



# **Nutrient Management, Water Quality, and a Right-Sized Approach to Regulatory Compliance**

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Ohio Water Environment Association Conference  
June 24, 2015





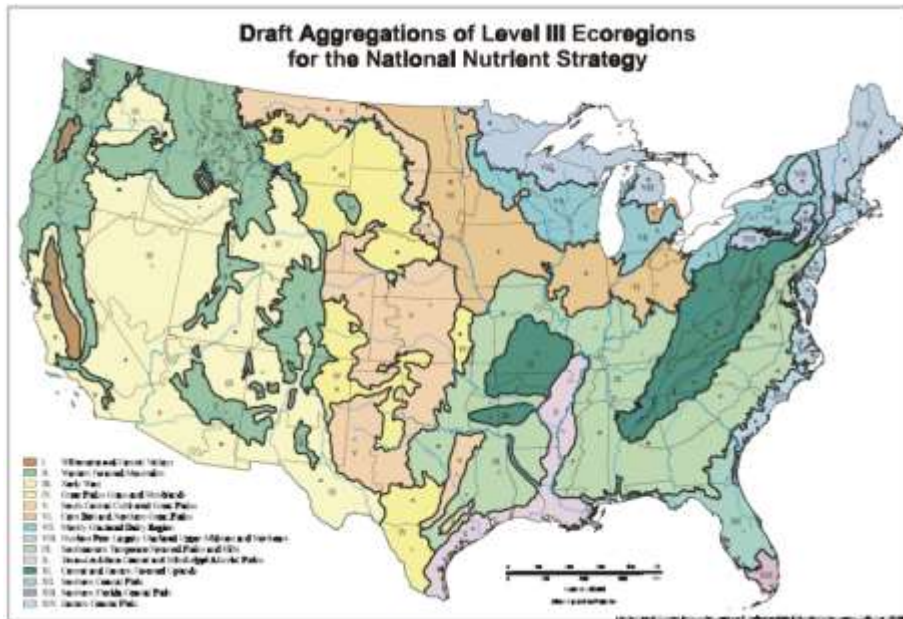
# A Right-Sized Approach to Regulatory Compliance

- Building a case for awareness, active involvement, and advocacy
- Nutrients
  - National
  - State
  - Nutrient Discharge Permitting
- Water Quality Modeling
- Tips to inform your approach

# Numeric Nutrient Criteria Low N and P Concentration Endpoints

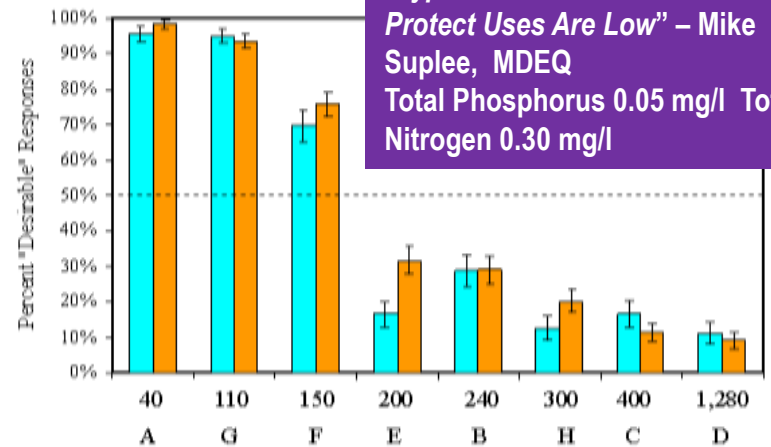
## Reference Stream Approach

- EPA's Ecoregion Nutrient Criteria



## Stressor Response

- » D.O., pH
- » Chla, Benthic Algae
- » Macroinvertebrates
- » Fisheries
- » Recreation
- » Public Perception



*"Typical Concentrations That Protect Uses Are Low" – Mike Suplee, MDEQ*  
 Total Phosphorus 0.05 mg/l Total Nitrogen 0.30 mg/l

**Scientific and Technical Basis for Montana's Numeric Nutrient Criteria**

# Challenges in establishing Nutrient Criteria

- Identifying Threshold of Harm to Beneficial Uses
  - Reference condition
  - Stressor-response
  - Mechanistic modeling
- Translation of In-stream Criteria to Effluent Discharge Permit Limits



# Aggregate Level III Ecoregion – Corn Belt and Northern Great Plains VI

Rivers and Streams in Nutrient Ecoregion III (25<sup>th</sup> percentile)

Nutrient Parameter	Aggregate Nutrient Ecoregion Reference Conditions
Total Phosphorus (mg/L)	0.07625
Total Nitrogen (mg/L)	2.18
Chlorophyll a (ug/L)	2.70
Turbidity (NTU)	6.36

Lakes and Reservoirs in Nutrient Ecoregion III (25<sup>th</sup> percentile)

Nutrient Parameter	Aggregate Nutrient Ecoregion Reference Conditions
Total Phosphorus (mg/L)	0.0375
Total Nitrogen (mg/L)	0.781
Chlorophyll a (ug/L)	8.59
Secchi depth (meters)	1.356

- Western Ohio example
  - Eastern Corn Belt Plains

# Numeric Nutrient Criteria and Limits of Wastewater Treatment Technology<sup>1</sup>

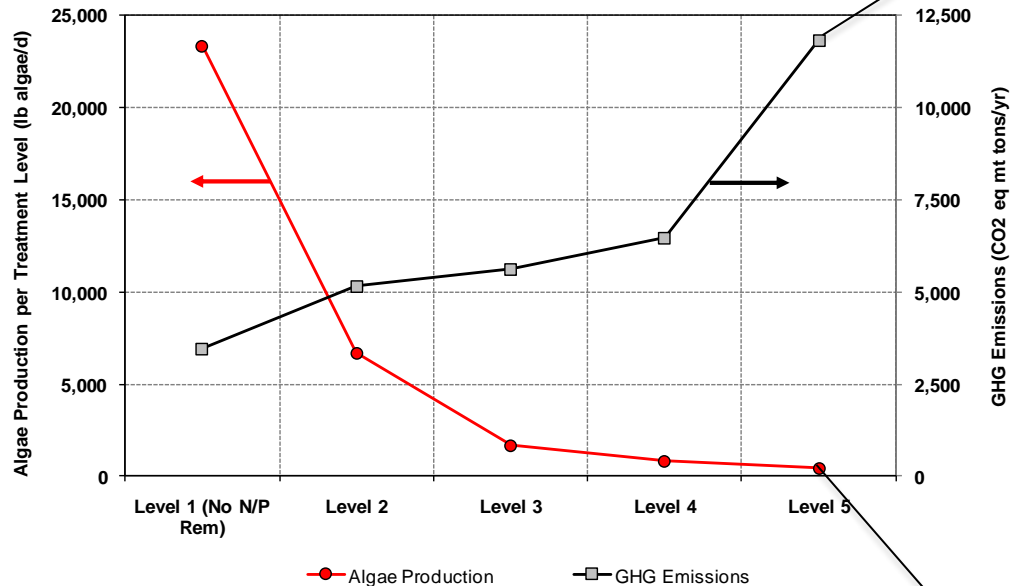
Parameter	Typical Municipal Raw Wastewater, mg/l	Secondary Effluent (No Nutrient Removal), mg/l	Advanced Wastewater Treatment <sup>1</sup>			Typical In-Stream Nutrient Criteria, mg/l
			Typical Biological Nutrient Removal (BNR), mg/l	Enhanced Nutrient Removal (ENR), mg/l	Limits of Treatment Technology, mg/l	
Total Phosphorus	4 to 8	4 to 6	1	0.25 to 0.50	0.05 to 0.07	0.01 to 0.076
Total Nitrogen	25 to 35	20 to 30	10	4 to 6	3 to 4	0.310 to 2.18

<sup>1</sup>*Ignoring Considerations of Variability and Reliability of Wastewater Treatment Performance*

Water Environment Research Foundation (WERF) "Nutrient Management: Regulatory Approaches to Protect Water Quality, Volume 1 – Review of Existing Practices," Project #NUTR1R06i

# Sustainable Nutrient Removal and Balanced Decision Making – Net Benefit?

## Advanced Nutrient Removal Treatment Algal Production Potential v. Greenhouse Gas Production



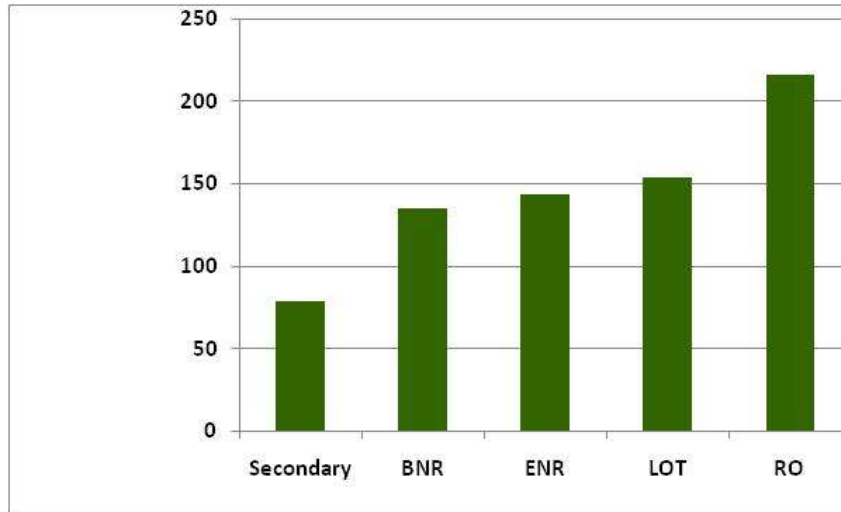
**Increasing GHG Emissions**

Water Environment Research Foundation (WERF)  
“*Striking the Balance Between Wastewater Treatment  
Nutrient Removal and Sustainability*” November 2010

