

Total Maximum Daily Load (TMDL) for Phosphorus in Lake Oscawana

Putnam County, New York

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Prepared for:

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1.0 INTRODUCTION

1.1 Background

In April of 1991, the United States Environmental Protection Agency (EPA) Office of Water's Assessment and Protection Division published "Guidance for Water Quality-based Decisions: The Total Maximum Daily Load (TMDL) Process." In July 1992, EPA published the final "Water Quality Planning and Management Regulation" (40 CFR Part 130). Together, these documents describe the roles and responsibilities of EPA and the states in meeting the requirements of Section 303(d) of the Federal Clean Water Act (CWA) as amended by the Water Quality Act of 1987, Public Law 100-4. Section 303(d) of the CWA requires each state to identify those waters within its boundaries not meeting water quality standards for any given pollutant applicable to the water's designated uses.

Further, Section 303(d) requires EPA and states to develop TMDLs for all pollutants violating or causing violation of applicable water quality standards for each impaired waterbody. A TMDL determines the maximum amount of pollutant that a waterbody is capable of assimilating while continuing to meet the existing water quality standards. Such loads are established for all the point and nonpoint sources of pollution that cause the impairment at levels necessary to meet the applicable standards with consideration given to seasonal variations and margin of safety. TMDLs provide the framework that allows states to establish and implement pollution control and management plans with the ultimate goal indicated in Section 101(a)(2) of the CWA: "water quality which provides for the protection and propagation of fish, shellfish, and wildlife, and recreation in and on the water, wherever attainable" (USEPA, 1991).

1.2 Problem Statement

Lake Oscawana (WI/PWL ID 1301-0035) is situated in the Town of Putnam Valley, within Putnam County, New York. Over the past couple of decades, the lake has experienced degraded water quality that has reduced the lake's recreational and aesthetic value. Recreational suitability has become less favorable due to "excessive weed growth" in the lake. In 2004, Lake Oscawana was added to the New York State Department of Environmental Conservation (NYS DEC) CWA Section 303(d) list of impaired waterbodies that do not meet water quality standards due to phosphorus impairments (NYS DEC, 2004). Based on this listing, a TMDL for phosphorus is being developed for the lake to address the impairment.

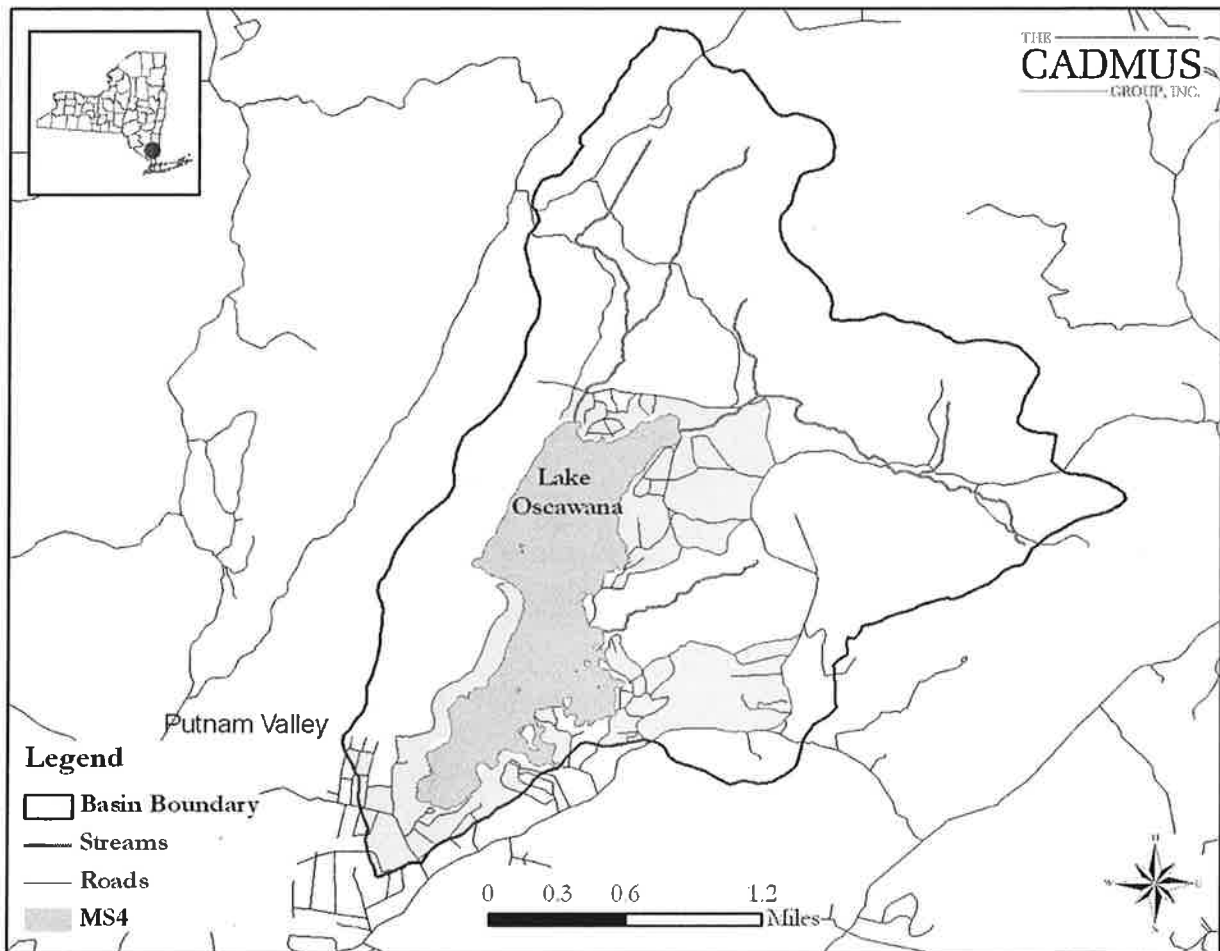
A variety of sources of phosphorus are contributing to the poor water quality in Lake Oscawana. The water quality of the lake is influenced by runoff events from the drainage basin, as well as loading from nearby residential septic tanks. In response to precipitation, nutrients, such as phosphorus – naturally found in New York soils – drain into the lake from the surrounding drainage basin by way of streams, overland flow, and subsurface flow. Nutrients are then deposited and stored in the lake bottom sediments. Phosphorus is often the limiting nutrient in temperate lakes and ponds and can be thought of as a fertilizer; a primary food for plants, including algae. When lakes receive excess phosphorus, it "fertilizes" the lake by feeding the algae. Too much phosphorus can result in algae blooms, which can damage the ecology/aesthetics of a lake, as well as the economic well-being of the surrounding drainage basin community.

2.0 WATERSHED AND LAKE CHARACTERIZATION

2.1. Watershed Characterization

Lake Oscawana has a direct drainage basin area of 2,554 acres excluding the surface area of the lake (Figure 1). Elevations in the lake's basin range from approximately 1,096 feet above mean sea level (AMSL) to as low as 510 feet AMSL at the surface of Lake Oscawana. There are 3 main tributaries that flow into Lake Oscawana from the north and east (Figure 1), including the Peekskill Hollow Creek.

Figure 1. Lake Oscawana Direct Drainage Basin



Existing land use and land cover in the Lake Oscawana drainage basin was determined from digital aerial photography and geographic information system (GIS) datasets. Digital land use/land cover data were obtained from the 2001 National Land Cover Dataset (Homer, 2004). The NLCD is a consistent representation of land cover for the conterminous United States generated from classified 30-meter resolution Landsat thematic mapper satellite imagery data. High-resolution color orthophotos were used to manually update and refine land use categories for portions of the drainage basin to reflect current conditions in the drainage basin (Figure 2). Appendix A provides additional detail about the refinement of land use for the drainage basin. Land use categories (including individual category acres and percent of total) in Lake Oscawana's drainage basin are listed in Table 1 and presented in Figures 3 and 4.

Figure 2. Aerial Image of Lake Oscawana

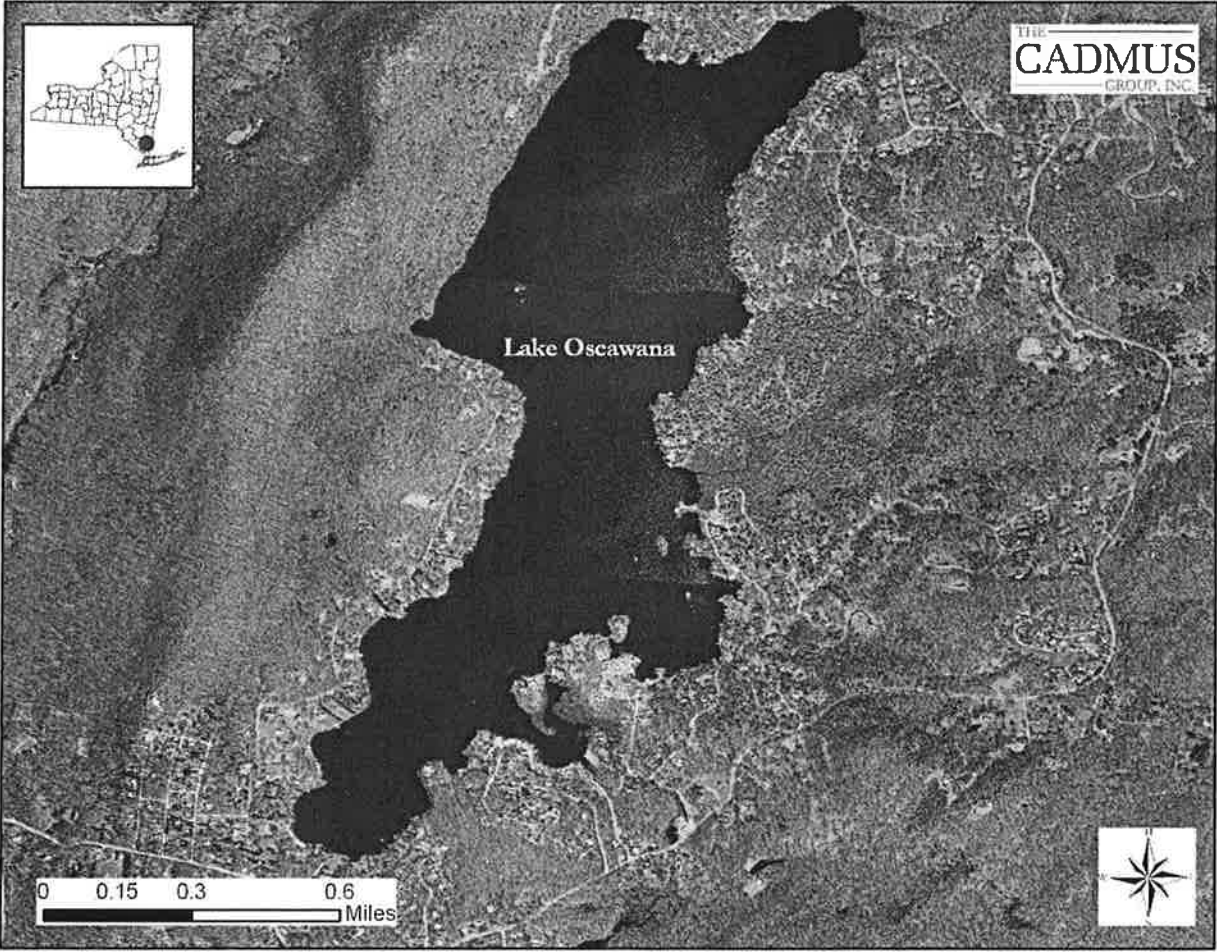


Table 1. Land Use Acres and Percent in Lake Oscawana Drainage Basin

Land Use Category	Acres	% of Drainage Basin
Open Water	17	1%
Agriculture	16	1%
<i>Hay & Pasture</i>	16	1%
<i>Cropland</i>	0	0%
Developed Land*	395	15%
<i>Low Intensity</i>	394	15%
<i>High Intensity</i>	1	0.04%
Forest	2,044	80%
Wetlands	82	3%
TOTAL	2,554	100%

* Approximately 61% of the developed land resides within a Municipal Separate Storm Sewer System (MS4)

