

**MULTI-YEAR (FIVE-YEAR) RECEIVING
WATERS MONITORING PLAN & FY 01-02
ANNUAL MONITORING PLAN**

Submitted Permit Provisions C7b & C9

June 29, 2001

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PURPOSE

This Interim Draft 5-year Receiving Waters Monitoring Plan (Interim Draft Five Year Plan) partially fulfills Provision 7b of the SCVURPPP's Order adopted February 21, 2001 by the Regional Board. That provision reads:

Multi-Year Receiving Waters Monitoring Plan. In conjunction with the submissions required by Provision 9 the Dischargers shall submit by July 1, 2001, an interim draft of a Five-Year Receiving Waters Monitoring Plan, and, by March 1, 2002, a final Five-Year Receiving Waters Monitoring Plan acceptable to the Executive Officer, designed to comply with these Monitoring Program requirements. The Receiving Waters Monitoring Plan shall include provisions for monitoring South San Francisco Bay by participating in the San Francisco Estuary Regional Monitoring Program for Trace Substances or an acceptable alternative monitoring program. The Receiving Waters Monitoring Plan activities shall be coordinated with SCBWMI assessment activities.

Road Map

This Interim Draft Five-Year Plan sets forth an implementation timeline (Table 1) and additional program elements described in Attachments 4-1 through 4-8. The Plan contains three main elements:

1. Extends and details existing commitments and priorities established by the Program, including ongoing activities meant to fulfill Regional Board Order Provisions C9a, b and c to address Copper, Nickel and Mercury, respectively.
2. Outlines 'satellite' plans to fulfill new provisions of the Regional Board's Order, specifically Provision C7b (Multi-Year Receiving Water Monitoring Plan, Provision C7c (Annual Monitoring Plan), and Provisions C9d and e. and
3. Describes the approach to fulfill requirements established by Provision C10 (Watershed Management).

The process for revising the Interim Draft Five-Year Plan into the final Five-Year Receiving Waters Monitoring Plan, as described in Order Provision C7b, will be completed as part of FY01-02 Project #1 (see Attachment 4-8 – list of FY 01-02 Monitoring Plan projects). The revision process will follow the Program's Continuous Improvement process and will include discussions within SCBWMI subgroups (including the Land Use, Bay Monitoring and Modeling, and Watershed Assessment Subgroups) and with regional groups involved in stormwater management and in environmental monitoring and assessment (including the Bay Area Stormwater Management Agencies Association and the Regional Monitoring Program for Trace Substances). Through participation in these groups, Program staff will identify ways that the projects in this Interim Draft Five Year Plan can be directed, modified, and enhanced to further the common goals of the Program and the group. Within the limitations of the overall Program budget, it may be possible to combine listed projects, or to add new projects, in the final Five-Year Plan.

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As part of this process, during the March 2001 – March 2002 period, the Program will be implementing major new projects to enhance implementation of BMPs and to assess beneficial uses of watersheds. As with the Stormwater Environmental Indicators Demonstration Project, the outcomes of these new projects are expected to include recommendations for Program improvements and for further study. For example, development of improved reporting systems for illicit connection and illegal dumping incidents and industrial inspections may lead to new or enhanced projects to better target source control efforts. As another example, functional assessment of habitat in the Coyote watershed will lead to recommendations for targeted, systematic water-quality or biological sampling to investigate and monitor specific watershed conditions.

These ongoing efforts have been developed through a strong stakeholder process; however, more discussion will be required to relate these efforts to the new Order's individual provisions and to the Santa Clara Basin Watershed Management Initiative. It was not possible to resolve these questions prior to submitting this interim draft; Program staff will work with Regional Board staff to clarify and define the relationships over the next year.

The Program's Monitoring Ad-hoc Task Group and Management Committee will receive periodic (quarterly) status updates on the process of revising the Interim Draft Five Year Plan and will review and approve final revisions before the final Five Year Plan is submitted by March 1, 2002.

BACKGROUND

The word monitoring is applied to a wide range of activities; therefore, it is important that a monitoring program begins by defining the types of monitoring that will be employed to achieve its objectives. Nonpoint source programs, including urban runoff management programs, generally employ several types of monitoring depending on the type of observation that is desired. The types of monitoring employed by the SCVURPPP fall into five categories:¹

1. Baseline monitoring: monitoring used to characterize existing water quality conditions, and to establish a database for planning or future comparisons. Where baseline monitoring is repeated at well-spaced time intervals, it can be used to indicate long term trends.
2. Assessment monitoring: observations made to estimate a particular parameter.
3. Implementation monitoring: monitoring used to assess whether an activity or activities were carried out as planned.
4. Effectiveness monitoring: monitoring used to evaluate whether the specific activities accomplished the desired objective, such as the usefulness of a particular BMP or set of BMPs.

¹ These definitions were largely paraphrased from "Monitoring Guidelines to Evaluate Effects of Forestry Activities on Streams in the Pacific Northwest" USEPA Region 10 1991 and EPA's Monitoring Guidelines. 1994, EPA National Guidance.

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5. Project monitoring: monitoring used to assess the impact of a particular activity or project. This approach most often uses a combination of implementation and effectiveness monitoring to indicate the overall outcome of the project.

Of these five types of monitoring, typically only the first two are directly linked to water quality. However, many studies have shown that implementation and effectiveness monitoring are the most cost-effective approaches to reduce nonpoint source pollution because these types of monitoring provide immediate feedback on whether the activity or program is achieving the intended results. Monitoring types 3-5 form the basis for a 'continuous improvement process' that is central to the implementation principles of the Urban Runoff Program.

Development of the SCVURPPP's Approach to Monitoring

From its inception in 1990 through 1995, the Program's monitoring activities focused on establishing baseline information through sampling and analysis of runoff from various land uses and ambient waters. A summary of the products produced as part of the SCVURPPP's previous monitoring efforts is contained in Attachment 1. In addition to gathering baseline information, the Program's annual monitoring plans have also included assessments intended to enhance understanding of the sources and extent of urban runoff pollution, its effects, and methods for its control.

