

ECHO CENTER, BURLINGTON
SEPTEMBER 19, 2018

1:00 - 4:00PM

LAY OF THE LAND: A HISTORICAL PERSPECTIVE ON CSOS AND UNTREATED DISCHARGES AND CURRENT LANDSCAPE

- MARY L. BORG, DEPUTY DIRECTOR, WATERSHED MANAGEMENT DIVISION, VERMONT DEPARTMENT OF ENVIRONMENTAL CONSERVATION (DEC)
 - GENERAL OVERVIEW OF CSOS
 - REGULATORY HISTORY
 - EPA REGULATIONS
 - VERMONT RESPONSE

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- JESSICA BULOVA, WASTEWATER PROGRAM MANAGER,
 WATERSHED MANAGEMENT DIVISION, VERMONT DEC
 - VT ANR COMBINED SEWER OVERFLOW RULE 2016
 - REPORTING DISCHARGES ON DEC WEBSITE
 - 1272 ORDERS FOR 14 MUNICIPALITIES (ON-GOING PROCESS)
 - LAKE CHAMPLAIN TMDL AND CSOS



ACRONYMS

- CSO = COMBINED SEWER OVERFLOW
 - CSS = COMBINED SEWER SYSTEM
 - CWA = CLEAN WATER ACT
 - CWSRF = CLEAN WATER STATE REVOLVING FUND
 - LTCP = LONG TERM CONTROL PLAN
 - NPDES = NATIONAL POLLUTANT DISCHARGE ELIMINATION SYSTEM
 - SSO = SANITARY SEWER OVERFLOW
 - TMDL = TOTAL MAXIMUM DAILY LOAD
 - WQS = WATER QUALITY STANDARDS
 - WWTF = WASTE WATER TREATMENT FACILITY
 - 1272 = ENFORCEMENT ORDER ISSUED UNDER SECTION 1272 OF TITLE 10 OF VERMONT STATUTES ANNOTATED (10 V.S.A. 1272)

WHAT IS A COMBINED SEWER SYSTEM?

• COMBINED SEWER SYSTEMS (CSS) ARE SEWERS
THAT ARE DESIGNED TO COLLECT STORMWATER
RUNOFF, DOMESTIC SEWAGE, AND INDUSTRIAL
WASTEWATER IN THE SAME PIPE

THESE SYSTEMS ARE HISTORIC INFRASTRUCTURE
 NOT ALLOWED TODAY

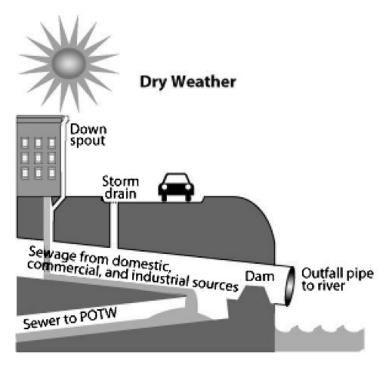
WHAT IS A COMBINED SEWER OVERFLOW?

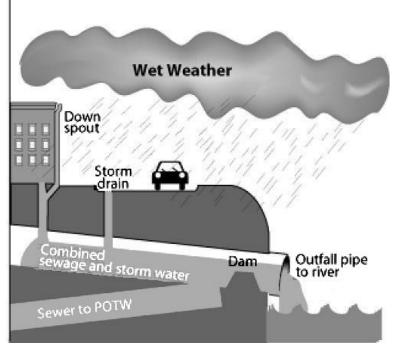
 DURING PERIODS OF HEAVY RAINFALL OR SNOWMELT, THE VOLUME OF COMBINED
 STORMWATER/WASTEWATER/INDUSTRIAL WASTE CAN EXCEED THE PIPE CAPACITY

 COMBINED SEWER OVERFLOWS (CSO) ARE DESIGNED TO DISCHARGE STORMWATER/WASTEWATER DIRECTLY TO NEARBY WATER BODIES TO AVOID BACKUPS AND PLANT FAILURE

OMBINED SEWER OVERFLOWS (CSOS)







WHY THE CONCERN?



