FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION

Division of Environmental Assessment and Restoration, Bureau of Watershed Restoration

NORTHEAST DISTRICT • LOWER ST. JOHNS BASIN

Final TMDL Report

Fecal Coliform TMDL for Miller Creek, WBID 2287

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http://www.dep.state.fl.us/legal/Rules/shared/62-303/62-303.pdf
STORET Program
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2008 305(b) Report
http://www.dep.state.fl.us/water/docs/2008_Integrated_Report.pdf
Criteria for Surface Water Quality Classifications
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Basin Status Report for the Lower St. Johns Basin
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U.S. Environmental Protection Agency

Region 4: Total Maximum Daily Loads in Florida

http://www.epa.gov/region4/water/tmdl/florida/

National STORET Program

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Chapter 1: INTRODUCTION

1.1 Purpose of Report

This report presents the Total Maximum Daily Load (TMDL) for fecal coliform for Miller Creek in the North Mainstem Planning Unit of the Lower St. Johns Basin. The creek has been verified as impaired for fecal coliform, and was included on the Verified List of impaired waters for the Lower St. Johns Basin that was adopted by Secretarial Order in May 2004. This TMDL establishes the allowable loadings to Miller Creek that would restore the waterbody so that it meets its applicable water quality criterion for fecal coliform.

1.2 Identification of Waterbody

Miller Creek, located in Duval County in northeast Florida, drains an area of approximately 0.98 square miles (mi^2). It is a direct tributary of the St. Johns River (**Figures 1.1** and **1.2**). The creek is approximately 1.27 miles long and is a second-order stream. The Miller Creek watershed is situated within the Jacksonville city limits, in the central portion of Duval County, on the south side of the St. Johns River. Interstate 95 (I-95) crosses the southern end of the WBID. Additional information about the creek's hydrology and geology are available in the Basin Status Report for the Lower St. Johns Basin (Florida Department of Environmental Protection [Department], 2004).

For assessment purposes, the Department has divided the Lower St. Johns Basin into water assessment polygons with a unique **w**ater**b**ody **id**entification (WBID) number for each watershed or stream reach. Miller Creek consists of one segment, WBID 2287 (**Figure 1.2**), which this TMDL addresses.

Miller Creek is part of the North Mainstem Planning Unit. Planning units are groups of smaller watersheds (WBIDs) that are part of a larger basin unit, in this case the Lower St. Johns Basin. The North Mainstem Planning Unit consists of 51 WBIDs. **Figure 1.3** shows the location of these WBIDs, Miller Creek's location in the planning unit, and a list of the other WBIDs in the planning unit.

Figure 1.1. Location of Miller Creek, WBID 2287, and Major Geopolitical Features in the Lower St. Johns Basin

Figure 1.2. Overview of Miller Creek, WBID 2287

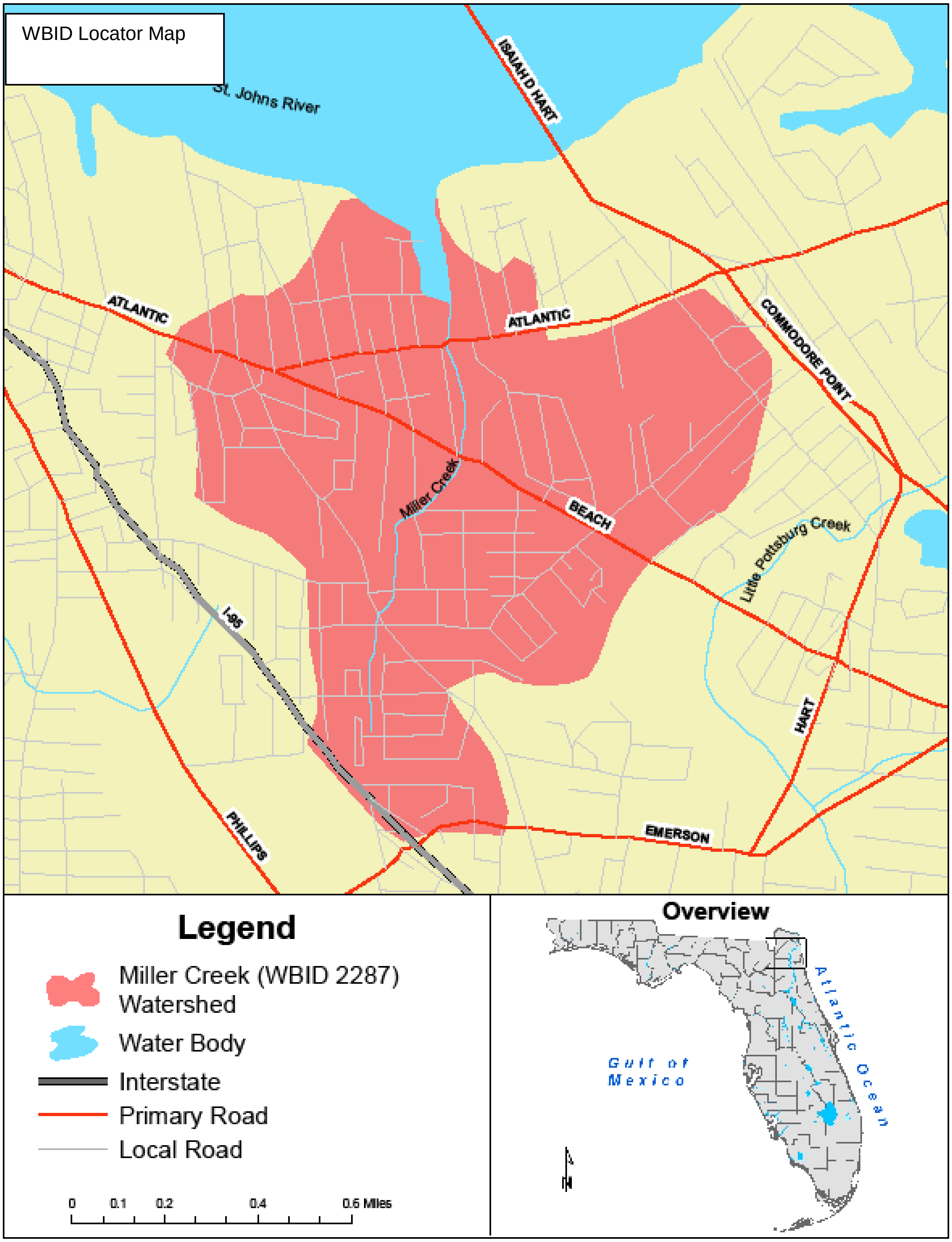
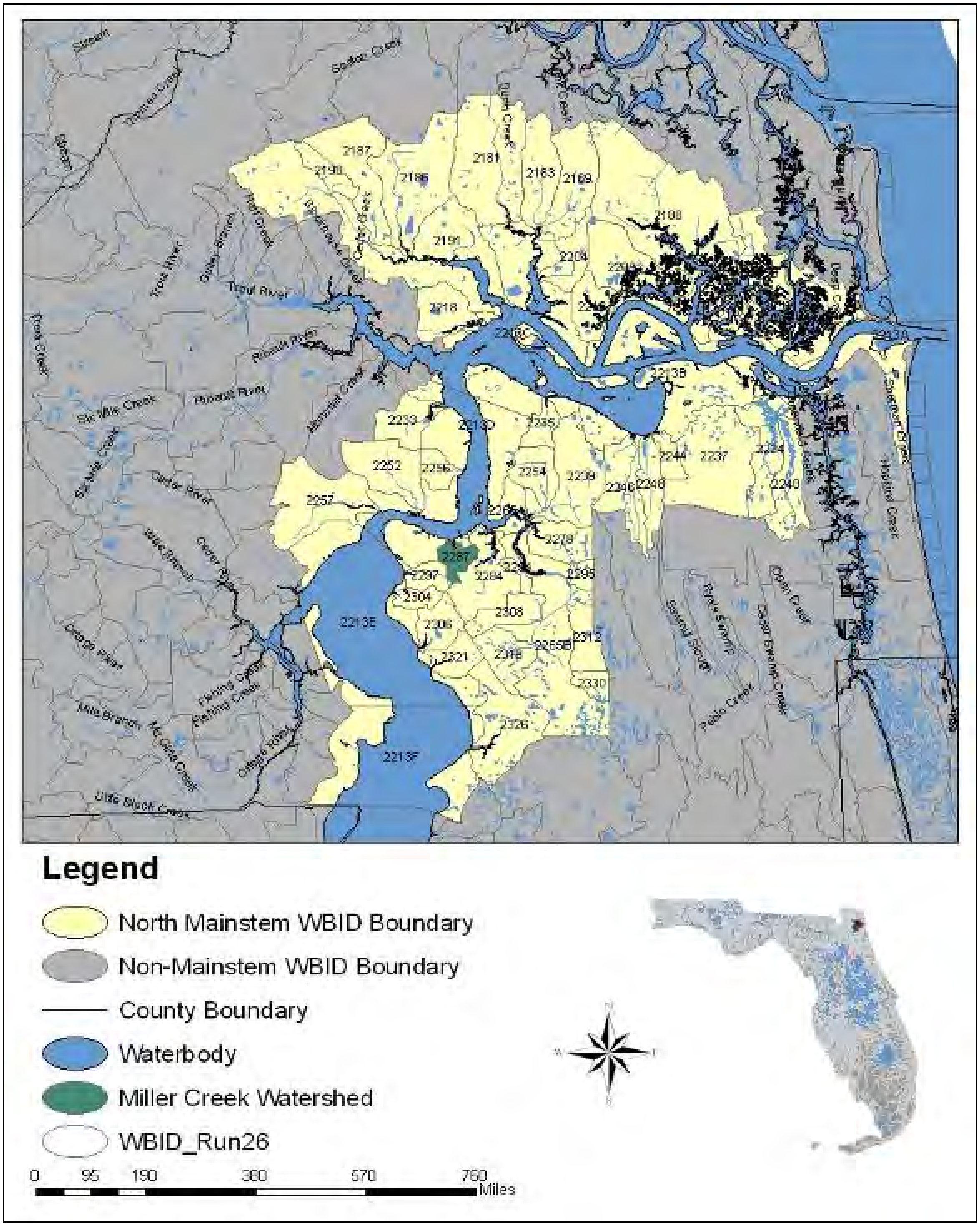


Figure 1.3. WBIDs in the North Mainstem Planning Unit

WBID	Waterbody Name
2181	Dunn Creek
2191	Broward River
2203	Trout River
2204	Terrapin Creek
2207	Blockhouse Creek
2210	West Branch
2213P	Ortega River
2220	Nine Mile Creek
2224	Ribault River
2227	Sherman Creek
2228	Moncrief Creek
2232	Sixmile Reach
2233	Long Branch
2235	New Castle Creek
2238	Little Sixmile Creek
2239	Strawberry Creek
2240	Greenfield Creek
2244	Cow Head Creek
2246	Jones Creek
2248	Gin House Creek
2249B	McGrits Creek
2249A	Ortega River
2252	Hogan Creek
2254	Red Bay Branch
2256	Deer Creek
2257	McCoy Creek
2262	Cedar River
2265B	Potsburg Creek
2266	Hopkins Creek
2270	Hogpen Creek
2278	Silversmith Creek
2280	Big Fishwier Creek
2282	Wills Branch
2284	Little Potsburg Creek
2287	Miller Creek
2297	Craig Creek
2299	Open Creek
2304	Miramar Creek
2306	New Rose Creek
2316	Williamson Creek
2321	Christopher Branch
2322	Butcher Pen Creek
2324	Fishing Creek
2326	Goobys
2351	Julington Creek
2356	Big Davis Creek
2361	Deep Bottom Creek
2365	Durbin Creek
2370	Oldfield Creek
2381	Cormorant Branch
2385	Mandarin Drain



1.3 Background

This report was developed as part of the Department's watershed management approach for restoring and protecting state waters and addressing TMDL Program requirements. The watershed approach, which is implemented using a cyclical management process that rotates through the state's 52 river basins over a 5-year cycle, provides a framework for implementing the TMDL Program–related requirements of the 1972 federal Clean Water Act and the 1999 Florida Watershed Restoration Act (FWRA) (Chapter 99-223, Laws of Florida).

A TMDL represents the maximum amount of a given pollutant that a waterbody can assimilate and still meet water quality standards, including its applicable water quality criteria and its designated uses. TMDLs are developed for waterbodies that are verified as not meeting their water quality standards. They provide important water quality restoration goals that will guide restoration activities.

This TMDL report will be followed by the development and implementation of a Basin Management Action Plan, or BMAP, to reduce the amount of fecal coliform that caused the verified impairment of Miller Creek. These activities will depend heavily on the active participation of the St. Johns River Water Management District (SJRWMD), city of Jacksonville, Jacksonville Electric Authority (JEA), local businesses, and other stakeholders. The Department will work with these organizations and individuals to undertake or continue reductions in the discharge of pollutants and achieve the established TMDLs for impaired waterbodies.

Chapter 2: DESCRIPTION OF WATER QUALITY PROBLEM

2.1 Statutory Requirements and Rulemaking History

Section 303(d) of the federal Clean Water Act requires states to submit to the U.S. Environmental Protection Agency (EPA) a list of surface waters that do not meet applicable water quality standards (impaired waters) and establish a TMDL for each pollutant causing impairment of these waters on a schedule. The Department has developed such lists, commonly referred to as 303(d) lists, since 1992. The list of impaired waters in each basin, referred to as the Verified List, is also required by the FWRA (Subsection 403.067[4], Florida Statutes [F.S.]), and the state's 303(d) list is amended annually to include basin updates.

Florida's 1998 303(d) list included 55 waterbodies and 277 parameters in the Lower St. Johns River Basin. However, the FWRA (Section 403.067, F.S.) stated that all previous Florida 303(d) lists were for planning purposes only and directed the Department to develop, and adopt by rule, a new science-based methodology to identify impaired waters. After a long rule-making process, the Environmental Regulation Commission adopted the new methodology as Chapter 62-303, Florida Administrative Code (F.A.C.) (Identification of Impaired Surface Waters Rule, or IWR), in April 2001; the rule was amended in 2006 and 2007.

2.2 Information on Verified Impairment

The Department used the IWR to assess water quality impairments in Miller Creek and has verified the creek is impaired for fecal coliform based on data in the Department's IWR database. **Tables 2.1** through **2.3** provide summary results for fecal coliform data for the verification period (which for Group 2 waters was January 1, 1996, to June 30, 2003), by month, season, and year, respectively. There is a 75.00 percent overall exceedance rate for fecal coliform in Miller Creek during the verified period. There are a total of 20 samples, ranging from 88 counts per 100 milliliters (counts/100mL) to 200,000 counts/100mL, with 15 samples exceeding the criterion for fecal coliform.

Exceedances occurred in all months in which samples were collected, except for March (**Table 2.1**). January, April, May, and October had exceedance rates between 50 and 75 percent. February, July, August, and December all had 100 percent exceedance rates, while June, September, and November had no samples collected. The sample size for each month is small (if there were any samples at all), with all months having 4 or fewer samples, making further interpretation difficult.

When aggregating data by season, the summer and fall seasons demonstrate the highest percentages of exceedances, as well as the highest (summer) and the lowest (fall) amounts of rainfall (**Table 2.2**). Due to small sample size, it is not clear whether or not exceedances are directly associated with rainfall events, nonpoint sources, point sources, or seasonal variation.

The yearly data indicate that exceedance rates started declining in the last 3 years of the verified period (**Table 2.3**). Sample size is small, ranging from 1 to 4 samples per year, making it difficult to verify potential trends. From the data that are available, the trend shows that exceedances dipped to 75 percent in 1999, returned to 100 percent in 2000, and then gradually dropped to 0.00 percent by 2003.

Historical data were collected at one sampling site during the verified period (January 1, 1996, to June 30, 2003). The samples were taken by the city of Jacksonville, at the Miller Creek at Atlantic Boulevard (21FL JXWQSS1) station. **Section 5.1** discusses sampling stations further.

Table 2.1. Summary of Fecal Coliform Data by Month for the Verified Period (January 1, 1996–June 30, 2003)

Month	N	Minimum	Maximum	Median	Mean	Number of Exceedances	% Exceedances	Mean Precipitation
January	3	88	1,300	1,100	829	2	66.67	2.55
February	1	800	800	800	800	1	100.00	2.82
March	1	112	112	112	112	0	0.00	4.26
April	3	300	5,000	800	2,033	2	66.67	2.79
May	2	280	30,000	15,140	15,140	1	50.00	1.61
June	0	-	-	-	-	-	-	6.18
July	1	16,000	16,000	16,000	16,000	1	100.00	6.36
August	3	800	200,000	2,400	67,733	3	100.00	6.97
September	0	-	-	-	-	-	-	10.01
October	4	270	6,900	2,750	3,168	3	75.00	3.74
November	0	-	-	-	-	-	-	1.81
December	2	612	800	706	706	2	100.00	3.46

- = There were no data for June, September, and November.

Coliform counts are #/100mL.

Exceedances represent values above 400 counts/100mL.

Mean precipitation is for Jacksonville International Airport (JIA) in inches.

Table 2.2. Summary of Fecal Coliform Data by Season for the Verified Period (January 1, 1996–June 30, 2003)

Season	N	Minimum	Maximum	Median	Mean	Number of Exceedances	% Exceedances	Mean Precipitation*
Winter	5	88	1,300	800	800	3	60.00	3.21
Spring	5	280	30,000	800	7,276	3	60.00	3.53
Summer	4	800	200,000	9,200	54,800	4	100.00	7.78
Fall	6	270	6,900	706	2,347	5	83.33	3.00

Coliform counts are #/100mL.

Exceedances represent values above 400 counts/100mL.

Mean precipitation is for JIA in inches.

*Represents a monthly average for that season.

