

**Total Maximum Daily Load**  
**Evaluation**  
**for**  
**The Albany By-Pass Pond**  
**in the**  
**Flint River Basin**  
**(DDD and DDE in Fish Tissue)**

Submitted to:

The U.S. Environmental Protection Agency  
Region 4  
Atlanta, Georgia

Submitted by:

The Georgia Department of Natural Resources  
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## Table of Contents

<u>Section</u>	<u>Page</u>
1.0 INTRODUCTION .....	1
1.1 Background .....	1
1.2 Watershed Description .....	1
1.3 Impact of DDD/DDE .....	1
1.4 Water Quality Standard .....	3
2.0 AVAILABLE MONITORING DATA .....	4
3.0 SOURCE ASSESSMENT .....	5
4.0 TMDL DEVELOPMENT APPROACH .....	6
4.1 Steady-State Mass Balance Approach .....	6
4.2 Critical Conditions .....	6
5.0 ALLOCATION .....	7
5.1 Waste Load Allocations .....	7
5.2 Load Allocations .....	8
5.3 Seasonal Variation .....	8
5.4 Margin of Safety .....	9
5.5 TMDL Results .....	9
5.6 Load Reduction .....	9
6.0 RECOMMENDATIONS .....	10
6.1 Monitoring .....	10
6.2 Reasonable Assurance .....	10
6.3 Non-Point Source Management Practices .....	10
6.4 Public Participation .....	10
7.0 INITIAL TMDL IMPLEMENTATION PLAN .....	11
REFERENCES .....	15

### List of Figures

1. Albany By-Pass Pond Location

### List of Tables

1. TMDL Allocations
2. Load Reduction

## 1.0 INTRODUCTION

### 1.1 Background

The State of Georgia assesses its water bodies for compliance with water quality standards criteria established for their designated uses as required by the Federal Clean Water Act (CWA). Assessed water bodies are placed into three categories, supporting, partially supporting, or not supporting their designated uses, depending on water quality assessment results. These water bodies are found on Georgia's 305(b) list as required by that section of the CWA that defines the assessment process, and are published in *Water Quality in Georgia* every two years.

Some of the 305(b) partially and not supporting water bodies are also assigned to Georgia's 303(d) list, also named after that section of the CWA. Water bodies on the 303(d) list are required to have a Total Maximum Daily Load (TMDL) evaluation for the water quality constituent(s) in violation of the water quality standard. The TMDL process establishes the allowable loading of pollutants or other quantifiable parameters for a water body based on the relationship between pollution sources and instream water quality conditions. This allows water quality-based controls to be developed to reduce pollution and to restore and maintain water quality.

The State of Georgia has identified one segment that is partially supporting its designated use due to the issuance of fish consumption guidelines because of DDD/DDE contamination. This segment is the Albany By-Pass Pond in the Flint River Basin and it is listed on the 2000 §303(d) list.