Public Health
Concern - CSO
discharges contain
untreated wastes and
stormwater
runoff containing
pathogens, toxics,
debris, oil

Risk of Contact During Recreation



Environmental impact -

Impair aquatic habitat

Violate Water Quality Standards



Public
Safety Issues Overflowing
manholes,
basements flooded



CSOS HELP TO PREVENT DANGEROUS CONDITIONS



A car exits Church Street in downtown Rutland as a manhole erupts with rainwater following a flash flood late Monday afternoon. Below, Rebecca Buonadonna sweeps storm debris outside her Fruition store on the corner of West Street and Merchants Row. ROBERT LAYMAN / STAFF PHOTOS







CHARACTERISTICS OF A CSO DISCHARGE

- MOST OF THE DISCHARGE IS NOT SEWAGE
 - 99.9% OF RESIDENTIAL DRY WEATHER SEWAGE IS WATER
 - CSO RELEASES = 95% STORMWATER (ON AVERAGE)
- VARIABLE DEPENDING ON INTENSITY OF STORM
- TIME OF EVENT DAY OR NIGHT
- ANTECEDENT CONDITIONS IMPACTS DISCHARGE COMPOSITION

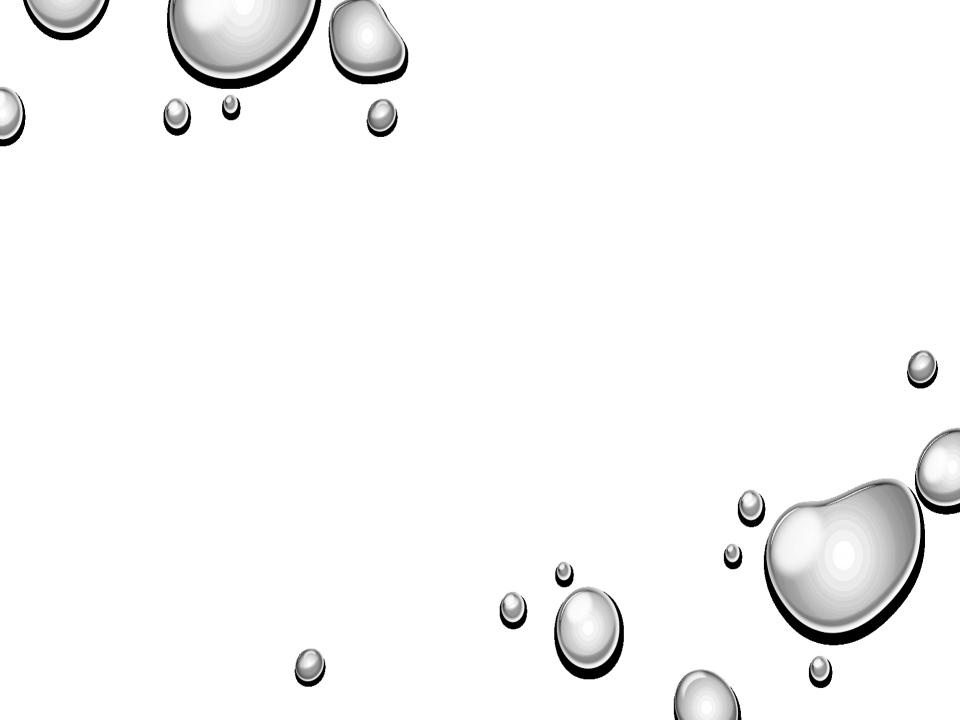
WHAT IS AN SSO?

WHAT IS AN SSO?

- A DRY WEATHER DISCHARGE FROM CAUSED BY EVENTS OTHER THAN RAINFALL, SUCH AS GROUNDWATER INFILTRATION, CLOGGED SEWER PIPES, ACTS OF VANDALISM, ILLEGAL DISCHARGES
- THESE DRY WEATHER DISCHARGES ARE STRICTLY
 PROHIBITED
- CSO DISCHARGES POSE LESS RISK THAN A SSO DUE TO DILUTION AND HIGHER FLOWS IN RECEIVING WATERS

CSOS = NATIONAL ISSUE

- COMBINED SEWER OVERFLOWS EFFECT APPROXIMATELY 772 CITIES
 AND 40 MILLION PEOPLE IN THE UNITED STATES.
- EPA CALLS CSOS "THE LARGEST CATEGORY OF OUR NATION'S WASTEWATER INFRASTRUCTURE THAT STILL NEEDS TO BE ADDRESSED"
- EFFORTS UNDERWAY ACROSS THE NATION TO REDUCE CSO EVENTS USING:
 - GRAY INFRASTRUCTURE
 - GREEN INFRASTRUCTURE
 - DATA INFRASTRUCTURE



WHY DO CSOS STILL EXIST?