Table 2.3. Summary of Fecal Coliform Data by Year for the Verified Period (January 1, 1996–June 30, 2003)

Year	N	Minimum	Maximum	Median	Mean	Number of Exceedances	% Exceedances	Mean Precipitation
1996	1	5,000	5,000	5,000	5,000	1	100.00	5.05
1997	0	-	-	-	-	-	-	4.77
1998	3	500	30,000	16,000	15,500	3	100.00	4.73
1999	4	270	5,000	1,050	1,843	3	75.00	3.54
2000	4	800	2,400	950	1,275	4	100.00	3.31
2001	4	300	200,000	706	50,428	3	75.00	4.1
2002	3	88	6,900	280	2,423	1	33.33	4.56
2003	1	112	112	112	112	0	0.00	3.71

Table represents years for which data exist.

Coliform counts are #/100mL.

Exceedances represent values above 400 counts/100mL.

Total precipitation is for JIA in inches.

Chapter 3. DESCRIPTION OF APPLICABLE WATER QUALITY STANDARDS AND TARGETS

3.1 Classification of the Waterbody and Criteria Applicable to the TMDL

Florida's surface waters are protected for five designated use classifications, as follows:

Class I	**Potable water supplies**
Class II	**Shellfish propagation or harvesting**
Class III	**Recreation, propagation, and maintenance of a healthy, well-balanced population of fish and wildlife**
Class IV	**Agricultural water supplies**
Class V	**Navigation, utility, and industrial use (there are no state waters currently in this class)**

Miller Creek is a Class III fresh waterbody, with a designated use of recreation, propagation, and maintenance of a healthy, well-balanced population of fish and wildlife. The Class III water quality criterion applicable to the impairment addressed by this TMDL is for fecal coliform.

3.2 Applicable Water Quality Standards and Numeric Water Quality Target

3.2.1 Fecal Coliform Criterion

Numeric criteria for bacterial quality are expressed in terms of fecal coliform bacteria concentrations. The water quality criterion for protection of Class III waters, as established by Chapter 62-302, F.A.C., states the following:

> ***Fecal Coliform Bacteria:***
> *The most probable number (MPN) or membrane filter (MF) counts per 100 mL of fecal coliform bacteria shall not exceed a monthly average of 200, nor exceed 400 in 10 percent of the samples, nor exceed 800 on any one day.*

The criterion states that monthly averages shall be expressed as geometric means based on a minimum of 10 samples taken over a 30-day period. However, there are insufficient data (fewer than 10 samples in a given month) available to evaluate the geometric mean criterion for fecal coliform bacteria. Therefore, the criterion selected for the TMDL is that samples shall not exceed 400 counts/100mL.

Chapter 4: ASSESSMENT OF SOURCES

4.1 Types of Sources

An important part of the TMDL analysis is the identification of pollutant source categories, source subcategories, or individual sources of pollutants in the watershed and the amount of pollutant loading contributed by each of these sources. Sources are broadly classified as either “point sources” or “nonpoint sources.” Historically, the term “point sources” has meant discharges to surface waters that typically have a continuous flow via a discernable, confined, and discrete conveyance, such as a pipe. Domestic and industrial wastewater treatment facilities (WWTFs) are examples of traditional point sources. In contrast, the term “nonpoint sources” was used to describe intermittent, rainfall-driven, diffuse sources of pollution associated with everyday human activities, including runoff from urban land uses, agriculture, silviculture, and mining; discharges from failing septic systems; and atmospheric deposition.

However, the 1987 amendments to the Clean Water Act redefined certain nonpoint sources of pollution as point sources subject to regulation under the EPA’s National Pollutant Discharge Elimination System (NPDES) Program. These nonpoint sources included certain urban stormwater discharges, such as those from local government master drainage systems, construction sites over five acres, and a wide variety of industries (see **Appendix A** for background information on the federal and state stormwater programs).

To be consistent with Clean Water Act definitions, the term “point source” will be used to describe traditional point sources (such as domestic and industrial wastewater discharges) **AND** stormwater systems requiring an NPDES stormwater permit when allocating pollutant load reductions required by a TMDL (see **Section 6.1**). However, the methodologies used to estimate nonpoint source loads do not distinguish between NPDES stormwater discharges and non-NPDES stormwater discharges, and as such, this source assessment section does not make any distinction between the two types of stormwater.

4.2 Potential Sources of Coliform in the Miller Creek Watershed

4.2.1 Point Sources

There are currently no facilities with a permit to discharge wastewater in the Miller Creek watershed (**Figure 4.1**).

Municipal Separate Storm Sewer System Permittees

The city of Jacksonville and the Florida Department of Transportation (FDOT) District 2 are copermittees for a Phase I NPDES municipal separate storm sewer system (MS4) permit (FLS000012) that covers the Miller Creek watershed. FDOT and the cities of Jacksonville, Neptune Beach, and Atlantic Beach share responsibility for the permit.

Figure 4.2 shows the stormwater infrastructure of the watershed. Outfalls represent points where a conveyance of stormwater discharges into a separate stormwater system through a channelized or natural waterway. Inlets are a component of the stormwater system located

Figure 4.1. Permitted Discharge Facilities in the Miller Creek Watershed, WBID 2287

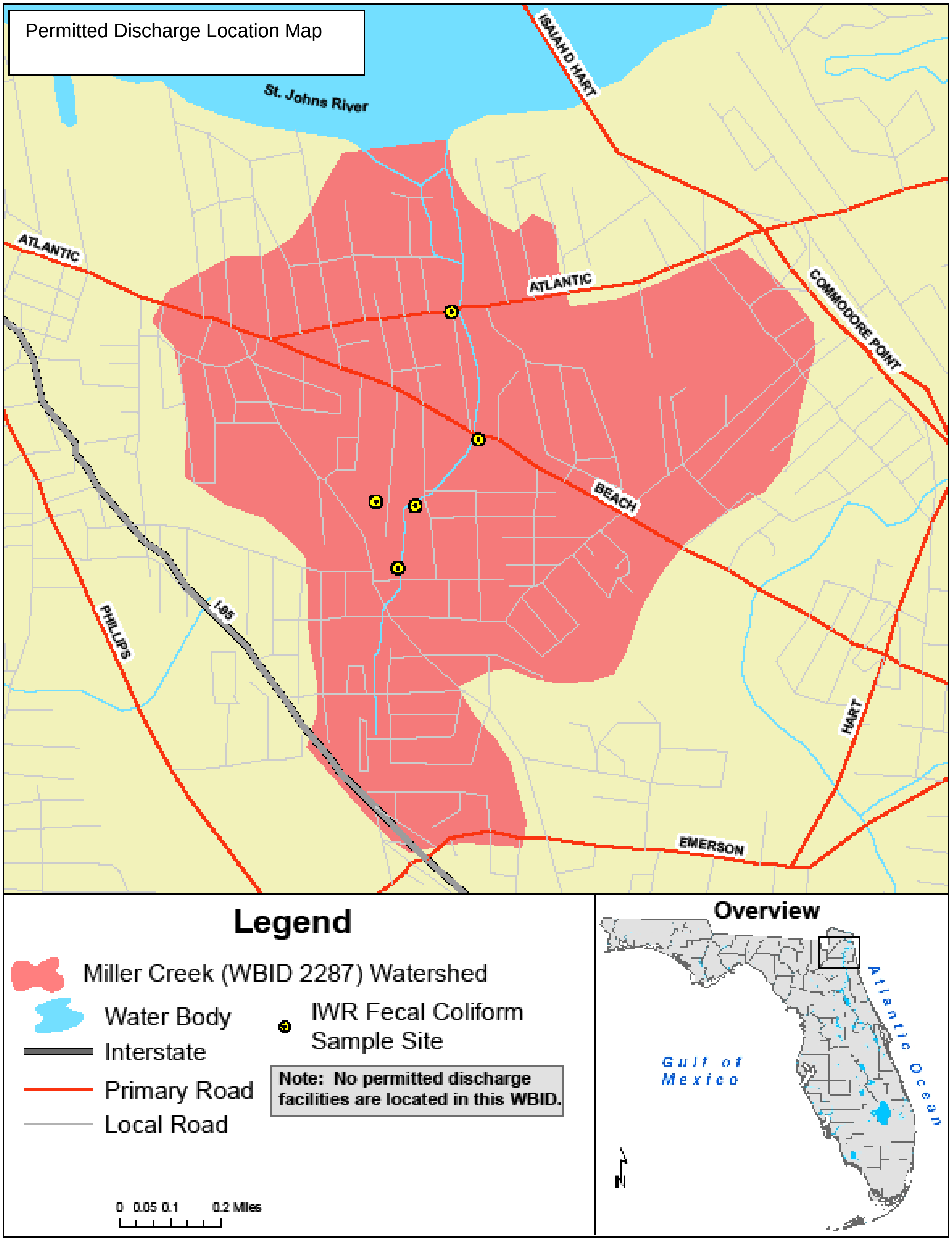
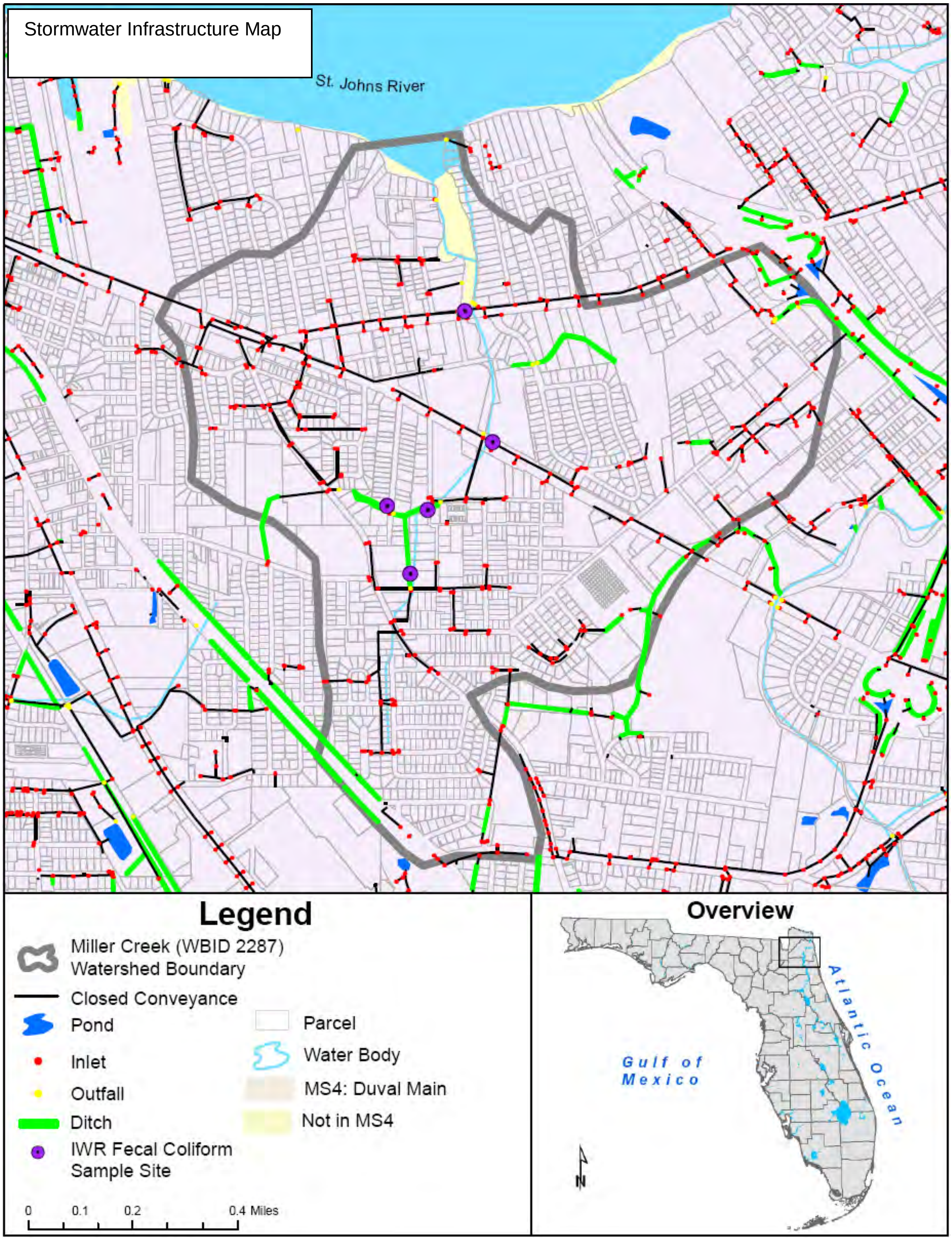


Figure 4.2. Stormwater Infrastructure in the Miller Creek Watershed, WBID 2287



along the curbed edge of paved surfaces or the low point of an area to provide for the collection of stormwater runoff, access for inspection and maintenance, pipe junctions, sediment traps, or conflicts with other utilities (K. Grable, personal communication, October 16, 2008). In the Miller Creek watershed, there are 20 outfalls and 309 inlets.

4.2.2 Land Uses and Nonpoint Sources

Additional coliform loadings to Miller Creek are generated from nonpoint sources in the watershed. Potential nonpoint sources of coliform include loadings from surface runoff, agriculture, wildlife, pets, leaking or overflowing sewer lines, and leaking septic tanks.

Land Uses

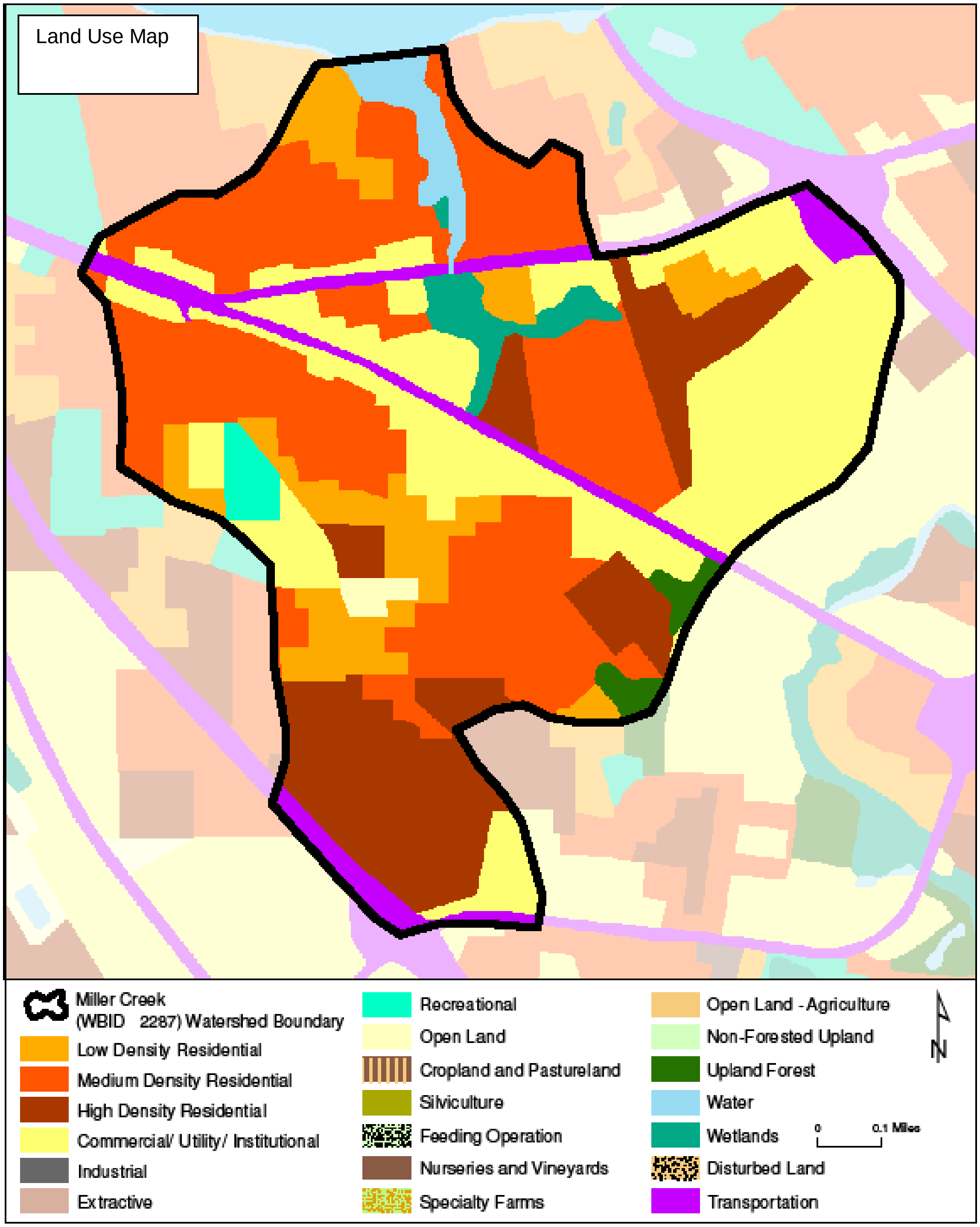
The spatial distribution and acreage of different land use categories were identified using the 2004 land use coverage contained in the Department's Geographic Information System (GIS) library, initially provided by the SJRWMD. Land use categories and acreages in the watershed were aggregated using the Level 3 codes tabulated in **Table 4.1. Figure 4.3** shows the principal Level 2 land uses in the watershed.

The Miller Creek watershed covers an area of 0.98 mi^2. As **Table 4.1** shows, most of the land in the watershed is residential (nearly 379 acres, or 62 percent). Natural areas add up to about 25 acres, or 4 percent, with the remaining watershed consisting of other human-impacted areas (approximately 34 percent, or almost 207 acres).

