

Trash Long-Term Reduction Plan and Progress Assessment Strategy

February 1, 2014



Submitted by:

City of Fairfield

1000 Webster Street

Fairfield, CA 94533

In compliance with Provisions C.10.c of Order R2-2009-0074


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**CITY OF FAIRFIELD
LONG-TERM TRASH LOAD REDUCTION PLAN AND
ASSESSMENT STRATEGY**

CERTIFICATION STATEMENT

"I certify, under penalty of law, that this document and all attachments were prepared under my direction or supervision in accordance with a system designed to ensure that qualified personnel properly gather and evaluate the information submitted. Based on my inquiry of the person or persons who manage the system, or those persons directly responsible for gathering the information, the information submitted, is, to the best of my knowledge and belief, true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment for knowing violations."

Signature by Duly Authorized Representative:



George R. Hicks
Director of Public Works

February 1, 2014

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ABBREVIATIONS

BASMAA	Bay Area Stormwater Management Agencies Association
BID	Business Improvement District
CalRecycle	California Department of Resources Recycling and Recovery
Caltrans	California Department of Transportation
CASQA	California Stormwater Quality Association
CDS	Continuous Deflection Separator
CEQA	California Environmental Quality Act
CY	Cubic Yards
EIR	Environmental Impact Report
EPA	Environmental Protection Agency
GIS	Geographic Information System
MRP	Municipal Regional Stormwater NPDES Permit
MS4	Municipal Separate Storm Sewer System
NGO	Non-Governmental Organization
NPDES	National Pollutant Discharge Elimination System
Q	Flow
SFRWQCB	San Francisco Regional Water Quality Control Board
SWRCB	State Water Resource Control Board
TMDL	Total Maximum Daily Load
USEPA	United States Environmental Protection Agency
Water Board	San Francisco Regional Water Quality Control Board
WDR	Waste Discharge Requirements

PREFACE

This Long-Term Trash Load Reduction Plan and Assessment Strategy (Long-Term Plan) is submitted in compliance with provision C.10.c of the Municipal Regional Stormwater NPDES Permit (MRP) for Phase I communities in the San Francisco Bay (Order R2-2009-0074). The Long-Term Plan was developed using a regionally consistent outline and guidance developed by the Bay Area Stormwater Management Agencies Association (BASMAA) and reviewed by San Francisco Bay Regional Water Quality Control Board staff. The Long-Term Plan is consistent with the Long-Term Trash Load Reduction Framework developed in collaboration with Water Board staff. Its content is based on the City of Fairfield's current understanding of trash problems within its jurisdiction and the effectiveness of control measures designed to reduce trash impacts associated with Municipal Separate Storm Sewer (MS4) discharges. This Long-Term Plan is intended to be iterative and may be modified in the future based on information gained through the implementation of trash control measures. The City of Fairfield therefore reserves the right to revise or amend this Long-Term Plan at its discretion. If significant revisions or amendments are made by the City, a revised Long-Term Plan will be submitted to the Water Board through the City's annual reporting process.

1.0 INTRODUCTION

1.1 Purpose of Long-Term Trash Reduction Plan

The Municipal Regional Stormwater National Pollutant Discharge Elimination System (NPDES) Permit for Phase I communities in the San Francisco Bay (Order R2-2009-0074), also known as the Municipal Regional Permit (MRP), became effective on December 1, 2009. The MRP applies to 76 large, medium and small municipalities (cities, towns and counties) and flood control agencies in the San Francisco Bay Region, collectively referred to as Permittees. Provision C.10.c of the MRP requires Permittees to submit a *Long-Term Trash Load Reduction Plan* (Long-Term Plan) by February 1, 2014. Long-Term Plans must describe control measures that are currently being implemented, including the level of implementation, and additional control measures that will be implemented and/or increased level of implementation designed to attain a 70% trash load reduction by July 1, 2017, and 100% (i.e., “No Visual Impact”) by July 1, 2022.

This Long-Term Plan is submitted by the City of Fairfield in compliance with MRP provision C.10.c. Consistent with provision C.10 requirements, the goal of the Long-Term Plan is to solve trash problems in receiving waters by reducing the impacts associated with trash in discharges from the Fairfield’s Municipal Separate Storm Sewer System (MS4) that are regulated by NPDES Permit requirements. The Long-Term Plan includes:

1. Descriptions the current level of implementation of trash control measures, and the type and extent to which new or enhanced control measures will be implemented to achieve a target of 100% (i.e. full) trash reduction from MS4s by July 1, 2022, with an interim milestone of 70% reduction by July 1, 2017;
2. A description of the *Trash Assessment Strategy* that will be used to assess progress towards trash reduction targets achieved as a result of control measure implementation; and,
3. Time schedules for implementing control measures and the assessment strategy.

The Long-Term Plan was developed using a regionally consistent outline and guidance developed by the Bay Area Stormwater Management Agencies Association (BASMAA) and reviewed by the San Francisco Bay Regional Water Quality Control Board (Water Board) staff. The Long-Term Plan is consistent with the Long-Term Trash Load Reduction Framework (see Section 1.2.1) developed in collaboration with Water Board staff. Its content is based on the City of Fairfield’s current understanding of trash problems within its jurisdiction and the effectiveness of control measures designed to reduce trash impacts associated with MS4 discharges. The Long-Term Plan builds upon trash control measures implemented by the City prior to the adoption of the MRP and during the implementation of the Short-Term Trash Load Reduction Plan submitted to the Water Board on February 1, 2012.

1.2 Background

1.2.1 Long-Term Trash Load Reduction Plan Framework

A workgroup of MRP Permittee, Bay Area countywide stormwater staff, and Water Board staff met between October 2012 and March 2013 to better define the process for developing and implementing Long-Term Plans, methods for assessing progress toward reduction goals, and tracking and reporting requirements associated with provision C.10. Through these discussions, an eight-step framework for developing and implementing Long-Term Plans was created by the workgroup (Figure 1).

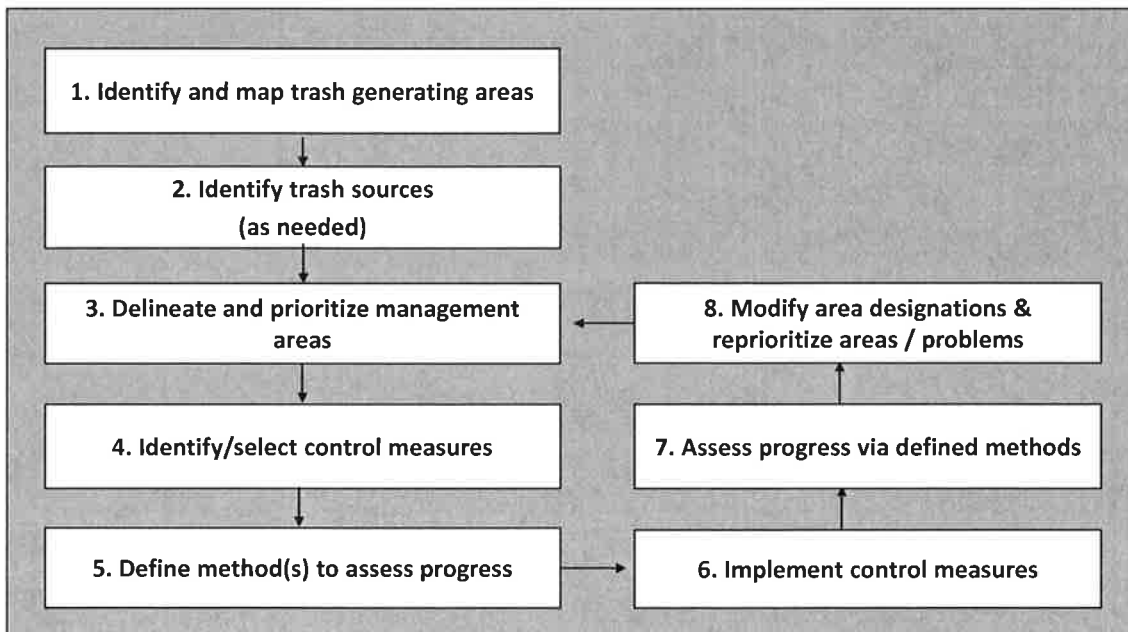


Figure 1. Eight-step framework for developing, implementing and refining Long-Term Trash Reduction Plans.