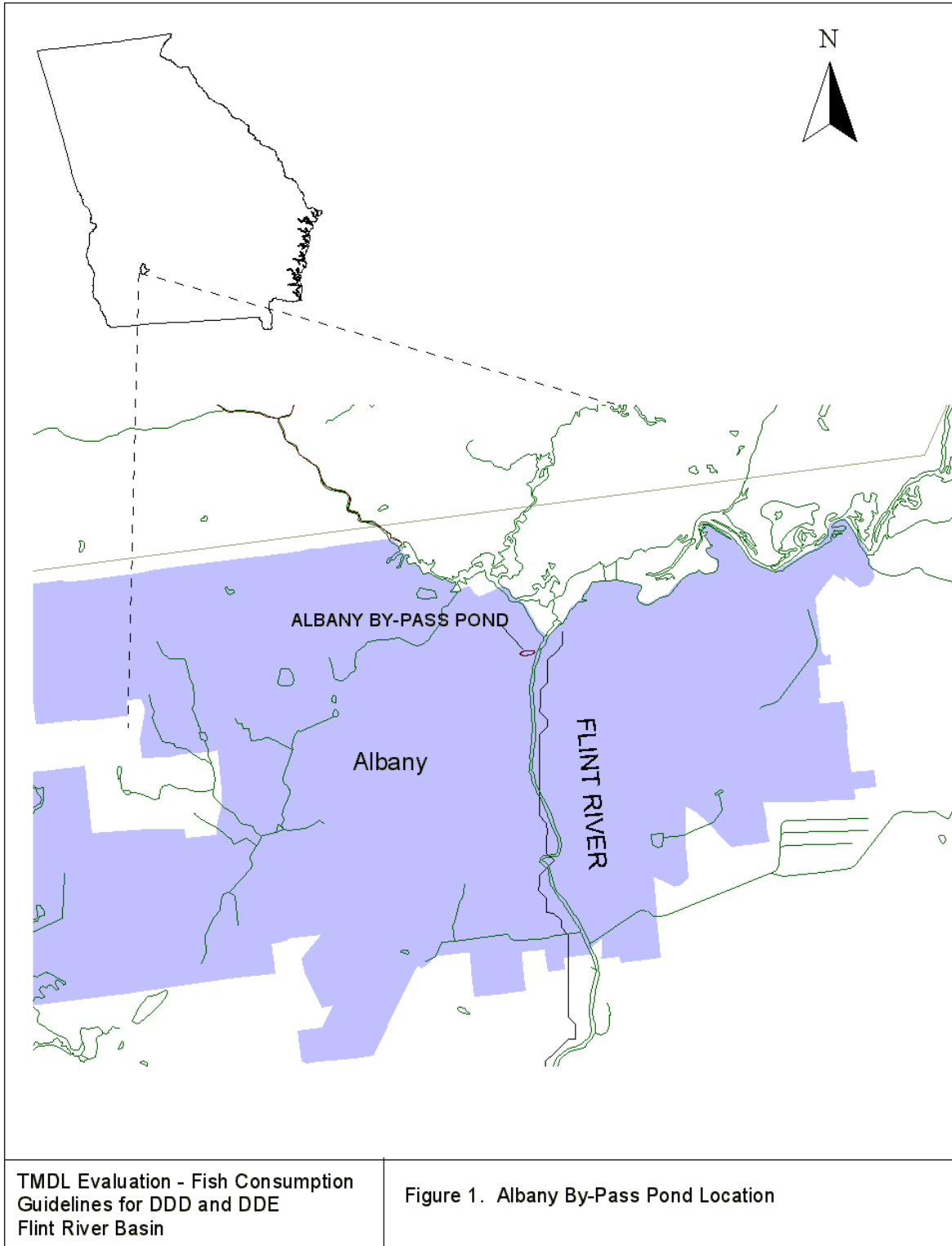
### 1.2 Watershed Description

The Albany By-Pass Pond watershed is located within the City of Albany in Dougherty County, Georgia (see Figure 1). The watershed was partly agricultural prior to the 1993 sample date. However, Albany has continued to develop and become more urban. The area immediately surrounding the pond is mostly wetlands. The pond has an estimated surface area of twenty acres.

### 1.3 Impacts of DDD/DDE

The DDD/DDE contaminants are chemical breakdown products of the pesticide DDT. DDT is the common name for the chlorinated insecticide dichlorodiphenyltrichloroethane. It was first synthesized in 1874 and its insecticidal properties were discovered in 1939. In the United States DDT was used extensively until 1969. The production of DDT in the United States was discontinued in 1969.

Residues of DDD/DDE are persistent and break down slowly in the environment. The impacts are widely documented. DDT and its byproducts are lipophilic. This means they tend to accumulate in the fatty tissue of fish and wildlife and accumulate as they go along the food chain. There are standards for fish consumption published by the Food and Drug Administration (FDA), as well as stricter guidelines published by the State of Georgia. This document will not try to detail the human health problems or wildlife threats posed by these chemicals. It is suggested the reader consult EPA's *Ambient Water Quality Criteria* for DDT.



#### 1.4 Water Quality Standard

The water use classification for the Albany By-Pass Pond is fishing. The fishing classification, as stated in Georgia's *Rules and Regulations for Water Quality Control*, Chapter 391-3-6-.03(6)(c), is established to protect the "propagation of fish, shellfish, game and other aquatic life, secondary contact recreation in and on the water; or for any other use requiring water of a lower quality."