In August 1996² the Regional Water Quality Control Board (RWQCB) requested that the SCVURPPP redirect its monitoring resources and develop a new approach:

Specific monitoring activities that should be considered within the strategy include characterization of drainage areas (watershed monitoring) including land use characteristics (general, such as open, residential, commercial, or industrial areas, or specific sources) and consideration of physical and biological, as well as chemical indicators to assess the drainage areas. We strongly encourage you to use community-based (volunteer) monitoring as an inexpensive and effective means to conduct this type of monitoring. The strategy should also establish a mechanism or process for effective use of special or pilot studies by your program or those conducted by other programs.

The SCVURPPP's Monitoring Plan implements the goals and objectives that were set by the Program's Management Committee in 1996. These goals and objectives were incorporated into the SCVURPPP's 1997 Urban Runoff Management Plan (URMP). In particular, the monitoring program implements Goals 2 and 3 (see highlighted text in box).

Annual Project Funding Process

To achieve these goals, during its annual budgeting cycle, the Program identifies specific monitoring projects through the Program's continuous improvement process described in the 1997 Program URMP (Figure 1). As shown in the figure, projects are developed through:

² Loretta K. Barsamian, Executive Officer. August 30, 1996 letter to Frank Maitski.

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- Evaluation of opportunities for improvement in Program (joint) activities. This evaluation is documented in the Program's annual performance review meeting and in the Program portion of the annual report.
- Co-permittee performance reviews. Specific items for improvement (by the Program or the Co-permittee) are identified during the annual review meetings and are documented in the summaries of these meetings.
- Participation in regional efforts (e.g. the BASMAA Regional Monitoring Strategy and the Regional Monitoring Program).
- Participation in the Santa Clara Basin Watershed Management Initiative (SCBWMI). As SCBWMI subgroups identify specific tasks related to creating the Watershed Management Plan, participating Program and Co-permittee staff consider whether the Program is the stakeholder that can most effectively implement these tasks. To determine which of these projects submitted by stakeholders from the SCBWMI receive funding, the Program uses a process described below under *Priorities for Assisting the Watershed Management Initiative*.

Regional Board staff and interested parties participate in the Program and Co-permittee performance review meetings and in the SCBWMI subgroups to provide input into the process for prioritizing and selecting projects.

**1997 Urban Runoff Management Plan
Goals and Objectives**

GOAL 1: Comply with Permit

- Effectively prohibit non-stormwater discharges (unless exempt or managed according to approved conditions)
- Reduce, to the maximum extent practicable, pollutants in stormwater runoff
- Comply with permit submittal requirements

GOAL 2: Determine Success

- Periodically evaluate the attainment of beneficial uses in selected waterways
- Evaluate changes in public awareness and behavior
- Evaluate effectiveness of specific control measures at pollution reduction.

GOAL 3: Adjust Activities to Meet Changes

- Define what constitutes success (how much is enough?) as it relates to programmatic and technical MEP
- Utilize what we learn to plan the next steps

GOAL 4: Achieve Acceptance of Urban Runoff Management Activities

- Effectively facilitate public input into Program planning process
- Integrate urban runoff goals at various intra-agency levels
- Develop and maintain a proactive relationship with regulatory authorities
- Publicize the efforts of the Co-permittees (Program)

GOAL 5: Integrate Urban Runoff Program Elements into other Programs

- Promulgate an understanding of the role of the urban runoff program
- Encourage other agencies to become involved in urban runoff issues
- Encourage action by the appropriate agencies

Priorities for Assisting the Watershed Management Initiative

The Program's Monitoring Ad-hoc Task Group (AHTG), composed of Co-permittee representatives, works with Program staff to review proposed projects and allocate available funds. Regional Board staff and interested parties attend the AHTG meetings. Figure 2, "Linking SCVURPPP and SCBWMI Goals," shows the four general areas of SCVURPPP support for the SCBWMI.

Summary of Program Monitoring Priorities

The Program's Monitoring AHTG uses the following monitoring priorities to determine which projects are funded for a given year:

- 1) New projects needed to implement the results, and achieve the goals, of current projects.
- 2) New projects that implement continuous improvement items identified through the annual review process.
- 3) Projects that support the Santa Clara Basin Watershed Management Initiative in one of the following ways:
 - a) Investigate Beneficial Uses and Causes of Impairment (including field work)
 - b) Review and Compile Environmental Data and Make it Accessible
 - c) Develop Strategies for Controlling Impacts of Land Use on Beneficial Uses

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- d) Facilitate and Support WMI Subgroups (including coordination with other agencies)
- 4. Projects identified through participation in regional monitoring collaborative efforts, including the Regional Monitoring Program and BASMAA.

Each of these priorities is intended to fulfill specific provisions of the Program's 2001 NPDES permit and the 1997 URMP and to provide a strong basis for both program improvement and the next round of permit requirements.

Accomplishments

Complying with the Regional Board directive to redirect monitoring resources from a baseline monitoring approach, the Program has, since 1997, moved toward assessment of specific pollutants and conditions of designated beneficial uses. To improve the effectiveness of our special studies and those conducted by other programs, in 1996 and 1997, the SCVURPPP co-sponsored, and participated in, the Bay Area Stormwater Management Agencies Association's (BASMAA's) development of a BASMAA Regional Monitoring Strategy (BRMS). The SCVURPPP continues to coordinate its monitoring activities with other BASMAA member agencies.

In recent years, the Program has conducted substantial original research and investigations into the sources, fate, transport, and effects of urban runoff pollutants, the characteristics of Santa Clara Basin watersheds, the effects of urbanization on watersheds, and the effectiveness of various control measures. Beginning in 1993-1994, the SCVURPPP has funded efforts to assess the condition of beneficial uses of creeks within the Santa Clara Basin, including a pilot volunteer monitoring program for local creeks (Streamkeepers) and through the SCBWMI.

The SCVURPPP recently completed a two year research project entitled "The Stormwater Environmental Indicators Demonstration Project (SEIDP). The SEIDP is part of USEPA's Environmental Indicators/Measures of Success Project and is part of the third phase of EPA's project, which focuses on local demonstration projects and testing of the indicators. The Water Environment Research Foundation sponsored the SEIDP

jointly with the Santa Clara Valley Urban Runoff Pollution Prevention Program (SCVURPPP).

