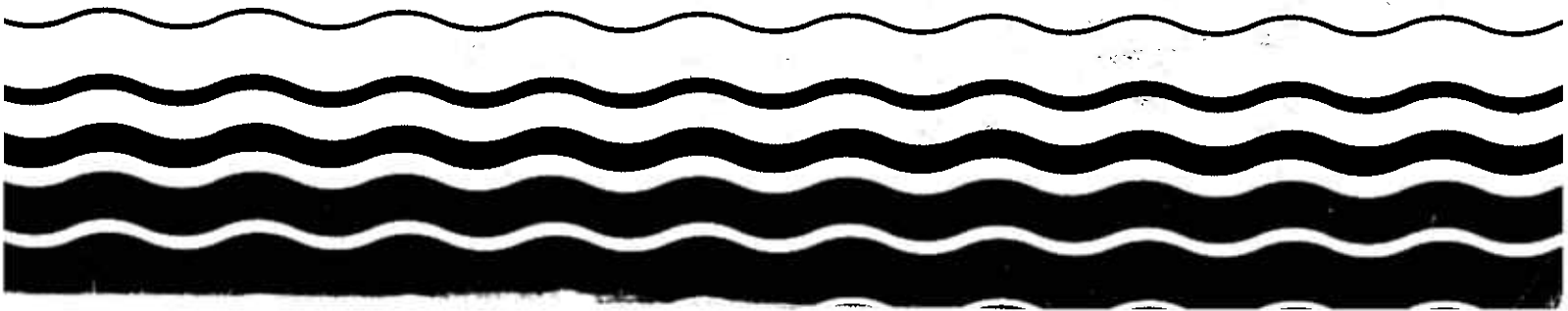




Results of the Nationwide Urban Runoff Program

Volume I - Final Report



RESULTS
OF THE
NATIONWIDE URBAN RUNOFF PROGRAM

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VOLUME I - FINAL REPORT

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FOREWORD

The U.S. Environmental Protection Agency was created because of increasing public and government concern about environmental quality. The complexity of our environment and the interplay among its components require concentrated and integrated approaches to pollution problems.

The possible deleterious water quality effects of nonpoint sources in general, and urban runoff in particular, were recognized by the Water Pollution Control Act Amendments of 1972. Because of uncertainties about the true significance of urban runoff as a contributor to receiving water quality problems, Congress made treatment of separate stormwater discharges ineligible for Federal funding when it enacted the Clean Water Act in 1977. To obtain information that would help resolve these uncertainties, the Agency established the Nationwide Urban Runoff Program (NURP) in 1978. This five-year program was designed to examine such issues as:

- The quality characteristics of urban runoff, and similarities or differences at different urban locations;
- The extent to which urban runoff is a significant contributor to water quality problems across the nation; and
- The performance characteristics and the overall effectiveness and utility of management practices for the control of pollutant loads from urban runoff.

The interim NURP report, published in March 1982, presented preliminary findings of the program. This document is the final report covering the overall NURP program. Several specialized technical reports are published under separate cover.

PREFACE

The Nationwide Urban Runoff Program (NURP) was conducted by the EPA and many cooperating federal, state, regional, and local agencies, distributed widely across the United States. The individual project studies, which were conducted over the past five years, were designed and overseen using a common technical team from EPA headquarters. This approach was taken to assure a desired level of commonality and consistency in the overall program, while allowing each individual project to specially tailor its effort to focus on local concerns.

The program has yielded a great deal of information which will be useful for a broad spectrum of planning activities for many years. Furthermore, it has fostered valuable cooperative relationships among planning and regulatory agencies. The most tangible products of the program are this report, the reports of various grantees (available under separate cover), and several technical reports which focus on specialized aspects of the program, its techniques, and its findings. In addition, a considerable number of individual articles drawing on information developed under the NURP program have already appeared in the technical literature and address specific technical or planning aspects of urban runoff.

At the time of publication of this Final Report, the main technical effort of the NURP program is complete; the field studies and the analysis of most of the resultant data are complete enough that the findings reported herein can be taken with confidence. However, there is still some work in progress to make certain details of the program available for future use. The products of this on-going work include:

- A summary database which is being compiled to make all technical information from the 28 projects available for review and use (DECEMBER 1985);
- A technical report which focuses on the program's studies and findings relative to detention and recharge devices (MAY 1984);
- A technical report on urban runoff effects on the water quality of rivers and streams (MARCH 1984); and
- A technical report on the effectiveness of street sweeping as a potential "best management practice" for water pollution control (MAY 1984).

This report and the supplementary technical documents identified above, supersedes the earlier NURP publication, "Preliminary Results of the Nationwide Urban Runoff Program," March 1982. Information presented there has been expanded, updated, and in some cases revised.

ACKNOWLEDGEMENTS

The Nationwide Urban Runoff Program was unusual in its large scale, covering a broad spectrum of technical and planning issues at many geographic locations. Because the program placed such emphasis on tailoring the results to support the planning process, it involved many participants - some from EPA, some from other federal agencies, and many from state, regional, and local planning agencies and other consultants.

The program was developed, implemented, and managed by the Water Planning Division, Office of Water, at EPA Headquarters, Washington, D.C. Principal contributors were: Dennis N. Athayde, Program Manager; and Patrice M. Bubar, Norman A. Whalen, Stuart S. Tuller, and Phillip H. Graham, all of whom served as Project Officers. Additional contributions from EPA personnel came from Rod E. Frederick and Richard P. Healy (Monitoring and Data Support Division), Richard Field (Storm and Combined Sewer Section, EPA Office of Research and Development), and many project staff in the various EPA Regional Offices.

As described elsewhere, much of the field work, water quality analysis, and data analysis was performed by the U.S. Geological Survey (USGS), under a Memorandum of Agreement with EPA. Both District Offices and National Headquarters participated actively. The contributions of Messrs. Ernest Cobb and David Lystrom are especially acknowledged.

Members of the project team which provided essential strategic, technical, and management assistance to the EPA Water Planning Division through a contract with Woodward-Clyde Consultants were: Gail B. Boyd, David Gaboury, Peter Mangarella, and James D. Sartor (Woodward-Clyde Consultants); Eugene D. Driscoll (E. D. Driscoll and Associates); Philip E. Shelley (EG&G Washington Analytical Services Center, Inc.); John L. Mancini (Mancini and DiToro Consultants); Robert E. Pitt (private consultant); Alan Plummer (Alan Plummer and Associates); and James P. Heaney and Wayne C. Huber (University of Florida).

The principal writers of this report were Dennis N. Athayde (EPA), Philip E. Shelley (EG&G Washington Analytical Services Center, Inc.), Eugene D. Driscoll (E. D. Driscoll & Associates), and David Gaboury and Gail B. Boyd (Woodward-Clyde Consultants).

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CHAPTER 1 INTRODUCTION

Rain falling on an urban area results in both benefits and problems. The benefits range from watering vegetation to area cleansing. Many of the problems are associated with urban runoff, that portion of rainfall which drains from the urban surfaces and flows via natural or man-made drainage systems into receiving waters.

The historical concern with urban runoff has been focused primarily on flooding. Urban development has the general effect of reducing pervious land surface area and increasing the impervious area (such as roof tops, streets, and sidewalks) where water cannot infiltrate. In comparison with an undeveloped area (for a given storm event), an urban area will yield more runoff, and it will occur more quickly. Such increases in the rate of flow and total volume often have a decided effect on erosion rates and flooding. It is not surprising, therefore, that at the local level the quantity aspect continues to be a principal concern.

In recent years, however, concern with urban runoff as a contributor to receiving water quality problems has been expressed. Section 62 of the Water Quality Act of 1965 (P.L. 89-234) authorized the Federal government to make grants for the purpose of "assisting in the development of any project which will demonstrate a new or improved method of controlling the discharge into any water of untreated or inadequately treated sewage or other waste from sewerage which carry storm water or both storm water and sewage or other waste ...". The Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500) signaled a heightened national awareness of the degraded state of the nation's surface waters and a Congressional intent that national water quality goals be pursued. The scarcely two-year old Environmental Protection Agency built upon its predecessors' activities by taking up the challenge and implementing this far reaching legislation.

As a result of Section 208 of The Act, State and local water quality management agencies were designated to integrate water quality activities. As point source discharges were increasingly brought under control and funds for the construction and upgrading of municipal sewage treatment plants were granted, the awareness of nonpoint sources (including urban runoff) as potential contributors to water quality degradation was heightened. Uncertainties associated with the local nature and extent of urban runoff water quality problems, the effectiveness of possible management and control measures, and their affordability in terms of benefits to be derived mounted as water quality management plans were developed. The unknowns were so great and certain control cost estimates were so high that the Clean Water Act of 1977 (P.L. 95-217) deleted Federal funding for the treatment of separate stormwater discharges. The Congress stated that there was simply not enough

known about urban runoff loads, impacts, and controls to warrant making major investments in physical control systems.

In 1978, EPA Headquarters reviewed the results of work on urban runoff by the technical community and the various 208 Areawide Agencies and determined that additional, consistent data were needed. The NURP program was implemented to build upon pertinent prior work and to provide practical information and insights to guide the planning process, including policy and program development and implementation. The NURP program included 28 projects, conducted separately at the local level, but centrally reviewed, coordinated, and guided. While these projects were separate and distinct, most share certain commonalities. All were involved with one or more of the following elements: characterizing pollutant types, loads, and effects on receiving water quality; determining the need for control; and evaluating various alternatives for the control of stormwater pollution. Their emphasis was on answering the basic questions underlying the NURP program and providing practical information needed for planning.

CHAPTER 2 BACKGROUND

EARLY PERCEPTIONS

As noted earlier, drainage is perhaps the single most important factor of the urban hydrologic cycle. Nuisance flooding, more than anything else, gives Public Works directors concern, as complaints are received from unhappy motorists, residents, and business. Drainage has typically been considered a local responsibility, usually that of the City or County Public Works Department. Rarely does this responsibility go to the State or Federal level, except in cases of catastrophic flooding involving risk to human life and extensive property damage.

By 1964, the U.S. Public Health Service had begun to be concerned about identified pollutants in urban runoff and concluded that there may be significant water quality problems associated with stormwater runoff. In 1969, the Urban Water Resources Research Committee of the American Society of Civil Engineers (directed by M. B. McPherson and sponsored by the U.S. Geological Survey) recognized the potential threat of pollution from urban runoff and described a research program intended to obtain needed information to characterize urban stormwater quality.

In the late 1960's, the Federal Water Quality Administration (FWQA) conducted a study in an area of Tulsa, Oklahoma which was served by separate storm sewers. This first attempt at using regression analysis on urban runoff indicated that there was only a very poor correlation between stormwater runoff quantity and water quality constituents (except for suspended solids). Comparing the concentrations of various pollutants examined by this study (separate storm sewers) with previous data on combined sewer overflows indicated that storm runoff from areas having separate sewers had much lower values for BOD, fecal coliform, and most other pollutant concentrations. The study concluded that the largest portion of pollutants resulted from (1) washoff of material from impervious surfaces and (2) the erosion of drainage channels (caused by high volumes of runoff from the impervious surfaces). Control of urban runoff was recommended to reduce both runoff volume and rates.

Atlanta, Georgia is an example of a city that has both a combined sewer system and a separate system. In 1971, EPA conducted a study which compared the contribution of various sources of pollutants. It was concluded that, on an annual basis, 64 percent of the BOD load came from separate storm sewers, and 19 percent came from combined sewers, the balance coming from treatment plants.

In 1971, EPA also conducted a study in Oakland and Berkeley, California, to assess the infiltration of stormwater into sanitary sewers. While only four

percent of the study area had combined sewerage and the remaining 96 percent separate, the study made it clear that infiltration can cause a separate system to function as though it were combined.

Studies in Sacramento, California, which has both combined and separate storm sewers, indicated that the stormwater was comparable to the average strength of domestic wastewater. However, the concentrations for BOD were found to be so unrealistically high, that contamination of the runoff by raw sanitary sewage was considered to be a distinct possibility.

In 1973, the Council on Environmental Quality published a report titled, "Total Urban Pollutant Loads: Sources and Abatement Strategies." The primary conclusion was that much pollution was coming from urban runoff and that, unless it was taken care of, the goals of the Act would not be met.

CONCLUSIONS FROM SECTION 208 EFFORTS

EPA guidance for conducting the early 208 planning efforts designated 17 topic areas (including urban runoff) that were to be addressed by all Water Quality Management agencies in developing their 208-funded plans. Although all topic areas were to be covered, the degree of emphasis to place on each was left to the individual agencies to decide. As a result, the amount of the 208 efforts spent in the area of urban runoff varied greatly (but was rarely a major portion).

Many of the 208 agencies began their studies with the assumption that urban runoff was an important cause of water quality problems. Although the studies developed much information on runoff and receiving waters, not enough basic information was known to assess urban runoff's role as a major cause of problems. This was partly because of interferences by other sources and complex relationships within the receiving waters. It was also due to the difficulties in deciding what constitutes a "problem." In some cases, "problems" were synonymous with criteria violations; in others, "problems" were synonymous with an impairment or denial of beneficial uses. In many cases, "problems" were concluded to exist, simply on the basis of the possible presence of certain contaminants in urban runoff, based solely on values taken from literature regarding studies conducted elsewhere. The practical implication of these differences (which were differences in viewpoints rather than differences in physical conditions, in many cases) was that local agencies were very reluctant to commit to implementing urban runoff controls in the absence of a clear problem definition.

Furthermore, in the early years of the 208 program, EPA's guidance on how to address urban runoff was vague. As a result, local agencies took a wait-and-see attitude on the stormwater portion of their plans. They simply did not know what EPA would eventually do on the issue of stormwater control.

Another major obstacle to implementation resulted from the uncertainties regarding the effectiveness of controls. Many of the measures proposed for controlling urban runoff are either new or special applications of conventional practices developed for other purposes. Little was known about how

well they would work in urban runoff applications. Engineers, planners, public works personnel, and other decision makers have been understandably reluctant to invest large amounts of time and money in controls which may not perform as hoped.

Another obstacle to implementation of controls was a lack of basic data on sources, transport mechanisms, and receiving water characteristics (hydrologic and water quality aspects). Some of the more important topic areas where knowledge was lacking are summarized below:

- Sources - Not enough was known about where pollutants originate. Major sources certainly include vehicles, vegetation, erosion, fertilizer and pesticide application, litter, animals, and air pollution. However, a better understanding of source contributions could enhance control opportunities.
- Washoff/transport mechanisms - Not enough was known about how pollutants get from the sources to the receiving waters. Models could be better used for simulating runoff in problem definition and control evaluation, if they more accurately reflected wash-off and transport mechanisms.
- Impacts - It was difficult to go beyond speculation in assigning urban runoff its proper share of responsibility for problems in cases where several pollutant sources contribute. In cases where other sources create obvious problems, it was difficult to determine the appropriate degree to which urban runoff should be controlled.
- Relative benefits - Planners had difficulty deciding whether the various benefits of controlling urban runoff quality justify the costs involved. There was considerable controversy over the present dry weather standards' relationship to beneficial uses, given the time and space scales of storm events and their intermittent nature. Many plans failed to be implemented because of uncertainties regarding: How much control is enough? Who benefits? Who should pay? Who should decide?
- Controls - Both cost and effectiveness data on full-scale control programs were lacking. Some of the control measures cited for typical 208 plans were plausible candidates, but their application for the purpose of urban runoff pollution control had not been studied quantitatively.

EPA'S ORD EFFORT

During the past 15 years, EPA's Office of Research and Development (ORD) has conducted over 250 studies on the characterization and control of stormwater discharges and combined sewer overflows, with particular emphasis on the latter due to their greater pollution potential. Consistent with overall Agency policies, ORD has deemphasized studies on receiving water impacts and effects (although it has done some such work). Rather, ORD has focussed principally on multi-purpose analyses and controls, because it is nearly

impossible to segregate benefits and strategies of urban stormwater runoff pollution control from drainage, flood, and erosion control. Many significant results have been obtained by ORD's effort, which has dramatically increased the technical literature in the area.

Data from ORD studies indicate the high variability of pollutant concentrations in urban runoff. Based on loading projections, it is safe to conclude that urban stormwater can contribute significant pollutant loads to receiving waters, in many cases having pollutant concentrations on the order of secondary treatment plant effluent for some constituents. Nonetheless, in its efforts to find direct urban runoff generated receiving water impacts (using the conventional dissolved oxygen parameter as the indicator) ORD has been only partly successful. However, this was only one study and was not intended to be the final word. Nonetheless, based on the size of the load coming from urban runoff, a significant pollution potential is there for at least some types of receiving waters. For example, a small urban lake could receive nutrient loads sufficient to increase algal productivity and accelerate the eutrophication process. The existence of heavy metals and certain organics (mostly of petroleum origin) in urban runoff have also been documented by the ORD program.

In addition to studying urban runoff loads, the ORD program has investigated a number of management and control approaches. This effort has been very successful, and many innovative techniques have been proposed and tested. The results of such research, development, and demonstrations have been presented in reports which document many of these potential controls, thereby allowing the technology to be utilized in other programs and at other locations. Included have been such control measures as on-site (upstream) storage; porous pavement; the swirl concentrator, helical bend, tube settler, and fine mesh screens for grit and settleable solids removal; street sweeping; disinfection; and high rate filtration, dissolved air flotation, and micro-screening for suspended solids and BOD removal. Most of these controls were developed principally to deal with combined sewer overflow problems. However, some may also have application in urban runoff control, once their effectiveness has been conclusively demonstrated and initial and operating cost data are available to allow the necessary trade-off studies to be made.

The ORD program's reports constitute an invaluable source of data and information that was used to design and guide the development of the emerging NURP program. Also, three of the NURP projects were joint efforts with ORD (i.e., West Roxbury, Massachusetts, Bellevue, Washington, and Lansing, Michigan).

