To protect and enhance the aesthetic and recreational values of the creek and its tributaries.

The main focus of this Plan is habitat enhancement, because habitat loss and simplification appears to be a primary cause of the declines of watershed populations of coho salmon, steelhead, and California freshwater shrimp. The Plan also establishes a regulatory program to reduce sediment delivery to channels resulting from road-related erosion, a necessary condition to support recovery of listed species and achieve water quality objectives for sediment and settleable material. Other significant land-use related sediment sources are already being reduced substantially through existing regulatory programs and/or natural recovery processes.

Problem Statement

Due to excess erosion and sedimentation in the Lagunitas Creek watershed, the narrative water quality objectives for sediment and settleable material are not being met, and cold freshwater habitat, wildlife habitat, fish spawning, recreation, and preservation of rare and endangered species beneficial uses are impaired. In addition, the narrative water quality objective for population and community ecology is not being met due to habitat simplification, which is a primary cause for the decline of coho salmon and steelhead trout populations.

Lagunitas Creek provides essential habitat for coho salmon, steelhead trout, and California freshwater shrimp, all of which are listed under the federal Endangered Species Act (coho salmon and California freshwater shrimp also are listed under the California Endangered Species Act). During the historical period - the mid-nineteenth century through present - there has been a precipitous decline in the abundance of coho salmon and steelhead in the Lagunitas

Creek watershed. Coho salmon and steelhead runs once numbered in the several thousands. Up until the late 1960s, Lagunitas Creek was a popular destination for sport fisherman hoping to catch steelhead and coho salmon. In 1996, Lagunitas Creek's salmon and steelhead populations had dropped so low that they were listed under the Endangered Species Act.

The most important causes for coho salmon and steelhead population declines in the Lagunitas Creek watershed appear to be: a) the loss of about half of the potential habitat, which has been inundated and/or is no longer accessible as a result of dam construction; and b) in almost all the remaining habitat, the fact that channel incision has greatly simplified habitat and disconnected the channel from its floodplain.

Channel incision causes habitat simplification, which herein is defined as the progressive lowering over time of the streambed elevation as a result of net erosion. San Geronimo and Lagunitas creeks and alluvial reaches of their tributaries have incised substantially during the historical period. Channel incision obliterates the basic physical habitat structure of the channel, expressed by a substantial reduction in the frequency and area of gravel bars, riffles, and side channels. If a channel incises substantially, it will become disconnected from its surrounding floodplain, which further increases the rates of incision, streambed mobility, and scour depth. Another effect of incision has been a significant reduction in large woody debris input to Lagunitas Creek and its tributaries, which also greatly diminishes the capacity for these creeks to store, sort, and meter sediment.

Habitat conditions are degraded by elevated concentrations of fine sediment in the streambed (primarily sand) - caused by pervasive alteration of sediment supply, transport, and storage - which further reduces juvenile salmonid growth and survival in all freshwater life stages. As sediment supply increases or becomes finer, the streambed can respond by becoming finer and more mobile, as has been documented in tributaries to Lagunitas Creek. Streambed scour at spawning redds can be a significant source of mortality during incubation for coho salmon.

Numeric Targets

Increased rate and fining of the bed material supply, channel incision, and a reduction in the number and size of large fallen trees in channels, have all contributed to high to very high rates of streambed mobility and scour in tributaries to Lagunitas Creek that provide important spawning habitat for coho salmon and steelhead, including Arroyo, Cheda, and San Geronimo creeks, and Devils Gulch. To restore properly functioning conditions, we call for actions to substantially reduce sand supply to Lagunitas Creek and its tributaries, to substantially increase the amount of large woody debris in channels, and, where safe and feasible, to reconnect the channel to its floodplain. As such we proposed the following targets for streambed mobility and redd scour.

Meeting the numeric targets listed in Table 1 will allow water quality in Lagunitas Creek and its tributaries to achieve the narrative water quality objectives for sediment, settleable material, and population and community ecology.

