

MARAIS DES CYGNES BASIN TOTAL MAXIMUM DAILY LOAD

Waterbody: Marais des Cygnes River Water Quality Impairment: Fecal Coliform Bacteria

1. INTRODUCTION AND PROBLEM IDENTIFICATION

Subbasin: Upper Marais des Cygnes **County:** Franklin and Miami

HUC 8: 10290101

HUC 11 (HUC 14s): **040** (060 and 070)
 070 (050, 060 and 070)

Drainage Area: 230.35 square miles

Main Stem Segments: WQLS: 3, 7, 9, 10 and 12; starting at confluence with Plum Creek near Osawatomie and traveling upstream to confluence with Eight Mile Creek west of Ottawa (**Figure 1**).

Tributary Segment: WQLS: Rock Creek (97)

Designated Uses: Special Aquatic Life Support, Primary Contact Recreation; Domestic Water Supply; Food Procurement; Ground Water Recharge; Industrial Water Supply Use; Irrigation Use; Livestock Watering Use for Main Stem Segments.

Expected Aquatic Life Support, Secondary Contact Recreation and Food Procurement on Rock Creek.

1998 303(d) Listing: Table 1 - Predominant Non-point Source and Point Source Impacts

Impaired Use: Contact Recreation

Water Quality Standard: Fecal Coliform Bacteria: 900 colonies per 100 mL for Primary Contact Recreation (disapproved); “These criteria shall be in effect from April 1 through October 31 of each year. The concentration of fecal coliform bacteria in surface waters designated for primary contact recreation shall not exceed 2,000 organisms per 100 milliliters beyond the mixing zone, from November 1 through March 31 of each year.” K.A.R 28-16-28e(c)(7)(B)
2000 colonies per 100 ml for Secondary (KAR 28-16-28e(c)(7)(C))

Classified streams may be excluded from applying these criteria when streamflow exceeds flow that is surpassed 10% of the time ((KAR 28-16-28c(c)(2))

Upper Marais des Cygnes Watershed Fecal Coliform Bacteria TMDL HUC and Stream Segments

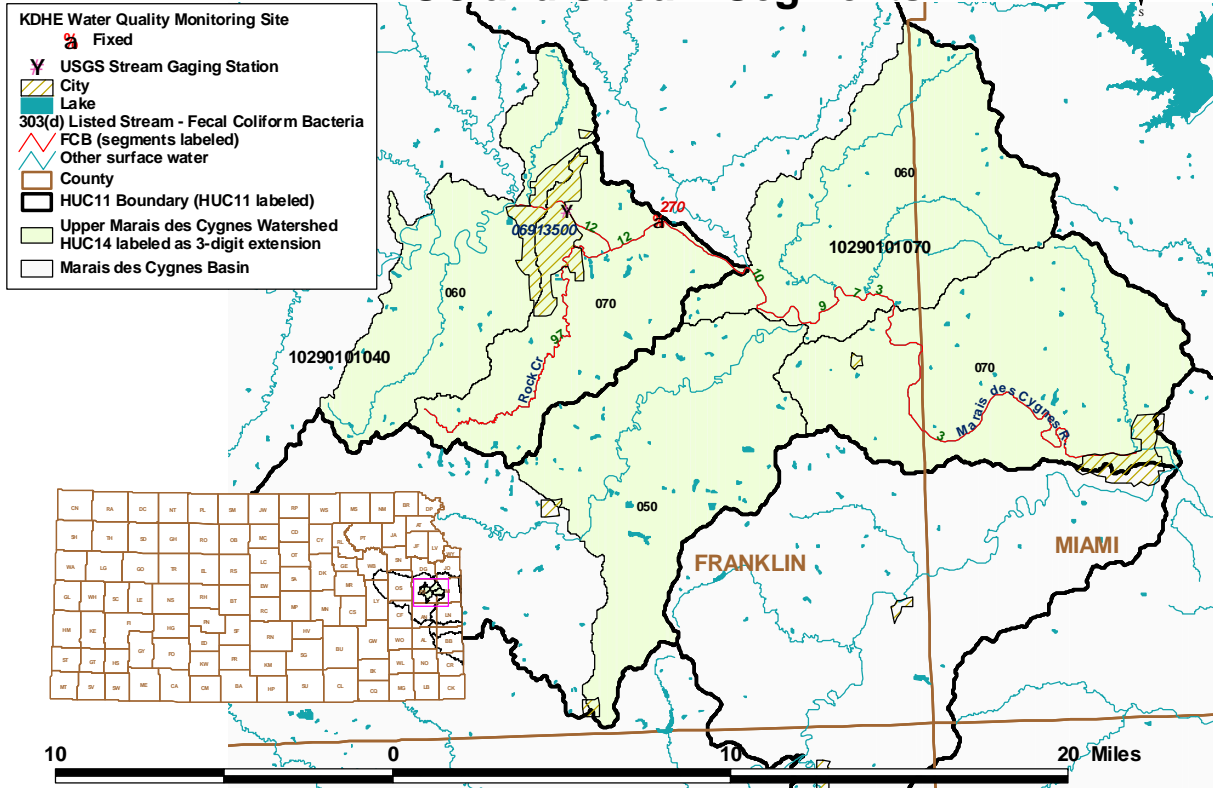


Figure 1

2. CURRENT WATER QUALITY CONDITION AND DESIRED ENDPOINT

Level of Support for Designated Use under 1998 303(d): Not Supporting Contact Recreation