The project objectives were to:

- Evaluate the usefulness of the Center for Watershed Protection's (CWP) Stormwater Indicator Methodology under semi-arid conditions.
- Evaluate the applicability of environmental indicators under semi-arid conditions in two different situations: at a watershed level that includes a

BASMAA Regional Monitoring Strategy

Objective 1: Evaluate BMP Effectiveness

Objective 2: Assess Relative Contribution of Metals to San Francisco Bay from Urban vs. Non-urban Sources

Objective 3: Investigate the extent and Causes of Storm Water Toxicity in the Region

Objective 4: Design and Initiate a Survey of Impacts of Storm Water On Beneficial Uses

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variety of chemical, physical and biological indicators and in an industrial watershed that emphasizes programmatic indicators.

- Select, test, and refine protocols for monitoring environmental indicators in semi-arid conditions.
- Develop guidance on selection and use of environmental indicators, and disseminate guidance to other stormwater programs in California, Oregon and the west to assist in validation of environmental indicators throughout the west.

Consistent with these objectives, the CWP's stormwater indicator methodology was applied at two distinct geographic scales: the 310-square-mile watershed of Coyote Creek (which includes the eastern portion of the City of San Jose) and a 28-acre industrial catchment along Walsh Avenue in the City of Santa Clara. The semi-arid climate is typical of California's coast from the San Francisco Bay area southward.

In Coyote Creek, the baseline was a 1979-1981 EPA-sponsored study that sought to identify the effects of urban runoff on water quality, sediment, fish, macroinvertebrates, attached algae, and rooted aquatic vegetation. In addition, the SCVURPPP monitored stormwater constituents and toxicity in the creek 1987-1996. In 1999, the SEIDP sampled fish and the physical habitat at 18 locations in Coyote Creek, sampled surficial sediment at six locations, and sampled benthic macroinvertebrates at nine locations. The SEIDP analyzed flooding, changes to stream morphology, and sources of imperviousness in the surrounding watershed. Georeferenced reports of illegal dumping and known industrial and construction sites were also generated.

The Program, as part of the Annual Reports, updates a summary of memoranda and reports published as a result of their research and investigative efforts. The most recent update is contained in Table 4-2 of the 1999-2000 Program Annual Report.

Regional Board staff has been thoroughly involved in these projects through participation in the Program's Monitoring Ad-hoc Task Group, through SCBWMI subgroups, and through special review groups such as the Stormwater Environmental Indicators Demonstration Project Review Committee and other technical advisory groups facilitated by Program staff.

In addition, the Program has provided approximately \$140,000 annually to the Regional Monitoring Program for Trace Substances (RMP). The results of the RMP's research and investigations have been published by the San Francisco Estuary Institute.

MOVING FROM AN ANNUAL TO A FIVE-YEAR MONITORING PLAN

There are three basic elements that need to be integrated in order to move from an annual to a five year monitoring plan. These include:

- "Watersheds 2000, A Vision of the Santa Clara Valley Urban Runoff Pollution Prevention Program's Role in Watershed Management and the Santa Clara Basin Watershed Management Initiative."
- Stormwater Environmental Indicators Demonstration Project
- Requirements of the Order Renewing the Stormwater NPDES Permit

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Watersheds 2000 Vision

In December 1999 the Program prepared and submitted, as part of its application for NPDES permit renewal, a memorandum titled: "Watersheds 2000, A Vision of the Santa Clara Valley Urban Runoff Pollution Prevention Program's Role in Watershed Management and the Santa Clara Basin Watershed Management Initiative." That document (Attachment 4-1) included the following "Monitoring and Continuous Improvement Strategy."

Monitoring and Continuous Improvement Strategy

Determining success is one of five programmatic goals identified in the 1997 Urban Runoff Management Plan. The Program has been at the forefront of national efforts to develop meaningful measures of effectiveness for stormwater programs through the Water Environment Research Foundation (WERF) Stormwater Environmental Indicators Demonstration Project (SEIDP).

In June 2000, the SEIDP team completed its evaluation of 20 of the 26 "stormwater environmental indicators," developed by the Center for Watershed Protection in its *Environmental Indicators to Assess Stormwater Control Programs and Practices, Final Report*. A technical report was produced on the application of these indicators that will serve as a guidance manual for stormwater programs to use in implementing actions related to the indicators. Findings of the report included the following:

The design of storm water programs, and the accompanying monitoring tasks, must involve regulators and advocates in an ongoing, candid discussion to set realistic goals and objectives for the program. Regulators, advocates and dischargers need to regularly review new and creative ways to protect and restore beneficial uses of water. The latter task requires building partnerships between local government, business, advocates and other stakeholders.

Based on these findings, the definition of an "effective" stormwater program would be one that:

- Meets the obligations stated in its NPDES permit and management plan.
- Incorporates the principles of continuous improvement.
- Makes decisions openly and is responsive to contributions and new ideas from regulators and the public.
- Actively participates in broad, stakeholder-based efforts to control pollution and to assess, protect and enhance beneficial uses of local waters.

The Program's strategy for future monitoring and effectiveness evaluations rests upon its work to date on the SEIDP. The strategy contains a two-pronged approach to future monitoring and assessment.

- 1) Development and implementation of programmatic measures—to gauge how well Performance Standards are being met and control measures are being implemented, i.e., continuance of implementation monitoring.

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- 2) Development and implementation of environmental measures, to determine if control measures are having the intended effect, and to develop new and improved control measures, i.e., continuance of effectiveness monitoring.

The March 1, 1999 revisions in Performance Standards mark the start of implementation of improved programmatic measures. The Program is also currently working on a methodology and protocols for implementing, on a pilot basis, environmental assessment measures in the Coyote Creek watershed. These efforts will assist the WMI in the assessment of beneficial uses in that watershed. The Program anticipates extending such efforts to other sub-watersheds. The schedule and priorities for these additional efforts will be contained in the final Five Year Monitoring Plan.

The two-pronged approach to monitoring and assessment corresponds with the Program's successful continuous improvement process. As shown in Figure 1 of the SCVURPPP's 1997 URMP, continuous improvement is implemented through two feedback "loops." The loop on the left emphasizes programmatic measures to gauge the performance of the Co-permittees and the joint Program (and includes participation in regional efforts such as the Regional Monitoring Program for Trace Substances and the BASMAA Regional Monitoring Strategy). The loop on the right emphasizes watershed assessment conducted jointly with other stakeholders in the Santa Clara Basin Watershed Management Initiative.