Table 1: Sediment and Habitat Targets for the Lagunitas Creek and its Tributaries

Sediment Condition Targets
Streambed Mobility (τ^*): $0.03 < \tau^* \leq 0.06$; this target applies to gravel-bedded channel reaches where the adjacent valley flat is a floodplain.
Watershed-wide median depth of redd scour (D_s) ≤ 12 cm
Habitat Condition Targets
Large Woody Debris (LWD) Loading ≥ 300 m ³ /ha in Redwood Channels ^c and ≥ 100 m ³ /ha in Hardwood Channels
Explanatory notes: The numeric target for reach-average value of streambed mobility at bankfull stage, or Tau-Star (τ^*), is greater than 0.03 and less than or equal to 0.06, corresponding to a partially-to-fully mobile streambed. This is the natural range of mobility in most gravel-bedded channels. The target applies only to gravel-bedded channel reaches where the adjacent valley flat is a floodplain and where: a) the streambed slope is between 0.001 and 0.03, and b) actual or potential spawning habitat is provided for anadromous salmonid species. As defined by renowned geomorphologists Thomas Dunne and Luna B. Leopold: "The floodplain is the flat area adjoining a river channel constructed by the river in the present climate and overflowed at times of high discharge. It is inundated on the average once every one or two years." The watershed-wide median value for depth of scour (D_s) at actual or potential spawning sites for coho salmon and/or steelhead shall be ≤ 12 cm below the level of the overlying streambed substrate. This target applies for discharges \leq the 5-year recurrence interval event (annual maximum series). Channel reaches that provide actual or potential spawning habitat are as defined above. Potential spawning sites within those reaches can be identified based on the following characteristics: 1) median particle size diameter (D_{50}) in the surface layer of the streambed is between 16 and 64 mm; 2) surface area of the gravel deposit is ≥ 1.0 square meter; and 3) location at a riffle head, pool tail, pool margin, and/or a gravel deposit associated with a flow obstruction (e.g., woody debris, boulders, banks, etc.). Redwood channels are defined as those where the adjacent valley floor and/or hillslopes are vegetated primarily by coast redwood forest. Hardwood channels are defined as those where the adjacent valley flat is vegetated by a hardwood forest (typically some combination of willow species, white alder, California bay laurel, bigleaf maple, tan oak, and/or Oregon ash). The large woody debris loading targets apply to channel reaches that provide actual or potential spawning habitat for anadromous salmonids as defined above.

Sediment Sources

Field inventories conducted throughout the Lagunitas Creek watershed provide credible estimates of the rates and sizes of sediment delivered to channels in the watershed during water years 1983 through 2008. Based on this work, the Water Board concludes:

1. Sediment supply to Lagunitas Creek was greater than or equal to two times natural background. Hillslope erosion processes, considered together with road-related erosion, accounted for about 40 percent of sediment delivery to Lagunitas Creek. Human-caused channel incision and associated bank erosion, primarily the result of historical land-use disturbances, accounted for about 60 percent of the supply.
2. Rates of sediment supply to channels in the Lagunitas Creek watershed varied substantially, from less than 100 to about 400 metric tons per km² per year. Variability is a function primarily of the location of dams, large alluvial valleys (where channels have become deeply incised), road density, and bedrock geology.
3. Channel incision rates were highest in headwater channel reaches, but incision also was active further downstream (at somewhat lower rates) in the reaches that provide habitat for anadromous salmonids and California freshwater shrimp.
4. Considering the significant exposure of hard bedrock in the streambed along San Geronimo Creek, and in the mainstem of Lagunitas Creek in the Shafter and State Park reaches, it is unlikely that streambed elevation will become much lower in these reaches. Absent intervention, complex habitat that now includes riffles and bars will likely decrease, and bedrock exposure will increase, which would further impair habitat condition.
5. While the primary driver for incision is a reduction in large woody debris loading, reduction in coarse sediment supply, following construction of Kent Lake and Nicasio Reservoir, and other historical and ongoing land-use activities also are factors.

In summary, the net result is an elevated amount of fine sediment in the streambed and substantial simplification of channel habitat structure.

The total sediment load in Lagunitas Creek is estimated to have been about 230 percent of natural background upstream of Devils Gulch and about 200 percent of natural background upstream of Olema Creek during the study period. Tables 2a and 2b break down the sediment sources to Lagunitas Creek based on an annual average rate.

