

AGENCY OF NATURAL RESOURCES  
DEPARTMENT OF ENVIRONMENTAL CONSERVATION  
WATERSHED MANAGEMENT DIVISION  
ONE NATIONAL LIFE DRIVE, DAVIS BUILDING, 3<sup>rd</sup> FLOOR  
MONTPELIER, VT 05620-3522

**FACT SHEET FOR DRAFT PERMIT**  
**September 2020**

**NATIONAL POLLUTANT DISCHARGE ELIMINATION SYSTEM (NPDES) PERMIT TO DISCHARGE TO WATERS OF THE STATE**

**PERMIT NO:** 3-1173  
**PIN:** EJ96-0614  
**NPDES NO:** VT0100617

**NAME AND ADDRESS OF APPLICANT:**

Town of Richmond  
PO Box 285  
Richmond, VT 05477

**NAME AND ADDRESS OF FACILITY WHERE DISCHARGE OCCURS:**

Richmond Wastewater Treatment Facility  
281 Esplanade  
Richmond, VT 05477

**FACILITY COORDINATES:** Lat: 44.4038 Long: -73.0006

**RECEIVING WATER:** Winooski River

**CLASSIFICATION:** All uses Class B(2) with a waste management zone. Class B waters are suitable for swimming and other primary contact recreation; irrigation and agricultural uses; aquatic biota and aquatic habitat; good aesthetic value; boating, fishing, and other recreational uses; and suitable for public water source with filtration and disinfection or other required treatment. A waste management zone is a specific reach of Class B(1) or B(2) waters designated by a permit to accept the discharge of properly treated wastes that prior to treatment contained organisms pathogenic to human beings.

**I. Proposed Action, Type of Facility, and Discharge Location**

The Secretary of the Vermont Agency of Natural Resources (hereinafter referred to as “the Secretary”) received a renewal application for the permit to discharge into the designated receiving water from the above-named applicant on March 24, 2010. The facility’s previous permit was issued on July 5, 2005 with an effective date of October 1, 2005. The previous permit

(hereinafter referred to as the "current permit") has been administratively continued, pursuant to 3 V.S.A. § 814, as the applicant filed a complete application for permit reissuance within the prescribed time period per the Vermont Water Pollution Control Permit Regulations Section 13.5(b). At this time, the Secretary has made a tentative decision to reissue the discharge permit.

The facility is engaged in the treatment of municipal wastewater.

A map showing the location of the facility, outfalls, and the receiving water is provided in the Reasonable Potential Determination (Attachment A).

## **II. Description of Discharge**

The Wastewater Treatment Facility (WWTF) is engaged in the treatment of municipal wastewater, which includes residential, commercial, and industrial wastewaters and is classified as a Grade 4 Domestic WWTF. There is one pretreater permitted under the NPDES program that discharges to the collection system (Stone Corral Brewery, LLC). The WWTF is an extended aeration system that consists of an EQ tank, three anoxic tanks, two aeration tanks, two clarifiers, and ultraviolet disinfection. The design flow of the WWTF is 0.222 million gallons per day (MGD) and the design Biochemical Oxygen Demand (BOD<sub>5</sub>) loading is 600 lbs./day. The average flow to the facility over the last 5 years is approximately 0.065 MGD.

The WWTF maintains a constant discharge to the Winooski River.

## **III. Limitations and Conditions**

The draft permit contains limitations for effluent flow, Biochemical Oxygen Demand (BOD<sub>5</sub>), Total Suspended Solids (TSS), Total Phosphorus (TP), Settleable Solids, *Escherichia coli*, and pH. It also contains monitoring requirements for Total Nitrogen (TN), Total Kjeldahl Nitrogen (TKN), and Nitrate/Nitrite (NO<sub>x</sub>). The effluent limitations of the draft permit and the monitoring requirements may be found on the following pages of the draft permit:

Effluent Limitations:	Pages 2-3 of 27
Monitoring Requirements:	Pages 2-5 of 27

## **IV. Statutory and Regulatory Authority**

### **A. Clean Water Act and NPDES Background**

Congress enacted the Clean Water Act (CWA or Act), "to restore and maintain the chemical, physical, and biological integrity of the Nation's waters." CWA § 101(a). To achieve this objective, the CWA makes it unlawful for any person to discharge any pollutant into the waters of the United States from any point source, except as authorized by specified permitting sections of the Act, one of which is § 402. CWA §§ 301(a), 402(a). Section 402 establishes one of the CWA's principal permitting programs, the National Pollutant Discharge Elimination System (NPDES). Under this section of the Act, the U.S. Environmental Protection Agency (EPA) may "issue a permit for the discharge of any pollutant, or combination of pollutants" in accordance with certain conditions. CWA § 402(a). The State of Vermont has been approved by the EPA to administer the NPDES Program in Vermont. NPDES permits generally contain discharge limitations and

establish related monitoring and reporting requirements. CWA § 402(a)(1) - (2).