- DIFFICULT TO ELIMINATE AND TREAT
- EXPENSIVE \$\$
- COMPETING WATER QUALITY PRIORITIES
 - TMDL IMPLEMENTATION
 - STORMWATER TREATMENT
 - WWTF UPGRADES
- EASIEST HAVE BEEN ELIMINATED; MOST DIFFICULT REMAIN



REGULATORY OVERVIEW





EPA ISSUES 1989 CSO POLICY

- EPA'S FIRST PUSH TO REQUIRE CONTROL OF CSOS
- CALLED FOR EACH STATE TO DEVELOP STATE-WIDE CSO STRATEGY BY JANUARY, 1990
- THREE OBJECTIVES:
 - ENSURE CSO DISCHARGES ONLY OCCUR IN WET WEATHER
 - BRING CSOS INTO COMPLIANCE WITH TECHNOLOGY BASED STANDARDS
 AND STATE WATER QUALITY STANDARDS
 - MINIMIZE CSO IMPACTS ON WATER QUALITY, HUMAN HEALTH, AQUATIC LIFE



- REQUIRES **IDENTIFICATION** OF ALL CSO OUTFALLS
- EXPECTS STATES TO **SET PRIORITIES** IN CSO CONTROL
- CSOS MUST BE ADDRESSED IN NDPES PERMITS;
 USE ORDERS WITH COMPLIANCE SCHEDULES AS NEEDED

VERMONT ISSUES 1990 CSO POLICY

- REQUIRED 1272 ORDERS BE ISSUED WITH WWTF PERMITS
- ESTABLISHED MINIMUM TECHNOLOGY BASED REQUIREMENTS, INCLUDING MONITORING REQUIREMENTS
- CSO ABATEMENT BEGINS UNDER ORDERS AND ON A VOLUNTARY MUNICIPAL BASIS
- STATE FUNDING MADE AVAILABLE

EPA ISSUES 1994 CSO POLICY

FOUR KEY PRINCIPLES:

- PROVIDING SUFFICIENT FLEXIBILITY TO MUNICIPALITY,
 ESPECIALLY FINANCIALLY DISADVANTAGED MUNIS
- DETERMINE MOST COST EFFECTIVE MEANS OF REDUCING POLLUTANTS
- STRATEGIES SHOULD BE SITE-SPECIFIC
- WILL WATER QUALITY STANDARDS BE MET AND USES PROTECTED?

EPA 1994 CSO POLICY

- LONG TERM CONTROL PLANS REQUIRED:
 - IMPLEMENTATION OF 9 MINIMUM CONTROLS
 - IDENTIFY RANGE OF REASONABLE CSO CONTROLS



- LONG TERM CONTROL PLAN MAY BE PHASED BASED ON:
 - THE RELATIVE IMPORTANCE OF ADVERSE IMPACTS
 - A PERMITTEE'S FINANCIAL CAPABILITY (EPA ISSUED FINANCIAL CAPABILITY ASSESSMENT GUIDANCE)

EPA 1994 CSO POLICY

- PRIORITY TO BE GIVEN TO SENSITIVE AREAS AND CSOS THAT CAUSE IMPAIRMENT OF USES
- TIMING: ENFORCEABLE SCHEDULES OF COMPLIANCE SHOULD REQUIRE THE "EARLIEST PRACTICABLE COMPLIANCE DATE" CONSIDERING PHYSICAL AND FINANCIAL FEASIBILITY
- EPA RECOGNIZES ELIMINATION OR CONTROL MAY TAKE DECADES

DECEMBER 2000 AMENDMENT TO FEDERAL CWA

- CONGRESS AMENDS CLEAN WATER ACT:
 - EACH PERMIT, ORDER OR DECREE ISSUED FOR A DISCHARGE FROM A COMBINED MUNICIPAL STORMWATER AND SANITARY SEWER SHALL CONFORM TO EPA'S 1994 CSO POLICY
 - EPA'S 1994 CSO POLICY IS NO LONGER DISCRETIONARY



VERMONT ISSUES 2016 CSO RULE



REGULATORY HISTORY – COMMON THEMES Must Meet
minimum
technology
based limits
and Water
Quality
Standards

Use most cost effective controls

CSO work is an iterative process

Financial capability of municipality considered in timing





REGULATORY HISTORY – COMMON THEMES NPDES permits and enforceable orders should be used to guide CSO work

Dry weather discharges from CSO outfalls are illegal

States may adjust water quality standards if desired to address CSOs; process provided in federal regulations

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COMBINED SEWER OVERFLOW RULE

SEPTEMBER 2016

- THIS RULE SUPERSEDED THE "COMBINED SEWER OVERFLOW CONTROL POLICY" FROM JUNE 1990
- THE GOAL IS TO PROTECT PUBLIC HEALTH AND THE ENVIRONMENT BY ENSURING THAT ALL REMAINING CSOS IN VERMONT ARE BROUGHT INTO COMPLIANCE WITH FEDERAL AND STATE LAW, INCLUDING THE VERMONT WATER QUALITY STANDARDS.