OTHER PRIOR/ONGOING EFFORTS

The Clean Water Act requires EPA to provide Congress with a needs assessment every two years in the six categories of the construction grant funds program. In 1974, the Needs Survey for Separate Storm Sewer Discharges (Category VI) was done by each state. Using the goals of the Act as the criteria to be met, they identified a cost of about \$235 billion (June 1973 dollars). One state alone identified \$80 billion in needs to control separate storm sewer discharges. In 1976, the Needs Survey was conducted by the Agency, and it was found that Category VI would require \$66 billion to meet the goals of

the Act. This survey broke the goals into three categories or levels of pollution abatement; (1) aesthetics, (2) fish and wildlife, and (3) recreation. Costs to meet each category were determined.

As noted previously, the ASCE defined a program in 1969 to identify the causes and effects of urban stormwater pollution. The recommendations were not followed, so in 1974 at the Rindge, New Hampshire, Engineering Foundation Conference (jointly sponsored with ASCE's Urban Water Resources Research Council), a similar program was again recommended. A similar scenario occurred at the Easton, Maryland, conference of 1976 sponsored by the same group.

DISCUSSION

In the past (ca 1890), dilution was considered to be the appropriate way to control combined sewer overflows, since the primary concern was odor and related nuisances. Between 1890 and 1960 little concern was shown for stormwater pollution. Stormwater concerns were primarily related to drainage problems. As time progressed, water quality began to be considered, and workers began to characterize problems in terms of concentrations of certain pollutants and loads of these pollutants. In the 1970's, problems were being defined in terms of pounds of pollutants needing to be removed from overflows, in the interest of preventing pollution.

Past work, reported by EPA and published in professional journals, tended to focus on determining (a) the type and amount of pollutants involved and/or (b) methods to reduce the loads. However, such reports and articles did not consider either the level of improvement attainable or the need to improve quality of the receiving water body associated with the study. A conclusion common to all such reports was that not enough was known about stormwater to adequately understand cause and effect relationships. Also common to such reports were recommendations for further study and more data. A tangible result of the lack of belief and uncertain attitude in this area is the fact that stormwater controls for water quality have been implemented in so few places throughout the nation. Thus, there has been a critical need to objectively examine the situation.

Many factors led to the development of NURP, one being a legally-mandated necessity. As implementation of P.L. 92-500 moved into full swing, the lack of progress in the area of urban runoff was becoming apparent. In 1974 EPA lost a court case, which led to the decision that EPA should issue permits for separate storm sewer discharges. In 1976 EPA requested that the Areawide Waste Management Planning Program focus on the three or four most important of the 17 items required by the regulations. Many of the 208 Areawide Agencies cited urban runoff as an important item.

Two years later, EPA reviewed ninety-three 208 Areawide Agencies' work plans to assess their basis for having identified urban runoff as an element upon which they would focus. Review of these projects' methods and findings did not provide much to further our understanding of the pollution aspects of urban runoff. If one reason can be identified, it was the lack of site-specific data to define the local conditions.

As mentioned earlier, the Rindge Conference recommended a candidate program for obtaining the data necessary to provide a good understanding of storm-water pollution (EFC/ASCE, 1974). It is not coincidental that the NURP program is quite similar in design to those recommendations.

THE NATIONWIDE URBAN RUNOFF PROGRAM

Program Design

NURP was not intended to be a research program, per se, and was not designed as such. Rather, the program was intended to be a support function which would provide information and methodologies for water quality planning efforts. Therefore, wherever possible, the projects selected were ones where the work undertaken would complete the urban runoff elements of formal water quality management plans and the results were likely to be incorporated in future plan updates and lead to implementation of management recommendations. Conduct of the program provided direction and assistance to 28 separate and distinct planning projects, whose locations are shown in Figure 2-1 and listed in Table 2-1, but the results will be of value to many other planning efforts. NURP also acted as a clearinghouse and, in that capacity, provided a common communication link to and among the 28 projects.

The NURP effort began with a careful review of what was known about urban runoff mechanisms, problems, and controls, and then built upon this base. The twin objectives of the program were to provide credible information on which Federal, State, and local decision makers could base future urban runoff management decisions and to support both planning and implementation efforts at the 28 project locations.

An early step in implementing the NURP program involved identifying a limited number of locations where intensive data gathering and study could be done. Candidate locations were assessed relative to three basic selection criteria:

- Meeting program objectives;
- Developing implementation plans for those areas; and
- Demonstrating transferability, so that solutions and knowledge gained in the study area could be applied in other areas, without need for intensive, duplicative data gathering efforts.

The program design used for NURP included providing a full range of technical and management assistance to each project as the needs arose. Several forums for the communication of experience and sharing of data were provided through semi-annual meetings involving participants from all projects. The roles and responsibilities of the various State, local, and regional agencies and participating Federal agencies were clearly defined and communicated at the outset. These were reviewed and revised where warranted as the projects progressed.

The 28 NURP projects were managed by designated State, county, city, or regional governmental associations. The U.S. Geological Survey (USGS) was involved with EPA as a cooperator, through an inter-agency agreement, on 11 of the NURP projects. The Tennessee Valley Authority was also involved in one project.

A major objective of the program was the acquisition of data. Because these data will be used for several years to characterize problems, evaluate receiving water impacts from urban runoff, and evaluate management practices, consistent methods of data collection had to be developed and rigorously employed.

Project Selection

Projects were selected from among the 93 Areawide Agencies that had identified urban runoff as one of their significant problems. The intention was to build upon what these agencies had already accomplished in their earlier programs. Also, projects that would be a part of this program were screened to be sure that they represented a broad range of certain characteristics (e.g., hydrologic regimes, land uses, populations, drainage system types). Actual selection of projects was a joint effort among the States, local governments, and Regional EPA offices. The five major criteria used to screen candidate projects were as follows:

1. Problem Identified. Had a problem relative to urban runoff actually been identified? Could that problem be directly related to separate storm sewer discharges? What pollutant or pollutants were thought to be causing the problem? Using the NURP problem identification categories, what was the "problem" (i.e., denying a beneficial use, violating a State water quality standard, or public concern)?
2. Type of Receiving Water. The effects of stormwater runoff on receiving water quality were the NURP program's ultimate concern. Because flowing streams, tidal rivers, estuaries, oceans, impoundments, and lakes all have different hydrologic and water quality responses, the types of receiving waters associated with each candidate project had to be examined to ensure that an appropriately representative mix was included in the overall NURP program.
3. Hydrologic Characteristics. The pattern of rainfall in the study area is perhaps the single most important factor in studying urban runoff phenomena, because it provides the means of conveyance of pollutants from their source to the receiving water. For this reason, projects in locations having in different hydrologic regimes were chosen for the program.
4. Urban Characteristics. Characteristics such as population density, age of community, and land use were considered as

possible indicators of the waste loads and ultimately the rainfall-runoff water quality relationship. The type of sewerage system was another factor considered (e.g., whether it is combined, separate, or mixed; how severe the infiltration and inflow problems may be). Such factors have different effects on the quantity and quality of storm runoff, and were balanced as well as possible in selecting projects.

5. Beneficial Use of Receiving Water. Because this factor greatly affects the type of control measure that would be appropriate, attempts were made to include a wide range in selecting projects.

Although these were the primary criteria used to identify potential projects, other factors also had to be considered (e.g., the applicant agencies' willingness to participate, the State's acceptance of the project, the experience of the proposed project teams). Because the NURP program used planning grants (not research funds) a major consideration was the anticipated working relationships with local public agencies and the applicants' ability to raise local matching funds.

Program Assistance

Technical expertise and resources available for urban runoff planning varied among the various projects participating in NURP. Therefore, the program strategy called for providing a broad spectrum of technical assistance to each project as needed and for intercommunication of experiences and sharing of data in a timely manner.

Assistance was also provided to the applicants in developing their final work plans. This was done to ensure that there would be consistency among methods, especially in the collection of data. If there were to be differences in data from city to city, they must be due to the characteristics of each city and not a result of how the data were obtained.

Assistance with instrumentation was provided during the program in the form of information on available equipment, installation, calibration, etc. Because one of the more important elements of a data collection program is the "goodness" or quality of the data themselves, questionable data would be of little use. Accordingly, a quality assurance and quality control element was required in the plans for each project.

Periodic visits were made to each project site to ensure that the participants were provided opportunities to discuss any problems, technical or administrative. The visiting team typically included an EPA Regional Office representative, an EPA Headquarters representative, and one or two experienced consultants. All interested parties, including representatives from State or local governments, were requested to attend those visits.

As the projects moved farther into their planned activities and the time for data analysis approached, each project was required to describe how they were going to analyze their data. No single method was recommended for each project, because it was believed that a broad diversity of available methods

would be suitable, if used properly. Guidance on proper use was provided as a part of technical assistance through project visits and special workshops for this purpose.

Communication

It was intended that the entire group of NURP participants function as a single team. Accordingly, a communication program was developed. National meetings were conducted semi-annually so that key personnel from the individual projects would have an opportunity to discuss their experiences and findings.

Reports were required of each project quarterly. EPA Headquarters also provided composite quarterly reports summarizing the status of each project and discussing problems encountered and solutions found.

CHAPTER 3

URBAN RUNOFF PERSPECTIVES

In evaluating the impacts of urban runoff, one's perspective may be influenced by one's concerns and priorities - and what one defines to be a "problem". Recognizing this, the following discussion covers several such perspectives, including concerns over runoff quantity, water quality, and control possibilities.

RUNOFF QUANTITY

The following discussion covers a major cause and two major effects of runoff problems related to "quantity" (i.e., increased urbanization as a cause; flooding and erosion/sedimentation as effects).

Flooding Problems

As noted earlier, drainage has historically been the principal local-level concern regarding urban runoff. Concerns over quantity can be divided into two basic categories: nuisance flooding and major flooding. Nuisance flooding (e.g., temporary ponding of water on streets, road closings, minor basement flooding), although hardly tolerable to those immediately affected, rarely affects an entire urban populace. Nonetheless, the concerns of the (often vocal) minority of affected citizens commonly reach the point where local action is taken to minimize the recurrence of such events. Such mitigation activities are usually locally determined, funded, and implemented because both the affected public and government decision makers perceive and concur that such flooding constitutes a "problem".

Catastrophic flood events, on the other hand, have to be thought about differently for several reasons:

- They typically affect the majority of the urban populace.
- Mitigation measures often involve engineering improvements extending well beyond local jurisdictions.
- Mitigation measures often cost more than the local community could afford. Historically, the Federal government has become involved, in major flood control efforts through a number of related programs. In such cases, water quantity problems are relatively easy to define because the extent of flooding is readily observable, the degree of damage is easily determined, and the benefits of proposed flood control projects can be estimated. Thus, decision makers face a relatively low risk in prescribing courses of action and justifying the associated

costs in light of benefits. As will be discussed later, decision making in the case of water quality concerns is less straightforward.

Erosion and Sedimentation Problems

Erosion results from rainfall and runoff when soil and other particles are removed from the land surface and transported into conveyance systems and water bodies. Since land surface erosion is the principle source of stream sediment, the type of soil, land cover, and hydrologic conditions are major factors in determining the severity and extent of sedimentation problems. Although erosion is a natural process, it is frequently exacerbated by the activities of man, in both urban and rural environments.

When addressing the broad spectrum of receiving water problems which result from sedimentation, it is convenient to divide cases into two categories; (1) those that respond to control measures directed at nuisance flood prevention, and (2) those that are not controlled by such measures. When natural loads are discharged into receiving waters, the effects are primarily physical and only secondarily chemical (because the mineral constituents which make up the primary sediment load are relatively benign in most cases). Among the physical problems imposed upon the receiving waters are:

- Excess turbidity reduces light penetration, thereby interfering with sight feeding and photosynthesis;
- Particulate matter clogs gills and filter systems in aquatic organisms, resulting, for example, in retarded growth, systemic disfunction, or asphyxiation in extreme cases; and
- Benthic deposition can bury bottom dwelling organisms, reduce habitat for juveniles, and interfere with egg deposition and hatching.

Although sedimentation is storm-event related, its resultant problems are not exclusively either "quantity" problems or water "quality" problems. Being hybrid problems, sedimentation control has received a mixed approach. The organizations involved range widely, from Federal agencies (e.g., the Army Corps of Engineers, the Soil Conservation Service) to local drainage and sedimentation control officials, frequently with involvement from State and county governmental agencies.

Urbanization as a Cause of Problems

Urbanization accelerates erosion through alteration of the land surface. Disturbing the land cover, altering natural drainage patterns, and increasing impervious area all increase the quantity and rate of runoff, thereby increasing both erosion and flooding potential. Also, the sedimentation products which result from urban activities are generally not as benign as the natural mineral sediments which result from soil erosion. Atmospheric deposition (associated with industrial, energy, and agricultural production activities) and added surface particulates (resulting from tire wear, auto

exhaust, and road surface decomposition) fall in this latter category. Their effects on receiving waters tend to be more "chemical" than "physical". They may contain toxic substances and/or other compounds which can have adverse impacts upon receiving water quality and the associated ecological communities.

WATER QUALITY CONCERNS

The notion that urban runoff can be a significant contributor to the impairment or degradation of the quality of receiving waters has formed only recently and is not universally shared. It is the totality of receiving water characteristics (e.g., flow rate, size or volume, and physical and chemical characteristics) that determines its use, although some characteristics are more important than others (e.g., there must be present an appropriate rate of flow and/or volume in the receiving water to support the desired use).

In addressing the water quality needed to support a designated use, one must consider specific requisite characteristics. For example, in the case of swimming, total dissolved solids and dissolved oxygen levels are far less important than pathogenic organisms. For irrigation, the biochemical oxygen demand of the water is of little concern to the farmer, whereas the total dissolved solids level is of immense concern (to minimize salt buildup). Although high nutrient levels may be detrimental to the quality of impounded waters (by hastening eutrophication processes), a farmer may welcome nutrients in irrigation water.

It is also important to note that it is the concentration, rather than the mere presence of a water quality constituent, that affects use. The relationship between pollutant concentration and resultant impacts on receiving water use are quite non-linear, with plateau effects not uncommon. For example, consider dissolved oxygen and its effect upon fin fish. Down to a certain level below saturation, there are virtually no important effects (upon a given species). As dissolved oxygen levels fall below this threshold, the more sensitive members of the species begin to be affected. As levels continue to fall, the affected percentage of the population will increase until a level is reached at which the entire population can no longer survive. Obviously, any further reduction of dissolved oxygen level would have no further effect upon the community, since it no longer exists. It is important to keep this plateau effect in mind when considering the practical impacts of increased pollution and the practical value of remedial measures to restore beneficial uses, since limited removal of a polluting substance may do nothing to alleviate the problem. In the example given above, if one were to somehow reduce the input of oxygen demanding substances to the receiving water, the result might be that the dissolved oxygen level of the receiving water would rise from 1.0 mg/l to 3 mg/l. If the species of concern were trout, they still could not survive. Even though polluting substances were removed and money was spent, the desired benefit would not be achieved.

WATER QUANTITY AND QUALITY CONTROL

There is no question that excessive urban runoff causes problems. Remedial costs may be high, but the benefits are obvious. Currently, there is a growing national awareness that, if steps are taken during the planning phase

of development, excessive stormwater discharges can be prevented, at least from typical events (large infrequent storms will always present a greater threat).

Past And Current Work

During the past two decades attention has been focused on reducing runoff rates and volumes and reducing flood damage. During the early 1970's, a manual of practices was prepared under grants from the Office of Water Research and Technology sponsored by the American Public Works Association stressing detention (Poertner, 1974). The University of Delaware also issued a manual of practices on methods to control rates and volumes of urban runoff (Toubier and Westmacott, 1974).

Work done by the ASCE Urban Water Resources Research Council during the sixties stressed the concept of natural easements for drainage, observing that there were two drainage ways; major routes for large events and minor routes for smaller more frequent events (Jones, 1968). It was claimed that money could be saved by using natural channels, swales, etc., thus reducing the need for more expensive concrete conveyances.

The idea of intentionally using natural runoff courses, green belts, and the like was new to engineers who had long been trying to control runoff through more artificial conveyances. In 1970, EPA's Office of Research and Development initiated work on a development known as the Woodlands project in Texas near Houston. Studies were conducted to determine how storm flows could be managed and water quality could be protected or improved by the use of natural drainage ways, detention facilities, porous pavements, increased infiltration rates, and a decrease in runoff rates (Characklis, 1979).

Federal Involvement

As part of its national effort to control erosion from agricultural lands, the Soil Conservation Service (SCS) (Department of Agriculture) provides technical assistance in developing erosion control plans. During the past decade or so, the methods they have developed have been applied much more widely than just to agricultural situations. SCS has become increasingly involved in erosion control in urban areas and has produced a useful document for assessing urban hydrology in small watersheds (SCS, 1975).

Other Federal agencies that have an interest in urban runoff and its control include the U.S. Geological Survey, the Federal Highway Administration, the Federal Housing Administration, the Tennessee Valley Authority, and others too numerous to mention.

State And Local Involvement

Although some 27 states have adopted floodplain management legislation to protect property, the control of urban drainage has traditionally been a local matter. Some states have some form of erosion control laws in force; however few states have runoff rate/quantity legislation. This situation has begun to change over the last decade, and Maryland is one example where the statewide legislation for stormwater management is implemented at the county level.

The methods used tend to be preventive, wherein erosion is controlled by prescribing certain proven design practices and conventions. Many local agencies are developing control plans along these lines, so this report will not cover this aspect of control.