Georgia's instream criteria for DDT and its by-products, DDD/DDE, are established for all waters and are deemed to be necessary and applicable to all waters of the State. Georgia's Water Quality Standard for DDD/DDE is expressed in Georgia's *Rules and Regulations for Water Quality Control*, Chapter 391-3-6, Revised - October 2001. Georgia Regulation 391-3-6-.03(5)(e)(iv) states that "Instream concentrations of the following chemical constituents listed by the U. S. Environmental Protection Agency as toxic priority pollutants pursuant to Section 307(a)(1) of the Federal Clean Water Act (as amended) shall not exceed criteria indicated below under annual average or higher stream flow conditions". The State water quality instream targets of 0.00059 $\mu\text{g/L}$  for 4,4"-DDT, 0.00084 $\mu\text{g/L}$  for 4,4"-DDD, and 0.00059 $\mu\text{g/L}$  for 4,4"-DDE are protective of the FDA action level for fish consumption. This level is also protective of the DNR fish consumption advisory action level. It should be noted that there is also a standard for 4,4"-DDT of 0.001  $\mu\text{g/L}$  to protect against aquatic toxicity during the 7Q10 conditions. This TMDL will protect that standard.

## 2.0 AVAILABLE MONITORING DATA

DDE/DDT was detected in fish tissue from the Albany By-Pass Pond in 1993. The fish tissue analyzed in 1993 triggered the fish consumption guideline of 1/meal per week as listed in the *2002 Update of Guidelines for Eating Fish from Georgia Waters* (Georgia Department of Natural Resources). The specific species cited are Largemouth Bass and Brown Bullhead.

The fish tissue data collected in 1993 had a range of total DDD/DDE from 0.78 mg/kg to 6.2 mg/kg. The most conservative approach of using the highest value will be taken for the TMDL development. This report refers to the byproducts because DDT itself was not detected in any fish tissue.

### 3.0 SOURCE ASSESSMENT

A source assessment characterizes the known and suspected sources of DDD/DDE in the watershed for use in a water quality model and the development of the TMDL. The sources of DDD/DDE in this watershed are unknown, but they may be from either point sources or nonpoint sources. Both will be addressed in this TMDL.

Title IV of the Clean Water Act establishes the National Pollutant Discharge Elimination System (NPDES) permit program. The NPDES permit program requires permits for the discharge of "pollutants" from any "point source" into "waters of the United States" (40 CFR 122.1). Basically, there are two categories of NPDES permits: 1) municipal and industrial wastewater treatment facilities, and 2) regulated storm water discharges.

In general, industrial and municipal wastewater treatment facilities have NPDES permits with effluent limits. These permit limits are either based on federal and state effluent guidelines (technology-based limits) or on water quality standards (water quality-based limits). DDD/DDE are toxic priority pollutants and their use and discharge is not permitted in any of the listed segments. There are no permitted point source dischargers with existing allocations for DDD/DDE.

Some storm water runoff is covered under the NPDES Permit Program. It is considered a diffuse source of pollution. Unlike other NPDES permits that establish end-of-pipe limits, storm water NPDES permits establish controls. Currently, regulated storm water discharges include those associated with industrial activities, including construction sites five acres or greater, and large and medium municipal separate storm sewer systems (MS4s).

Storm water discharges associated with industrial activities are currently covered under a General Storm Water NPDES Permit. This permit requires visual monitoring of storm water discharges, site inspections, implementation of Best Management Practices (BMPs), and record keeping. There are numerous industrial and construction sites in this watershed.

Storm water discharges from MS4s are very diverse in pollutant loadings and frequency of discharge. At present, all cities and counties within Georgia that had a population of greater than 100,000 at the time of the 1990 Census are permitted for storm water discharge. This includes 60 permittees, 45 of which are located in the greater Atlanta metro area, including Fulton County. MS4 permits require the prohibition of non-storm water discharges (i.e., illicit discharges) into the storm sewer systems, and controls to reduce the discharge of pollutants to the maximum extent practicable, including the use of management practices, control techniques and systems, and design and engineering methods (Federal Register, 1990). A site-specific management plan outlining appropriate controls is referenced in the permit, but it is a separate document.

A potential DDD/DDE source in the listed segment has been attributed to contamination from urban runoff from Metropolitan Albany and nonpoint source pollution. Other possible sources could include movement of contaminated bedload sediment, soil erosion, air deposition, and other nonpoint source discharges. It is likely that the pollutants measured in 1993 were legacy and additional sources no longer exist.