Table 4.1. Classification of Land Use Categories in the Miller Creek Watershed, WBID 2287

Level 3 Land Use Code	Attribute	Acres	% of Total
1100	Residential, low density– less than 2 dwelling units/acre	61.86	10.14
1200	Residential, medium density– 2-5 dwelling units/acre	212.99	34.91
1300	Residential, high density– 6 or more dwelling units/acre	103.7	16.99
1400	Commercial and services	147.06	24.11
1480	Cemeteries	6.92	1.13
1700	Institutional	15.81	2.59
1900	Open land	3.84	0.63
4340	Upland mixed coniferous/hardwood	7.18	1.18
6170	Mixed wetland hardwoods	11.07	1.81
6420	Saltwater marshes	2.76	0.45
8140	Roads and highways (divided 4-lanes with medians)	36.92	6.05
	TOTAL:	610.06	100.00

Figure 4.3. Principal Level 2 Land Uses in the Miller Creek Watershed, WBID 2287, in 2004



Population

According to the U.S Census Bureau, census block population densities in the Miller Creek watershed in the year 2000 ranged from 0 to 177 persons per acre, with an average of 3,294 persons per square mile (**Figure 4.4**). Based on this average, the estimated population in the Miller Creek watershed is 3,228. The Census Bureau reports that for all of Duval County, the total population for 2000 was approximately 780,000, with 329,778 housing units and an average occupancy rate of 92.1 percent (303,747 units). For all of Duval County, the Bureau reported a housing density of 426 houses per square mile. This places Duval County seventh in housing densities and population in Florida (U.S. Census Bureau Website, 2005). The estimated average housing density in Miller Creek is 1,423 houses per square mile based on population, which is approximately 3 times the average for Duval County.

Septic Tanks

Approximately 78 percent of Duval County residences are connected to a wastewater treatment plant, while the rest use septic tanks (Florida Department of Revenue, 2003; and Florida Department of Health [FDOH] Website, 2006b). FDOH reports that as of fiscal year 2003–04, there were 88,834 permitted septic tanks in Duval County, and for fiscal years 1993 to 2004, 5,479 permits for repairs were issued, or an average of approximately 457 repairs annually countrywide.

The Department obtained septic tank repair permit data from JEA for its service area, which includes the Miller Creek watershed. Based on these data, which are more watershed specific than the countywide FDOH data, 43 septic tank repair permits were issued from 1990 to 2006. This equates to an average of 2.68 permits issued per year, which can be rounded up to 3 (to allow for those septic tanks where failures may not be known or have not been repaired). With 3 septic tank failures, 2.32 people per household (**Table 4.2**), and using an estimate of 70 gallons/day/person (EPA, 2001), a potential loading of 1.84×10^{10} fecal colonies/day is derived. This estimation is shown in **Table 4.3**.

The data provided by JEA also include areas serviced by a WWTF and areas where large numbers of failing septic tanks are present. **Figure 4.5** presents this information in map form. None of the Miller Creek watershed is in a septic tank phase-out area (an area with the highest priority to be sewered due to high septic tank failure rates). **Figure 4.5** depicts this area in yellow, located outside and to the southwest of the Miller Creek WBID boundary. The Miller Creek watershed is serviced by the Buckman Street WWTF.

Figure 4.4. Population Density in the Miller Creek Watershed, WBID 2287, in 2000

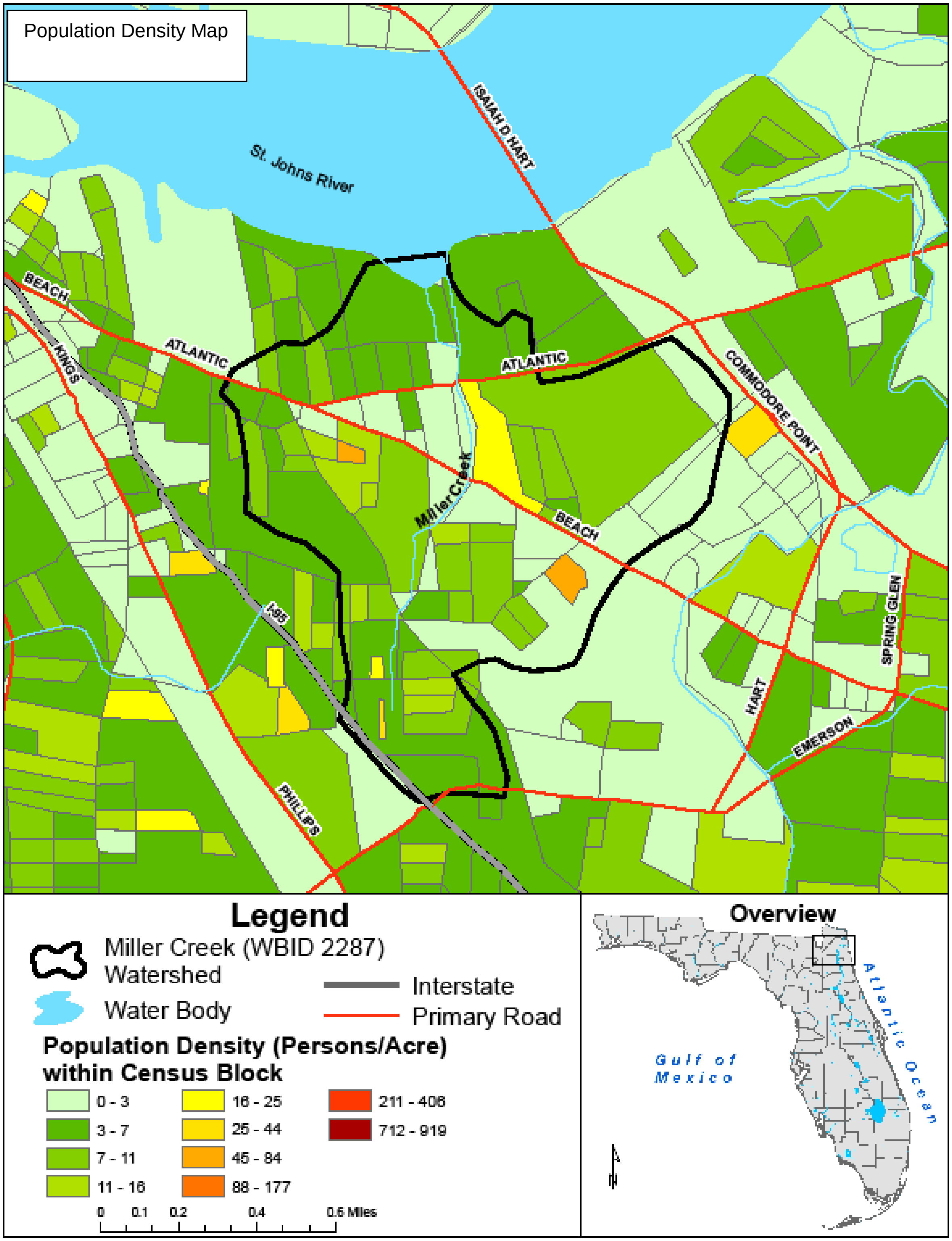


Table 4.2. Estimated Average Household Size in the Miller Creek Watershed, WBID 2287

Household Size	Number of Households	% of Total	Number of People
1-person household	446	32.02	446
2-person household	448	32.11	895
3-person household	245	17.60	736
4-person household	159	11.39	635
5-person household	68	4.91	342
6-person household	20	1.41	118
7-or-more-person household	8	0.56	55
TOTAL:	**1,394**	**100.00**	**3,228**
AVERAGE HOUSEHOLD SIZE:			**2.32**

Table 4.3. Estimated Daily Fecal Coliform Loading from Failed Septic Tanks in the Miller Creek Watershed, WBID 2287

Estimated Population Density (persons/mi^2)	WBID Area (mi^2)	Estimated Population in Watershed	Estimated Number of Tank Failures[1]	Estimated Load from Failed Tanks[2]	Gallons/ Person/ Day[2]	Estimated Number of Persons per Household[3]	Estimated Load from Failing Tanks
3,294	0.98	3,228	3	1.00×10^4/mL	70	2.32	1.84×10^{10}

[1] Based on septic tank repair permits issued in the watershed from March 1990 to April 2004 (FDOH and JEA information); see text.

[2] EPA, 2001.

[3] From U.S Census Bureau; see **Table 4.2** for more information on this estimate.

4.3 Source Summary

4.3.1 Agriculture

Based on Level 3 land use data, there are no agricultural areas in the Miller Creek watershed.

4.3.2 Pets

Pets, especially dogs, may be having an impact on the waterbody. The Department has been unable to obtain data on the number of dogs in the area; however, estimates can be made using literature-based values of dog ownership rates (**Table 4.4**). For example, using household-to-dog ratio estimates from the American Veterinary Medical Association (AVMA), the approximate loading is 4.04×10^{12} organisms/day.

Table 4.4. Estimated Loading from Dogs in the Miller Creek Watershed, WBID 2287

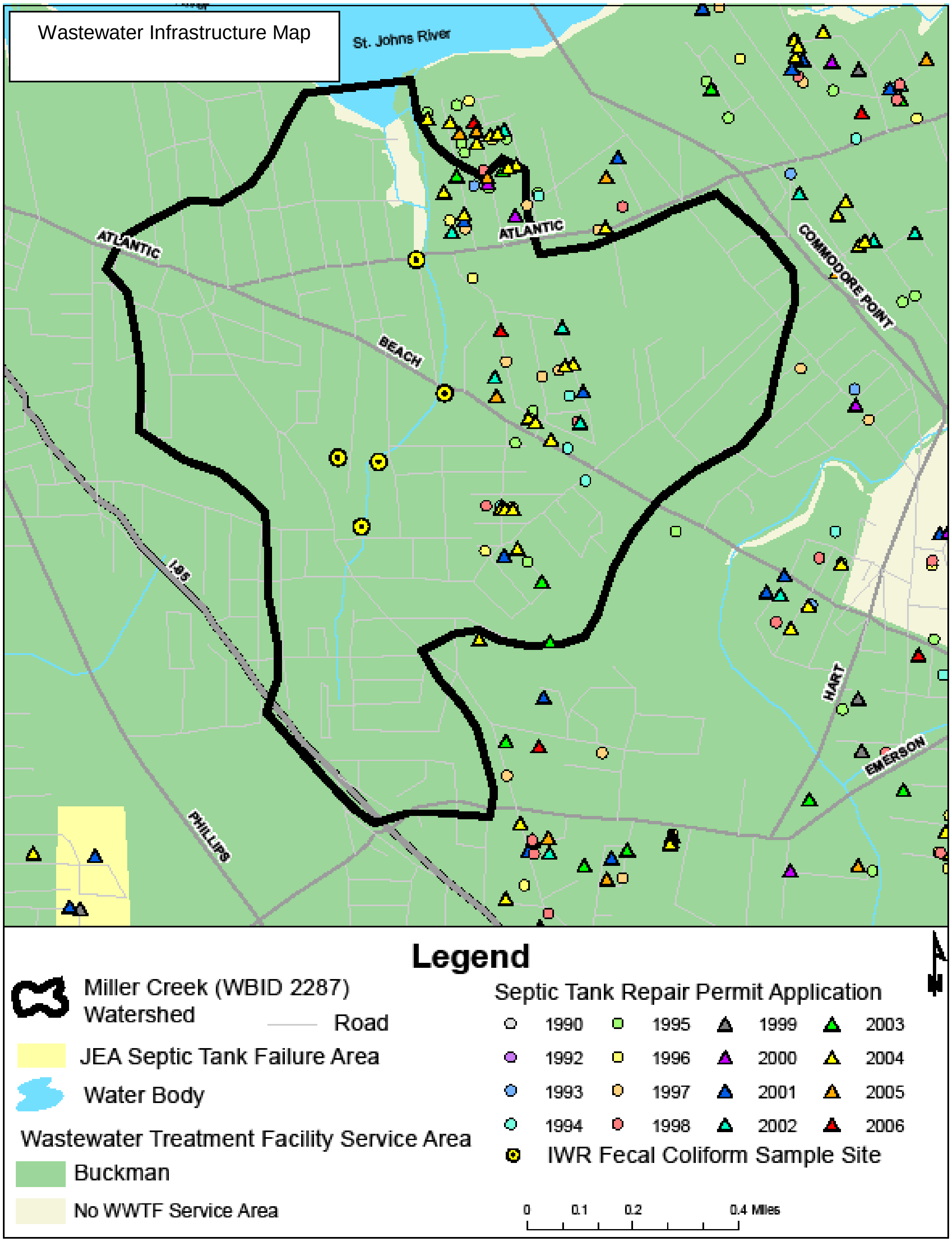
Estimated Number of Households in WBID 2287	Estimated Dog: Household Ratio[1]	Estimated Number of Dogs in WBID 2287	Estimated Fecal Coliform (counts/dog/day[2]	Estimated Fecal Coliform (counts/day)	Estimated Fecal Coliform (counts/year)
1,394	0.58	809	5×10^9	4.04×10^{12}	1.48×10^{15}

[1] From the AVMA Website, which states the original source to be the *U.S. Pet Ownership and Demographics Sourcebook*, 2002.

Estimated Number of Households in WBID 2287	Estimated Dog: Household Ratio[1]	Estimated Number of Dogs in WBID 2287	Estimated Fecal Coliform (counts/dog/day[2]	Estimated Fecal Coliform (counts/day)	Estimated Fecal Coliform (counts/year)

[2] EPA, 2001.

Figure 4.5. Septic Tank Repair Permits Issued in the Miller Creek Watershed, WBID 2287, 1990–2006



4.3.3 Leaking or Overflowing Wastewater Collection Systems

As noted previously, about 78 percent of households in Duval County are connected to a wastewater facility. Assuming 1,394 homes in the watershed, with 2.32 people per home, and a 70-gallon-per-person-per-day discharge, and also assuming that the countywide average of 78 percent of households connected to a WWTF applies in the Miller Creek watershed, a daily flow of approximately 6.68 x 10^5 liters (L) is transported through the collection system. The EPA (Davis, 2002) suggests that a 5 percent leakage rate from collection systems is a realistic estimate. Based on this rate and EPA values for fecal coliform in raw sewage, the potential loadings of fecal coliform from leaking sewer lines are 1.67 x 10^{12} counts/day (**Table 4.5**).

Table 4.5. Estimated Loading from Wastewater Collection Systems in the Miller Creek Watershed, WBID 2287

Estimated Number of Homes on Central Sewer in WBID 2287	Estimated Daily Flow (L)	Daily Leakage (L)	Raw Sewage (counts/100mL)	Estimated Fecal Coliform (counts/day)	Estimated Fecal Coliform (counts/year)
1,087	6.68 x 10^5	3.34 x 10^4	5 x 10^6	1.67 x 10^{12}	6.10 x 10^{14}

Table 4.6 summarizes the various estimates from potential sources. It is important to note that this is not a complete list (wildlife, for example, is missing) and represents estimates of potential loadings. Proximity to the waterbody, rainfall frequency and magnitude, and temperature (viability of fecal coliform) are just a few of the factors that could influence and determine the actual loadings from these sources that reach Miller Creek.

Table 4.6. Summary of Daily Estimated Potential Coliform Loading from Various Sources in the Miller Creek Watershed, WBID 2287

Source	Fecal Coliform (counts/day)	Fecal Coliform (counts/year)
Septic Tanks	1.84 x 10^{10}	6.73 x 10^{12}
Pets	4.04 x 10^{12}	1.48 x 10^{15}
Collection Systems	1.67 x 10^{12}	6.10 x 10^{14}

Chapter 5: DETERMINATION OF ASSIMILATIVE CAPACITY

5.1 Determination of Loading Capacity

The methodology used for this TMDL was the "percent reduction" methodology. The Department generally prefers to use the load duration curve or "Kansas" method for coliform TMDLs, but this method could not be used because there are no stream gauging stations on Miller Creek. To determine the TMDL, the percent reduction that would be required for each of the exceedances to meet applicable the criterion was determined, and the median value of all of these reductions for fecal coliform determined the overall required reduction, and is therefore the TMDL.

5.1.1 Data Used in the Determination of the TMDL

The following five sampling stations on Miller Creek have fecal coliform observations (**Figure 5.1**):

- *Miller Creek at Atlantic Boulevard (STORET ID: 21FLJXWZSS1);*
- *Miller Creek at Stillman Street (STORET ID: 21FLA20030795);*
- *Miller Creek at Schumacher Avenue (STORET ID: 21FLA20030794);*
- *Miller Creek at Camden Avenue (STORET ID: 21FLA20030796); and*
- *Miller Creek at Beach Boulevard (STORET ID: 21FLA20030828).*

The Atlantic Boulevard station, monitored by the city of Jacksonville, is the station nearest the St. Johns River. It was sampled 55 times from 1991 to 2007, excluding 1997. The Department monitors the other 4 stations. The Stillman Street station, located at the headwaters of Miller Creek, should be affected by the fewest nonpoint sources. This is reflected in the fact that it has the lowest exceedance percentage (80 percent) of all of the stations. The 3 remaining historical fecal coliform stations all have 100 percent exceedance rates. The Schumacher Avenue station, located 0.13 miles downstream of the Stillman Street station, was sampled 10 times in 2006 and 2007. The Camden Avenue station, situated 0.07 miles off a western branch from the main creek, was sampled 9 times in in 2006 and 2007. The Beach Boulevard station, which is is located 0.19 miles downstream of the Schumacher Avenue station, was sampled twice in 2007. **Table 5.1** shows data collection information for each station, while **Figure 5.1** displays the locations of the sample sites, and **Table 5.2** shows observed historical data analysis. **Appendix B** contains all the historical fecal coliform observations from each site for the planning and verified periods for the Miller Creek watershed. **Figure 5.2** shows these observations over time.

Unfortunately, there is a vast difference in sample sizes between the stations, indicating that the exceedance percentages for each station are not altogether an accurate representation of what is occurring in the creek. The stations with a 100 percent exceedance rate (**Table 5.2**) have sample sizes ranging from 2 to 10. The most upstream station and the most downstream station have the fewest exceedances, while the 3 stations in between show an exceedance every time a sample is taken. It is possible that this can be attributed to decay rates and the settling out that may occur in the 0.6 mile between the first and last stations, but more samples need to be collected at intervals along the creek to be sure.