Monitoring Sites: Station 270 near Ottawa

Period of Record Used: 1986-1999 for Station 270 (**Figure 2**)

Flow Record: Marais des Cygnes River near Ottawa (USGS Station 06913500); 1971 to 1999.

Long Term Flow Conditions: 10% Exceedence Flows = 2,800 cfs, 7Q10 = 23 cfs

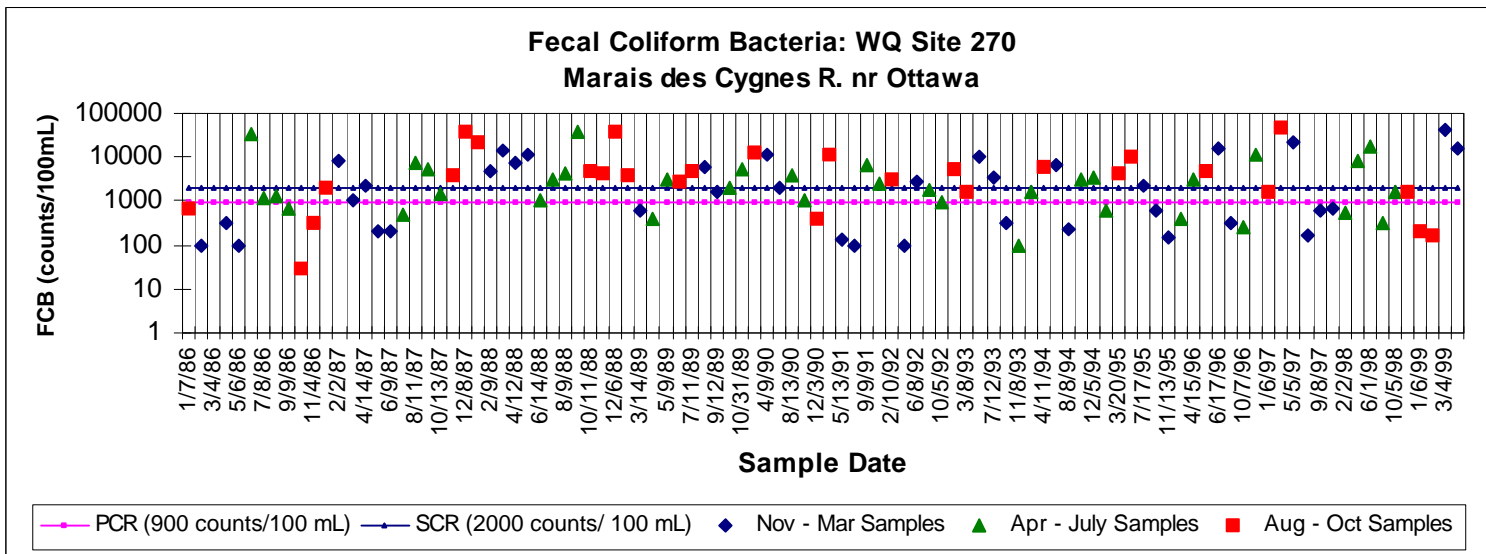


Figure 2

Current Conditions: Since loading capacity varies as a function of the flow present in the stream, this TMDL represents a continuum of desired loads over all flow conditions, rather than fixed at a single value. Flow duration data were determined from the Marais des Cygnes near Ottawa Gage Station for each of the three defined seasons: Spring (April-July), Summer-Fall (August-October) and Winter (November-March). High flows and runoff equate to lower flow durations; baseflow and point source influences generally occur in the 75-99% range. Load curves were established for Primary and Secondary Contact Recreation criterion by multiplying the flow values along the curve by the applicable water quality criterion and converting the units to derive a load duration curve of colonies of bacteria per day. These load curves represent the TMDL since any point along the curve represents water quality for the standard at that flow. Historic excursions from the water quality standard are seen as plotted points above the load curves. Water quality standards are met for those points plotting below the applicable load duration curves (**Figure 5**).

Excursions were seen in each of the three defined seasons and are outline in Table 1. Forty seven percent of Spring samples and 63% of Summer-Fall samples were over the secondary contact criterion. Forty five percent of Winter samples were over the secondary criterion. Overall, 51% of the samples were over the criteria. This would represent a baseline condition of non-support of the impaired designated use.