PROBLEM DEFINITION

As pointed out earlier, water quantity problems are relatively easy to identify and describe. Water quality problems, on the other hand, tend to be more elusive because their definition often involves some subjective considerations, including experiential aspects and expectations of the populace. They are not immediately obvious and are usually less dramatic than, for example, floods. They also tend to vary markedly with locality and geographic regions within the country. For example, a northwestern resident may want to upgrade stream quality to support some highly-prized species of game fish, while a northeastern resident contemplating the river flowing by the local factory might be grateful to see any game fish at all. Thus, a methodological approach to the determination of water quality problems is essential if one is to consider the relative role of urban runoff as a contributor. An important finding of the work conducted during this NURP program has been to learn to avoid the following simplistic logic train: (a) water quality problems are caused by pollutants, (b) there are pollutants in urban runoff, therefore, (c) urban runoff causes "problems". The unspoken implication is that a "problem" by definition requires action, and any type of "problem" warrants equally vigorous action. It becomes clear that a more fundamental and more precise definition of a water quality "problem" from urban runoff is necessary. For this purpose, the NURP has adopted the following three-level definition:

- Impairment or denial of beneficial uses;
- Water quality criterion violation; and
- Local public perception.

The first of these levels refers to cases of impairment or denial of a designated use. An example would be a case where a determination has been made that some specific beneficial use should be attained; however, present water quality characteristics are such that attainment of the use cannot be fully realized.

The second level of problem definition refers to violations of a designated water quality criterion. An example would be a case where some measure or measures of water quality characteristics have been found to violate recommended or mandatory levels for the receiving water classification. Some of the subtle distinctions between this and the preceding problem definition arise in the fact that receiving water classification may not be appropriate, the beneficial use may not be impaired or denied, and the water quality criteria associated with that classification may or may not be overly conservative or directly related to the desired use.

The third level of problem definition involves public perception. This may be expressed in a number of ways, such as telephone calls to public officials

complaining about receiving water color, odor, or general aesthetic appearance. Public perception of receiving water body problems is highly variable also. Some people enjoy fishing for carp or gar, children will play in almost any creek, and so on. This level of problem definition can also include one concept of anti-degradation. Here the thought is that no polluting substances of any kind in any quantity should be discharged into the receiving water regardless of its natural assimilative capacity. This concern has its ultimate expression in the "zero discharge" concept. EPA's concept of anti-degradation, on the other hand, refers to degradation of use; a subtle but essential difference.

The foregoing levels of problem definition provide an essential framework within which to discuss water quality problems associated with urban runoff. However, it is important to understand that when one is dealing at a local level all three elements are typically present. Thus, it is up to the local decision makers, influenced by other levels of support and concern, to carefully weigh each, prior to making a final decision about the existence and extent of a problem and how it is to be defined. It follows that, if this step of problem definition is done carelessly, it will be difficult, if not impossible, to plan an effective control strategy and establish a means for assessing its effectiveness.

CHAPTER 4 STORMWATER MANAGEMENT

INTRODUCTION

This chapter is included for those who wish to know more about how to plan and implement stormwater management programs. Most of the information contained herein was developed through several related programs that were proceeding in parallel with the NURP program.

- The Southeast Michigan Council of Governments (SEMCOG), a NURP grantee, was developing stormwater management procedures.
- The Midwest Research Institute (MRI) was collecting cost information on control practices from selected NURP projects.
- A related EPA Water Planning Division program, the Financial Management Assistance Program (FMAP), was developing financial and institutional planning procedures designed to be helpful in the implementation of stormwater management plans.

STORMWATER MANAGEMENT PLANNING¹

Stormwater management planning develops policies, regulations, and programs for the control of runoff from the land. Stormwater management planning is normally directed toward either or both of two primary goals: the reduction of local flooding and/or the protection of water quality. However, stormwater management planning is also generally used to insure that stormwater programs and regulations provide multiple benefits to the affected communities and do so in a way that does not create additional problems.

Stormwater management planning need not involve expensive technical studies. Available data and maps, the experience of other communities, and advice from experts can be used to develop an effective planning program. Detailed technical studies can then be targeted toward specific issues and problems. Effective local planning can alleviate the need for costly remedial public works projects.

¹ The material in this section of the chapter is largely from Technical Bulletin No. 1: Stormwater Management Planning: Cost-Saving Methods for Program Development, the first of a seven-part bulletin series on water quality management prepared by the Southeast Michigan Council of Governments and available from Information Service, SEMCOG, 8th Floor, Book Building, Detroit, Michigan 48226.

Stormwater management can and should be directed toward two goals: the control of runoff flows (i.e., volumes and rates) and the control of pollutants in stormwater. Control measures which emphasize the storage of runoff rather than the immediate conveyance from the site and from the community often provide benefits which meet both goals. Stormwater storage and conveyance measures, however, affect the community in a variety of ways. Through stormwater management planning the effects of alternative policies, programs, control measures, and financing schemes can be evaluated.

Stormwater management planning is directed toward basic policy questions, such as:

- What should be done with runoff from the land?
- Is the temporary (detention) or permanent (retention) storage of stormwater runoff desirable?
- Under the circumstances, should retention basins, detention basins, natural infiltration areas, or dished parking lots be used to store runoff?
- What requirements should be placed on new developments?
- Do stormwater runoff problems in developed areas warrant special attention?
- Should communal retention or detention facilities be provided by the local jurisdiction? If so, how can such areas be financed?
- Who should pay for retention and detention facilities on private property?
- Are the local jurisdictions already carrying out programs (such as parkland acquisition programs or wetlands regulation) which affect stormwater runoff? Can programs and/or regulations be coordinated to achieve multiple purposes?
- Should enclosed drains or natural channels be used to convey stormwater to and from storage areas?
- Can routing and storage be provided for major storms (e.g., 100-year frequency) as well as minor storms (e.g., 10-year frequency)?
- Who should be responsible for facility maintenance?

The specific questions to be addressed in a local government planning program will vary among local jurisdictions, reflecting varying problems and community objectives. The answers to these questions may take the form of policy statements, changes in regulations or engineering design standards, technical assistance materials for landowners or consulting engineers, revisions to existing programs, or a written plan document.

Because stormwater management planning for quantity and quality control is relatively new, and because community stormwater concerns differ, there are no easy formulas for preparing stormwater management plans.

Stormwater Runoff as a Community Resource

Although, stormwater management programs are typically undertaken to avoid problems (e.g., flooding, pollution, lawsuits), effective planning can also be used to pursue potential community benefits. When effectively managed, stormwater can provide benefits such as:

- Recharge of groundwater supplies;
- Water quality enhancement;
- Recreational opportunities (e.g., use of large retention areas for boating, fishing, or nature study);
- Replenishment of wetlands which serve as wildlife habitats, absorb peak floods, and naturally break down certain pollutants;
- Maintenance of summertime lake levels and stream flows; and
- Enhancement of community appearance and image when facilities are attractively designed.

The Role of Local Governments

In some cases, the institutional systems for stormwater management may need to be complex, largely because State, county, and local agencies' policies, regulations, and procedures may all affect stormwater control within a particular development. For example, in Michigan, the following roles apply:

- County drain commissioners construct and manage county drains and also review subdivision plans to assure adequate drainage.
 - County highway departments affect drainage in new developments by regulating connections to roadside drains and ditches.
 - The State Department of Natural Resources regulates wetlands, dam construction, and floodplain alterations.
-
- The State Water Resource Commission issues permits for certain stormwater discharges when known water quality problems can be linked with a particular activity, (e.g., certain storm drains, animal feeding operations, industrial parking lots).
 - Both the State Department of Public Health and county drain commissioners regulate drainage in proposed mobile home parks.
 - County agencies and certain local governments issue erosion and sediment control permits for certain development sites.

Furthermore, there has been increasing emphasis upon the consideration of environmental factors in land use decisions. Recent amendments to the City or Village Zoning Act and the Township Rural Zoning Act have clarified the legal authority of local governments to complete site plan reviews for environmental management purposes. Standards for the review of land uses must be included in local ordinances and take natural resource preservation into account. The Michigan Environmental Protection Act (MEPA) (Act 127, P.A. of 1970) places a duty on all government agencies to prevent or minimize water pollution and other environmental problems while carrying on regular activities. Section 5(2) of MEPA addresses the actions of local officials in the following terms:

In any ... administrative, licensing or other proceedings, and in any judicial review thereof, any alleged pollution impairment or destruction of the air, water or other natural resources or the public trust therein, shall be determined, and no conduct shall be authorized or approved which does, or is likely to have such effect so long as there is a feasible and prudent alternative consistent with the reasonable requirements of the public health, safety and welfare.

Environmental aspects of stormwater runoff may be addressed by local officials in response to MEPA.

None of the above laws specifically require local governments to undertake stormwater management programs. Instead, local governments have a wide range of possible roles available to them. Stormwater management planning programs can be directed toward the review of existing State and county programs affecting stormwater runoff and toward the evaluation of alternative roles for the local government.

Possible roles for local governments in stormwater management include the following:

- Planning - The term "stormwater management planning" refers to the process of developing policies, programs, regulations, and other recommendations to chart the future course of the community in terms of stormwater management. Such planning can address existing problems or help to avoid future problems and community expenses.
- Regulations - Stormwater runoff control for each site plan and subdivision plan can be reviewed and approved by the local government.
- Design and Construction - Storm drainage facilities (e.g., pipes, basins, areas for retention) can be designed and constructed by the local government. Purchase of lands to serve as community stormwater retention areas may also be undertaken.
- Inspection and Maintenance - Requirements for regular inspection and maintenance of stormwater facilities, including drains and retention or detention basins, may be enforced by

To balance the planning process, this technical analysis should be expanded to include financial and institutional issues such as:

- Does the city have legal authority to implement each requirement in an ordinance?
- How much will each cost, and who will pay for implementation of the control measures?
- Who will conduct compliance review, and who will pay for the reviews?

Numerous additional factors increase the need for financial and institutional analysis in all water quality management planning. Examples might include:

- Implementation of control programs occurs at the local level, and local budgets are being tightened as water quality expenditures compete with other local demands.
- Benefits from water quality projects are difficult to quantify and often accrue to people living downstream.
- It is becoming more difficult to obtain municipal funds through the bond market because of high interest rates.
- The cost of pollution controls is often sizable and difficult to allocate to specific polluters or beneficiaries.

These problems affect most areas of water quality management, but they are especially important in identifying and implementing solutions to urban runoff pollution.

Integrated Approach

An integrated planning approach helps water quality planners make the best control decisions in light of many complex issues. This approach takes the traditional planning process and adds to it financial and institutional elements at each step along the way. This integration is shown in Figure 4-3, with the traditional approach illustrated along the upper track and the financial and institutional elements added along the lower track.

During the early planning stages, financial and institutional issues are reviewed on a preliminary basis. This information becomes more detailed and refined as planning proceeds. Ultimately, the information forms the basis for a financial and institutional plan that supports the detailed design of a control alternative.

When very complex problems are being evaluated, it may be advisable to use a preliminary matrix early in the evaluation process for screening-out unacceptable alternatives. This approach permits a more detailed evaluation of issues surrounding the two or three best alternatives before a final selection is made. An example of a preliminary matrix is given in Figure 4-4.

The 1980 construction cost estimates ranged from \$32,849,200 to \$50,973,500, and the annual operating cost estimates ranged from \$3,735,400 to \$5,301,900. The cost of the public education program at Salt Lake County, Utah, was estimated at \$1,550. The project will report the actual cost of the program upon its completion.

Revenue Analysis

The revenue analysis identifies the funding sources needed to match the estimated cost for control activities by participating agencies. This analysis is important because it ensures adequate funding to implement the technical solution to an urban runoff problem.

There are three categories of funding that are typically used to pay for runoff control: Federal and State funds, local public funds, and private funds. These sources include a variety of different financing mechanisms, each with advantages and disadvantages. The use of any or a combination of these sources requires consideration regarding:

- Revenue adequacy - Will funds be available in the long- and short-term?
- Equity - Are the beneficiaries of the control program paying their full share?
- Economic efficiency - Is the charge that is assessed equal to the social cost of the program?
- Administrative simplicity - Can the funds be managed and directed to the control program without significant administrative problems?

Ability-to-Pay Analysis

The ability-to-pay analysis evaluates the implementing agencies' and the individual user's ability to pay for the proposed program by determining how reasonable a proposed revenue program is in terms of its overall impact on the community as a whole as well as on individual residents.

For a given revenue source, the additional burden of the program is expressed as a percentage of the base costs. For example, if the proposed program is to be financed by property taxes and it adds \$.50 to a \$1,000 tax bill, the additional tax burden is .05 percent. In this instance, it would appear that the homeowner's ability to pay is quite high.

An important factor to remember is that programs to control urban runoff are not the only programs that are placing a burden on the people or institutions who must support them. Hence, the cost of a control program may not be excessive but cannot be imposed because ability to pay has already been exceeded due to other projects.

Sensitivity Analysis

The sensitivity analysis identifies the extent to which local ability to pay varies with changes in the assumptions used to estimate costs and revenues. Major assumptions that influence costs and revenues are: phasing of capital improvement, anticipated local funding requirements, rate of inflation, growth rate, and local fee policies.

The first step in this analysis is to determine a range of values for key cost and revenue assumptions that could occur during the program. (For example, inflation may vary between 5 percent and 15 percent.) The ability-to-pay analysis is then repeated using the high and low values for these assumptions. The final step is to evaluate the changes in burden with "best-" and "worst-" case situations in comparison with burden under the "most likely" assumption.

The purpose of this analysis is to identify control programs that are least vulnerable to changing conditions. It also helps to make the planner aware of best- and worst-case scenarios so that contingency plans can be developed to cope with such events.

Indirect Impact Analysis

The indirect impact analysis is an assessment of the costs and benefits that are not directly attributable to a proposed program. These costs and benefits can be economic, social, and/or environmental. Quantifying the indirect impacts of a program is usually quite difficult, so the planner generally resorts to qualitative measurement.

An Example: Planning an Educational Program

To illustrate further the process of identifying and resolving the financial and institutional issues connected with implementation of an urban runoff control program, the following spells out the steps involved in evaluating one control approach applicable in already developed areas. The example chosen is an educational program to inform citizens, industry, and public agencies of the problems caused by runoff-borne lawn and garden chemicals, oil and chemical residuals from industrial yards, and pesticides, herbicides, and fertilizer from parks and golf courses.

In this example, the activities would include: development of an informational brochure, including printing and distribution, and maintenance of an information center. In Figure 4-6, the institutional characteristics needed to accomplish these activities are compared with the capabilities of existing agencies. The matrix shows that the County Department of Pollution Control could provide the technical input to the Public Information Center to write the brochure. The Council of Governments might coordinate the effort and assume overall responsibilities for getting the job done.

A. TOTAL PROGRAM COST (ONE-YEAR PROGRAM)	\$48,000	
B. NUMBER OF HOUSEHOLDS AFFECTED	19,000	
C. COST PER HOUSEHOLD (A DIVIDED BY B)		<u>\$2.57</u>
D. MEDIAN HOUSEHOLD INCOME	\$14,700	
E. COST AS A % OF MEDIAN HOUSEHOLD INCOME (C DIVIDED BY D TIMES 100)		<u>.02%</u>
F. AVERAGE ANNUAL PROPERTY TAXES	\$ 1,200	
G. COST AS A % OF PROPERTY TAXES (C DIVIDED BY F TIMES 100)		<u>.21%</u>
CONCLUSION: PROGRAM APPEARS TO NOT PLACE EXCESSIVE BURDEN ON LOCAL HOMEOWNERS		

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Figure 4-8. Ability to Pay Analysis for Educational Program
to Control Chemical, Herbicide, Fertilizer and
Pesticide Runoff

Sensitivity Analysis. The sensitivity analysis will vary depending upon the revenue mechanism and program selected for implementing a proposed program. The most common revenue mechanisms for programs controlling runoff from developed areas are general funds and fees. Analyzing the sensitivity of general revenues requires a review of past collections relative to key parameters--inflation, housing starts, collection rates, capital improvements, and so on. Collections are then projected for worst and best case scenarios.

An additional consideration in the sensitivity analysis is revenue requirements. This relates to phasing a program, either handling capital improvements or starting a program on a limited basis with expansion to come in later years. For any one program, numerous options exist for staggering cash flows, and different scenarios should be developed to assess their impact on the program as part of the sensitivity analysis.

Indirect Impact. The indirect impact of a runoff control program for developed areas are extremely difficult to quantify. Educational programs will raise community awareness regarding the impacts of local activities on water pollution. Other indirect impacts from control programs may relate to recreational benefits, local improvements in quality of life, and increased tourism.

RELATIONSHIP BETWEEN NURP AND WQM PLANS

Of the locations selected for projects under the NURP effort, some 80 percent had state-approved (i.e., certified by the Governor) water quality management (WQM) plans with elements which addressed urban runoff. For 5 of these locations, the NURP project constituted the urban runoff element of the plan. For the other locations, however, the original 208 effort was unable to develop the necessary information on either water quality effects or performance of best management practices (BMPs) to justify structuring formal implementation plans for urban runoff control. Consequently, the typical WQM plan elements dealing with urban runoff identified the need for further study, usually specifying problem assessment and BMP performance evaluation. These elements became the focal points of the activities funded by NURP.

The WQM plans for the remaining 20 percent of the locations which participated in the NURP program did not contain a specific urban runoff element. Presumably this was due to time and resource constraints in relation to other issues which were assigned higher priorities in planning efforts. In these cases, the NURP projects provided the opportunity to address a water quality issue not adequately addressed in the original 208 planning studies.

Over two-thirds of the NURP project locations reported that NURP findings and recommendations have or will be incorporated in the next annual update of their formal WQM plans. The remainder generally indicate that they expect the planning issues to be addressed at the local level or that NURP results will support planning and implementation activities, even though they do not anticipate formal incorporation in WQM plans at this time.

Over half of the NURP project locations report either active or planned implementation efforts based on the results of NURP. Thirty percent indicated that no implementation is being planned because the need for or value of urban runoff control was not demonstrated. The balance (20 percent) of the NURP locations suggest that while implementation activities are not currently planned, they expect NURP results to influence future deliberations on this issue.

