



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION III
1650 Arch Street
Philadelphia, Pennsylvania 19103-2029

Richard Eskin, Ph.D., Director
Technical and Regulatory Service Administration
Maryland Department of the Environment
1800 Washington Blvd., Suite 540
Baltimore, Maryland 21230-1718

SEP 30 2011

Dear Dr. ^{Rich}Eskin:

The U.S. Environmental Protection Agency (EPA), Region III, is pleased to approve *Total Maximum Daily Loads (TMDLs) for sediment in the Patapsco River Lower North Branch Watershed, Baltimore City and Baltimore, Howard, Carroll, and Anne Arundel Counties, Maryland*. The TMDL report was submitted by the Maryland Department of the Environment to EPA for final review on September 3, 2009. Based on EPA's review, a revised TMDL report was submitted on September 15, 2011. The TMDL was established and submitted in accordance with Section 303(d)(1)(c) and (2) of the Clean Water Act to address impairments of water quality as identified in Maryland's Section 303(d) List.

The Maryland Department of the Environment has identified the waters of the Patapsco River Lower North Branch (MD-02130906) watershed on the State's 2008 Integrated Report as impaired by metals--Chromium, Arsenic, Cadmium, Copper, Mercury, Nickel, Lead, Selenium, and Zinc (1996); metals--Lead and Copper (2006, Herbert Run); sediments (1996); nutrients--Phosphorus (1996); bacteria (2002 and 2008); Polychlorinated Biphenyls (PCBs) in fish tissue (2008); and impacts to biological communities (2006). A nutrient Water Quality Analysis was approved by EPA in 2009 and a bacteria TMDL was approved by EPA in 2009. The 2010 Integrated Report included the results of a stressor identification analysis for the listing for impacts to biological communities. The stressor analysis indicates that total suspended solids, chlorides, and sulfates are major stressors affecting biological integrity. This TMDL addresses the sediment impairment only.

In accordance with Federal regulations at 40 CFR §130.7, a TMDL must comply with the following requirements: (1) be designed to attain and maintain the applicable water quality standards; (2) include a total allowable loading and as appropriate, wasteload allocations for point sources and load allocations for nonpoint sources; (3) consider the impacts of background pollutant contributions; (4) take critical stream conditions into account (the conditions when water quality is most likely to be violated); (5) consider seasonal variations; (6) include a margin of safety (which accounts for uncertainties in the relationship between pollutant loads and instream water quality); and (7) be subject to public participation. In addition, these TMDLs considered reasonable assurance that the TMDL allocations assigned to the nonpoint sources can be reasonably met. The enclosure to this letter describes how the sediment TMDLs for the Patapsco River Lower North Branch Watershed satisfy each of these requirements.

As you know, all new or revised National Pollutant Discharge Elimination System permits must be consistent with the TMDL wasteload allocation pursuant to 40 CFR §122.44 (d)(1)(vii)(B). Please submit all such permits to EPA for review as per EPA's letter dated October 1, 1998.

If you have any questions or comments concerning this letter, please do not hesitate to contact María García, at 215-814-3199.

Sincerely,

Signed

John M. Capacasa, Director
Water Protection Division

Enclosure

cc: Lee Currey, MDE-TARSA
Melissa Chatham, MDE-TARSA



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Decision Rationale
Total Maximum Daily Loads of
Sediment in the Patapsco River Lower
North Branch Watershed
Baltimore City and Baltimore, Howard, Carroll, and
Anne Arundel Counties, Maryland

Signed

Jon M. Capacasa, Director
Water Protection Division

Date: 9/30/2011

Decision Rationale
Total Maximum Daily Load of
Sediment in the Patapsco River Lower North Branch Watershed
Baltimore City and Baltimore, Howard, Carroll and Anne Arundel Counties, Maryland

I. Introduction

The Clean Water Act (CWA) requires a Total Maximum Daily Load (TMDL) be developed for those waterbodies identified as impaired by the State where technology based and other controls will not provide for attainment of water quality standards. A TMDL is a determination of the amount of a pollutant from point, nonpoint, and natural background sources, including a Margin of Safety (MOS), that may be discharged to a water quality limited waterbody.