Table 5.1. Sampling Station Summary for Miller Creek, WBID 2287

Station	STORET ID	Monitoring Agency	Years with Data	N
Miller Creek at Atlantic Blvd	21FLJXWQSS1	City of Jacksonville	1991–996, 1998–2007	55
Miller Cr @ Stillman St	21FLA 20030795	Department (Northeast District)	2006, 2007	10
Miller Cr @ Schumacher Ave	21FLA 20030794	Department (Northeast District)	2006, 2007	10
Miller Cr @ Camden Ave	21FLA 20030796	Department (Northeast District)	2006, 2007	9
Miller Cr @ Beach Blvd	21FLA 20030828	Department (Northeast District)	2007	2

Table 5.2. Statistical Summary of All Historical Data for Miller Creek, WBID 2287

Station	STORET ID	N	Minimum	Maximum	Median	Mean	Exceedances	% Exceedances
Miller Creek at Atlantic Blvd	21FLJXWQSS1	55	88	200,000	5,000	15,753	49	89.09
Miller Cr @ Stillman St	21FLA 20030795	10	83	21,500	1,427	4,313	8	80.00
Miller Cr @ Schumacher Ave	21FLA 20030794	10	1583	21,667	3,200	7,285	10	100.00
Miller Cr @ Camden Ave	21FLA 20030796	9	5,000	67,000	1,200	18,689	9	100.00
Miller Cr @ Beach Blvd	21FLA 20030828	2	640	2,286	1,463	1,463	2	100.00

Coliform concentrations are counts/100mL.

Figure 5.1. Historical Sample Sites in the Miller Creek Watershed, WBID 2287

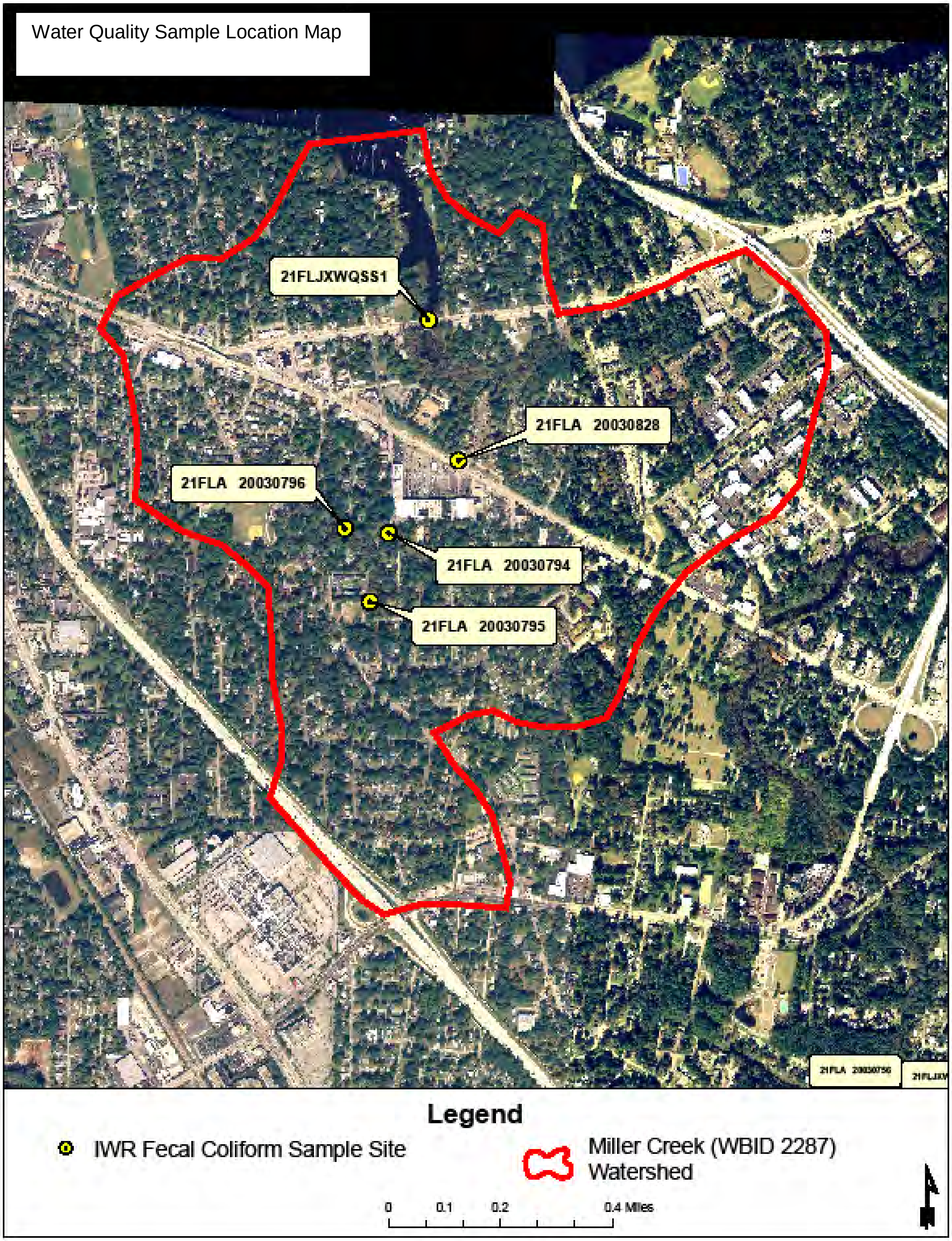
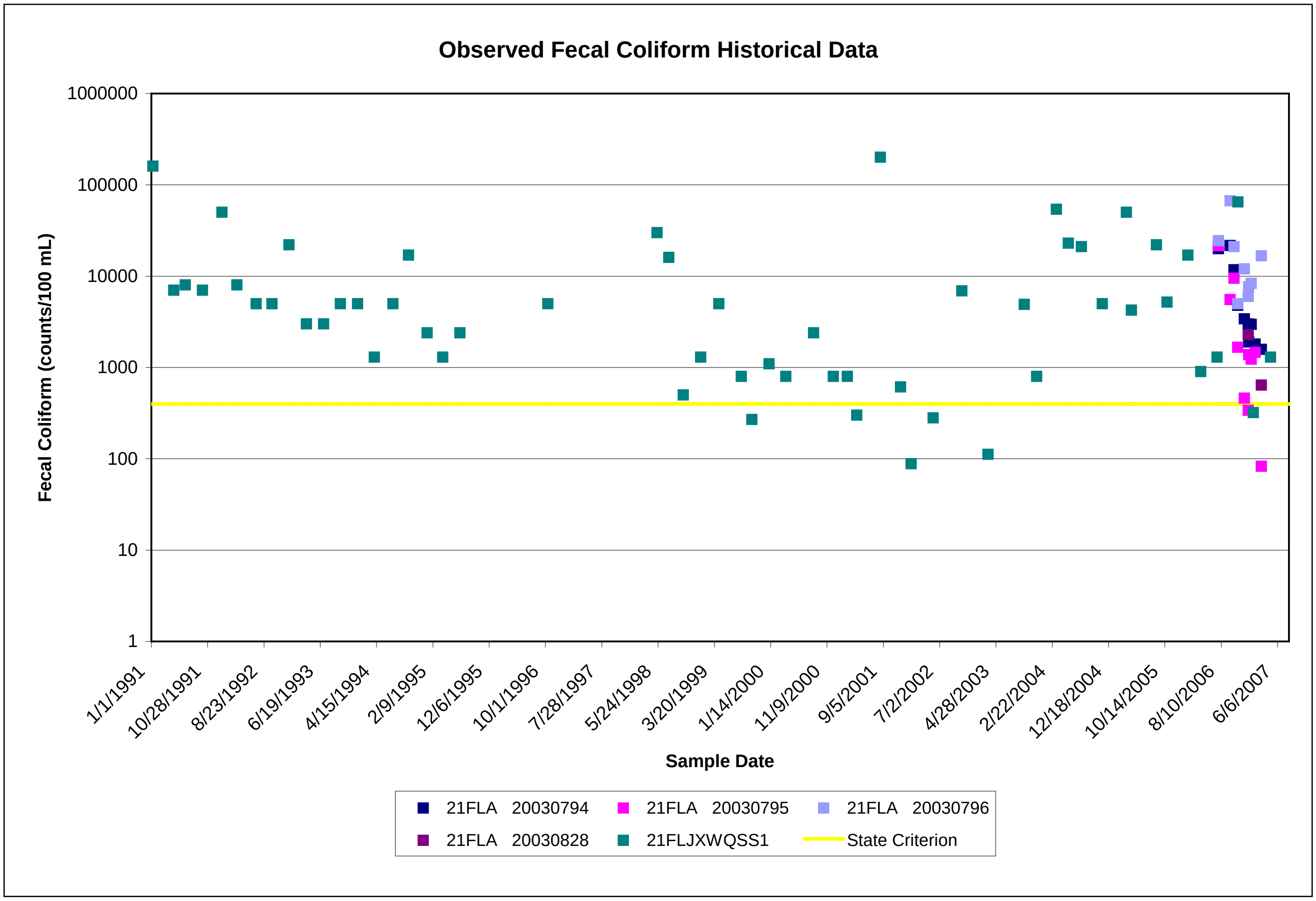


Figure 5.2. Historical Fecal Coliform Observations for Miller Creek, WBID 2287



5.1.2 TMDL Development Process

Due to the lack of supporting flow information, a simple calculation was performed to determine the needed reduction. Exceedances of the state criterion were compared with the criterion of 400 counts/100mL. For each individual exceedance, an individual required reduction was calculated using the following:

$$\frac{[(\text{observed value}) - (\text{state criterion})] \times 100}{(\text{observed value})}$$

After the individual results were calculated, the median of the individual values was calculated, which is 92 percent. This means that in order to meet the state criterion of 400 counts/100mL, a 92 percent reduction in current loading is necessary, and is therefore the TMDL for Miller Creek. **Table 5.3** shows annual summaries of exceedances used to determine the TMDL by year, and **Table 5.4** shows the individual exceedances used in calculating the TMDL for Miller Creek.

Table 5.3. Annual Summary of Fecal Coliform Exceedances Used To Develop the TMDL for Miller Creek, WBID 2287

Year	N	Minimum	Maximum	Median	Mean
1991	4	7,000	160,000	7,500	45,500
1992	4	5,000	50,000	6,500	17,000
1993	4	3,000	22,000	4,000	8,250
1994	4	1,300	17,000	5,000	7,075
1995	3	1,300	2,400	2,400	2,033
1996	1	5,000	5,000	5,000	5,000
1997	0	-	-	-	-
1998	3	500	30,000	16,000	15,500
1999	4	270	5,000	1,050	1,843
2000	4	800	2,400	950	1,275
2001	4	300	200,000	706	50,428
2002	3	88	6,900	280	2,423
2003	3	112	4,900	800	1,937
2004	4	5,000	54,000	22,000	25,750
2005	4	4,235	50,000	13,600	20,359
2006	19	462	67,000	11,727	16,522
2007	18	83	16,700	1,692	3,278

\- = There are no data for 1997.

Coliform counts are #/100mL and represent years for which exceedances exist.

Table 5.4. Calculation of Reductions for the Fecal Coliform TMDL for Miller Creek, WBID 2287

Sample Date	Location	Observed Value (exceedance) (#/100mL)	Required Reduction (%)
1/9/1991	Miller Creek at Atlantic Blvd	160,000	99.75
5/1/1991	Miller Creek at Atlantic Blvd	7,000	94.29
7/1/1991	Miller Creek at Atlantic Blvd	8,000	95.00
10/1/1991	Miller Creek at Atlantic Blvd	7,000	94.29
1/13/1992	Miller Creek at Atlantic Blvd	50,000	99.20
4/1/1992	Miller Creek at Atlantic Blvd	8,000	95.00
7/13/1992	Miller Creek at Atlantic Blvd	5,000	92.00
10/5/1992	Miller Creek at Atlantic Blvd	5,000	92.00
1/4/1993	Miller Creek at Atlantic Blvd	22,000	98.18
4/6/1993	Miller Creek at Atlantic Blvd	3,000	86.67
7/7/1993	Miller Creek at Atlantic Blvd	3,000	86.67
10/4/1993	Miller Creek at Atlantic Blvd	5,000	92.00
1/4/1994	Miller Creek at Atlantic Blvd	5,000	92.00
4/4/1994	Miller Creek at Atlantic Blvd	1,300	69.23
7/11/1994	Miller Creek at Atlantic Blvd	5,000	92.00
10/3/1994	Miller Creek at Atlantic Blvd	17,000	97.65
1/10/1995	Miller Creek at Atlantic Blvd	2,400	83.33
4/3/1995	Miller Creek at Atlantic Blvd	1,300	69.23
7/3/1995	Miller Creek at Atlantic Blvd	2,400	83.33
10/14/1996	Miller Creek at Atlantic Blvd	5,000	92.00
5/19/1998	Miller Creek at Atlantic Blvd	30,000	98.67
7/20/1998	Miller Creek at Atlantic Blvd	16,000	97.50

Sample Date	Location	Observed Value (exceedance) (#/100mL)	Required Reduction (%)
10/5/1998	Miller Creek at Atlantic Blvd	500	20.00
1/6/1999	Miller Creek at Atlantic Blvd	1,300	69.23
4/13/1999	Miller Creek at Atlantic Blvd	5,000	92.00
8/11/1999	Miller Creek at Atlantic Blvd	800	50.00
1/5/2000	Miller Creek at Atlantic Blvd	1,100	63.64
4/4/2000	Miller Creek at Atlantic Blvd	800	50.00
8/30/2000	Miller Creek at Atlantic Blvd	2,400	83.33
12/13/2000	Miller Creek at Atlantic Blvd	800	50.00
2/26/2001	Miller Creek at Atlantic Blvd	800	50.00
8/20/2001	Miller Creek at Atlantic Blvd	200,000	99.80
12/6/2001	Miller Creek at Atlantic Blvd	612	34.64
10/29/2002	Miller Creek at Atlantic Blvd	6,900	94.20
9/26/2003	Miller Creek at Atlantic Blvd	4,900	91.84
12/1/2003	Miller Creek at Atlantic Blvd	800	50.00
3/15/2004	Miller Creek at Atlantic Blvd	54,000	99.26
5/18/2004	Miller Creek at Atlantic Blvd	23,000	98.26
7/27/2004	Miller Creek at Atlantic Blvd	21,000	98.10
11/15/2004	Miller Creek at Atlantic Blvd	5,000	92.00
3/23/2005	Miller Creek at Atlantic Blvd	50,000	99.20
4/19/2005	Miller Creek at Atlantic Blvd	4,235	90.55
8/30/2005	Miller Creek at Atlantic Blvd	22,000	98.18
10/26/2005	Miller Creek at Atlantic Blvd	5,200	92.31
2/14/2006	Miller Creek at Atlantic Blvd	17,000	97.65
4/24/2006	Miller Creek at Atlantic Blvd	900	55.56
7/19/2006	Miller Creek at Atlantic Blvd	1,300	69.23
7/27/2006	Miller Cr @ Schumacher Ave	20,000	98.00
7/27/2006	Miller Cr @ Stillman St	21,500	98.14
7/27/2006	Miller Cr @ Camden Ave	24,500	98.37
9/27/2006	Miller Cr @ Schumacher Ave	21,667	98.15
9/27/2006	Miller Cr @ Stillman St	5,538	92.78
9/27/2006	Miller Cr @ Camden Ave	67,000	99.40
10/18/2006	Miller Cr @ Schumacher Ave	11,727	96.59
10/18/2006	Miller Cr @ Stillman St	9,454	95.77
10/18/2006	Miller Cr @ Camden Ave	21,000	98.10
11/6/2006	Miller Cr @ Schumacher Ave	4,800	91.67
11/6/2006	Miller Cr @ Stillman St	1,667	76.00
11/6/2006	Miller Cr @ Camden Ave	5,000	92.00
11/7/2006	Miller Creek at Atlantic Blvd	65,000	99.38
12/12/2006	Miller Cr @ Schumacher Ave	3,400	88.24
12/12/2006	Miller Cr @ Stillman St	462	13.42
12/12/2006	Miller Cr @ Camden Ave	12,000	96.67
1/2/2007	Miller Cr @ Schumacher Ave	3,000	86.67
1/2/2007	Miller Cr @ Camden Ave	6,000	93.33
1/2/2007	MILLER CR @ BEACH BLVD	2,286	82.50
1/4/2007	Miller Cr @ Schumacher Ave	1,900	78.95
1/4/2007	Miller Cr @ Stillman St	1,386	71.14
1/4/2007	Miller Cr @ Camden Ave	7,667	94.78
1/17/2007	Miller Cr @ Schumacher Ave	2,970	86.53
1/17/2007	Miller Cr @ Stillman St	1,233	67.56
1/17/2007	Miller Cr @ Camden Ave	8,333	95.20
2/7/2007	Miller Cr @ Schumacher Ave	1,800	77.78

Sample Date	Location	Observed Value (exceedance) (#/100mL)	Required Reduction (%)
2/7/2007	Miller Cr @ Stillman St	1,467	72.73
3/12/2007	Miller Cr @ Schumacher Ave	1,583	74.73
3/12/2007	Miller Cr @ Camden Ave	16,700	97.60
3/12/2007	Miller Cr @ Beach Blvd	640	37.50
4/30/2007	Miller Creek at Atlantic Blvd	1,300	69.23
	MEDIAN:	**5,000**	**92.00**

5.1.3 Critical Conditions/Seasonality

Exceedances in Miller Creek cannot be associated with flows, as there are no flow data available in the watershed. Therefore, the effects of flow under various conditions cannot be determined or be considered as a critical condition.

Appendix B provides historical fecal coliform observations in Miller Creek. Coliform data are presented by month, season, and year to determine whether certain patterns are evident in the dataset.

It is very difficult to evaluate possible patterns among months due to the small sample sizes; the range in monthly observations for fecal coliform varies from 1 to 4 in a given month (**Table 2.1**). There were no samples collected in June, September, or November. March had no exceedances, while May had the second lowest exceedance rate, at 50 percent. January and April had 66.67 percent exceedances, and October had 75 percent exceedances. This left February, July, August, and December with 100 percent exceedance rates.