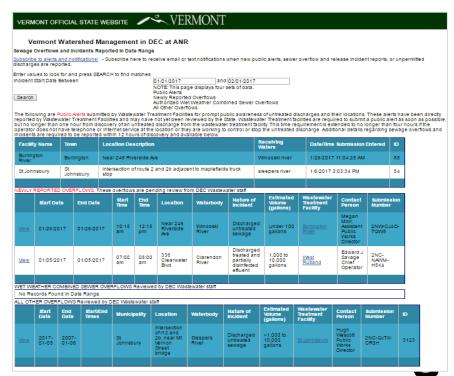
2018 Reporting Requirements

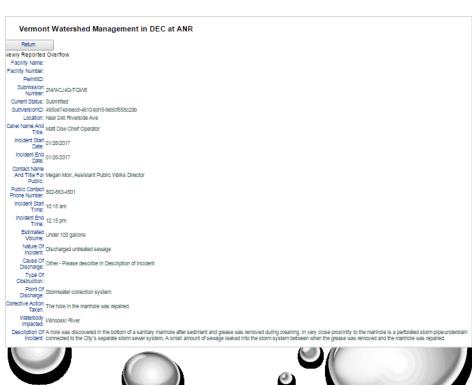


Public Alert Notification as soon as possible, but within one-hour, but no later than four hours after the discovery of a CSO to the Sewage Overflows and Incidents Public Webpage

Submit an incident report within 12 hours to the Agency

Address: https://anrweb.vt.gov/DEC/WWInventory/SewageOverflows.aspx





CS Events in 2016, 2017 and 2018							
Facility Name	Wet weather CSO Overflows 2016	Wet weather CSO Overflows 2017	Wet weather CSO Overflows 2018 as of 9/1/18	# of Outfalls			
Burlington Main	5	10	11	3			
Burlington East/River	0	0	1	1			
Burlington North	0	0	1	1			
Enosburg Falls	0	0	0	1			
Fair Haven	3	0	1	1			
Hartford / White River	1	1	0	5			

CSOs eliminated

NA

NA

Junction

Middlebury

Montpelier

Newport City

Northfield

Richford

Rutland

Springfield

St. Johnsbury

St. Albans

Vergennes

Woodstock Main

2016 REQUIREMENTS (CONTINUED)

- The CSO Rule requires that if a WWTF is not in compliance, the Agency shall issue an order pursuant to 10 V.S.A. Section 1272 or another legally enforceable mechanism.
 - The Rule requires the Agency issue the 1272s at the same time as the renewed NPDES Permit.
 - Under the 1272 Order, the municipality must develop or update a Long Term Control Plan (LTCP) to abate and control its CSOs and provide for the attainment of the Vermont Water Quality Standards.
 - Once the LTCP is approved the Agency will issue another 1272 Order with a compliance schedule.

2016 CSO Requirements (continued)

Alternatives considered under Long Term Control Plan:

- Installing flow metering system for each outfall;
- Reducing stormwater flows through the separation of combined Stormwater and sanitary sewer lines;
- Adding storage tanks or retention basins to hold overflow during storm events;
- Expanding the treatment plant capacity
- Adding screening and disinfection facilities for the overflow
- Incorporating green Stormwater infrastructure to reduce Stormwater flow into CSSs to the greatest extent feasible and practical; and
- Providing for disinfection of CSOs at the outfall and discharge to a waste management zone

12/22 of EPA Orders Issued to Date

Facility Name	Receiving Water	# of Outfalls	New 1272 or Order of Consent Issued	
Burlington Main	Lake Champlain	3	Currently in Local	
Burlington East/River	Winooski River	1	Currently in Legal Review	
Burlington North	Winooski River	1		
Enosburg Falls	Missisquoi River	1	X	
Fair Haven	Castleton River	1		
Hartford / White River Junction	Connecticut River	5	X	
Middlebury	Otter Creek	4	X	
Montpelier	Winooski River	6	X	
Newport City	Clyde River	6		
Northfield	Dog River	1		
Rutland	Otter Creek	4	X	
Springfield	Black River	2	X	
St. Johnsbury	Passumpsic River	15	Х	
St. Albans	Lake Champlain via contiguous welands - Stevens Brook	1	X	
Vergennes	Otter Creek	1	X	
Woodstock Main	Ottaquechee Rive	1	9/	