Figure 3. Percent Land Use in Lake Oscawana Drainage Basin

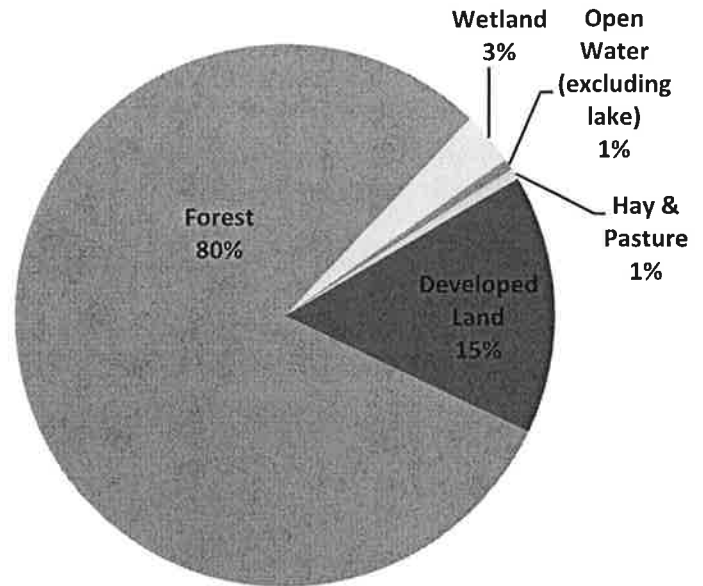
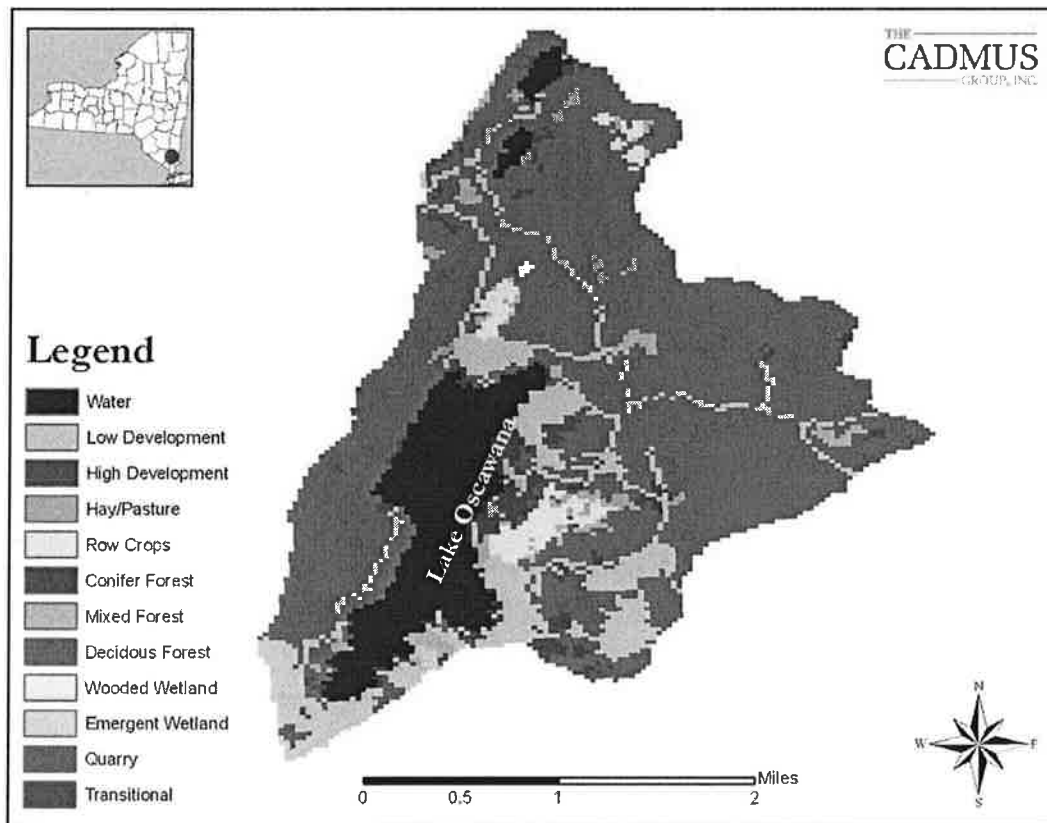


Figure 4. Land Use in Lake Oscawana Drainage Basin



2.2. Lake Morphometry

Lake Oscawana is a 364 acre waterbody at an elevation of about 510 feet AMSL. Figure 5 shows a bathymetric map for Lake Oscawana, developed from a map contained in a report prepared by Northeast Aquatic Research (2007). The lake has a steep sided basin with water depths that drop quickly to 20 feet close to most of the shoreline (Northeast Aquatic Research, 2007). Table 2 summarizes key morphometric characteristics for Lake Oscawana.

Figure 5. Bathymetric Map of Lake Oscawana

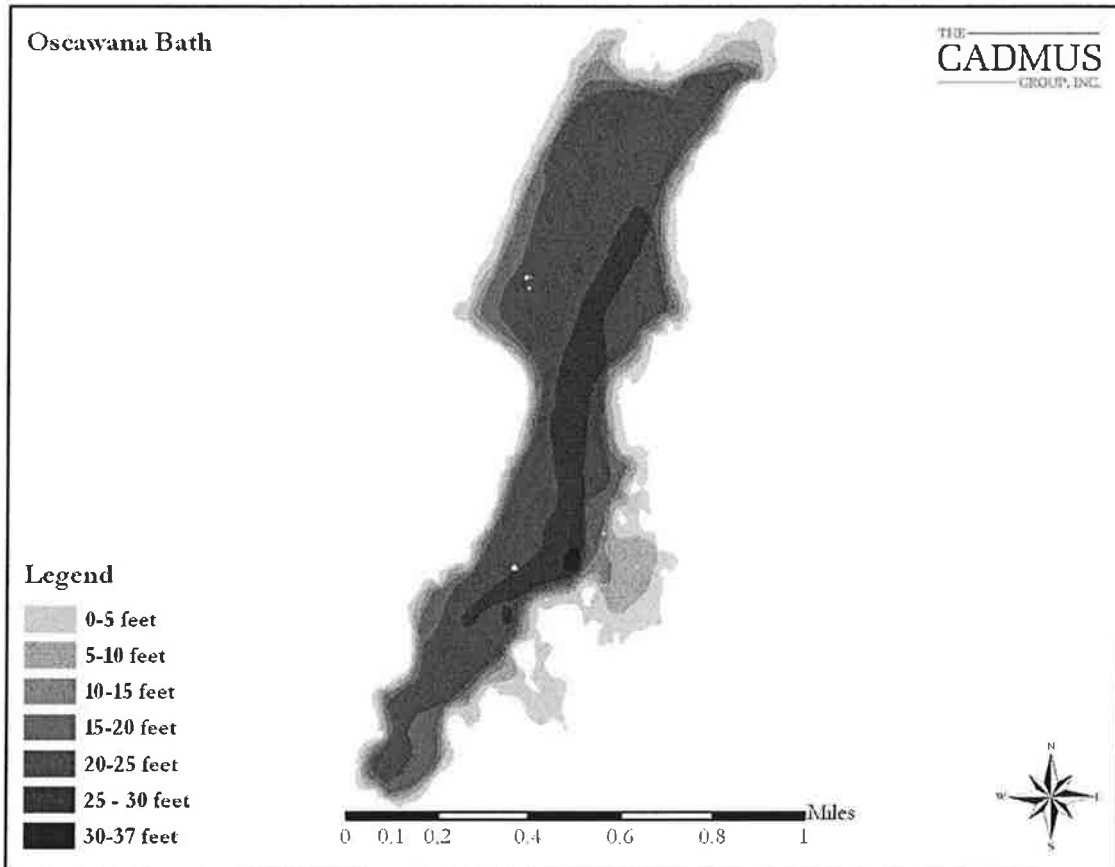


Table 2. Lake Oscawana Characteristics

Surface Area (acres)	364
Elevation (ft AMSL)	510
Maximum Depth (ft)	37
Mean Depth (ft)	18
Length (ft)	10,012
Width at widest point (ft)	2,428
Shoreline perimeter (ft)	35,372
Direct Drainage Area (acres)	2,554
Watershed: Lake Ratio	7:1
Mass Residence Time (years)	0.4
Hydraulic Residence Time (years)	1.1

2.3. Water Quality

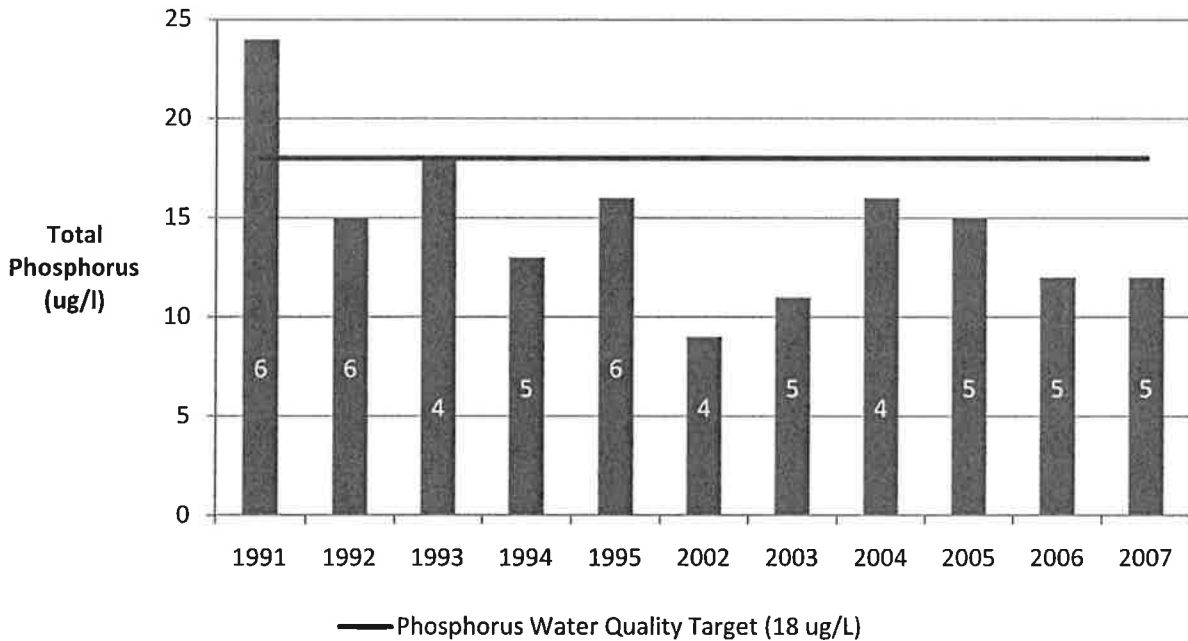
NYS DEC's Citizens Statewide Lake Assessment Program (CSLAP) is a cooperative volunteer monitoring effort between NYS DEC and the New York Federation of Lake Associations (FOLA). The goal of the program is to establish a volunteer lake monitoring program that provides data for a variety of purposes, including establishment of a long-term database for lakes in New York State, identification of water quality problems on individual lakes, geographic and ecological groupings of lakes, and education for data collectors and users. The data collected in CSLAP are fully integrated into the state database for lakes, have been used to assist in local lake management and evaluation of trophic status, spread of invasive species, and other problems seen in the state's lakes.

Volunteers undergo on-site initial training and follow-up quality assurance and quality control sessions are conducted by NYS DEC and trained NYS FOLA staff. After training, equipment, supplies, and preserved bottles are provided to the volunteers by NYS DEC for bi-weekly sampling for a 15 week period between May and October. Water samples are analyzed for standard lake water quality indicators, with a focus on evaluating eutrophication status-total phosphorus, nitrogen (nitrate, ammonia, and total), chlorophyll *a*, pH, conductivity, color, and calcium. Field measurements include water depth, water temperature, and Secchi disk transparency. Volunteers also evaluate use impairments through the use of field observation forms, utilizing a methodology developed in Minnesota and Vermont. Aquatic vegetation samples, deepwater samples, and occasional tributary samples are also collected by sampling volunteers at some lakes. Data are sent from the laboratory to NYS DEC and annual interpretive summary reports are developed and provided to the participating lake associations and other interested parties.

As part of CSLAP, a limited number of water quality samples were collected in Lake Oscawana during the summers of 1991-1995. Water quality sample data collected by Northeast Aquatic Research (NAR) (through a contract with the Lake Oscawana Weed Control District) for Lake Oscawana were also obtained for the summers of 2002-2007. The results show the concentration of phosphorus in the lake exceeding the state guidance value for phosphorus (20 µg/L or 0.020 mg/L, applied as the mean summer, epilimnetic total phosphorus concentration) in 1991, which increases the potential for nuisance summertime algae blooms. Figure 6 shows the summer mean epilimnetic phosphorus concentrations for phosphorus data collected during all sampling seasons and years in which Lake Oscawana was sampled as part of CSLAP; the number annotations on the bars indicate the number of data points included in each summer mean.

The bottom waters of Lake Oscawana have nutrient levels substantially higher than those at the lake surface. When the water over the bottom sediments is devoid of dissolved oxygen (a condition known as anoxic; without oxygen) phosphorus is no longer chemically bound to the sediments and is free to rise out of the sediments into the over laying water. This, in turn, can result in algae blooms. Data collected by Northeast Aquatic Research show an increasing trend in the amount of hypolimnetic-derived phosphorus (2007).

Figure 6. Summer Mean Epilimnetic Total Phosphorus Levels in Lake Oscawana



3.0 NUMERIC WATER QUALITY TARGET

The TMDL target is a numeric endpoint specified to represent the level of acceptable water quality that is to be achieved by implementing the TMDL. The water quality classification for Lake Oscawana is *A*, which means that the best usages of the lake are: a source of water supply for drinking, culinary, or food processing; primary and secondary contact recreation; and fishing. The lake must also be suitable for fish propagation and survival. New York State has a narrative standard for nutrients -- none in amounts that will result in growths of algae, weeds and slimes that will impair the waters for their best usages (6 NYSCRR Part 703.2). As part of its Technical and Operational Guidance Series (TOGS 1.1.1 and accompanying fact sheet, NYS, 1993), NYS DEC has suggested that for waters classified as ponded (i.e., lakes, reservoirs and ponds, excluding Lakes Erie, Ontario, and Champlain), the epilimnetic summer mean total phosphorus level shall not exceed 20 $\mu\text{g/L}$ (or 0.02 mg/L), based on biweekly sampling, conducted from June 1 to September 30. Taking into account a margin of safety (MOS) of 10%, the TMDL target for Lake Oscawana is a summer mean total phosphorus level not to exceed 18 $\mu\text{g/L}$, based on biweekly sampling, conducted from June 1 to September 30.