This two-pronged approach facilitates the Regional Board's responsibility for fairly measuring regulatory compliance while encouraging a watershed management approach. Programmatic measures provide the best basis for measuring compliance, while watershed management provides the best context for considering the effects of stormwater runoff on the environment.

Programmatic Indicators

Based on the Program's experience in implementing the Performance Standards, monitoring projects and continuous improvement process, the Program believes that its strategy should focus on developing better programmatic indicators and on collecting and analyzing programmatic data. Focus areas include:

- Encouraging more consistent and thorough reporting of illicit discharge incidents.
- Improving the compilation and analysis of industrial inspection data to make it easier to target future inspections.
- Geo-referencing of industrial sites and illicit discharge incident locations so these can be summarized by sub-watershed.
- Continuing periodic measurements of public opinion, public awareness and public involvement.

Environmental Monitoring and Assessment

While continuing the programmatic approach to measuring compliance, the Program and Co-permittees are committed to monitoring and assessing their creeks and wetlands, and San Francisco Bay. To measure and assess the effects of their activities on creeks,

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wetlands, and the Bay, the Program will apply environmental indicators and develop new indicators in coordination with, the Watershed Management Initiative.

Based on discussions in the BASMAA Monitoring Committee, the investigation of beneficial uses and causes of impairment will be greatly facilitated by implementation of the Regional Board's Regional Monitoring and Assessment Strategy (RMAS). The Program is committed to continuing its efforts to facilitate technical and stakeholder workgroups that will assist Regional Board staff to implement the RMAS.

With appropriate policy and guidance from the Regional Board, it should be possible to develop practical, implementable indicators (including physical and biological indicators) and protocols to assess beneficial uses in creeks, wetlands, and the Bay. These indicators and protocols are a necessary step toward establishing a sound regulatory basis for locally based watershed management.

Stormwater Environmental Indicators Demonstration Project

The final report for the Stormwater Environmental Indicators Demonstration Project reiterates and amplifies the recommended "two-pronged" approach to evaluating the effectiveness of stormwater programs. The SEIDP also produced specific recommendations for continuous improvement (Attachment 4-2).

Many of these recommendations can be implemented directly through updates to the Program's model Performance Standards and the individual Co-permittees' Performance Standards. The other recommendations have been integrated into current (2000-2001) monitoring projects or future projects in this Five Year Plan, as described in Attachment 4-2.

Requirements of the Order Renewing the Stormwater NPDES Permit

The Five Year Plan also supports implementation of the following specific requirements of Order No. 01-024 renewing the SCVURPPP's NPDES permit:

Provision 6(i). Enhanced Annual Reporting Requirements for Industrial/Commercial Discharger Control Program

Provision 6(ii). Enhanced Annual Reporting Requirements for Illicit Connection and Illegal Dumping Elimination Activities

Provision 7. Monitoring Program

Provision 9. Water-Quality-Based Requirements for Specific Pollutants of Concern

- a. Control Program for Copper
- b. Control Program for Nickel
- c. Control Program for Mercury
- d. Control Program for Pesticides
- e. Control Program for PCBs and Dioxin Compounds
- f. Control Program for Sediment

Provision 10. Watershed Management

DESCRIPTION OF THE FIVE YEAR PLAN (INTERIM DRAFT)

The Five Year Plan seeks to extend and continue implementation of the Program's monitoring priorities. The Five-Year Plan also details how projects previously planned within these priorities, plus some new projects, will seek to fulfil the provisions of the reissued NPDES permit. Consistent with this approach, the Draft Interim Five-Year Plan contains a preliminary description of the overall Five-Year Plan along with a tentative schedule (consistent with the new Order) for meeting the intent of the new and/or enhanced permit requirements. In addition, a schedule for completing development of the final Five Year Plan is also included.

The Interim Draft Five Year Plan is shown in the Table 1 and is organized by the Program's monitoring priorities (Column A). Column B shows references to specific provisions in either Order No. 95-180 and/or the new Order No. 01.024 (where applicable). Column C lists descriptive titles for each task; Column D references current projects (also listed in the FY99-00 Program Annual Report) that are implementing the tasks.

The preliminary summary has been grouped according to the Program's monitoring priorities that were previously discussed. These include the following categories:

- 1) New projects needed to implement the results, and achieve the goals, of current projects.
- 2) New projects that implement continuous improvement items identified through the annual review process.
- 3) Projects that support the Santa Clara Basin Watershed Management Initiative in one of the following ways:
 - a) Investigate Beneficial Uses and Causes of Impairment (including field work)
 - b) Review and Compile Environmental Data and Make it Accessible
 - c) Develop Strategies for Controlling Impacts of Land Use on Beneficial Uses
 - d) Facilitate and Support WMI Subgroups (including coordination with other agencies)
- 4) Projects identified through participation in regional monitoring collaborative efforts, including the Regional Monitoring Program and BASMAA.

Category #2: Continuous Improvement Projects

ICID and IND Documentation and Record-Keeping: In early 2000, Program ad-hoc task groups recommended, and the Program Management Committee approved, recommendations for improvements to the way Co-permittees manage the reporting and compilation of illicit connection/illegal discharge incidents. (See the Technical Memoranda for FY 99-00 Projects SC22.53 and SC22.54, as listed in Table 4-2 of the 99-00 Annual Report.) In addition, as part of the SEIDP, the Technical Memorandum for Indicator 21 (Illicit Connections/Illegal Discharges Identified and Corrected) made specific recommendations (listed in Attachment 4-2) regarding revising categories for ICID incident reporting, storing ICID incident data in a relational database and georeferencing ICID data. To implement these recommendations, the Program initiated FY 00-01 Project SC27.03 to demonstrate the feasibility of developing an incident reporting form and database that would be common to all Co-permittees. This project is currently being implemented.

Recommendations for improvements to industrial inspection (IND) record-keeping and data management are included in the SEIDP Technical Memorandum for Indicators 18, 22 and 26 (Industrial/Commercial Pollution Prevention, Number of BMPs Installed, Inspected and Maintained, and Industrial Site Compliance Monitoring, respectively) and the Technical Memorandum for Indicator #23 (Permitting and Compliance). Based on these recommendations, the Program Management Committee approved FY 00-01 Project SC27.04, Continuous Improvement of Industrial Inspection Record-Keeping and Prioritization: (1) Feasibility and Coordination. To implement this project, Program staff will work with a Co-permittee staff ad-hoc task group to examine the administrative, institutional and technical issues related to development of a Program-wide format to document industrial inspections and a relational database to store and maintain inspection information.