COMBINED SEWER OVERFLOW CONTROL POLICY

JUNE 1990

Municipality/WWTF	1990s
Barton	7
Brandon	3
Burlington Main	5
Burlington East	1
Burlington North	1
Enosburg	2
Fair Haven	2
Hardwick	2
Hartford WRJ	5
Ludlow	1
Lunenburg	1
Lyndon	5
Middlebury	9
Montpelier	15
Newport (City)	21
Northfield	2
Poultney	4
Randolph	2
Richford	2
Rutland	6
St. Albans	6
St. Johnsbury	24
Springfield	29
Swanton	6
Wilmington	2
Windsor	9
Vergennes	2
Winooski	2
Woodstock	2
29	178

Municipality/WWTF	2015	
Barton	1	
Burlington Main	3	
Burlington East	1	
Burlington North	1	
Enosburg	1	
Fair Haven	2	
Hartford WRJ	5	
Middlebury	4	
Montpelier	6	
Newport (City)	6	
Northfield	1	
Randolph	1	
Richford	2	
Rutland	4	
St. Albans	1	
St. Johnsbury	17	
Springfield	14	
Vergennes	2	
Woodstock	1	
19	73	

PROGRESS SINCE IMPLEMENTATION OF 2016 RULE

2018

Municipality/WWTF	2015	Municipality/WWTF
Barton	1	Burlington Main
Burlington Main	3	
Burlington East	1	Burlington East
Burlington North	1	Burlington North
Enosburg	1	Enosburg
Fair Haven	2	Fair Haven
Hartford WRJ	5	Hartford WRJ
Middlebury	4	Middlebury
Montpelier	6	·
Newport (City)	6	Montpelier
Northfield	1	Newport (City)
Randolph	1	Northfield
Richford	2	Rutland
Rutland	4	St. Albans
St. Albans	1	St. Johnsbury
St. Johnsbury	17	Springfield
Springfield	14	• •
Vergennes	2	Vergennes
Woodstock	1	Woodstock
19	73	

LAKE CHAMPLAIN TMDL AND CSOS

- Lake TMDL Focus = Phosphorus (P)
- WWTF Discharges = < 4% of P Load
- CSO discharges are a fraction of 4%
 - CSO discharges have an average phosphorus concentration of 0.7mg/L, less than 6 pounds of phosphorus per million gallons of overflow.
 - Total amount of phosphorus
 each year is nearly
 2 million pounds

LAKE CHAMPLAIN TMDL AND CSOS

- St. Albans \$18 million upgrade, of which \$3,656,400 is going towards phosphorus reduction
 - Chemical additions for phosphorus removal can be costly:
 - Two South Burlington Facilities spent over \$95,000 in 2017
 - Montpelier spent over \$73,000 in 2017
 - Does not include additional costs for pump maintenance or sludge removal, which increase due to the chemical additions



TERISA THOMAS

WATER INFRASTRUCTURE FINANCE SUPERVISOR,

FACILITIES ENGINEERING DIVISION,

VERMONT DEPARTMENT OF ENVIRONMENTAL CONSERVATION

WHAT IS THE CLEAN WATER STATE REVOLVING FUND (CWSRF)?



What is the CWSRF?



HOW DEC PRIORITIZES PROJECTS

- CHAPTER 2 ENVIRONMENTAL PROTECTION RULE, PROJECTS ARE ASSESSED FOR MORE THAN 100 CRITERIA POINTS IN THE FOLLOWING CATEGORIES:
 - 1. PUBLIC HEALTH
 - 2. WATER QUALITY
 - 3. REFURBISHMENT (RESTORATION OF EXISTING INFRASTRUCTURE)
 - 4. RESILIENCY & SUSTAINABILITY
 - 5. DESIGNATED CENTER (IS IT PROMOTING "SMART GROWTH"?)
 - 6. AFFORDABILITY
 - 7. PROJECT READINESS
 - 8. FISCAL SUSTAINABILITY AND COST-EFFECTIVENESS OF PROJECT
 - THE HIGHER THE POINTS, THE HIGHER THE PC GRANT