4.0 SOURCE ASSESSMENT

4.1 Analysis of Phosphorus Contributions

The ArcView Generalized Watershed Loading Function (AVGWLF) watershed model was used in combination with the BATHTUB lake response model to develop the Lake Oscawana TMDL. This approach consists of using AVGWLF to determine mean annual phosphorus loading to the lake, and BATHTUB to define the extent to which this load must be reduced to meet the water quality target. This approach required no additional data collection thereby expediting the modeling efforts.

The GWLF model was developed by Haith and Shoemaker (1987). GWLF simulates runoff and stream flow by a water-balance method based on measurements of daily precipitation and average temperature. The complexity of GWLF falls between that of a detailed, process-based simulation model and a simple export coefficient model that does not represent temporal variability. The GWLF model was determined to be appropriate for this TMDL analysis because it simulates the important processes of concern, but does not have onerous data requirements for calibration. AVGWLF was developed to facilitate the use of the GWLF model via an ArcView interface (Evans, 2002). Appendix A discusses the setup, calibration, and use of the AVGWLF model for lake TMDL assessments in New York.

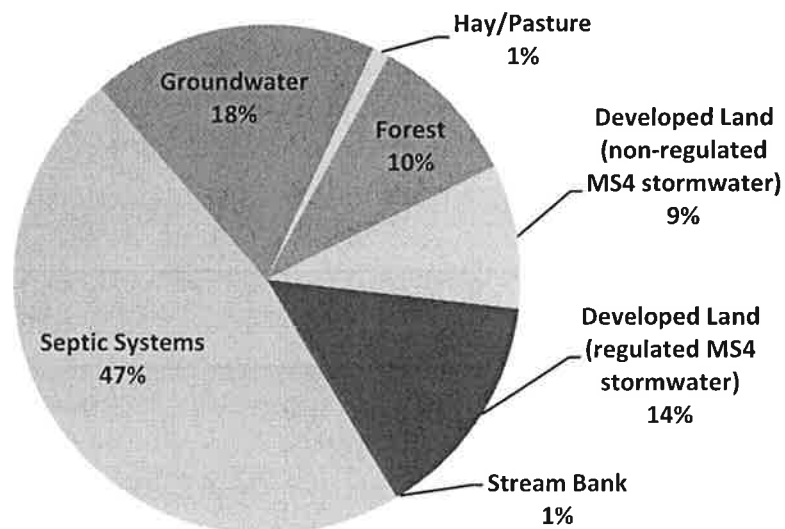
4.2. Sources of Phosphorus Loading

AVGWLF was used to estimate long-term (1990-2004) mean annual phosphorus (external) loading to Lake Oscawana. The estimated mean annual external load of 663 lbs/yr of total phosphorus that enters Lake Oscawana comes from the sources listed in Table 3 and shown in Figure 7. Appendix A provides the detailed simulation results from AVGWLF.

Table 3. Estimated Sources of Phosphorus Loading to Lake Oscawana

Source	Total Phosphorus (lbs/yr)
Hay/Pasture	7
Forest	64
Wetlands	1
Developed Land (non-regulated MS4 stormwater)	60
Developed Land (regulated MS4 stormwater)	93
Stream Bank	3
Septic Systems	313
Groundwater	122
TOTAL	663

Figure 7. Estimated Sources of Total Phosphorus Loading to Lake Oscawana



4.2.1. Residential On-Site Septic Systems

Residential on-site septic systems contribute an estimated 313 lbs/yr of phosphorus to Lake Oscawana, which is about 47% of the total loading to the lake. Residential septic systems contribute dissolved phosphorus to nearby waterbodies due to system malfunctions. Septic systems treat human waste using a collection system that discharges liquid waste into the soil through a series of distribution lines that comprise the drain field. In properly functioning (normal) systems, phosphates are adsorbed and retained by the soil as the effluent percolates through the soil to the shallow saturated zone. Therefore, normal systems contribute very little phosphorus loads to nearby waterbodies. A septic system (ponding) malfunction occurs when there is a discharge of waste to the soil surface (where it is available for runoff); as a result, malfunctioning septic systems can contribute high phosphorus loads to nearby waterbodies. Short-circuited systems (those systems in close proximity to surface waters where there is limited opportunity for phosphorus adsorption to take place) also contribute significant phosphorus loads; septic systems within 250 feet of the lake are subject to potential short-circuiting, with those closer to the lake more likely to contribute greater loads. Additional details about the process for estimating the population served by normal and malfunctioning systems within the lake drainage basin is provided in Appendix A.

Local information about the number of houses within 250 feet of the lake was obtained. Tax parcel data for the basin were provided by Kathleen McLaughlin, Chairperson of the Lake Oscawana Advisory Committee. These data indicate that approximately 77 houses reside within 50 feet of the shoreline and 137 houses reside between 50 and 250 feet of the shoreline; all of the houses have septic systems. Within 50 feet of the shorelines, 75 % of septic systems were categorized as short-circuiting and 25% were categorized as normal systems. Between 50 and 250 feet of the shoreline, 10% of septic systems were categorized as short-circuiting, 10% were categorized as ponding systems, and 80% were categorized as normal systems. To convert the estimated number of septic systems to population served, an average household size of 2.61 people per dwelling was used based on the circa 2000 U.S. Census Bureau estimate for number of persons per household in New York State. To account for seasonal variations in population, data from the 2000 census were used to estimate the percentage of seasonal homes for the town(s) surrounding the lake. Approximately 86% of the homes around the lake are assumed to be year-round residences, while 14% are seasonally occupied (i.e., June through August only). The estimated population in the Lake Oscawana drainage basin served by normal and malfunctioning systems is summarized in Table 4.

Table 4. Population Served by Septic Systems in the Lake Oscawana Drainage Basin

	Normally Functioning	Ponding	Short Circuiting	Total
September – May	291	31	161	483
June – August (Summer)	336	36	186	558

4.2.2. Agricultural Runoff

Agricultural land encompasses 16 acres (1%) of the lake drainage basin and includes hay and pasture land. Overland runoff from agricultural land is estimated to contribute approximately 7 lbs/yr of phosphorus loading to Lake Oscawana, which is only 1% of the total phosphorus loading to the lake. Phosphorus loading from agricultural land originates primarily from soil erosion and the

application of manure and fertilizers. Implementation plans for agricultural sources will require voluntary controls applied on an incremental basis.

4.2.3. *Urban and Residential Development Runoff*

Developed land comprises 395 acres (16%) of the lake drainage basins. Stormwater runoff from developed land contributes 153 lbs/yr of phosphorus to Lake Oscawana, which is about 23% of the total phosphorus loading to the lake. This load does not account for contributions from malfunctioning septic systems. Of the total stormwater runoff from developed land, about 93 lbs/yr is estimated to originate from the currently regulated MS4 areas and the remainder (60 lbs/yr) originates from the non-regulated MS4 portion of the developed areas.

In addition to the contribution of phosphorus to the lake from overland urban runoff, additional phosphorus originating from developed lands may be leached in dissolved form from the surface and transported to the lake through subsurface movement via groundwater. The process for estimating subsurface delivery of phosphorus originating from developed land is discussed in the Groundwater Seepage section (below).

Phosphorus runoff from developed areas originates primarily from human activities, such as fertilizer applications to lawns. Shoreline development, in particular, can have a large phosphorus loading impact to nearby waterbodies in comparison to its relatively small percentage of the total land area in the drainage basin.

4.2.4. *Forest Land Runoff*

Forested land comprises 2,044 acres (80%) of the lake drainage basin. Runoff from forested land is estimated to contribute 64 lbs/yr of phosphorus loading to Lake Oscawana, which is about 10% of the total phosphorus loading to the lake. Phosphorus contribution from forested land is considered a component of background loading.

4.2.5. *Groundwater Seepage*

In addition to nonpoint sources of phosphorus delivered to the lake by surface runoff, a portion of the phosphorus loading from nonpoint sources seeps into the ground and is transported to the lake via groundwater. Groundwater is estimated to transport 122 lbs/yr (18%) of the total phosphorus load to Lake Oscawana. With respect to groundwater, there is typically a small “background” concentration owing to various natural sources. In the Lake Oscawana drainage basin, the model-estimated groundwater phosphorus concentration is 0.01 mg/L. The GWLF manual provides estimated background groundwater phosphorus concentrations for $\geq 90\%$ forested land in the eastern United States, which is 0.006 mg/L. Consequently, about 60% of the groundwater load (73 lbs/yr) can be attributed to natural sources, including forested land and soils. The remaining amount of the groundwater phosphorus load (about 49 lbs/yr) likely originates from developed land sources (i.e., leached in dissolved form from the surface). Table 5 summarizes this information.

Table 5. Sources of Phosphorus Transported in the Subsurface via Groundwater

	Total Phosphorus (lbs/yr)	% of Total Groundwater Load
Natural Sources	73	60%
Developed Land	49	40%
TOTAL	122	100%

4.2.6. Other Sources

Atmospheric deposition, wildlife, waterfowl, and domestic pets are also potential sources of phosphorus loading to the lake. All of these small sources of phosphorus are incorporated into the land use loadings as identified in the TMDL analysis (and therefore accounted for). Further, the deposition of phosphorus from the atmosphere over the surface of the lake is accounted for in the lake model, though it is small in comparison to the external loading to the lake.

Internal loading was not considered in the development of this TMDL. However, concerns were raised by the Lake Oscawana Advisory Committee about internal loading. A consultant hired by the Committee, Dr. Knoecklein, has collected data that indicate the occurrence of elevated hypolimnetic phosphorus readings in Lake Oscawana. As a result, NYS DEC acknowledges the need for additional monitoring to determine if phosphorus migrates from the hypolimnion to the epilimnion, and if phosphorus release from sediments plays a significant role in phosphorus loading in Lake Oscawana. It will be important to make this determination in the near future as there is the possibility that, after external sources are reduced, internal loading may become increasingly more important in the total phosphorus loading in the lake, leading to a delay in water quality improvements.

5.0 DETERMINATION OF LOAD CAPACITY

5.1 Lake Modeling Using the BATHTUB Model

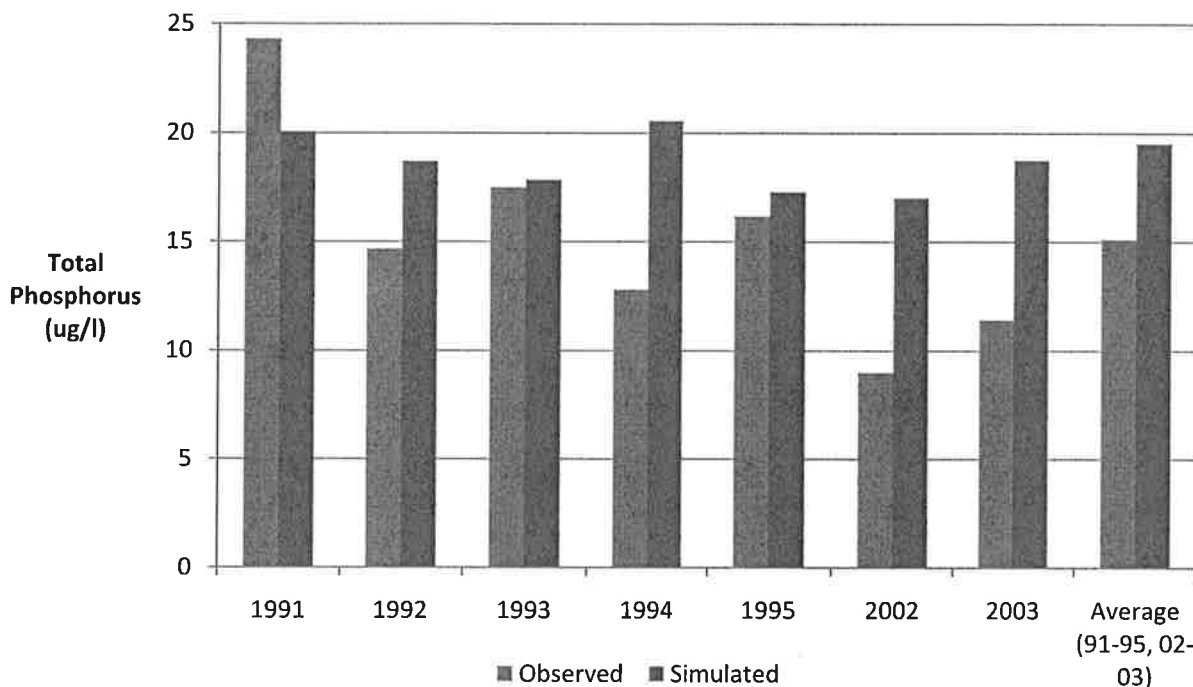
BATHTUB was used to define the relationship between phosphorus loading to the lake and the resulting concentrations of total phosphorus in the lake. The U.S. Army Corps of Engineers' BATHTUB model predicts eutrophication-related water quality conditions (e.g., phosphorus, nitrogen, chlorophyll a, and transparency) using empirical relationships previously developed and tested for reservoir applications (Walker, 1987). BATHTUB performs steady-state water and nutrient balance calculations in a spatially segmented hydraulic network. Appendix B discusses the setup, calibration, and use of the BATHTUB model, including why internal loading rates typically are set at zero in the model.