Table 2a: Mean Annual Sediment Delivery to Lagunitas Creek upstream of Devils Gulch (drainage area = 89 km²) during water years 1983 through 2008

Source	Estimated Mean Annual Delivery Rate (metric tons/yr)
Landslides, Gullies, and Soil Creep	2,600
Roads	3,600
Tributary Channels: Channel Incision and Bank Erosion	5,000
San Geronimo Creek and Lagunitas Creek: Channel Incision and Bank Erosion	2,900
Urban stormwater and wastewater discharges	100
TOTAL	14,200

Table 2b: Mean Annual Sediment Delivery to Lagunitas Creek upstream of Olema Creek (drainage area = 213 km²) during water years 1983 through 2008

Source	Estimated Mean Annual Delivery Rate (metric tons/yr)
Landslides, Gullies, and Soil Creep	5,600
Roads	4,000
Tributary Channels: Channel Incision and Bank Erosion	8,500
San Geronimo Creek and Lagunitas Creek: Channel Incision and Bank Erosion	4,000
Urban stormwater, wastewater, and other point source discharges	100
TOTAL	22,200

Total Maximum Daily Load and Allocations

The sediment TMDL for Lagunitas Creek upstream of Devils Gulch is established at 7,500 metric tons per year, which corresponds to about 120 percent of natural background load during the water year 1983 through 2008 period. The sediment TMDL for Lagunitas Creek upstream of Olema Creek is established at 11,900 metric tons per year, which corresponds to about 110 percent of natural background load during the water year 1983 through 2008 period. Natural background load depends upon natural processes and varies significantly. Therefore, these TMDLs and associated allocations are expressed both in terms of sediment mass and percent of natural background. Sediment delivery needs to be reduced overall by about 50 percent from the current proportion of the total load to achieve these TMDLs. Tables 3a through 3c contain the allocations for all sources of sediment in the watershed.

TMDL attainment will be evaluated: a) immediately upstream of the confluence of Lagunitas Creek with Devils Gulch, which approximates the mid-point along the primary spawning reach for coho salmon on Lagunitas Creek; and b) immediately upstream of the confluence of Lagunitas Creek with Olema Creek, which corresponds to the downstream boundary of the TMDL project area. Attainment of the TMDL will be evaluated over a 5-to-10-year averaging period.

Table 3a: Load Allocations for Sediment Discharges for Lagunitas Creek Upstream of Devils Gulch

Source category	Load during 1983-2008		Estimated reductions needed (percentage)	Load allocations	
	Metric tons/year	Percentage of Natural Background		Metric tons/year	Percentage of Natural Background
Landslides, Gullies, and Soil Creep	2,600	42	50	1,300	21
Roads	3,600	58	50	1,800	29
Tributary Channels: Channel Incision and Bank Erosion	5,000	80	33	3,300	53
San Geronimo Creek and Lagunitas Creek: Channel Incision and Bank Erosion	2,900	47	67	1000	16
Total	14,100	227	48	7,400	119
Note: Natural background for Lagunitas upstream of Devils Gulch = 6200 metric tons/year					

**Table 3b: Load Allocations for Sediment Discharges for Lagunitas Creek
Upstream of Olema Creek**

Source Category	Load during 1983-2008		Estimated reductions needed (percentage)	Load allocations	
	Metric tons/year	Percentage of Natural Background		Metric tons/year	Percent of Natural Background
Landslides, Gullies, and Soil Creep	5,600	53	50	2,800	26
Roads	4,000	38	50	2,000	19
Tributary Channels: Channel Incision and Bank Erosion	8,500	80	33	5,700	53
San Geronimo Creek and Lagunitas Creek: Channel Incision and Bank Erosion	4,000	38	67	1,300	12
Total	22,100	209	47	11,800	110
Note: natural background for Lagunitas upstream of Olema Creek = 10700 metric tons/year					

**Table 3c: Wasteload Allocations for Stormwater for Lagunitas Creek
Upstream of Olema Creek**

Source Category	Current Load		Reductions needed (percentage)	Wasteload Allocations	
	Metric tons/year	Percentage of Natural Background		Metric tons/year	Percent of Natural Background
Construction Stormwater NPDES Permit No. CAS000002	30	0.3	0	30	0.3
Municipal Stormwater NPDES Permit No. CAS000004	70	0.7	0	70	0.7
TOTAL	100	1.0	0	100	1.0
Note: Above estimates for loads, percent reductions, and allocations are rounded to two significant figures. Natural background for Lagunitas upstream of Olema Creek = 10,700 metric tons/year.					