This document sets forth the U.S. Environmental Protection Agency's (EPA) rationale for approving the TMDL for sediment in the Patapsco River Lower North Branch (LNB) Watershed. The TMDL was established to address impairments of water quality, caused by sediment, as identified in Maryland's 1996 Section 303(d) List for water quality limited segments. The Maryland Department of the Environment (MDE) submitted the report, *Total Maximum Daily Load of Sediment in the Patapsco River Lower North Branch Watershed, Baltimore City and Baltimore, Howard, Carroll, and Anne Arundel Counties, Maryland*, dated September 2009, to EPA for final review on September 3, 2009. The TMDL in this report addresses the sediment impairment in the Patapsco River LNB Watershed as identified on Maryland's Section 303(d) List. The basin identification for the Patapsco River LNB Watershed is MD-02130906.

EPA's rationale is based on the TMDL Report, Technical Memorandum *Significant Sediment Point Sources in the Patapsco River Lower North Branch Watershed*, and Technical Memorandum *Significant Sediment Nonpoint Sources in the Patapsco River Lower North Branch Watershed*. EPA's review determined that the TMDL meets the following seven regulatory requirements pursuant to 40 CFR Part 130.

1. The TMDL is designed to implement applicable water quality standards.
2. The TMDL includes a total allowable load as well as individual wasteload allocations (WLAs) and load allocations (LAs).
3. The TMDL considers the impacts of background pollutant contributions.
4. The TMDL considers critical environmental conditions.
5. The TMDL considers seasonal environmental variations.
6. The TMDL includes a MOS.
7. The TMDL has been subject to public participation.

In addition, this TMDL considered reasonable assurance that the TMDL allocations assigned to nonpoint sources can be reasonably met.

II. Summary

The TMDL specifically allocates the allowable sediment loading to the Patapsco River LNB watershed. There are 12 permitted process water point sources and 58 permitted stormwater point sources of sediment which are included in the WLA. The fact that the TMDL does not assign WLAs to any other sources in the watershed should not be construed as a determination by either EPA or MDE that there are no additional sources in the watershed that are subject to the National Pollutant Discharge Elimination System (NPDES) program. In addition, the fact that EPA is approving this TMDL does not mean that EPA has determined whether some of the sources discussed in the TMDL, under appropriate conditions, might be subject to the NPDES program. The sediment TMDL is presented as an average annual load in tons per year because it was calculated so as to not cause any sediment related impacts to aquatic health. The long term daily sediment TMDL is presented in tons per day. The calculation of the long term maximum daily TMDLs is explained in Appendix C of the TMDL report. The average annual Patapsco River LNB Watershed TMDL is summarized in Table 1. The TMDL is the sum of the LAs, NPDES Stormwater WLA, Process Water WLA, and MOS. The LAs include nonpoint source loads generated within the Patapsco River LNB Watershed and upstream loads from the South Branch Patapsco River watershed. The long term daily TMDL is presented in Table 2. Individual annual and maximum daily WLAs for permitted point sources is provided in Table 3.

Table 1. Patapsco River LNB Watershed Average Annual TMDL of Sediment/TSS (ton/yr)

TMDL (ton/yr)	=	LA			+	WLA			+	MOS	
		LA _{sb} ¹	+	LA _{pr}		NPDES Stormwater WLA _{pr}	+	Process Water WLA _{pr}			
35,244.2	=	15,019.4	+	7,160.4	+	13,052.9	+	11.5	+	Implicit	
		Upstream Load Allocation		Patapsco River Lower North Branch TMDL Contribution							

¹Although, for the purpose of this analysis, the upstream load is referred to as an LA, it could include loads from upstream point and nonpoint sources.

Table 2. Patapsco River LNB Watershed Maximum Daily Loads of Sediment/TSS (ton/day)

MDL (ton/day)	=	LA			+	WLA			+	MOS	
		LA _{sb} ¹	+	LA _{pr}		NPDES Stormwater WLA _{pr}	+	Process Water WLA _{pr}			
1,374.2	=	585.7	+	279.3	+	509.1	+	0.1	+	Implicit	
		Upstream Load Allocation		Patapsco River Lower North Branch MDL Contribution							

¹Although for the purpose of this analysis the upstream load is referred to as an LA, it could include loads from upstream point and nonpoint sources.