CHAPTER 5 METHODS OF ANALYSIS

INTRODUCTION

This chapter identifies and briefly discusses the methods adopted to assemble and analyze the large data base developed by the NURP projects and also provides the methods employed to develop and interpret results. The chapter is structured according to the three prime areas of program emphasis; (1) characteristics of pollutants in urban runoff, (2) water quality effects of urban runoff discharges including water quality criteria/standards violations and impairment or denial of beneficial uses of receiving water bodies, and (3) the effectiveness of control measures to reduce pollutant loads.

The procedures employed in this assessment were designed to provide generalized results and findings about urban runoff issues of interest for nationwide use. This national perspective, and the need to consider the fundamental variability of urban runoff processes, has prompted some significant advancements in the application of statistical methods and models. The basic methods used were, however, largely developed under different EPA efforts, many under the sponsorship of the Office of Research and Development, or other programs. In some cases, similar or equivalent procedures were applied in individual NURP projects; in other cases, methods adopted by individual projects in response to local needs and interests were different. Where possible, comparisons have been made between either detailed results, or conclusions drawn from such results, as derived from both local and national perspectives.

The descriptions provided in this chapter are brief and intended to communicate the technical framework upon which the results and conclusions are based. More detailed information on the methods and techniques are contained in other documents developed by NURP. Pertinent NURP reports cover, in separate volumes, probabilistic methods for analyzing water quality effects, detention and recharge basins for control of urban stormwater quality, and street sweeping for control of urban stormwater quality. The Data Management Procedures Manual, another of the project documents, is an additional source of information on details of the analysis methods utilized.

Because field measurements and sampling formed one of the most important information sources, it was essential that the monitoring and analysis programs produce consistent and sound data. Accordingly, NURP required that all projects adopt Quality Assurance/Quality Control elements as integral parts of their work plans. Key components of these plans include the following:

- Program Coordination. Projects were required to designate a QA/QC coordinator, responsible for the entire QA/QC effort.

- Field Quality Assurance. Guidance was provided to the projects for all key aspects of the data collection process.
- Laboratory Quality Assurance. A manual prepared by EPA's Environmental Monitoring and Support Laboratory was provided to all projects and contained analytical quality control information.
- Data Management. A manual entitled "Data Management Procedures" was provided to all projects and covered such topics as data formatting, data reduction, and some analysis.
- Data Analysis. To encourage innovative approaches and responsiveness to local conditions, uniform methods of data analysis were not stressed. Technical guidance and mandatory review of analytical procedures were provided.

1 RUNOFF POLLUTANT CHARACTERISTICS

al

stantial component of the individual NURP projects was the acquisition (subsequent analysis) of a data base for a number of storm events, con-
ng of precipitation and the resulting quantity and quality of runoff
a number of local urban catchments. One of the principal EPA objectives
e analysis of these data has been to develop a concise summary of the
cteristics of urban runoff. There are a number of questions concerning
runoff characteristics which need to be addressed for water quality
ing purposes, including what are the appropriate measures of the statis-
characteristics of urban runoff (e.g., population distribution, central
cy, variability, etc.)? Do distinct subpopulations exist and what are
characteristics? Are there significant differences in data sets
ed according to locations around the county (geographic zones), land
season, rainfall amount, etc.? How may these variations be recognized?
s the most appropriate manner in which to extrapolate the existing data
to locations for which there are no or limited measurements? Though
questions cannot be fully answered given the current state of knowledge
ning urban runoff, these are the types of issues addressed by the
ls described in this chapter and the results presented in Chapter 6.

Principal thrust of the individual NURP projects, and thus this nation-
assessment report, was the characterization of what has been adopted as
lard Pollutants" of primary concern in urban runoff. These include
i, oxygen consuming constituents, nutrients, and a number of the more
ly encountered heavy metals. The methods used to characterize these
rd pollutants are described under a separate heading below.

roximately two-thirds of the NURP projects the occurrence of compounds
s list of "Priority Pollutants" was investigated. This program element
so described under a separate heading below. A number of additional
have also been addressed in the program. These are briefly discussed

below because they relate closely to the general issue of pollutant characteristics. These include the following:

- Soluble vs Particulate Pollutant Forms. The distribution of soluble and particulate forms of a pollutant in urban runoff (particularly metals and nutrients) was examined in both the standard conventional pollutant and priority pollutant aspects of the study because certain beneficial use effects depend strongly on the form in which the contaminant is present. The priority pollutant program additionally determined "Total Recoverable" fractions, corresponding to contaminant forms used in EPA's published toxic criteria guidelines.
- Coliform Bacteria. Fecal coliform bacteria counts (and in some cases total coliform and fecal streptococcus as well) in urban runoff were monitored during a significant number of storms by seven of the NURP projects. Though the data base for bacteria is restricted, useful results are provided in Chapter 6.
- Wetfall/Dryfall. As part of program elements designed to examine sources of pollutants in urban runoff, a number of projects operated atmospheric monitoring stations for characterizing pollutant contributions from precipitation (wetfall) and from dry weather deposition (dryfall). Results of this work are reported in individual project reports and not included herein.

Standard Pollutants

The following constituents were adopted as standard pollutants characterizing urban runoff:

TSS - Total Suspended Solids
BOD - Biochemical Oxygen Demand
COD - Chemical Oxygen Demand
TP - Total Phosphorus (as P)
SP - Soluble Phosphorus (as P)
TKN - Total Kjeldahl Nitrogen (as N)
NO₂₊₃-N - Nitrite + Nitrate (as N)
Cu - Total Copper
Pb - Total Lead
Zn - Total Zinc

The list includes pollutants of general interest which are usually examined in both point and nonpoint source studies and includes representatives of important categories of pollutants--namely solids, oxygen consuming constituents, nutrients, and heavy metals.

The pollutant concentrations found in urban runoff vary considerably, both during a storm event, as well as from event to event at a given site and from site to site within a given city and across the country. This variability is the natural result of high variations in rainfall intensity and occurrence,

geographic features that affect runoff quantity and quality, and so on. Considering this situation, a measure of the magnitude of the urban runoff pollution level and methods for characterizing its variability were needed. The event mean concentration (EMC), defined as the total constituent mass discharge divided by the total runoff volume, was chosen as the primary measure of the pollutant load. The rationale for adopting the EMC for characterizing urban runoff is discussed in the receiving water effects section of this chapter as well as in subsequent chapters. Event mean concentrations were calculated for each event at each site in the accessible data base. If a flow-weighted composite sample was taken, its concentration was used to represent the event mean concentration. Where sequential discrete samples were taken over the hydrograph, the event mean concentration was determined by calculating the area under the loadograph (the curve of concentration times discharge rate over time) and dividing it by the area under the hydrograph (the curve of runoff volume over time). Details of the calculation procedure have been described in the Data Management Procedures Manual. For the purpose of determining event mean concentrations, rainfall events were defined to be separate precipitation events when there was an intervening time period of at least six hours without rain.

A statistical approach was adopted for characterizing the properties of EMCs for standard pollutants. Standard statistical procedures were used to define the probability distribution, central tendency (a mean or median) and spread (standard deviation or coefficient of variation) of EMC data. EMC data for each pollutant from all storms and monitoring sites were compiled in a central data base management system at the National Computer Center. The SAS computer statistical routines and other standard statistical methods were used to explore and characterize the data. The statistical methods used are, for the most part, not explained in this report since these are readily available in the literature. Nor are the operations of the SAS routines, which are available at most computer centers.

The underlying probability distribution of the EMC data was examined and tested by both visual and statistical methods. With relatively few isolated exceptions, the probability distribution of EMCs at individual sites can be characterized by lognormal distributions. Given this, concise characterization of the variable urban runoff characteristics at each of the sites is defined by only two values, the mean or median and the coefficient of variation (standard deviation divided by mean). Because the underlying distributions are lognormal, the appropriate statistic to employ for comparisons between individual sites or groups of sites is the median value, because it is less influenced by the small number of large values typical of lognormal distributions and, hence, is a more robust measure of central tendency. However, for comparisons with other published data which usually report average values and for certain computations and analyses (e.g., annual mass loads), the mean value is more appropriate.

Relationships among a number of statistical properties of interest are easily determined when distributions are lognormal. Figure 5-1 illustrates some relationships for lognormal distributions. In (a) the frequency distributions of two variable data sets which are log-normal and have the same median are shown. The log transforms of the data result in normal bell

water types. These results provide important information on the extent to which urban runoff constitutes a "problem" as well as "ground truth" measurements against which more generalized techniques can be compared. Methodologies employed in these local studies vary and are described in the individual project reports. Relevant site-specific project results are cited in Chapter 9.

Receiving water impact analyses cannot be readily generalized because there is a high degree of site-specificity to the important factors. The type of beneficial use dictates the pollutants which are of principal concern; the type of water body (e.g., stream, lake, estuary) determines how receiving water quality responds to loads; and physical characteristics (e.g., size, geometry, flows) have a major influence on the magnitude of response to a particular load.

Despite the inherent limitations of a set of generalized receiving water impact analyses, a screening level analysis was considered a necessary element for a nationwide assessment of the general significance of urban runoff in terms of water quality problems, especially adverse effects on beneficial uses. Accordingly, a set of analysis methodologies were adopted and utilized as screening techniques for characterizing water quality effects of urban runoff loads on receiving water bodies. A key requirement was to delineate the severity of water quality problems by quantifying the magnitude, and in the case of intermittent loads, the frequency of occurrence of water quality impacts of significance. These procedures are identified and described briefly below. Significant technical aspects are detailed further in the supplementary NURP report which addresses the receiving water impact analysis methodology.

It was not possible to perform a "National Assessment" in the usual sense of the term. NURP has determined that it is not realistic (if the basis is effect on beneficial use of a water body) to estimate the total number of water quality problem situations in the nation which result from urban storm-water runoff or the cost of control which would ultimately result. The available analysis methods do permit an assessment of a different kind. NURP applied the analysis procedures as a screening type analysis to define the conditions under which problems of different types are likely or unlikely to occur. From the results of these screening analyses, NURP has drawn inferences and made general statements (Chapters 7 and 9) on the significance of urban runoff. Where it has been possible or practical to do so, these general screening analyses were applied to local situations which exist within certain of the individual NURP projects. Comparisons were made between specific water quality effects or broader conclusions relative to problems derived from both local analysis and general screening methods.

Time Scales of Water Quality Impacts

There are three types of water quality impacts associated with urban runoff. The first type is characterized by rapid, short-term changes in water quality during and shortly after storm events. Examples of this water quality impact include periodic dissolved oxygen depressions due to oxidation of contaminants, or short-term increases in the receiving water concentrations of one

or more toxic contaminants. These short-term effects are believed to be an important concern and were the prime focus of the NURP analysis.

Long-term water quality impacts, on the other hand, may be caused by contaminants associated with suspended solids that settle in receiving waters and by nutrients which enter receiving water systems with long retention times. In both instances, long-term water quality impacts are caused by increased residence times of pollutants in receiving waters. Other examples of the long-term water quality impacts include depressed dissolved oxygen caused by the oxidation of organics in bottom sediments, biological accumulation of toxics as a result of up-take by organisms in the food chain, and increased lake eutrophication as a result of the recycling of nutrients contributed by urban runoff discharges. The long-term water quality impacts of urban runoff are manifested during critical periods normally considered in point source pollution studies, such as summer, low stream flow conditions, and/or during sensitive life cycle stages of organisms. Since long-term water quality impacts occur during normal critical periods, it is necessary to distinguish between the relative contribution of urban runoff and the contribution from other sources, such as treatment plant discharges and other nonpoint sources. A site-specific analysis is required to determine the impact of various types of pollutants during critical periods, and this aspect of urban runoff effects was not addressed in detail in NURP.

A third type of receiving water impact is related to the quantity or physical aspects of flow and includes short-term water quality effects caused by scour and resuspension of pollutants previously deposited in the sediments. This category of impact was not addressed by NURP, in general, although one project provides some information.

As indicated previously, the first type of change in water quality associated with discharges from urban runoff is characterized by short-term degradation during and shortly after storm events. The rainfall process is highly variable in both time and space. The intensity of rainfall at a location can vary from minute to minute and from location to location. Phenomena which are driven by rainfall such as urban runoff and associated pollutant loadings are at least as variable. Short term measurements, on a time scale of minutes, to define rainfall, the runoff flow hydrograph, and concentrations of contaminants (pollutographs) feasibly can be taken at only a rather limited number of locations. These measurements have usually been employed in an attempt to refine or calibrate calculation procedures for estimating runoff flows and loads. Most urban areas contain a network of drainage systems which collect and discharge urban runoff into one or more receiving water bodies. Since the rainfall, runoff, and pollutant loads vary in both time and space, it is impossible to determine by calculation or measurement the very short time scale (minute-to-minute) changes in water quality of a receiving water and assign the changes to specific sources of runoff. Although very short duration exposures (on the order of minutes) to very high concentrations of toxics can produce environmental damage (mortality or sub-lethal effects) to aquatic organisms, it is likely that exposures on the order of hours have the highest possibility of causing adverse environmental impacts. This results, in part, from the smoothing obtained by mixing numerous sources which have high frequency (short-term) variability.

In view of the above discussion, the time scale used by NURP for analysis of short-term receiving water impacts is the rainfall event time scale which is on the order of hours. To represent the average concentration of pollutants in urban runoff produced during such an event, NURP used the event mean concentration.

Criteria/Standards and Beneficial Use Effects

As discussed in previous chapters, three definitions have been adopted to assess receiving water problems associated with urban runoff; (1) impairment or denial of beneficial use, (2) violation of numerical criteria/standards, and (3) local perception of a problem. The procedures and methods employed in the NURP assessment focus on the first two problem definitions. A framework for identifying target receiving water concentrations associated with the criteria standards and beneficial use problems are provided below. The third problem type, local perception of a problem and degree of concern cannot be addressed by these quantitative procedures.

The analysis methods employed make it possible to project water quality effects caused by intermittent, short-term urban runoff discharges. Where appropriate, these effects are expressed in terms of the frequency at which a pollutant concentration in the water body is equalled or exceeded. However, if the basis for determining the significance of such water quality impacts (and hence the need for control) is taken to be the effect such receiving water concentrations have on the impairment or denial of a specific beneficial use, then it is necessary to go one step further. A basis is required for judging the degree to which a particular water quality impact constitutes an impairment of a beneficial use. With intermittent pollutant discharges, effects are variable and are best expressed in terms of a probability distribution from which estimates can be made of the frequency with which effects of various magnitude occur.

There is a rather broad consensus that existing water quality criteria, and water uses based on such criteria, are most relevant when considered in terms of continuous exposures (ambient conditions). Even where continuous discharges are involved, there has been discussion and debate as to whether a particular criterion should be interpreted as some appropriate "average" condition or a "never-to-exceed" limit. The basic issue is whether the more liberal interpretation will provide acceptable protection to the beneficial use for which the criterion in question has been developed. The only reason such distinctions become an issue is because the practical feasibility or relative economics, or both, are sufficiently different that one is encouraged to question whether the more restrictive interpretation is overly (or even excessively) conservative in terms of providing protection for the associated beneficial use.

The issue (i.e., whether traditional ambient criteria are excessively conservative measures of conditions which provide reasonable assurances of protection for a beneficial use when exceeded only intermittently) is particularly appropriate in the case of urban storm runoff. Analysis of rainfall records for a wide distribution of locations in the nation indicates that, even in the wetter parts of the country, urban runoff events occur only

about 10 percent of the time. There are regional and seasonal differences but typical values for annual average storm characteristics in the eastern half of the United States are:

	Average (Hours)	Median (Hours)	90th Percentile (Hours)
Storm Duration	6	4.5	15
Interval Between Storm Mid-Points	80	60	200

These estimates are based on results from an analysis of long-term rainfall records for 40 cities throughout the country. Median and 90th percentile values are derived from data mean and variance based on a gamma distribution which has been shown to characterize the underlying distribution of storm event parameters quite well.

In the semi-arid regions of the western half of the country, average storm durations tend to be comparable to the above, but average intervals between successive storms increase substantially (two to four fold) and are highly seasonal. With urban storm runoff, therefore, one is dealing with pollutant discharges which occur over a period of a few hours every several days more or after long dry periods. In advective rivers and streams, the water mass influenced by urban runoff tends to move downstream in relatively discrete pulses. Because of the variability in the magnitude of the pollutant loads from different storm events, only a small percentage of these pulses have high pollutant concentrations.

There are currently no formal "wet weather" criteria and, thus, no generally accepted way intermittent exposures having time scale characteristics typical of urban runoff can be related to use impairment. In the belief that it would be inappropriate to ignore such considerations in a general evaluation of urban runoff, NURP has developed estimates for concentration levels which result in adverse impacts on beneficial use when exposures occur intermittently at intervals/durations typical of urban runoff. These "effects levels" were used to interpret the significance of the variable, intermittent water quality impacts of urban runoff. It should be understood that the effects levels do not represent any formal position taken by EPA, but are simply the most reasonable yardsticks available to meet the immediate need of the evaluation of urban runoff. As used in the screening analysis procedures, alternative values for "effects levels" may be readily substituted when either more accurate estimates can be made, or more (or less) conservative approaches are indicated in view of the importance of a particular water body or beneficial use.

Table 5-1 summarizes information on water quality criteria for a number of contaminants routinely found in urban storm runoff. The data presented include:

- Water quality criteria for substances on EPA's priority pollutant list (45 FR No. 79318, 11/28/80). These criteria provide

an extensive set of numerical values derived from bioassay studies.

- Estimates of "effects levels" which are suggested by NURP analysis to be relevant for the intermittent exposures characteristic of urban runoff.