Grouping observations by season increased sample sizes for statistical comparison, as seen in **Table 2.2**, but sample size is still relatively small (between 4 and 6 samples). Summer and fall demonstrated the greatest percentage of exceedances, while winter and spring exhibited the lowest (60 percent). **Appendix E** presents comparisons by station and season. A nonparametric test (Kruskal-Wallis) was applied to the fecal coliform dataset to determine whether there were significant differences among months or seasons. The analysis indicated that there were no significant differences between fecal coliform observations versus season (**Appendix C**) and versus month (**Appendix D**) at an alpha (α) level of 0.05.

A factor that could contribute to these monthly or seasonal differences is the pattern of rainfall. Rainfall records for JIA (**Appendix F** illustrates rainfall from 1990 to 2008) were used to determine the rainfall amounts associated with individual sampling dates. Rainfall recorded on the day of sampling (1D), the cumulative total for the day of and the previous 2 days (3D), the cumulative total for the day of and the previous 6 days (7D), and the cumulative total for the day of sampling and 29 days prior (30D) were all paired with the respective coliform observation based on date.

A Spearman correlation matrix was generated that summarized the simple correlation coefficients between the various rainfall and coliform values (**Appendix G**). The simple correlations (r values in the Spearman correlation table) between both fecal coliform and the various rainfall totals were all positive, suggesting that as rainfall (and possible runoff) increased, so did the number of coliform. Simple linear regressions were performed between coliform observations and rainfall totals to determine whether any of the relationships were significant at an α level of 0.05. The r^2 values between fecal coliform and all of the various precipitation intervals were not significant (see **Appendix H**).

A table of historical monthly average rainfall (**Appendix I**) indicates that monthly rainfall totals increase in June, peak in September, and by October return to levels observed in February and March. **Appendix J** includes a graph of annual rainfall from 1955 to 2008 versus the long-term average (52.47 inches) over this period. The years 1996 to 1998 were above average; while 1999 to 2001 were below average; and 2002, 2004, and 2005 were again above average; followed by a drop in rainfall in 2006. Data exceedances occur almost all of the time, making it difficult to correlate them to rainfall patterns.

Table 2.3 shows that exceedances do not appear to follow the same pattern as rainfall. From 1996 to 2001, when samples were collected, exceedances occurred 75 or 100 percent of the time. The exceedances appeared to taper off in 2002 and were lowest in 2003 (0 percent). There was above-average rainfall in 1996, 1997, 1998, and 2002, while 1999, 2000, 2001, and 2003 were below average. The lowest percentage of exceedances was observed in 2003, a below-average rainfall year, but only 1 sample was collected for that entire year. A trend between rainfall and fecal coliform exceedances cannot accurately be established because of the small sample size, between 0 and 4 samples per year.

As no flow data were available, hydrologic conditions were analyzed using rainfall. A loading curve–type chart that would normally be applied to flow events was created using precipitation data from JIA from 1990 to 2008. The chart was divided as if flow were being analyzed, where extreme precipitation events represent the upper percentiles (0 to 5^{th} percentile), followed by large precipitation events (5^{th} to 10^{th} percentile), medium precipitation events (10^{th} to 40^{th} percentile), small precipitation events (40^{th} to 60^{th} percentile), and no recordable precipitation events (60^{th} to 100^{th} percentile). Three-day (the day of and 2 days prior to sampling) precipitation accumulations were used in the analysis (**Figure 5.3**).

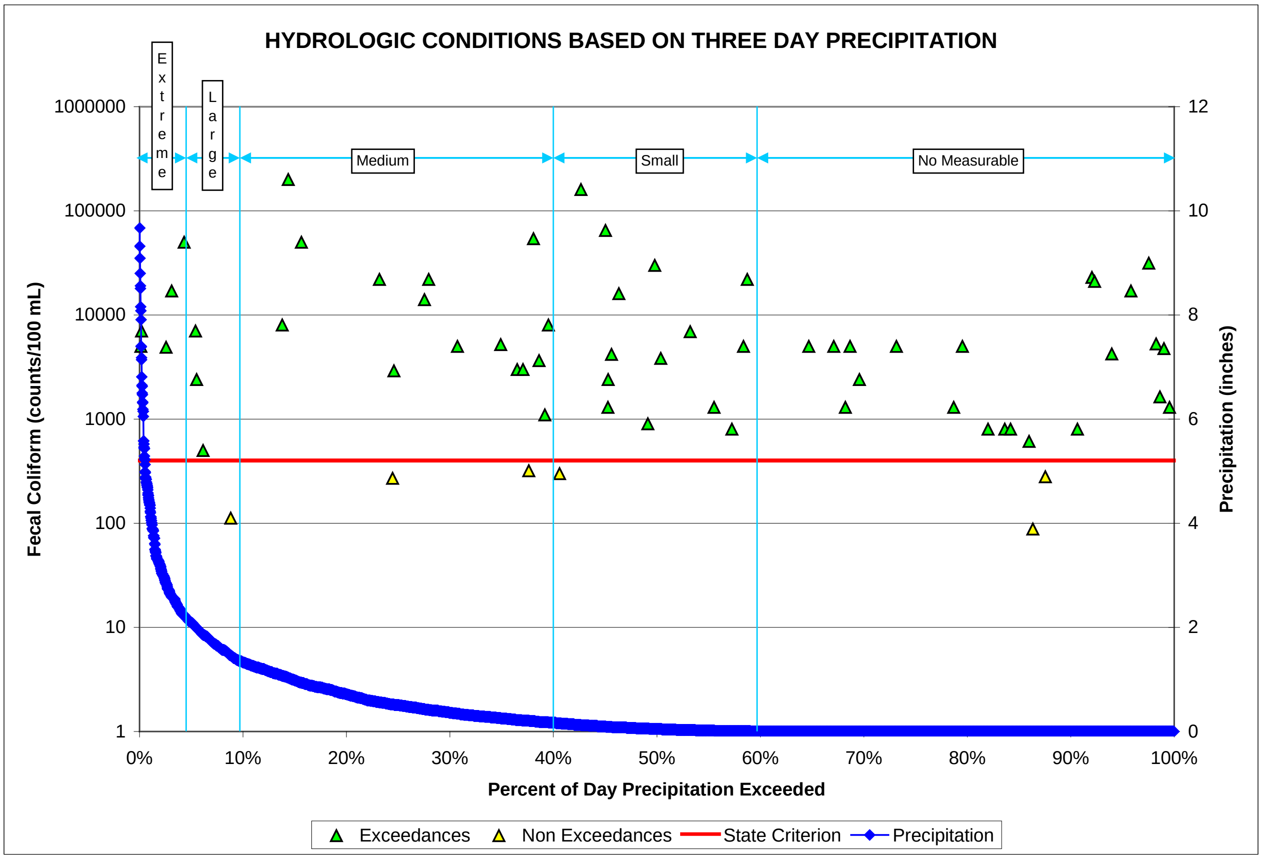
Data show that fecal coliform exceedances occurred over all hydrologic conditions for which data exist. The lowest percentage of exceedances occurred during the period of large precipitation events (75.00 percent). The highest percentage of exceedances (100 percent) occurred after extreme precipitation events. Only 5 samples were collected within 3 days of an extreme precipitation event, and only 4 were collected within 3 days of a large precipitation event. It is difficult to draw conclusions with so few samples representing these precipitation events. If these 2 events are excluded due to small sample size, exceedances appear to slightly increase as precipitation amounts decrease.

These exceedances at baseflow can be attributed to ground water contributions from failed septic tanks and/or leaking collection systems. A pattern could become clearer if more samples were collected over all the rainfall events. **Table 5.5** summarizes data and hydrologic conditions. **Figure 5.3** shows the same data visually.

Table 5.5. Summary of Fecal Coliform Data by Hydrologic Condition

Precipitation Event	Event Range (inches)	Total Samples	Number of Exceedances	% Exceedance	Number of Nonexceedances	% Nonexceedances
Extreme	>2.1"	5	5	100.00%	0	0.00%
Large	1.33" - 2.1"	4	3	75.00%	1	25.00%
Medium	0.18" - 1.33"	15	13	86.67%	2	13.33%
Small	0.01" - 0.18"	14	13	92.86%	1	7.14%
None/ No Measurable	<0.01"	27	25	92.59%	2	7.41%

Figure 5.3. Fecal Coliform Data by Hydrologic Condition Based on Rainfall



Chapter 6: DETERMINATION OF THE TMDL

6.1 Expression and Allocation of the TMDL

The objective of a TMDL is to provide a basis for allocating acceptable loads among all of the known pollutant sources in a watershed so that appropriate control measures can be implemented and water quality standards achieved. A TMDL is expressed as the sum of all point source loads (wasteload allocations, or WLAs), nonpoint source loads (load allocations, or LAs), and an appropriate margin of safety (MOS), which takes into account any uncertainty concerning the relationship between effluent limitations and water quality:

$$\textbf{TMDL} = \sum \textbf{WLAs} + \sum \textbf{LAs} + \textbf{MOS}$$

As discussed earlier, the WLA is broken out into separate subcategories for wastewater discharges and stormwater discharges regulated under the NPDES Program:

$$\textbf{TMDL} \cong \sum \textbf{WLAs}_{\textbf{wastewater}} + \sum \textbf{WLAs}_{\textbf{NPDES Stormwater}} + \sum \textbf{LAs} + \textbf{MOS}$$

It should be noted that the various components of the revised TMDL equation may not sum up to the value of the TMDL because (a) the WLA for NPDES stormwater is typically based on the percent reduction needed for nonpoint sources and is also accounted for within the LA, and (b) TMDL components can be expressed in different terms (for example, the WLA for stormwater is typically expressed as a percent reduction, and the WLA for wastewater is typically expressed as mass per day).

WLAs for stormwater discharges are typically expressed as “percent reduction” because it is very difficult to quantify the loads from MS4s (given the numerous discharge points) and to distinguish loads from MS4s from other nonpoint sources (given the nature of stormwater transport). The permitting of stormwater discharges also differs from the permitting of most wastewater point sources. Because stormwater discharges cannot be centrally collected, monitored, and treated, they are not subject to the same types of effluent limitations as wastewater facilities, and instead are required to meet a performance standard of providing treatment to the “maximum extent practical” through the implementation of best management practices (BMPs).

This approach is consistent with federal regulations (40 CFR § 130.2[I]), which state that TMDLs can be expressed in terms of mass per time (e.g., pounds per day), toxicity, or **other appropriate measure**. The TMDL for Miller Creek is expressed as a percent reduction and represents the maximum daily fecal coliform load the creek can assimilate and maintain the fecal coliform criterion (**Table 6.1**).

Table 6.1. TMDL Components for Miller Creek, WBID 2287

WBID	Parameter	TMDL (colonies/100mL)	WLA Wastewater (colonies/day)	WLA NPDES Stormwater	LA (% Reduction)	MOS
2287	Fecal Coliform	400	N/A	92%	92%	Implicit

N/A – Not applicable

6.2 Load Allocation

The LA for nonpoint sources is a 92 percent reduction of instream fecal coliform concentrations. It should be noted that the load allocation includes loading from stormwater discharges that are not part of the NPDES Stormwater Program.

6.3 Wasteload Allocation

6.3.1 NPDES Wastewater Discharges

There are currently no permitted NPDES discharges into Miller Creek. Any future discharge permits issued in the Miller Creek watershed are required to meet the state Class III criterion for fecal coliform as well as the TMDL value, and therefore will not be allowed to exceed 200 counts/100mL as a monthly average, 400 counts/100mL in more than 10 percent of the samples, or 800 counts/100mL at any given time.

6.3.2 NPDES Stormwater Discharges

The WLA for the city of Jacksonville and FDOT's MS4 permit is to address anthropogenic sources in the watershed to result in a 92 percent reduction of instream fecal coliform concentrations. It should be noted that any MS4 permittee is only responsible for reducing the loads associated with stormwater outfalls that it owns or otherwise has responsible control over, and it is not responsible for reducing other nonpoint source loads in its jurisdiction.

While the LA and WLA for fecal coliform are expressed as the percent reductions needed to attain the applicable Class III criterion, it is the combined reductions from both anthropogenic point and nonpoint sources that will result in the required reduction of instream fecal coliform concentrations. However, it is not the intent of this TMDL to abate natural background conditions.

6.4 Margin of Safety

Consistent with the recommendations of the Allocation Technical Advisory Committee (Department, 2001), an implicit MOS was used in the development of this TMDL by not allowing any exceedances of the state criterion, even though the actual criterion allows for 10 percent exceedances over the fecal coliform criterion of 400 counts/100mL.

Chapter 7: NEXT STEPS: IMPLEMENTATION PLAN DEVELOPMENT AND BEYOND

7.1 Basin Management Action Plan

Following the adoption of this TMDL by rule, the next step in the TMDL process is to develop an implementation plan, or BMAP, for the TMDL. The first BMAP for the tributaries to the Lower St. Johns River will address the 10 worst-case impairments in the 55 tributaries impaired for fecal coliform. Any future BMAPs will address additional subsets of the tributaries listed for fecal coliform.

In addition to addressing failing septic tanks, the BMAP may include some sort of public education program about pet waste cleanup. As **Table 4.4** shows, potential impacts from dogs in the watershed could be significant. If pet owners are educated on the potential impacts their pets are having on the Trout River, and they are inclined to take action, this could potentially decrease a source load. When considering the significance of seven-day rainfall, this could be a potentially significant load to the stream.

Through the implementation of projects, activities, and additional source assessments in the BMAP, stakeholders expect the following outcomes:

- *Improved water quality trends in the tributaries of the Lower St. Johns River, which will also help improve water quality in the main stem of the river;*
- *Decreased loading of the target pollutant (fecal coliform);*
- *Enhanced public awareness of pollutant sources, pollutant impacts on water quality, and corresponding corrective actions;*
- *Enhanced understanding of basin hydrology, water quality, and pollutant sources; and*
- *The ability to evaluate management actions, estimate their benefits, and identify additional pollutant sources.*

7.1.1 Determination of Worst-Case WBIDs

The initial determination of the worst-case WBIDs uses a ranking method that establishes the severity of bacterial contamination based on the number of exceedances of fecal coliform colony counts—i.e., the number of total fecal coliform samples in a waterbody during the period of record to indicate how many samples are over 800, 5,000, and 10,000 colony counts. A combined rank is then created based on the number of exceedances in each category. The WBIDs are sorted from worst to best to provide a guideline for assessment priorities, with the worst-case waterbody ranked first. Future BMAPs will continue to address the worst-case waters first, using the ranking method.

7.1.2 Identification of Probable Sources

Tributary Pollutant Assessment Project

Initial sampling for the study on the six initial WBIDs of highest concern began July 26, 2005, and was completed on February 1, 2006. The final deliverable (the *Tributary Pollutant Assessment Project Manual*) was submitted to JEA on June 1, 2006, and became available for public review and comment on June 16, 2006. Four types of fecal indicators (fecal coliform, *E. coli*., *Enterococci*, and coliphages) were studied. *Enterococcus faecalis* was also studied in an attempt to further identify potential sources of sewage, and samples were checked for human/ruminant primers.

The executive summary submitted to the Department by JEA and PBS&J is attached as **Appendix K**. The results of the study will be used to help guide the identification of restoration projects during BMAP development.

Technical Reports

In an effort to address the known impairments in the Lower St. Johns tributaries, the Department contracted with PBS&J to develop technical reports that describe and interpret the water quality, spatial, and geographic data from the Department, Duval County Health Department, city of Jacksonville, and JEA. The reports analyze the available data to identify the most probable sources of fecal coliform, which fall into five main categories, as follows: (1) stormwater, (2) onsite sewage treatment and disposal systems (OSTDS), (3) sewer infrastructure, (4) nonpoint sources such as pet waste, and (5) natural background such as wildlife. These reports were peer reviewed by technical stakeholders in the basin, who also provided additional input based on their knowledge of the tributaries.

7.1.3 Issues To Be Addressed in Future Watershed Management Cycles

The BMAP process identified the following items that should be addressed in future watershed management cycles to ensure that future BMAPs use the most accurate information:

- ***Source Identification—****Sources of fecal coliform impairment are particularly difficult to trace. For this reason, the BMAP includes source identification studies as management actions.*
- ***Septic Tanks—****The Department is implementing a study,* Evaluation of Septic Tank Influences on Nutrient Loading to the Lower St. Johns River Basin and Its Tributaries, *to better understand the nutrient and bacteria loading from septic tanks via ground water by monitoring conditions at representative sites. The study seeks to answer questions on potential OSTDS impacts and the attenuation of nitrogen, phosphorus, and bacteria (fecal coliform) by soil, under the range of conditions that represent typical OSTDS sites near impaired surface waters. It will also document the nutrients and bacteria in the receiving Lower St. Johns tributaries at each site. The results will provide information about the relative contribution of fecal coliform from septic tanks located near the impaired tributaries.*
- ***GIS Information—****During the BMAP process, the available GIS data, which provide a basis for some of the source analyses, have improved. As more information becomes available, the updated GIS database for the tributaries will*

be utilized to aid in source identification. This information will include determining the spatial locations for private wastewater systems and infrastructure, collecting jurisdictional or systemwide programs and activities on a WBID scale for future reporting and assessment, and systematically updating all GIS information databases used to compile the BMAP.

7.1.4 BMAP Implementation

The BMAP requires that all stakeholders implement their projects to achieve reductions as soon as practicable. However, the full implementation of the BMAP will be a long-term process. Some of the projects and activities in the BMAP are recently completed or currently ongoing, but several projects will require more time to design, secure funding, and construct. While funding the projects could be an issue, funding limitations do not affect the requirement that every entity must implement the activities listed in the BMAP.

Since BMAP implementation is a long-term process, the TMDL targets established for the Lower St. Johns Basin will not be achieved in the next five years. It may take even longer for the tributaries to respond to reduced loadings and fully meet applicable water quality standards. Regular follow-up and continued coordination and communication among the stakeholders will be essential to ensure the implementation of management strategies and the assessment of their incremental effects. Any additional management actions required to achieve TMDLs, if necessary, will be developed as part of BMAP follow-up.