Provision C6i requires “Enhanced Annual Reporting Requirements for Industrial/Commercial Discharger Control Program” and “Enhanced Annual Reporting Requirements for Illicit Connection and Illegal Dumping Elimination Activities.” The schedule requires the Program to “... describe the procedures for this program component in the September 2001 Annual Report and begin implementing these procedures immediately thereafter.”

The scope for projects SC27.03 and SC27.04 will be augmented to allow, during FY 00-01, preparation of this description for submittal to the Regional Board in September.

As shown in the Five Year Plan, these projects will be followed, in FY 01-02, by projects to develop and test the new procedures and the new database system (FY 01-02 Projects #2 and #3). Full implementation of the new procedures is anticipated in FY 03-04.

Category #3: Projects that Support the SCBWMI

There are four key subcategories of projects in Category #3 that are directed at supporting the SCBWMI. A preliminary summary of ongoing activities and how they are or will be integrated into the Five Year Plan is provided. In particular, the specific field assessment and monitoring activities that the SCVURPPP is conducting individually and in conjunction with the SCBWMI are described under Subcategory 3(a) "Investigate Beneficial Uses and Causes of Impairment."

Subcategory 3(a): Investigate Beneficial Uses and Causes of Impairment

SCBWMI Support: The Program and Co-permittees have assisted the SCBWMI since it was initiated by the Regional Board and USEPA in 1996. The Program has consistently coordinated its watershed management activities (which were mandated in the 1995 permit) with the SCBWMI.

The SCBWMI stakeholders, including the Regional Board and the Program, have agreed on goals and objectives and on a phased process for developing a watershed management plan. The first of these phases was to characterize the overall status of watersheds within the Santa Clara Basin; this phase was essentially completed with publication, during 2000, of a Watershed Characteristics Report. As is discussed in detail in the Program's 1999-2000 Annual Report, the report was prepared almost entirely by Program staff, Program subcontractors, or contractors retained directly by Co-permittees.

Program and Co-permittee staff and contractors have also helped the SCBWMI to develop and adopt a "Framework for Conducting Watershed Assessments" which is currently being employed to conduct assessments in three representative watersheds: the watersheds of San Francisquito Creek, of the Guadalupe River, and of Upper Penitencia Creek.

As shown in the Five Year Plan, the Program will continue to assist the SCBWMI Watershed Assessment Subgroup (FY 99-00 Project SC22.62).

Regional Monitoring and Assessment Strategy Assistance: During 1999 Regional Board staff, in coordination with the BASMAA Monitoring Committee, developed a Regional Monitoring and Assessment Strategy (RMAS) (Version 1.0, October 1, 1999). The purpose of the RMAS is to improve the technical content of the Regional Board's policies and regulatory actions. The specific regulatory focus of the RMAS relates to the Regional Board's obligation to complete biennial water quality assessments under the Clean Water Act's 305(b) and 303(d) requirements. The RMAS endorses several approaches to monitoring and assessment, including incorporation of bioassessment data and physical measurements in Regional Board decision making (supported by the 1997 USEPA 305(b) guidelines), coordination of consistent monitoring and assessment efforts and protocols both regionally and nationally, and enhancement of waterbody classification to help improve sampling design. The RMAS is being carried out in a phased approach, beginning with "pilot-scale implementation in selected watersheds", and establishing a rotating basin approach that will eventually result in "comprehensive assessment of surface and ground waters in the San Francisco Bay Region."

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To assist Regional Board staff with the development of the RMAS, the Program

- organized and facilitated a technical panel, comprised of experts in macroinvertebrate and fish sampling, analysis of assemblages, and use of multimetric indices to assess water bodies; assessments of physical habitat to support fish and other aquatic life;
- applied fluvial geomorphology; use of metrics and statistical analysis;
- discussed the management of geographically referenced physical, chemical and biological data and information;
- discussed the use of scientific data and information in applying water-quality regulations; and
- facilitated discussions with stakeholders as part of meetings of the BASMAA Monitoring Committee.

The technical panel reached consensus to recommend initial use of a functional approach to assessing urban streams. By linking stream hydrogeomorphic functions to habitat functions and to beneficial uses the Regional Board will be better able to place ecological information into the regulatory context. The approach is summarized in Attachment 4-3.

The functional/pragmatic approach provides a common technical and regulatory perspective for three Regional Board Initiatives that were being developed during 2000:

1. The RMAS.
2. Sediment TMDLs and Regional Watershed Assessment.
3. Stream Protection Policy.

Under FY 99-00 Project SC22.59, the Program will continue to assist Regional Board staff to improve the technical content of its 305(b) water quality assessments and 303(d) listings, with a focus on developing and refining the methodology for assessing urban streams. The Program is also willing to pull the expert panel together to further assist the Regional Board staff.

To test this approach, and to contribute to the SCBWMI's assessment of Santa Clara Basin watersheds, the Program is also implementing an Integrated Pilot Assessment in the Coyote Creek Watershed (FY 00-01 Project SC27.11). The pilot assessment will facilitate continuous improvement of the SCBWMI's watershed assessment framework, integrate that methodology with that being used by the RMAS and other Regional Board initiatives, develop a list of appropriate initial management actions to preserve and enhance the Coyote watershed, and identify appropriate monitoring locations and provide baseline information for a long-term monitoring program for continued watershed assessment. Additional monitoring within the Coyote Watershed is specifically recognized as part of the list of project identified in Table 1. The final project plan is contained in Attachment 4-3.

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Expansion of the assessment and monitoring effort beyond the current pilot investigations in the Coyote Watershed are specifically recognized in the Five Year Plan. This additional work is linked to a specific project shown in Table 1 that reviews and critiques the various assessment methods. The intent is to constructively build the future years' monitoring and assessment efforts on the past years' work and lessons learned.

The SCVURPPP can begin this fall to work with the Regional Board staff on the initial planning steps to identify available resource maps and drainages in order to start preliminary planning towards identifying future monitoring efforts. The Program is aware of the Regional Board's staff proposal to monitor in "...Stevens/Permanente, San Tomas/Calabazas, and the Palo Alto Creeks unit (Adobe/Barron/Los Gatos)..." in year two the Regional Board's program.