IMPLEMENTATION PLAN

The actions described below, including those to control sediment discharges and enhance stream-riparian habitat complexity and connectivity, are to attain allocations and achieve numeric targets for sedimentation and habitat condition.

Regulatory Tools

The only known point sources of sediment are very small and associated with municipal and construction stormwater runoff, which are regulated under existing NPDES permits that include requirements to control erosion, sedimentation, and hydromodification. Table 4.0 shows implementation measures required of these sources. The State's Policy for Implementation and Enforcement of the Nonpoint Source Pollution Control Program requires regulation of nonpoint source discharges using the Water Board's administrative permitting authorities, including waste discharge requirements (WDRs), waiver of WDRs, Basin Plan Discharge Prohibitions, or some combination of these. Consistent with this policy, Tables 4.1 - 4.3 specify actions and performance standards by nonpoint source category to achieve TMDL sediment targets and allocations in the Lagunitas Creek watershed.

Control of Nonpoint Sources of Sediment

The only significant nonpoint source that is not effectively controlled through existing programs and/or natural recovery processes is sediment discharge from roads. This gap applies only to publicly-owned roads, primarily unpaved roads under the jurisdiction of the State Department of Parks and Recreation in S.P. Taylor State Park and/or the U.S. National Park Service within the Golden Gate National Recreation Area. Paved public roads, almost all under the jurisdiction of the County of Marin, also may contribute significant amounts of sediment to channels, although at lower rates.

With regard to the unpaved public roads, reasonable assurances are in place through a memorandum of understanding (MOU) - for the maintenance and management of unpaved roads - that has been agreed to by all of the public agencies within the project area with jurisdiction over roads. Through this MOU, substantial progress has been made to control and reduce sediment delivery to channels. The Marin Open Space District and the Marin Municipal Water District already achieve the performance standard for unpaved roads under their jurisdiction in the Lagunitas Creek watershed.

To ensure that effective sediment source controls are implemented on all public roads - unpaved and paved - consistent with the State Nonpoint Source Program, WDRs, or a conditional waiver of WDRs, are required to meet the road sediment delivery performance standard (Table 4.2). Whether through adoption of a conditional waiver of WDRs or adoption of WDRs, the required actions are as follows:

1. The County of Marin, Department of Public Works, within five years of TMDL adoption, must conduct an inventory of its paved roads within the project area to identify sediment delivery sites and produce a schedule for treatment, as needed, to achieve road sediment delivery performance standards listed in Table 4.2.

2. The State Department of Parks and Recreation within S.P. Taylor State Park and the U.S. National Park Service, within that portion of the Golden Gate National Recreation Area that is in the TMDL project area, must control sediment delivery sites on unpaved roads to achieve the performance standard for road-related sediment delivery (Table 4.2).
3. All public agencies with jurisdiction over roads within the project area must adopt and implement road maintenance guidelines to protect aquatic habitat, water quality, and salmonid fisheries; conduct a biennial training program for road maintenance staff, and biennially submit a report that documents implementation and/or recommends adaptive updates to the maintenance practices.

Actions to Enhance Stream-Riparian Habitat Complexity and Connectivity

Although future sediment delivery from channel incision is predicted to decline substantially as a result of natural process adjustments, absent implementation of a habitat enhancement program, stream-riparian habitat condition will remain substantially degraded. Stream habitat degradation in the channel reaches that remain accessible to populations of coho salmon and steelhead is a key factor in their decline. Floodplains and large woody debris jams provide essential high quality rearing habitats and enhance food production for coho salmon, steelhead, and California freshwater shrimp. These features also reduce streambed scour and sort, meter, and store fine sediment, thereby substantially enhancing the diversity of streambed substrate patches. Therefore, the primary focus of this Plan is a program of channel habitat enhancement, presented in Table 4.3, focused on actions to substantially increase the amount of large woody debris in channels and to develop focused technical studies to identify priorities and opportunities for floodplain restoration (in channel reaches where it is safe and feasible to do so). Goals for these actions are presented in Table 4.4. Continued implementation of the *Memorandum of Understanding for Woody Debris Management in Riparian Areas of the Lagunitas Creek Watershed* by the Marin Municipal Water District and other public agencies also will contribute to increased large woody debris loading.