Table 1
NUMBER OF SAMPLES OVER BACTERIA STANDARD OF 2000 BY FLOW AND SEASON

Station	Season	0 to 10%	10 to 25%	25 to 50%	50 to 75%	75 to 90%	90 to 100%	Cum Freq.
Marais des Cygnes River near Ottawa (270)	Spring	4	2	4	3	3	2	18/38 = 47%
	Summer	2	0	1	4	5	7	19/30 = 63%
	Winter	1	3	1	5	4	4	18/40 = 45%

Desired Endpoints of Water Quality (Implied Load Capacity) at Site 270 over 2005 - 2009:

The ultimate endpoint for this TMDL will be to achieve Kansas Water Quality Standards fully supporting Primary Contact Recreation and Secondary Contact Recreation. This TMDL will, however, be phased. Kansas adopted a Primary Contact Recreation standard of 900 colonies per 100 ml but EPA subsequently disapproved that standard. This standard was used to establish a load duration curve shown in the TMDL figure (**Figure 5**). It is recognized, however, that this Primary Contact Recreation standard will be revised in the future in accordance with national guidance. A revised Primary Contact Recreation TMDL curve will be established in Phase Two of this TMDL to reflect changes in this standard. For Phase One the endpoint will be to achieve the Secondary Contact Recreation value of 2,000 colonies per 100 ml and this Phase One load curve is also shown in the TMDL figure. The Kansas Standards allow for excursions above these criteria when the stream flow exceeds flow that is surpassed 10% of the time, for this instance, 2,800 cfs. Monitoring data plotting below the TMDL curve will indicate attainment of the water quality standards.

This endpoint will be reached as a result of expected, though unspecified, reductions in loading from the various sources in the watershed resulting from implementation of corrective actions and Best Management Practices, as directed by this TMDL. Achievement of the endpoint indicates loads are within the loading capacity of the stream, water quality standards are attained and full support of the designated uses of the stream has been restored.

3. SOURCE INVENTORY AND ASSESSMENT

NPDES: There are two NPDES permitted wastewater dischargers within the watershed (**Figure 3**). These systems are outlined in Table 2. The city of Rantoul, although located within the watershed, discharges a substantial distance downstream of water quality monitoring site 270 and therefore, cannot contribute to the impairment listed at the monitoring site.

Table 2

DISCHARGING FACILITY	STREAM REACH	SEGMENT	DESIGN FLOW	TYPE
Ottawa MWTP	Marais des Cygnes R.	12	1.5 mgd	Mech.
Rantoul MWTF	Marais des Cygnes R.	3	0.018 mgd	Lagoon

Population projections for Ottawa to the year 2020 indicates substantial growth (50% increase). Projections of future water use and resulting wastewater appear to be within the design flow for the current system's treatment capacity. The excursions from the water quality standards appear to occur under a variety of flow conditions but particularly under the flow extremes, both high and low flow conditions. Of significance to point sources are the excursions under low flow in all seasons, especially during winter, indicating that point sources may have an impact under lower flows in the watershed.

Livestock Waste Management Systems: Twenty seven operations are registered, certified or permitted within the watershed. These facilities are either swine, dairy or beef. One third of these facilities are located upstream of site 270 (**Figure 3**). Potential animal units for all facilities in the watershed total 4,482. The actual number of animal units on site is variable, but typically less than potential numbers.

Upper Marais des Cygnes Watershed NPDES Sites and Livestock Waste Management Facilities