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Appendices

Appendix A: Background Information on Federal and State Stormwater Programs

In 1982, Florida became the first state in the country to implement statewide regulations to address the issue of nonpoint source pollution by requiring new development and redevelopment to treat stormwater before it is discharged. The Stormwater Rule, as authorized in Chapter 403, F.S., was established as a technology-based program that relies on the implementation of BMPs that are designed to achieve a specific level of treatment (i.e., performance standards) as set forth in Chapter 62-40, F.A.C. In 1994, the Department's stormwater treatment requirements were integrated with the stormwater flood control requirements of the state's water management districts, along with wetland protection requirements, into the Environmental Resource Permit regulations

Chapter 62-40, F.A.C., also requires the water management districts to establish stormwater pollutant load reduction goals (PLRGs) and adopt them as part of a Surface Water Improvement and Management (SWIM) plan, other watershed plan, or rule. Stormwater PLRGs are a major component of the load allocation part of a TMDL.

In 1987, the U.S. Congress established Section 402(p) as part of the federal Clean Water Act Reauthorization. This section of the law amended the scope of the federal NPDES stormwater permitting program to designate certain stormwater discharges as "point sources" of pollution. The EPA promulgated regulations and began implementing the Phase I NPDES Stormwater Program in 1990. These stormwater discharges include certain discharges that are associated with industrial activities designated by specific standard industrial classification (SIC) codes, construction sites disturbing 5 or more acres of land, and master drainage systems of local governments with a population above 100,000, which are better known as MS4s. However, because the master drainage systems of most local governments in Florida are interconnected, the EPA has implemented Phase 1 of the MS4 permitting program on a countywide basis, which brings in all cities (incorporated areas), Chapter 298 urban water control districts, and FDOT throughout the 15 counties meeting the population criteria. EPA authorized the Department to implement the NPDES Stormwater Program (except for tribal lands) in October 2000.

An important difference between the federal and the state's stormwater/environmental resource permitting programs is that the NPDES Program covers both new and existing discharges, while the state's program focuses on new discharges only. Additionally, Phase II of the NPDES Program, implemented in 2003, expands the need for these permits to construction sites between 1 and 5 acres, and to local governments with as few as 10,000 people. The revised rules require that these additional activities obtain permits by 2003. While these urban stormwater discharges are now technically referred to as "point sources" for the purpose of regulation, they are still diffuse sources of pollution that cannot be easily collected and treated by a central treatment facility, as are other point sources of pollution, such as domestic and industrial wastewater discharges. It should be noted that all MS4 permits issued in Florida include a reopener clause that allows permit revisions to implement TMDLs when the implementation plan is formally adopted.

Appendix B: Historical Fecal Coliform Observations in Miller Creek, WBID 2287

Waterbody	WBID	Sample Date	Station	Location	Value (#/100mL)	Remark Code
Miller Creek	2287	1/9/1991	21FLJXWQSS1	Miller Creek at Atlantic Blvd	160,000	L
Miller Creek	2287	5/1/1991	21FLJXWQSS1	Miller Creek at Atlantic Blvd	7,000	
Miller Creek	2287	7/1/1991	21FLJXWQSS1	Miller Creek at Atlantic Blvd	8,000	
Miller Creek	2287	10/1/1991	21FLJXWQSS1	Miller Creek at Atlantic Blvd	7,000	
Miller Creek	2287	1/13/1992	21FLJXWQSS1	Miller Creek at Atlantic Blvd	50,000	
Miller Creek	2287	4/1/1992	21FLJXWQSS1	Miller Creek at Atlantic Blvd	8,000	
Miller Creek	2287	7/13/1992	21FLJXWQSS1	Miller Creek at Atlantic Blvd	5,000	
Miller Creek	2287	10/5/1992	21FLJXWQSS1	Miller Creek at Atlantic Blvd	5,000	
Miller Creek	2287	1/4/1993	21FLJXWQSS1	Miller Creek at Atlantic Blvd	22,000	
Miller Creek	2287	4/6/1993	21FLJXWQSS1	Miller Creek at Atlantic Blvd	3,000	
Miller Creek	2287	7/7/1993	21FLJXWQSS1	Miller Creek at Atlantic Blvd	3,000	
Miller Creek	2287	10/4/1993	21FLJXWQSS1	Miller Creek at Atlantic Blvd	5,000	
Miller Creek	2287	1/4/1994	21FLJXWQSS1	Miller Creek at Atlantic Blvd	5,000	
Miller Creek	2287	4/4/1994	21FLJXWQSS1	Miller Creek at Atlantic Blvd	1,300	
Miller Creek	2287	7/11/1994	21FLJXWQSS1	Miller Creek at Atlantic Blvd	5,000	
Miller Creek	2287	10/3/1994	21FLJXWQSS1	Miller Creek at Atlantic Blvd	17,000	
Miller Creek	2287	1/10/1995	21FLJXWQSS1	Miller Creek at Atlantic Blvd	2,400	
Miller Creek	2287	4/3/1995	21FLJXWQSS1	Miller Creek at Atlantic Blvd	1,300	
Miller Creek	2287	7/3/1995	21FLJXWQSS1	Miller Creek at Atlantic Blvd	2,400	
Miller Creek	2287	10/14/1996	21FLJXWQSS1	Miller Creek at Atlantic Blvd	5,000	
Miller Creek	2287	5/19/1998	21FLJXWQSS1	Miller Creek at Atlantic Blvd	30,000	
Miller Creek	2287	7/20/1998	21FLJXWQSS1	Miller Creek at Atlantic Blvd	16,000	
Miller Creek	2287	10/5/1998	21FLJXWQSS1	Miller Creek at Atlantic Blvd	500	
Miller Creek	2287	1/6/1999	21FLJXWQSS1	Miller Creek at Atlantic Blvd	1,300	
Miller Creek	2287	4/13/1999	21FLJXWQSS1	Miller Creek at Atlantic Blvd	5,000	
Miller Creek	2287	8/11/1999	21FLJXWQSS1	Miller Creek at Atlantic Blvd	800	
Miller Creek	2287	10/6/1999	21FLJXWQSS1	Miller Creek at Atlantic Blvd	270	
Miller Creek	2287	1/5/2000	21FLJXWQSS1	Miller Creek at Atlantic Blvd	1,100	
Miller Creek	2287	4/4/2000	21FLJXWQSS1	Miller Creek at Atlantic Blvd	800	
Miller Creek	2287	8/30/2000	21FLJXWQSS1	Miller Creek at Atlantic Blvd	2,400	
Miller Creek	2287	12/13/2000	21FLJXWQSS1	Miller Creek at Atlantic Blvd	800	
Miller Creek	2287	2/26/2001	21FLJXWQSS1	Miller Creek at Atlantic Blvd	800	
Miller Creek	2287	4/17/2001	21FLJXWQSS1	Miller Creek at Atlantic Blvd	300	
Miller Creek	2287	8/20/2001	21FLJXWQSS1	Miller Creek at Atlantic Blvd	200,000	K
Miller Creek	2287	12/6/2001	21FLJXWQSS1	Miller Creek at Atlantic Blvd	612	
Miller Creek	2287	1/31/2002	21FLJXWQSS1	Miller Creek at Atlantic Blvd	88	
Miller Creek	2287	5/29/2002	21FLJXWQSS1	Miller Creek at Atlantic Blvd	280	
Miller Creek	2287	10/29/2002	21FLJXWQSS1	Miller Creek at Atlantic Blvd	6,900	
Miller Creek	2287	3/17/2003	21FLJXWQSS1	Miller Creek at Atlantic Blvd	112	
Miller Creek	2287	9/26/2003	21FLJXWQSS1	Miller Creek at Atlantic Blvd	4,900	
Miller Creek	2287	12/1/2003	21FLJXWQSS1	Miller Creek at Atlantic Blvd	800	
Miller Creek	2287	3/15/2004	21FLJXWQSS1	Miller Creek at Atlantic Blvd	54,000	
Miller Creek	2287	5/18/2004	21FLJXWQSS1	Miller Creek at Atlantic Blvd	23,000	
Miller Creek	2287	7/27/2004	21FLJXWQSS1	Miller Creek at Atlantic Blvd	21,000	
Miller Creek	2287	11/15/2004	21FLJXWQSS1	Miller Creek at Atlantic Blvd	5,000	
Miller Creek	2287	3/23/2005	21FLJXWQSS1	Miller Creek at Atlantic Blvd	50,000	
Miller Creek	2287	4/19/2005	21FLJXWQSS1	Miller Creek at Atlantic Blvd	4,235	
Miller Creek	2287	8/30/2005	21FLJXWQSS1	Miller Creek at Atlantic Blvd	22,000	
Miller Creek	2287	10/26/2005	21FLJXWQSS1	Miller Creek at Atlantic Blvd	5,200	
Miller Creek	2287	2/14/2006	21FLJXWQSS1	Miller Creek at Atlantic Blvd	17,000	
Miller Creek	2287	4/24/2006	21FLJXWQSS1	Miller Creek at Atlantic Blvd	900	
Miller Creek	2287	7/19/2006	21FLJXWQSS1	Miller Creek at Atlantic Blvd	1,300	

Waterbody	WBID	Sample Date	Station	Location	Value (#/100mL)	Remark Code
Miller Creek	2287	7/27/2006	21FLA 20030794	Miller Cr @ Schumacher Ave	20,000	
Miller Creek	2287	7/27/2006	21FLA 20030795	Miller Cr @ Stillman St	21,500	
Miller Creek	2287	7/27/2006	21FLA 20030796	Miller Cr @ Camden Ave	24,500	
Miller Creek	2287	9/27/2006	21FLA 20030795	Miller Cr @ Stillman St	5,538	A
Miller Creek	2287	9/27/2006	21FLA 20030794	Miller Cr @ Schumacher Ave	21,667	B
Miller Creek	2287	9/27/2006	21FLA 20030796	Miller Cr @ Camden Ave	67,000	B
Miller Creek	2287	10/18/2006	21FLA 20030795	Miller Cr @ Stillman St	9,454	B
Miller Creek	2287	10/18/2006	21FLA 20030794	Miller Cr @ Schumacher Ave	11,727	A
Miller Creek	2287	10/18/2006	21FLA 20030796	Miller Cr @ Camden Ave	21,000	
Miller Creek	2287	11/6/2006	21FLA 20030795	Miller Cr @ Stillman St	1,667	A
Miller Creek	2287	11/6/2006	21FLA 20030794	Miller Cr @ Schumacher Ave	4,800	
Miller Creek	2287	11/6/2006	21FLA 20030796	Miller Cr @ Camden Ave	5,000	
Miller Creek	2287	11/7/2006	21FLJXWQSS1	Miller Creek at Atlantic Blvd	65,000	
Miller Creek	2287	12/12/2006	21FLA 20030795	Miller Cr @ Stillman St	462	A
Miller Creek	2287	12/12/2006	21FLA 20030794	Miller Cr @ Schumacher Ave	3,400	
Miller Creek	2287	12/12/2006	21FLA 20030796	Miller Cr @ Camden Ave	12,000	
Miller Creek	2287	1/2/2007	21FLA 20030795	Miller Cr @ Stillman St	340	
Miller Creek	2287	1/2/2007	21FLA 20030828	Miller Cr @ Beach Blvd	2,286	A
Miller Creek	2287	1/2/2007	21FLA 20030794	Miller Cr @ Schumacher Ave	3,000	
Miller Creek	2287	1/2/2007	21FLA 20030796	Miller Cr @ Camden Ave	6,000	
Miller Creek	2287	1/4/2007	21FLA 20030795	Miller Cr @ Stillman St	1,386	
Miller Creek	2287	1/4/2007	21FLA 20030794	Miller Cr @ Schumacher Ave	1,900	
Miller Creek	2287	1/4/2007	21FLA 20030796	Miller Cr @ Camden Ave	7,667	
Miller Creek	2287	1/17/2007	21FLA 20030795	Miller Cr @ Stillman St	1,233	
Miller Creek	2287	1/17/2007	21FLA 20030794	Miller Cr @ Schumacher Ave	2,970	A
Miller Creek	2287	1/17/2007	21FLA 20030796	Miller Cr @ Camden Ave	8,333	
Miller Creek	2287	1/29/2007	21FLJXWQSS1	Miller Creek at Atlantic Blvd	320	
Miller Creek	2287	2/7/2007	21FLA 20030795	Miller Cr @ Stillman St	1,467	
Miller Creek	2287	2/7/2007	21FLA 20030794	Miller Cr @ Schumacher Ave	1,800	A
Miller Creek	2287	3/12/2007	21FLA 20030795	Miller Cr @ Stillman St	83	A
Miller Creek	2287	3/12/2007	21FLA 20030828	Miller Cr @ Beach Blvd	640	
Miller Creek	2287	3/12/2007	21FLA 20030794	Miller Cr @ Schumacher Ave	1,583	A
Miller Creek	2287	3/12/2007	21FLA 20030796	Miller Cr @ Camden Ave	16,700	B
Miller Creek	2287	4/30/2007	21FLJXWQSS1	Miller Creek at Atlantic Blvd	1,300	

*Deleted blank result entries and dups.

Shaded cells are values that exceed the state criterion of 400 counts/100mL.

Remark Code:

A – Average value.

B – Results based on colony counts outside the acceptable range.

K – Less than.

L – Off-scale high. Actual value not known, but known to be greater than value shown.

Appendix C: Kruskal–Wallis Analysis of Fecal Coliform Observations versus Season in Miller Creek, WBID 2287

Categorical values encountered during processing are:
SEASON$ (4 levels)
fall, spring, summer, winter

Kruskal-Wallis One-Way Analysis of Variance for 86 cases
Dependent variable is FECALS
Grouping variable is SEASON$

Group	Count	Rank Sum
fall	23	996.500
spring	14	514.000
summer	19	1075.500
winter	30	1155.000

Kruskal-Wallis Test Statistic = 7.484
Probability is 0.058 assuming Chi-square distribution with 3 df

Appendix D: Kruskal–Wallis Analysis of Fecal Coliform Observations versus Month in Miller Creek, WBID 2287

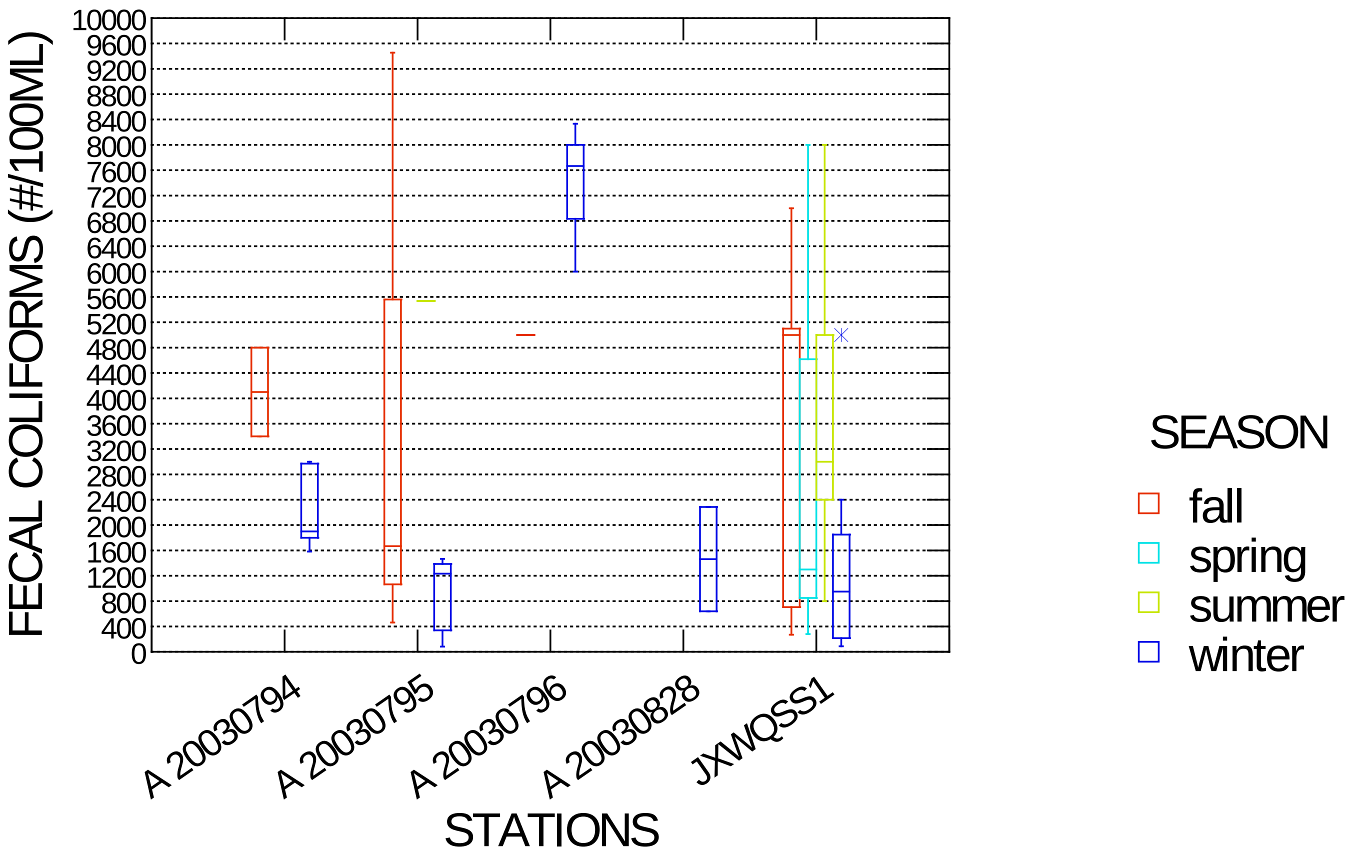
Categorical values encountered during processing are:
MONTH (11 levels)
1, 2, 3, 4, 5, 7, 8,
9, 10, 11, 12