In addition, please refer to the recently completed "Watershed Management and Urban Runoff Management Integration Report, July 1, 2001" prepared per permit Provision C10. The Program's and WMI's recommendations relative to the prioritization and schedule of future assessments is discussed in this report.

Pollutant-Specific Provisions C9: The recent emphasis on enforcement of long-standing Federal requirements that the states develop and implement TMDLs has led the Regional Board to request, and then require, assistance with estimating pollutant loads and with identifying control measures.

As described in the 1990 stormwater regulations, the intent of USEPA's mandate that stormwater pollution prevention programs incorporate a monitoring element was to help determine the effectiveness of these programs. Various studies, including the SEIDP, have demonstrated that pollutant loadings are a poor indicator of the effectiveness of municipal stormwater programs. (Recognizing this fact in 1996, the Regional Board requested that Bay Area stormwater programs redirect resources to new monitoring strategies.) The Program's current Performance Standards provide for the control of urban runoff pollutants to the maximum extent practicable, and the Program's Continuous Improvement process provides for timely and orderly updates of the Performance Standards as new technology and information becomes available.

The Program has scoped and budgeted monitoring projects to comply with the new Permit's provisions that require the Program to assist Regional Board staff to prepare TMDLs. Many of these projects continue and expand on current efforts to assist the Regional Board.

Provisions C9a and b. Copper and Nickel Control Measures

FY 00-01 Project SC27.05, Metals Control Measures Plan, was created to assist implementation of baseline activities contained in the Lower South San Francisco Bay Copper and Nickel Action Plans, to track and report activities, and to continue to work with the SCBWMI Bay Monitoring and Modeling (BMM) and Regulatory Subgroups regarding BMM Work Plan Updates. Descriptions of copper control program activities and nickel control program activities are included in the Copper and Nickel Action Plans approved by the SCBWMI and transmitted to the RWQCB as part of the Copper and Nickel TMDL Project. In addition, those baseline activities that are specifically related to the stormwater program are listed in Appendix B of the recently adopted NPDES permit. The

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scope of the Program's activities to support baseline activities are defined in FY 01-02 project description #9, 10 and 11 (Attachment 4-8).

Provisions C9c and e. Mercury and PCB Control Measures

Project SC27.06, Mercury Rising, was created to assist Regional Board staff with preparation of TMDLs and Implementation Plans to address potential effects of mercury and PCBs on beneficial uses of San Francisco Bay. The focus of the first phase of this project has been to respond to a May 2000 Regional Board letter request for information by leading a joint project, with other Bay Area stormwater programs, to study mercury and PCBs in storm drain sediments.

The joint stormwater agencies project, which the Program contributes to through Project SC27.06, assesses the occurrence and distribution of PCBs, as well as that of mercury, in Bay Area storm drain sediments. The results of the first year of this project have been published. Based on the results of the technical review and discussions with the RWQCB staff and other stormwater programs through the BASMAA Monitoring Committee, the SCVURPPP's FY 01-02 projects scope is being defined (Attachment 4-8 – Project #12 & 14).

Program staff is currently working with the RWQCB staff and other storm water programs to develop a work plan for the second year of the investigation. Preliminary plans for FY 01-02 call for:

- Redirect sampling effort for mercury (i.e., sample and analysis for total mercury only);
- Performing case studies on selected drainages;
- Identifying additional sampling sites;
- Providing an order of magnitude estimate of PCB loading to SF Bay based on historical TSS loading and current PCB measurements; and
- Evaluate adding chlorinated pesticides to the monitoring plan.

Additional information on the specific projects that have been added to FY 01-02 to augment the FY 00-01 monitoring projects are described below as they relate to the various requirements of the SCVURPPP permit.

Provision C9c requires the Program to prepare a Mercury Plan by March 1, 2002. Provision C9c ii provides that the Mercury Plan should include a schedule for assisting Regional Board staff to conduct an assessment of the contribution of air pollution sources to mercury in urban runoff. Provision C9ciii requires, by the same date, "an assessment of sediment mercury concentrations and percentage of fine material at the base of key watersheds, above the tide line."

The scope of Project SC27.06 has been augmented by the addition of a new FY 01-02 project, to provide for preparation of monitoring-related sections of the Mercury Plan (FY01-02 Project #12). Other sections of the Mercury Plan will be prepared as part of the Program's Public Information and Participation activities and administrative activities.

Provision C9e requires characterization of the distribution of PCBs and PCB dioxin-like compounds in urban areas of the Santa Clara Basin. The provision

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also requires "identification of control measures and/or management practices to reduce or eliminate discharges of PCBs or dioxin-like compounds from urban runoff conveyance systems."

Identification of PCB control measures, and a schedule for their implementation, is required by June 1, 2001. Implementation is to begin by July 1, 2001. Also required is a Work Plan to characterize the distribution of PCB and dioxin like compounds by October 1, 2002. A new project has been included in the FY 01-02 monitoring budget to provide for updates and revisions to the PCB control measures plan (FY 01-02 Project #14). An additional new project has been included in the FY 01-02 monitoring budget to provide for a joint study with other Bay Area stormwater programs to characterize distribution of dioxins (FY 01-02 Project #15). Additional projects will be required in FY 02-03 to prepare a Work Plan for control of PCB and dioxin like compounds, with implementation of control measures scheduled for FY 03-04.

Provisions C9d. Pesticide Control Measures

Project SC27.07, Regional Pesticide Strategy Coordination and Implementation, provides for the Program to continue involvement with the BASMAA Pesticide Work Group and Urban Pesticide Committee to coordinate, evaluate, and report on storm water management plan actions outlined in the BASMAA Pesticide Strategy and in the Program's Pesticide Work Plan.

Provision C8d requires the Program to submit, by July 1, 2001, a "pesticide toxicity control plan (Pesticide Plan) that addresses their own use of pesticides including diazinon, and, other lower priority pesticides no longer in use such as chlordane, dieldrin and DDT and the use of such pesticides by other sources within their jurisdictions. The Dischargers may address this requirement by building upon their prior submissions to the Regional Board. They may also coordinate with BASMAA, the Urban Pesticide Committee, and other agencies and organizations." It is the SCVURPPP's intent to collaboratively work with the RWQCB, it's staff, and other stormwater programs to develop enhancements to and continually improve the Program's Pesticide Management Plan.