By incorporating the numerical values for EPA's ambient water quality criteria and the concentration levels suggested by NURP for intermittent effects in the same table (or on the same graph in Chapter 7), a convenient, concise comparison is provided of the practical implications of applying one or the other as the yardstick for judging the protection or impairment of water use. The two sets of numerical values thus provide measures for two of the three options for defining a problem: violation of criteria or actual impairment of a beneficial use.

Comparison of the pollutant concentrations in urban runoff showing the frequency and magnitude of exceedance of ambient criteria and intermittent effects levels provides a qualitative sense of the control requirements (and implications regarding costs) attendant on the adoption of either problem definition as the operative one.

Rivers and Streams

The approach adopted to quantify the water quality effects of urban runoff for rivers and streams focuses on the inherent variability of the runoff process. What occurs during an individual storm event is considered secondary to the overall effect of a continuous spectrum of storms from very small to very large. Of basic concern is the probability of occurrence of water quality effects of some relevant magnitude.

To consider the intermittent and variable nature of urban runoff, a stochastic approach was adopted. The method involves a direct calculation of receiving water quality statistics using the statistical properties of the urban runoff quality and other relevant variables. The approach uses a relatively simple model of the physical behavior of the stream or river (as compared to many of the deterministic simulation models). The results are therefore an approximation, but appropriate as a screening tool.

The theoretical basis of the technique is quite powerful as it permits the stochastic nature of runoff process to be explicitly considered. Application is relatively straightforward, and the procedure is relevant to a wide variety of cases. These attributes are particularly advantageous given the national scope of the NURP assessment. The details of the stochastic method are summarized and presented below.

Figure 5-2 contains an idealized representation of urban runoff discharges entering a stream. The discharges usually enter the stream at several locations but are considered here to be adequately represented by an equivalent discharge flow which enters the system at a single point.

Receiving water concentration (CO) is the resulting concentration after complete mixing of the runoff and stream flows and is interpreted as the mean

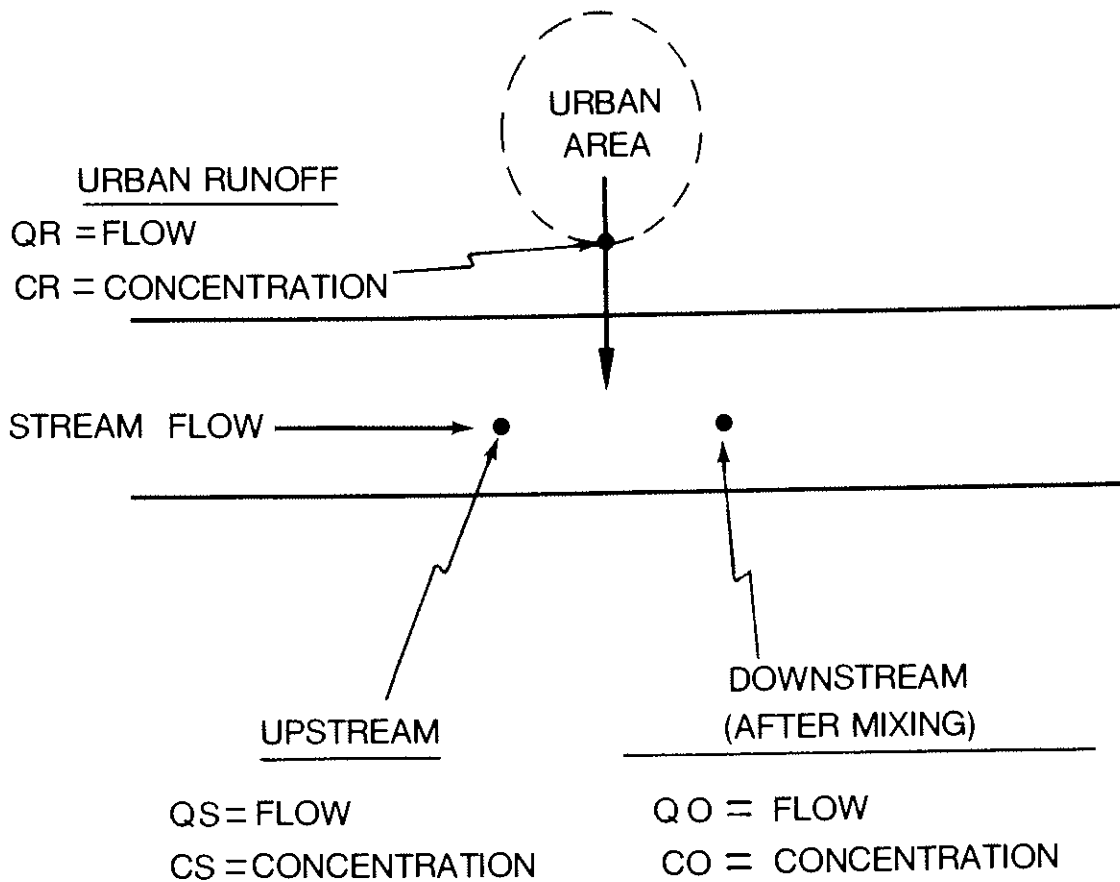


Figure 5-2. Idealized Representation of Urban Runoff Discharges Entering a Stream

stream concentration just downstream of all of the discharges as shown in Figure 5-2. The four input variables considered are:

- Urban runoff flow (Q_R)
- Urban runoff concentration (CR)
- Stream flow (Q_S)
- Stream concentration (CS)

Each is considered to be a stochastic random variable, which together combine to determine downstream flow and concentration. In addition, all variables are assumed to be independent, except urban runoff flow and streamflow where correlation effects can be incorporated as warranted.

An essential condition of the current computational structure is that each of the four variables which contribute to downstream receiving water quality can be adequately represented by a lognormal probability distribution; from analysis of data or other estimating procedures, the statistical properties of each of the input parameter distributions are defined. Examination of a reasonably broad cross-section of data indicates that lognormal probability distributions can adequately represent discharges from the rainfall/runoff process, the concentration of contaminants in the discharge, and the daily flow record of many rivers and streams, particularly for a national scale screening approach. It should be noted, however, that modifications of the computation techniques could be made to accommodate the use of other distributions (e.g., gamma, exponential) for some or all of the parameters.

The analysis procedure is described in more detail in the supplementary NURP report cited earlier. It essentially operates as follows:

- Downstream Concentrations. Stream concentrations of a pollutant are considered to result from the combination of upstream flow at background concentration and runoff flow at its concentration. Variations in stream concentrations below the urban runoff discharge result from variations in each of these inputs; the most significant source of variation being whether or not an event is occurring (i.e., whether runoff flows and loads are present). Stream flows must be considered because of the major effect of dilution on the resulting concentrations. Upstream concentrations can, however, be set at zero for the calculations; in which case, the result obtained is the exclusive effect of urban runoff discharges, and not the overall expected stream concentration. Effects of urban runoff can be evaluated by considering only the periods during which runoff occurs.
- Parameter Estimates. Estimates for runoff flows and concentrations are developed from information derived from the NURP monitoring programs. Information on stream flow can be obtained from analysis of local stream gage records. Upstream concentrations tend to be very site-specific; for this reason, the screening analysis calculated only the effect of urban runoff discharges.
- Statistical Calculations. From the statistical properties (specifically, the means and standard deviations) of the flows and concentrations, properties of the dilution ratio can be defined, and the statistical properties of the resulting in-stream concentrations are calculated directly. The frequency with which any particular target concentration is exceeded during wet weather can be calculated from the statistical properties of stream concentration, using formulas or scaled directly from a standard plot of cumulative (lognormal) probability distributions.

The frequency with which the target concentration is exceeded during all periods -- wet and dry -- is simply the product of

the wet weather frequency and the probability (frequency) that it is raining. The probability that it is raining at any time is defined by the ratio of mean storm duration to mean inter-storm period, derived from the rainfall statistics.

$$\frac{D = \text{mean duration of storms}}{\Delta = \text{mean interval between storm midpoints}} = \text{fraction of time it is wet}$$

- Mean Recurrence Interval. In the presentation of results in Chapter 7, the probability distribution of event mean stream concentrations of an urban runoff pollutant during runoff periods is converted to a Mean Recurrence Interval (MRI) as a device to assist in the interpretation of results. The recurrence interval is defined as the reciprocal of probability. Because the basic calculation is based on storm events, this definition yields the overall average number of storms between specific event occurrences. Event recurrence is converted to what is believed to be a more meaningful time recurrence by dividing by the average number of storms per year, which is developed from analysis of rainfall records and defined as

$$\frac{\text{Hours/year} = 8760}{\text{Average interval between storm midpoints}} = \text{average \# storms per year}$$

As an example of the MRI calculations consider a stream concentration which has an exceedance probability of 1.0 percent ($Pr = 0.01$)

$$\text{Recurrence Interval} = 1/Pr = 1/0.01 = 100$$

The analysis is in terms of storm events, not time. Therefore this result is interpreted as one storm in every 100 events on average, will produce concentrations greater than the selected value. For an area where rainfall patterns produce an average of 100 storms per year, the average recurrence interval expressed in time units rather than events, is:

$$\text{Recurrence Interval (time)} = \frac{\text{event recurrence}}{\# \text{ events/year}} = \frac{100 \text{ events}}{100 \text{ events/year}} = 1 \text{ year}$$

Currently, the primary use of the above procedure is as a screening tool in which approximate results and relative values are of interest. In this regard, NURP believes the Mean Recurrence Interval is a very useful definition. It should be interpreted as the long-term average interval between occurrences.

When results of this nature are interpreted, the following factors should be noted. The recurrence intervals of most interest relate to very low probabilities of occurrence. The tails of distributions may have appreciable uncertainty, and in the natural water systems, distributions may be lognormal

One of the basic questions which arises when controls of this type are considered is whether the percolation encouraged will produce undesirable degradation of groundwater quality. This aspect was examined by two NURP projects, and is discussed in Chapter 7 of this report.

Evaluation of percolating basins of any size is readily accomplished using the standard storage/treatment routines of stormwater models such as STORM or SWMM. In such cases the local soil permeability (the percolation rate) is applied as the treatment rate. In addition, statistical analysis procedures described in "A Statistical Method for the Assessment of Urban Stormwater" (EPA 440/3-79-023, May 1979) have been developed. A probabilistic analysis methodology adapted from the latter approach has been used by NURP to provide estimates of performance capabilities of recharge devices, which are presented in Chapter 8. A detailed discussion of the methodology is provided in the supplementary NURP report on detention/recharge devices cited earlier.

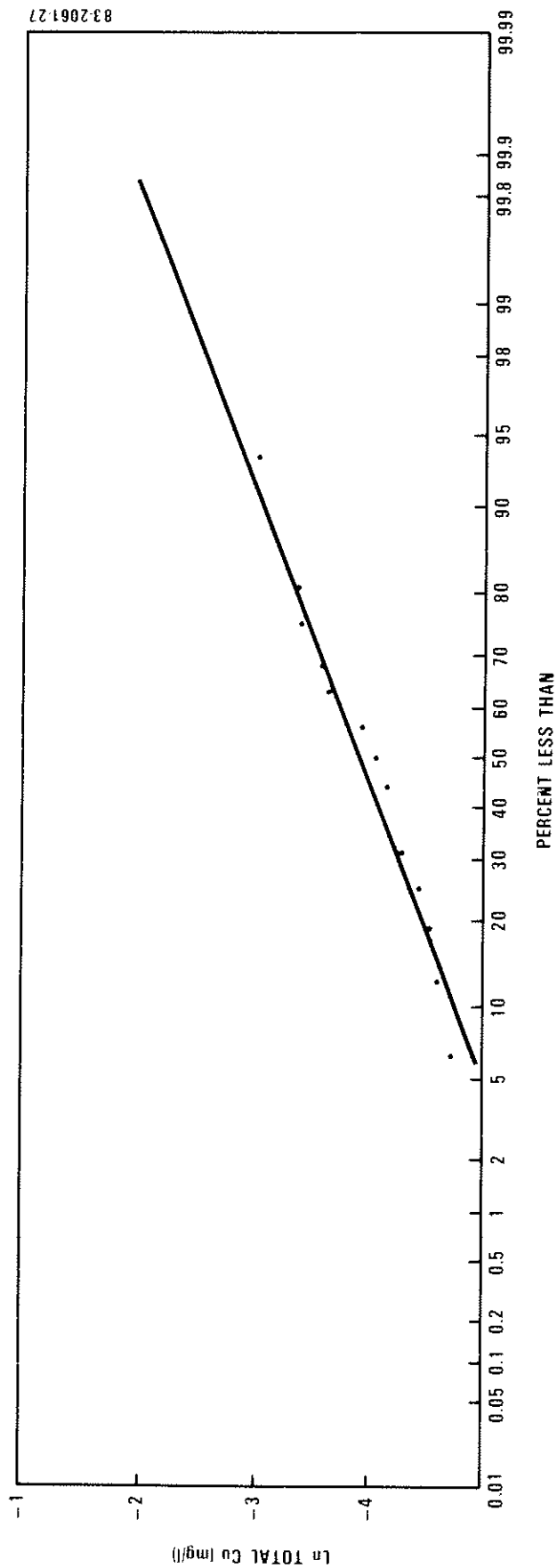


Figure 6-1. Cumulative Probability Distribution of Total Cu
at COL 116 and Claude Site