Problems associated with channel incision reflect and integrate multiple historical and ongoing disturbances, some of which are local and direct, and others that are indirect and distal. Effectively addressing these issues will require cooperative and coordinated actions by multiple landowners, working with public agencies, over significant distances along Lagunitas Creek and its tributaries. The Water Board will emphasize cooperative programs to achieve the floodplain restoration and/or large woody debris enhancement goals acting in coordination with the State Water Board Division of Water Rights (Table 4.4).

The Water Board also encourages stakeholders along San Geronimo Creek and its tributaries to develop reach-based stewardship groups to implement channel habitat enhancement projects in this part of the watershed. Public funding for such efforts should be prioritized for reaches where both potential gains in habitat function are significant and necessary landowner support and participation can be achieved.

Table 4.0: TMDL Implementation Measures for Sediment Discharges Associated with Point Sources

Source Category	Actions	Implementing Parties
Municipal stormwater and construction stormwater	Comply with applicable NPDES permit	County of Marin and owners or operators of construction projects > 1 acre

Table 4.1: Required TMDL Implementation Measures for Sediment Discharges Associated with Grazing¹

Land Use Category	Performance Standards	Actions	Implementing Parties	Completion Dates
Grazing	<p>Surface erosion associated with livestock grazing: Attain or exceed minimum residual dry matter values consistent with University of California Division of Agriculture and Natural Resources Guidelines; and</p> <p>Roads: Road-related sediment delivery to channels \leq 350 cubic yards per mile per 20-year period; and</p> <p>Minimize delivery of sediment to channels from unstable or potentially unstable areas: Manage existing grazing operations, stock ponds, and roads to prevent additional erosion of legacy sediment delivery sites, and/or delivery from other potentially unstable areas.</p>	<p>Comply with the existing Water Board regulatory program: conditional waiver of waste discharge requirements for grazing operations in the Tomales Bay watershed (R2-2013-0039),or</p> <p>Other applicable WDRs or waiver of WDRs, or</p> <p>Submit a Report of Waste Discharge to the Water Board that provides, at a minimum, the following: description of the property; identification of site-specific erosion control measures to achieve performance standard(s) specified in this table; and a schedule for implementation of identified erosion control measures.</p>	Landowner and/or ranch operator	As required by existing regulatory program under R2-2013-0039 or other applicable WDRs or waiver of WDRs. Individual waste discharge requirements also may be issued as needed, with the schedule to be determined.
		Report progress on implementation of site-specific erosion control measures. ²	Landowner and/or ranch operator	As specified in applicable WDRs or waiver of WDRs
<p>¹To achieve TMDL allocations, consistent with the State Nonpoint Source Program.</p> <p>²These reports may be prepared individually or jointly or through a recognized third party.</p>				

Table 4.2: Required TMDL Implementation Measures for Sediment Discharges associated with Parks and Open Space and/or Municipal Public Works¹

Landowner Type	Performance Standards	Actions	Implementing Parties	Completion Dates
PARKS AND OPEN SPACE AND PUBLIC WORKS	<p>Roads: Road-related sediment delivery to channels \leq 350 cubic yards per mile per 20-year period; and</p> <p>Minimize delivery of sediment to channels from unstable or potentially unstable areas: Manage existing roads and other infrastructure to prevent additional erosion of legacy sediment delivery sites, and/or delivery from other potentially unstable areas.</p>	<p>Submit a Report of Waste Discharge to the Water Board that provides, at a minimum, the following required actions: a) description of the road network and/or segments; b) identification of erosion and sediment control measures to achieve performance standard(s) specified in this table; c) a schedule for implementation of identified control measures; and d) development and implementation of guidelines for road maintenance, as needed to protect water quality, stream-riparian habitat, and salmonid fisheries</p>	<p>County of Marin, Public Works Department</p> <p>State of California, Department of Parks and Recreation, S.P. Taylor State Park</p> <p>U.S. National Park Service, Golden Gate National Recreation Area</p>	<p>Submit a report of waste discharge within five years of Basin Plan amendment adoption.</p> <p>Achieve performance standards within twenty years of Basin Plan amendment adoption.</p>
		<p>Comply with applicable WDRs or waiver of WDRs.</p>	<p>As above</p>	<p>As specified in applicable WDRs or waiver of WDRs</p>
		<p>Report progress on development and implementation of best management practices to control road-related erosion.</p>	<p>As above</p>	<p>As specified in applicable WDRs or waiver of WDRs</p>
<p>¹To achieve TMDL allocations, consistent with the State Nonpoint Source Program.</p>				