The workgroup agreed that as the first step in the framework, Permittees would identify very high, high, moderate, and low trash generating areas in their jurisdictional areas. Trash generation rates developed through the *BASMAA Baseline Trash Generation Rates Project* (as discussed below) were used as a starting point for differentiating and delineating land areas with varying levels of trash generation. Permittees would then use local knowledge and field and/or desktop assessments to confirm or refine the level of trash generation for specific areas within their jurisdiction. Each Permittee would then develop a map depicting trash generation categories within their jurisdiction.

As a next step, Permittees would then delineate and prioritize Trash Management Areas (TMAs) where specific control measures exist or are planned for implementation. TMAs delineated by Permittees are intended to serve as reporting units in the future. Reporting at the management area level provides the level of detail necessary to demonstrate implementation and progress towards trash reduction targets.

Once control measures are selected and implemented, Permittees will evaluate progress toward trash reduction targets using outcome-based assessment methods. As the results of the progress assessments are available, Permittees may choose to reprioritize trash management areas and associated control measures designed to improve trash reduction within their jurisdictions.

1.2.2 BASMAA Generation Rates Project

Through approval of a BASMAA regional project in 2010, Permittees agreed to work collaboratively to develop a regionally consistent method to establish trash generation rates within their jurisdictions. The project, also known as the *BASMAA Trash Generation Rates Project* (Generation Rates Project) assisted Permittees in establishing the rates of trash generation and identifying very high, high, moderate and low trash generating areas.

The term “trash generation” refers to the rate at which trash is produced or generated onto the surface of the watershed and is potentially available for transport via MS4s to receiving waters. Generation rates do not explicitly take into account existing control measures that intercept trash prior to transport. Generation rates are expressed as trash volume/acre/year and were established via the Generation Rates Project.

In contrast to trash generation, the term “trash loading” refers to the rate at which trash from MS4s enters receiving waters. Trash loading rates are also expressed as trash volume/acre/year and are equal to or less than trash generation rates because they account for the effects of control measures that intercept trash generated in an area before it is discharged to a receiving water. Trash loading rates are specific to particular areas because they are dependent upon the effectiveness of control measures implemented within an area. Figure 2 illustrates the difference between trash generation and loading.



Figure 2. Conceptual model of trash generation, interception and load.

Trash generation rates were estimated based on factors that significantly affect trash generation (i.e., land use and income). The method used to establish trash generation rates for each Permittee builds off “lessons learned” from previous trash loading studies conducted in urban areas (Allison and Chiew 1995; Allison et al. 1998; Armitage et al. 1998; Armitage and Rooseboom 2000; Lippner et al. 2001; Armitage 2003; Kim et al. 2004; County of Los Angeles 2002, 2004a, 2004b; Armitage 2007). The method is based on a conceptual model developed as an outgrowth of these studies (BASMAA 2011b).

Trash generation rates were developed through the quantification and characterization of trash captured in Water Board-recognized full-capture treatment devices installed in the San Francisco Bay area. Trash generation rates estimated from this study are listed for each land use type in. Methods used to develop trash generation rates are more fully described in BASMAA (2011b, 2011c, and 2012).

Table 1. San Francisco Bay Area trash generation rates by land use (gallons/acre/year).

Land Use	Low ^b	Best ^b	High ^b
Commercial & Services	0.7	6.2	17.3
Industrial	2.8	8.4	17.8
Residential ^a	0.3 - 30.2	0.5 - 87.1	1.0 - 257.0
Retail ^a	0.7 - 109.7	1.8 - 150.0	4.6 - 389.1
K-12 Schools	3	6.2	11.5
Urban Parks	0.5	5.0	11.4

^a For residential and retail land uses, trash generation rates are provided as a range that takes into account the correlation between rates and household median income.

^b For residential and retail land uses: Low = 5% confidence interval; Best = best fit regression line between generation rates and household median income; and, High = 95% confidence interval. For all other land use categories: High = 90th percentile; Best = mean generation rate; and, Low = 10th percentile.

1.2.3 Short-Term Trash Load Reduction Plan

In February 2012, the City of Fairfield developed a Short-Term Trash Load Reduction Plan that described the current level of control measures implementation and identified the type and extent to which new or enhanced control measures would be implemented to attain a 40% trash load reduction from its MS4 by July 1, 2014. Since that time, the City of Fairfield has begun to implement its short-term plan. Control measures implemented to date via the short-term trash reduction plan are:

- **Control Measure #1- Full Trash Capture Device.**
This Contech CDS device was installed in June 2012 at the end of a 60-inch storm drain line that outfalls into Railroad Avenue Ditch, which drains approximately 270 acres of residential and commercial area in the heart of Fairfield. This unit has been cleaned out since its installation, and is proving to be successfully capturing and removing trash from the storm drain system.
- **Control Measure #2- On-land Trash Clean-ups.**
Since no records were kept when on-land trash was picked up by staff, the City recently began keeping track of the frequency, volumes, and types of trash collected during on-land trash clean-up efforts.
- **Control Measure #3- Reduce Trash from Uncovered Loads.**
During the City's recent negotiation of a franchise agreement for solid waste hauling, the City requires contracted trash and construction debris haulers to cover loads when transporting trash to the local landfill and transfer stations.
- **Control Measure #4- Creek Clean-ups.**
Working jointly with the City of Suisun City and the Fairfield-Suisun Sewer District, the City of Fairfield has increased its frequency and locations in creek clean-up events, keeping track of the volumes and types of trash collected for each site.

Control measures described in this Long-Term Plan build upon actions taken to-date via City of Fairfield's Short-Term Plan. A full description of control measures implemented via short and long-term plans is included in Section 3.2. Outcomes associated with short-term plan implementation will be reported in the City of Fairfield's Fiscal Year 2013-14 Annual Report, scheduled for submittal to the Water Board by September 15, 2014.

1.3 Organization of Long-Term Plan

This Long-Term Plan is organized into the following sections:

- 1.0 Introduction;
- 2.0 Scope of the Trash Problem;
- 3.0 Trash Management Areas and Control Measures;
- 4.0 Progress Assessment Strategies; and
- 5.0 References

Section 2.0 is intended to provide a description of the extent and magnitude of the trash problem in the City of Fairfield. Control measures that will be implemented by City of Fairfield as a result of this Long-Term Plan are described in Section 3.0. Section 4.0 describes the methods that will be used to assess progress toward trash reduction targets.