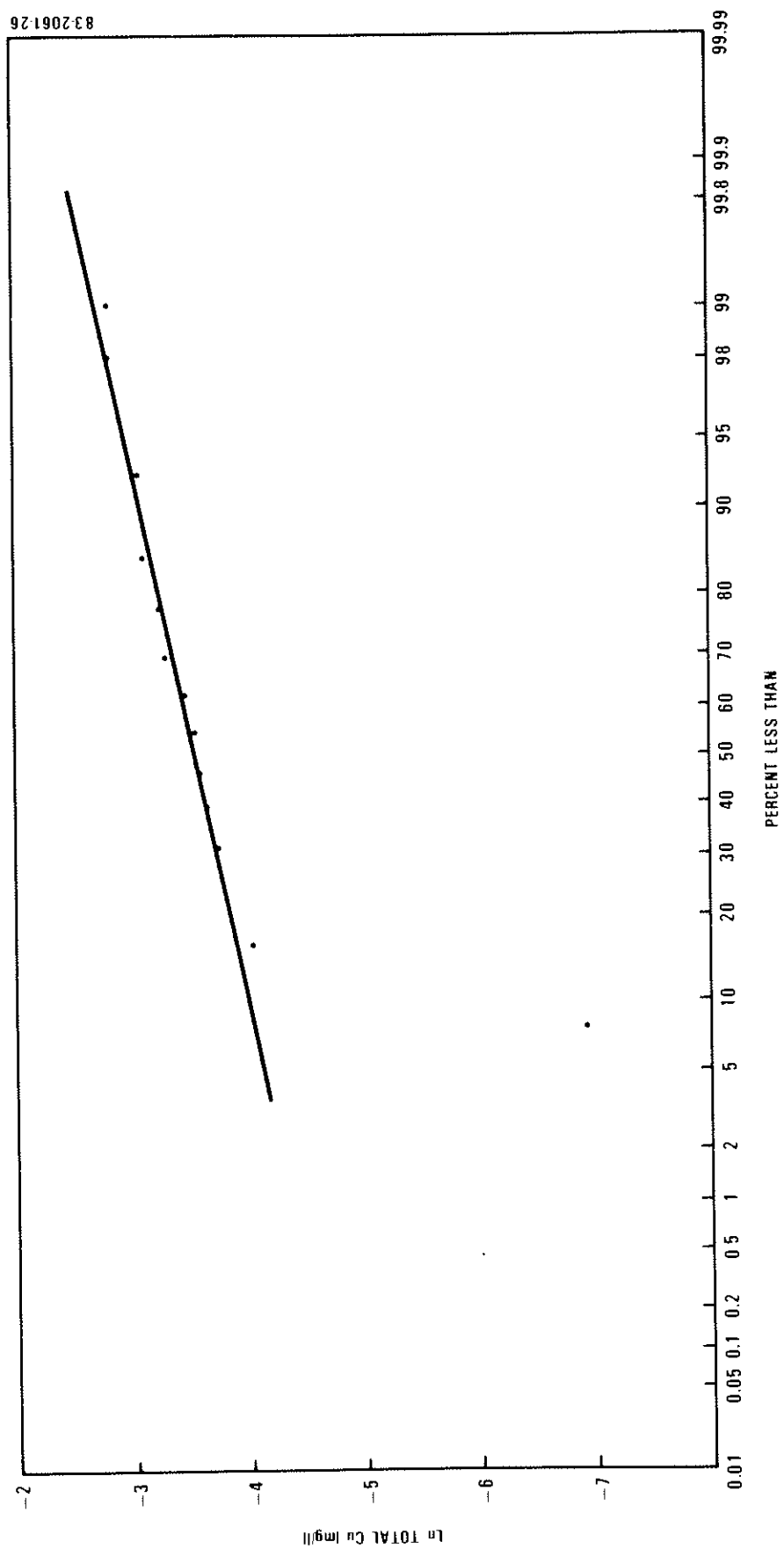


Figure 6-2. Cumulative Probability Distribution of Total Cu at TN1 SC Site

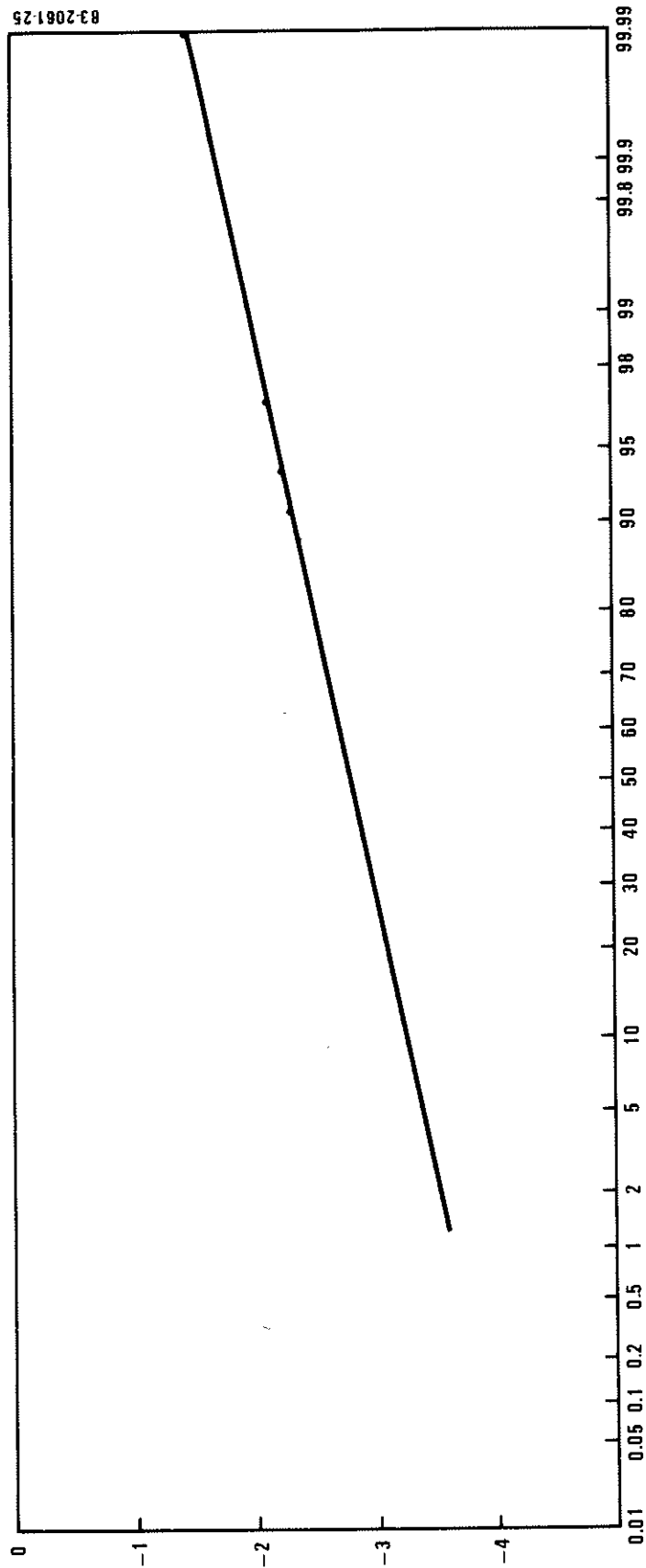
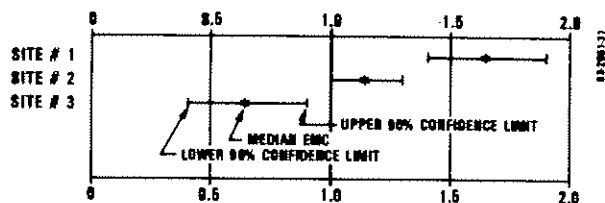
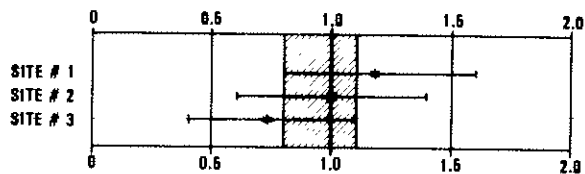


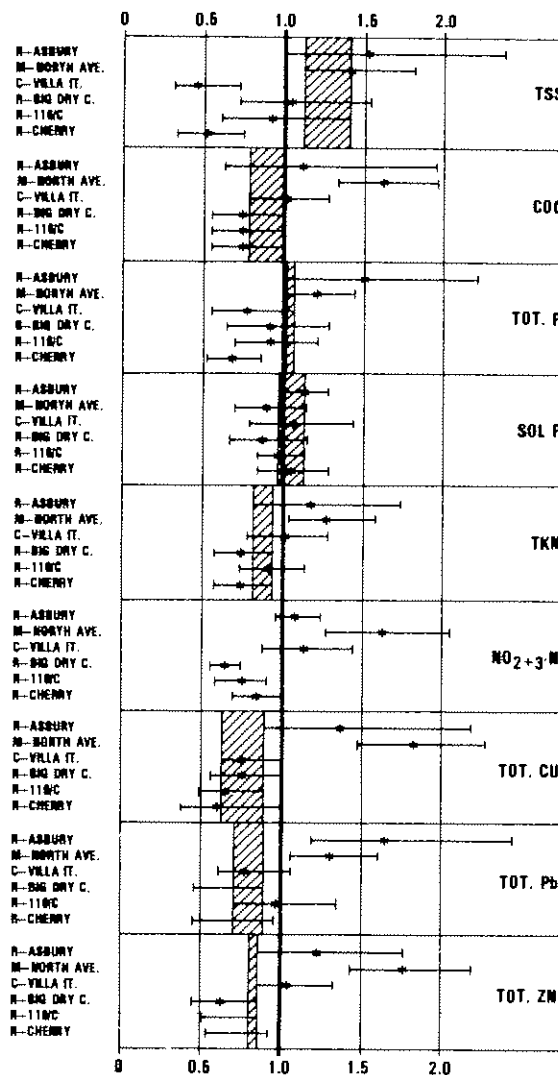
Figure 6-3. Cumulative Probability Distribution
of Total Cu at NH1 Pkg. Site



(a) Significantly Different Sites



(b) Sites with No Significant Difference



(c) EMC Data from Denver (CO1)

Figure 6-14. Range of Normalized EMC Medians at Denver (CO1)

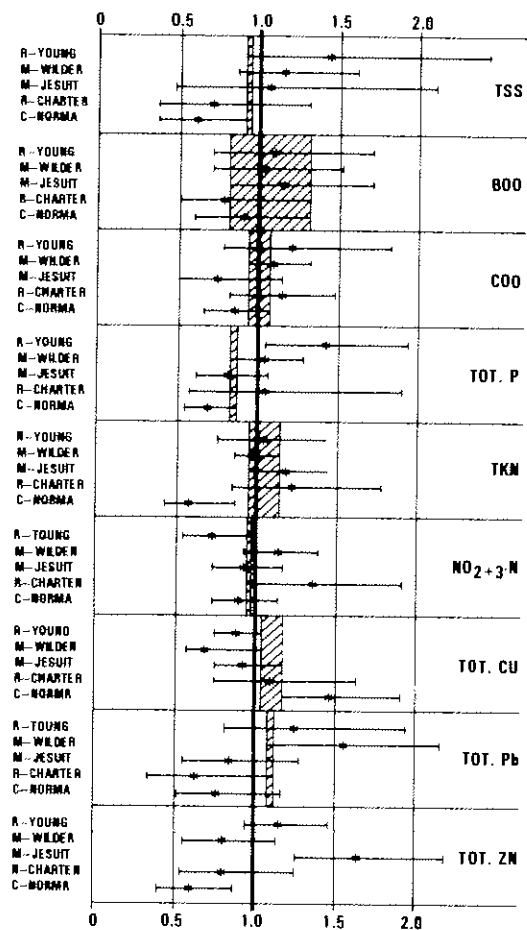
The actual data for the Denver (CO1) project are presented in Figure 6-14(c). With the exception of nitrate + nitrite, there is little to no statistically significant difference among the majority of the sites for each constituent examined. The lack of consistency among the sites over the various constituents is apparent. One can observe that the Cherry site (residential) tends to plot at the lowest position for all constituents, suggesting that it is the "cleanest," the Asbury site (also residential) tends to plot at the highest position, suggesting that it is the "dirtiest." The Big Dry Cottonwood site, which is also residential, tends to fall between these two. Careful examination of other site data does not provide any evidence to explain this difference in response for sites in the same land use category at the same location. Thus, based on the information presented in Figure 6-14(c), one is forced to conclude that land use category does not provide a useful basis for predicting differences in site EMC values, at least for this project.

When the foregoing type of analysis was applied to the other applicable NURP projects, the results were the same. As another example, the range of normalized EMC medians at Tampa (FL1) and WASHCOG (DC1) are shown in Figure 6-15. These are essentially similar to the Denver results just discussed.

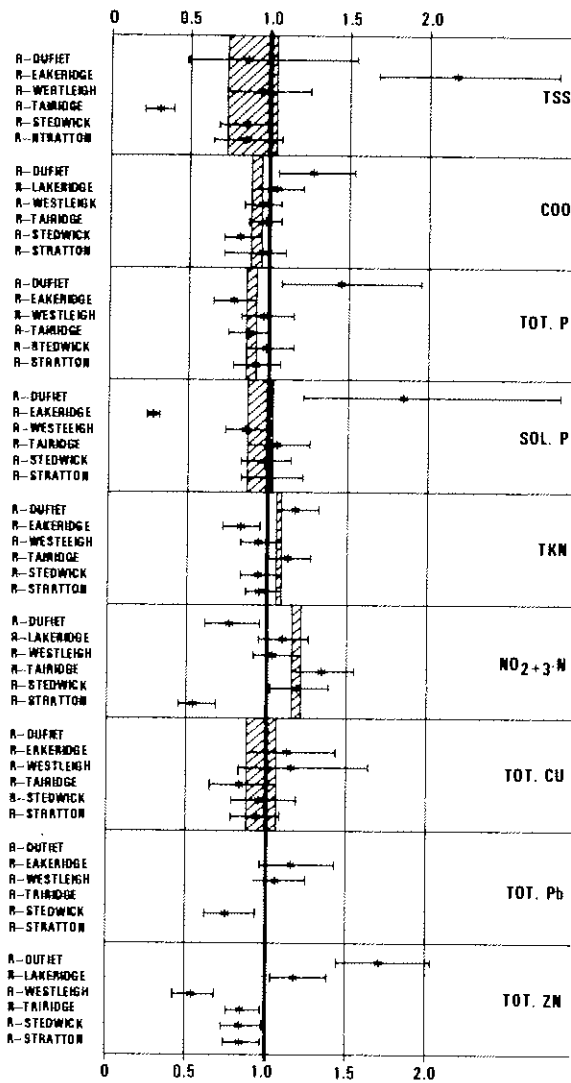
The WASHCOG data presented in Figure 6-15(b) suggest that there is little consistent difference among residential land use sites at that project. The data from Champaign/Urbana (IL1) presented in Figure 6-16 suggest just the opposite. As a part of this project's experimental design, two site pairs were selected. The sites of each pair were expected to respond in a similar fashion. That they do and that the responses of the two pairs are different from each other for most constituents is apparent in Figure 6-16. However, there is no consistency in the pair responses. For example, the Mattis pair has significantly higher EMC values for TSS, COD, and Total Pb, while the John Pair is higher in Total P. The residential land use category for these sites provides no explanation of these differences in response.

Based upon the foregoing approach, we can conclude that, while there can be differences in the responses of different sites at a given location, significant differences do not appear to be widespread, and where they occur, the site land use category is virtually useless in trying to understand or predict them.

The second approach to examining the effect of land use category on the EMC parameters of a site makes use of the observation, discussed earlier, that geographic location has no discernible effect on site response. Since site to site variability was shown to be very well represented by the lognormal distribution, analysis procedures similar to those described previously for characterizing an individual site were applied. Table 6-12 lists the median EMCs for all sites within each land use category. The coefficient of variation quantifies the variability of site characteristics within the land use category. To the extent that the sites included in this database provide a "representative" sample of the land use classifications, then the information summarized by Table 6-12 indicates the effect of land use on urban storm runoff pollutant discharges.



(a) Tampa Sites



(b) WASHCOG Sites

Figure 6-15. Range of Normalized EMC Medians at FL1 and DC1

TABLE 6-12. MEDIAN EMCs FOR ALL SITES
BY LAND USE CATEGORY

Pollutant		Residential		Mixed		Commercial		Open/Nonurban	
		Median	CV	Median	CV	Median	CV	Median	CV
BOD	mg/l	10.0	0.41	7.8	0.52	9.3	0.31	-	-
COD		73	0.55	65	0.58	57	0.39	40	0.78
TSS	µg/l	101	0.96	67	1.14	69	0.85	70	2.92
Total Lead		144	0.75	114	1.35	104	0.68	30	1.52
Total Copper		33	0.99	27	1.32	29	0.81	-	-
Total Zinc		135	0.84	154	0.78	226	1.07	195	0.66
Total Kjeldahl Nitrogen		1900	0.73	1288	0.50	1179	0.43	965	1.00
NO ₂ -N + NO ₃ -N		736	0.83	558	0.67	572	0.48	543	0.91
Total P		383	0.69	263	0.75	201	0.67	121	1.66
Soluble P		143	0.46	56	0.75	80	0.71	26	2.11

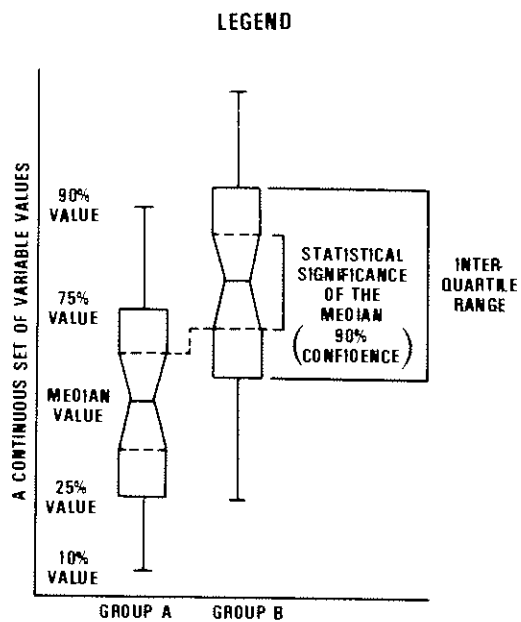
Some caution in the interpretation of the information presented in Table 6-12 is in order since statistical confidence limits are not given. These are indicated in Figure 6-17 (a through k), which illustrates land use differences graphically, with additional statistical detail derived from the basic parameters listed in Table 6-11, to assist in interpretation and comparisons. The box plots which compare characteristics of all sites within a land use category identify the land use, median EMC, its 90 percent confidence limits, and the 10, 25, 75 and 90 percent quantities for the sites. Careful perusal of these box plots leads one to the conclusion that only the open/non-urban land use category appears to be significantly different overall. Responses of the other land use categories are varied and inconsistent among constituents. This may be seen in a somewhat different way by observing the plotting positions of the land use categories presented in Figures 6-4 through 6-13. Here also, there are no consistent tendencies. There are undeniably some trends. For example, in Figure 6-7 commercial sites occupy the lowest plotting position at each project for total phosphorus (MI1 and one WI1 site are exceptions), which certainly suggests that there might be a land use category difference for this constituent.

Review of Figure 6-17(j), however, suggests that while a trend to lower total phosphorus EMC values is apparent as one goes from residential, to mixed, to commercial land uses, the statistical significance may not be great. The actual site median total phosphorus EMC probability density functions for each land use are presented in Figure 6-18. Here it can be seen that although three different pdfs can be drawn for residential, mixed, and commercial land use categories, their degree of overlap is so great that there is little statistical significance to the apparent difference. Since this was the strongest tendency towards land use effect, we must conclude that using this approach there is again no truly discernible and consistent effect of land use on the quality of urban runoff.

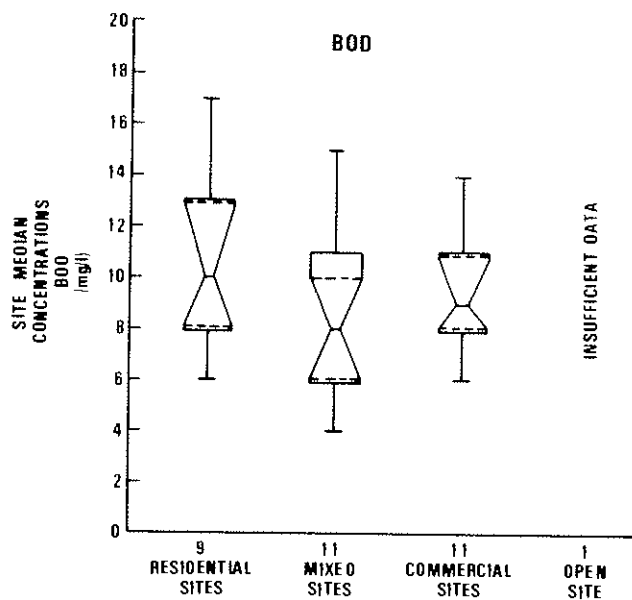
The one exception is the open/non-urban category which, as its name suggests, includes atypical sites. The data in Table 6-12 and the box plots of Figure 6-12 suggest that the pdfs for this land use category are quite different from those of the other land use categories, and this is in fact the case. Figure 6-18 shows it dramatically for total phosphorus.

Thus, regardless of the analytical approach taken, we are forced to conclude that, if land use category effects are present, they are eclipsed by the storm to storm variabilities and that, therefore, land use category is of little general use to aid in predicting urban runoff quality at unmonitored sites or in explaining site to site differences where monitoring data exist.