Table 4.3: Actions to Enhance Habitat Complexity and Connectivity in Lagunitas Creek and its Tributaries

Stressor	Management Objective(s)	Actions	Implementing Parties	Completion Dates and Notes
<p>Habitat degradation as a result of incision of Lagunitas Creek and its tributaries.</p>	<p>Enhance channel habitat complexity and connectivity as needed to support self-sustaining populations of coho salmon and steelhead and to enhance the overall health of the native fish community.</p> <p>Reduce rates of sediment delivery (associated with incision and accelerated bank erosion) to channels by 67 percent in Lagunitas and San Geronimo creeks and by 33 percent in tributaries to both streams.</p>	<p>1. Develop and implement plans to enhance large woody debris loading and restore natural rates of recruitment to channels, as needed to achieve numeric targets for large woody debris loading (Table 1) and to achieve load allocations for sediment (Tables 3a and 3b). The above plan will include a survey to quantify baseline values for large woody debris loading.</p> <p>2. Develop detailed technical studies to characterize reach-specific opportunities and priorities for floodplain restoration.</p>	<p>Along San Geronimo Creek and its tributaries, local government agencies or non-profits in partnership with reach-based landowner stewardships will develop and implement projects to enhance habitat complexity and connectivity.</p> <p>Elsewhere in the Lagunitas Creek watershed, the Marin Municipal Water District will pursue partnerships to develop and implement projects to enhance habitat complexity and connectivity.</p>	<p>Targets for large woody debris loading will be achieved within 10 years of Basin Plan amendment adoption.</p> <p>Technical studies to characterize reach specific opportunities and priorities for floodplain restoration will be completed within 5 years of Basin Plan amendment adoption.</p> <p>Comply with conditions of Clean Water Act section 401 certifications in the implementation of projects to enhance large woody debris loading and recruitment.</p>

Table 4.4: Goals for Floodplain Restoration and/or Large Woody Debris Enhancement in Lagunitas Creek Watershed

1. To increase side channel plus alcove area, wetted during winter baseflow and higher flows, by 100 percent-or-more. Side channels and alcoves should be accessible, nearby or adjacent to debris jams and/or undercut banks in the main channel and/or tributary junctions.
2. To establish diverse vegetation and substrate patch types that are dynamically established, evolve, and deform through time: a complex and dynamic mosaic of stream-riparian habitats.
3. To store a substantial fraction of the fine sediment supply on the floodplain: 20 percent-or-more of the total sediment supply to a given channel reach.
4. To achieve the streambed mobility and redd scour targets in all reaches where floodplains are reconnected to channels.
5. To increase gravel storage volume and average residence time and to increase the variability in the thalweg profile in S.P. Taylor State Park, Tocaloma, and Lower Lagunitas reaches.
6. To restore natural rates of recruitment of large woody debris from riparian areas of channels located on public lands.
7. To achieve or exceed targets for large woody debris loading as specified in Table 1 within 10 years of Basin Plan amendment adoption.
8. To convert one-third-or-more of the plane bed habitat in channel reaches accessible to anadromous salmonids to forced pool-riffle habitat.
9. To expand the reach length occupied by California freshwater shrimp by two kilometers-or-more.
10. To produce 10,000-or-more coho salmon smolts, and 6,000-or-more steelhead smolts, on average, each year.