Kruskal-Wallis One-Way Analysis of Variance for 86 cases
Dependent variable is FECALS
Grouping variable is MONTH

Group	Count	Rank Sum
1	19	741.000
2	4	140.500
3	7	273.500
4	10	295.500
5	4	218.500
7	11	610.000
8	4	210.500
9	4	255.000
10	12	591.500
11	5	250.000
12	6	155.000

Kruskal-Wallis Test Statistic = 14.901
Probability is 0.136 assuming Chi-square distribution with 10 df

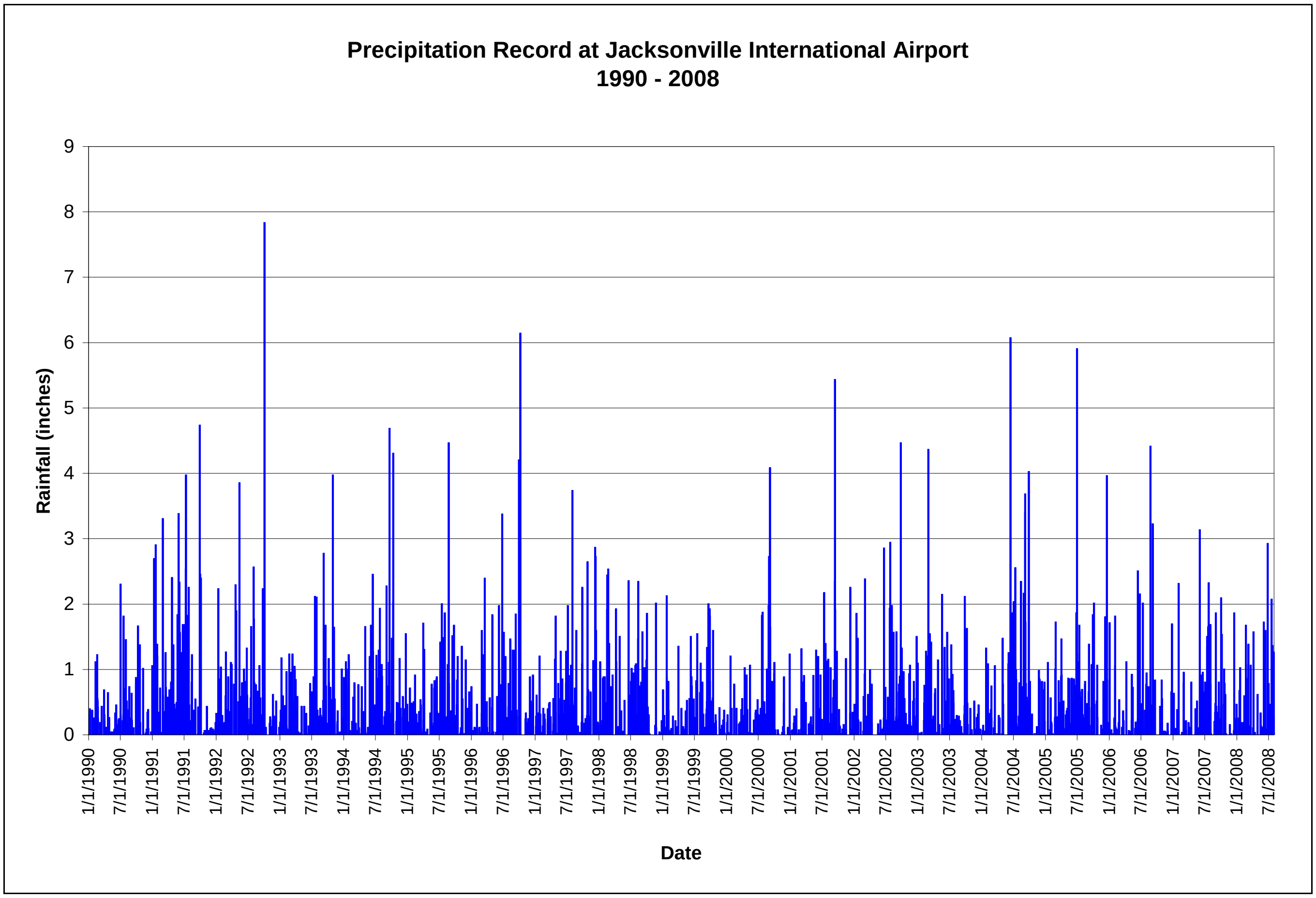
Appendix E: Chart of Fecal Coliform Observations by Season and Station in Miller Creek, WBID 2287



Of 86 cases, 23 were excluded by making graph range less than data range.

Station	STORET ID
Miller Creek at Atlantic Blvd	21FLJXWQSS1
Miller Cr@ Stillman St	21FLA 20030795
Miller Cr@ Schumacher Ave	21FLA 20030794
Miller Cr@ Camden Ave	21FLA 20030796
Miller Cr@ Beach Blvd	21FLA 20030828

Appendix F: Chart of Rainfall for JIA, 1990–2008

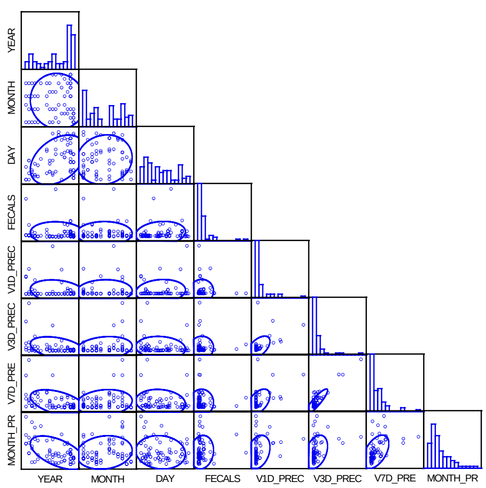


Appendix G: Spearman Correlation Matrix Analysis for Precipitation and Fecal Coliform in Miller Creek, WBID 2287

Spearman correlation matrix

	YEAR	MONTH	DAY	FECALS	V1D_PREC
YEAR	1.000				
MONTH	-0.200	1.000			
DAY	0.244	0.107	1.000		
FECALS	-0.121	0.128	0.170	1.000	
V1D_PREC	-0.065	-0.095	-0.150	0.196	1.000
V3D_PREC	-0.314	-0.052	-0.159	0.195	0.575
V7D_PRE	-0.458	-0.059	-0.188	0.142	0.310
MONTH_PR	-0.465	0.079	-0.030	0.263	0.104

	V3D_PREC	V7D_PRE	MONTH_PR
V3D_PREC	1.000		
V7D_PRE	0.628	1.000	
MONTH_PR	0.290	0.563	1.000



Number of observations: 86

Appendix H: Analysis of Fecal Coliform Observations and Precipitation in Miller Creek, WBID 2287

FECAL COLIFORM DATA VERSUS DAY OF SAMPLING PRECIPITATION

Dep Var: FECALS N: 86 Multiple R: 0.005 Squared multiple R: 0.000

Adjusted squared multiple R: 0.000 Standard error of estimate: 29748.839

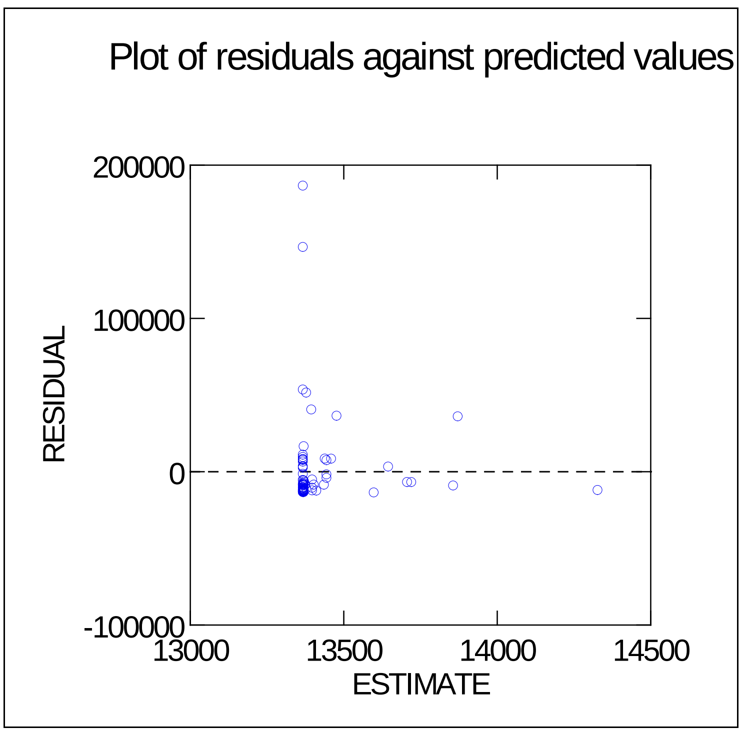
Effect	Coefficient	Std Error	Std Coef	Tolerance	t	P(2 Tail)
CONSTANT	13366.495	3383.352	0.000	.	3.951	0.000
V1D_PREC	275.110	6358.396	0.005	1.000	0.043	0.966

Analysis of Variance

Source	Sum-of-Squares	df	Mean-Square	F-ratio	P
Regression	1656747.278	1	1656747.278	0.002	0.966
Residual	7.43394E+10	84	8.84993E+08		

*** WARNING ***
Case 1 is an outlier (Studentized Residual = 5.865)
Case 57 has large leverage (Leverage = 0.515)
Case 58 is an outlier (Studentized Residual = 8.660)

Durbin-Watson D Statistic 1.510
First Order Autocorrelation 0.100



FECAL COLIFORM DATA VERSUS DAY OF SAMPLING AND 2 DAYS PRIOR PRECIPITATION

Dep Var: FECALS N: 86 Multiple R: 0.019 Squared multiple R: 0.000

Adjusted squared multiple R: 0.000 Standard error of estimate: 29743.808

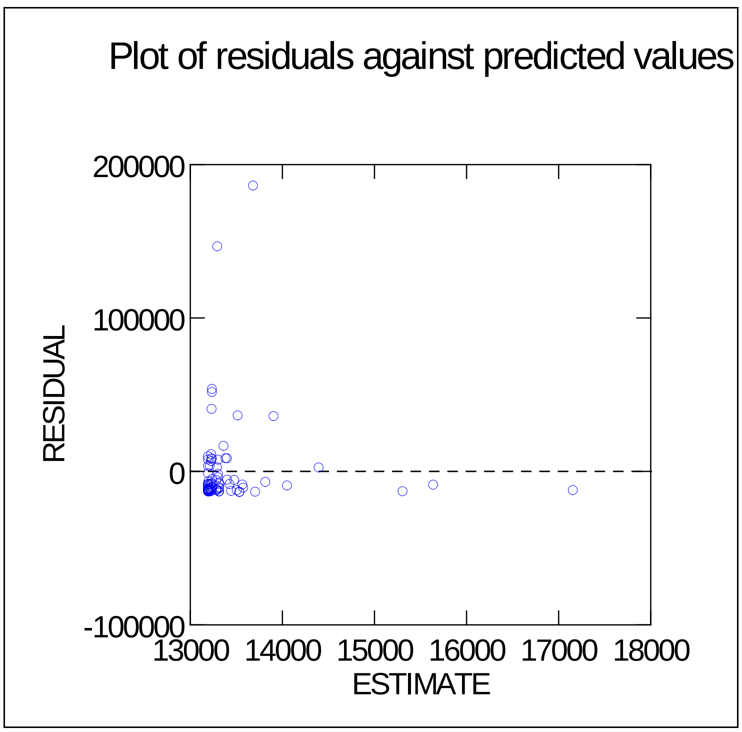
Effect	Coefficient	Std Error	Std Coef	Tolerance	t	P(2 Tail)
CONSTANT	13192.164	3449.278	0.000	.	3.825	0.000
V3D_PREC	388.026	2229.511	0.019	1.000	0.174	0.862

Analysis of Variance

Source	Sum-of-Squares	df	Mean-Square	F-ratio	P
Regression	2.67975E+07	1	2.67975E+07	0.030	0.862
Residual	7.43143E+10	84	8.84694E+08		

*** WARNING ***
Case 1 is an outlier (Studentized Residual = 5.868)
Case 57 has large leverage (Leverage = 0.145)
Case 58 is an outlier (Studentized Residual = 8.647)
Case 64 has large leverage (Leverage = 0.196)
Case 65 has large leverage (Leverage = 0.534)

Durbin-Watson D Statistic 1.517
First Order Autocorrelation 0.096



FECAL COLIFORM DATA VERSUS DAY OF SAMPLING AND 6 DAYS PRIOR PRECIPITATION

Dep Var: FECALS N: 86 Multiple R: 0.017 Squared multiple R: 0.000

Adjusted squared multiple R: 0.000 Standard error of estimate: 29744.806

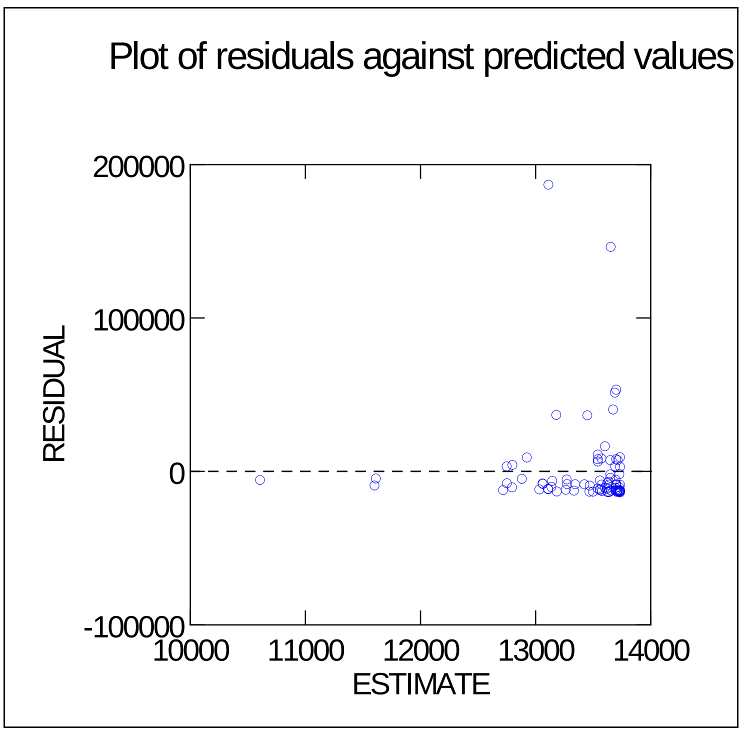
Effect	Coefficient	Std Error	Std Coef	Tolerance	t	P(2 Tail)
CONSTANT	13733.856	3803.033	0.000	.	3.611	0.001
V7D_PRE	-302.224	1924.827	-0.017	1.000	-0.157	0.876

Analysis of Variance

Source	Sum-of-Squares	df	Mean-Square	F-ratio	P
Regression	2.18121E+07	1	2.18121E+07	0.025	0.876
Residual	7.43193E+10	84	8.84753E+08		

*** WARNING ***
Case 1 is an outlier (Studentized Residual = 5.856)
Case 57 has large leverage (Leverage = 0.162)
Case 58 is an outlier (Studentized Residual = 8.709)
Case 64 has large leverage (Leverage = 0.160)
Case 65 has large leverage (Leverage = 0.373)

Durbin-Watson D Statistic 1.488
First Order Autocorrelation 0.111



FECAL COLIFORM DATA VERSUS DAY OF SAMPLING AND 29 DAYS PRIOR PRECIPITATION

Dep Var: FECALS N: 86 Multiple R: 0.119 Squared multiple R: 0.014

Adjusted squared multiple R: 0.003 Standard error of estimate: 29536.471

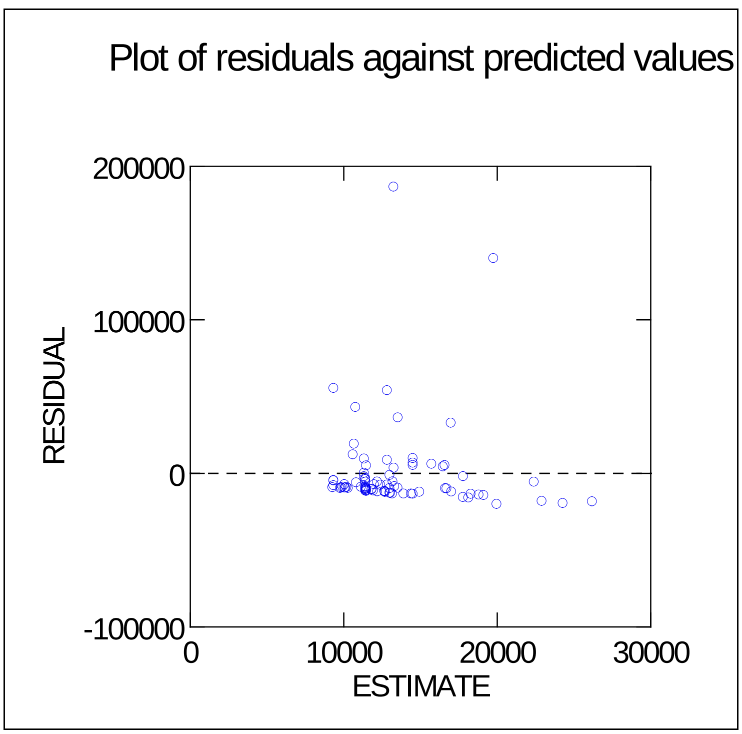
Effect	Coefficient	Std Error	Std Coef	Tolerance	t	P(2 Tail)
CONSTANT	8605.181	5402.060	0.000	.	1.593	0.115
MONTH_PR	1281.575	1163.067	0.119	1.000	1.102	0.274

Analysis of Variance

Source	Sum-of-Squares	df	Mean-Square	F-ratio	P
Regression	1.05924E+09	1	1.05924E+09	1.214	0.274
Residual	7.32819E+10	84	8.72403E+08		