**Table 3. Wasteload Allocations for Permitted Point Sources
in the Patapsco River LNB Watershed**

Permitted Point Source	NPDES Permit Number	TMDL Long-Term Average Annual Load (tons/year)	Maximum Daily Load (tons/day)
Hernwood Landfill - Northern Site	MD0063924	0.36	0.002
Kop-Flex, Inc.	MD0069094	0.13	0.001
SHA - Hanover Complex	MD0069469	0.01	0.0001
Machado Construction Company, Inc.	MD0054585	0.18	0.001
MES - Holiday Mobile Estates WWTP	MD0053082	3.8	0.032
MES - Woodstock Job Corps Wastewater	MD0023906	2.28	0.019
Lafarge - Marriottsville Quarry	MDG490220	1.48	0.008
Jones Quarries	MDG499703	0.05	0.0003
The Belle Grove Corporation	MDG499741	2.51	0.014
The Belle Grove Corporation- Thomas Avenue	MDG499743	0.29	0.002
Rockville Fuel & Feed Company- Plant 5	MDG499770	0.37	0.002
Vinci Pit #1	MDG499881	0.05	0.0003
Anne Arundel County Phase I MS4	MD0068306	1,490.00	58.11
Baltimore County Phase I MS4	MD0068314	3,942.10	153.74
Baltimore City Phase I MS4	MD0068292	456.9	17.82
Howard County Phase I MS4	MD0068322	2,634.30	102.74
Carroll County Phase I MS4	MD0068331	5.2	0.20
SHA Phase I MS4	MD0068276	1,278.60	49.87
Other NPDES Regulated Stormwater ¹	N/A	3,245.80	126.59

¹A complete list of these permitted point sources can be found in Table 4 below.

Table 4. Other MDE NPDES Regulated Stormwater

Permit No.	Facility Name
02SW0022	William T. Burnett & Company
02SW0023	C. R. Daniels, Inc.
02SW0283	American Metaseal
02SW0288	Bond Transfer Company, Inc.
02SW0452	Edrich Lumber Inc.
02SW0467	R. W. Bozel Transfer, Inc.
02SW0559	ABF Freight System, Inc.
02SW0583	Woodlawn Motor Coach - Catonsville
02SW0592	Roadway Express, Inc.
02SW0616	PJAX, Inc.
02SW0619	Waste Management of Maryland - Baltimore
02SW0737	Recovermat Mid-Atlantic
02SW0746	U.S. Postal Service - Halethorpe VMF
02SW0876	Waco Products, Inc.
02SW0881	Mayer Brothers, Inc.
02SW0956	J. W. Treuth & Sons, Inc.
02SW0985	UPS Ground Freight - Elkridge
02SW0990	Superior Carriers, Inc.
02SW0992	Hanson Pipe & Products, Inc.
02SW0996	Belt's Distribution Center
02SW0997	BPG Hotel Partners XT, LLC
02SW1192	DHL Express USA - Linthicum
02SW1256	Maryland Recycle Co. of Elkridge, Inc.
02SW1273	Wilkins-Rogers, Inc.
02SW1291	Baltimore Regional Yard Debris Composting
02SW1358	Ward Trucking Corporation - Baltimore Terminal
02SW1438	Howard County - Mayfield Facility
02SW1446	Calton Cars & Parts
02SW1489	Big Boy's Rigging Service, LLC
02SW1500	B & W Optical Company, Inc.
02SW1576	Hartman Machine Service
02SW1590	MES Tire Recycling Facility
02SW1607	Majestic Distilling Company, Inc.
02SW1711	MES - BCRRF Western Acceptance
02SW1723	Europarts Express
02SW1742	Parker Hannifin Corporation
02SW1791	Old Dominion Freight Line, Inc.
02SW1830	C-Care, LLC (02/27/03)
02SW1863	Rolling Frito-Lay Sales - Baltimore DC
02SW1914	Halethorpe Industrial, LLC

Permit No.	Facility Name
02SW1915	Machado Construction Company, Inc.
02SW1916	Community College of Baltimore County - Catonsville
02SW1963	Baltimore County Highway Department- Shop 1
02SW1976	Northrop Grumman - Advanced Technology Laboratories
02SW1988	Pullen's Tour Service, Inc.
02SW1999	Captive Plastics, Inc.
02SW2005	Precoat Metals
02SW2019	Baltimore County Public Schools- Arbutus Bus Lot
02SW2051	Aggregate Industries- Baltimore Vehicle Maintenance Facility
02SW2074	Dillon's Bus Service
02SW2079	WM Recycle America of Elkridge

The TMDL is a written plan established to ensure that a waterbody will attain and maintain water quality standards. The TMDL is a scientifically based strategy that considers current and foreseeable conditions, the best available data, and accounts for uncertainty with the inclusion of a MOS value. The option is always available to refine the TMDL for resubmittal to EPA for approval if environmental conditions, new data, or the understanding of the natural processes change more than what was anticipated by the MOS.