The SCVURPPP is currently developing a Pesticide Management Performance Standard. In addition to SC27.07, a new project has been added in FY 01-02, to prepare and revise the Pesticide Management Plan (FY 01-02 Project #13).

Sediment-Based Watershed Analysis of San Francisquito Creek: Requirements in the new Order mandate a different approach to assessing the effects of urbanization and other land uses on the hydrogeomorphic and habitat functions of streams. In particular, Provision C9fi of the Order requires submittal of a plan and time schedule, by September 2001, to conduct an assessment of San Francisquito Creek that provides for:

1. Quantitative characterization of sediment and water inputs to the creek.
2. Relative roles of sediment associated with natural and anthropogenic land use discharges.
3. Sediment conveyance from headwaters to the Bay.
4. Development of a rapid sediment budget."

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Provision C9fii requires “an assessment of management practices that are currently being implemented to reduce excess sediment impairment in urban creeks, and implement any additional management practices to prevent or reduce excess sediment impairment in urban San Francisquito Creeks. Such management practices may include but are not limited to: management and/or removal of large woody debris and live vegetation from channels; streambank stabilization projects; road construction, operation, maintenance, and repairs to prevent road-related erosion; management of construction related sediment; and management of post-construction sediment from areas of new development or redevelopment.” A plan and time schedule for implementation are required by March 1, 2002. The Santa Clara Valley Water District has taken the lead on these two provisions.

Also in the San Francisquito Creek watershed, the Program has funded the Peninsula Conservation Center Foundation to conduct baseflow monitoring in the creek, to be coordinated with water quality sampling. A final report was due in November 2000 (FY 97-98 Project SC15.39).

Provision C9fiii requires the Program to submit, by March 1, 2002, a report that identifies other creeks that may be impaired by excessive sediment production from erosion due to anthropogenic activities. It is unclear at this time the extent to which this requirement might be covered using the approach previously developed in cooperation with Regional Board staff and the panel of stream experts. For example, the SEIDP work in Coyote Creek showed that substrate type varied from site to site, with the expected increase in the percentage of fine sediments resulting from the flatter downstream gradients and, perhaps, due to urbanization of the lower watershed. However, there were also reaches with a paucity of sediment (below Anderson Dam). It is unclear how the specific technical approach that the Regional Board has mandated in the Order might be adapted or interpreted to allow application of a technical methodology that would lead to management actions to protect existing and probable future beneficial uses in specific creek reaches. Program staff will work with Regional Board staff to resolve this issue prior to the March 1, 2002 submittal of this report and of the final Five Year Plan.

Provision C9fiii also requires submittal, by September 1, 2002, of a plan and schedule “to conduct a watershed analysis and management practice assessment in other creeks which may be impaired by excessive sediment production from erosion due to anthropogenic activities.”

Preparation of both submittals is provided for in the FY 01-02 Monitoring Plan (FY 01-02 Projects #4 and #5). As is shown in the Five Year Plan the actual assessments will be incorporated into future years’ plans, beginning with FY 03-04.

Watershed Management: Provision C10 requires submittal to the Regional Board by July 1, 2001, a report concerning the integration of watershed management activities into the Management Plan. The report shall, at a minimum:

- a) Identify the watersheds that are relevant to each Discharger;
- b) Identify key characteristics related to urban runoff in each watershed and program elements related to such characteristics; and
- c) Provide a priority listing of watersheds to be assessed and a schedule for conducting such assessments in conjunction with the SCBWMI.

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As previously described, the Program has consistently coordinated its watershed management activities (which were mandated in the 1995 permit) with the SCBWMI. The Program, as a stakeholder in the SCBWMI, has agreed with the Regional Board and numerous other Santa Clara Valley stakeholders on goals and objectives and on a phased process for developing a watershed management plan. That approach is contained in the SCBWMI "Watersheds Characteristics Report, May 2000³." A summary is contained in Attachment 4-4.

The above approach addresses the broader aspects of watershed management goals and activities and provides baseline information on the identification of Basin watersheds and characteristics. How these goals and activities are reflected and further integrated into the ongoing daily implementation of the stormwater performance standards by the Co-permittees should be further clarified. Thus, an activity of the Program and the Co-permittees during FY 01-02 will be the preparation of a report on the integration of watershed activities into the Program URMP and the Co-permittee URMPs (see FY 01-02 Project #6.)

As noted in the Watershed Characteristics Report (see summary in Attachment 4-4), the condition of two watersheds and one subwatershed with the Basin (Guadalupe, San Francisquito, and Upper Penitencia Creek) will be described in detail. In addition, to test the RWQCB's RMAS, and to contribute to the SCBWMI's assessment of Santa Clara Basin watersheds, the Program is also implementing an Integrated Pilot Assessment in the Coyote Creek Watershed (FY 00-01 Project SC27.11). Identification and prioritization of additional watersheds to be assessed will be coordinated with the SCBWMI as part of the development of the final Five-Year Plan.

The final project in the Interim Draft Five Year Plan under Monitoring Priority 3a, Investigate Beneficial Uses and Causes of Impairment, is the Program's support for the SCBWMI Wetland Advisory Group's Baylands Assessment (FY00-01 Project SC27.13). Under this project, Program staff will compile additional baylands metadata for incorporation into the Santa Clara Basin Watershed Management Initiative (SCBWMI) Metadata Database (MDDB).

Subcategory 3(b): Compile and Maintain Environmental Data and Make it Accessible.

To implement this priority, the Program will continue ongoing projects, including development and improvement of data libraries and project report libraries and their incorporation into the Program website. This will continue each year (FY01-02 Project #7).

Subcategory 3(c): Develop Strategies for Controlling Impacts of Land Use on Beneficial Uses

To implement this priority, the Program supports the SCBWMI Land Use Subgroup (LUS). The Program's participation in the LUS is intended to fulfil a commitment in the

³ As is discussed in detail in the Program's 1999-2000 Annual Report, the Watershed Characteristics Report was prepared almost entirely by Co-permittee and Program staff, Program subcontractors, or contractors retained directly by Co-permittees.