2.0 SCOPE OF THE TRASH PROBLEM

2.1 Permittee Characteristics

Incorporated in 1903, the City of Fairfield covers 23,776 acres in Solano County, and has a jurisdictional area of approximately 18,875 acres. According to the 2010 Census, it has a current population of approximately 108,300, with a population density of 2,878 people per square mile, and average household size of 3. Of those who call the City of Fairfield home, approximately 27% are under the age of 18, 11% are between 18 and 24, 27% are between 25 and 44, 25% are between 45 and 65, and 10% are 65 or older.

Top employers in the City of Fairfield include Travis Air Force Base, County of Solano, Fairfield-Suisun Unified School District, NorthBay Medical Center, and Solano Community College. The City is also home to the Westfield Mall, Anheuser-Busch Companies, Inc., Clorox, and the Jelly Belly Candy Company. The median household income was \$51,151 in 2000.

The City of Fairfield is primarily comprised of seven land uses. Land uses within the City of Fairfield depicted in ABAG (2005) are provided in Table 2 below.

Table 2. Percentages of the Fairfield's jurisdictional area¹ within land use classes identified by ABAG (2005)

Land Use Category	Jurisdictional Area (Acres)	% of Jurisdictional Area
Commercial and Services	947	5.0%
Industrial	1,136	6.0%
Residential	7,185	38.1%
Retail	638	3.4%
K-12 Schools	475	2.5%
Urban Parks	401	2.1%
Other	8,093	42.9%
TOTAL	18,875	100%

¹ A Permittee's jurisdictional area is defined as the urban land area within a Permittee's boundary that is not subject to stormwater NPDES Permit requirements for traditional and non-traditional small MS4s (i.e. Phase II MS4s) or the California Department of Transportation, or owned and maintained by the State of California, the U.S. federal government or other municipal agency or special district (e.g., flood control district).

2.2 Trash Sources and Pathways

Trash in San Francisco Bay Area creeks and shorelines originates from a variety of sources and is transported to receiving waters by a number of pathways (Figure 3). Of the four source categories, pedestrian litter includes trash sources from high traffic areas near businesses and schools, transitional areas where food/drinks are not permitted (e.g. bus stops), and from public or private special events with high volumes of people. Trash from vehicles occurs due to littering from automobiles and uncovered loads. Inadequate waste container management includes sources such as overflowing or uncovered containers and dumpsters as well as the dispersion of household and business-related trash and recycling materials before, during, and after collection. On-land illegal dumping of trash is the final source category.

Trash is transported to receiving waters through three main pathways: 1) Stormwater Conveyances; 2) Wind; and, 3) Direct Dumping. Stormwater or urban runoff conveyance systems (e.g., MS4s) consist of curbs/gutters, and pipes and channels that discharge to urban creeks and the San Francisco Bay shorelines. Wind can also blow trash directly into creeks or the Bay. Lastly, trash in receiving waters can also originate from direct dumping into urban creeks and shorelines.

This Long-term Plan and associated trash control measures described in Section 3.0 are focused on reducing trash from one of the transport pathways illustrated in Figure 3– **stormwater conveyances**. Specifically, the Long-term Plan is focused on reducing the impacts of discharges from MS4s to San Francisco Area receiving waters and the protection of associated beneficial uses.

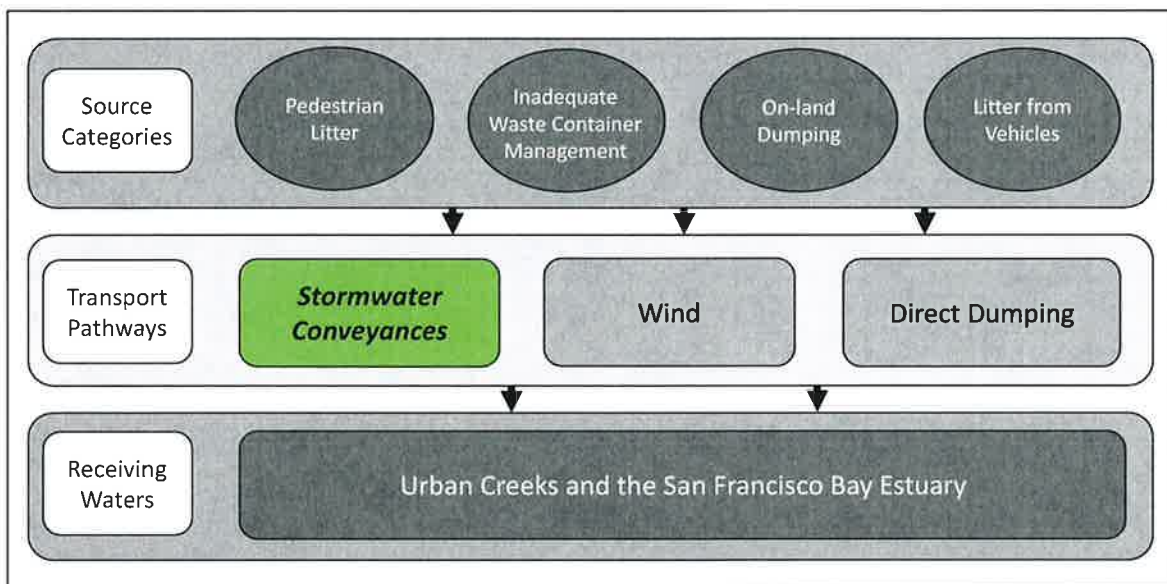


Figure 3. Trash sources categories and transport pathways to urban creeks.

2.3 Trash Generating Areas

2.3.1 Generation Categories and Designation of Areas

The process and methods used to identify the level of trash generation within the City of Fairfield are described in this section and illustrated in Figure 4.

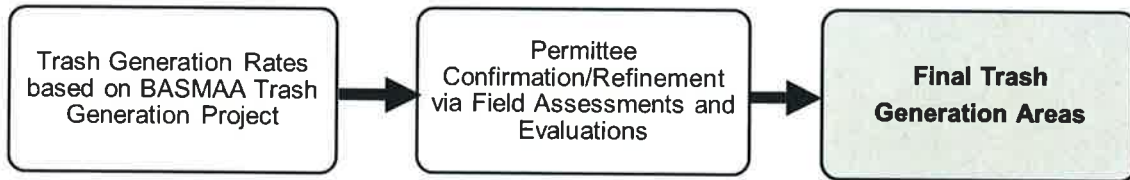


Figure 4. Trash sources categories and transport pathways to urban creeks.

As a first step, trash generation rates developed through *the BASMAA Trash Generation Rates Project* were applied to parcels within the City of Fairfield based on current land uses and 2010 household median incomes. A Draft Trash Generation Map was created as a result of this application. The draft map served as a starting point for the City of Fairfield to identify trash generating levels. Levels of trash generation are depicted on the map using four trash generation rate (gallons/acre/year) categories that are symbolized by four different colors illustrated in Table 3.

Table 3. Trash generation categories and associated generation rates (gallons/acre/year).

Category	Very High	High	Moderate	Low
Generation Rate (gallons/acre/year)	> 50	10-50	5-10	< 5

The City of Fairfield then reviewed and refined the draft trash generation map to ensure that trash generation categories were correctly assigned to parcels or groups of parcels. City staff refined maps using the following process:

1. Based upon our knowledge of trash generation and problem areas within the City, staff identified areas on the draft map that potentially had incorrect trash generation category designations.
2. Trash generation category designations initially assigned to areas identified in step #1 were then assessed and confirmed/refined by the City using the methods listed below.

a. On-Land Visual Assessments

To assist Permittees with developing their trash generation maps, BASMAA developed a *Draft On-land Visual Trash Assessment Protocol (Draft Protocol)*. The Draft Protocol entails walking a street segment and visually observing the level of trash present on the roadway, curb and gutter, sidewalk, and other areas adjacent to the street that could potentially contribute trash to the MS4. Based on the level of trash observed, each segment (i.e., assessment area) was placed into one of four on-land assessment condition categories that are summarized in Table 4. Using the Draft Protocol, the City assessed a total of **85** areas to assist in conducting/refining trash generating area designations. This assessment included visual “drive-bys” and photographs of each assessment area (over 1,000 photos were taken) to determine the trash generation category for each area. Based on this detailed visual inspection, most areas within the City were classified in the Low trash generation category, with only a few in the categories of Moderate and High and no Very High.