Section 301 of the CWA provides for two types of effluent limitations to be included in NPDES permits: “technology-based” limitations and “water quality-based” limitations. CWA §§ 301, 303, 304(b); 40 C.F.R. Parts 122, 125, 131. Technology-based limitations, generally developed on an industry-by-industry basis, reflect a specified level of pollutant-reducing technology available and economically achievable for the type of facility being permitted. CWA § 301(b). As a class, WWTFs must meet performance-based requirements based on available wastewater treatment technology. CWA § 301(b)(1)(B). The performance level for WWTFs is referred to as “secondary treatment.” Secondary treatment is comprised of technology-based requirements expressed in terms of BOD<sub>5</sub>, TSS, and pH; 40 C.F.R. Part 133.

Water quality-based effluent limits, on the other hand, are designed to ensure that state water quality standards are achieved, irrespective of the technological or economic considerations that inform technology-based limits. Under the CWA, states must develop water quality standards for all water bodies within the state. CWA § 303. These standards have three parts: (1) one or more “designated uses” for each water body or water body segment in the state; (2) water quality “criteria,” consisting of numerical concentration levels and/or narrative statements specifying the amounts of various pollutants that may be present in each water body without impairing the designated uses of that water body; and (3) an antidegradation provision, focused on protecting high quality waters and protecting and maintaining water quality necessary to protect existing uses. CWA § 303(c)(2)(A); 40 C.F.R. § 131.12. The applicable water quality standards for this permit are the 2017 Vermont Water Quality Standards (Environmental Protection Rule, Chapter 29a).

A permit must include limits for any pollutant or pollutant parameter (conventional, non-conventional, toxic, and whole effluent toxicity) that is or may be discharged at a level that causes or has "reasonable potential" to cause or contribute to an excursion above any water quality standard, including narrative water quality criteria. See 40 C.F.R. § 122.44(d)(1). An excursion occurs if the projected or actual in-stream concentration exceeds the applicable criterion. A NPDES permit must contain effluent limitations and conditions in order to ensure that the discharge does not cause or contribute to water quality standard violations.

Receiving stream requirements are established according to numerical and narrative standards adopted under state law for each stream classification. When using chemical-specific numeric criteria from the State's water quality standards to develop permit limits, both the acute and chronic aquatic life criteria are used and expressed in terms of maximum allowable instream pollutant concentrations. Acute aquatic life criteria are generally implemented through maximum daily limits and chronic aquatic life criteria are generally implemented through average monthly limits.

Where a state has not established a numeric water quality criterion for a specific chemical pollutant that is present in the effluent in a concentration that causes or has a reasonable potential to cause a violation of narrative water quality standards, the permitting authority must establish effluent limits in one of three ways: based on a “calculated numeric criterion for the pollutant which the permitting authority demonstrates will attain and maintain applicable narrative water quality criteria and fully protect the designated use”; on a “case-by-case basis” using CWA § 304(a) recommended water quality criteria, supplemented as necessary by other relevant

information; or, in certain circumstances, based on an “indicator parameter.” 40 C.F.R. § 122.44(d)(1)(vi)(A-C).

The state rules governing Vermont’s NPDES permit program are found in the Vermont Water Pollution Control Permit Regulations (Environmental Protection Rule, Chapter 13).

### **1. Reasonable Potential Determination**

In determining whether this permit has the reasonable potential to cause or contribute to an impairment, Vermont has considered:

- 1) Existing controls on point and non-point sources of pollution as evidenced by the Vermont surface water assessment database;
- 2) Pollutant concentration and variability in the effluent as determined from the permit application materials, monthly discharge monitoring reports (DMRs), or other facility reports;
- 3) Receiving water quality based on targeted water quality and biological assessments of receiving waters, as applicable, or other State or Federal water quality reports;
- 4) Toxicity testing results based on the Vermont Toxic Discharge Control Strategy, and compelled as a condition of prior permits;
- 5) Available dilution of the effluent in the receiving water, expressed as the instream waste concentration. In accordance with the applicable Vermont Water Quality Standards, available dilution for rivers and streams is based on a known or estimated value of the lowest average flow which occurs for seven (7) consecutive days with a recurrence interval of once in ten (10) years (7Q10) for aquatic life and human health criteria for non-carcinogens, or at all flows for human health (carcinogens only) in the receiving water. For nutrients, available dilution for stream and river discharges is assessed using the low median monthly flow computed as the median flow of the month containing the lowest annual flow. Available dilution for lakes is based on mixing zones of no more than 200 feet in diameter, in any direction, from the effluent discharge point, including as applicable the length of a diffuser apparatus; and
- 6) All effluent limitations, monitoring requirements, and other conditions of the draft permit.

The Reasonable Potential Determination for this facility is attached to this Fact Sheet as Attachment A.