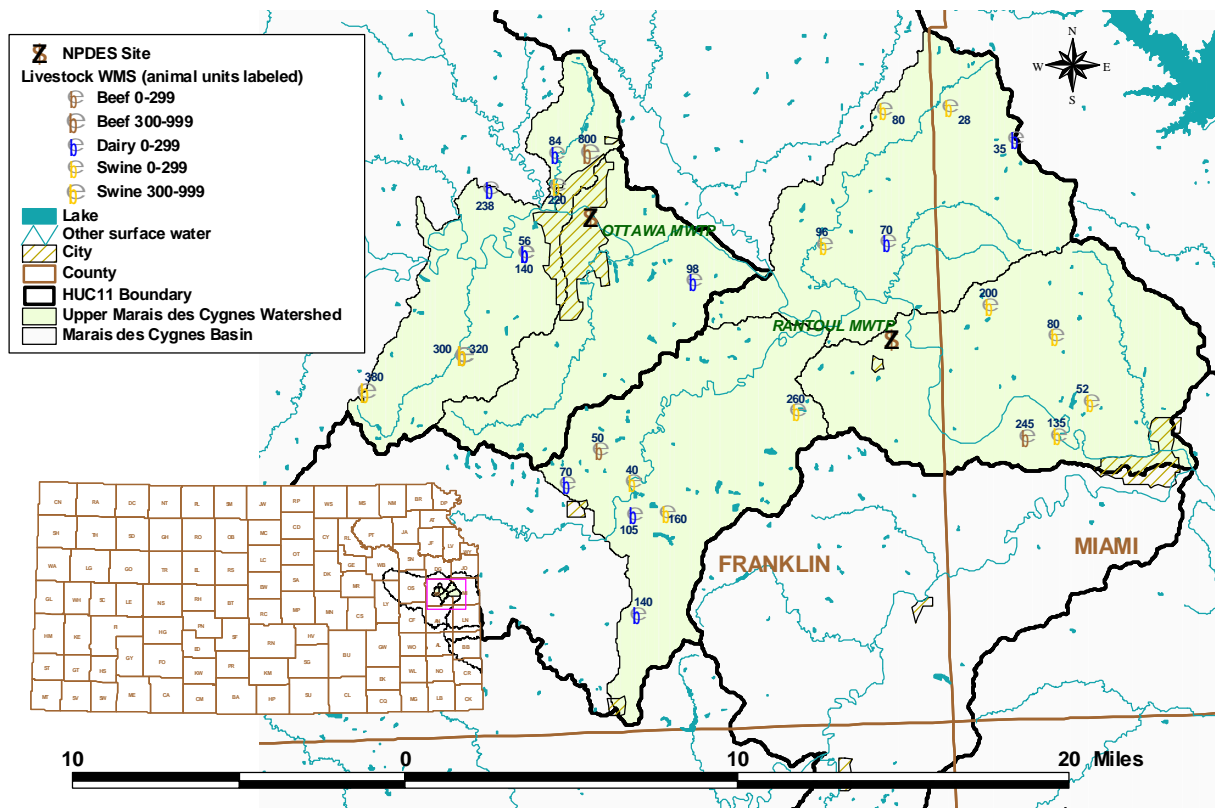


Figure 3

Land Use: Most of the watershed is grassland (47% of the area), cropland (38%), woodland (10%) and urban use (2.5%). The area of the watershed that contributes to monitoring site 270 has a much higher land use percentage of urban use and cropland when compared to the entire watershed. Based on 1998 water use reports, less than 1% of the cropland in the watershed is

irrigated. The upper third of the watershed’s grazing density estimate is average (33-36 animal units/mi²) when compared to densities for the Marais des Cygnes and Missouri Basins while the lower two thirds is high (47-50 animal units/mi²) (**Figure 4**).

On-Site Waste Systems: The upper third of the watershed’s population density is high (113-216 persons/mi²) when compared to the averages across the Marais des Cygnes and Missouri Basins while the lower two thirds is low to average (16-59 persons/mi²)(**Figure 4**). The rural population projections for Franklin and Miami Counties through 2020 show substantial growth (37-95% increase, respectively).