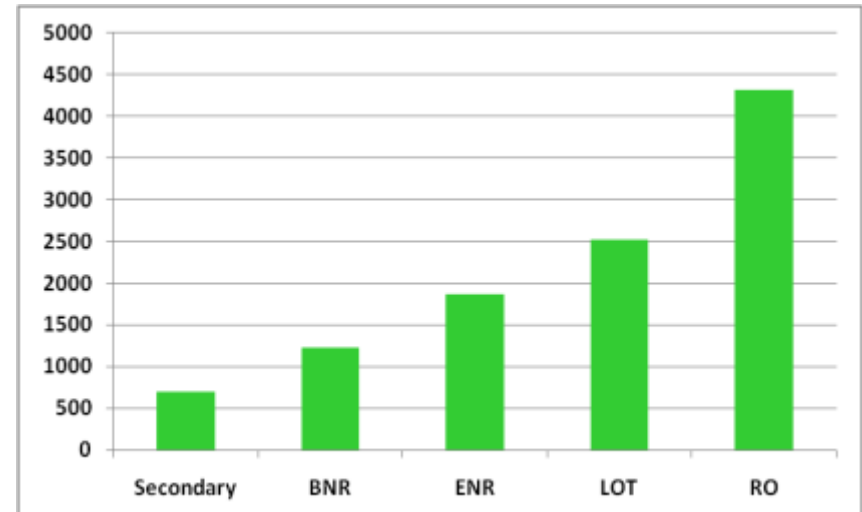
1. **Secondary Treatment (No nutrient removal)**
2. **Biological Nutrient Removal (BNR) TP 1 mg/L TN 8 mg/L**
3. **Enhanced Nutrient Removal (ENR) TP 0.1-0.3 mg/L TN 4-8 mg/L**
4. **Limit of Treatment Technology (LOT) TP <0.1 mg/L TN 3 mg/L**
5. **Reverse Osmosis (RO) TP <0.02 mg/L TN 2 mg/L**

**Diminishing Water Quality  
Benefit**

# Treatment Costs Escalate Substantially Approaching Technology Limits



Estimated Capital Costs for 10 mgd Capacity  
(Million \$)



Estimated O&M Costs for 10 mgd Capacity  
(\$1,000/yr/10 MG Treated)

**Water Environment Research Foundation (WERF) “*Striking the Balance Between Wastewater Treatment Nutrient Removal and Sustainability*” November 2010**

1. *Secondary Treatment (No nutrient removal)*
2. *Biological Nutrient Removal (BNR) TP 1 mg/L TN 8 mg/L*
3. *Enhanced Nutrient Removal (ENR) TP 0.1-0.3 mg/L TN 4-8 mg/L*
4. *Limit of Treatment Technology (LOT) TP <0.1 mg/L TN 3 mg/L*
5. *Reverse Osmosis (RO) TP <0.01 mg/L TN 1 mg/L*





# National and State Nutrient Regulatory Issues

# NRDC Petition on Secondary Treatment Standards

- November 27, 2007, NRDC petition for rulemaking
  - EPA has unreasonably delayed publishing information on secondary treatment to remove excess nutrients
  - Nutrient control is properly included within “secondary treatment”

- **NRDC states:**

- **TP 0.3 mg/l and TN 3 mg/l currently attainable**
- **TP 1 mg/l and TN 8.0 mg/l attainable only using biological processes**
- **EPA must assess whether this constitutes “secondary treatment”**



# NRDC Petition on Secondary Treatment Standards Denied

- December 14, 2012 EPA Response
  - EPA Conclusions
    - Nutrients at POTWs Highly Site-Specific
    - Not Suited to Uniform National Rule
    - Not All POTWs Nationwide Need Technology Based Effluent Limits (TBELs) for Nutrients
    - High Costs Nationally
  - EPA's Preferred Approach
    - Water Quality Based Provisions of CWA



# Technology Based Effluent Limits

## Benefits

- Simplicity in Effluent Discharge Permitting
- Select Effluent Limits at Levels Where Compliance is Assured

## Limitations

- Lacks Direct Linkage with Receiving Water Quality Requirements
- Suggests Uniformity in Limits is Appropriate for all Receiving Waters
  - Contradicted by Site Specific Circumstances that Define the Actual Impact of Nutrients on Individual Waterbodies

***Future Water Quality Based Effluent Limits for Nutrients in Ohio?***

# Summary Comparison of Select States Nutrient Discharge Permit Structure and Approach

State	Technology Based Limits	Rulemaking	Informs Permit Structure	Implementation	Variance	Site Specific, Response Variables, etc
Iowa	Yes	No	12 Month Average	~10 yrs + 10 yrs (Negotiable)	No	Yes & No
Colorado	Yes	Yes	Moving Annual Median	Delayed Implementation	Yes	No
Florida	No	Yes	-	-	No	Yes
Maine	No	Yes	-	-	No	Yes
Montana	Yes	Yes	Monthly Ave	Revised Limits 2016	Yes	Yes
Ohio	No	Yes		3 Permit Cycles	No	Yes
Wisconsin	Yes	Yes	Moving Annual Mean	4 Permit Cycles	Yes	No

# Across the country, the plot thickens..... as in Iowa

- Des Moines Water Works  
Notice of Intent to Sue
  - 9 million acres of farmland
  - Drainage tiles that bring nutrients to water bodies
  - Seeks that drainage districts have federal oversight where agriculture is now exempt under CWA
  - Gov Terry Branstad notes, “*Des Moines is declaring war on rural Iowa*” ....and calls the potential action “*Un-Iowan*”.

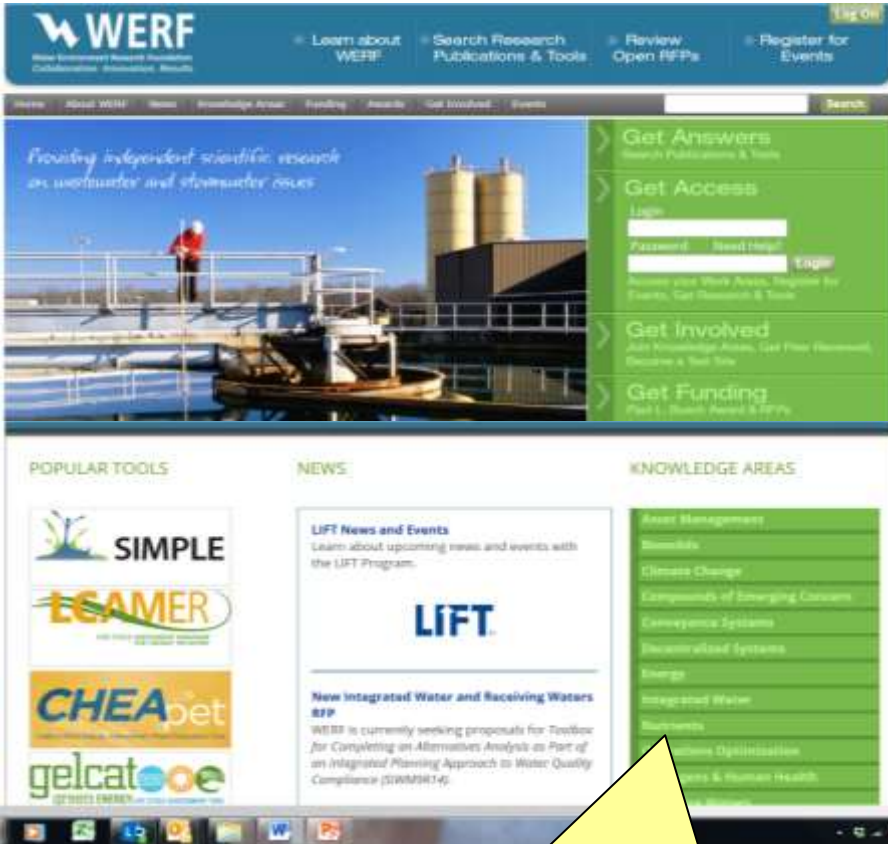


# Water Environment Research Foundation (WERF) Nutrient Challenge

[www.werf.org](http://www.werf.org)