## 4.0 TMDL DEVELOPMENT APPROACH

An important component of TMDL development is to establish relationships between source loadings and instream water quality. In this section, the numerical modeling techniques used to develop the TMDL are discussed.

### 4.1 Steady-State Mass Balance Approach

A mass balance equation is used to calculate the TMDL. The TMDL for the Albany By-Pass-Pond equals the water quality standard for all flows.

Water column DDD/DDE concentration data does not exist or is not measurable because it is below the detection limit. However, the fish tissue concentration at the time of listing is known and there is a published bioaccumulation factor for DDD/DDE in fish tissue (EPA 444/5-80-038, October 1980). The water column concentration that resulted in the fish tissue contamination can be estimated using the equation shown below.

$$WC = TC / BCF$$

Where WC = Water column concentration (mg/L)  
TC = Fish tissue concentration (mg/kg)  
BCF = EPA bioaccumulation Factor (17,870 L/kg)

$$WC = (6.2 \text{ mg/kg}) / (17,870 \text{ L/kg})$$
$$WC = 0.34 \text{ } \mu\text{g/L}$$

This calculated current concentration is compared to the TMDL to determine the percent reduction required.

### 4.2 Critical Conditions

Georgia has human health-based water quality standards for DDD/DDE that are based on the average stream flow. These standards, if met, should protect against contaminated fish tissue. These standards are several orders of magnitude less than the detection limit.



## 5.0 ALLOCATION

A Total Maximum Daily Load (TMDL) is the amount of a pollutant that can be assimilated by the receiving waterbody without exceeding the applicable water quality standard. A TMDL is the sum of the individual waste load allocations (WLAs) and load allocations (LAs) for nonpoint sources and natural background (40 CFR 130.2) for a given waterbody. The TMDL must also include a margin of safety (MOS), either implicitly or explicitly, that accounts for the uncertainty in the relationship between pollutant loads and the water quality response of the receiving water body. TMDLs can be expressed in terms of either mass per time, toxicity, or other appropriate measures. For DDD/DDE, the TMDLs are expressed as a concentration and as a percent reduction.

A TMDL is expressed as follows:

$$\text{TMDL} = \Sigma\text{WLAs} + \Sigma\text{LAs} + \text{MOS}$$

The TMDL calculates the WLAs and LAs with margins of safety to meet the stream's water quality standards. The allocations are based on estimates that use the best available data and provide the basis to establish or modify existing controls so that water quality standards can be achieved. In developing a TMDL, it is important to consider if adequate data are available to identify the sources, fate, and transport of the pollutant to be controlled.

TMDLs may be developed using a phased approach. Under a phased approach, the TMDL includes: 1) WLAs that confirm existing limits and controls or lead to new limits, and 2) LAs that confirm existing controls or include implementing new controls (EPA TMDL Guidelines). A phased TMDL requires additional data be collected to determine if load reductions required by the TMDL lead to the attainment of water quality standards.

The TMDL Implementation Plan will establish a schedule or timetable for the installation and evaluation of point and nonpoint source control measures, data collection, assessment of water quality standard attainment, and if needed, additional modeling. Future monitoring of the listed segment water quality will then be used to evaluate this phase of the TMDL, and if necessary, to reallocate the loads.

The following sections describe the various DDD/DDE TMDL components.

### 5.1 Waste Load Allocations

The waste load allocation (WLA) is the portion of the receiving water's loading capacity that is allocated to existing or future point sources. Waste load allocations are provided to the point sources from municipal and industrial wastewater treatment systems that have NPDES effluent limits.

State and Federal Rules define storm water discharges covered by NPDES permits as point sources. However, storm water discharges are from diffuse sources and there are multiple storm water outfalls. Storm water sources (point and nonpoint) are different than traditional NPDES permitted sources in four respects: (1) they do not produce a continuous (pollutant loading) discharge; (2) their pollutant loading depends on the intensity, duration, and frequency of rainfall events, over which the permittee has no control; (3) the activities contributing to the pollutant loading may include various allowable activities of others, and control of these activities is not solely within the discretion of the permittee; and (4) they do not have wastewater treatment plants that

control specific pollutants to meet numerical limits.

The intent of storm water NPDES permits is not to treat the water after collection, but to reduce the exposure of storm water to pollutants by implementing various controls. It would be infeasible and prohibitively expensive to try to control pollutant discharges from each storm water outfall. Therefore, storm water NPDES permits require the establishment of controls or BMPs to reduce pollutants from entering the environment.