Upper Marais des Cygnes Watershed Land Use, Population and Grazing Density

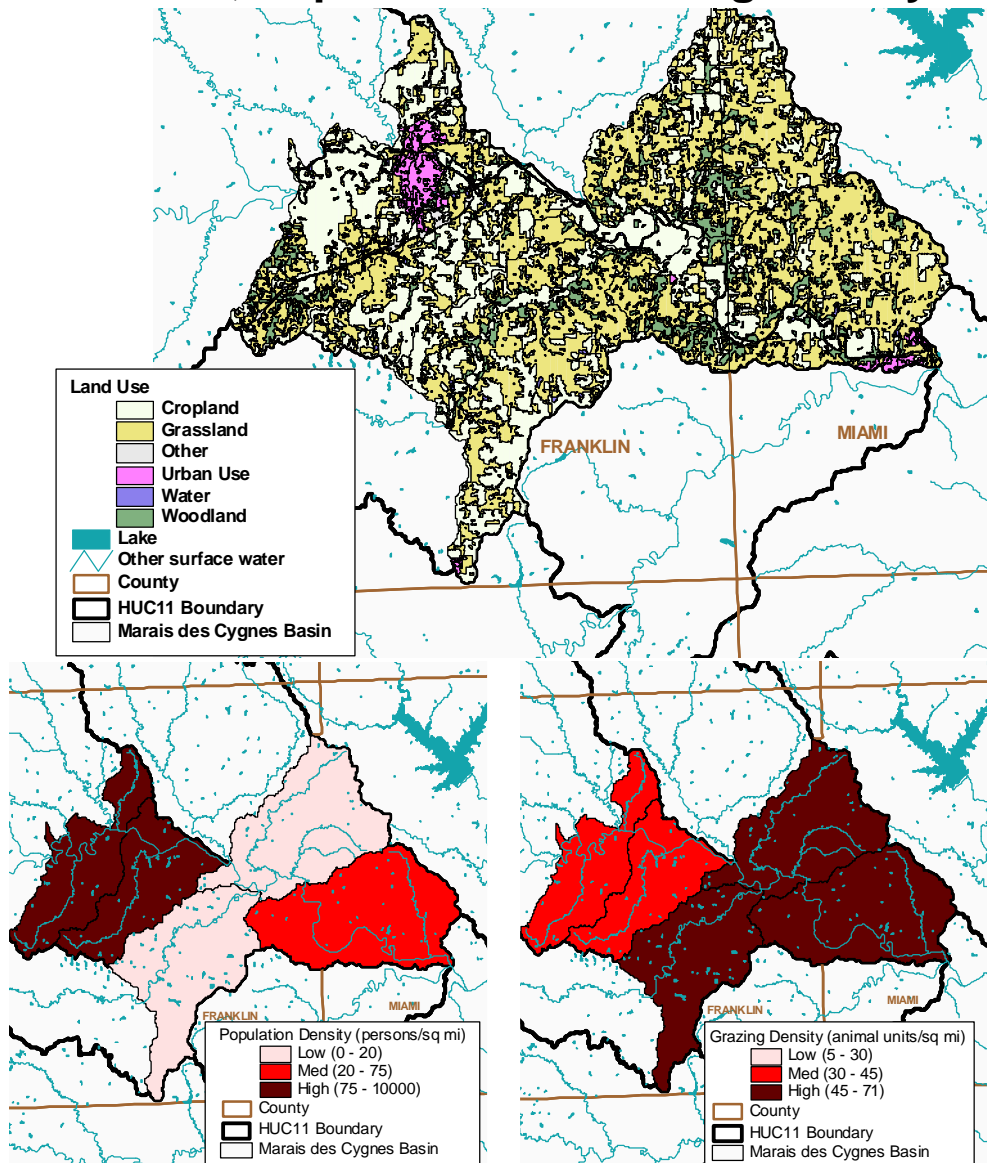


Figure 4

Background Levels: Some fecal bacteria counts may be associated with environmental background levels, including contributions from wildlife, but it is likely that the density of animals such as deer is fairly dispersed across the watershed resulting in minimal loading to the river below the levels necessary to violate the water quality standards.

4. ALLOCATION OF POLLUTION REDUCTION RESPONSIBILITY

The nature of bacteria loading is too dynamic to assign fixed allocations for wasteloads and non-point loads. Instead, allocation decisions will be made which reflect the expected reduction of bacteria loading under defined flow conditions. These flow conditions will be defined by the presumed ability of point or non-point sources to be the dominant influence on stream water quality. Therefore, the allocation of wasteloads and loads will be made by demarcating the seasonal TMDL curves at a particular flow duration level. Flows lower than that designated flow will represent conditions which are the responsibility of point sources to maintain water quality standards, those flows greater than the designated flow are the responsibility of non-point sources.

Point Sources: Only those points sources contributing to the bacteria load at site 270 (city of Ottawa) are considered in this TMDL. Point sources are responsible for maintaining their systems in proper working condition and appropriate detention volume to handle anticipated wasteloads of their respective populations. The city of Ottawa now relies on a mechanical treatment system with no UV disinfection for their wastewater. Based upon the magnitude and frequency of excursions at lower flows in all seasons and the effluent monitoring data from the city of Ottawa, this municipal point source is seen as a primary source of bacteria loading. Ottawa is presently under a schedule of compliance to upgrade its treatment system. The bacteria permit limits require the use of UV disinfection. Ongoing inspections and monitoring of this system will be made to ensure that minimal contributions will be made by this source.

Under normal circumstances, the Wasteload Allocation is defined at the flow condition of ten times the combined designed flow of the point sources in the watershed or the 7Q10, whichever is greater, thereby exerting influence on the water quality of the stream. Because the flow in the Marais des Cygnes River is modified by releases from Melvern and Pomona Lakes, which has increased the lower flows in the river, the Wasteload Allocation is been more realistically defined as the flow regime between 75 and 100% exceedence. For the Marais des Cygnes river near Ottawa, this would be flows from 0 - 53 cfs (**Figure 5**). Future NPDES and state permits will continue to be conditioned such that discharges from permitted facilities will not cause violations of the applicable bacteria criteria at these low flows.

Non-Point Sources: Based on the assessment of sources, the distribution of excursions from water quality standards and the relationship of those excursions to runoff conditions, non-point sources are also seen as a significant cause of water quality violations. Background levels are not a significant cause of the problem. Implementation of non-point source pollution control practices should be taken within one mile of the river and any directly contributing tributary.

Activities to reduce fecal pollution should be directed toward the smaller, unpermitted livestock operations and rural homesteads and farmsteads along the river and urban runoff from the city of Ottawa. The Load Allocation assigns responsibility for maintaining water quality below the

TMDL curve over flow conditions exceeded less than 75% of the time (**Figure 5**). Best Management Practices will be directed toward those activities such that there will be minimal violation of the applicable bacteria criteria at higher flows. On-Site waste system integrity should be addressed in Franklin County.