## Original Objectives

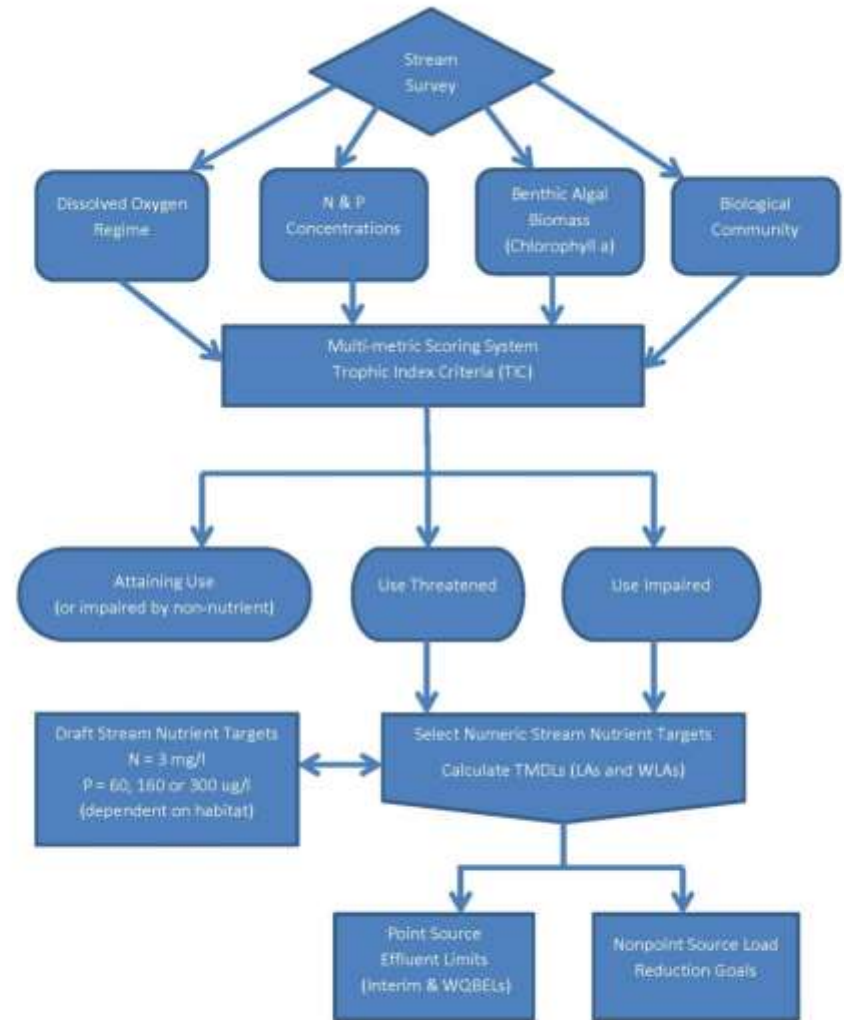
- Provide science-based solutions and recommendations that:
  - (1) support utility decisions to use sustainable wastewater nutrient removal technologies and meet other wastewater treatment goals, and
  - (2) inform regulatory decision making that is moving toward increasingly higher levels of nitrogen and phosphorus removal.



Go to **KNOWLEDGE AREAS: Nutrients**  
>50 completed and ongoing projects

# Meanwhile, in Ohio....

- Initial research 2009-2010
- 2011 Framework for Ohio's Strategy
- Point and Nonpoint Source work groups established – 2010; reports issued 2012
- Framework submitted to USEPA 2012, approved 2013 (included TIC)
- Nutrient TAG established
  - Adaptive mgmt, cost v benefit, consensus

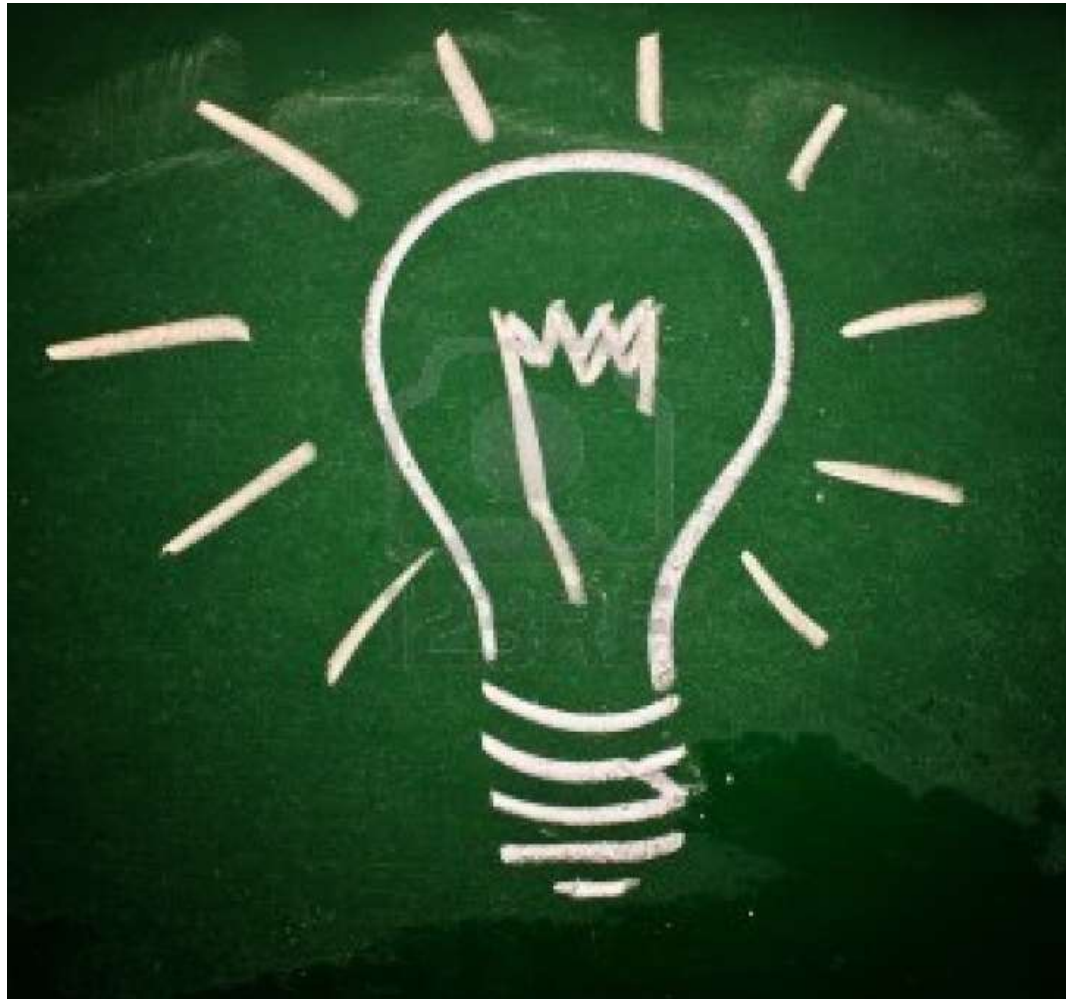


Conceptual design of the Trophic Index Criterion

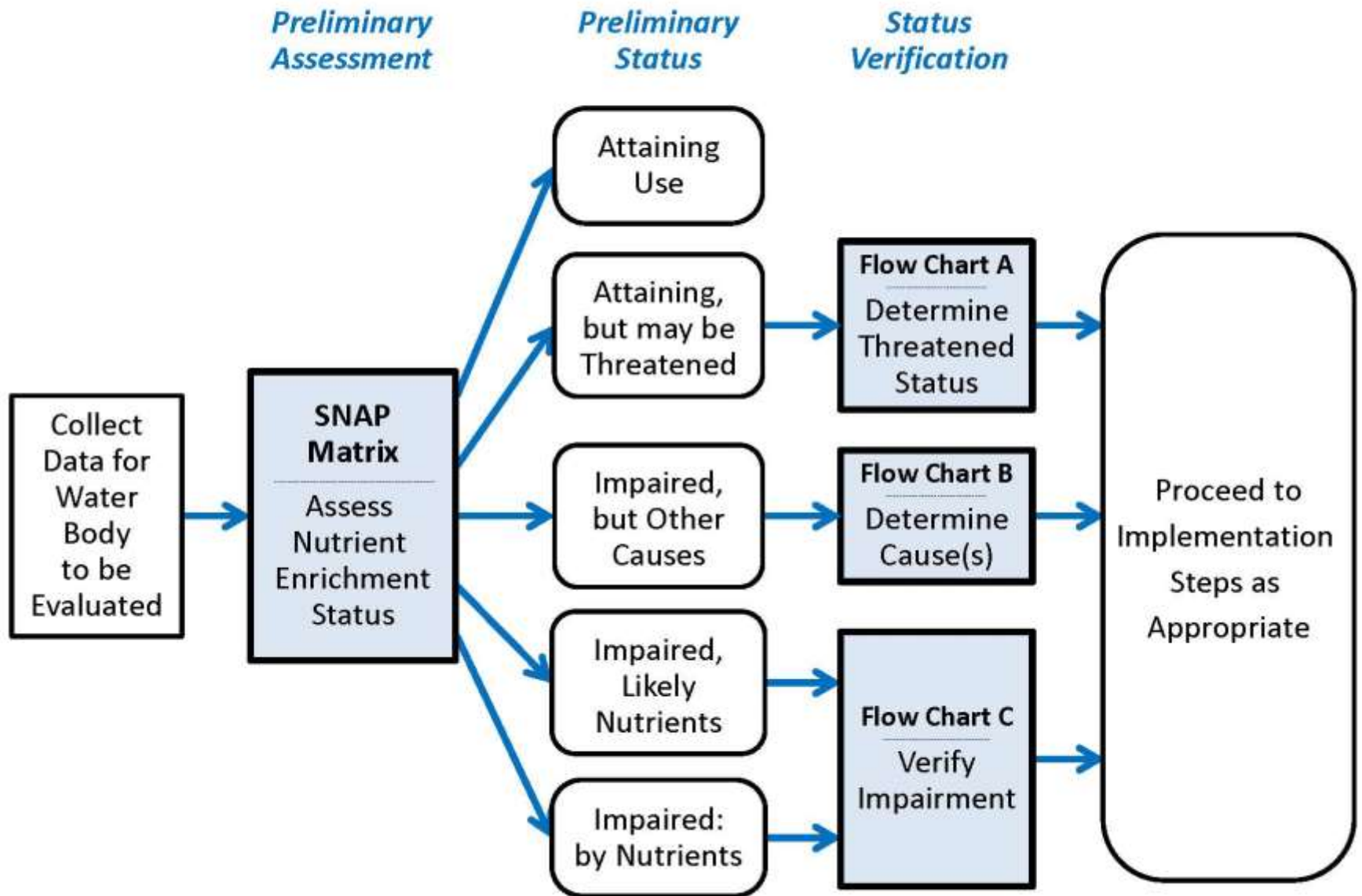


# Technical Advisory Group contributions

- Nutrient Measurements Rarely Provide a “Bright Line” Dose-Response Relationship Linked to Use Impairment
- “Biological Health” Best Determined by Multiple Biological Indicators
- Recommended the SNAP