III. Background

The Patapsco River LNB Watershed comprises the downstream portions of the nontidal Patapsco River located in the Patapsco River sub-basin of the Chesapeake Bay watershed. The watershed covers 118 square miles and is located within portions of Baltimore, Howard, Carroll, and Anne Arundel Counties and Baltimore City. Approximately, 0.1 percent of the total watershed area is covered by water; land use within the watershed consists mostly of urban and forest land use.

The Patapsco River LNB Watershed (MD-02130906) was included on Maryland's 2008 §303(d) list as impaired by metals--Chromium, Arsenic, Cadmium, Copper, Mercury, Nickel, Lead, Selenium, and Zinc (1996); metals--Lead and Copper (2006, Herbert Run); sediments (1996); nutrients--Phosphorus (1996); bacteria (2002 and 2008); Polychlorinated Biphenyls (PCBs) in fish tissue (2008); and impacts to biological communities (2006). A nutrient Water Quality Analysis (WQA) was approved by EPA in 2009 and a bacteria TMDL was approved by EPA in 2009. The 2010 Integrated Report included the results of a stressor identification analysis for the listing for impacts to biological communities. The stressor analysis indicates that Total Suspended Solids (TSS), chlorides, and sulfates are major stressors affecting biological integrity. This TMDL addresses the sediment impairment only.

The designated use of the Patapsco River LNB and its tributaries is Use I (Water Contact Recreation, and Protection of Non-tidal Warmwater Aquatic Life), except for Brice Run, which is designated as Use III (Non-tidal Coldwater) (COMAR 2008a,b,c). The objective of the

TMDL is to ensure that there will be no sediment impacts affecting aquatic health, thereby establishing a sediment load that supports the Use I/III designations for the Patapsco River LNB watershed. Currently, in Maryland, there are no specific numeric criteria that quantify the impact of sediment on the aquatic life of nontidal stream systems. Therefore, to determine whether aquatic life is impacted by elevated sediment loads, MDE's *Biological Stressor Identification* (BSID) methodology was applied.

A Biological Stressor Identification (BSID) analysis has determined that the biological impairment is due in part to flow/sediment related stressors. The analysis identified the following stressors within the sediment and habitat parameter groupings as having a statistically significant association with impaired biological communities at the respective percentage of degraded sites: channelization (41%), channel alteration (moderate to poor: 59%; poor: 29%), and bar formation (extensive: 28%; moderate: 58%). Overall, sediment and flow stressors within the sediment and habitat parameter groupings were identified at approximately 70 percent and 41 percent, respectively, of the degraded sites throughout the watershed. Therefore, since sediment is identified as a stressor to the biological communities in the Patapsco LNB Watershed, a TMDL is required.

CWA Section 303(d) and its implementing regulations require that TMDLs be developed for waterbodies identified as impaired by the State where technology based and other required controls do not provide for attainment of water quality standards. The sediment TMDL submitted by MDE is designed to allow for the attainment of the designated uses and to ensure that there will be no sediment impacts affecting aquatic health in the Maryland 8-digit Patapsco River LNB Watershed. Refer to Tables 1 and 2 above for a summary of allowable loads.

For this TMDL analysis, a total of 35 water quality monitoring stations were used to characterize the Patapsco River LNB Watershed. The BSID analysis used 16 biological/physical habitat monitoring stations from the Maryland Department of Natural Resources (DNR) Maryland Biological Stream Survey (MBSS) data collected between 2000 and 2004 because it provides a broad spectrum of paired data variables, which allow for a more comprehensive stressor analysis. Additionally, two biological monitoring stations from the Maryland Core/Trend monitoring network were applied within the TMDL analysis as well.

The computational framework chosen for the Patapsco River LNB watershed TMDL was the Chesapeake Bay Program Phase 5 (CBP P5) watershed model target *edge-of-field* (EOF) land use sediment loading rate calculations combined with a *sediment delivery ratio*. The *edge-of-stream* (EOS) sediment load is calculated per land use as a product of the land use area, land use target loading rate, and loss from the EOF to the main channel. The spatial domain of the CBP P5 watershed model segmentation aggregates to the Maryland 8-digit watersheds, which is consistent with the impairment listing.