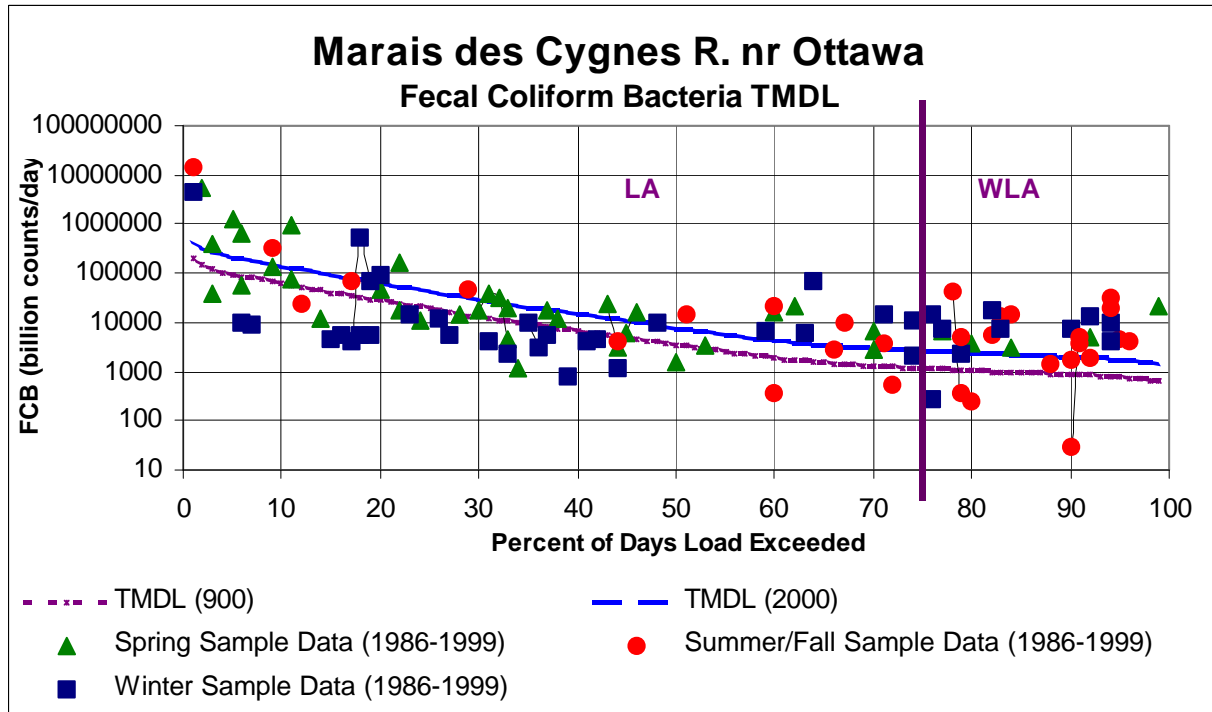


Figure 5

Defined Margin of Safety: Because there will not be a traditional load allocation made for fecal bacteria, the margin of safety will be framed around the desired endpoints of the applicable water quality standards. Therefore, evaluation of achieving the endpoints should use values set 100 counts less than the applicable criteria (800 colonies for primary contact recreation; 1,900 colonies for secondary contact recreation) to mark full support of the recreation designated use of the streams in this watershed. By this definition, the margin of safety is 100 colonies per 100 ml and would be represented by a parallel line lying below the TMDL curve by a distance corresponding to loads associated with 100 colonies per 100 ml.

State Water Plan Implementation Priority: Because of the magnitude and frequency of excursions encountered at site 270, this TMDL will be a High Priority for implementation.

Unified Watershed Assessment Priority Ranking: This watershed lies within the Upper Marais des Cygnes River Subbasin (HUC 8: 10290101) with a priority ranking of 5 (High Priority for restoration work).

Priority HUC 11s and Stream Segments: Because of the location of the water quality sampling

site in the watershed, priority should be directed toward the main stem and listed tributary segments in HUC14s 10290101040060 and 10290101040070, primarily the Marais des Cygnes River (segment 12) and Rock Creek (segment 97).

5. IMPLEMENTATION

Desired Implementation Activities

1. Renew state and federal permits and inspect permitted facilities for permit compliance.
2. Insure proper on-site waste system operations in proximity to main streams.
3. Install proper manure and livestock waste storage.
4. Install grass buffer strips along tributaries.
5. Install pasture management practices, including proper stock density on grasslands.
6. Remove winter feeding sites in proximity to streams.
7. Reduce livestock use of riparian areas.