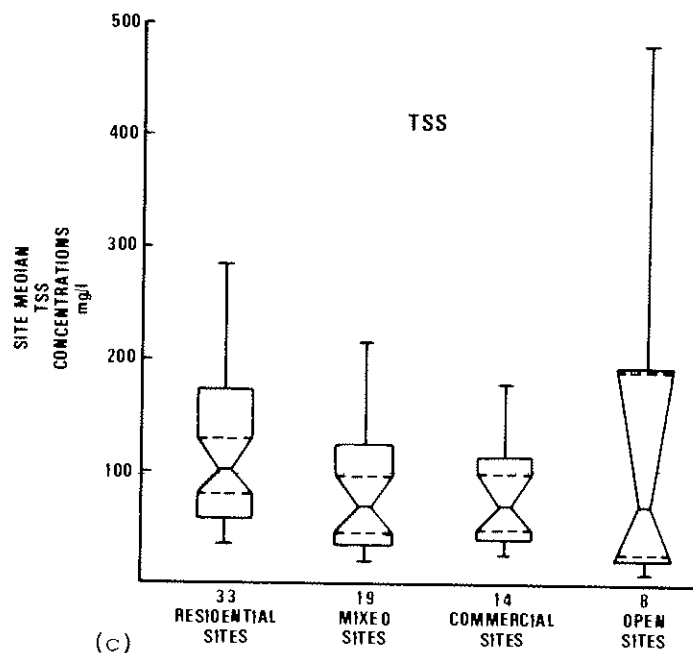
Correlation Between EMCs and Runoff Volume. To examine the possible relationship between the event mean concentration of a particular constituent and the runoff volume, linear correlation coefficients (r) were calculated. The null hypothesis that the two variables are linearly unrelated was tested at both the 90 and 95 percent confidence levels. Since it is possible for correlation to be either positive or negative, the two-tailed test was used. Failure to reject the null hypothesis is interpreted as meaning that linear dependency between the two variables in the population has not been shown.



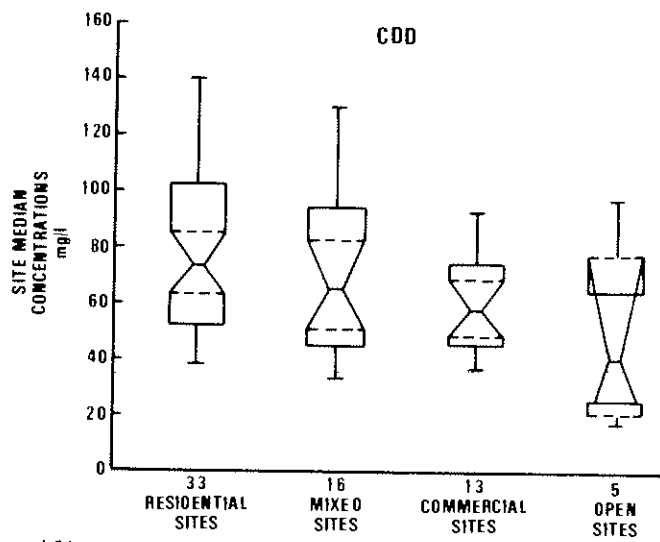
(a)



(b)

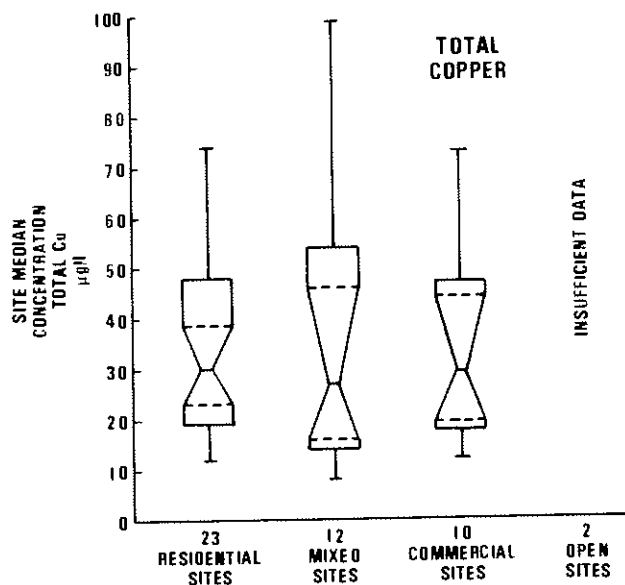


(c)

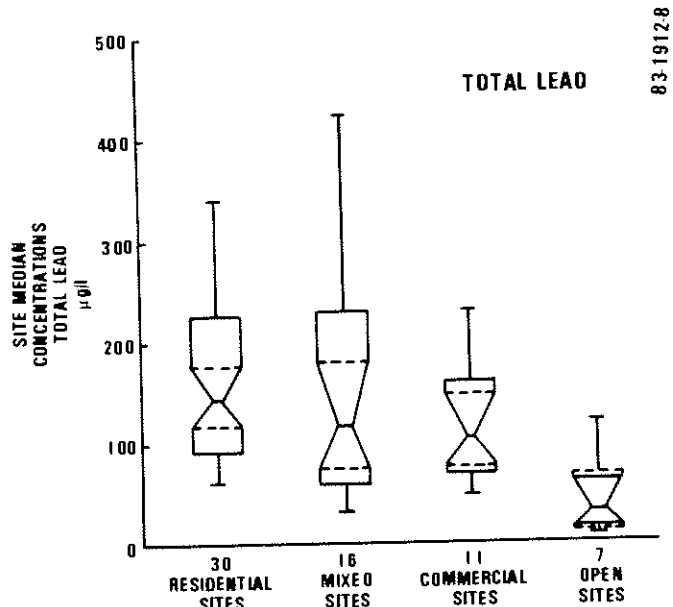


(d)

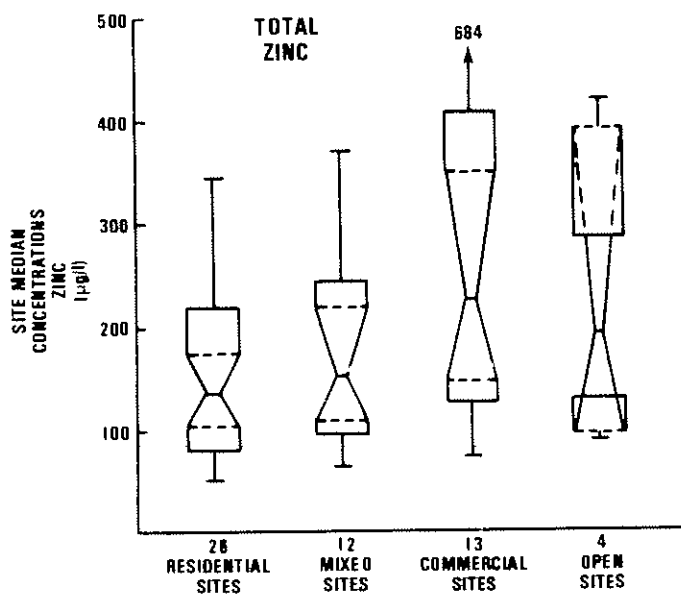
Figure 6-17. Box Plots of Pollutant EMCs for Different Land Uses



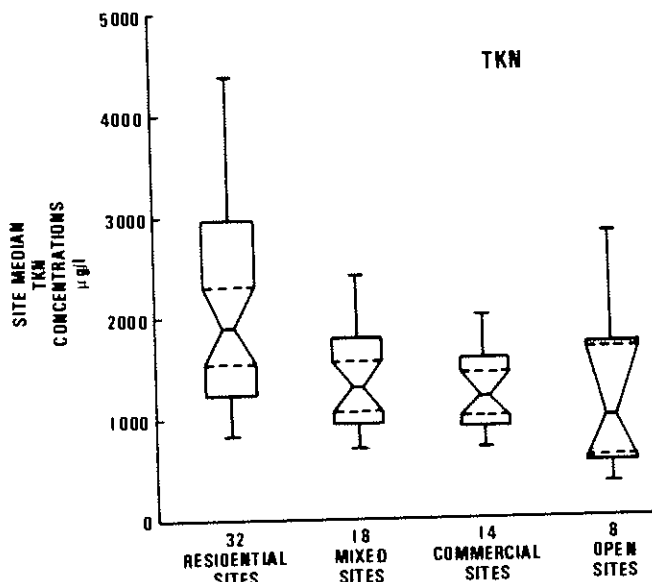
(e)



(f)



(g)



(h)

Figure 6-17. Box Plots of Pollutant EMCs for Different Land Uses (Cont'd)

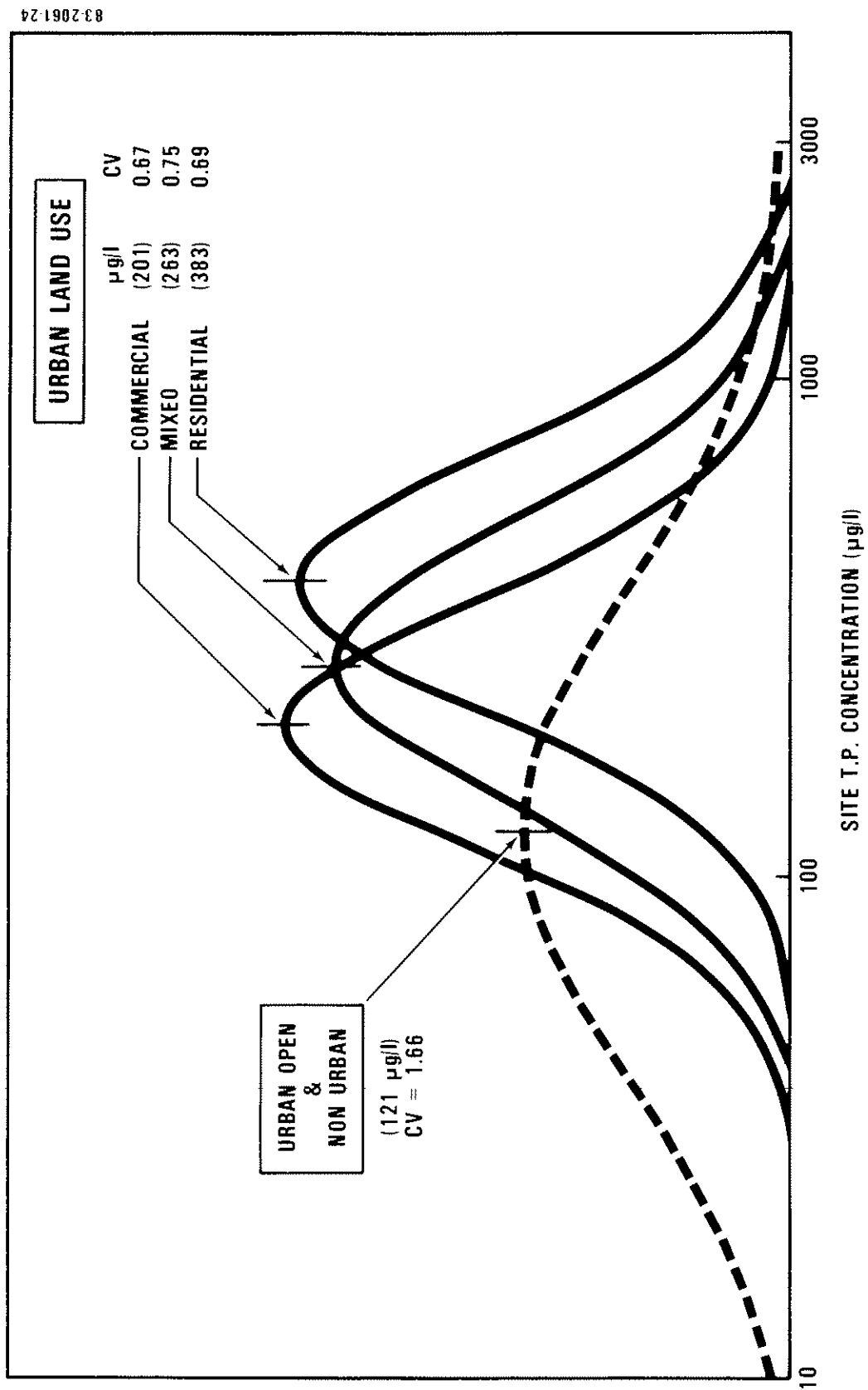


Figure 6-18. Site Median Total P EMC Probability Density Functions for Different Land Uses

The rejection of the null hypothesis means that there is evidence of a linear dependency between the two variables in the population, but it does not mean that a cause-and-effect relationship has been established.

General guidelines for the use of this test suggest that it be used with caution for values of n less than ten due to the high uncertainties associated with estimates of population variance with small samples. Furthermore, when n is 2 a perfect correlation will result but is meaningless. To include as many sites as possible in this examination, all constituents for which n was 5 or greater were included. At the other extreme, when n is very large, say over 100, correlation coefficients are almost always significant but can be so weak that they are meaningless. For $n = 100$ the critical value of r at the 90 percent confidence level is 0.164, meaning that the correlation explains less than 3 percent of the concentration variability.

A total of 67 sites from 20 of the NURP projects were examined for possible correlation for nine constituents. Of the 517 linear correlation coefficients calculated (not all constituents were measured at all sites), 116 (22 percent) were significant at the 95 percent confidence level and 154 (30 percent) were significant at the 90 percent confidence level. Of the r values that were significant, 83 and 87 percent were negative at the 90 and 95 percent confidence levels respectively. When sites with fewer than 10 events were dropped, the foregoing was essentially unchanged. Greater detail in terms of the number of significant linear correlation by constituent is provided in Table 6-13. There it can be seen that the greatest tendency for positive values of r occurs with TSS, followed by soluble phosphorus. The correlation coefficients for the other 7 constituents all strongly tend to be negative.

When the results are examined by sites, however, a clearer picture emerges. Although it can be correctly argued that unless a correlation coefficient is statistically significant the number is meaningless, it also follows that in such a case they are as likely to be positive as negative. On the other hand, if all the correlation coefficients (whether significant or not) have the same sign, it suggests a tendency for that site. The sign of the correlation coefficient (if greater than 0.1) for each site and constituent examined is given in Table 6-14. Giving appropriate weight to significant r values but considering others as well, some 37 of the sites tend to have negative correlations, 13 tend to be positive, and the remaining 17 tend to be mixed. Perusal of Table 6-14 reveals that this tendency for sites to have either positive or negative correlation coefficients is quite strong, especially for sites with a large number of significant correlations. Sites where erosion, scour, system lag, and such are present could be expected to exhibit a tendency towards positive correlations. Sites lacking such effects could be expected to have negative correlation due to dilution associated with larger runoff events.

The magnitude of the correlation coefficients is indicated in Table 6-15. Two points stand out in particular. First, the r values are not very large, averaging around 0.55. This means that the correlation is only able to explain about 30 percent of the concentration variability. The few high values are always associated with very few observations ($n < 10$) for which the

test is suspect since one or two events may dominate the correlation or otherwise cause it to be overstated due to uncertainties in parameter estimation. Second, only 25 percent of the sites account for over two-thirds of the significant correlations. In fact, 33 of the 67 sites had at most one significant correlation, 16 had 2 or 3, and 18 had 4 or more significant r values.

Data for the sites with many significant correlations are presented in Table 6-16. It can be noted that the r values for all constituents are around 0.55. Thus, there is no overall tendency to have strong correlations for some constituents and weak correlations for others. On a site by site basis, the strength of the apparent correlation varies inversely with n as does the significance requirement. Discounting the sites with very low or high values of n, however, the r values for the remainder are again around 0.55, which is the average for all 19 of these sites. Turning to land use, it is significant that half of the sites with many significant correlations have a large commercial/industrial component. Discounting sites with a small number of observations ($n \leq 12$), the sites in Table 6-16 are smaller (average size is 41 acres vs 126 acres for all sites), more impervious (average of 65 percent vs 40 percent for all sites), and have higher runoff coefficients (0.5 vs 0.3 for all sites). Thus, one could conjecture that their responses might tend to be somewhat less random and more amenable to deterministic analysis (i.e., with conventional modeling approaches). Since they represent only around 25 percent of the total number of sites, however, and the correlations are rather weak, any effect of EMC correlation with runoff volume can be ignored without serious overall error.

This finding of no significant linear correlation between EMCs and runoff volumes is important for several reasons. First, in stormwater monitoring programs there is a natural and appropriate bias that favors emphasizing resource allocation to larger storm events. This was generally the case with the NURP projects as well. However, because of differences in local meteorological conditions, degree of site imperviousness, and other factors, there are appreciable differences in the average sizes of storms monitored by site in the NURP database. Since no significant linear correlation was found, such biases and differences are not expected to influence EMC comparisons to any appreciable extent.

Secondly, the probabilistic methodologies for examining receiving water impacts identified in Chapter 5 assume, as they are now structured, that concentration and runoff volume are independent (i.e., that there is no significant correlation). Although the methods can be modified to account for such correlations if they exist, the finding of no significant correlation indicates that such refinement is not warranted at this time.

Other Factors. We have not exhaustively analyzed all potential effects of other factors that might influence and hence modify our interpretations and conclusions regarding site differences. Factors such as slope, population density, soil type, seasonal bias in monitored events, and precipitation characteristics (average rainfall intensity, peak rainfall intensity, rainfall duration, time since last storm event, etc.) all have a potential

influence on the median and variability of pollutant concentrations at a site.

On the basis of limited screening, however, we have concluded that such factors do not appear to have any real consistent significance in explaining observed similarities or differences among individual sites. Therefore, although more detailed and rigorous analysis and evaluation of the NURP database may well provide additional useful insight and understanding of the influence of such other factors, we do not believe that the basic findings and conclusions presented in this report will be significantly altered by the results of such efforts. Furthermore, the value of any such insights as may be developed are likely to have limited influence on general decisions on control of urban runoff. For example, the finding of a strong seasonal effect on EMC values would have little influence on a decision to require detention basins in all newly developing urban areas, nor would it be likely to influence their design.

Urban Runoff Characteristics

Having determined, as discussed in the preceding section, that geographic location, land use category, or other factors appear to be of little utility in explaining overall site-to-site variability or predicting the characteristics of unmonitored sites, the best general characterization of urban runoff can be obtained by pooling the site data for all sites (other than the open/non-urban ones). This approach is appropriate, given the need for a nationwide assessment and the general planning thrust of this report. Recognizing that there tend to be exceptions to any generalization, however realistic and appropriate, in the absence of better information the data given in Table 6-17 are recommended for planning level purposes as the best description of the characteristics of urban runoff.