The Patapsco River LNB watershed was evaluated using two watershed TMDL segments. TMDL Segment 1 represents the sediment loads generated in the northwestern portion of the watershed, which includes upstream load from the South Branch Patapsco River. TMDL Segment 2 represents the sediment loads generated in the southeastern portion of the watershed.

TMDL allocations were developed for TMDL Segments 1 and 2 and the South Branch Patapsco River watershed independently. DNR Core/Trend monitoring data demonstrates that the Patapsco River LNB mainstem exhibits good aquatic health conditions. Based on this information, it was concluded that sediment loads from TMDL Segment 1 do not have a negative impact on the aquatic health of the Patapsco River LNB mainstem; and, therefore, will be given an informational allocation equivalent to its baseline load. The long-term average annual TMDL was calculated for TMDL Segment 2. In order to attain the TMDL loading cap calculated for the segment, reductions will be applied to the predominant controllable sources.

The nonpoint source and NPDES stormwater baseline sediment loads generated within the Patapsco River LNB watershed are calculated as the sum of corresponding land use EOS loads within the watershed and represent a long-term average loading rate. Individual land use EOS loads are calculated as the product of the land use area, land use target loading rate, and loss from the EOF to the main channel. The loss from the EOF to the main channel is the *sediment delivery ratio* and is defined as the ratio of the sediment load reaching a basin outlet to the total erosion within the basin. A *sediment delivery ratio* is estimated from each land use type based on the proximity of the land use to the main channel. Thus, as the distance to the main channel increases, more sediment is stored within the watershed (i.e., *sediment delivery ratio* increases).

In order to quantify the impact of sediment on the aquatic health of the Patapsco River LNB watershed, a reference watershed approach was used and resulted in the establishment of a sediment loading threshold for watershed within the Highland and Piedmont physiographic regions. Nine reference watersheds were selected from the Highland/Piedmont region. To reduce the variability when comparing watersheds within and across regions, the watershed sediment loads are normalized by a constant background condition, the all forested watershed condition. The new normalized load, defined as the *forest normalized sediment load* represents how many times greater the current watershed sediment load is than the all *forested sediment load*. The *forest normalized sediment load* is calculated as the current watershed sediment load divided by the *all forested sediment load*. The reference watershed *forest normalized sediment load* was calculated as 3.3 and 4.2 for the median and 75th percentile, respectively. The 3.3 median value was selected as the *sediment loading threshold* to develop the TMDL as an environmentally conservative approach. The *forest normalized sediment load* for the Patapsco River LNB watershed (estimated as 2.8 and 3.9 for TMDL Segments 1 and 2, respectively) was calculated using CBP P5 land use, to best represent current conditions. Only TMDL segment 2 exceeds the *forest normalized reference sediment load* (also referred to as the *sediment loading threshold*), indicating that it is receiving loads that are above the maximum allowable load that it can sustain and still meet water quality standards. The allowable load for the impaired watershed is calculated as the product of the *sediment loading threshold* (determined from watersheds with healthy biological community) and the Patapsco River LNB *all forested sediment load*.

The current total sediment load from the Patapsco River LNB watershed is 37,728.1 tons per year. An overall reduction of 6.6 percent from current estimated loads was required to meet the TMDL allocation and Maryland's water quality standards. The sediment TMDL for the Patapsco River LNB watershed was calculated to be 35,244.2 tons per year. Section 4.0 of the TMDL Report provides a thorough description of the CBP P5 model and calculations.

IV. Discussion of Regulatory Conditions

EPA finds that MDE has provided sufficient information to meet all seven of the basic requirements for establishing a sediment TMDL for the Patapsco River LNB watershed. EPA therefore approves this sediment TMDL for the Patapsco River LNB watershed. This approval is outlined below according to the seven regulatory requirements.

1) The TMDLs are designed to implement applicable water quality standards.

Water Quality Standards consist of three components: designated and existing uses; narrative and/or numerical water quality criteria necessary to support those uses; and an anti-degradation statement. The Surface Water Use Designation for the Patapsco River LNB and its tributaries is Use I: *Water Contact Recreation and Protection of Non-tidal Warm Water Aquatic Life*, except for Brice Run, which is designated as Use III: *Non-tidal Cold Water* (COMAR, 2008a,b,c). A nutrient Water Quality Analysis (WQA) was approved by EPA in 2009 and a bacteria TMDL was approved by EPA in 2009.