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1997 URMP to “translate SCBWMI goals and objectives into model local-jurisdiction policies and procedures.” The LUS includes stakeholders representing business interests, developers, environmental advocates, and Regional Board staff, as well as SCVURPPP Co-permittees. As documented in the LUS “Consensus Points” and in Chapter 4 of the SCBWMI Watershed Characteristics Report (“Land Use in the Basin”), the LUS has reviewed and discussed at length the potential effectiveness of various approaches to controlling urban runoff pollutants and other effects of urbanization on streams. A specific approach to integrating municipal land use planning and watershed management is described in Section 4.1 of the Watershed Characteristics Report (unabridged). Continuation of the Program’s support for the LUS is shown in the Interim Draft Five Year Plan and is included in the FY 01-02 Project List (FY 01-02 Project #8).

In addition to administrative support and leadership for the LUS, the Program has also created additional projects to support the LUS’ development of policies and watershed management measures. As shown below, several projects are underway which are intimately connected to the new development issues. These projects include:

FY 98-99 Project SC 20.06, Opportunities for Land Use Policies to Protect Beneficial Uses, will provide (at least partially) for contributions to the forthcoming Watershed Action Alternatives Report.

FY 99-00 Project SC 22.65, Economic and Tax Incentives in Watershed Management, is intended to identify ways that Federal, state and local economic policies, including taxation, affect land use patterns and to explore ways that the Santa Clara Basin Watershed Management Initiative (SCBWMI) might be able to promote economic and tax policies that encourage more environmentally beneficial development decisions.

FY 98-99 Project SC 24.04, Stakeholder Involvement in Current Land Use Decisions, is a discretionary project funded by the City of San Jose. It’s purposes are to facilitate Santa Clara Basin Watershed Management Initiative (WMI) stakeholder involvement in current land-use decisions, to demonstrate how watershed management principles can be integrated into the development review process, and to demonstrate how the spatial arrangement of land uses can be planned at the subwatershed scale so as to preserve and enhance the natural functions of stream corridors.

FY 00-01 Project SC 27.12, Compare and Contrast Development Policies, is intended to develop model municipal planning principles that would assist municipalities in developing effective policies, ordinances, or procedures to provide for long-term effective watershed protection and/or enhancement. In addition, the intent is to compare municipalities’ existing policies, ordinances, or procedures against these model municipal planning principles to indicate areas where improvements can be made. The work provides for a re-examination of the previous work and additional research to be conducted in cooperation with Santa Clara Basin local and to build consensus within the WMI on the methods used in the comparison.

The Program encourages the RWQCB staff, as part of developing the revised permit language for new development, to integrate the results of the LUS’ work to date, to continue RWQCB staff participation in the LUS, and to work with the Program and LUS to implement consensus recommendations reached within the LUS.

Category #4 – Regional Collaborative Efforts

As is mandated in the SCVURPPP's NPDES Permit, the Program pays over \$140,000 annually to SFEI for expenditures on the Regional Monitoring Program for Trace Substances (RMP). In recent years the RMP has expanded its scope beyond periodic water-quality sampling into a broad range of special studies which are periodically reviewed by a steering committee and various technical advisory committees. In an attempt to direct some of these resources to support the Regional Board's development of TMDLs, the Program budgeted resources during FY 00-01 and FY 01-02 (FY 00-01 Project SC27.10 and FY 01-02 Attachment 4-8 – Projects #9, 12, 13, 14 & 15).

The Program, strictly from a volunteer perspective, has been working with the Regional Board staff and Executive Officer along with BASMAA and BACWA to develop a Memorandum of Understanding (MOU) to memorialize the understandings of the various parties regarding the development of Water Quality Attainment Strategies including Total Maximum Daily Loads (TMDLs) for the San Francisco Bay-Delta and its tributaries. The intent of the MOU is to outline the various parties desire to work collaboratively on the development and implementation of water quality attainment strategies including TMDLs. In order to facilitate these goals, the various parties are looking a mechanisms to develop work plans, schedules for implementing the work plans, funding sources and monitoring programs. The Program believes that this a key document that can be used to cost-effectively address water quality problems. The Program is looking for this MOU to also provide some regulatory stability and certainty regarding the identification of resource needs over the next 5 years.

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PRIORITIES FOR THE FIRST YEAR (FY 01-02)

Projects, which are to be underway during the FY 01-02 fiscal year, are shown in the Five Year Plan, and are also listed in the draft FY 01-02 Project List (Attachment 4-8). It is the Program's intent to develop the final Five Year Plan consistent with the following schedule:

1. Draft Interim Five-Year Monitoring Plan (Version 1) January 15, 2001
2. Review Interim Plan with Monitoring Adhoc Group January 18, 2001
3. Comments on Interim Plan January 30, 2001
4. Finalize Interim Plans February 2, 2001
5. MC Approval of Interim Plan February 15, 2001
6. Submit Draft to RWQCB (Version 2) March 1, 2001
7. Solicit Input From SCBWMI (LUS, WAS, BMM) (Version 3) April - May, 2001
8. Meetings with Monitoring Adhoc Group March 6, 2001
April 19, 2001
9. Submit Draft to RWQCB (Provision C7b) (Version 4) July 1, 2001
10. Draft Final Five Year Plan September 2001
11. Solicit Input from SCBWMI (WAS & BMM) Sept. – Oct. 2001
12. Meet with Monitoring Adhoc Group October 2001
13. Finalize Final Five Year Plan January 2002
14. MC Approval of Final Five Year Plan February 2002
15. Submit Final to RWQCB (Version 4) March 1, 2002

The first eight tasks have been completed. The SCVURPPP and Co-permittees are currently on schedule to complete the above work effort.

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ATTACHMENTS

- Attachment 4-1 Watersheds 2000
- Attachment 4-2 Stormwater Environmental Indicators Demonstration Project,
Recommendations for Continuous Improvement
- Attachment 4-3 Coyote Watershed Integrated Assessment Project Plan
- Attachment 4-4 Summary of Watershed Characteristics Report
- Attachment 4-5 Pesticide Management Plan – Work Plan (to be submitted July 1,
2001)
- Attachment 4-6 PCB Control Measures Plan (to be submitted July 1, 2001)
- Attachment 4-7 Dioxin Assessment Work plan (to be submitted March 1, 2002)
- Attachment 4-8 FY 2001-2002 Annual Monitoring Program Project List