# Stream Nutrient Assessment Procedure (SNAP)



# Ohio Stream Nutrient Assessment Procedure (SNAP)

## ■ Trophic Index Decomposed to Decision Matrix

### ○ Stepwise Evaluation of Key Indicators

- **Nutrient Concentration Removed**
- 2 Key Response Variables
  - » Dissolved Oxygen Swing
  - » Benthic Chlorophyll
- Ohio Biological Water Quality Criteria
  - » Biocriteria for Fish and Macroinvertebrates
    - IBI = Index of Biological Integrity
    - MIwb = Modified Index of Well-Being
    - ICI = Invertebrate Community Index

## ■ SNAP Matrix of Trophic Conditions

1. Attaining and not threatened
2. Attaining, but may be threatened
3. Impaired, but cause(s) other than nutrients
4. Impaired, with nutrients as a likely cause
5. Impaired, with nutrient enrichment as the cause

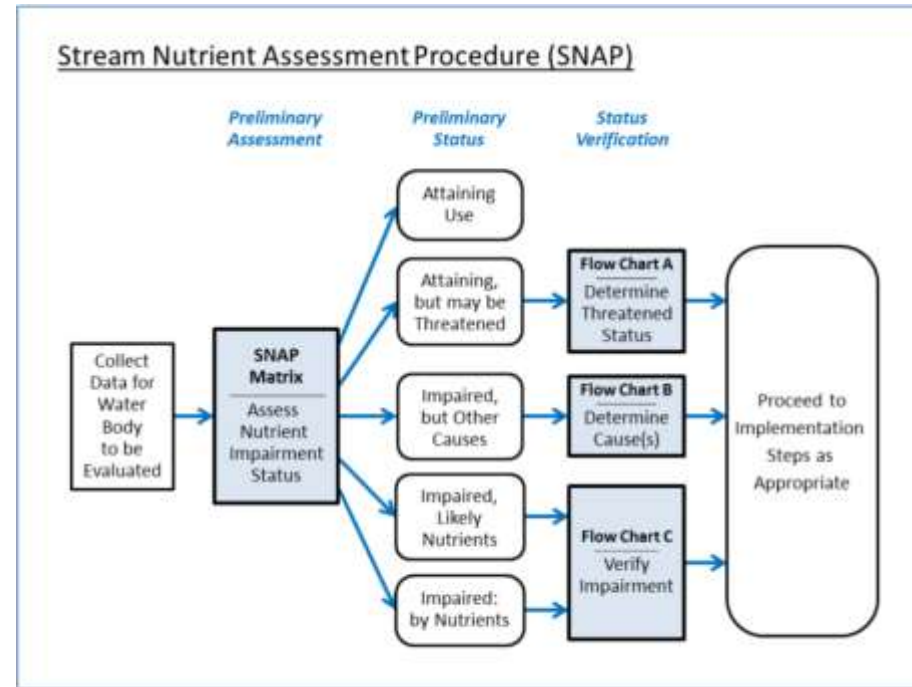


# Proposed Stream Nutrient Assessment Procedure (SNAP)

1	2	3	4	
Biological Criteria	DO Swing	Benthic Chlorophyll	<b>Preliminary Assessment:</b> Trophic Condition Status	
All indices attaining or non-significant departure	Normal or low swings ( $\leq 6.5$ mg/l)	Low to moderate ( $\leq 320$ mg/m <sup>2</sup> )	Attaining use / not threatened	
		High ( $> 320$ mg/m <sup>2</sup> )	Attaining use, but may be threatened	See Flow Chart A
	Wide swings ( $> 6.5$ mg/l)	Low ( $\leq 182$ mg/m <sup>2</sup> )		
		Moderate to high ( $> 182$ mg/m <sup>2</sup> )		
Non-attaining (one or more indices below non-significant departure)	Normal or low swings ( $\leq 6.5$ mg/l)	Low to moderate ( $\leq 320$ mg/m <sup>2</sup> )	Impaired, but cause(s) other than nutrients	See Flow Chart B
		High ( $> 320$ mg/m <sup>2</sup> )	Impaired / likely nutrient enriched	See Flow Chart C
	Wide swings ( $> 6.5$ mg/l)	Low ( $\leq 182$ mg/m <sup>2</sup> )		
		Moderate to high ( $> 182$ mg/m <sup>2</sup> )	Impaired / Nutrient enriched	

# Ohio Stream Nutrient Assessment Procedure (SNAP)

- Data Collection – gather it now
- Preliminary Nutrient Impairment Assessment
  - SNAP Matrix
- Preliminary Status
  - Attaining, Threatened, Impaired (Nutrients or Other Causes)
- Status Verification
- Implementation – work with others





# Nutrient Discharge Permitting

# Attainable and Protective Nutrient Permits

## Preferred

- Improve Water Quality
  - Effective Nutrient Reduction
  - Linked to Standards or TMDL Wasteload Allocation
- Technically Achievable
  - Low Compliance Risk
- Economical
  - Affordable
- Flexible
  - Supports Watershed Solutions
- Sustainable

## Avoid

- Inflexible Permit Structures
  - Unattainable N and P Limits
  - Over-specified Effluent Limits
    - Mass and Concentration
    - Monthly and Weekly Limits for POTWs
  - Immediate Compliance Requirements
- Social and Environmental Impacts
  - Large Increases in Energy, Chemical, Solids, Greenhouse Gas Emissions, etc
  - Marginal Incremental Water Quality Improvements

# Improving Basis for Nutrient Discharge Permitting

## Now

- Treatment Technology Performance
  - Well Documented
- Understanding of Nutrient Speciation
  - Treatment Effectiveness
  - Water Quality Impacts
- **State Solutions**
  - **Near-term Remedies**
    - **Technology Based Effluent Limits**

## Developing

- Treatment Technology Advances
- Improved Water Quality Modeling
  - Speciation
  - Nutrient Bioavailability
- **Long Term Reconciliation with Water Quality Based Effluent Limits**
  - **In-stream Targets Lower Than Technology Can Achieve End-of-Pipe**
- **Bioavailability**
- **Sustainability**



# Nutrient Permitting Challenges

## Federal Regulations

- *40 CFR 122.45(d) requires that all permit limits be expressed as average monthly limits and average weekly limits for publicly owned treatment works (POTWs) and as both average monthly limits and maximum daily limits for all others, unless impracticable.*

## Key Issues

- Effluent Variability
  - N and P Variable Even in Best Designed and Operated Facilities
- “*impracticable*” Determination
  - Individual Permit Writer’s Interpretation
  - Guidance – 2004 Chesapeake Bay – annual effluent limits acceptable

# Example Inconsistency in Permit Limits

## – Relationship of Weekly to Monthly

Discharger	NPDES Permit Phosphorus Limits		Permit Ratio Weekly/Monthly
	Average Monthly, ug/L (lbs/d)	Average Weekly, ug/L (lbs/d)	
Boise – Lander	70 (8.7)	93 (11.6)	1.33
Boise – West	70 (14)	84 (16.8)	1.2
Caldwell	70 (4.96)	165 (11.7)	2.36
Greenleaf	70 (0.14)	105 (0.21)	1.5
Kuna	70 (1.1)	105 (1.65)	1.5
Notus	70 (0.064)	140 (0.128)	2.0
Sorrento	70 (0.29)	140 (0.58)	2.0

# Know your Options!

## Case Study Example: Spokane River Dischargers

### Dissolved Oxygen TMDL

- Very Restrictive
  - Cumulative Anthropogenic D.O. Depression <0.2 mg/L
- TMDL Scenario
  - TP 0.042 mg/L
  - CBOD 4.2 mg/L
  - Ammonia-N 0.21 mg/L



### NPDES Permit

- Seasonal Mass Loading Limits
  - TP, CBOD, NH<sub>3</sub>N
    - Compliance Based on Season End Mass Discharged

S1.B.a Alternate effluent limits for oxygen consuming pollutants demonstrated to be equivalent to DO TMDL baseline effluent limits in S1.A (option 1)

Parameter	Seasonal Limit Applies March 1 to October 31 See notes f and g	
Carbonaceous Biochemical Oxygen Demand (5-day) (CBOD <sub>5</sub> )	133.4 pounds/day (lbs/day) average	
Total Phosphorus (as P) March 1 to Oct. 31	3.34 lbs/day average	
Total Ammonia (as NH <sub>3</sub> -N)	Seasonal Limit	Maximum Daily Limit
For "season" of March 1 to March 31	1067.5 lbs/day average	16 mg/L
For "season" of April 1 to May 31	66.7 lbs/day average	16 mg/L
For "season" of June 1 to Sept. 30	16.7 lbs/day average	8 mg/L
For "season" of Oct. 1 to Oct. 31	66.7 lbs/day average	16 mg/L
Parameter	Average Monthly <sup>a</sup>	Average Weekly <sup>b</sup>
Carbonaceous Biochemical Oxygen Demand (5-day) (CBOD <sub>5</sub> ), November 1 through February 29	2.0 milligrams/liter (mg/L) 133 pounds/day (lbs/day)	---