There are no permitted point source dischargers with existing allocations for DDD/DDE. Thus, the wasteload allocation (WLA) for DDD/DDE is not applicable at this time. It is known that wastewaters can contain trace levels of chemicals, including DDD/DDE. The current detection limit for DDD/DDE is below the current water quality standard. However, there may come a time when DDD/DDE in discharges or storm water can be measured. If individual wasteload allocations for DDD/DDE are needed for specific permits, the wasteload allocations can be calculated by multiplying the design flows (Q) by the human health criteria (0.00084  $\mu\text{g/L}$  DDD/ 0.00059 $\mu\text{g/L}$  DDE).

## 5.2 Load Allocations

The load allocation (LA) is the portion of the receiving water's loading capacity that is attributed to existing or future nonpoint sources or to natural background sources. Nonpoint sources are identified in 40 CFR 130.6 as follows:

- Residual waste
- Land disposal
- Agricultural and silvicultural
- Mines
- Construction
- Saltwater intrusion
- Urban storm water (non-permitted)

The nonpoint sources can include air deposition, stormwater runoff, movement from sediment bedload into the water column, and decaying aquatic organisms. These mechanisms are very complicated and difficult to quantify.

Nonpoint sources should be at concentrations equivalent to or less than the water quality standard for DDD/DDE. Thus, the load allocation (LA) allows for no loads that cause or contribute to instream mixed water column DDD/DDE concentrations above 0.00084  $\mu\text{g/L}$  DDD/ 0.00059  $\mu\text{g/L}$  DDE.

## 5.3 Seasonal Variation

Seasonal variation is not applicable to this TMDL because there are no known point or nonpoint sources. The water quality standard is based on human health guidelines and is targeted to be met at flows greater than or equal to the annual average flow. DDD/DDE will accumulate in fish tissue throughout the year. The mechanism causing higher concentrations of a pollutant in the water column during low flows could be offset by the suspension of particles during heavy flows and rain.

### 5.4 Margin of Safety

This TMDL is very conservative in that it uses the highest fish tissue concentration from 1993 and assumes that this value is still representative. It requires both the DDD and DDE criteria to be met at the end of pipe for any wasteloads and also for all load allocations. Water column data for DDD/DDE does not exist or has not been detected in the Albany By-Pass-Pond.

This TMDL will use this conservative assumption that the water column throughout all listed segments has no assimilative capacity for DDD/DDE loadings at concentrations above the water quality standards.

### 5.5 TMDL Results

The TMDL for the Albany By-Pass Pond equals the water quality standard. This TMDL can be summarized as follows:

**Table 1. TMDL Allocation**

Parameter	WLA	LA	MOS	TMDL
DDD	$\Sigma(Q_{WLA} * 0.00084 \mu\text{g/L})$	$\Sigma(Q_{LA} * 0.00084 \mu\text{g/L})$	Implicit	$\Sigma(Q_{total} * 0.00084 \mu\text{g/L})$
DDE	$\Sigma(Q_{WLA} * 0.00059 \mu\text{g/L})$	$\Sigma(Q_{LA} * 0.00059 \mu\text{g/L})$	Implicit	$\Sigma(Q_{total} * 0.00059 \mu\text{g/L})$

### 5.6 Load Reduction

The calculated water column concentration that resulted in the fish tissue contamination is estimated to be 0.34  $\mu\text{g/L}$ . The required load reduction is shown in Table 2.

**Table 2. Load Reduction**

Parameter	Calculated Current Load as a Concentration	TMDL	Percent Reduction
DDD/DDE	0.34 $\mu\text{g/L}$	0.00143 $\mu\text{g/L}$	99.6

## **6.0 RECOMMENDATIONS**

### **6.1 Monitoring**

The State should continue with its monitoring program of fish tissue in Georgia's waters. If there is still DDD/DDE detected above the fish consumption guideline trigger, the TMDL implementation phase should begin with more detailed monitoring and source assessment.