5.2 Linking Total Phosphorus Loading to the Numeric Water Quality Target

In order to estimate the loading capacity of the lake, simulated phosphorus loads from AVGWLF were used to drive the BATHTUB model to simulate water quality in Lake Oscawana. AVGWLF was used to derive a mean annual phosphorus loading to the lake for the period 1990-2004. Using this load as input, BATHTUB was used to simulate water quality in the lake. The results of the BATHTUB simulation were compared against the average of the lake's observed summer mean phosphorus concentrations for the years 1991-1995 and 2002-2003. Year-specific loading was also

simulated with AVGWLF, run through BATHTUB, and compared against the observed summer mean phosphorus concentration for years with observed in-lake data. The combined use of AVGWLF and BATHTUB provides a good fit to the observed data for Lake Oscawana (Figure 8).

Figure 8. Observed vs. Simulated Summer Mean Epilimnetic Total Phosphorus Concentrations ($\mu\text{g/L}$) in Lake Oscawana



The BATHTUB model was used as a “diagnostic” tool to derive the total phosphorus load reduction required to achieve the phosphorus TMDL endpoint target of $18 \mu\text{g/L}$. The loading capacity of Lake Oscawana was determined by running BATHTUB iteratively, reducing the concentration of the drainage basin phosphorus load until model results demonstrated attainment of the water quality target. The maximum concentration that results in compliance with the TMDL target for phosphorus is used as the basis for determining the lake’s loading capacity. This concentration is converted into a loading rate using simulated flow from AVGWLF.

The maximum annual phosphorus load (i.e., the annual TMDL) that will maintain compliance with the phosphorus water quality endpoint goal of $18 \mu\text{g/L}$ in Lake Oscawana is a mean annual load of 600 lbs/yr. The daily TMDL of 1.6 lbs/day was calculated by dividing the annual load by the number of days in a year. Lakes and reservoirs store phosphorus in the water column and sediment, therefore water quality responses are generally related to the total nutrient loading occurring over a year or season. For this reason, phosphorus TMDLs for lakes and reservoirs are generally calculated on an annual or seasonal basis. The use of annual loads, versus daily loads, is an accepted method for expressing nutrient loads in lakes and reservoirs. This is supported by EPA guidance such as *The Lake Restoration Guidance Manual* (USEPA, 1990) and *Technical Guidance Manual for Performing Waste Load Allocations, Book IV, lakes and Impoundments, Chapter 2 Eutrophication* (USEPA, 1986). While a daily load has been calculated, it is recommended that the annual loading target be used to guide implementation efforts since the annual load of total phosphorus as a TMDL target is more easily

aligned with the design of best management practices (BMPs) used to implement nonpoint source and stormwater controls for lakes than daily loads. Ultimate compliance with water quality standards for the TMDL will be determined by measuring the lake's water quality to determine when the phosphorus guidance value is attained.

6.0 POLLUTANT LOAD ALLOCATIONS

The objective of a TMDL is to provide a basis for allocating acceptable loads among all of the known pollutant sources so that appropriate control measures can be implemented and water quality standards achieved. Individual wasteload allocations (WLAs) are assigned to discharges regulated by State Pollutant Discharge Elimination System (SPDES) permits (commonly called point sources) and unregulated loads (commonly called nonpoint sources) are contained in load allocations (LAs). A TMDL is expressed as the sum of all individual WLAs for point source loads, LAs for nonpoint source loads, and an appropriate margin of safety (MOS), which takes into account uncertainty (Equation 1).

Equation 1. Calculation of the TMDL

$$TMDL = \sum WLA + \sum LA + MOS$$

6.1. Wasteload Allocation (WLA)

The WLA is set at 125 lbs/yr. There are no permitted wastewater treatment plant dischargers in the Lake Oscawana basin; however, there are MS4s within the basin, which are subject to permits issued by NYS DEC. Approximately 9% of the basin resides within the urbanized area designated by the MS4 regulations, as shown in Figure 1. All of the phosphorus load in the stormwater runoff from the MS4 area is attributed to the MS4s. Of the total stormwater runoff from developed land, about 93 lbs/yr originates from the currently regulated MS4 areas, which presents the most direct opportunity for load reduction. An estimated 20 % reduction would achieve 19 lbs per year of the total of 62 lbs per year reduction needed to achieve the TMDL. Stormwater runoff from the non-regulated-MS4 portion of the developed areas is probably the next best opportunity for technical and administrative success in reducing phosphorus load. The feasibility of reductions in these scattered, more rural developments is less practical, so a reduction of 15% was estimated to achieve a phosphorus load reduction of 9 lbs/year. Because this level of load reduction is beyond what can be achieved with existing programs, NYS DEC will extend MS4 designation to the remainder of the watershed as explained in Section 7.1.1. Thus the total required reduction of MS4 regulated stormwater is 28 lbs/yr, or an 18 % overall reduction. Designation of the entire watershed as regulated MS4 means that to maintain the WLA, post-construction loads from ongoing development will need to be offset by additional retrofits on stormwater from already developed lands beyond the 18 % reduction. AVGWLF does not distinguish construction from other stormwater loads; therefore, the WLA for MS4s includes some undistinguished loads from future stormwater general permits for construction.

6.2. Load Allocation (LA)

The LA is set at 475 lbs/yr. Nonpoint sources that contribute total phosphorus to Lake Oscawana on an annual basis include loads delivered through the ground water from developed land, malfunctioning septic systems, and the small area of agricultural land. Table 6 lists the current

loading for each source and the load allocation needed to meet the TMDL; Figure 9 provides a graphical representation of this information. Phosphorus originating from natural sources (including forested land, wetlands, and stream banks) is assumed to be a minor source of loading that is unlikely to be reduced further and therefore the load allocation is set at current loading.

6.3. Margin of Safety (MOS)

The margin of safety (MOS) can be incorporated into the TMDL analysis through conservative assumptions or expressed in the TMDL as a portion of the loadings, or a combination of both. For the Lake Oswawana TMDL, the MOS is accounted for in the conservative TMDL target of 18 µg/L. New York State has a narrative standard for nutrients -- none in amounts that will result in growths of algae, weeds and slimes that will impair the waters for their best usages (6 NYSCRR Part 703.2). As part of its Technical and Operational Guidance Series (TOGS 1.1.1 and accompanying fact sheet, NYS, 1993), NYS DEC has suggested that for waters classified as ponded (i.e., lakes, reservoirs and ponds, excluding Lakes Erie, Ontario and Champlain), the epilimnetic summer mean total phosphorus level shall not exceed 20 µg/L (or 0.02 mg/L), based on biweekly sampling, conducted from June 1 to September 30. The difference between the in-lake target of 18 µg/L and the 20 µg/L guidance value represents a 10% MOS for Lake Oswawana. The MOS can be reviewed in the future as new data become available.

6.4. Critical Conditions

TMDLs must take into account critical environmental conditions to ensure that the water quality is protected during times when it is most vulnerable. Critical conditions were taken into account in the development of this TMDL. In terms of loading, spring runoff periods are considered critical because wet weather events transport significant quantities of nonpoint source loads to lakes. However, the water quality ramifications of these nutrient loads are most severe during middle or late summer. Therefore, BATHTUB model simulations were compared against observed data for the summer period only. Furthermore, AVGWLF takes into account loadings from all periods throughout the year, including spring loads.

6.5. Seasonal Variations

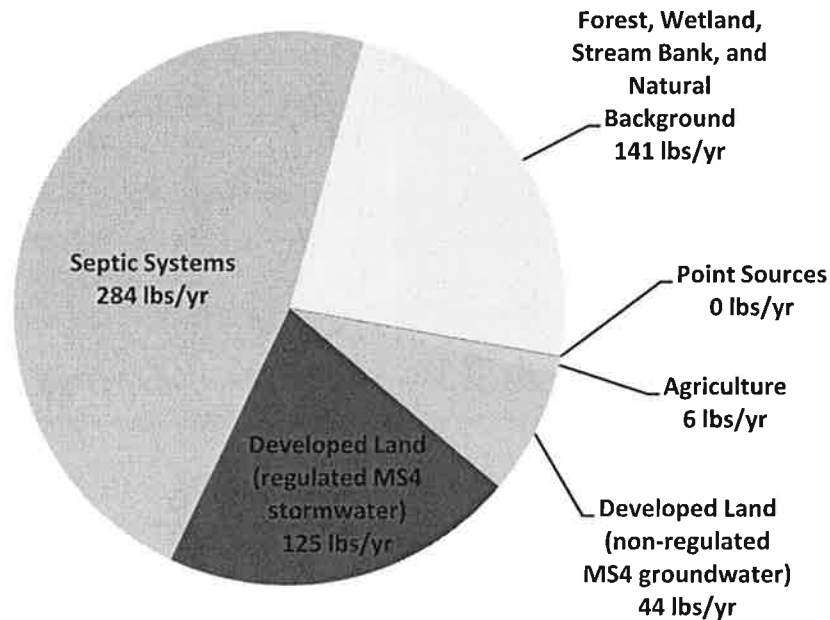
Seasonal variation in nutrient load and response is captured within the models used for this TMDL. In BATHTUB, seasonality is incorporated in terms of seasonal averages for summer. Seasonal variation is also represented in the TMDL by taking 14 years of daily precipitation data when calculating runoff through AVGWLF, as well as by estimating septic system loading inputs based on residency (i.e., seasonal or year-round). This takes into account the seasonal effects the lake will undergo during a given year.

Table 6. Total Annual Phosphorus Load Allocations for Lake Oscawana¹

Source	Total Phosphorus Load (lbs/yr)			% Reduction
	Current	Allocated	Reduction	
Agriculture	6.6	6.0	0.6	9%
Developed Land (non-regulated MS4 groundwater)	48.7	44.0	4.7	10%
Septic Systems	313.1	284.0	29.1	9%
Forest, Wetland, Stream Bank, and Natural Background	141.1	141.1	0.0	0%
LOAD ALLOCATION	509.5	475.1	34.4	7%
Point Sources	0.0	0.0	0.0	0%
Developed Land (regulated MS4 stormwater)	153	125	28	18%
WASTELOAD ALLOCATION	153	125	28	18%
LA + WLA	662.5	600.1	62.4	9%
Margin of Safety	MOS of 10% built into the TMDL endpoint			
TOTAL	662.5	600.1	---	---

1 - Note: The values reported in Table 6 are the annually integrated values. The daily equivalent values are provided in Appendix C of the TMDL support document.

Figure 9. Total Phosphorus Load Allocations for Lake Oscawana (lbs/yr)



7.0 IMPLEMENTATION

NYS DEC, in coordination with local interests, will address the sources of impairment, using provisions in stormwater regulations supplemented by non-regulatory tools in this watershed. Outlined below are management strategies matched with sources of phosphorus, and available resources to effect implementation. Coordination with state agencies, federal agencies, local governments, and stakeholders, the general public, environmental interest groups, and representatives from nonpoint pollution sources will ensure that the proposed management alternatives are technically and financially feasible.

NYS DEC recognizes that TMDL designated load reductions alone may not be sufficient to restore eutrophic lakes. The TMDL establishes the required nutrient reduction targets and provides some regulatory framework to effect those reductions. However, the nutrient load only affects the eutrophication potential of a lake. The implementation plan therefore calls for the collection of additional monitoring data, as discussed in Section 7.2, and consideration of in-lake measures that need to be taken to supplement the nutrient reduction measures required by the TMDL. For example, the shallow portion of the lake supports macrophytes that, at some density levels, are a natural component of a healthy, clear-water lake ecology. However, because of density or location, these macrophytes ultimately interfere with boating. Phosphorus reductions alone may not address this issue and biological controls of macrophytes or other measures may be a long-term maintenance measure needed in certain areas to facilitate boating use.

7.1. Reasonable Assurance for Implementation

Reasonable assurance that this TMDL will be implemented is provided by linking MS4 permit requirements to the wasteload allocation for permitted stormwater discharges (regulated MS4s in Table 6) and by showing how existing nonpoint source control programs could address sources of phosphorus that are not covered by a SPDES permit to achieve the load allocation.

Because stormwater runoff from MS4s is regulated by a SPDES permit, significant reductions can be effected by permit conditions that implement the WLA. Although much of this reduction can be achieved through public education, particularly by promoting reductions in fertilizer use or substitution of phosphorus-free fertilizer, significant retrofits to existing stormwater facilities would be required. Additionally, a management program is needed to reduce the load from malfunctioning septic systems.