*** WARNING ***
Case 1 is an outlier (Studentized Residual = 5.715)
Case 45 has large leverage (Leverage = 0.165)
Case 58 is an outlier (Studentized Residual = 8.781)

Durbin-Watson D Statistic 1.593
First Order Autocorrelation 0.069



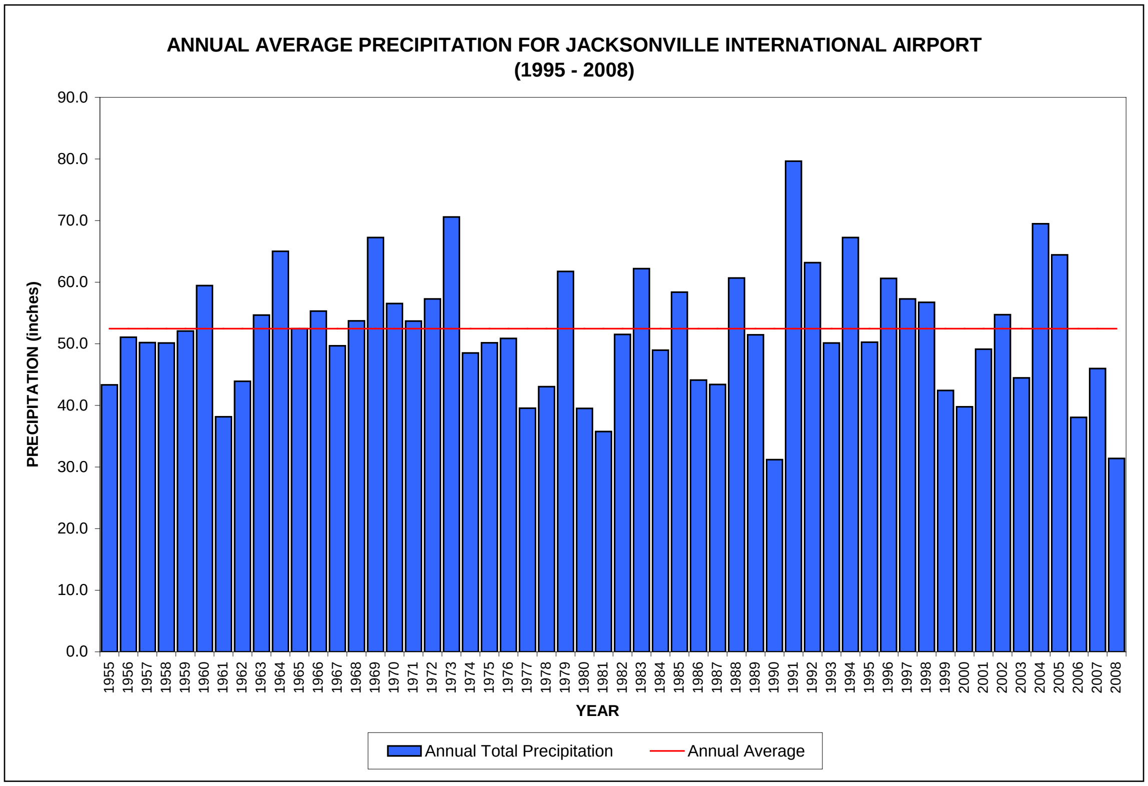
Appendix I: Monthly and Annual Precipitation from JIA, 1955–2008

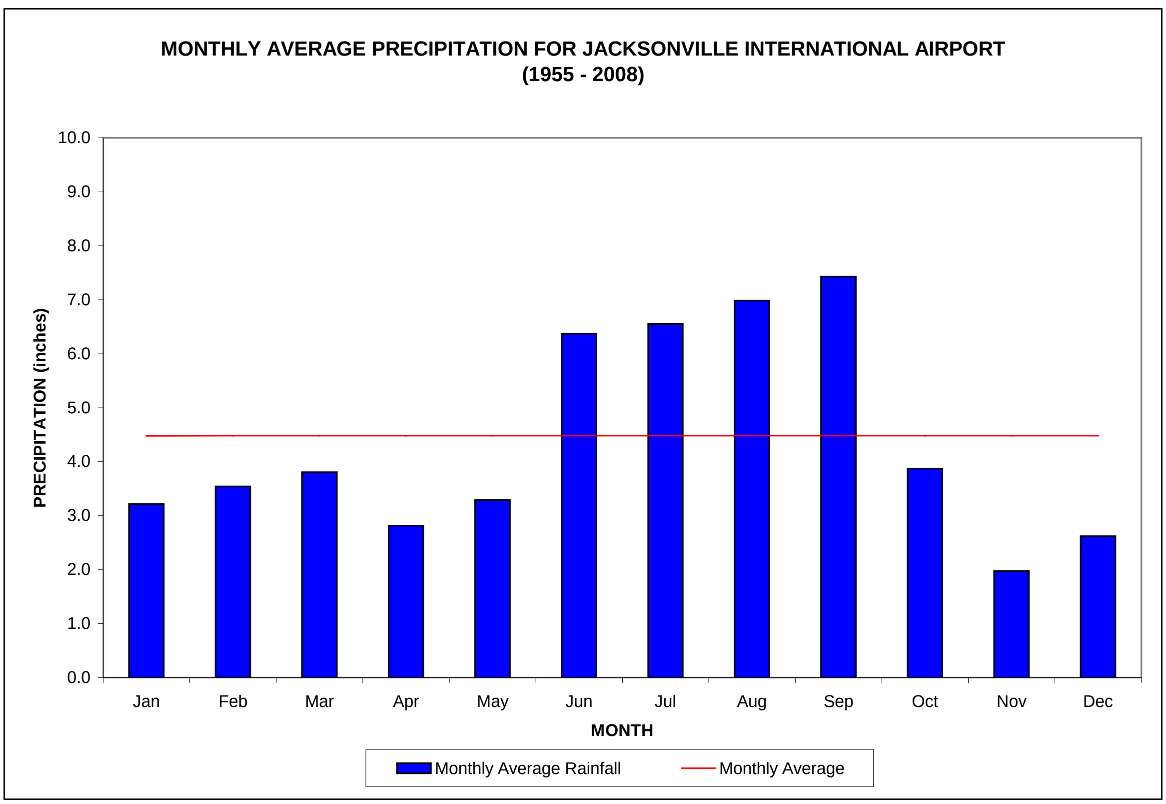
Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual Total
1955	3.1	2.46	1.66	1.5	4.51	2.7	5.53	3.85	10.6	5.36	1.9	0.2	**43.33**
1956	2.9	2.94	0.81	2.33	3.98	7.87	8.25	5.24	2.89	13.4	0.4	0	**51.08**
1957	0.3	1.69	3.87	1.61	5.25	7.1	12.3	3.3	8.33	3.5	1.6	1.3	**50.18**
1958	3.4	3.74	3.38	8.24	3.79	3.96	4.37	4.67	4.75	5.07	2	2.8	**50.14**
1959	3	5.22	9.75	2.65	9.2	2.94	4.51	2.86	5.67	3.12	2.2	1	**52.08**
1960	2.1	5.17	6.94	3.54	1.18	4.7	16.2	6.5	8.57	2.95	0.1	1.5	**59.45**
1961	2.9	4.85	1.17	4.16	3.06	5.27	3.48	10.6	1.02	0.27	0.9	0.5	**38.15**
1962	2.2	0.52	3.1	2.36	1.12	8.22	6.31	10.1	4.37	1.13	2.1	2.5	**43.9**
1963	5.4	6.93	2.23	1.75	1.74	12.5	6.47	4.95	4.88	1.53	2.7	3.6	**54.66**
1964	7.3	6.55	1.76	4.65	4.8	4.67	6.12	5.63	10.3	5.09	3.3	4.8	**65.03**
1965	0.7	5.5	3.91	0.95	0.94	9.79	2.71	9.58	11	1.75	1.9	3.8	**52.47**
1966	4.6	5.97	0.71	2.25	10.4	7.74	11.1	3.88	5.94	1.38	0.2	1.1	**55.3**
1967	3.1	4.35	0.81	2	1.18	12.9	5.22	12.3	1.8	1.13	0.2	4.7	**49.68**
1968	0.8	3.05	1.2	0.99	2.17	12.3	6.84	16.2	2.68	5.09	1.3	1.1	**53.72**
1969	0.8	3.39	4.23	0.34	3.78	5.12	5.89	15.1	10.3	9.81	4.6	3.9	**67.26**
1970	4.2	8.85	9.98	1.77	1.84	2.65	7.6	11	3.2	3.95	0	1.6	**56.55**
1971	2	2.55	2.41	4.07	1.9	5.52	5.07	12.8	4.17	6.46	0.8	5.9	**53.69**
1972	5.8	3.48	4.43	2.98	8.26	6.75	3.15	9.76	2.6	4.46	4.2	1.4	**57.29**
1973	4.6	5.07	10.2	11.6	5.33	4.1	5.45	7.49	7.86	4.08	0.4	4.3	**70.57**
1974	0.3	1.28	3.47	1.53	4.14	5.53	9.83	11.2	8.13	0.34	1	1.7	**48.52**
1975	3.5	2.58	2.46	5.78	7	5.21	6.36	6.23	5.24	3.63	0.4	1.8	**50.15**
1976	2.3	1.05	3.41	0.63	10	4.26	5.41	6.37	8.56	1.63	2.4	4.8	**50.87**
1977	3	3.24	1.03	1.76	3.07	2.65	1.97	7.26	7.45	1.68	3.1	3.4	**39.56**
1978	4.6	4.17	2.83	2.24	9.18	2.62	6.67	2.39	4.4	1.26	0.8	1.8	**43.04**
1979	6.3	3.75	1	4.18	7.54	5.91	4.67	4.78	17.8	0.25	3.6	2	**61.76**
1980	2.6	1.06	6.83	3.91	3.02	4.59	5.29	3.97	3.03	2.69	2.3	0.2	**39.53**
1981	0.9	4.53	5.41	0.32	1.48	3.31	2.46	6.47	1.22	1.35	4.9	3.4	**35.77**
1982	3	1.67	4.26	3.6	3.55	8.06	3.81	6.93	9.32	3.37	1.9	2	**51.52**
1983	7.2	4.27	8.46	4.65	1.38	6.86	6.11	4.63	4.61	4.29	3.3	6.4	**62.19**
1984	2.1	4.67	5.77	3.14	1.46	4.76	6.01	3.78	12.3	1.53	3.3	0.1	**48.96**
1985	1.1	1.45	1.26	2.76	2.08	3.71	6.33	8.93	16.8	8.34	2.1	3.6	**58.39**
1986	4.2	4.72	5.44	0.93	2.13	2.53	3.27	9.6	1.99	1.8	2.9	4.7	**44.1**
1987	4.1	6.47	6.27	0.14	0.75	4.18	4.4	4.48	7.13	0.3	5	0.2	**43.39**
1988	6.4	6.08	2.65	3.44	1.35	3.71	4.5	8.48	16.4	2.35	4.3	1.1	**60.68**
1989	1.7	1.77	2.14	2.79	1.55	3.66	8.98	9.16	14.4	1.39	0.5	3.4	**51.45**
1990	1.8	4.07	1.59	1.34	0.18	1.59	6.53	3.81	2.6	4.54	1.2	1.9	**31.2**
1991	10	1.52	7.33	6.31	9.35	11.7	15.9	3.48	6.2	6.36	0.7	0.6	**79.63**
1992	5.8	2.64	4.09	5.33	5.97	7.04	3.32	10.8	7.33	8.34	1.9	0.7	**63.18**
1993	3.9	2.89	5.98	0.85	1.6	2.52	7.54	2.96	7.6	8.84	3.6	1.9	**50.12**
1994	6.6	0.92	2.14	1.51	3.15	14	8.26	3.29	9.79	10.2	3.5	3.9	**67.26**
1995	1.9	2.07	3.67	1.77	1.77	5.35	9.45	9.93	5.41	3.53	3.2	2.2	**50.25**
1996	1.1	1.11	6.83	2.85	0.72	11.4	4.2	7.83	8.49	11.5	1.4	3.2	**60.63**
1997	2.9	1.28	1.84	4.56	3.43	6.33	7.69	8.24	3.97	4.84	2.4	9.8	**57.27**

Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual Total
1998	3.5	11.1	2.64	4.71	0.96	2.95	7.29	10.1	7.65	3.01	2.4	0.4	**56.72**
1999	4.6	1.7	0.4	1.92	1.02	7.75	3.56	3.51	13	3.24	0.8	0.9	**42.44**
2000	2.8	1.17	1.79	2.6	1.15	2.43	5.69	7.38	11.6	0.23	1.6	1.4	**39.77**
2001	0.9	0.68	5.48	0.62	2.56	5.59	8.31	3.58	16	0.81	1.4	3.1	**49.14**
2002	4.5	0.82	4.38	2.41	0.47	6.24	7.8	8.14	9.31	2.58	2.7	5.4	**54.72**
2003	0.1	4.66	10.7	2.63	2.54	6.75	7.33	1.83	3.04	2.98	0.7	1.2	**44.47**
2004	1.6	4.47	1.36	2.02	1.24	17.2	8.6	9.85	16.3	1.32	2.9	2.7	**69.47**
2005	1.9	3.56	3.67	4.53	3.51	14.8	7.37	4.43	5.76	6.49	1.1	7.4	**64.44**
2006	2.30	3.91	0.68	1.22	2.01	7.25	3.97	7.08	4.55	1.81	0.39	2.90	**38.07**
2007	2.29	2.40	2.22	1.02	1.12	6.68	9.48	3.57	5.44	8.85	0.17	2.74	**45.98**
2008	2.63	5.22	3.50	2.34	0.66	8.21	8.83						**31.39**
AVG	**3.21**	**3.54**	**3.81**	**2.82**	**3.29**	**6.37**	**6.55**	**6.99**	**7.43**	**3.87**	**1.98**	**2.62**	**52.47**

Rainfall is in inches, and represents data from JIA.

Appendix J: Annual and Monthly Average Precipitation at JIA





Appendix K: Executive Summary of Tributary Pollution Assessment Project

Note: *This appendix contains the executive summary of the Tributary Pollution Assessment Project (TPAP) submitted to the Department by JEA and PBS&J. The six phases detailed in the methodology development and evaluation section have already been completed as of the date of this TMDL. In place of the public workshop mentioned in the section describing Phase 6, the* Tributary Pollution Assessment Manual *was presented to the Jacksonville Waterways Commission on February 1, 2007.*

The Tributary Pollution Assessment Project involves developing and evaluating a methodology for conducting tributary pollution assessments for listed water bodies in the Duval County area, as referenced in the Reasonable Assurance (RA) Plan. Duval County has approximately 100 tributary Water Body IDs (WBIDs), i.e. small to large tributaries of the St. Johns River, identified by the State. The RA Plan provides reasonable assurance that the fecal coliform levels of the 51 top-ranked WBIDs will be reduced sufficiently to restore them to their designated use for recreation. The 51 WBIDs are grouped into four priority groups in the RA Plan.

PBS&J was contracted by JEA to develop a methodology for conducting tributary pollution assessments for sources of fecal coliform contamination in the listed tributaries. This methodology will be field-verified by conducting sanitary surveys of selected tributary water body segments, and revised based on lessons learned from this process. The final product of this endeavor will be a *Tributary Pollution Assessment Manual* that can be used as a blueprint for conducting sanitary surveys.

The Tributary Pollution Assessment Project is a continuation of the effort started under the RA Plan. The RA Plan participants have been brought together to form the Tributary Assessment Team (TAT). The TAT will serve as an advisory committee to the PBS&J Project Team throughout the development of the *Tributary Pollution Assessment Manual*. The TAT is composed of representatives from:

- JEA
- City of Jacksonville Environmental Quality Division
- City of Jacksonville Public Works Department
- Duval County Health Department
- Florida Department of Environmental Protection
- St. Johns Riverkeeper
- Water and Sewer Expansion Authority
- US Army Corps of Engineers

Other representatives (from these and additional entities) may be included in the TAT activities in varying roles, as relevant.

Our approach for developing and evaluating a methodology for conducting tributary pollution assessments is divided into six major phases including:

1) Pre-planning;
2) Planning;
3) Development of *Tributary Pollution Assessment Manual*;
4) Evaluation of Methodology/Manual by Conducting Sanitary Surveys;
5) Summary Report; and
6) Public Workshop.

The Pre-Planning phase (Phase I) entailed four main goals:

1) to obtain and review all documents included in the RA Plan;
2) to develop categories for tributary classification and categorize the 51 priority WBIDs;
3) to overlay each WBID onto land use, infrastructure, and historical sampling maps to begin assessing probable sources and migration pathways; and
4) to develop the *Draft Work Plan*.

The Planning phase (Phase II) begins with the organization and initial meeting of the Tributary Assessment Team (TAT) with the ultimate goal of finalizing the *Work Plan*.

The Development of the *Tributary Pollution Assessment Manual* phase (Phase III) primarily involves the formulation of the assessment methodology for each tributary category described in the Pre-Planning phase, the use of a decision tree to determine which assessment methodology corresponds to each of the highest-ranked WBIDs, and the establishment of a model monitoring plan for each tributary category. This phase will be completed upon submitting the *Manual* to the TAT for review.

The next phase, Evaluation of Methodology/Manual by Conducting Sanitary Surveys (Phase IV), entails field-verification of the methodology described in the *Draft Tributary Pollution Assessment Manual* for the highest ranked water bodies for each category (or as determined to ensure adequate geographical representation of the study area) and applying the results to recommend generic corrective actions and revise the methodology, if necessary. The outcome of this phase would be the *Tributary Pollution Assessment Manual.*

The final two phases, Summary Report (Phase V) and Public Workshop (Phase VI), would entail providing a summary of the results of the tributary pollution assessments, including a discussion of lessons learned and site-specific corrective actions, to JEA and presenting the results from the *Tributary Pollution Assessment Manual* to the public. The final phase would also include a written summary of public input received at the workshop.

For additional information, please contact: Don Deis, PBS&J Project Manager, at (904) 363-8442 or drdeis@pbsj.com.

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