### **B. Anti-Backsliding**

Section 402(o) of the CWA provides that certain effluent limitations of a renewed, reissued, or modified permit must be at least as stringent as the comparable effluent limitations in the current permit. EPA has also promulgated anti-backsliding regulations which are found at 40 C.F.R. § 122.44(l). Unless applicable anti-backsliding exemptions are met, the limits and conditions in the

reissued permit must be at least as stringent as those in the current permit.

## **V. Description of Receiving Water**

The receiving water for this discharge is the Winooski River, a designated Cold-Water Fish Habitat. At the point of discharge, the river has a contributing drainage area of 940 square miles. The summer 7Q10 flow of the river is estimated to be 134.33 cubic feet per second (CFS), and the summer Low Median Monthly flow is estimated to be 396.68 CFS. The instream waste concentration at the summer 7Q10 flow is 0.003 (0.3%) and the instream waste concentration at the summer Low Median Monthly flow is 0.001 (0.1%).

In addition, the Winooski River drains into Lake Champlain, which is impaired for phosphorus and is subject to a Total Maximum Daily Load (TMDL) for phosphorus. This is discussed further in Section VIII.C. of this Fact Sheet.

## **VI. Waste Management and Mixing Zones**

A **Waste Management Zone (WMZ)** is a specific reach of Class B waters designated by a permit to accept the discharge of properly treated wastes that contained organisms pathogenic to human beings prior to treatment. Throughout the receiving waters, water quality criteria must be achieved but increased health risks exist in a WMZ due to the authorized discharge.

10 V.S.A. § 1252 describes the process by which the Secretary may establish a WMZ as part of the issuance of a discharge permit. The model used to determine the WMZ is based upon three precepts of domestic wastewater treatment facility discharges: 1) the use of coliform bacteria as an indicator of pathogenic organisms, 2) despite proper operation and maintenance disinfection failures may occur, and 3) a reasonably sized waste management segment provides a "buffer zone" downstream of the wastewater discharge in which contact recreation is not recommended. If a disinfection failure should occur at the WWTF, the time of travel through this zone will provide time during which some pathogen die-off will occur and may also allow time for public notification. A WMZ is not a Mixing Zone.

The draft permit retains the existing waste management zone (WMZ) that extends downstream from the outfall for approximately one mile in the Winooski River.

**Mixing Zone.** A Mixing Zone is a length or area within Class B waters required for the dispersion and dilution of waste discharges adequately treated to meet federal and state treatment requirements and within which it is recognized that specific water uses or water quality criteria associated with the assigned classification for such waters may not be realized. A mixing zone shall not extend more than 200 feet from the point of discharge and must meet the terms of 10 V.S.A. § 29A-204. For a mixing zone to be applicable to a discharge it must be authorized within the discharge permit.

## **VII. Facility History and Background**

The Town of Richmond owns and operates the WWTF. The WWTF was constructed in 1973 and was upgraded in 2005. The collection system consists of one pump station, therefore, a majority of wastewater flows by gravity to the WWTF. The headworks building consists of a

Lakeside mechanical screen and an aerated grit removal system. Wastewater flows from the headworks to three anoxic tanks with submersible mixers. From the anoxic tanks, wastewater flows to one of two aeration tanks with a diffused fine-bubble aeration system. Sodium Aluminate is dripped into the effluent channel prior to entering one of the two secondary clarifiers. Filtration is achieved using cloth disk filters that consist of two, two-disk units located in the Process Building. Wastewater flows from the cloth disk filter units to a UV disinfection system that consists of two banks of UV lamps in series prior to discharge to the Winooski River.

The WWTF has the capability to accept up to 12 million gallons of septage per year. Sludge handling was upgraded in 2005 to include new dewatering equipment, chemical feed and polymer feed equipment, two aerated holding basins with a diffused fine bubble aeration system, and a sludge transfer pump. The sludge transfer pump has the ability to transfer sludge and septage from the aerated holding basins to the aerobic digester or between the two aerated holding basins.

### **VIII. Permit Basis and Explanation of Effluent Limitation Derivation**

A. **Flow** – The draft permit maintains the annual average flow limitation of 0.222 MGD. This facility maintains a constant discharge. Continuous flow monitoring is required.

#### **B. Conventional Pollutants**

1. **Biochemical Oxygen Demand (BOD<sub>5</sub>)** – The effluent limitations for BOD<sub>5</sub> remain unchanged from the current permit. The monthly average (30 mg/L) and weekly average (45 mg/L) reflect the minimum level of effluent quality specified for secondary treatment in 40 C.F.R. Part 133.102. In addition, the draft permit contains a 50 mg/L, maximum day, BOD<sub>5</sub> limitation. This is applied to all such discharges pursuant to 13.4 c. of the Vermont Water Pollution Control Permit Regulations. The Secretary implements the limit to supplement the federal technology-based limitations to prevent a gross one-day permit effluent violation to be offset by multiple weekly and monthly sampling events which would enable a discharger to comply with the weekly average and monthly average permit limitations. Mass limits (55.5 lbs/day, monthly average and 83.3 lbs/day, weekly average) are calculated using the concentration limits outlined above. The BOD<sub>5</sub> monthly monitoring requirement is unchanged from the current permit.