Implementation Programs Guidance

NPDES and State Permits - KDHE

- a. Municipal permits for facilities in the watershed will be renewed after 2004 with continuation bacteria monitoring and permit limits preventing excursions in bacteria criteria.
- b. Livestock permitted facilities will be inspected for integrity of applied pollution prevention technologies.
- c. Registered livestock facilities with less than 300 animal units will apply pollution prevention technologies.
- d. Manure management plans will be implemented.

Non-Point Source Pollution Technical Assistance - KDHE

- a. Support Section 319 demonstration projects for pollution reduction from livestock operations in watershed.
- b. Provide technical assistance on practices geared to small livestock operations which minimize impact to stream resources.
- c. Guide federal programs such as the Environmental Quality Improvement Program, which are dedicated to priority subbasins through the Unified Watershed Assessment, to priority watersheds and stream segments within those subbasins identified by this TMDL.

Water Resource Cost Share & Non-Point Source Pollution Control Programs - SCC

- a. Develop improved grazing management plans.
- b. Install livestock waste management systems for manure storage.
- c. Implement manure management plans.
- d. Install replacement on-site waste systems.
- e. Coordinate with USDA/NRCS Environmental Quality Improvement Program in providing educational, technical and financial assistance to agricultural producers.

Riparian Protection Program - SCC

- a. Design winter feeding areas away from streams.
- b. Develop riparian restoration projects.

Buffer Initiative Program - SCC

- a. Install grass buffer strips near streams.
- b. Leverage Conservation Reserve Enhancement Program to hold riparian land out of production.

Extension Outreach and Technical Assistance - Kansas State University

- a. Educate livestock producers on riparian and waste management techniques.
- b. Provide technical assistance on livestock waste management design.
- c. Continue Section 319 demonstration projects on livestock management.

Agricultural Outreach - KDA

- a. Provide information on livestock management to commodity advocacy groups.
- b. Support Kansas State outreach efforts.

Local Environmental Protection Program - KDHE

- a. Inspect on-site waste systems within one mile of main stem and tributary streams.

Timeframe for Implementation: Pollution reduction practices should be installed along the targeted segment of the Marais des Cygnes river and Rock Creek within the priority subwatersheds over the years 2002-2006, with follow up implementation thereafter.

Targeted Participants: Primary participants for implementation will be the city of Ottawa, small livestock producers operating without need of permits within the priority watershed, urban areas within the priority subwatersheds and owners of failing on-site waste systems. Implemented activities should be targeted at those areas with greatest potential to impact the stream. Nominally, this would be activities located within one mile of the streams including:

1. Facilities without water quality controls.
2. Unpermitted permanent feeding/holding areas.
3. Sites where drainage runs through or adjacent livestock areas.
4. Sites where livestock have full access to contributing tributaries and stream is primary water supply.
5. Grazed acreage, overstocked acreage and acreage with poor range condition.
6. Poor riparian sites.
7. Near stream feeding sites.
8. Failing on-site waste systems.
9. Areas with urban runoff

Some inventory of local needs should be conducted in 2002 to identify such activities. Such an inventory would be done by local program managers with appropriate assistance by commodity

representatives and state program staff in order to direct state assistance programs to the principal activities influencing the quality of the streams in the watershed during the implementation period of this TMDL.

Milestone for 2006: The year 2006 marks the mid-point of the ten year implementation window for the watershed. At that point in time, milestones should be reached which will have at least two-thirds of the landowners responsible for the facilities and/or sites cited in the local assessment participating in the implementation programs provided by the state. Additionally, sampled data from the monitoring station should indicate evidence of reduced bacteria levels at median conditions relative to the conditions seen over 1986-2000.

Delivery Agents: The primary delivery agents for program participation will be the conservation districts for programs of the State Conservation Commission and the Natural Resources Conservation Service. Producer and community outreach and awareness will be delivered by the city of Ottawa, Kansas State Extension and agricultural interest groups such as Kansas Farm Bureau or Kansas Livestock Association, the Kansas Pork Producers Council and the Kansas Dairy Association. On-site waste system inspections will be performed by Local Environmental Protection Program personnel for Franklin county.

Reasonable Assurances:

Authorities: The following authorities may be used to direct activities in the watershed to reduce pollution.

1. K.S.A. 65-164 and 165 empowers the Secretary of KDHE to regulate the discharge of sewage into the waters of the state.
2. K.S.A. 65-171d empowers the Secretary of KDHE to prevent water pollution and to protect the beneficial uses of the waters of the state through required treatment of sewage and established water quality standards and to require permits by persons having a potential to discharge pollutants into the waters of the state.
3. K.A.R. 28-16-69 to -71 implements water quality protection by KDHE through the establishment and administration of critical water quality management areas on a watershed basis.
4. K.S.A. 2-1915 empowers the State Conservation Commission to develop programs to assist the protection, conservation and management of soil and water resources in the state, including riparian areas.
5. K.S.A. 75-5657 empowers the State Conservation Commission to provide financial assistance for local project work plans developed to control non-point source pollution.
6. K.S.A. 82a-901, *et seq.* empowers the Kansas Water Office to develop a state water plan directing the protection and maintenance of surface water quality for the waters of the state.