7.1.1. *Recommended Phosphorus Management Strategies for Urban Stormwater Runoff*

NYS DEC has expanded its permitting program to include a federally mandated program to control stormwater runoff and protect waterways. According to the federal law, commonly known as Stormwater Phase II, permits are required for stormwater discharges from MS4s in urbanized areas and for construction activities disturbing one or more acres. To implement the law, the NYS DEC has developed two general SPDES permits, one for MS4s in urbanized areas and one for construction activities. Operators of regulated small MS4s seeking authorization to discharge stormwater in compliance with the Federal CWA are required to apply for and secure coverage under the SPDES General Permit for MS4s. Operators of regulated MS4s and construction activities must obtain either a SPDES or a general permit no later than March 10, 2003 or prior to the commencement of construction.

MS4 municipalities are required to develop, implement and enforce a stormwater management program (SWMP). The SWMP must describe the BMPs for each of the minimum control measures:

1. Public education and outreach program to inform the public about the impacts of the stormwater on the receiving water quality.
2. Public involvement and participation.
3. Illicit discharge detection and elimination.
4. Construction site stormwater runoff control program for sites disturbing one or more acres.
5. Post-construction runoff control program for new development and redevelopment sites disturbing one or more acres.
6. Pollution prevention and good housekeeping operation and maintenance program.

Operators must have developed the initial SWMP prior to March 10, 2003 and have provided adequate resources to fully implement the SWMP no later than five years from the issuance date of the MS4 permit. The MS4s that discharge to the Lake Oscawana Watershed are owned and operated by the municipalities located around this waterbody. Accordingly, all municipalities identified in the TMDL have submitted an application to gain coverage under New York’s SPDES General Permit for Municipal Separate Storm Sewer Systems.

Each of the regulated MS4s in this TMDL (see Table 7 below) has developed an initial SWMP and has coverage under the general permit (initially GP-02-02, now GP-0-08-002). An MS4 may modify its SWMP at any time, although any changes to a SWMP shall be reported to the NYSDEC in the MS4's annual report. MS4s are required to make steady progress toward full implementation.

Table 7. Stormwater Permits in the Lake Oscawana Watershed

Permittee	SPDES #	Date Notice of Intent (NOI) Submitted
Town of Putnam Valley	NYR20A345	3/5/2003
Putnam County	NYR20A343	3/5/2003

A SWMP is designed to reduce the discharge of pollutants to the maximum extent practicable (MEP) to protect water quality and to satisfy the appropriate water quality requirements of the Environmental Conservation Law and the CWA. MEP is a technology-based standard established by Congress in the CWA. Since no precise definition of MEP exists, it allows for maximum flexibility on the part of MS4 operators as they develop their programs. Because stormwater is being discharged to a 303(d)-listed segment of a waterbody, the SWMP must ensure there is no resulting increase in the pollutant of concern – phosphorus - to the receiving waters.

In October 2007, the Town of Putnam Valley completed the installation of catch basin inserts to help address phosphorus loading from MS4 areas into Lake Oscawana. A newsletter was sent to the residents of the Town of Putnam Valley in the Oscawana Lake district during the summer of 2006 regarding phosphorus reduction strategies. The newsletter indicated how phosphorus can be moderated by utilizing phosphorus free automatic dishwasher detergent, planting trees and vegetation, properly maintaining septic systems, not fertilizing excessively, having soil tested, and using compost for fertilizer.

Because the WLA in this TMDL requires phosphorus load reductions to meet water quality standards, NYS DEC enforces additional requirements through the MS4 permit. The MS4s must review the applicable TMDL, and because the MS4s are not meeting the TMDL stormwater allocations, they must, within 180 days of written notification from the Department, modify their SWMP to ensure that reduction of the pollutant of concern specified in the TMDL – in this case a phosphorus reduction of 18 percent - is achieved. Modifications must be considered for each of the six minimum measures. The revised management program must include an updated schedule for implementation.

Within three years of having modified its SWMP to ensure that reduction of phosphorus specified in the TMDL is achieved, the MS4s must assess their progress and evaluate their SWMP to determine the MS4's effectiveness in reducing their discharges of phosphorus to TMDL waterbodies. This assessment shall be conducted for the portions of the MS4 storm sewershed that are within the TMDL watershed. The assessment shall be done using department supported modeling of pollutant loading from the storm sewershed.

Currently, only portions of the Town of Putnam Valley and Putnam County are designated as an MS4 Urban Area. In order to implement the load reductions required of this TMDL, and to protect against further degradation of water quality, under Designation Criteria 1, in GP- 0-08-002, the entire Lake Oscawana Watershed would be designated as regulated MS4s upon approval of this TMDL by EPA.

When the MS4 GP- 0-08-002 is renewed in 2010, it will likely extend watershed improvement strategy requirements for phosphorus to permittees in the Lake Oscawana Watershed. Most notably there could be requirements for Post-Construction Stormwater Management, including a requirement to develop and commence implementation of a retrofit program.

NYS DEC will continue to work with these municipalities to identify funding sources and to evaluate locations and designs for stormwater control BMPs throughout the watershed. Under the State's Environmental Protection Fund (EPF), funding is periodically available through an application process to assist communities in implementing the Stormwater Phase II regulations and for non-agricultural nonpoint source abatement and control projects. On August 15, 2006 the Town of Putnam Valley received a 50/50 grant worth \$87,500.00 for the purchase of a vacuum truck and a 50/50 grant worth \$26,440, which helped fund the purchase of GIS software and hardware used for creating GIS drainage maps.

The SPDES General Permit for Stormwater Discharges from Construction Activity, Permit No. GP-0-08-001, became effective May 1, 2008. Because Oscawana Lake is included in Appendix E of the permit, List of 303(d) segments impaired by pollutants related to construction activity (e.g., silt, sediment or nutrients), additional requirements to prepare a Stormwater Pollution Prevention Plan for certain construction activities are in effect.

This TMDL will likely invoke additional requirements for post-construction stormwater management practices designed in conformance with the Enhanced Phosphorus Removal Standards set forth in the SPDES General Permit for Stormwater Discharges from Construction Activity, Permit No. GP-0-08-001, when the permit is renewed in 2010.

7.1.2. *Recommended Phosphorus Management Strategies for Septic Systems*

Septic system management measures will be an important component of the implementation plan. Because septic loads are a significant source of phosphorus, long-term management measures to address septic problems are necessary components. Failing or improperly functioning septic system can be a source of phosphorus, and the extent of the load is significantly determined by geologic and soil constraints, and proximity to the lake or other surface waters. A septic management plan, possibly including alternative treatment measures, will be necessary. The Town of Putnam Valley could adopt an ordinance, which requires proof of proper functioning systems and pump-out every three years as an on-going requirement. Alternative treatment may still be needed due to the environmental and site constraints in the area, so the Town should consider formation of a management districts for areas of concentrated development along the Lake shore or with severe site constraints. Training of on-site professionals and education of homeowners should be promoted through the State's Onsite training Network.

An in-depth investigation of septic issues could be an initial step. Issues to be covered include refining detailed information on the estimates of the number of septic systems which potentially impact the lake, the percentage of failing or improperly functioning systems, the ability of standard systems to function given specific geologic and soil restrictions, the area required for a properly functioning leach field given the environmental constraints, other options and a cost analysis.

7.1.3. *Recommended Phosphorus Management Strategies for Agricultural Runoff*

The TMDL calls for modest phosphorus reductions from the estimated 7 lbs per year generated from pastures associated with small horse farms in the watershed. The Putnam County Soil and Water District should continue to work with these operations to assured good manure and pasture management. If erosion control practices or other capital improvement projects are necessary, cost sharing could be obtained under the New York State Soil and Water Conservation Committee (SWCC) Agricultural Non-point Source Abatement and Control Grants Program. Details of the program can be found at the SWCC website: <http://www.nys-soilandwater.org/aem/index.html>.

7.2. Follow-up Monitoring

A targeted post-assessment monitoring effort will determine the effectiveness of the implementation plan associated with the TMDL. Lake Oscawana will be sampled at its deepest location (approximately 10-12 meters), during the warmer part of the year (May through September) on 8 sampling dates. Grab samples will be collected at 1.5 meter and in the hypolimnion. The samples will be analyzed for the phosphorus series (total phosphorus, total soluble phosphorus, and soluble reactive phosphorus), the nitrogen series (nitrate, ammonia and total nitrogen), and chloride. The epilimnetic samples will be analyzed for chlorophyll *a* and the Secchi disk depth will be measured. A simple macrophyte survey will also be conducted one time during mid-summer.

In recent years, this monitoring and additional analysis has been done through a contractor with the Lake Oscawana Weed Control District. If monitoring is discontinued at this lake, alternative sampling would need to be done at regular intervals. In addition, as noted in Section 4.2.6, NYS DEC acknowledges the need for additional monitoring to determine if phosphorus migrates from the hypolimnion to the epilimnion, and if phosphorus release from sediments plays a significant role in phosphorus loading in Lake Oscawana.

8.0 PUBLIC PARTICIPATION

Notice of availability of the Draft TMDL was made to local government representatives and interested parties. This Draft TMDL was public noticed in the Environmental Notice Bulletin on July 23, 2008. A 30-day public review period was established for soliciting written comments from stakeholders prior to the finalization and submission of the TMDL for EPA approval. Written comments were received and have been addressed.

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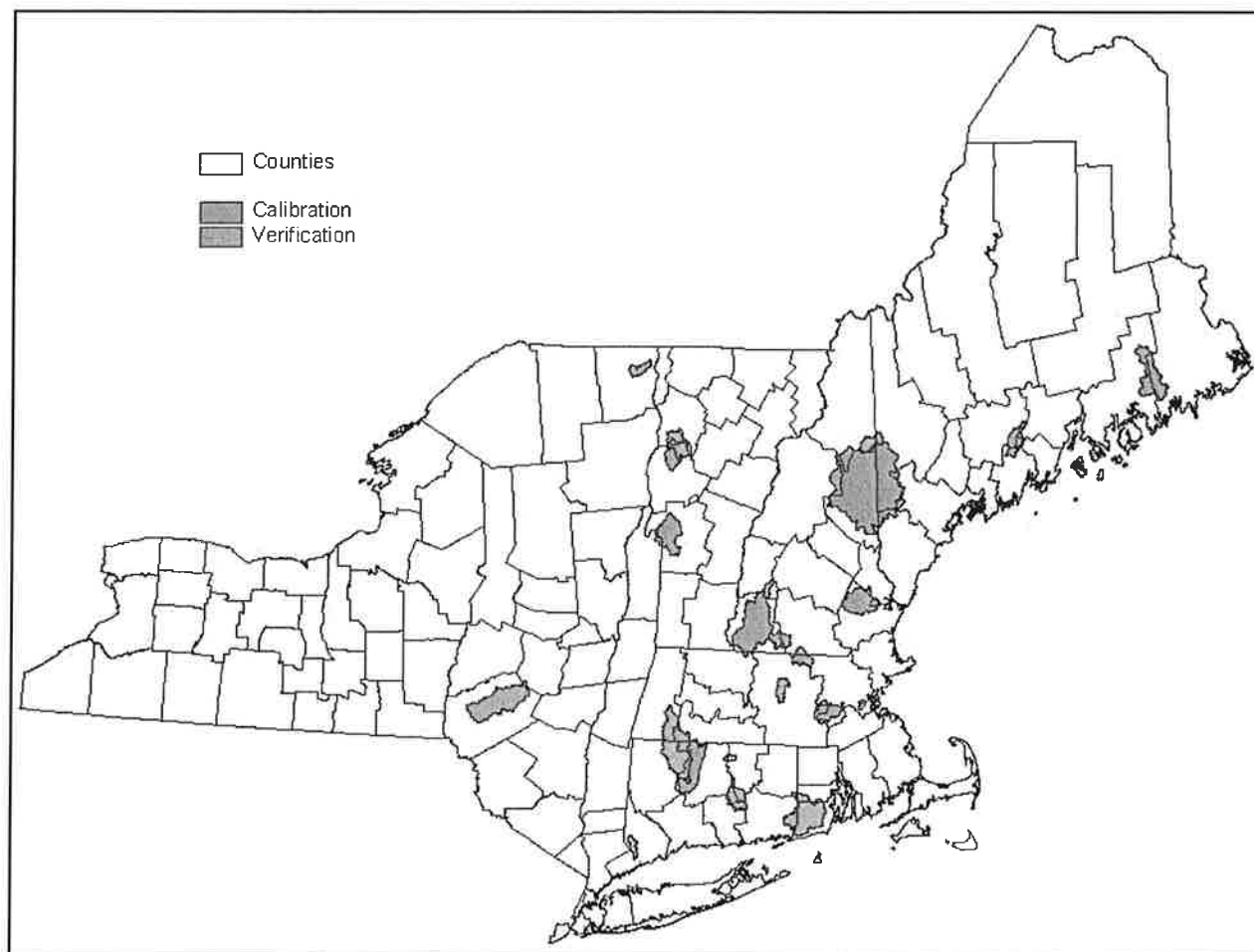
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APPENDIX A. AVGWLF MODELING ANALYSIS

Northeast AVGWLF Model

The AVGWLF model was calibrated and validated for the northeast (Evans et al., 2007). AVGWLF requires that calibration watersheds have long-term flow and water quality data. For the northeast model, watershed simulations were performed for twenty-two (22) watersheds throughout New York and New England for the period 1997-2004 (Figure 10). Flow data were obtained directly from the water resource database maintained by the U.S. Geological Survey (USGS). Water quality data were obtained from the New York and New England State agencies. These data sets included in-stream concentrations of nitrogen, phosphorus, and sediment based on periodic sampling.