Maryland does not currently have numeric criteria for sediments. Therefore, to determine whether aquatic life is impacted by elevated sediment loads, MDE's BSID methodology was applied. The results of the BSID analysis for the Patapsco River LNB watershed determined that the biological communities are likely impaired due to flow/sediment related stressors. The degradation of biological communities in the watershed is strongly associated with urban land use and its concomitant effects.

Reductions in sediment loads are expected to result from decreased watershed and streambed erosion, which will then lead to improved benthic and fish habitat conditions. Specifically, sediment load reductions are expected to result in an increase in the number of benthic sensitive species present, an increase in the available and suitable habitat for a benthic community, a possible decrease in fine sediment (fines), and improved stream habitat diversity, all of which will result in improved water quality.

The objective of this TMDL is to ensure that there will be no sediment impacts affecting aquatic health, thereby establishing a sediment load that supports the Use I/III designations for the Patapsco River LNB watershed. EPA believes this is a reasonable and appropriate water quality goal.

2) The TMDLs include a total allowable load as well as individual wasteload allocations and load allocations.

Total Allowable Load

EPA regulations at 40 CFR §130.2(i) state *that the total allowable load shall be the sum of individual WLAs for point sources, LAs for nonpoint sources, and natural background concentrations.* The TMDL for sediment for the Lower Patapsco LNB watershed is consistent

with 40 CFR §130.2(i) because the total loads provided by MDE equal the sum of the individual WLAs for point sources and the land based LAs for nonpoint sources. Pursuant to 40 CFR §130.6 and §130.7(d)(2), this TMDL and the supporting documentation should be incorporated into Maryland's current water quality management plan.

TMDL allocations were developed for TMDL Segments 1 and 2 independently. The TMDL Segment 1 (which includes the loading from the South Patapsco River watershed) allocation is equivalent to its baseline conditions and is considered informational. As described in Section 2.4 of the TMDL, monitoring data demonstrates that the Patapsco River LNB mainstem exhibits good aquatic health conditions. Based on this information, it was concluded that sediment loads from this TMDL segment do not have a negative impact on the aquatic health of the Patapsco River LNB mainstem and, therefore, will be given an informational allocation equivalent to its baseline load.

Only TMDL Segment 2 was determined to be impaired. The long-term average annual TMDL was calculated for TMDL Segment 2 and was set at a load 3.3 times the all-forested condition. This load is considered the maximum allowable load the watershed can assimilate and still attain water quality standards. The sediment TMDL and allocations are presented as mass loading rates of tons per year for the average annual load and tons per day for the long term daily load. Expressing TMDLs as annual and daily mass loading rates is consistent with Federal regulations at 40 CFR §130.2(i), which states that TMDLs can be expressed in terms of either mass per time, toxicity, or other appropriate measure. The average annual and long term daily sediment TMDLs are presented in Tables 1 and 2, respectively.

The total TMDL for both segments (35,244.2 tons/year) represent a total reduction of 6.6 percent. In order to attain the TMDL loading cap calculated for the watershed, reductions were applied to the only predominant controllable source identified within the watershed. Urban land was identified as the only predominant controllable source in the watershed at 69 percent of the total watershed sediment load. Thus, reductions were only applied to this source.

Load Allocations

The TMDL summary in Table 1 contains the LA for the Patapsco River LNB watershed. According to Federal regulations at 40 CFR §130.2(g), LAs are best estimates of the loading, which may range from reasonably accurate estimates to gross allotments, depending on the availability of data and appropriate techniques for predicting the loading. Wherever possible, natural and nonpoint source loadings should be distinguished.

Maryland conducted a source assessment in order to estimate the contributions of cropland, extractive land, forest, pasture, and urban to the overall nonpoint source loadings. Table 4 of the TMDL Report provides a breakdown of the existing annual sediment load from the five source categories (cropland, pasture, urban, extractive land, and forest). A similar breakdown was developed for the allocations, which are shown in Table 1 of the Technical Memorandum, "Significant Sediment Nonpoint Sources in the Patapsco River Lower North Branch Watershed" which was submitted as part of the final TMDL report.