The monthly “monitor only” monitoring requirement for influent BOD<sub>5</sub> is unchanged from the current permit.

2. **Total Suspended Solids (TSS)** – The effluent limitations for TSS remain unchanged from the current permit. The monthly average (30 mg/L) and weekly average (45 mg/L) reflect the minimum level of effluent quality specified for secondary treatment in 40 C.F.R. Part 133.102. In addition, the draft permit contains a 50 mg/L, maximum day, TSS limitation. This is applied to all such discharges pursuant to 13.4 c. of the Vermont Water Pollution Control Permit Regulations. The Secretary implements the limit to supplement the federal technology-based limitations to prevent a gross one-day permit effluent violation to be offset by multiple weekly and monthly average permit limitations. Mass limits (55.5 lbs/day, monthly average and 83.3

lbs/day, weekly average) are calculated using the concentration limits outlined above and the permitted flow. The TSS monthly monitoring requirement is unchanged from the current permit.

The monthly “monitor only” monitoring requirement for influent TSS is unchanged from the current permit.

3. ***Escherichia coli*** – The *E. coli* limitation is 77 cfu/100ml, instantaneous maximum, based upon the limitation in the current permit and the anti-backsliding provisions of Section 402(o) of the CWA. As in the current permit, monitoring is required twice monthly.
4. **pH** – The pH limitation remains at 6.5 - 8.5 Standard Units as specified in Section 29A-303(6) in the Vermont Water Quality Standards. Monitoring remains at daily.

### C. Non-Conventional and Toxics

#### 1. **Total Phosphorus (TP)**

##### *Background:*

Excess phosphorus entering Lake Champlain from a variety of sources has impaired the water quality of the lake. The Lake Champlain Total Maximum Daily Load (LC TMDL), places a cap on the maximum amount of phosphorus from point and non-point sources that is allowed to flow into the lake while still meeting Vermont's water quality standards. The EPA developed phosphorus TMDLs for the twelve Vermont segments of Lake Champlain in collaboration with the Vermont Agency of Natural Resources, Department of Environmental Conservation and the Vermont Agency of Agriculture, Food, and Markets, and released the document titled “Phosphorus TMDLs for Vermont Segments of Lake Champlain” (June 2016). The 2016 LC TMDL specifies allowable phosphorus loads, or waste load allocations (WLA), expressed as metric tons per year (mt/yr), for each of the 59 WWTFs that discharge to the Lake’s watershed. Discharge (NPDES) permits will be issued by the Secretary in accordance with the permit issuance schedule in the Lake Champlain TMDL Phase 1 Implementation Plan (Chapter 3, page 46). The Secretary will follow this schedule unless special circumstances are raised by the facility that warrant the issuance of the permit sooner (e.g., planned facility upgrades), and the Program has sufficient staff capacity to handle the request.

Reductions in WLAs are targeted only to WWTFs in those lake segment watersheds where the currently permitted wastewater load represents a significant (defined as being 10% or greater) portion of the total phosphorus load to that segment from all sources (Main Lake, Shelburne Bay, Burlington Bay, St. Albans Bay) or where wastewater upgrades would meaningfully reduce the phosphorus reduction burden placed on non-wastewater (non-point) sources (Missisquoi Bay). Therefore, WWTFs discharging to the Port Henry, Otter Creek, Mallets Bay, Northeast Arm, Isle LaMotte, and the South Lake A/B lake segments were not assigned a new waste load allocation. The EPA also determined that wastewater facilities with a design flow of < 0.1 MGD would be given the same allocations as in the 2002 TMDLs due their minor contribution of phosphorus loading.

The LC TMDL establishes new annual WLAs for WWTFs with a design flow capacity of above 0.1 million gallons per day (MGD) that discharge to the Main Lake, Shelburne Bay, Burlington Bay, St. Albans Bay, and Missisquoi Bay lake segments. Specifically, WWTFs with a design flow capacity of 0.1 to 0.2 MGD were assigned WLAs based on a 0.8 mg/L effluent phosphorus concentration at permitted flow while WWTFs with design capacity of > 0.2 MGD were assigned a WLA based on a 0.2 mg/L effluent phosphorus concentration at permitted flow.