Figure 10. Location of Calibration and Verification Watersheds for the Northeast AVGWLF Model



Initial model calibration was performed on half of the 22 watersheds for the period 1997-2004. During this step, adjustments were iteratively made in various model parameters until a “best fit” was achieved between simulated and observed stream flow, and sediment and nutrient loads. Based on the calibration results, revisions were made in various AVGWLF routines to alter the manner in which model input parameters were estimated. To check the reliability of these revised routines, follow-up

verification runs were made on the remaining eleven watersheds for the same time period. Finally, statistical evaluations of the accuracy of flow and load predictions were made.

To derive historical nutrient loads, standard mass balance techniques were used. First, the in-stream nutrient concentration data and corresponding flow rate data were used to develop load (mass) versus flow relationships for each watershed for the period in which historical water quality data were obtained. Using the daily stream flow data obtained from USGS, daily nutrient loads for the 1997-2004 time period were subsequently computed for each watershed using the appropriate load versus flow relationship (i.e., “rating curves”). Loads computed in this fashion were used as the “observed” loads against which model-simulated loads were compared.

During this process, adjustments were made to various model input parameters for the purpose of obtaining a “best fit” between the observed and simulated data. With respect to stream flow, adjustments were made that increased or decreased the amount of the calculated evapotranspiration and/or “lag time” (i.e., groundwater recession rate) for sub-surface flow. With respect to nutrient loads, changes were made to the estimates for sub-surface nitrogen and phosphorus concentrations. In regard to both sediment and nutrients, adjustments were made to the estimate for the “C” factor for cropland in the USLE equation, as well as to the sediment “a” factor used to calculate sediment loss due to stream bank erosion. Finally, revisions were also made to the default retention coefficients used by AVGWLF for estimating sediment and nutrient retention in lakes and wetlands.

Based upon an evaluation of the changes made to the input files for each of the calibration watersheds, revisions were made to routines within AVGWLF to modify the way in which selected model parameters were automatically estimated. The AVGWLF software application was originally developed for use in Pennsylvania, and based on the calibration results, it appeared that certain routines were calculating values for some model parameters that were either too high or too low. Consequently, it was necessary to make modifications to various algorithms in AVGWLF to better reflect conditions in the Northeast. A summary of the algorithm changes made to AVGWLF is provided below.

- **ET:** A revision was made to increase the amount of evapotranspiration calculated automatically by AVGWLF by a factor of 1.54 (in the “Pennsylvania” version of AVGWLF, the adjustment factor used is 1.16). This has the effect of decreasing simulated stream flow.
- **GWR:** The default value for the groundwater recession rate was changed from 0.1 (as used in Pennsylvania) to 0.03. This has the effect of “flattening” the hydrograph within a given area.
- **GWN:** The algorithm used to estimate “groundwater” (sub-surface) nitrogen concentration was changed to calculate a lower value than provided by the “Pennsylvania” version.
- **Sediment “a” Factor:** The current algorithm was changed to reduce estimated stream bank-derived sediment by a factor of 90%. The streambank routine in AVGWLF was originally developed using Pennsylvania data and was consistently producing sediment estimates that were too high based on the in-stream sample data for the calibration sites in the Northeast. While the exact reason for this is not known, it’s likely that the glaciated terrain in the Northeast is less erodible than the highly erodible soils in Pennsylvania. Also, it is likely that the relative abundance of lakes, ponds and wetlands in the Northeast have an effect on flow velocities and sediment transport.
- **Lake/Wetland Retention Coefficients:** The default retention coefficients for sediment, nitrogen and phosphorus are set to 0.90, 0.12 and 0.25, respectively, and changed at the user’s discretion.

To assess the correlation between observed and predicted values, two different statistical measures were utilized: 1) the Pearson product-moment correlation (R^2) coefficient and 2) the Nash-Sutcliffe coefficient. The R^2 value is a measure of the degree of linear association between two variables, and represents the amount of variability that is explained by another variable (in this case, the model-simulated values). Depending on the strength of the linear relationship, the R^2 can vary from 0 to 1, with 1 indicating a perfect fit between observed and predicted values. Like the R^2 measure, the Nash-Sutcliffe coefficient is an indicator of “goodness of fit,” and has been recommended by the American Society of Civil Engineers for use in hydrological studies (ASCE, 1993). With this coefficient, values equal to 1 indicate a perfect fit between observed and predicted data, and values equal to 0 indicate that the model is predicting no better than using the average of the observed data. Therefore, any positive value above 0 suggests that the model has some utility, with higher values indicating better model performance. In practice, this coefficient tends to be lower than R^2 for the same data being evaluated.

Adjustments were made to the various input parameters for the purpose of obtaining a “best fit” between the observed and simulated data. One of the challenges in calibrating a model is to optimize the results across all model outputs (in the case of AVGWLF, stream flows, as well as sediment, nitrogen, and phosphorus loads). As with any watershed model like GWLF, it is possible to focus on a single output measure (e.g., sediment or nitrogen) in order to improve the fit between observed and simulated loads. Isolating on one model output, however, can sometimes lead to less acceptable results for other measures. Consequently, it is sometimes difficult to achieve very high correlations (e.g., R^2 above 0.90) across all model outputs. Given this limitation, it was felt that very good results were obtained for the calibration sites. In model calibration, initial emphasis is usually placed on getting the hydrology correct. Therefore, adjustments to flow-related model parameters are usually finalized prior to making adjustments to parameters specific to sediment and nutrient production. This typically results in better statistical fits between stream flows than the other model outputs.

For the monthly comparisons, mean R^2 values of 0.80, 0.48, 0.74, and 0.60 were obtained for the calibration watersheds for flow, sediment, nitrogen and phosphorus, respectively. When considering the inherent difficulty in achieving optimal results across all measures as discussed above (along with the potential sources of error), these results are quite good. The sediment load predictions were less satisfactory than those for the other outputs, and this is not entirely unexpected given that this constituent is usually more difficult to simulate than nitrogen or phosphorus. An improvement in sediment prediction could have been achieved by isolating on this particular output during the calibration process; but this would have resulted in poorer performance in estimating the nutrient loads for some of the watersheds. Phosphorus predictions were less accurate than those for nitrogen. This is not unusual given that a significant portion of the phosphorus load for a watershed is highly related to sediment transport processes. Nitrogen, on the other hand, is often linearly correlated to flow, which typically results in accurate predictions of nitrogen loads if stream flows are being accurately simulated.

As expected, the monthly Nash-Sutcliffe coefficients were somewhat lower due to the nature of this particular statistic. As described earlier, this statistic is used to iteratively compare simulated values against the mean of the observed values, and values above zero indicate that the model predictions are better than just using the mean of the observed data. In other words, any value above zero would indicate that the model has some utility beyond using the mean of historical data in estimating the flows or loads for any particular time period. As with R^2 values, higher Nash-Sutcliffe values reflect higher degrees of correlation than lower ones.

Improvements in model accuracy for the calibration sites were typically obtained when comparisons were made on a seasonal basis. This was expected since short-term variations in model output can oftentimes be reduced by accumulating the results over longer time periods. In particular, month-to-month discrepancies due to precipitation events that occur at the end of a month are often resolved by aggregating output in this manner (the same is usually true when going from daily output to weekly or monthly output). Similarly, further improvements were noted when comparisons were made on a mean annual basis. What these particular results imply is that AVGWLF, when calibrated, can provide very good estimates of mean annual sediment and nutrient loads.

Following the completion of the northeast AVGWLF model, there were a number of ideas on ways to improve model accuracy. One of the ideas relates to the basic assumption upon which the work undertaken in that project was based. This assumption is that a “regionalized” model can be developed that works equally well (without the need for resource-intensive calibration) across all watersheds within a large region in terms of producing reasonable estimates of sediment and nutrient loads for different time periods. Similar regional model calibrations were previously accomplished in earlier efforts undertaken in Pennsylvania (Evans et al., 2002) and later in southern Ontario (Watts et al., 2005). In both cases this task was fairly daunting given the size of the areas involved. In the northeast effort, this task was even more challenging given the fact that the geographic area covered by the northeast is about three times the size of Pennsylvania, and arguably is more diverse in terms of its physiographic and ecological composition.

As discussed, AVGWLF performed very well when calibrated for numerous watersheds throughout the region. The regionalized version of AVGWLF, however, performed less well for the verification watersheds for which additional adjustments were not made subsequent to the initial model runs. This decline in model performance may be a result of the regionally-adapted model algorithms not being rigorous enough to simulate spatially-varying landscape processes across such a vast geographic region at a consistently high degree of accuracy. It is likely that un-calibrated model performance can be enhanced by adapting the algorithms to reflect processes in smaller geographic regions such as those depicted in the physiographic province map in Figure 11.

Fine-tuning & Re-Calibrating the Northeast AVGWLF for New York State

For the TMDL development work undertaken in New York, the original northeast AVGWLF model was further refined by The Cadmus Group, Inc. and Dr. Barry Evans to reflect the physiographic regions that exist in New York. Using data from some of the original northeast model calibration and verification sites, as well as data for additional calibration sites in New York, three new versions of AVGWLF were created for use in developing TMDLs in New York State. Information on the fourteen (14) sites is summarized in Table 8. Two models were developed based on the following two physiographic regions: Eastern Great Lakes/Hudson Lowlands area and the Northeastern Highlands area. The model was calibrated for each of these regions to better reflect local conditions, as well as ecological and hydrologic processes. In addition to developing the above mentioned physiographic-based model calibrations, a third model calibration was also developed. This model calibration represents a composite of the two physiographic regions and is suitable for use in other areas of upstate New York.

Figure 11. Location of Physiographic Provinces in New York and New England

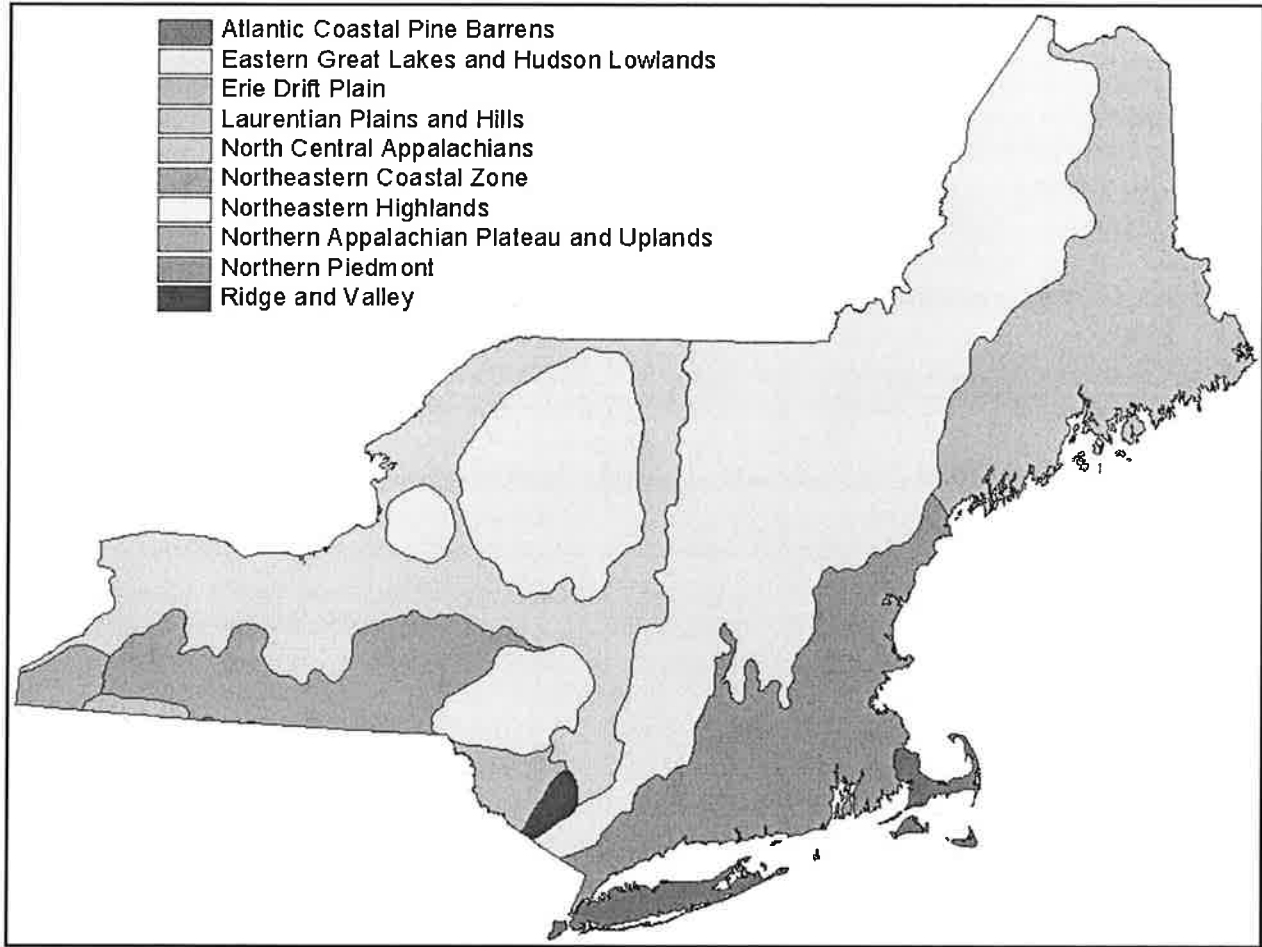


Table 8. AVGWLF Calibration Sites for use in the New York TMDL Assessments

Site	Location	Physiographic Region
Owasco Lake	NY	Eastern Great Lakes/Hudson Lowlands
West Branch	NY	Northeastern Highlands
Little Chazy River	NY	Eastern Great Lakes/Hudson Lowlands
Little Otter Creek	VT	Eastern Great Lakes/Hudson Lowlands
Poultney River	VT/NY	Eastern Great Lakes/Hudson Lowlands & Northeastern Highlands
Farmington River	CT	Northeastern Highlands
Saco River	ME/NH	Northeastern Highlands
Squannacook River	MA	Northeastern Highlands
Ashuelot River	NH	Northeastern Highlands
Laplatte River	VT	Eastern Great Lakes/Hudson Lowlands
Wild River	ME	Northeastern Highlands
Salmon River	CT	Northeastern Coastal Zone
Norwalk River	CT	Northeastern Coastal Zone
Lewis Creek	VT	Eastern Great Lakes/Hudson Lowlands