Wasteload Allocations

There are 70 permitted point sources in this watershed and the permits can be grouped into two categories, process water and stormwater. There are 12 process water permits and 58 NPDES Phase I or Phase II stormwater permits, including the MDE General Permit to Construct. As discussed above, reductions were only applied to those sources in TMDL Segment 2; monitoring data shows that sediment loads from TMDL Segment 1 exhibits good aquatic health conditions. The WLAs for the process water permits are calculated based on the TSS limits (average monthly or weekly concentration values) and corresponding flow. The total estimated TSS load from all of the process sources are based on current permit limits and is equal to 11.5 ton/yr. No reductions were applied to this source, since such controls would produce no discernable water quality benefit because they comprise just 0.03 percent of the total watershed sediment load.

The stormwater permits identified throughout the Patapsco River LNB watershed are regulated based on Best Management Practices (BMPs) and do not include TSS limits. In the absence of TSS limits, the NPDES regulated stormwater load is calculated using CBP P5.2 urban sediment EOF target values. The Patapsco River NPDES stormwater WLA is based on reductions applied to the sediment load from the urban land use in the watershed and may include legacy or other sediment sources. Some of these sources may also be subject to controls from other management programs.

See Tables 3 and 4 above for a list of facilities that have been assigned WLAs.

Federal regulations at 40 CFR §122.44(d)(1)(vii)(B) require that, for an NPDES permit for an individual point source, the effluent limitations must be consistent with the assumptions and requirements of any available WLA for the discharge prepared by the State and approved by EPA. There is no express or implied statutory requirement that effluent limitations in NPDES permits necessarily be expressed in daily terms. The CWA definition of “effluent limitation” is quite broad (effluent limitation is “any restriction on quantities, rates, and concentrations of chemical, physical, biological, and other constituents which are discharged from point sources ...”). See CWA 502(11). Unlike the CWA’s definition of TMDL, the CWA definition of “effluent limitation” does not contain a “daily” temporal restriction. NPDES permit regulations do not require that effluent limits in permits be expressed as maximum daily limits or even as numeric limitations in all circumstances, and such discretion exists regardless of the time increment chosen to express the TMDL. For further guidance, refer to Benjamin H. Grumbles memo (November 15, 2006) titled *Establishing TMDL Daily Loads in Light of the Decision by the U.S. Court of Appeals for the D.C. Circuit in Friends of the Earth, Inc. v. EPA, et al., No. 05-5015 (April 25, 2006) and implications for NPDES Permits.*

EPA has authority to object to the issuance of an NPDES permit that is inconsistent with WLAs established for that point source. It is expected that MDE will require periodic monitoring of the point source(s), through the NPDES permit process, in order to monitor and determine compliance with the TMDL’s WLAs. Based on the foregoing, EPA has determined that the TMDLs are consistent with the regulations and requirements of 40 CFR Part 130.

3) *The TMDLs consider the impacts of background pollutant contributions.*

The TMDLs consider the impact of background pollutants by considering the sediment load from natural sources such as forested land. The CBP P5 model also considers background pollutant contributions by incorporating all land uses.

4) *The TMDLs consider critical environmental conditions.*

EPA regulations at 40 CFR §130.7(c)(1) require TMDLs to account for critical conditions for stream flow, loading, and water quality parameters. The intent of the regulations is to ensure that: (1) the TMDLs are protective of human health, and (2) the water quality of the waterbodies is protected during the times when they are most vulnerable. Critical conditions are important because they describe the factors that combine to cause a violation of water quality standards and will help in identifying the actions that may have to be undertaken to meet water quality standards¹. Critical conditions are a combination of environmental factors (e.g., flow, temperature, etc.), which have an acceptably low frequency of occurrence. In specifying critical conditions in the waterbody, an attempt is made to use a reasonable worst-case scenario condition.

The biological monitoring data used to determine the reference watersheds reflect the impacts of stressors (i.e., sediment impacts to stream biota) over the course of time; and, therefore, depict an average stream condition (i.e., captures all high and low flow events). Since the TMDL endpoint is based on the median of forest normalized loads from watersheds assessed as having good biological conditions (i.e., passing Maryland's biocriteria), by the nature of the biological data described above, it must inherently include the critical conditions of the reference watersheds. Therefore, since the TMDL reduces the watershed sediment load to a level compatible with that of the reference watersheds, critical conditions are inherently addressed.