In the LC TMDL, EPA acknowledged and supported the Secretary's commitment to employ flexible approaches to implementing the WWTF WLAs including "providing a period of time for optimization to be pursued and the corresponding load reduction results to be realized, and then commencement of the process to upgrade phosphorus treatment facilities will be required when actual phosphorus loads reach 80% of the LC TMDL limits." The Wastewater Management Program maintains a tracking system for phosphorus loading from Vermont WWTFs so facilities approaching or over the 80% threshold can be identified. The 80% phosphorus load threshold is calculated by comparing the individual WWTF phosphorus WLA established in the LC TMDL to the actual phosphorus discharge load from the WWTF over last 12 months:

#### **WWTF Annual TP Load / LC TMDL WLA x 100**

There are currently WWTFs in the Lake Champlain watershed with existing discharged loads of phosphorus already at, or above, 80% of allowable loads. To ensure facilities are operating as efficiently as possible, all reissued wastewater discharge (NPDES) permits under the LC TMDL will specify a period of 12-months for optimization to be pursued and the corresponding load reduction results to be realized, prior to evaluating where a facility ranks relative to the 80% trigger. Discharge permits will specify that after the optimization period, when an existing facility reaches 80% of its WLA for phosphorus (evaluated as a rolling, 12-month load), the Permittee will have to develop and submit a projection of whether the facility will exceed its WLA during the permit term and if it is projected to do so, then the facility will be required to develop a Phosphorus Elimination/Reduction Plan (PERP) that will ensure the facility continues to comply with its WLA.

Effluent TP limits in permits are expressed as:

- (1) total annual mass loads, and
- (2) for facilities that currently have an existing monthly effluent concentration limits for TP in their NPDES permit, as monthly effluent concentration limits.

#### *Phosphorus Limit in Draft Permit:*

The current discharge permit for this facility includes a mass-based, effluent limit of 405 pounds of TP per year. This annual mass limitation was based on an allocation of 0.184 metric tons established in the 2002 Lake Champlain Phosphorus TMDL.

This proposed draft permit contains a phosphorous mass effluent limit of 134 total pounds, annual limitation. The concentration effluent limitation is based on the requirements of 10 V.S.A. § 1266a. The mass annual effluent limitation is based on the LC TMDLs. The LC TMDL allocated 0.061 metric tons per year or 134 pounds per year to the Richmond WWTF.



To convert units of the WLA from metric tons to pounds for the annual, mass-based TP permit limit, the following equation was used and the resulting WLA rounded down to the nearest pound:

$$(0.061 \text{ mt/yr}) (2204.62\text{lbs/mt}) = 134 \text{ lbs/yr}$$

The LC TMDL includes WLAs for WWTFs expressed as total annual mass loads. Compliance with the annual limit will be calculated each month using the Running Total Annual Pounds Calculation (Condition I.F.2.c. of the permit), rather than once at the end of the calendar year. The LC TMDL does not include monthly average concentration effluent limits for WWTFs. State law (10 V.S.A. 1266a) requires that, “No person directly discharging into the drainage basins of Lake Champlain or Lake Memphremagog shall discharge any waste that contains a phosphorus concentration in excess of 0.80 milligrams per liter on a monthly average basis.” Therefore, in addition to the annual mass load effluent limitation required by the TMDL, the permit must also include a monthly average concentration limit for phosphorus. While the WLA in the TMDL was calculated based on a TP effluent concentration of 0.20 mg/L, the permit does not include 0.20 mg/L as the concentration effluent limitation because a Permittee may not need to achieve 0.20 mg/L to ensure compliance with the WLA established in the TMDL. Rather the permit includes a monthly average concentration limit for phosphorus of 0.80 mg/L to ensure compliance with state law and to recognize seasonal variations in the facility’s discharge. It is important to note that because the annual mass load and average monthly concentration limits are not mathematically consistent in the permit, meeting a 0.8 mg/L concentration limit at design flows will not result in meeting the annual mass limit.

The Permittee must comply with both limitations and, as required by the permit, must operate the facility to meet the more restrictive limitation, which may vary depending upon discharge flows at the facility. If the facility is operating at design flows, the annual mass load limitation will be the more restrictive limitation. However, if the facility is operating at low flows, the monthly average concentration limit may be the more restrictive limitation.

Monthly sampling for total phosphorus is required.

Condition I.F.3.c. of this draft permit requires the submission of monitoring reports to the Secretary specific to tracking TP in the discharge. A report that documents the annual TP discharged from the facility, summarizes phosphorus removal optimization and efficiencies, and tracks trends relative to the previous year shall be attached to the December WR-43 form. The annual and monthly TP loads discharged from the facility shall also be reported electronically with other required parameters.

#### *Analysis in Support of Phosphorus Limit:*

The Secretary is using the WLA from the LC TMDL<sup>1</sup> as the water quality-based effluent limitation (WQBEL) for phosphorus for this permit. Because this is the first permit issued to

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<sup>1</sup> Available at:

[https://ofmpub.epa.gov/waters10/attains\\_impaired\\_waters.show\\_tmdl\\_document?p\\_tmdl\\_doc\\_blobs\\_id=79000](https://ofmpub.epa.gov/waters10/attains_impaired_waters.show_tmdl_document?p_tmdl_doc_blobs_id=79000)

this facility under the new LC TMDL and the TMDL is less than five years old<sup>2</sup>, an analysis of the assumptions underlying the TMDL is not required. *In re Montpelier WWTF Discharge Permit*, 2009 WL 4396740, 6, 9-10 (Vt. Env'tl. Ct. June 30, 2009) (stating that it “probably would have been meaningless to engage in further analysis” of the 2002 Lake Champlain TMDL a mere year and a half after its adoption, while also holding that when issuing a permit more than five years after the adoption of a TMDL, ANR must assess whether the past assumptions upon which the WLA was based upon “continue to have a basis of reliability”). Notwithstanding the fact that an analysis is not required, the Agency provides the following.