Table 4. Definitions of on-land trash assessment condition categories.

On-land Assessment Condition Category	Summary Definition
A (Low)	Effectively no trash is observed in the assessment area.
B (Moderate)	Predominantly free of trash except for a few pieces that are easily observed.
C (High)	Trash is widely/evenly distributed and/or small accumulations are visible on the street, sidewalks, or inlets.
D (Very High)	Trash is continuously seen throughout the assessment area, with large piles and a strong impression of lack of concern for litter in the area.

b. Querying Municipal Staff or Members of the Public

City maintenance staff was consulted to further define trash generation categories for each assessment area.

- Based on assessments conducted to confirm/refine trash generation category designations, city staff created a final trash generation map that depicts the most current understanding of trash generation within the City of Fairfield. The City documented this process by tracking the information collected through the assessments and subsequent refinements to the Draft Trash Generation Map. The City of Fairfield’s Final Trash Generation Map is included as Figures 5a & 5b.

2.3.2 Summary of Trash Generating Areas and Sources

Summary statistics for land use and trash generation categories generated through the mapping and assessment process are presented in Table 5.

Table 5. Percentage of jurisdictional area within the City of Fairfield assigned to each trash generation category.

Trash Generation Category	Jurisdictional Area (acre/%)	Commercial and Service	Industrial	Residential	Retail	K-12 Schools	Urban Parks	Other
Very High	0 / 0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
High	57 / 0.3%	9.5%	0.0%	0.1%	80.9%	0.0%	4.3%	5.2%
Moderate	240 / 1.3%	13.0%	6.4%	51.7%	22.3%	2.3%	0.0%	4.3%
Low	18,578 / 98.4%	4.9%	6.0%	38.1%	2.9%	2.5%	2.1%	43.5%

3.0 TRASH MANAGEMENT AREAS AND CONTROL MEASURES

This section describes the control measures that the City of Fairfield has or plans to implement to solve trash problems and achieve a target of 100% (i.e. full) trash reduction from their MS4 by July 1, 2022. The selection of control measures described in this section is based on the City of Fairfield’s current understanding of trash problems within its jurisdiction and the effectiveness of control measures designed to reduce trash impacts associated with MS4 discharges. Information on the effectiveness of some trash control measures is currently lacking and therefore in the absence of this information, the City based its selection of control measures on existing effectiveness information, their experience in implementing trash controls and knowledge of trash problems, and costs of implementation. As knowledge is gained through the implementation of these control measures, the City may choose to refine their trash control strategy described in this section. If significant revisions or amendments are made, a revised Long-Term Plan will be submitted to the Water Board through the Fairfield’s annual reporting process.

3.1 Management Area Delineation and Prioritization

Consistent with the long-term plan framework, the City of Fairfield delineated and prioritized trash management areas (TMAs) based on the geographical distribution of trash generating areas, types of trash sources, and current or planned control measure locations. TMAs are intended to form the management units by which trash control measure implementation can be tracked and assessed for progress towards trash reduction targets. Once delineated, TMAs were also prioritized for control measure implementation. The City of Fairfield’s primary management areas were selected based on the spatial distribution of trash generating areas and the location of specific existing or planned management actions within City’s jurisdiction.

A map depicting the City’s TMAs is included as Figure 5. All jurisdictional areas within the City are included within a TMA. The amount of jurisdictional land area and associated trash condition categories for each TMA are included in Table 6.

Table 6. Jurisdictional area and percentage of each Trash Management Area (TMA) comprised of trash generation categories

TMA	Jurisdictional Area (Acres)	Trash Generation Category			
		Very High	High	Moderate	Low
1	346.5	0.0%	16.5%	46.0%	37.5%
2	39.3	0.0%	0.0%	100%	0.0%
3	41.1	0.0%	0.0%	100%	0.0%
4	18,448±	0.0%	0.0%	0.0%	100%

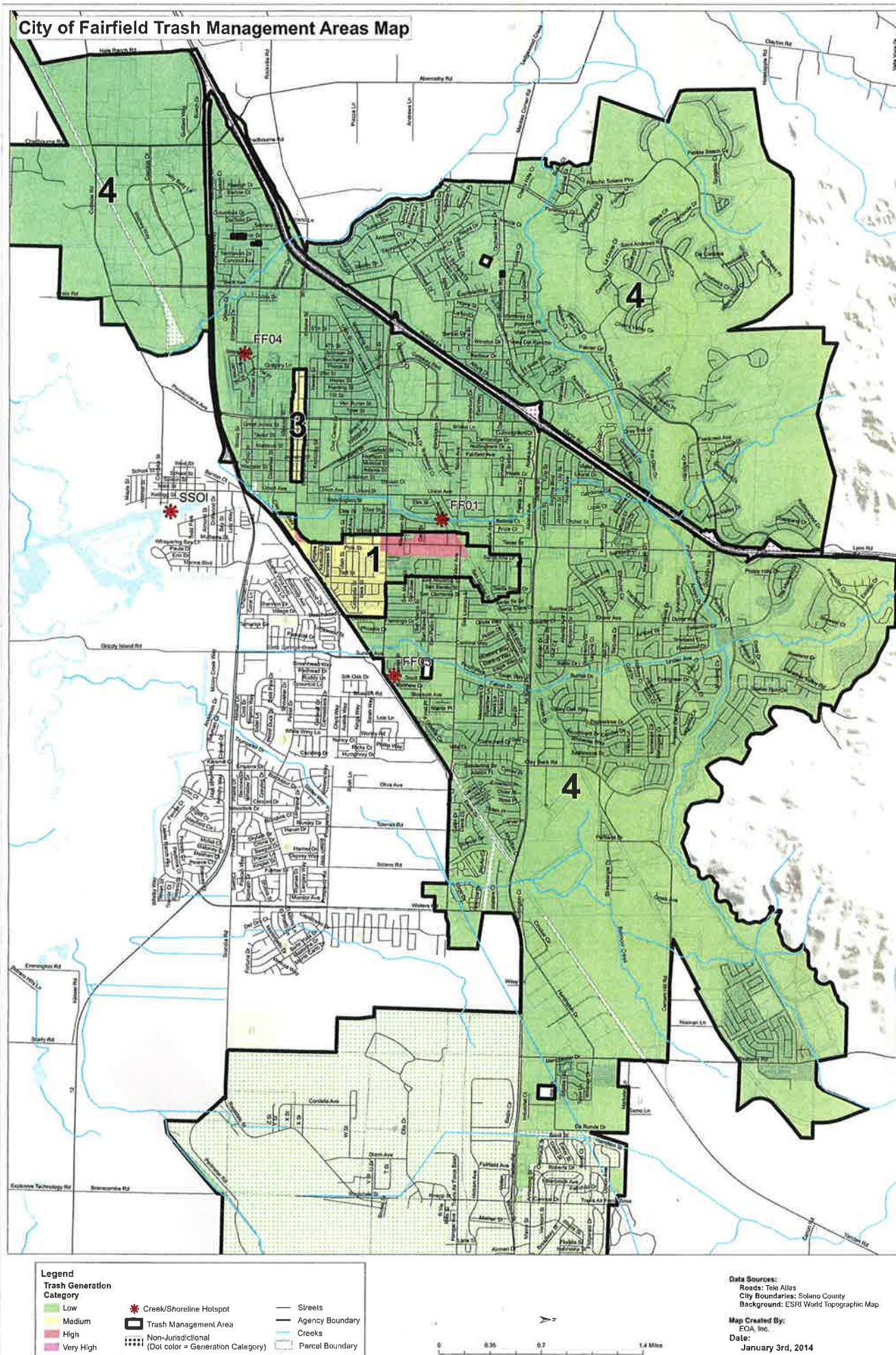


Figure 5A. Final Trash Generation and Trash Management Area Map for the City of Fairfield.