7. K.S.A. 82a-951 creates the State Water Plan Fund to finance the implementation of the *Kansas Water Plan*.

8. The *Kansas Water Plan* and the Marais des Cygnes Basin Plan provide the guidance to state agencies to coordinate programs intent on protecting water quality and to target those programs to geographic areas of the state for high priority in implementation.

Funding: The State Water Plan Fund, annually generates \$16-18 million and is the primary funding mechanism for implementing water quality protection and pollution reduction activities in the state through the *Kansas Water Plan*. The state water planning process, overseen by the Kansas Water Office, coordinates and directs programs and funding toward watersheds and water resources of highest priority. Typically, the state allocates at least 50% of the fund to programs supporting water quality protection. This TMDL is a High Priority consideration.

Effectiveness: Disinfection techniques within mechanical treatment plans have been very effective in reducing bacteria levels within wastewater effluent. Use of ultraviolet lights reduces bacteria counts to under 100 per 100 ml.

Non-point source controls for livestock waste have been shown to be effective in reducing pollution in locales such as the Herrington Lake watershed. The key to effectiveness is participation within a finite subwatershed to direct resources to the activities influencing water quality. The milestones established under this TMDL are intended to gauge the level of participation in those programs implementing this TMDL.

Should voluntary participation significantly lag below expectations over the next five years or monitoring indicates lack of progress in improving water quality conditions from those seen over 1990-1999, the state may employ more stringent regulations on non-point sources in the watershed in order to meet the desired endpoints expressed in this TMDL. The state has the authority to impose conditions on activities with a significant potential to pollute the waters of the state under K.S.A. 65-171. If overall water quality conditions in the watershed deteriorate, a Critical Water Quality Management Area may be proposed for the watershed, in response.

6. MONITORING

KDHE will continue to collect bimonthly samples at Station 270, including fecal coliform samples, in order to assess progress in implementing this TMDL. During the evaluation period (2005-2009), more intensive sampling will need to be conducted under specified seasonal flow conditions in order to determine the achievement of the endpoint of this TMDL. The manner of evaluation will be consistent with the assessment protocols used to establish the case for impairment in these streams. Following current (1998) Kansas assessment protocols, monitoring will ascertain if less than 10% of samples exceed the applicable criterion at flows under 2,800 cfs with no samples exceeding the criterion at flows under 850 cfs. Use of the real time flow data available at the Ottawa stream gaging station can direct sampling efforts.

Monitoring of bacteria levels in effluent will remain a condition of NPDES and state permits for facilities. This monitoring will continually assess the functionality of the systems in reducing bacteria levels in the effluent released to the streams.

Local program management needs to identify its targeted participants of state assistance programs for implementing this TMDL. This information should be collected in 2002 in order to support appropriate implementation projects.

7. FEEDBACK

Public Meeting: The public meeting to discuss TMDLs in the Marais des Cygnes Basin was held February 28, 2001 in Ottawa. An active Internet Web site was established at <http://www.kdhe.state.ks.us/tmdl/> to convey information to the public on the general establishment of TMDLs and specific TMDLs for the Marais des Cygnes Basin.

Public Hearings: Public Hearings on the TMDLs of the Marais des Cygnes Basin were held in Fort Scott on May 30 and Ottawa on May 31, 2001.

Basin Advisory Committee: The Marais des Cygnes Basin Advisory Committee met to discuss the TMDLs in the basin on October 4, 2000, February 28 and May 30, 2001.

Milestone Evaluation: In 2006, evaluation will be made as to the degree of implementation which has occurred within the watershed and current condition of Marais des Cygnes River near Ottawa watershed. Subsequent decisions will be made regarding the implementation approach and follow up of additional implementation in the watershed.

Consideration for 303(d) Delisting: The Marais des Cygnes River near Ottawa watershed will be evaluated for delisting under Section 303(d), based on the monitoring data over the period 2005-2009. Therefore, the decision for delisting will come about in the preparation of the 2010 303(d) list. Should modifications be made to the applicable water quality criteria during the ten year implementation period, consideration for delisting, desired endpoints of this TMDL and implementation activities may be adjusted accordingly.

Incorporation into Continuing Planning Process, Water Quality Management Plan and the Kansas Water Planning Process: Under the current version of the Continuing Planning Process, the next anticipated revision will come in 2002 which will emphasize revision of the Water Quality Management Plan. At that time, incorporation of this TMDL will be made into both documents. Recommendations of this TMDL will be considered in *Kansas Water Plan* implementation decisions under the State Water Planning Process for Fiscal Years 2002-2006.