Using the WLA from the LC TMDL as the phosphorus WQBEL in the permit is appropriate because the State is making significant progress toward meeting the assumptions upon which the WLA is based.

First, the State has largely met the milestones in the LC TMDL Accountability Framework<sup>3</sup> and is actively working to meet those that are still outstanding. For 2016, EPA has already given Vermont an “excellent” report card for meeting milestones by December 30, 2016 (see below). For 2017, as outlined in the 2018 Vermont Lake Champlain Phosphorus Total Maximum Daily Loads Accountability Framework Report<sup>4</sup>, the State has completed a majority of the milestones in the LC TMDL Accountability Framework due by December 30, 2017 and is actively working to complete those that are still outstanding. While not every milestone was completed by December 30, 2017, this is not sufficient to undermine the assumption that reductions in other sectors will occur in the future. For example, while the “Developed Lands General Permit” has not yet been issued, the State is actively working to adopt the rules necessary to issue and implement this permit, and the date by which applicants must apply for coverage under the permit – October 1, 2023 – has not changed. Thus, despite a delay in issuance of this permit, it is still appropriate to assume that reductions will be achieved in this sector based upon the timeframe envisioned when the LC TMDL was issued.

Second, the EPA’s assessment of the State’s progress under the LC TMDL has found that the State is making satisfactory progress. EPA’s “overall assessment is that Vermont has made excellent progress in achieving the milestones in the [LC TMDL] Accountability Framework” through December 30, 2016.<sup>5</sup> EPA’s next “report card” is expected within a couple months. If EPA finds that the State’s progress is not satisfactory, EPA may, amongst other things, revise the TMDLs to reallocate additional load reductions from nonpoint to point sources (i.e. create more stringent WLAs). EPA has taken no such actions, but rather, has thus far provided positive assessment of the State’s compliance with the LC TMDL Accountability Framework. Therefore, the State has nothing from EPA indicating that the assumptions upon which the WLA was developed are no longer reliable.

With so little time having passed since adoption of the LC TMDL, with the State having completed or working to complete milestones, and with positive reports thus far from EPA,

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<sup>2</sup> The LC TMDL was issued June 17, 2016.

<sup>3</sup> For the Accountability Framework, see pages 54-59 of the LC TMDL.

<sup>4</sup> Submitted by the State to EPA on March 7, 2018; available at:

<http://dec.vermont.gov/sites/dec/files/wsm/erp/docs/2018VermontLakeChamplainPhosphorusTMDLAccountabilityFrameworkReport.pdf>

<sup>5</sup> Letter dated February 15, 2017 from EPA Acting Regional Administrator Deborah A. Szaro to Secretary of Natural Resources Julie Moore and Secretary of Agriculture, Food and Markets Anson Tebbetts.

there is no reason to believe that the assumptions upon which the WLA was developed – including that discharges in other sectors will be reduced in the future – are no longer valid. Therefore, it is appropriate to establish the phosphorus WQBEL for this facility based upon its WLA in the LC TMDL.

*Phosphorus Elimination and Reduction Plan:*

To ensure the facility is operating as efficiently as possible for purposes of phosphorus removal, Condition I.F.3.a. of the permit requires that within 120 days of the permit effective date, the Permittee shall develop or update (as appropriate), and submit to the Secretary, a Phosphorus Optimization Plan (POP) to increase the WWTF's phosphorus removal efficiency by implementing optimization techniques that achieve phosphorus reductions using primarily existing facilities and equipment. The techniques to be evaluated may include operational process changes to enhance biological and/or chemical phosphorous removal, incorporation of anaerobic/anoxic zones, septage receiving policies and procedures, and side-stream management.

The facility shall have 12 months from the permit effective date to optimize removal of total phosphorus. If, after the 12-month optimization period, the WWTF's actual TP loads reach or exceed 80% of the LC TMDL WLA for the WWTF, based on the WWTF's 12-month running annual load calculated using the Phosphorus Load Calculation (Condition I.F.2.d. of the permit) the Permittee shall, within 90 days of reaching or exceeding 80% of the LC TMDL WLA for the WWTF, develop and submit to the Secretary a projection based on the WWTF's current operations and expected future loadings of whether it will exceed its WLA during the permit term.