# Variety of Successful Permit Structures Nationally for Nutrients

Location	Total Phosphorus Limits	Comments
Clean Water Services of Washington County, OR	0.100 mg/l	Monthly Median, May 1 to Oct 31 Watershed Permit
Las Vegas, Clark County, Henderson, NV	334 lbs/day (130/174/30 lbs/day)	Mar 1 to Oct 31 <b>Cooperative Agreement to Share for Flexibility</b>
Alexandria, VA	0.18 mg/l and 37 kg/day 0.27 mg/l and 55 kg/day	Monthly Average Weekly Average

- Concentration Only, Mass Only, Both
  - Seasonal Limits
  - Mean or Median
  - Shared Capacity

# Think about the Future: Permit Structure Comparison

Effluent Limits	Technically Attainable		Supports Creative Effluent Management and Watershed Solutions	
	Now	Future	Trading and Offsets	Reuse, Recharge, Restoration, etc (Load Diversions)
Concentration Only	Yes	?	No	No
Concentration and Mass	Yes	?	No	No
Mass Only	Yes	Perhaps	Yes	Yes

Example: Future Effluent Limits Drop from 1 mg/L to 0.5 mg/L

- Concentration Only Limits: Plant Effluent 0.5 mg/L
- Mass Only Limits: Plant Effluent 1 mg/L + Offset/Trade/Reuse

## Regulatory Issues

- 40 CFR 122.45(d) requires that all permit limits be expressed as average monthly limits and average weekly limits for publicly owned treatment works (POTWs) and as both average monthly limits and maximum daily limits for all others, unless “impracticable.”

# Permit Flexibility for Trading, Offsets, Reuse, etc.

## Mass Based Effluent Limits

- Straightforward Trades
  - Simple and Clear

S1.B.a Alternate effluent limits for oxygen consuming pollutants demonstrated to be equivalent to DO TMDL baseline effluent limits in S1.A (option 1)		
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## Concentration Based Limits

- Requires Calculations

	Average Monthly Limit	Average Weekly Limit
Total Phosphorus <sup>2</sup> <b>May 1 – Sept 30</b>	70 µg/L 14 lbs/day	84 µg/L 16.8 lbs/day

Note 2. The permittee may meet the effluent limits for total phosphorus using the Dixie Drain offset. See Part I.B.6.

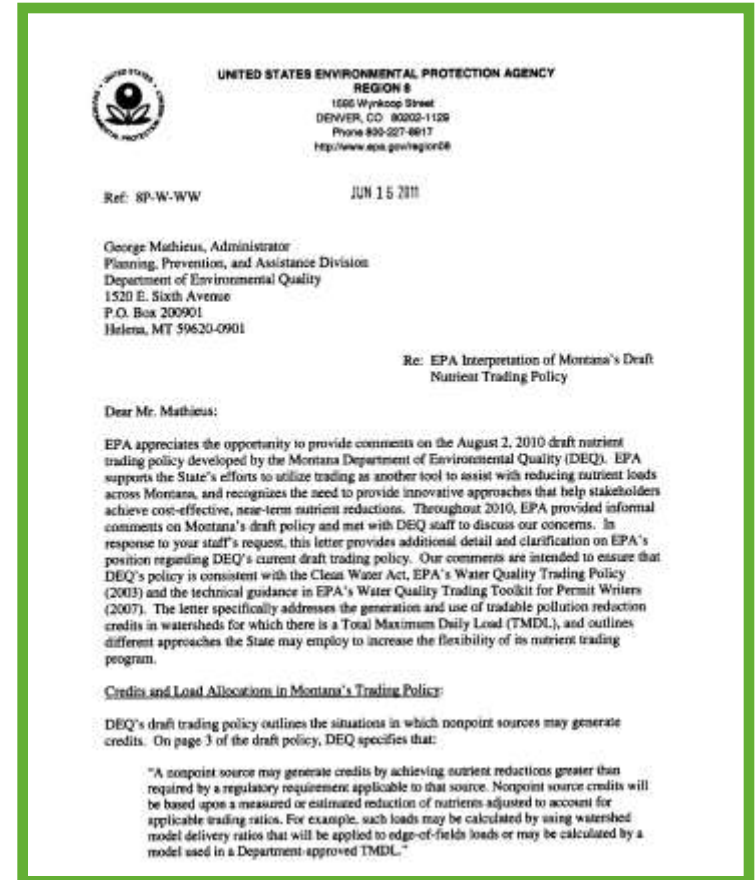
- b) Offset Pounds. For each pound of total phosphorus the West Boise Treatment Facility discharges in excess of 70 µg/L, the Permittee must remove a minimum of 1.5 pounds of total phosphorus at the Dixie Drain Facility. The pounds of total phosphorus the West Boise Treatment Facility discharges in excess of 70 µg/L are calculated as:  
 (Average Monthly Effluent Concentration – 70) × Average Monthly Flow × 8,340 ÷ 1,000

The monthly offset ratio which is defined as the pounds of total phosphorus removed at the Dixie Drain Facility divided by the pounds of total phosphorus the West Boise Treatment Facility discharges in excess of 70 µg/L must be greater than 1.5.

$$\frac{\text{Pounds Removed Dixie Drain Facility}}{\text{Pounds Discharged at West Boise in Excess of 70 µg/L}} > 1.5$$

# Qualifying Credits and TMDL Load Allocations

- *“Because TMDL load allocations (LAs) are not part of DEQ’s nonpoint source baseline, the proposed trading policy would allow for generation of trading credits before a nonpoint source LA has been met. While EPA understands and agrees with DEQ’s position that any nutrient reduction benefits the environment, we differ on what constitutes an allowable trading credit.”*
- *“Generating trading credits before a nonpoint source LA has been met is problematic because of the relationship between TMDLs and the permitting process.”*
- *Under its draft Trading Policy, DEQ could issue a permit that allows the permittee to buy credits from nonpoint sources to meet its permit limits, even though the nonpoint sources have not met their LAs under the TMDL.*



Region 8 EPA Letter to Montana DEQ,  
June 15, 2011

**Nonpoint Source Credits Available Only After TMDL Nonpoint Source Load Allocation Has Been Met**

# 'Model' Nutrient NPDES Permit

## Features

- Substantial Nutrient Reduction
- Long Averaging Periods
  - Seasonal or Annual Preferred
- Mass Loadings
  - Supports Trading, Offsets, Reuse, etc.
- Include Compliance Schedule
  - Watershed Perspectives
    - Adaptive Management

## Benefits

- Water Quality Improvements
- Successful Compliance
- Technically Achievable
- Adaptive Management Opportunities
  - Monitor Receiving Water Response
  - Adapt Treatment Process Over Time
  - Develop Trades and Offsets
  - Quantify and Manage Nonpoint Sources
  - Consider Sustainability



# Nutrient Permitting Recommendations

## Maintain Watershed Perspective

- Early Engagement in Process
  - State Numeric Nutrient Criteria Development
  - Watershed TMDLs
  - Individual Permits
- Technical Input and Support
  - Capabilities of Treatment
  - Effluent Characterization
- Long-term Support
  - Lay Foundation for Regulatory “Solutions”
  - Sustained Watershed Perspective
    - Compliance Schedule and Beyond
  - Design Treatment Process for Adaptability

## Permit Structure Development

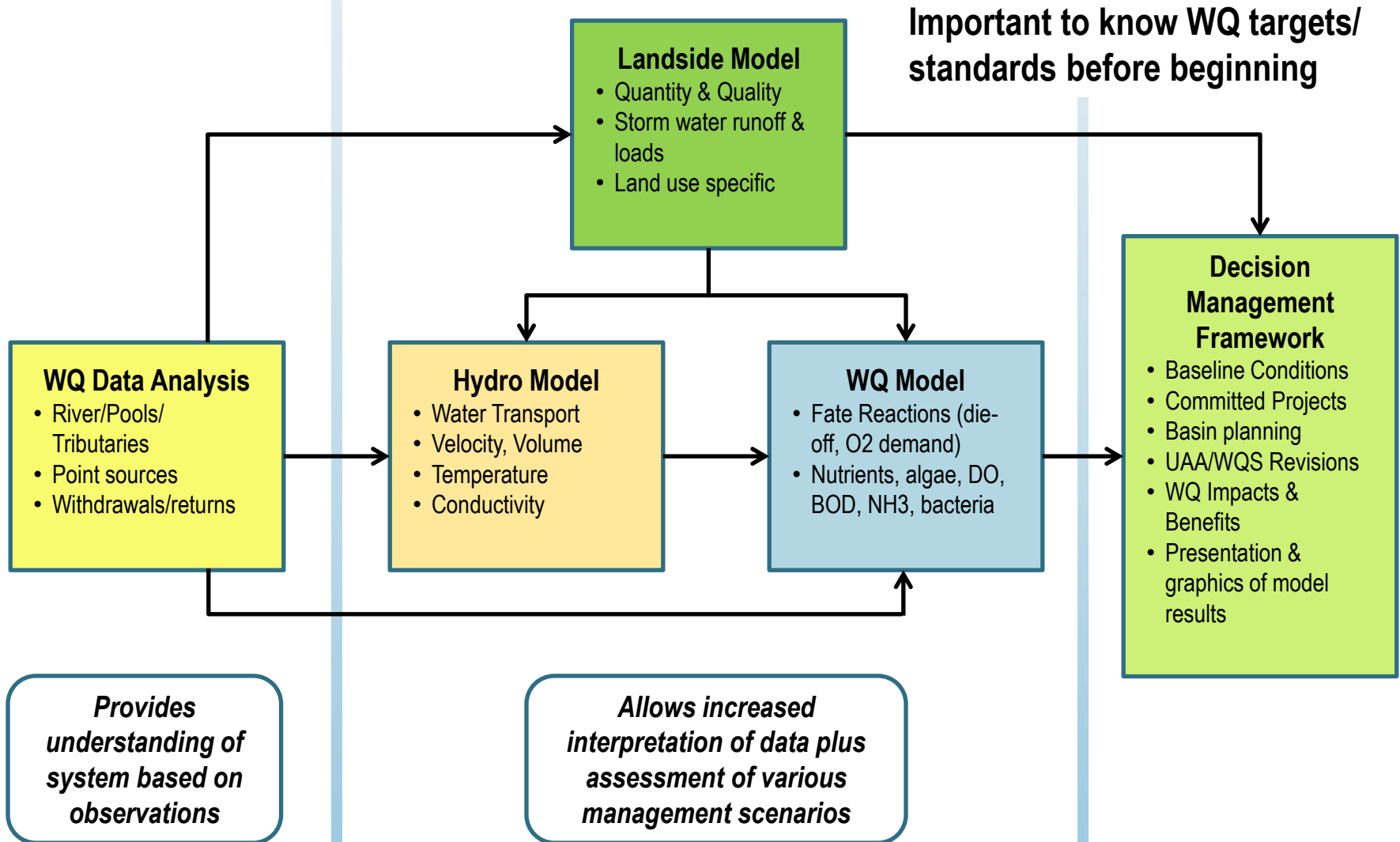
- Dialog with Regulators
  - Permit Writers
- Solution Orientation
  - Technology Exchange
  - Foster Shared Understanding
    - Treatment Capabilities
    - Limitations
- Apply Regulatory “Solutions” When Necessary
  - Avoid Unattainable Effluent Limits
    - Compliance Schedules, Variances, Site Specific Criteria, etc.
- Invest the Time
  - NPDES Renewal Period Alone is Inadequate