Set-up of the “New York State” AVGWLF Model

Using data for the time period 1990-2004, the calibrated AVGWLF model was used to estimate mean annual phosphorus loading to the lake. Table 9 provides the sources of data used for the AVGWLF modeling analysis. The various data preparation steps taken prior to running the final calibrated AVGWLF Model for New York are discussed below the table.

Table 9. Information Sources for AVGWLF Model Parameterization

WEATHER.DAT file	
Data	Source or Value
	Historical weather data from West Point, NY and Yorktown, NY National Weather Services Stations
TRANSPORT.DAT file	
Data	Source or Value
Basin size	GIS/derived from basin boundaries
Land use/cover distribution	GIS/derived from land use/cover map
Curve numbers by source area	GIS/derived from land cover and soil maps
USLE (KLSCP) factors by source area	GIS/derived from soil, DEM, & land cover
ET cover coefficients	GIS/derived from land cover
Erosivity coefficients	GIS/ derived from physiographic map
Daylight hrs. by month	Computed automatically for state
Growing season months	Input by user
Initial saturated storage	Default value of 10 cm
Initial unsaturated storage	Default value of 0 cm
Recession coefficient	Default value of 0.1
Seepage coefficient	Default value of 0
Initial snow amount (cm water)	Default value of 0
Sediment delivery ratio	GIS/based on basin size
Soil water (available water capacity)	GIS/derived from soil map
NUTRIENT.DAT file	
Data	Source or Value
Dissolved N in runoff by land cover type	Default values/adjusted using GWLF Manual
Dissolved P in runoff by land cover type	Default values/adjusted using GWLF Manual
N/P concentrations in manure runoff	Default values/adjusted using AEU density
N/P buildup in urban areas	Default values (from GWLF Manual)
N and P point source loads	Derived from SPDES point coverage
Background N/P concentrations in GW	Derived from new background N map
Background P concentrations in soil	Derived from soil P loading map/adjusted using GWLF Manual
Background N concentrations in soil	Based on map in GWLF Manual
Months of manure spreading	Input by user
Population on septic systems	Derived from census tract maps for 2000 and house counts
Per capita septic system loads (N/P)	Default values/adjusted using AEU density

Land Use

The 2001 NLCD land use coverage was obtained, recoded, and formatted specifically for use in AVGWLF. The New York State High Resolution Digital Orthoimagery (for the time period 2000 – 2004) was used to perform updates and corrections to the 2001 NLCD land use coverage to more accurately reflect current conditions. Each basin was reviewed independently for the potential need for land use corrections; however individual raster errors associated with inherent imperfections in the satellite imagery have a far greater impact on overall basin land use percentages when evaluating smaller scale basins. As a result, for large basins, NLCD 2001 is generally considered adequate, while in smaller basins, errors were more closely assessed and corrected. The following were the most common types of corrections applied generally to smaller basins:

- 1) Areas of low intensity development that were coded in the 2001 NLCD as other land use types were the most commonly corrected land use data in this analysis. Discretion was used when applying corrections, as some overlap of land use pixels on the lake boundary are inevitable due to the inherent variability in the aerial position of the sensor creating the image. If significant new development was apparent (i.e., on the orthoimagery), but was not coded as such in the 2001 NLCD, then these areas were re-coded to low intensity development.
- 2) Areas of water that were coded as land (and vice-versa) were also corrected. Discretion was used for reservoirs where water level fluctuation could account for errors between orthoimagery and land use.
- 3) Forested areas that were coded as row crops/pasture areas (and vice-versa) were also corrected. For this correction, 100% error in the pixel must exist (e.g., the supposed forest must be completely pastured to make a change); otherwise, making changes would be too subjective. Conversions between forest types (e.g., conifer to deciduous) are too subjective and therefore not attempted; conversions between row crops and pasture are also too subjective due to the practice of crop rotation. Correction of row crops to hay and pasture based on orthoimagery were therefore not undertaken in this analysis.

Phosphorus retention in wetlands and open waters in the basin can be accounted for in AVGWLF. AVGWLF recommends the following coefficients for wetlands and pond retention in the northeast: nitrogen (0.12), phosphorus (0.25), and sediment (0.90). Wetland retention coefficients for large, naturally occurring wetlands vary greatly in the available literature. Depending on the type, size and quantity of wetland observed, the overall impact of the wetland retention routine on the original watershed loading estimates, and local information regarding the impact of wetlands on watershed loads, wetland retention coefficients defaults were adjusted accordingly. The percentage of the drainage basin area that drains through a wetland area was calculated and used in conjunction with nutrient retention coefficients in AVGWLF. To determine the percent wetland area, the total basin land use area was derived using ArcView. Of this total basin area, the area that drains through emergent and woody wetlands were delineated to yield an estimate of total watershed area draining through wetland areas. If a basin displays large areas of surface water (ponds) aside from the water body being modeled, then this open water area is calculated by subtracting the water body area from the total surface water area.

On-site Wastewater Treatment Systems (“septic tanks”)

GWLF simulates nutrient loads from septic systems as a function of the percentage of the unsewered population served by normally functioning vs. three types of malfunctioning systems: ponded, short-circuited, and direct discharge (Haith et al., 1992).

- **Normal Systems** are septic systems whose construction and operation conforms to recommended procedures, such as those suggested by the EPA design manual for on-site wastewater disposal systems. Effluent from normal systems infiltrates into the soil and enters the shallow saturated zone. Phosphates in the effluent are adsorbed and retained by the soil and hence normal systems provide no phosphorus loads to nearby waters.
- **Short-Circuited Systems** are located close enough to surface water (~15 meters) so that negligible adsorption of phosphorus takes place. The only nutrient removal mechanism is plant uptake. Therefore, these systems are always contributing to nearby waters.
- **Ponded Systems** exhibit hydraulic malfunctioning of the tank’s absorption field and resulting surfacing of the effluent. Unless the surfaced effluent freezes, ponding systems deliver their nutrient loads to surface waters in the same month that they are generated through overland flow. If the temperature is below freezing, the surfacing is assumed to freeze in a thin layer at the ground surface. The accumulated frozen effluent melts when the snowpack disappears and the temperature is above freezing.
- **Direct Discharge Systems** illegally discharge septic tank effluent directly into surface waters.

GWLF requires an estimation of population served by septic systems to generate septic system phosphorus loadings. In reviewing the orthoimagery for the lake, it became apparent that septic system estimates from the 1990 census were not reflective of actual population in close proximity to the shore. Shoreline dwellings immediately surrounding the lake account for a substantial portion of the nutrient loading to the lake. Therefore, the estimated number of septic systems in the drainage basin was refined using a combination of 1990 and 2000 census data and GIS analysis of orthoimagery to account for the proximity of septic systems immediately surrounding the lake. If available, local information about the number of houses within 250 feet of the lakes was obtained and applied. Great attention was given to estimating septic systems within 250 feet of the lake (those most likely to have an impact on the lake). To convert the estimated number of septic systems to population served, an average household size of 2.61 people per dwelling was used based on the circa 2000 USCB census estimate for number of persons per household in New York State.

GWLF also requires an estimate of the number of normal and malfunctioning septic systems. This information was not readily available for the lake. Therefore, several assumptions were made to categorize the systems according to their performance. These assumptions are based on data from local and national studies (Day, 2001; USEPA, 2002) in combination with best professional judgment. To account for seasonal variations in population, data from the 2000 census were used to estimate the percentage of seasonal homes for the town(s) surrounding the lake. The failure rate for septic systems closer to the lake (i.e., within 250 feet) were adjusted to account for increased loads due to greater occupancy during the summer months. If available, local information about seasonal occupancy was obtained and applied. For the purposes of this analysis, seasonal homes are considered those occupied only during the month of June, July, and August.

Groundwater Phosphorus

Phosphorus concentrations in groundwater discharge are derived by AVGWLF. Watersheds with a high percentage of forested land will have low groundwater phosphorus concentrations while watersheds with a high percentage of agricultural land will have high concentrations. The GWLF manual provides estimated groundwater phosphorus concentrations according to land use for the eastern United States. Completely forested watersheds have values of 0.006 mg/L. Primarily agricultural watersheds have values of 0.104 mg/L. Intermediate values are also reported. The AVGWLF-generated groundwater phosphorus concentration was evaluated to ensure groundwater phosphorus values reasonably reflect the actual land use composition of the drainage basin and modifications were made if deemed unnecessary.

Point Sources

If permitted point sources exist in the drainage basin, their location was identified and verified by NYS DEC and an estimated monthly total phosphorus load and flow was determined using either actual reported data (e.g., from discharge monitoring reports) or estimated based on expected discharge/flow for the facility type.

Concentrated Animal Feeding Operations (CAFOs)

A state-wide Concentrated Animal Feeding Operation (CAFO) shapefile was provided by NYS DEC. CAFOs are categorized as either large or medium. The CAFO point can represent either the centroid of the farm or the entrance of the farm, therefore the CAFO point is more of a general gauge as to where further information should be obtained regarding permitted information for the CAFO. If a CAFO point is located in or around a basin, orthos and permit data were evaluated to determine the part of the farm with the highest potential contribution of nutrient load. In ArcView, the CAFO shapefile was positioned over the basin and clipped with a 2.5 mile buffer to preserve those CAFOS that may have associated cropland in the basin. If a CAFO point is found to be located within the boundaries of the drainage basin, every effort was made to obtain permit information regarding nutrient management or other best management practices (BMPs) that may be in place within the property boundary of a given CAFO. These data can be used to update the nutrient file in AVGWLF and ultimately account for agricultural BMPs that may currently be in place in the drainage basin.

Municipal Separate Storm Sewer Systems (MS4s)

Stormwater runoff within Phase II permitted Municipal Separate Storm Sewer Systems (MS4s) is considered a point source of pollutants. Stormwater runoff outside of the MS4 is non-permitted stormwater runoff and, therefore, considered nonpoint sources of pollutants. Permitted stormwater runoff is accounted for in the wasteload allocation of a TMDL, while non-permitted runoff is accounted for in the load allocation of a TMDL.