Agricultural Water Quality Control Program Costs

Implementation measures for grazing lands and roads located on those same properties constitute an agricultural water quality control program and, therefore, consistent with California Water Code requirements (Section 13141), the cost of this program is estimated herein. The Tomales Bay watershed pathogens TMDL that was adopted in 2005, which includes all ranches and grazing areas within the Lagunitas Creek watershed, estimates costs to ranch operators to implement best management practices to control pathogen discharges from rangelands including maintaining adequate amounts of residual dry matter in rangelands and the costs of excluding livestock from water courses by construction and maintenance of fences in these sensitive areas. Those actions also are expected to satisfy performance standards for control of surface erosion in rangelands and control of sediment discharge from unstable areas. As such, we do not consider these existing costs, associated with compliance with the previously adopted pathogens TMDL, in calculating the agricultural water quality control program costs associated with achieving compliance with the Lagunitas Creek sediment TMDL. The only new agricultural water quality control program costs are those related to attainment of performance standards and load allocations for sediment discharge from roads to channels. In the Lagunitas Creek watershed, we estimate that there are 20 miles of roads located on privately owned ranchlands. In estimating potential cost of compliance, we reference recently completed road erosion inventories conducted on unpaved roads located on ranches and/or parklands in the Lagunitas Creek watershed that include estimates of the costs for treating all significant sediment delivery sources from those roads. Relying on these data, we estimate that the maximum total cost to ranch operators, assuming no public funding is available to support this work, could cost \$420,000 over the 20-year implementation period associated with achievement of the TMDL, or about an average of \$21,000 per year. However, the actual cost to agricultural landowners should be lower because it is reasonable to conclude that some projects will qualify for grant funding from public agencies.

Evaluation and Monitoring

Three types of monitoring are specified to assess progress toward achievement of numeric targets and load allocations for sediment:

1. Implementation monitoring to document actions to reduce fine sediment discharge and enhance habitat complexity and connectivity;
2. Upslope effectiveness monitoring to evaluate effectiveness of sediment control actions in reducing rates of sediment delivery to channels; and
3. In-channel effectiveness monitoring (e.g., streambed mobility and redd scour) to evaluate channel response to management actions and natural processes.

Implementation monitoring will be conducted by landowners or designated agents. The purpose of this type of monitoring is to document that sediment control and/or habitat enhancement actions specified herein actually occur.

The Water Board, working in partnership with other government agencies, plans to conduct upslope effectiveness monitoring. This will include an update to all or part of the watershed sediment budget, to re-evaluate rates of sediment delivery to channels from land-use activities

and natural processes (ten years subsequent to Basin Plan amendment adoption), in the fall of 2024, when sediment delivery associated with land-use activities are projected to be reduced by 25 percent-or-more.

In-channel effectiveness monitoring should be conducted by local government agencies with scientific expertise and demonstrated capability in working effectively with private property owners (to gain permissions for access), as needed to develop a representative sample of stream habitat conditions, in relation to sediment supply and transport within the watershed. In-channel effectiveness monitoring needs to include measurements of redd scour and streambed mobility to evaluate attainment of water quality objectives for settleable material. Water Board staff will work collaboratively with local partners to develop and refine the in-channel effectiveness monitoring program.

Streambed mobility (τ^*) should be measured in gravel-bedded channel reaches along Lagunitas Creek and in its tributaries where the adjacent valley flat is a floodplain.

Redd scour should be measured at 30-or-more potential spawning sites, with 4-or-more scour measurements per spawning site, as needed, to establish a high level of statistical confidence in estimated values. Redd scour sampling sites should be stratified based on estimated average annual sediment supply rate.

Large woody debris loading in channels also needs to be surveyed and assessed to evaluate attainment of the numeric targets for large woody debris loading and to guide development of reach-specific prescriptions for installation of engineered log jams and riparian management actions to maintain or exceed the target values in future years through natural recruitment.

Desired measurement frequency for streambed mobility, redd scour, and large woody debris is once every three years.

Adaptive Implementation

In concert with the monitoring programs, described above, the Water Board will adapt the Lagunitas Creek Sediment Reduction and Habitat Enhancement Plan and TMDL. In amending the Basin Plan amendment, the Water Board will consider, at a minimum, the results of validation monitoring conducted to confirm or reject hypotheses regarding effects of actions to enhance large woody debris loading and floodplain area on population dynamics of coho salmon, steelhead, and California freshwater shrimp. The Water Board will also consider the results of salmonid population monitoring programs including juvenile population estimates, adult spawner surveys, and smolt outmigration surveys performed to evaluate the status and trends of these populations and also related analyses of smolt population dynamics in response to changes in the quantity and quality of freshwater habitat. We note that Lagunitas Creek has been identified as a life-cycle monitoring station in the California Department of Fish and Wildlife's Coastal Monitoring Plan (CMP). The Lagunitas Creek Sediment TMDL will seek to dovetail with the CMP's evaluations of salmonid population status and trends in the watershed.