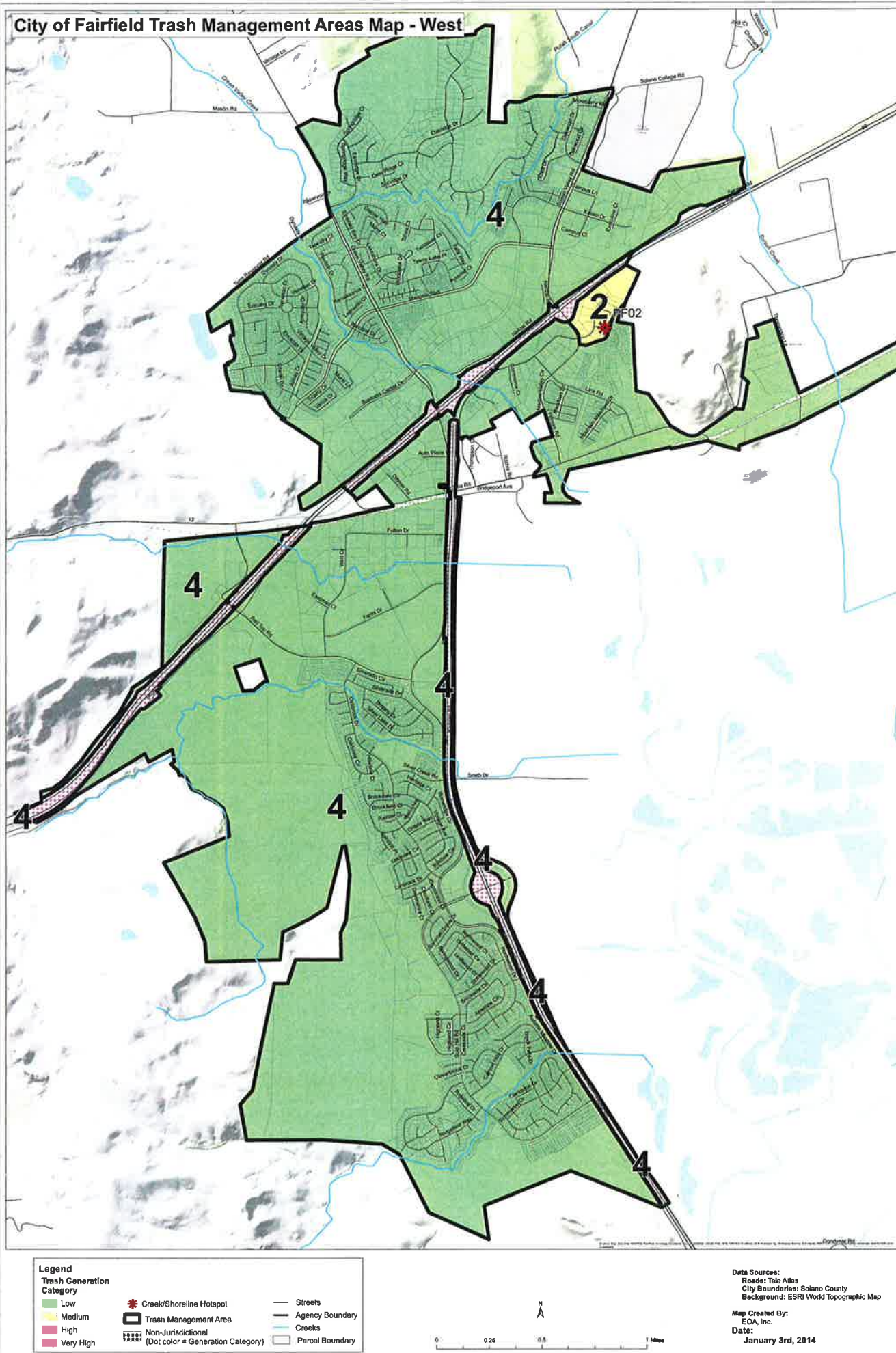


Figure 5B. Final Trash Generation and Trash Management Area Map for the City of Fairfield.

3.2 Current and Planned Trash Control Measures

The majority of the City has a trash generation classification of Low (98.4%), with only three areas that have a moderate or high trash generation classification. Trash control for one of these three areas has already been addressed by the installation of a Full Trash Capture Device, further described under Trash Management Area #1 below. This device treats the only area within the City of Fairfield that has a high trash generation classification. Please refer to Figure 6- Trash Full Capture Treatment Device Map.

The plan for trash control for the other two areas that have moderate trash generation classifications is to also treat these areas by way of Full Trash Capture Devices, as will be further discussed in Trash Management Areas 2 and 3 below.

3.2.2 Trash Management Area #2

This area is located within the Cordelia area, off of Central Place. It is an area comprised of several fast food restaurants, along with other commercial uses, including gas stations. The area is approximately 40 acres in size, and drains to Dan Wilson Creek via a 24-inch storm drain line. The plan is to install a Large Trash Capture device on the 24-inch storm drain line immediately before it outfalls into Dan Wilson Creek. See below for aerial of Trash Management Area 2.

Trash Management Area 2



Control Measure	Details	Pre-MRP	12/2009 to 7/2014	7/2014 to 7/2022
Full Trash Capture	CDS unit that treats approximately 40 acres of commercial areas that has a medium trash generation classification.			X
Public Education	Signs promoting No Dumping shall be posted at hot spot locations and near the future full trash capture device		X	