LYNNETTE CLAUDON, PE

CHIEF POLLUTION CONTROL DESIGN ENGINEER,

FACILITIES ENGINEERING DIVISION,

VERMONT DEPARTMENT OF ENVIRONMENTAL CONSERVATION

total Vermont CSO Investment (Since ~1980) \$120M

Funding Source	Funding
Clean Water State Revolving Fund Loans	\$64M*
Vermont Pollution Control Grants	\$33M
Other Grants & Loans	\$9M
Local Share (Out of pocket)	>\$14M**



^{*} Loans are repaid by municipalities

^{**}Estimated

VERMONT CSO INVESTMENT SINCE 2013: **\$26.3M**

Funding Source	Funding
Clean Water State Revolving Fund Loans	\$15.9M*
Vermont Pollution Control Grants	\$3.8M
Other Grants & Loans	\$5.4M
Local Share (Out of pocket)	\$1.2M**

^{*} Loans are repaid by municipalities







^{**} Estimated

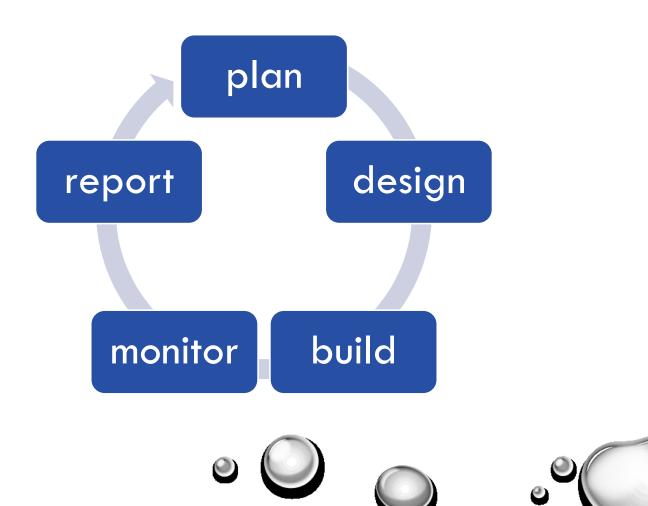
FUTURE VERMONT CSO INVESTMENT

NOTE: COSTS ARE PRELIMINARY ESTIMATES ONLY,
MOST MUNICIPALITIES HAVE NOT COMPLETED LONG TERM CONTROL PLANS

	Near Term	Long Term
MONITORING	\$500,000	\$1,000,000
REPORTS	\$500,000	unknown
SEPARATION - SEWER/STORM* - ROOF DRAINS - SUMP PUMPS	\$10,500,000 \$0 \$0	\$110,000,000 \$0 \$0
INFILTRATION: - GREEN STORMWATER - PIPE LINING	\$8,300,000 unknown	\$5,000,000 unknown
STORAGE & DISINFECTION	\$1,600,000	unknown
WWTF EXPANSION	\$0	\$0
TOTAL	\$21,400,000	\$116,000,000

^{*}SEPARATION COSTS BASED ON 2000 DECES IMATE

COSTLY AND ENDURING PROCESS FOR MUNICIPALITIES





DIFFICULTIES

Climate change High ledge Clay soils Steep slopes Other High infrastructure: groundwater: **Roof drains Narrow streets** water, bridges, infiltration gas Sump pumps Leaky pipes HazMat sites **Easements**





AFFORDABILITY

• EPA CONSIDERS AN "AFFORDABLE" SEWER RATE FOR A SINGLE FAMILY RESIDENCE TO BE 2% OF MEAN HOUSEHOLD INCOME FOR THE COMMUNITY SERVED.



Annual Vser Rates, Median Household Income (MHI), & Affordability for 210 Gallon-Per-Day Single Family Residences

Town	User Rate/Year	мні	Percent of MHI
Burlington	\$696	\$36,992	1.49%
Enosburg Falls	\$600	\$39,500	1.52%
Fair Haven	\$1002	\$39,904	2.51%
Hartford WRJ	\$599	\$59,365	1.01%
Middlebury	\$636	\$51,186	1.24%
Montpelier	\$925	\$60,347	1.53%
Newport City	\$793	\$32,083	2.47%
Northfield	\$838	\$60,938	1.37%
Rutland City	\$660	\$41,502	1.59%
St Albans City	\$734	\$46,133	1.59%
St Johnsbury	\$656	\$42,944	1.53%
Springfield	\$505	\$41,152	1.23%
Vergennes	\$1,354	\$53,080	2.55%
Woodstock	\$910	\$75,482	1.21%



DISCUSSION