Simulated Hydrology Transport Summary

GWLF Transport Summary for **Oscawana_revision**
Period of analysis **14 years, from Apr 1990 to Mar 2004**

Units in Centimeters								
Month	Prec	ET	Extraction	Runoff	Subsurface Flow	Point Src Flow	Tile Drain	Stream Flow
APR	9.50	5.47	0.00	0.42	6.27	0.00	0.00	6.69
MAY	10.19	7.01	0.00	0.26	4.05	0.00	0.00	4.31
JUN	12.09	8.33	0.00	0.62	3.64	0.00	0.00	4.26
JUL	10.43	8.42	0.00	0.41	2.28	0.00	0.00	2.68
AUG	11.74	8.28	0.00	0.74	2.32	0.00	0.00	3.06
SEP	13.43	6.80	0.00	1.78	2.90	0.00	0.00	4.68
OCT	10.53	5.02	0.00	1.13	4.61	0.00	0.00	5.73
NOV	11.34	2.96	0.00	1.07	5.41	0.00	0.00	6.48
DEC	10.74	1.37	0.00	1.45	7.09	0.00	0.00	8.55
JAN	9.97	0.41	0.00	1.91	5.66	0.00	0.00	7.56
FEB	6.22	0.73	0.00	1.31	5.54	0.00	0.00	6.86
MAR	10.84	2.69	0.00	1.38	7.74	0.00	0.00	9.11
Total	127.0	57.50	0.00	12.48	57.50	0.00	0.00	69.98

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Simulated Nutrient Transport Summary

GWLF Transport Summary for

Oscawana_revision

Period of analysis

14 years, from Apr 1990 to Mar 2004

Month	Kg X 1000		Nutrient Loads (Kg)			
	Erosion	Sediment	Dis N	Total N	Dis P	Total P
APR	94.6	5.1	425.6	469.6	17.4	23.7
MAY	99.5	3.3	280.4	308.7	13.8	17.8
JUN	156.4	9.9	261.5	370.6	14.7	29.9
JUL	125.7	4.5	172.7	236.2	13.6	22.5
AUG	142.7	12.3	180.3	292.3	13.9	29.5
SEP	120.0	24.6	231.3	405.1	13.4	37.5
OCT	63.3	12.1	331.9	408.2	16.7	27.4
NOV	66.2	14.8	380.7	466.1	17.1	29.0
DEC	36.9	24.6	494.7	598.3	19.3	33.7
JAN	8.6	22.9	411.9	487.5	18.1	28.6
FEB	6.5	15.7	392.5	440.2	16.6	23.2
MAR	37.0	22.1	534.0	620.8	19.7	31.8
Total	957.3	171.8	4097.5	5103.5	194.2	334.6

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APPENDIX B. BATHHTUB MODELING ANALYSIS

Model Overview

BATHHTUB is a steady-state (Windows-based) water quality model developed by the U. S. Army Corps of Engineers (USACOE) Waterways Experimental Station. BATHHTUB performs steady-state water and nutrient balance calculations for spatially segmented hydraulic networks in order to simulate eutrophication-related water quality conditions in lakes and reservoirs. BATHHTUB's nutrient balance procedure assumes that the net accumulation of nutrients in a lake is the difference between nutrient loadings into the lake (from various sources) and the nutrients carried out through outflow and the losses of nutrients through whatever decay process occurs inside the lake. The net accumulation (of phosphorus) in the lake is calculated using the following equation:

$$\text{Net accumulation} = \text{Inflow} - \text{Outflow} - \text{Decay}$$

The pollutant dynamics in the lake are assumed to be at a steady state, therefore, the net accumulation of phosphorus in the lake equals zero. BATHHTUB accounts for advective and diffusive transport, as well as nutrient sedimentation. BATHHTUB predicts eutrophication-related water quality conditions (total phosphorus, total nitrogen, chlorophyll-a, transparency, and hypolimnetic oxygen depletion) using empirical relationships derived from assessments of reservoir data. Applications of BATHHTUB are limited to steady-state evaluations of relations between nutrient loading, transparency and hydrology, and eutrophication responses. Short-term responses and effects related to structural modifications or responses to variables other than nutrients cannot be explicitly evaluated.

Input data requirements for BATHHTUB include: physical characteristics of the watershed lake morphology (e.g., surface area, mean depth, length, mixed layer depth), flow and nutrient loading from various pollutant sources, precipitation (from nearby weather station) and phosphorus concentrations in precipitation (measured or estimated), and measured lake water quality data (e.g., total phosphorus concentrations).

The empirical models implemented in BATHHTUB are mathematical generalizations about lake behavior. When applied to data from a particular lake, actual observed lake water quality data may differ from BATHHTUB predictions by a factor of two or more. Such differences reflect data limitations (measurement or estimation errors in the average inflow and outflow concentrations) or the unique features of a particular lake (no two lakes are the same). BATHHTUB's "calibration factor" provides model users with a method to calibrate the magnitude of predicted lake response. The model calibrated to current conditions (against measured data from the lakes) can be applied to predict changes in lake conditions likely to result from specific management scenarios, under the condition that the calibration factor remains constant for all prediction scenarios.

Model Set-up

Using descriptive information about Lake Oscawana and its surrounding drainage area, as well as output from AVGWLF, a BATHHTUB model was set up for Lake Oscawana. Mean annual phosphorus loading to the lake was simulated using AVGWLF for the period 1990-2004. After initial model development, NYS DEC sampling data were used to assess the model's predictive capabilities and, if necessary, "fine tune" various input parameters and sub-model selections within

BATHHTUB during a calibration process. Once calibrated, BATHHTUB was used to derive the total phosphorus load reduction needed in order to achieve the TMDL target.

Sources of input data for BATHHTUB include:

- Physical characteristics of the watershed and lake morphology (e.g., surface area, mean depth, length, mixed layer depth) - Obtained from CSLAP and bathymetric maps provided by NYS DEC or other sources, or created by the Cadmus Group, Inc.
- Flow and nutrient loading from various pollutant sources - Obtained from AVGWLF output.
- Precipitation – Obtained from nearby National Weather Services Stations.
- Phosphorus concentrations in precipitation (measured or estimated), and measured lake water quality data (e.g., total phosphorus concentrations) – Obtained from NYS DEC, USGS, and NAR.

Tables 10 – 13 summarize the primary model inputs for Lake Oscawana, including the coefficient of variation (CV), which reflects uncertainty in the input value. Default model choices are utilized unless otherwise noted. Spatial variations (i.e., longitudinal dispersion) in phosphorus concentrations are not a factor in the development of the TMDL for Lake Oscawana. Therefore, division of the lake into multiple segments was not necessary for this modeling effort. Modeling the entire lake with one segment provides predictions of area-weighted mean concentrations, which are adequate to support management decisions. Water inflow and nutrient loads from the lake's drainage basin were treated as though they originated from one "tributary" (i.e., source) in BATHHTUB and derived from AVGWLF.

BATHHTUB is a steady state model, whose predictions represent concentrations averaged over a period of time. A key decision in the application of BATHHTUB is the selection of the length of time over which water and mass balance calculations are modeled (the "averaging period"). The length of the appropriate averaging period for BATHHTUB application depends upon what is called the nutrient residence time, which is the average length of time that phosphorus spends in the water column before settling or flushing out of the lake. Guidance for BATHHTUB recommends that the averaging period used for the analysis be at least twice as large as nutrient residence time for the lake. The appropriate averaging period for water and mass balance calculations would be 1 year for lakes with relatively long nutrient residence times or seasonal (6 months) for lakes with relatively short nutrient residence times (e.g., on the order of 1 to 3 months). The turnover ratio can be used as a guide for selecting the appropriate averaging period. A seasonal averaging period (April/May through September) is usually appropriate if it results in a turnover ratio exceeding 2.0. An annual averaging period may be used otherwise. Other considerations (such as comparisons of observed and predicted nutrient levels) can also be used as a basis for selecting an appropriate averaging period, particularly if the turnover ratio is near 2.0.

Precipitation inputs were taken from the observed long term mean daily total precipitation values from the West Point, NY and Yorktown, NY National Weather Services Stations for the 1990-2004 period. Evapotranspiration was derived from AVGWLF using daily weather data (1990-2004) and a cover factor dependent upon land use/cover type. The values selected for precipitation and change in lake storage have very little influence on model predictions. Atmospheric phosphorus loads were specified using data collected by NYS DEC from the Cedar Lane Atmospheric Deposition Station

located in Lake George Village, Warren County, NY. Atmospheric deposition is not a major source of phosphorus loading to Lake Oscawana and has little impact on simulations.

Lake surface area, mean depth, and length were derived using GIS analysis of bathymetric data. Depth of the mixed layer was estimated using a multivariate regression equation developed by Walker (1996). Existing water quality conditions in Lake Oscawana were represented using an average of the observed summer mean phosphorus concentrations for years 1991-2003 (excluding 1996-2001). These data were collected through NYS DEC's CSLAP and by NAR. The concentration of phosphorus loading to the lake was calculated using the average annual flow and phosphorus loads simulated by AVGWLF. To obtain flow in units of volume per time, the depth of flow was multiplied by the drainage area and divided by one year. To obtain phosphorus concentrations, the nutrient mass was divided by the volume of flow.

Internal loading rates reflect nutrient recycling from bottom sediments. Internal loading rates are normally set to zero in BATHTUB since the pre-calibrated nutrient retention models already account for nutrient recycling that would normally occur (Walker, 1999). Walker warns that nonzero values should be specified with caution and only if independent estimates or measurements are available. In some studies, internal loading rates have been estimated from measured phosphorus accumulation in the hypolimnion during the stratified period. Results from this procedure should not be used for estimation of internal loading in BATHTUB unless there is evidence the accumulated phosphorus is transported to the mixed layer during the growing season. Specification of a fixed internal loading rate may be unrealistic for evaluating response to changes in external load. Because they reflect recycling of phosphorus that originally entered the reservoir from the watershed, internal loading rates would be expected to vary with external load. In situations where monitoring data indicate relatively high internal recycling rates to the mixed layer during the growing season, a preferred approach would generally be to calibrate the phosphorus sedimentation rate (i.e., specify calibration factors < 1). However, there still remains some risk that apparent internal loads actually reflect under-estimation of external loads.

Table 10. BATHTUB Model Input Variables: Model Selections

Water Quality Indicator	Option	Description
Total Phosphorus	01	2 nd Order Available Phosphorus*
Phosphorus Calibration	01	Decay Rate*
Error Analysis	01	Model and Data*
Availability Factors	00	Ignore*
Mass Balance Tables	01	Use Estimated Concentrations*

* Default model choice

Table 11. BATHTUB Model Input: Global Variables

Model Input	Mean	CV
Averaging Period (years)	1	NA
Precipitation (meters)	1.27	0.2*
Evaporation (meters)	0.57	0.3*
Atmospheric Load (mg/m ² -yr)- Total P	4.83	0.5*
Atmospheric Load (mg/m ² -yr)- Ortho P	2.91	0.5*

* Default model choice

Table 12. BATHTUB Model Input: Lake Variables

Morphometry	Mean	CV
Surface Area (km ²)	1.47	NA
Mean Depth (m)	5.46	NA
Length (km)	3.05	NA
Estimated Mixed Depth (m)	4.9	0.12
Observed Water Quality	Mean	CV
Total Phosphorus (ppb)	15.12	0.5

Table 13. BATHTUB Model Input: Watershed “Tributary” Loading

Monitored Inputs	Mean	CV
Total Watershed Area (km ²)	10.32	NA
Flow Rate (hm ³ /yr)	7.22	0.1
Total P (ppb)	41.62	0.2
Organic P (ppb)	28.27	0.2

Model Calibration

BATHTUB model calibration consists of:

1. Applying the model with all inputs specified as above
2. Comparing model results to observed phosphorus data
3. Adjusting model coefficients to provide the best comparison between model predictions and observed phosphorus data (only if absolutely required and with extreme caution).

Several t-statistics calculated by BATHTUB provide statistical comparison of observed and predicted concentrations and can be used to guide calibration of BATHTUB. Two statistics supplied by the model, T2 and T3, aid in testing model applicability. T2 is based on error typical of model development data set. T3 is based on observed and predicted error, taking into consideration model inputs and inherent model error. These statistics indicate whether the means differ significantly at the 95% confidence level. If their absolute values exceed 2, the model may not be appropriately calibrated. The T1 statistic can be used to determine whether additional calibration is desirable. The t-statistics for the BATHUB simulations for Lake Oscawana are as follows:

Year	Observed	Simulated	T1	T2	T3
1991	24	20	0.42	0.78	0.39
1992	15	18	-0.45	-0.84	-0.42
1993	18	18	0.00	-0.01	0.00
1994	13	20	-0.92	-1.71	-0.85
1995	16	17	-0.10	-0.18	-0.09
2002	9	17	-1.24	-2.31	-1.15
2003	11	19	-1.00	-1.85	-0.93
Average	15	19	-0.48	-0.89	-0.44

In cases where predicted and observed values differ significantly, calibration coefficients can be adjusted to account for the site-specific application of the model. Calibration to account for model error is often appropriate. However, Walker (1996) recommends a conservative approach to calibration since differences can result from factors such as measurement error and random data input errors. Error statistics calculated by BATHTUB indicate that the match between simulated and observed mean annual water quality conditions in Lake Oscawana is quite good. Therefore, BATHTUB is sufficiently calibrated for use in estimating load reductions required to achieve the phosphorus TMDL target in the lake.

APPENDIX C. TOTAL EQUIVALENT DAILY PHOSPHORUS LOAD ALLOCATIONS

Source	Total Phosphorus Load (lbs/day)			% Reduction
	Current	Allocated	Reduction	
Agriculture	0.018	0.0164	0.0016	9%
Developed Land (non-regulated MS4 stormwater)	0.1332	0.1205	0.0127	10%
Septic Systems	0.8571	0.7775	0.0796	9%
Forest, Wetland, Stream Bank, and Natural Background	0.3863	0.3863	0.0	0%
LOAD ALLOCATION	1.3946	1.3007	0.0939	7%
Point Sources	0.0	0.0	0.0	0%
Developed Land (regulated MS4 stormwater)	0.419	0.342	0.077	18%
WASTELOAD ALLOCATION	0.419	0.342	0.077	18%
LA + WLA	1.814	1.643	0.171	9%
Margin of Safety	MOS of 10% built into the TMDL			
TOTAL	1.814	1.643	---	---