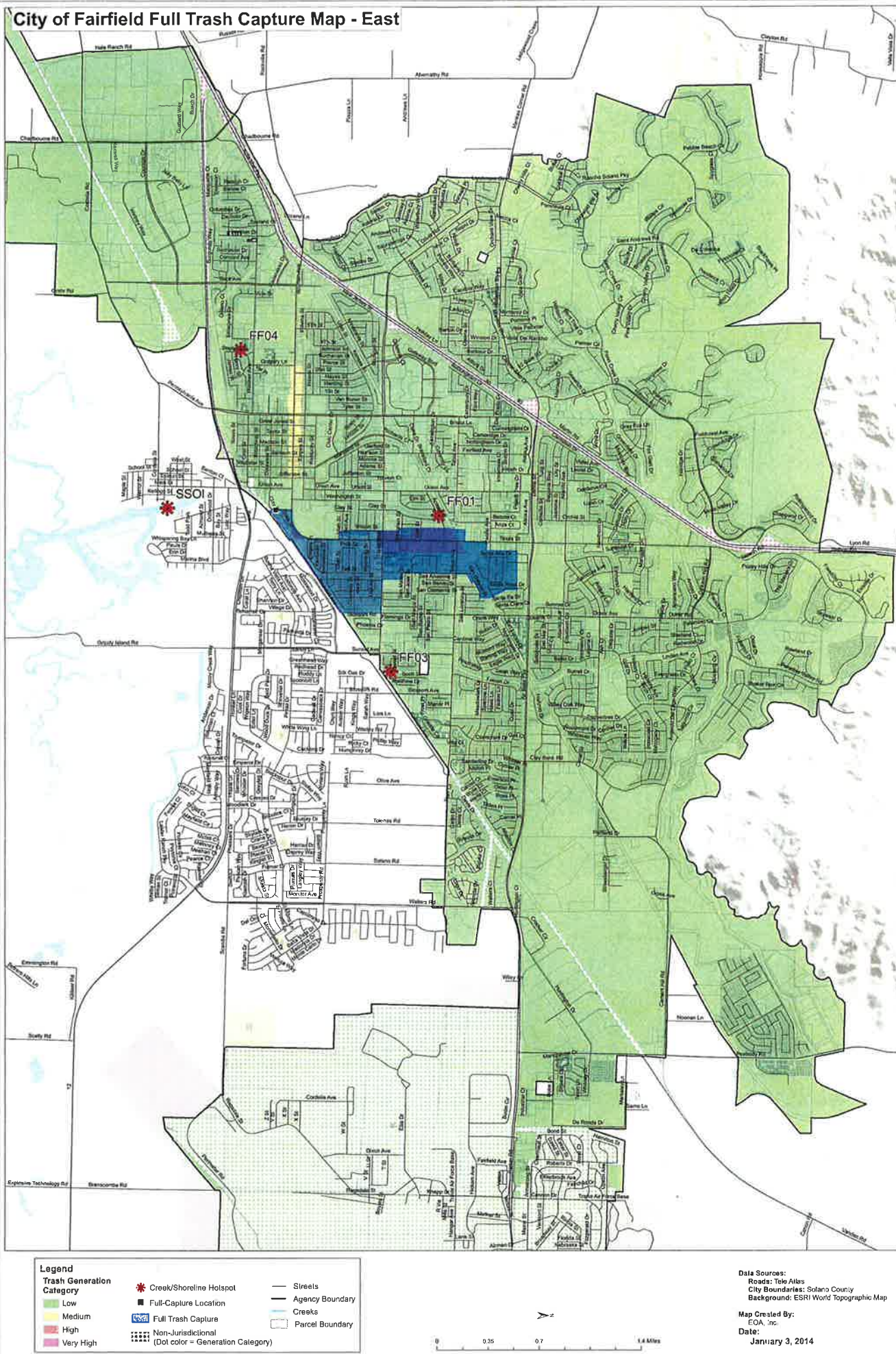


Figure 6. Trash Full Capture Device Map for the City of Fairfield.

3.2.3 Trash Management Area #3

This area is located within the downtown portion of the City of Fairfield. The area centers on Texas Street between Jefferson Street and Gregory Lane. It is approximately 40 acres in size, and is composed of commercial businesses. The area drains to large storm drain lines that outfall into a ditch just north of Highway 12 on the east side of Pennsylvania Avenue, which drains to Pennsylvania Avenue Creek and the Suisun Marsh. The plan is to install a Large Trash Capture device on the large box culvert before it outfalls into the ditch. See below for aerial of Trash Management Area 3.

Trash Management Area 3



Control Measure	Details	Pre-MRP	12/2009 to 7/2014	7/2014 to 7/2022
Full Trash Capture	CDS unit that treats several hundred acres of residential and commercial areas that have low and medium trash generation classifications.			X
Public Education	Signs promoting No Dumping shall be posted at hot spot locations and near the future full trash capture device		X	

3.2.4 Jurisdiction-wide Control Measures

The City of Fairfield performs several different activities that help reduce the amount of trash city-wide. As part of the Municipal Regional Permit, there are various additional elements being initiated by the City for a few of these existing activities, as summarized below.

Control Measure	Details	Pre-MRP	12/2009 to 7/2014	7/2014 to 7/2022
Street Sweeping	No changes are proposed as part of the MRP (no increase in frequency)	X		
On-Land Trash Cleanups	Identify volumes and types of trash collected during cleanup efforts	X	X	X
Reduce Trash from Uncovered Loads	Entered into a hauling service contract requiring loads be covered as part of the latest solid waste hauling agreement		X	X
Public Education and Outreach Programs	City will be installing signs promoting No Dumping near the full trash capture devices and other hot spot locations throughout the City		X	X
Single-Use Carryout Plastic Bag ban	The City is further researching the possibility of enforcing this ban in the future			X
Polystyrene Foam Food Service Ware ban	The City is further researching the possibility of enforcing this ban in the future			X

3.2.5 Creek and Shoreline Hot Spot Cleanups

The City of Fairfield has routinely performed creek and hot-spot cleanup activities throughout the year, starting before the date of the latest Municipal Regional Permit. During the Coast and Creek Cleanup event that occurs on an annual basis, there are numerous locations on several creeks that are cleaned throughout the City of Fairfield.

3.2.6 Summary of Trash Control Measures

Trash Management Area 1

- Full Trash Capture Device, installed in June 2012. Device treats 270 acres of residential and commercial areas with a trash generation classification of low, moderate, and high.
- Public Outreach, including the installation of “No Dumping” signs at Trash Capture Devices and Trash Hotspot Areas.

Trash Management Area 2

- Full Trash Capture Device, proposed to be installed prior to June 2022. Device will treat approximately 40 acres of commercial area with a trash generation classification of moderate.
- Public Outreach, including the installation of “No Dumping” signs at Trash Capture Devices and Trash Hotspot Areas.

Trash Management Area 3

- Full Trash Capture Device, proposed to be installed prior to June 2022. Device will treat several hundred acres of residential and commercial areas with a trash generation classification of low and moderate.
- Public Outreach, including the installation of “No Dumping” signs at Trash Capture Devices and Trash Hotspot Areas.

3.3 Control Measure Implementation Schedule

Please see Table 7 for the City of Fairfield’s trash control measure implementation schedule. This Table shall be reviewed and revised as needed as future measures are implemented.

Table 7. City of Fairfield trash control measure implementation schedule.

Trash Management Area and Control Measures	Pre-MRP				Short-Term				Long-Term					
	FY 2009-2010	FY 2010-2011	FY 2011-2012	FY 2012-2013	FY 2013-2014 ^a	FY 2014-2015	FY 2015-2016	FY 2016-2017 ^b	FY 2017-2018	FY 2018-2019	FY 2019-2020	FY 2020-2021	FY 2021-2022 ^c	
TMA #1			X											
Control Measure #1- Full Trash Capture														
Control Measure #2- Public Education & Outreach					X									
TMA #2								X						
Control Measure #1- Full Trash Capture														
Control Measure #2- Public Education & Outreach					X									
TMA #3												X		
Control Measure #1- Full Trash Capture														
Control Measure #2- Public Education & Outreach					X									
Jurisdiction-wide Control Measures														
Control Measure #1- Street Sweeping	X													
Control Measure #2- On-Land Trash Cleanup	X													
Control Measure #3- Reduce Trash Uncovered Loads	X													
Control Measure #4- Public Education & Outreach					X									
Control Measure #5- Plastic Bag Ban										X				
Control Measure #6- Polystyrene Foam Ban										X				
Creek and Shoreline Hot Spot Cleanups														
Control Measure #1- Creek Cleanup	X													

^aJuly 1, 2014 - 40% trash reduction target

^bJuly 1, 2017 - 70% trash reduction target

^cJuly 1, 2022 - 100% trash reduction target

4.0 PROGRESS ASSESSMENT STRATEGY

Provision C.10.a.ii of the MRP requires Permittees to develop and implement a trash load reduction tracking method that will be used to account for trash load reduction actions and to demonstrate progress and attainment of trash load reduction targets. Early into the MRP, Permittees decided to work collaboratively to develop a trash load reduction tracking method through the Bay Area Stormwater Management Agencies Association (BASMAA). Permittees, Water Board staff and other stakeholders assisted in developing Version 1.0 of the tracking method. On behalf of all MRP Permittees, the Bay Area Stormwater Management Agencies Association (BASMAA) submitted Version 1.0 to the Water Board on February 1, 2012.