If the facility is not projected to exceed its WLA within the permit term, the WWTF shall reassess when it is projected to reach its WLA prior to permit renewal and submit that information with its next permit application. If the facility is projected to exceed its WLA during the permit term, the Permittee shall submit a Phosphorus Elimination/Reduction Plan (PERP) within 6 months to the Secretary to ensure the WWTF continues to comply with its WLA. The PERP shall be treated as an application to amend the permit, and therefore, shall be subject to all public notice, hearing, and comment provisions, in place at the time the plan is submitted, that are applicable to permit amendments. The WWTF shall revise the PERP, if required by the Secretary.

**2. Total Nitrogen (TN)**

A quarterly “monitor only” requirement for TN has been included in this permit. TN is a calculated value based on the sum of NO<sub>x</sub> and TKN, and, shall be reported as pounds, calculated as:

$$\text{Average TN (mg/L)} \times \text{Total Daily Flow} \times 8.34$$

$$\text{where, TN (mg/L)} = \text{TKN (mg/L)} + \text{NO}_x \text{ (mg/L)}$$

Per EPA, excess nitrogen (N) and phosphorus (P) are the leading cause of water quality degradation in the United States. Historically, nutrient management focused on limiting a

single nutrient—phosphorus or nitrogen—based on assumptions that production is usually phosphorus limited in freshwater and nitrogen limited in marine waters. Scientific research demonstrates this is an overly simplistic model. The evidence clearly indicates management of both phosphorus and nitrogen is necessary to protect water quality. The literature shows that aquatic flora and fauna have differing nutrient needs, some are P dependent, others N dependent and others are co-dependent on these two nutrients.

Like P, N promotes noxious aquatic plant and algal growth. High concentrations of P and N together cause greater growth of algae than P alone. The relative abundance of these nutrients also influences the type of species within the community. Furthermore, a high N-to-P ratio may exacerbate the growth of cyanobacteria, while elevated levels of nitrogen increase toxicity in some cyanobacteria species. Given the dynamic nature of all aquatic ecosystems, for the State to fully understand the degradation to water quality it is necessary to limit P and monitor bioavailable N (including nitrate, ammonium, and certain dissolved organic nitrogen compounds).

Facilities with design flow greater than 1 MGD will complete monthly monitoring unless more frequent sampling is already required by the permit. Facilities with design flows less than 1 MGD will complete quarterly unless more frequent sampling is already required by the permit.

For more information, see:

<https://www.epa.gov/sites/production/files/documents/nandpfactsheet.pdf>

3. **Total Kjeldahl Nitrogen (TKN)** – TKN is the sum of nitrogen in the forms of ammonia (un-ionized ( $\text{NH}_3$ ) and ionized ( $\text{NH}_4^+$ )), soluble organic nitrogen, and particulate organic nitrogen. A quarterly “monitor only” requirement has been included in the draft permit.
4. **Nitrate/Nitrite ( $\text{NO}_x$ )** – Nitrite and nitrate are oxygenated forms of nitrogen. A quarterly “monitor only” requirement has been included in the draft permit.
5. **Settleable Solids** – The limitation of 1.0 mL/L instantaneous maximum and daily monitoring remain unchanged from the current permit. This numeric limit was established in support of the narrative standard in Section 29A-303(2) of the Vermont Water Quality Standards.
6. **Septage Received** – A monthly “monitor only” requirement for total gallons of septage received has been included in the draft permit.
7. **Toxicity Testing** – 40 C.F.R. Part 122.44(d)(1) requires the Secretary to assess whether the discharge causes or has the reasonable potential to cause or contribute to an excursion above any narrative or numeric water quality criteria. Per these federal requirements, the Permittee shall conduct WET testing and toxic pollutant analyses according to the schedule outlined in Condition I.I. of the draft permit. If the results of these tests indicate a reasonable potential to cause an instream toxic impact, the Secretary may require additional WET testing, establish a WET limit, or require a Toxicity Reduction Evaluation.
8. **Annual Constituent Monitoring** - For all facilities with a design flow greater than 0.1 MGD, 40 CFR § 122.21(j) requires the submittal of effluent monitoring data for parameters identified in Condition I.C. of the draft permit. Samples must be collected once annually such that by

the end of the term of the permit, all quarters have been sampled at least once, and the results will be submitted by December 31 of each year. For subsequent sampling, the “Guidance for Annual Constituent Monitoring” document should be referred to determine the season in which samples should be taken each year.