02

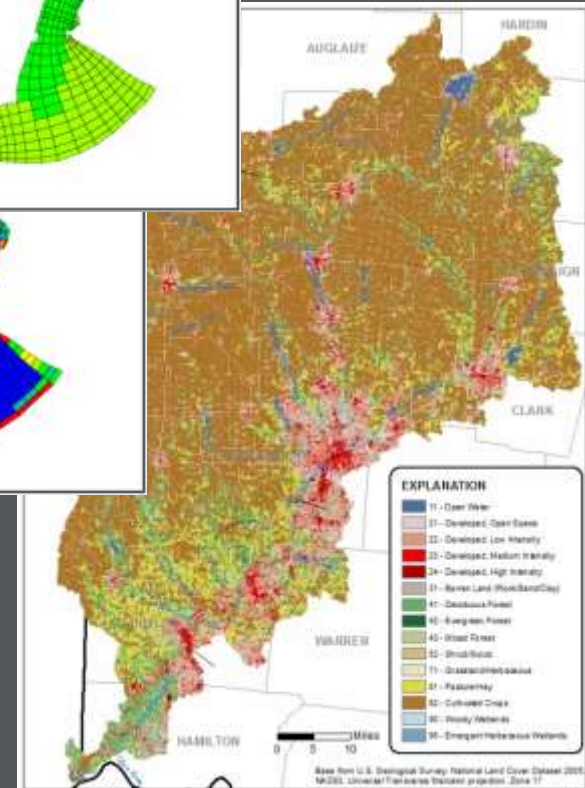
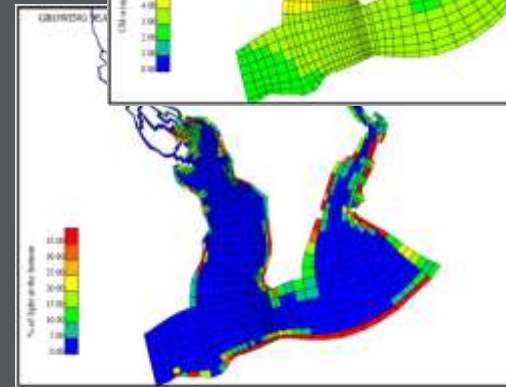
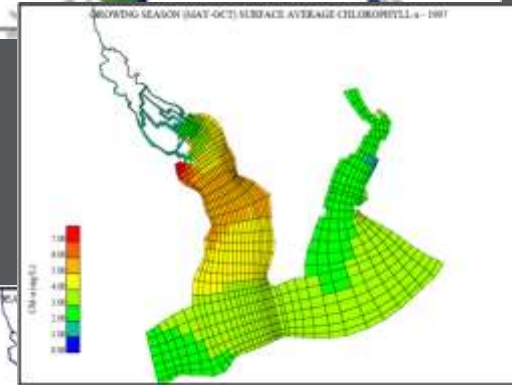
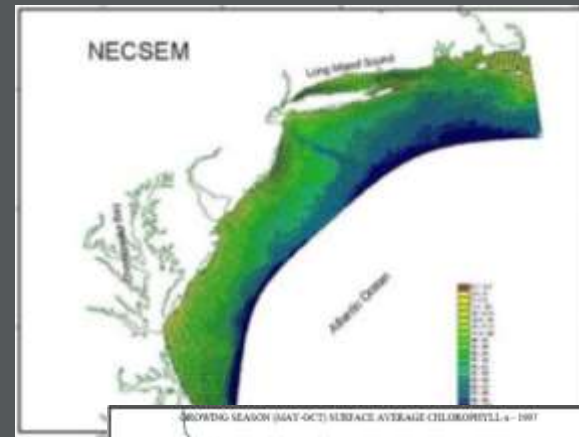
## **Holistic Approaches to Water Quality**

# MODELING APPROACH

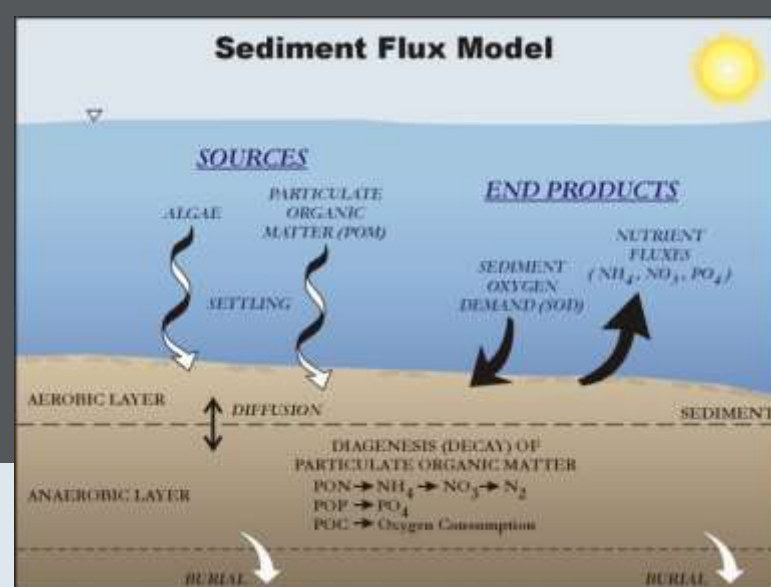


# WATER QUALITY MODELING APPROACH

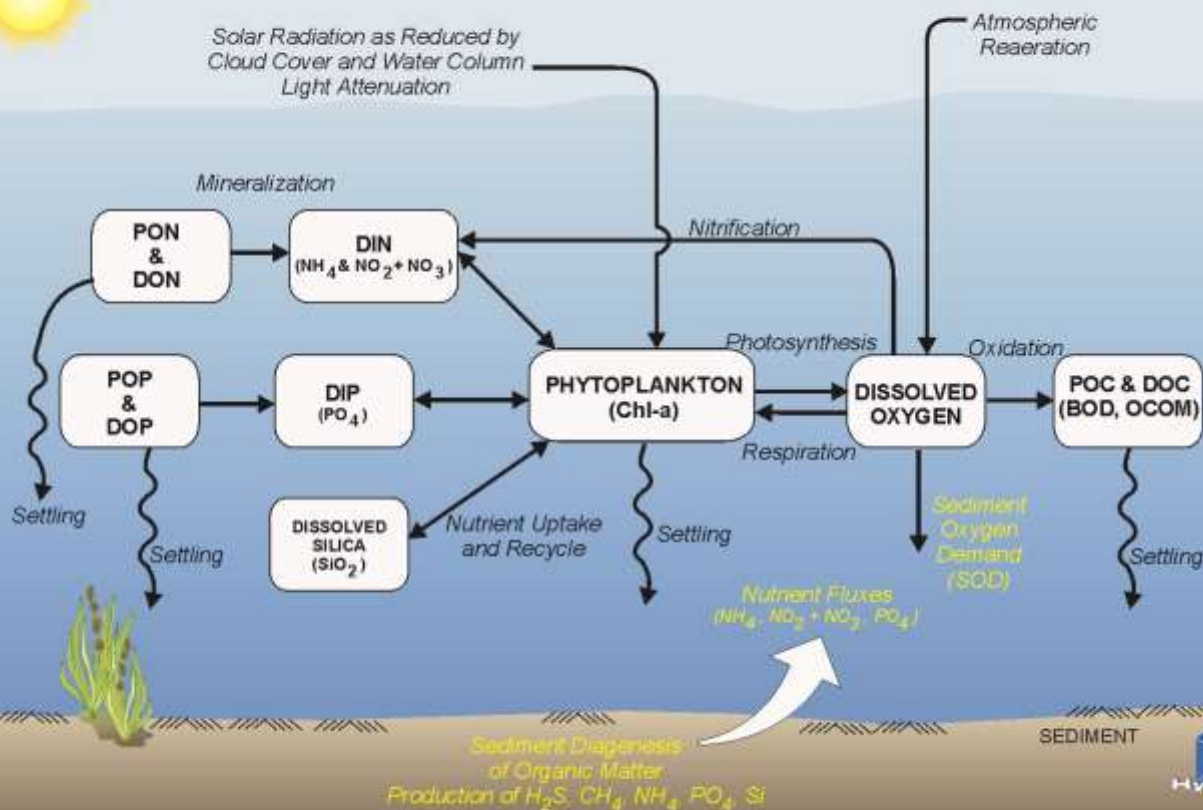
- Phased approach
  - Compile/analyze available data
  - ID data gaps/plan to fill
  - Model selection
- Model calibration
- Model projections
  - “Natural background” scenario
  - LOT + best BMPs
  - Knee of curve analysis to find most cost-effective solution
- Model as a tool