The Trash Assessment Strategy (Strategy) described in this section is intended to serve as Version 2.0 of the trash tracking method and replace Version 1.0 previously submitted to the Water Board. The Strategy is specific to Permittees participating in the Fairfield-Suisun Urban Runoff Management Program (FSURMP), including the City of Fairfield. The City intends to implement the Strategy in phases and at multiple geographical scales (i.e., jurisdiction-wide and trash management area) in collaboration with FSURMP. Pilot implementation is scheduled for the near-term and as assessment methods are tested and refined, the Strategy will be adapted into a longer-term approach. The Strategy selected by the City is described in the following sections.

4.1 FSURMP Pilot Assessment Strategy

The following Fairfield Suisun Urban Runoff Management Program Trash Assessment Strategy (FSURMP Strategy) was developed by FSURMP on behalf of the Cities of Fairfield and Suisun City in Solano County. The FSURMP Strategy will be implemented at a pilot scale on a program-wide basis and includes measurements and observations in the City of Fairfield.

4.1.1 Management Questions

The FSURMP Strategy is intended to answer the following core management questions over time as trash control measures outlined in Section 3.0 are implemented and refined:

- Are the MS4 trash load reduction targets being achieved?
- Have trash problems in receiving waters been resolved?
- If trash problems in receiving waters exist, what are the important sources and transport pathways?

The FSURMP Strategy, including indicators and methods, is summarized in this section.

4.1.2 Indicators of Progress and Success

The management questions listed in the previous section will be addressed by tracking information and collecting data needed to report on a set of key environmental indicators. Environmental indicators are simple measures that communicate what is happening in the environment. Since trash in the environment is very complex, indicators provide a more practical and economical way to track the state of the environment than if we attempted to record every possible variable.

With regard to municipal stormwater trash management, indicators are intended to detect progress towards trash load reduction targets and solving trash problems. Ideally, indicators should be robust and able to detect progress that is attributable to multiple types of trash control measure implementation scenarios. Assessment results should also provide Permittees with an adequate level of confidence that trash load reductions from MS4s have occurred, while also assessing whether trash problems in receiving waters have been resolved. Indicators must also be cost effective, relatively easy to generate, and understandable to stakeholders.

Primary and secondary indicators that FSURMP Permittees will use to answer core management questions include:

Primary Indicators:

- 1-A Reduction in the level of trash present on-land and available to MS4s
- 1-B Effective full capture device operation and maintenance

Secondary Indicators:

- 2-A Successful levels of trash control measures implementation
- 2-B Reductions in the amount of trash in receiving waters

In selecting the indicators above, the City of Fairfield in collaboration with FSURMP recognize that no one environmental indicator will provide the information necessary to effectively determine progress made in reducing trash discharged from MS4s and improvements in the level of trash in receiving waters. Multiple indicators were therefore selected.

The ultimate goal of municipal stormwater trash reduction strategies is to reduce the impacts of trash associated with MS4s on receiving waters. Indicators selected to assess progress towards this goal should ideally measure outcomes (e.g., reductions in trash discharged). The primary indicators selected by FSURMP are outcome-based and include those that are directly related to MS4 discharges. Secondary indicators are outcome or output-based and are intended to provide additional perspective on and evidence of, successful trash control measure implementation and improvements in receiving water condition with regard to trash.

As described in Section 2.2, trash is transported to receiving waters from pathways other than MS4s, which may confound our ability to observe MS4-associated reductions in creeks and shorelines. Due to this challenge of linking MS4 control measure implementation to receiving water conditions, the receiving water based indicator is currently considered a secondary indicator. Evaluations of data on the amount of trash in receiving waters that are conducted over time through the Pilot Assessment Strategy will assist the City in further determinations of the important sources and pathways causing problems in local creeks, rivers and shorelines.

4.1.3 Pilot Assessment Methods

This section briefly summarizes the preliminary assessment methods that the City of Fairfield will implement through the FSURMP Strategy to generate indicator information described in the previous section.

1-A. On-land Visual Assessments

As part of the Trash Generation Map assessment and refinement process (see Section 2.3.1), a draft on-land visual assessment method was developed to assist Permittees in confirming and refining trash generating area designations (i.e., very high, high, moderate and low trash generating categories). The draft on-land visual assessment method is intended to be a cost-effective tool and provide Permittees with a viable alternative to quantifying the level of trash discharged from MS4s. As part of BASMAA’s *Tracking California’s Trash* grant received from the State Water Resources Control Board (see Section 4.2), quantitative relationships between trash loading from MS4s and on-land visual assessment condition categories will be established. Condition categories defined in the draft on-land assessment protocol are listed in Table 8.

Table 8. Trash condition categories used in the draft on-land visual assessment protocol.

Trash Condition Category	Summary Definition
A (Low)	Effectively no trash is observed in the assessment area.
B (Moderate)	Predominantly free of trash except for a few pieces that are easily observed.
C (High)	Trash is widely/evenly distributed and/or small accumulations are visible on the street, sidewalks, or inlets.
D (Very High)	Trash is continuously seen throughout the assessment area, with large piles and a strong impression of lack of concern for litter in the area.

On-land visual assessments will be conducted in trash management areas within the City of Fairfield as part of the FSURMP Strategy. On-land assessments are intended to establish initial conditions and detect improvements in the level of trash available to MS4s over time. More specifically, on-land visual assessment methods will be conducted in areas not treated by trash full capture devices in an attempt to evaluate reductions associated with other types of control measures. Assessment methods for areas treated by full capture devices are described in this next section.

Given that the on-land assessment method and associated protocol have not been fully tested and refined, initial assessments will occur at a pilot scale in the City and in parallel to the *Tracking California’s Trash* project.

1-B. Full Capture Operation and Maintenance Verification

Consistent with the MRP, adequate inspection and maintenance of trash full capture devices is required to maintain full capture designation by the Water Board. The City of Fairfield is currently developing an operation and maintenance verification program (Trash O&M Verification Program), via FSURMP, to ensure that devices are inspected and maintained at a level that maintains this designation. The FSURMP Trash O&M Verification Program will be modeled on the current O&M verification program for stormwater treatment controls implemented consistent with the Permit new and redevelopment requirements.