### **6.2 Reasonable Assurance**

There currently are no NPDES permitted discharges to Albany By-Pass Pond. If a permit were to be issued in the future, an allocation to a point source discharger does not automatically result in a permit limit or a monitoring requirement. Through its NPDES permitting process, Georgia will determine whether the permitted dischargers to the Albany By-Pass Pond watershed have a reasonable potential of discharging DDD/DDE levels equal to or greater than the allocated load. The results of this reasonable potential analysis will determine the specific type of requirements in an individual facility's NPDES permit. As part of its analysis, the EPD will use its EPA-approved 2001 NPDES Reasonable Potential Procedures to determine whether monitoring requirements or effluent limitations are necessary.

If effluent limitations are determined to be necessary for any future facilities, they should be established in accordance with Georgia Rules and Regulations for Water Quality Control, Section 391-3-6-.06(4)(d)5.(ii)(b)(2). This regulation establishes that to protect against chronic effects, an effluent limitation should be imposed as a monthly average limit. To protect against acute effects, an effluent limitation should be imposed as a daily maximum limit. Additionally, if effluent limitations or monitoring requirements are determined through a reasonable potential analysis to be necessary for any future facilities, it is recommended that concentration limits or concentration monitoring requirements should be imposed in addition to any loading limits or monitoring requirements.

### **6.3 Non-Point Source Management Practices**

The Georgia EPD is responsible for administering and enforcing laws to protect the waters of the State. EPD is the lead agency for implementing the State's Nonpoint Source Management Program. Regulatory responsibilities that have a bearing on nonpoint source pollution include establishing water quality standards and use classifications, assessing and reporting water quality conditions, and regulating land-use activities, which may affect water quality. Georgia is working with local governments, agricultural, and forestry agencies such as the Natural Resources Conservation Service, the Georgia Soil and Water Conservation Commission, and the Georgia Forestry Commission to foster the implementation of Best Management Practices (BMPs) that address nonpoint source pollution. In addition, public education efforts are being targeted to individual stakeholders to provide information regarding the use of BMPs to protect water quality.

### **6.4 Public Participation**

A thirty-day public notice was provided for this TMDL. During that time the availability of the TMDL was public noticed, a copy of the TMDL was provided as requested, and the public was invited to provide comments on the TMDL.

## 7.0 INITIAL TMDL IMPLEMENTATION PLAN

EPD has coordinated with EPA to prepare this Initial TMDL Implementation Plan for this TMDL. EPD has also established a plan and schedule for development of a more comprehensive implementation plan after this TMDL is established. EPD and EPA have executed a Memorandum of Understanding that documents the schedule for developing the more comprehensive plans. This Initial TMDL Implementation Plan includes a list of BMPs and provides for an initial implementation demonstration project to address one of the major sources of pollutants identified in this TMDL, while State and/or local agencies work with local stakeholders to develop a revised TMDL implementation plan. It also includes a process whereby EPD and/or Regional Development Centers (RDCs), or other EPD contractors (hereinafter, "EPD Contractors"), will develop expanded plans (hereinafter, "Revised TMDL Implementation Plans").

This Initial TMDL Implementation Plan, written by EPD and for which EPD and/or the EPD Contractor are responsible, contains the following elements.

1. EPA has identified a number of management strategies for the control of nonpoint sources of pollutants, representing some best management practices. The "Management Measure Selector Table" shown below identifies these management strategies by source category and pollutant. Nonpoint sources are the primary cause of excessive pollutant loading in most cases. Any wasteload allocations in this TMDL will be implemented in the form of water-quality based effluent limitations in NPDES permits issued under CWA Section 402. [See 40 C.F.R. § 122.44(d)(1)(vii)(B)]. NPDES permit discharges are a secondary source of excessive pollutant loading, where they are a factor, in most cases.
2. EPD and the EPD Contractor will select and implement one or more BMP demonstration projects for each River Basin. The purpose of the demonstration projects will be to evaluate by River Basin and pollutant parameter the site-specific effectiveness of one or more of the BMPs chosen. EPD intends that the BMP demonstration project be completed before the Revised TMDL Implementation Plan is issued. The BMP demonstration project will address the major pollutant categories of concern for the respective River Basin as identified in the TMDLs. The demonstration project need not be of a large scale, and may consist of one or more measures from the Table or equivalent BMP measures proposed by the EPD Contractor and approved by EPD. Other such measures may include those found in EPA's "Best Management Practices Handbook," the "NRCS National Handbook of Conservation Practices," or any similar reference, or measures that the volunteers, etc., devise that EPD approves. If for any reason the EPD Contractor does not complete the BMP demonstration project, EPD will take responsibility for doing so.
3. As part of the Initial TMDL Implementation Plan the EPD brochure entitled "Watershed Wisdom -- Georgia's TMDL Program" will be distributed by EPD to the EPD Contractor for use with appropriate stakeholders for this TMDL. Also, a copy of the video of that same title will be provided to the EPD Contractor for its use in making presentations to appropriate stakeholders on TMDL Implementation Plan development.