# MODEL WATER QUALITY KINETICS

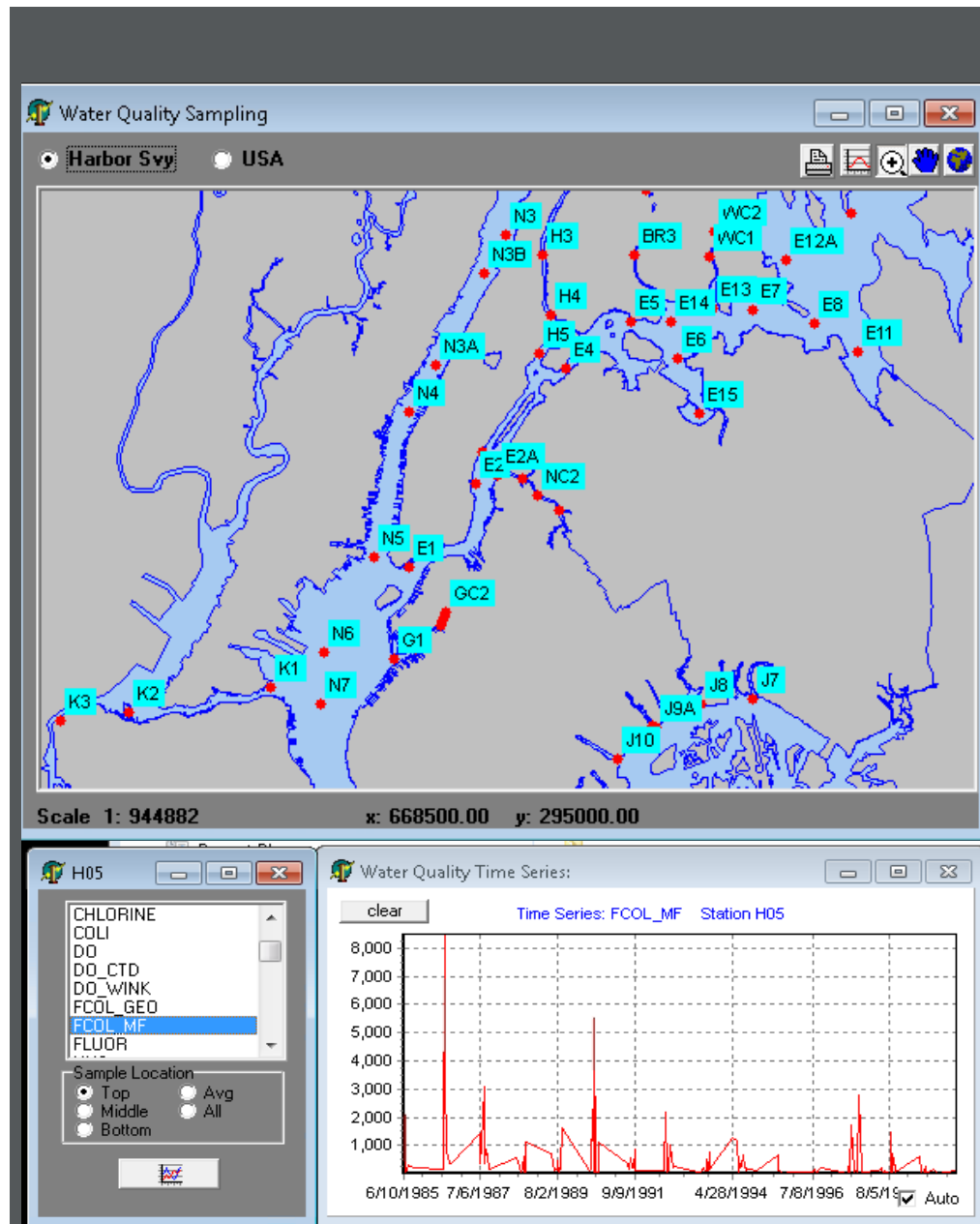


## Water Quality Model (RCA) (Yellow Text Denotes Sediment Flux Model)

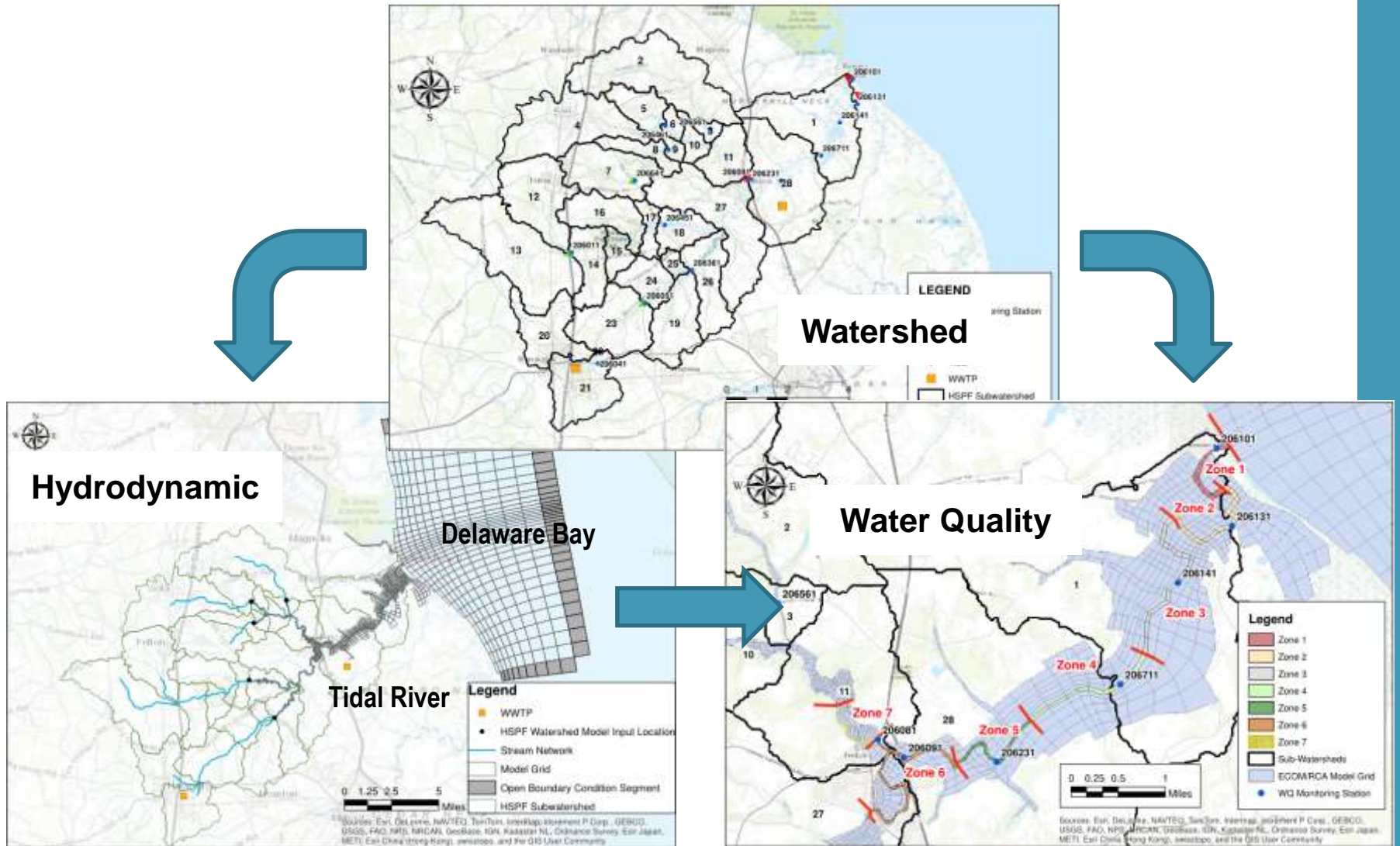


# MODEL CONSIDERATIONS

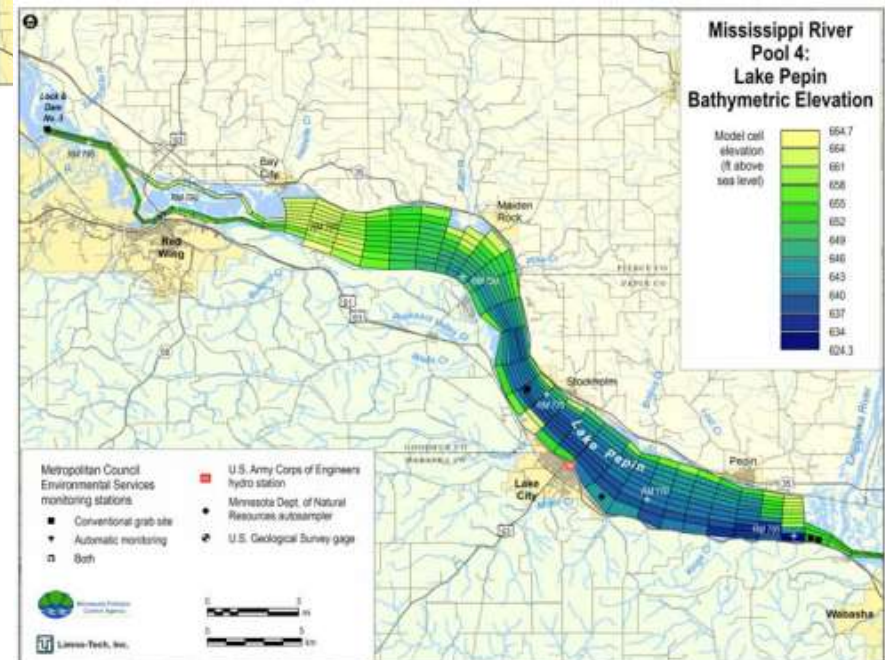
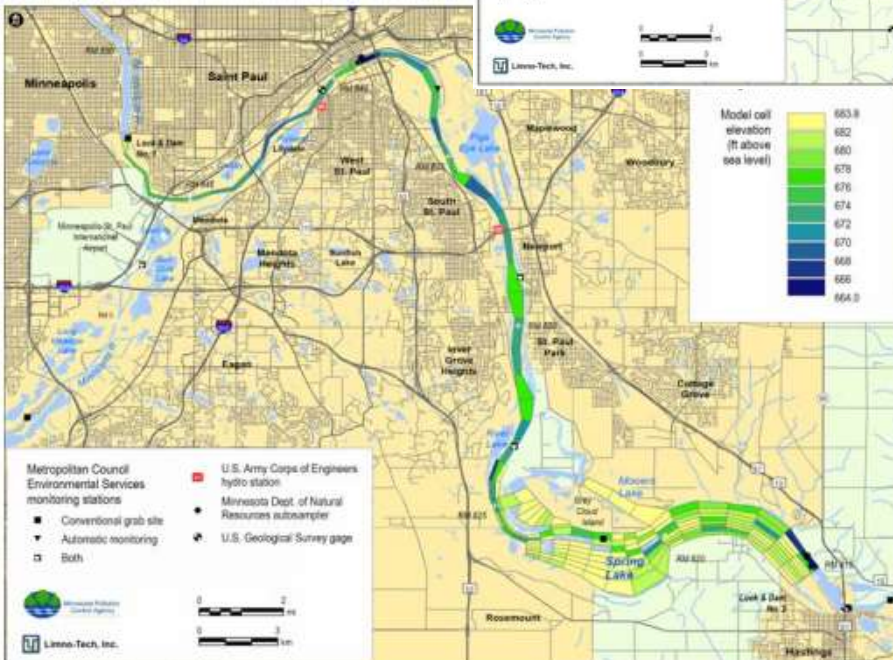
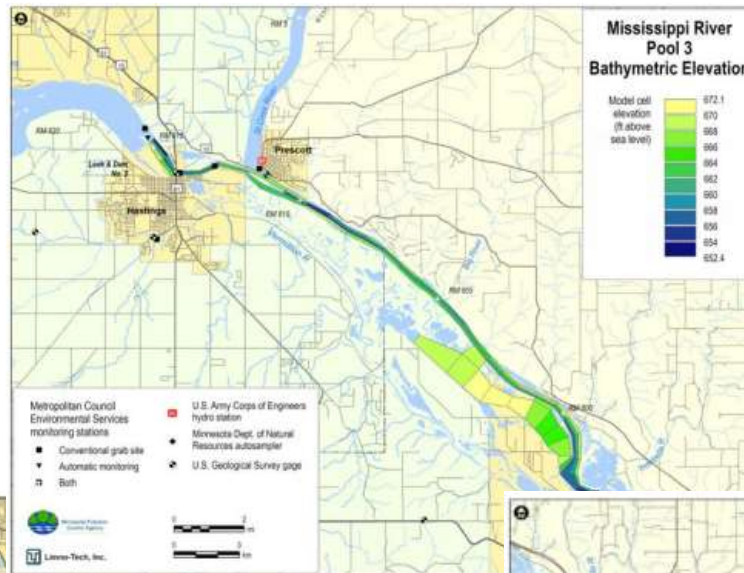
- Steady-state or dynamic
- Dimensions
- Loading Source Representation
  - Watershed (NPS), Drainage tiles, Internal sediment cycling
- Model Calibration
- Model Projection Scenarios
  - Baseline condition
  - “Natural Background”
  - LOT with BMPs
  - Most cost-effective solution
- Transparency



# MODEL LINKAGE



# STATE-OF-THE-ART EUTROPHICATION MODEL (Upper Mississippi River, MN – River/Pool Reaches)







03

## **Right-Sizing Your Approach for Net Environmental Benefit**

# So now what?

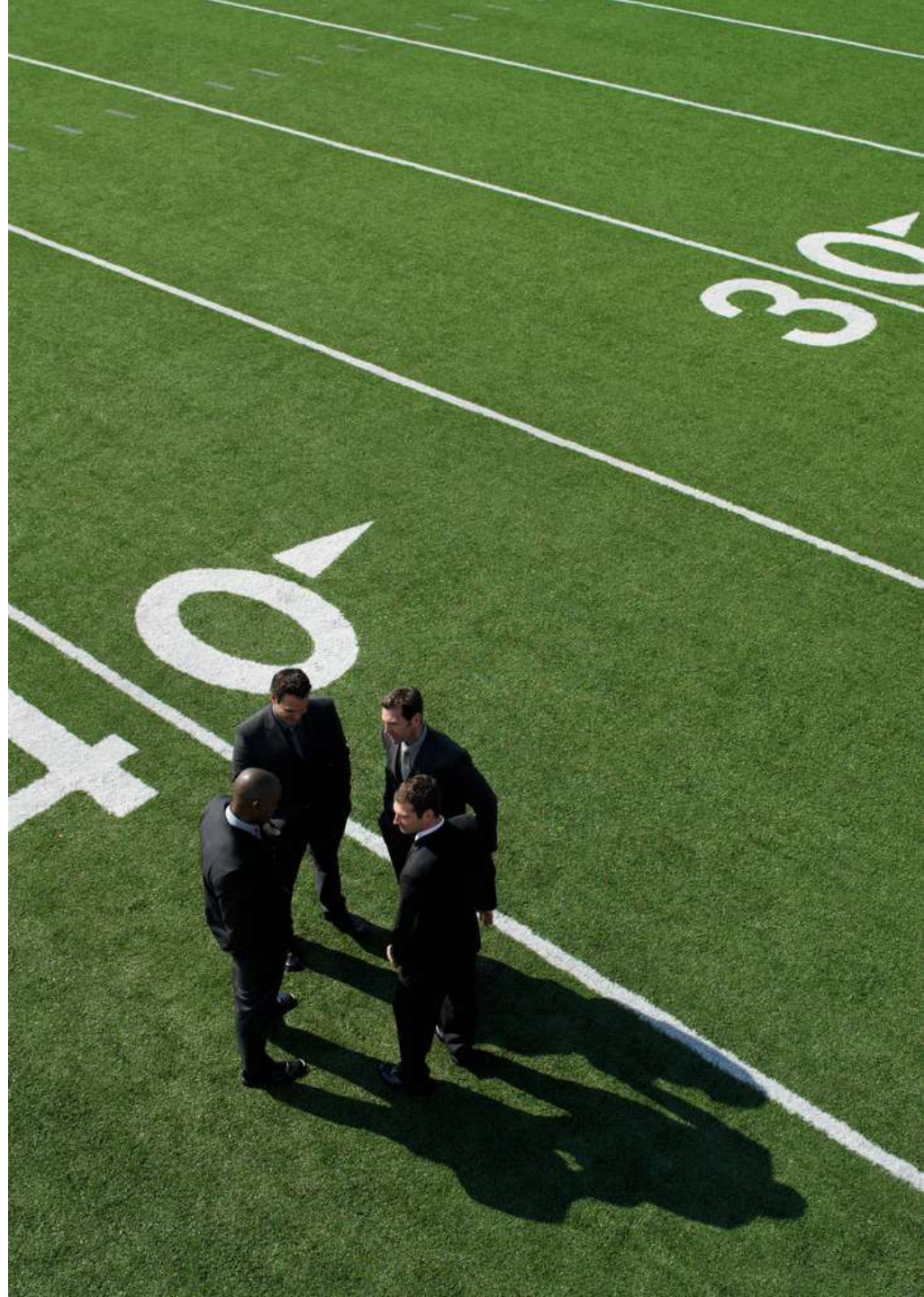
## Take Stock!

- Goals, desired outcomes
- Available time (permit cycle, TMDL, other)
- Data
- Communication
- Financial considerations
- Know 'required' versus 'available' actions



## Some more ideas to discuss.....

- 'Interim limits' concept
- Investment stability period
- Technology workshops
- Ways to acknowledge NPS
- Trading programs
- Multi-POTW strategies



## **Right-sized approach involves...**

- Technology and treatment capability assessments
- Permit writing, permit structure, data management
- Balance (utility management, water quality, aquatic ecosystem, sustainability, affordability)
- Open, collaborative dialogue and data sharing

.....**to *proactively* chart POTW course for nutrient management in Ohio watersheds.**



# **Nutrient Management, Water Quality, and a Right-Sized Approach to Regulatory Compliance**

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