2-A. Control Measure Effectiveness Evaluations

In addition to on-land trash assessments and full capture operation and maintenance verification, the City will also conduct assessments of trash control measures implemented within their jurisdictional area. Assessment methods will be selected based on trash sources and the type of control measure being implemented. Control measure effectiveness evaluations are more fully described in the FSURMP Strategy. The following are example assessment methods that may be used to demonstrate successful control measure implementation and progress towards trash reduction targets:

- Product-related Ordinances – Annually tracking and reporting the % of businesses in compliance with the ordinance and the percentage requiring a response.
- Street Sweeping – Reporting the frequency of sweeping and ability to sweep to the curb in specific areas where enhanced sweeping is implemented; and/or documenting the level of trash on streets directly after street sweeping during wet and dry weather seasons.
- Public/Private Trash Container Management – Reporting the magnitude and extent of actions; and/or visually assessing and documenting conditions around public trash containers before and after implementing control measures.
- Targeted Outreach and Enforcement – Reporting the magnitude and extent of actions; tracking and reporting the % increase in enforcement actions; and/or visually assessing and documenting the conditions in targeted areas before and after implementing control measures.
- Public Outreach Campaigns – Reporting the magnitude and extent of actions, and/or conducting pre and post campaign surveys.
- On-land Cleanups and Enforcement – Reporting the magnitude and extent of actions; visually assessing and documenting the conditions in targeted areas before and after control measure implementation; and/or tracking the volumes of trash removed.
- Illegal Dumping Prevention – Reporting the magnitude and extent of actions; and/or tracking and reporting improvements in the number of incidents.
- Business Improvement Districts – Reporting the magnitude and extent of actions; and/or visually assessing and documenting the conditions in BID areas before and after implementing control measures.
- Prevention of Uncovered Loads - Reporting the magnitude and extent of actions; tracking and reporting the decreases in the number of incidents; and/or visually assessing and documenting the conditions in targeted areas before and after implementing control measures.
- Partial Capture Devices – Reporting the magnitude and extent of actions; and/or visually assessing and the amount of trash in storm drains or downstream of partial capture devices.

2-B. Receiving Water Condition Assessments

The ultimate goal of stormwater trash management in the Bay Area is to significantly reduce the amount of trash found in receiving waters. In the last decade, Permittees and volunteers have collected data on the amounts of trash removed during cleanup events. More recently, Permittees have conducted trash assessments in creek and shoreline hotspots using standardized assessment methods. In an effort to answer the core management question *Have trash problems in receiving waters been resolved?*, the City of Fairfield plans to continue conducting receiving water condition assessments at trash hot spots a minimum of one time per year. Assessment will be conducted consistent with Permit hot spot cleanup and assessment requirements.

4.2 BASMAA “Tracking California’s Trash” Project

The FSURMP Strategy described in the previous section recognizes that outcome-based trash assessment methods needed to assess progress toward trash reduction targets are not well established by the scientific community. In an effort to address these information gaps associated with trash assessment methods, the Bay Area Stormwater Management Agencies Association (BASMAA), in collaboration with FSURMP, the 5 Gyres Institute, San Francisco Estuary Partnership, the City of Los Angeles, and other stormwater programs in the Bay Area, developed the *Tracking California’s Trash* Project. The Project is funded through a Proposition 84 grant awarded to BASMAA by the State Water Resources Control Board who recognized the need for standardized trash assessment methods that are robust and cost-effective.

The Project is intended to assist BASMAA member agencies in testing trash assessment and monitoring methods needed to evaluate trash levels in receiving waters, establish control measures that have an equivalent performance to trash full capture devices, and assess progress in trash reduction over time. The following sections provide brief descriptions of tasks that BASMAA will conduct via the three-year Project. Full descriptions of project scopes, deliverables, and outcomes will be developed as part of the task-specific Sampling and Analysis Plans required by the SWRCB during the beginning of the Project. The Project is currently underway and will continue through 2016.

4.2.1 Testing of Trash Monitoring Methods

BASMAA and the 5 Gyres Institute will evaluate the following two types of assessment methods as part of the Project:

- **Trash Flux Monitoring** – Trash flux monitoring is intended to quantify the amount of trash flowing in receiving waters under varying hydrological conditions. Flux monitoring will be tested in up to four receiving water bodies in San Francisco Bay and/or the Los Angeles areas. Methods selected for evaluation and monitoring will be based on a literature review conducted during this task and through input from technical advisors and stakeholders. Monitoring is scheduled to begin in 2014 and will be completed in 2016.
- **On-land Visual Assessments** – As part of the Project, BASMAA will also conduct an evaluation of on-land visual assessment methods that are included in the FSURMP Strategy. The methods are designed to determine the level of trash on streets and public right-of-ways that may be transported to receiving waters via MS4s. BASMAA plans to conduct field work associated with the evaluation of on-land visual assessment at a number of sites throughout the region. To the extent practical, sites where the on-land methods evaluations take place will be coordinated with trash flux monitoring in receiving waters. On-land assessments will occur in areas that drain to trash full capture devices, and all sites will be assessed during wet and dry weather seasons in order to evaluate on-land methods during varying hydrologic conditions. Monitoring is scheduled to begin in 2014 and will be completed in 2016.

4.2.2 Full Capture Equivalent Studies

Through the implementation of BASMAA's *Tracking California's Trash* grant-funded project, a small set of "Full Capture Equivalent" projects will also be conducted in an attempt to demonstrate that specific combinations of control measures will reduce trash to a level equivalent to full capture devices. Initial BMP combinations include high-frequency street sweeping, and street sweeping with auto-retractable curb inlet screens. Other combinations will also be considered. Studies are scheduled to begin in 2014 and will be completed in 2016.

4.3 Long-Term Assessment Strategy

The City of Fairfield is committed to implementing standardized assessment methods post-2016 based on the lessons learned from pilot assessments and studies that will occur between 2014 and 2016.

Assessment activities described in the previous sections will evaluate the utility of different assessment methods to demonstrate progress towards trash reduction targets and provide recommended approaches for long-term implementation. Lessons learned will be submitted to the Water Board with the FY 2015-2016 Annual Report and a revised Strategy will be developed and submitted, if necessary. The revised Strategy will include agreed upon assessment methods that will be used to demonstrate progress during the remaining term of trash reduction requirements. Reporting using the new/revised methods will begin with the FY 2016-17 Annual Report.

4.4 Implementation Schedule

The implementation schedule for the FSURMP Short-term Strategy, BASMAA's *Tracking California's Trash* project, and the Long-Term Assessment Strategy are included in. Load reduction reporting milestones are also denoted in the table. The schedule is consistent with the need for near-term pilot assessment results to demonstrate progress toward short-term targets, while acknowledging the need for testing and evaluation of assessment methods and protocols prior to long-term implementation.

Table 9. City of Fairfield trash progress assessment implementation schedule.

Trash Assessment Programs and Methods	Prior to FY 2013-14	Fiscal Year								
		2013-14 ^a	2014-15	2015-16	2016-17 ^b	2017-18	2018-19	2019-20	2020-21	2021-22 ^c
Short-Term Trash Assessment Strategy (FSURMP)										
On-land Visual Assessments										
Initial (Baseline) Assessments	X									
Pilot Progress Assessments		X	X	X	X					
Full Capture Operation and Maintenance Verification			X	X	X					
Control Measure Effectiveness Evaluations	X	X	X	X	X					
Receiving Water Condition Assessments	X		X	X	X					
Tracking California's Trash Project (BASMAA)										
Testing of Trash Monitoring Methods										
Trash Flux Monitoring Protocol Testing			X	X	X					
On-land Visual Assessment Evaluations			X	X	X					
Full Capture Equivalent Studies			X	X	X					
Long-Term Trash Assessment Strategy (FSURMP)										
						X	X	X	X	X

^aJuly 1, 2014 - 40% trash reduction target

^bJuly 1, 2017 - 70% trash reduction target

^cJuly 1, 2022 - 100% trash reduction target

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