4. If for any reason the EPD Contractor does not complete one or more elements of a Revised TMDL Implementation Plan, EPD will be responsible for getting that (those) element(s) completed, either directly or through another contractor.
5. The deadline for development of a Revised TMDL Implementation Plan is the end of August 2004.
6. The EPD Contractor helping to develop the Revised TMDL Implementation Plan, in coordination with EPD, will work on the following tasks involved in converting the Initial TMDL Implementation Plan to a Revised TMDL Implementation Plan:
  - A. Generally characterize the watershed;
  - B. Identify stakeholders;
  - C. Verify the present problem to the extent feasible and appropriate, (e.g., local monitoring);
  - D. Identify probable sources of pollutant(s);
  - E. For the purpose of assisting in the implementation of the load allocations of this TMDL, identify potential regulatory or voluntary actions to control pollutant(s) from the relevant nonpoint sources;
  - F. Determine measurable milestones of progress;
  - G. Develop monitoring plan, taking into account available resources, to measure effectiveness; and
  - H. Complete and submit to EPD the Revised TMDL Implementation Plan.
7. The public will be provided an opportunity to participate in the development of the Revised TMDL Implementation Plan and to comment on it before it is finalized.
8. The Revised TMDL Implementation Plan will supersede this Initial TMDL Implementation Plan when the Revised TMDL Implementation Plan is approved by EPD.

**Management Measure Selector Table**

Land Use	Management Measures	Fecal Coliform	Dissolved Oxygen	pH	Sediment	Temperature	Toxicity	Mercury	Metals (copper, lead, zinc, cadmium)	PCBs, toxaphene
<b>Agriculture</b>	1. Sediment & Erosion Control	—	—		—	—				
	2. Confined Animal Facilities	—	—							
	3. Nutrient Management	—	—							
	4. Pesticide Management		—							
	5. Livestock Grazing	—	—		—	—				
	6. Irrigation		—		—	—				
<b>Forestry</b>	1. Preharvest Planning				—	—				
	2. Streamside Management Areas	—	—		—	—				
	3. Road Construction & Reconstruction		—		—	—				
	4. Road Management		—		—	—				
	5. Timber Harvesting		—		—	—				
	6. Site Preparation & Forest Regeneration		—		—	—				
	7. Fire Management	—	—	—	—	—				
	8. Revegetation of Disturbed Areas	—	—	—	—	—				
	9. Forest Chemical Management		—			—				

<b>Land Use</b>	<b>Management Measures</b>	Fecal Coliform	Dissolved Oxygen	pH	Sediment	Temperature	Toxicity	Mercury	Metals (copper, lead, zinc, cadmium)	PCBs, toxaphene
	10. Wetlands Forest Management	—	—	—		—		—		
<b>Urban</b>	1. New Development	—	—		—	—			—	
	2. Watershed Protection & Site Development	—	—		—	—		—	—	
	3. Construction Site Erosion and Sediment Control		—		—	—				
	4. Construction Site Chemical Control		—							
	5. Existing Developments	—	—		—	—			—	
	6. Residential and Commercial Pollution Prevention	—	—							
<b>Onsite Wastewater</b>	1. New Onsite Wastewater Disposal Systems	—	—							
	2. Operating Existing Onsite Wastewater Disposal Systems	—	—							
<b>Roads, Highways and Bridges</b>	1. Siting New Roads, Highways & Bridges	—	—		—	—			—	
	2. Construction Projects for Roads, Highways and Bridges		—		—	—				
	3. Construction Site Chemical Control for Roads, Highways and Bridges		—							
	4. Operation and Maintenance-	—	—			—				



<b>Land Use</b>	<b>Management Measures</b>	Fecal Coliform	Dissolved Oxygen	pH	Sediment	Temperature	Toxicity	Mercury	Metals (copper, lead, zinc, cadmium)	PCBs, toxaphene
	Roads, Highways and Bridges								—	

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