#### **D. Special Conditions**

- 1. Laboratory Proficiency Testing** - To ensure there are adequate laboratory controls and appropriate quality assurance procedures, the Permittee shall conduct an annual laboratory proficiency test for the analysis of all pollutant parameters performed within their facility laboratory and reported as required by their NPDES permit. Proficiency Test samples must be obtained from an accredited laboratory or as part of an EPA DMR-QA study. Results shall be submitted to the Secretary by December 31, annually, beginning in **2021**.
- 2. Operation Management and Emergency Response Plan (OMERP)** – The Permittee submitted the Operation, Management, and Emergency Response Plan for the treatment facility, sewage collection system, sewage pumping stations, and sewer line stream crossings on September 17, 2020. Through issuance of this permit the Secretary approves the inspection schedule for the plan. The Permittee shall implement the plan in accordance with that schedule. The Permittee shall revise the plan upon the Secretary’s request or on its own motion to reflect equipment or operational changes.
- 3. Engineering Evaluation** – An engineering evaluation condition is included in this permit. This condition requires the Permittee to conduct an in-depth inspection and report of the treatment facility to identify and repair equipment, processes, and other possible deficiencies which may adversely affect effluent quality or proper operation. This type of evaluation is required once every 20 years and per DEC records was last completed on April 28, 2005 after the completion of facility upgrades.
- 4. Emergency Power Failure Plan** – The current Emergency Power Failure Plan for the facility was submitted on October 28, 2005. To ensure the facility can continue operations during the event of a power failure, Permittees are required to have Emergency Power Failure Plans on file. Within **90** days of the effective date of the permit, the Permittee must ensure this plan is up to date by submitting to the Secretary updated documentation addressing how the discharge will be handled in the event of an electric power outage.
- 5. Electronic Reporting** - The EPA recently promulgated a final rule to modernize the Clean Water Act reporting for municipalities, industries, and other facilities by converting to an electronic data reporting system. The final rule requires the inclusion of electronic reporting requirements in NPDES permits that become effective after December 21, 2015. The rule requires that NPDES regulated entities that are required to submit discharge monitoring reports (DMRs), including majors and non-majors, individually permitted or covered by a general permit, must do so electronically after December 2016. The Secretary has created an electronic reporting system for DMRs and has recently trained facilities in its use. As of December 2020, these NPDES facilities will also be expected to submit additional information electronically as specified in Appendix A in 40 C.F.R. part 127.

6. **Noncompliance Notification** - As required by the passage of 10 V.S.A. § 1295, promulgated in the 2016 legislative session, Condition II.D.3. has been included in the draft permit. Section 1295 requires the Permittee to provide public notification of untreated discharges from wastewater facilities. The Permittee is required to post a public alert within one hour of discovery and submit to the Secretary specified information regarding the discharge within 12 hours of discovery.
7. **Reopener** - This draft permit includes a reopener whereby the Secretary reserves the right to reopen and amend the permit to implement an integrated plan to address multiple Clean Water Act obligations.

**E. Reasonable Potential Analysis**

The Secretary has conducted a reasonable potential analysis, which is attached to this Fact Sheet as Attachment A. Based on this analysis, the Secretary has determined the available data indicate that this discharge does not cause, have a reasonable potential to cause, or contribute to an instream toxic impact or instream excursion above the water quality criteria. As such, the development of water quality based effluent limitations (WQBELs) will not be necessary.

**IX. Procedures for Formulation of Final Decision**

The public comment period for receiving comments on this draft permit is from **[Month Day, Year] to [Month Day, Year]** during which time interested persons may submit their written views on the draft permit. All written comments received by 4:30 PM on **[Month Day, Year]** will be retained by the Secretary and considered in the formulation of the final determination to issue, deny or modify the draft permit. The period of comment may be extended at the discretion of the Secretary.

Written comments should be sent to:

Agency of Natural Resources  
Department of Environmental Conservation  
Watershed Management Division  
One National Life Drive, Davis Building, 3<sup>rd</sup> Floor  
Montpelier, VT 05620-3522

Comments may be submitted by e-mail to [ANR.WSMDWastewaterComments@vermont.gov](mailto:ANR.WSMDWastewaterComments@vermont.gov)

For additional information, contact Amy Polaczyk at 802-490-6185.

Any interested person or groups of persons may request or petition for a public meeting with respect to this draft permit. Any such request or petition for a public meeting shall be filed within the public comment period described above and shall indicate the interest of the party filing such request and the reasons why a meeting is warranted.

The Agency will hold a meeting if there is significant public interest in holding such a meeting. Any public meeting brought in response to such a request or petition will be held in the

geographical area of the proposed discharge or other appropriate area, at the discretion of the Agency and may, as appropriate, consider related groups of draft permits. Any person may submit oral or written statements and data concerning the draft permit at the public meeting. The Agency may establish reasonable limits on the time allowed for oral statements and may require the submission of statements in writing. All statements, comments, and data presented at the public meeting will be retained by the Agency and considered in the formulation of the final determination to issue, deny, or modify the draft permit.

The complete application, draft permit, and other information are on file and may be inspected by appointment on the 3<sup>rd</sup> floor of the Davis Building at One National Life Drive, Montpelier, Vermont. Copies may be obtained by calling 802-828-1115 from 7:45 AM to 4:30 PM Monday through Friday and will be made at a cost based upon the current Secretary of State Official Fee Schedule for Copying Public Records. The draft permit and fact sheet may also be viewed on the Watershed Management Division's website at:

<https://anrweb.vt.gov/DEC/IWIS/ReportViewer2.aspx?Report=WWPublicNotices&ViewParms=False>