5) *The TMDLs consider seasonal environmental variations.*

In the Patapsco River LNB watershed sediment TMDL, seasonality is captured in two components. First, it is implicitly included through the use of the biological monitoring data as biological communities reflect the impact of stressors over time, as described above. Second, the MBSS dataset included benthic sampling in the spring (March 1 - April 30) and fish sampling in the summer (June 1 - September 30). Benthic sampling in the spring allows for the most accurate assessment of the benthic population, and therefore provides an excellent means of assessing the anthropogenic effects of sediment impacts on the benthic community. Fish sampling is conducted in the summer when low flow conditions significantly limit the physical habitat of the fish community; and it is, therefore, most reflective of the effects of anthropogenic stressors as well.

¹ EPA memorandum regarding EPA Actions to Support High Quality TMDLs from Robert H. Wayland III, Director, Office of Wetlands, Oceans, and Watersheds to the Regional Management Division Directors, August 9, 1999.

6) *The TMDLs include a Margin of Safety.*

The requirement for a MOS is intended to add a level of conservatism to the modeling process in order to account for uncertainty. Based on EPA guidance, the MOS can be achieved through two approaches. One approach is to reserve a portion of the loading capacity as a separate term, and the other approach is to incorporate the MOS as part of the design conditions. MDE has adopted an implicit MOS for this TMDL. The estimated variability around the reference watershed group used in the analysis accounts for such uncertainty. Analysis of the reference group's forest normalized sediment loads indicates that approximately 75 percent of the reference watersheds have a value of less than 4.2, and that 50 percent of the reference watersheds have a value of less than 3.3. Based on this analysis, the forest normalized reference sediment load was set at the median value of 3.3. This is considered an environmentally conservative estimate, since 50 percent of the reference watersheds have a load above this value, which when compared to the 75 percent value, results in an implicit MOS of approximately 18 percent.

7) *The TMDLs have been subject to public participation.*

MDE provided an opportunity for public review and comment on the sediment TMDL for the Patapsco River LNB watershed. The public review and comment period was open from May 21, 2009 through June 19, 2009. MDE received two sets of written comments; these comments were considered and addressed appropriately.

A letter was sent to the U.S. Fish and Wildlife Service pursuant to Section 7(c) of the Endangered Species Act, requesting the Service's concurrence with EPA's findings that approval of this TMDL does not adversely affect any listed endangered and threatened species, and their critical habitats.

V. Discussion of Reasonable Assurance

EPA requires that there be a reasonable assurance that the TMDLs can be implemented. WLAs will be implemented through the NPDES permit process. According to 40 CFR §122.44(d)(1)(vii)(B), the effluent limitations for an NPDES permit must be consistent with the assumptions and requirements of any available WLA for the discharge prepared by the State and approved by EPA. Furthermore, EPA has the authority to object to issuance of an NPDES permit that is inconsistent with WLAs established for that point source.

Maryland has several well established programs to draw upon including the Water Quality Improvement Act of 1998 (WQIA) and the Federal Nonpoint Source Management Program (§319 of the Clean Water Act). Potential funding sources available for local governments for implementation include the State Water Quality Revolving Loan Fund and the Stormwater Pollution Cost Share Program.

Nonpoint source controls to achieve LAs will be implemented in an iterative process that places priority on those sources having the largest impact on water quality, with consideration

given to ease of implementation and cost. Potential BMPs for reducing sediment loads and resulting impacts can be grouped into two general categories. The first is directed toward agricultural lands and the second is directed toward urban (developed) lands.

Since urban land was identified as the only predominant controllable source of sediment within the watershed (i.e., 69 percent of the total Patapsco River LNB Baseline Sediment Load), the entirety of the required sediment reductions within the Patapsco River LNB watershed are attributed to urban (developed) land use. The BMPs applicable to reducing urban sediment loads are discussed in detail in Section 5 of the TMDL report. Implementation is expected to occur primarily via the Phase I MS4 permitting process for medium and large municipalities, specifically, in this watershed, the current Anne Arundel County, Baltimore County, Baltimore City, and Howard County Phase I MS4 permits, which requires each jurisdiction to retrofit 10 percent of its existing impervious area within a permit cycle, or five years.

For the implementation of the WLA stormwater component, MDE estimates that future stormwater retrofits will have a 65 percent reduction efficiency for TSS, which is subject to change over time. Additionally, any new development in the watershed will be subject to the Stormwater Management Act of 2007, and will be required to use environmental site design to the maximum extent practicable.

In summary, through the use of the aforementioned funding mechanisms and BMPs, there is reasonable assurance that this TMDL can be implemented.