TABLE 6-17. WATER QUALITY CHARACTERISTICS OF URBAN RUNOFF

Constituent	Event to Event Variability in EMC's (Coef Var)	Site Median EMC	
		For Median Urban Site	For 90th Percentile Urban Site
TSS (mg/l)	1-2	100	300
BOD (mg/l)	0.5-1.0	9	15
COD (mg/l)	0.5-1.0	65	140
Tot. P (mg/l)	0.5-1.0	0.33	0.70
Sol. P (mg/l)	0.5-1.0	0.12	0.21
TKN (mg/l)	0.5-1.0	1.50	3.30
NO ₂₊₃ -N (mg/l)	0.5-1.0	0.68	1.75
Tot. Cu (µg/l)	0.5-1.0	34	93
Tot. Pb (µg/l)	0.5-1.0	144	350
Tot. Zn (µg/l)	0.5-1.0	160	500

Coliform Bacteria

Coliform bacteria counts in urban runoff were monitored for a significant number of storm events by seven of the NURP projects at 17 different sites. Data were collected at twelve of these sites for more than five and up to 20 storm events. Data on either Fecal Coliform or both Fecal and Total Coliform counts are available for a total of 156 separate storm events. Although the data base for bacteria is thus considerably more restricted than for other pollutants, useful results have been obtained.

Table 6-18 summarizes the results of an analysis of these data. Some variability exists from site to site, and data are too limited to identify any land use distinctions. However, results from the different sites and projects are consistent in showing a very dramatic seasonal effect. Coliform counts in urban runoff during the warmer periods of the year are approximately 20 times greater than those in urban runoff that occurs during colder periods.

The substantial seasonal differences which are observed do not correspond with comparable variations in urban activities. This suggests that seasonal temperature effects and sources of coliform unrelated to those traditionally associated with human health risk may be significant.

In addition to the summarized data presented here, special study reports prepared by the Long Island and Baltimore projects address the issue of animal and other sources of coliform bacteria using information derived from field monitoring and the technical literature. The Baltimore NURP project also conducted small scale site studies which simulated washoff by storms and identified that quite substantial differences in coliform levels can result from the general cleanliness of an area, which they associate with the socio-economic strata of the neighborhood. A special study by the Long Island NURP project examined salmonella counts in urban runoff and in an adjacent shellfish area influenced by urban runoff. The Knoxville, TN project also conducted a special study on Salmonella. These project reports may be obtained through NTIS.

Other issues related to bacteria as a health risk were raised and warrant further investigation. A better understanding is needed of the contribution of domestic animals or such wildlife as may be expected in urban areas to observed coliform levels.

Though high levels of indicator microorganisms were found in urban runoff, the analysis as well as current literature suggests that indicators such as fecal coliform may not be useful in identifying health risks from urban runoff pollutions.

PRIORITY POLLUTANTS

Background

The NURP priority pollutant monitoring project was conducted to evaluate the presence, concentration, and potential water quality impacts of priority pollutants in urban runoff. A total of 121 urban runoff samples were collected

at 61 sites (two storm events per site) in 20 of the NURP projects that participated in this phase of the program. These sites were predominantly in the residential, mixed, or commercial land use areas as defined earlier. Thus, the results of this effort cannot be attributed to runoff from industrial facilities or complexes. Furthermore, an especially exhaustive quality control component, over and above the standard NURP QA/QC effort, was imposed on the priority pollutant portion of the program, resulting in the rejection of nearly 14 percent of the data. Therefore, there is a high level of confidence in the results of this project.

Since only two samples were collected at each site, no meaningful site statistic could be calculated. Therefore the data were pooled for analysis. In view of the discussion in the preceding section, however, this approach seems to be justified.

A detailed compilation of NURP priority pollutant analytical results including city and site where the sample was collected, date of collection; discrete or composite sample, pH, and pollutant concentration can be found in the final report on the NURP Priority Pollutant Monitoring Program soon to be issued by the Monitoring and Data Support Division of the agency. A summary of the findings taken from the December 5, 1983 draft of that report follows.

Pollutants Not Included in NURP. Asbestos and dioxin were excluded from the NURP program. However, standard laboratory methods will reveal the presence of dioxin at concentrations of 1 to 10 µg/l, and most laboratories did scan their chromatograms for the possible presence of this pollutant. All such scans were negative, and on this basis dioxin is included as "not detected".

Results Not Valid. The NURP results for seven priority pollutants cannot be considered valid. Recent EPA investigation has revealed that standard methods are not appropriate for the measurement of hexachlorocyclopentadiene, dimethyl nitrosamine, diphenyl nitrosamine, benzidine, and 1,2-diphenylhydrazine. Two other pollutants, acrolein and acrylonitrile, must be analyzed within three days of sample collection. Such a time constraint was an impractical one for the NURP program.

Pollutants Detected in Runoff

Seventy-seven priority pollutants were detected in the NURP urban runoff samples. This group includes 14 inorganic and 63 organic pollutants (Table 6-19).

Inorganic Pollutants. As a group, the toxic metals are by far the most prevalent priority pollutant constituents of urban runoff. All 14 inorganics (13 metals, plus cyanides; asbestos excluded) were detected, and all but three at frequencies of detection greater than 10 percent. Most often detected among the metals were copper, lead, and zinc, all of which were found in at least 91 percent of the samples. Their concentrations were also among the highest for any pollutant, and reached a maximum of 100, 460, and 2,400 µg/l, respectively. Other frequently detected inorganics included arsenic, chromium, cadmium, nickel, and cyanide (Table 6-20). Twelve of the thirteen toxic metals (antimony excluded) were also sampled in the special

TABLE 6-19. SUMMARY OF ANALYTICAL CHEMISTRY FINDINGS FROM
NURP PRIORITY POLLUTANT SAMPLES¹ (Cont'd)

(Includes information received through September 30, 1983)

Pollutant	Cities Where Detected ²	Frequency of Detection ³	Range of Detected Concentrations (ug/l) ⁴
X. NITROSAMINES AND OTHER NITROGEN-CONTAINING COMPOUNDS			
123. Nitrosamine, dimethyl (DMN)	Standard methods inappropriate		
124. Nitrosamine, diphenyl	Standard methods inappropriate		
125. Nitrosamine, di-n-propyl	Not detected		
126. Benzidine	Standard methods inappropriate		
127. Benzidine, 3,3'-dichloro-	Nnt detected		
128. Hydrazine, 1,2-diphenyl-	Standard methods inappropriate		
129. Acrylonitrile	Holding times exceeded		
¹ Based on 121 sample results received as of 9/30/83, adjusted for quality control review. ² Cities from which data are available: <div style="display: flex; flex-wrap: wrap;"> <div style="width: 50%;">1. Durham, NH</div> <div style="width: 50%;">20. Little Rock, AR</div> <div style="width: 50%;">2. Lake Quinsigamond, MA</div> <div style="width: 50%;">21. Kansas City, KS</div> <div style="width: 50%;">3. Mystic River, MA</div> <div style="width: 50%;">22. Denver, CO</div> <div style="width: 50%;">4. Long Island, NY</div> <div style="width: 50%;">23. Salt Lake City, UT</div> <div style="width: 50%;">7. Washington, DC</div> <div style="width: 50%;">24. Rapid City, SD</div> <div style="width: 50%;">8. Baltimore, MD</div> <div style="width: 50%;">26. Fresno, CA</div> <div style="width: 50%;">12. Knoxville, TN</div> <div style="width: 50%;">27. Bellevue, WA</div> <div style="width: 50%;">17. Glen Ellyn, IL</div> <div style="width: 50%;">28. Eugene, OR</div> <div style="width: 50%;">19. Austin, TX</div> </div> Numbering of cities conforms to NURP convention. ³ Percentages rounded to nearest whole number. ⁴ Some reported concentrations are qualified by STORET quality control remark codes, to wit: A = Value reported is the mean of two or more determinations; G = Value reported is the maximum of two or more determinations; L = Actual value is known to be greater than value given; M = Presence of material verified but not quantified; T = Value reported is less than criteria of detection. One value in this column indicates one positive observation or that all observations were equal. ⁵ No longer included as a priority pollutant.			

TABLE 6-20. MOST FREQUENTLY DETECTED PRIORITY POLLUTANTS
IN NURP URBAN RUNOFF SAMPLES¹

Priority Pollutants Detected in 75 Percent or More of the NURP Samples

<u>Inorganics</u>	<u>Organics</u>
30. Lead (94%)	None
36. Zinc (94%)	
28. Copper (91%)	

Priority Pollutants Detected in 50 percent to 74 percent of the NURP Samples

<u>Inorganics</u>	<u>Organics</u>
27. Chromium (58%)	None
23. Arsenic (52%)	

Priority Pollutants Detected in 20 percent to 49 percent of the NURP Samples

<u>Inorganics</u>	<u>Organics</u>
26. Cadmium (48%)	105. Bis(2-ethylhexyl) phthalate (22%)
32. Nickel (43%)	3. α -Hexachlorocyclohexane (20%)
29. Cyanides (23%)	

Priority Pollutants Detected in 10 percent to 19 percent of the NURP Samples

<u>Inorganics</u>	<u>Organics</u>
22. Antimony (13%)	12. α -Endosulfan (19%)
25. Beryllium (12%)	94. Pentachlorophenol (19%)
33. Selenium (11%)	7. Chlordane (17%)
	5. γ -Hexachlorocyclohexane (Lindane) (15%)
	122. Pyrene (15%)
	90. Phenol (14%)
	121. Phenanthrene (12%)
	47. Dichloromethane (methylene chloride) (11%)
	96. 4-Nitrophenol (10%)
	115. Chrysene (10%)
	117. Fluoranthene (16%)

¹ Based on 121 sample results received as of September 30, 1983, adjusted for quality control review. Does not include special metals samples.

metals project in order to determine the relationships among dissolved, total, and total recoverable concentrations. The discussion and result of this separate effort are in a subsequent section of this chapter.

A comparison of individual urban runoff sample concentrations undiluted by stream flow (i.e., end of pipe concentrations) with EPA water quality criteria and drinking water standards reveals numerous exceedances of these levels, as shown in Table 6-21. Freshwater acute criteria were exceeded by copper concentrations in 47 percent of the samples and by lead in 23 percent. Freshwater chronic exceedances were common for lead (94 percent), copper (82 percent), zinc (77 percent), and cadmium (48 percent). One organoleptic (taste and odor) criteria exceedance was observed. Regarding human toxicity, the most significant pollutant was lead. Lead concentrations violated drinking water criteria in 73 percent of the observations.

Whenever an exceedance is noted above, it does not necessarily imply that an actual violation of criteria did or will take place in receiving waters. Rather, the enumeration of exceedances is used as a screening procedure to make a preliminary identification of those pollutants for which their presence in urban runoff requires highest priority for further evaluation. Exceedances of freshwater chronic criteria levels may not persist for a full 24-hour period, for example. However, many small urban streams probably carry only slightly diluted runoff following storms, and acute criteria or other exceedances may in fact be real in such circumstances.

Among the inorganics, the most frequently detected pollutants are also those which are found at the highest concentrations, which most frequently exceed water quality criteria and which are the most geographically well-distributed. One additional observation can be made concerning the samples from Washington, D.C. These samples accounted for a preponderance of the detections of many of the less frequently detected inorganics, including antimony, beryllium, mercury, nickel, selenium, and thallium. No sampling or analytical irregularities have been identified which explain this result.

Organic Pollutants. In general, the organic pollutants were detected less frequently and at lower concentrations than the inorganic pollutants. Sixty-three of a possible 106 organics were detected. The most commonly found organic was the plasticizer bis (2-ethylhexyl) phthalate (22 percent) followed by the pesticide α -hexachlorocyclohexane (α -BHC) (20 percent). An additional 11 organic pollutants were reported with detection frequencies between 10 and 20 percent; 3 pesticides, 3 phenols, 4 polycyclic aromatics, and a single halogenated aliphatic (Table 6-20).

Criteria exceedances were less frequently observed among the organics than the inorganics. One unusually high pentachlorophenol concentration of 115 $\mu\text{g/l}$ resulted in the only exceedance of the organoleptic criteria (Table 6-21). This observation and one for the chlordane exceeded the freshwater acute criteria. Freshwater chronic criteria exceedances were observed for pentachlorophenol, bis (2-ethylhexyl) phthalate, γ -hexachlorocyclohexane (Lindane), α -endosulfan, and chlordane. All other organic exceedances were in the human carcinogen category and were most serious for α -hexachlorocyclohexane (α -BHC), γ -hexachlorocyclohexane (γ -BHC or Lindane), chlordane, phenanthrene, pyrene, and chrysene.

An additional 50 organic pollutants were found in one to nine percent of the samples. These frequencies of detection are low, and the pollutant is noted in Table 6-22.

Among the PCB group, there was only a single detection of one PCB type among all the samples. Approximately two-thirds of the halogenated aliphatic compounds were detected. Among those cities reporting these compounds, the city of Eugene, Oregon, figured prominently. For example, eight pollutants from this group were found in Eugene only. None of the pollutants in the ethers group were detected.

Monocyclic aromatics were rarely detected in the samples. However, many reported detections of benzene and toluene, two commonly reported pollutants, had to be withdrawn due to contamination problems.

Of the 11 phenolics, four have not been reported in urban runoff, while three have been observed only once. The remaining four have been found fairly frequently but at low concentrations. Exceedances of criteria were noted only for pentachlorophenol.

All the phthalate esters were detected at least once in the NURP program, with bis (2-ethylhexyl) found most frequently. Several times the reported concentration exceeded the lowest observed freshwater acute toxic concentration for this pollutant. Given the significant blank contamination problems with the phthalates, however, these findings must be interpreted with caution.

Only two of the polycyclic aromatic hydrocarbons were not detected in at least one sample. Crysene, phenanthrene, pyrene, and fluoranthene were each found at least 10 percent of the time. All the observed concentrations for the first three of these pollutants exceeded the criteria for the protection of human health from carcinogenic effects (there are no such criteria for fluoranthene). Results for the polycyclic aromatics were generally free from quality control problems.

There were no detections of nitrosamines or other nitrogen-containing compounds. Due to methodological and holding time problems, however, results for only two compounds can be used. Moreover, for one of these compounds, 3,3-dichlorobenzidine, performance evaluation results were unacceptable in several cases.

Pollutants Not Detected In Urban Runoff

Some 43 priority pollutants were not detected in any acceptable runoff samples (Table 6-22). All of these pollutants are organics. This group of substances should be considered to pose a minimal threat to the quality of surface waters from runoff contamination.

While the priority pollutants which were not detected are of less immediate concern than those pollutants found often, they cannot safely be eliminated from all future consideration. Many of these pollutants have associated water quality criteria which are below the limits of detection of routine

TABLE 6-22. INFREQUENTLY DETECTED ORGANIC PRIORITY
POLLUTANTS IN NURP URBAN RUNOFF SAMPLES¹

Priority Pollutants Detected in 1 percent to 9 percent of the NURP Samples

- 51. Trichloromethane (9%)
- 120. Naphthalene (9%)
- 98. 2,4-Dimethyl phenol (8%)
- 109. Anthracene (7%)
- 2. Aldrin (6%)
- 6. δ -Hexachlorocyclohexane (6%)
- 9. DDE (6%)
- 11. Dieldrin (6%)
- 17. Heptachlor (6%)
- 58. 1,1,1-Trichloroethane (6%)
- 65. Trichloroethene (6%)
- 85. Ethylbenzene (6%)
- 102. Diethyl phthalate (6%)
- 103. Di-n-butyl phthalate (6%)
- 104. Di-n-octyl phthalate (6%)
- 106. Butyl benzyl phthalate (6%)*
- 114. Benzo(a)pyrene (6%)
- 4. β -Hexachlorocyclohexane (5%)
- 53. Trichlorofluoromethane (5%)²
- 66. Tetrachloroethene (5%)
- 78. Benzene (5%)
- 79. Chlorobenzene (5%)
- 111. Benzo(b)fluoranthene (5%)*
- 64. 1,2-trans-dichloroethene (4%)
- 110. Benzo(a)anthracene (4%)
- 19. Isophorone (3%)
- 52. Tetrachloromethane (carbon tetrachloride) (3%)
- 56. 1,1-Dichloroethane (3%)
- 87. Toluene (3%)
- 112. Benzo(k)fluoranthene (3%)
- 18. Heptachlor epoxide (2%)*
- 59. 1,1,2-Trichloroethane (2%)*
- 60. 1,1,2,2-Tetrachloroethane (2%)*
- 63. 1,1-Dichloroethene (2%)
- 68. 1,3-Dichloropropene (2%)*
- 113. Benzo(g,h,i)perylene (2%)
- 10. DDT (1%)*
- 43. PCB-1260 (1%)*
- 48. Chlorodibromomethane (1%)*
- 49. Dichlorobromomethane (1%)*
- 50. Tribromomethane (bromoform) (1%)*
- 57. 1,2-Dichloroethane (1%)*
- 67. 1,2-Dichloropropane (1%)*
- 91. 2-Chlorophenol (1%)*
- 95. 2-Nitrophenol (1%)*
- 99. p-Chloro-m-creosol (1%)*
- 101. Dimethyl phthalate (1%)*
- 116. Dibenzo(a,h)anthracene (1%)*
- 118. Fluorene (1%)*
- 119. Indeno(1,2,3-cd)pyrene (1%)*

TABLE 6-22. INFREQUENTLY DETECTED ORGANIC PRIORITY
POLLUTANTS IN NURP URBAN RUNOFF SAMPLES¹ (Cont'd)

Priority Pollutants Not Detected in NURP Samples

- 8. DDD
- 13. β -Endosulfan
- 14. Endosulfan sulfate
- 15. Endrin
- 16. Endrin aldehyde
- 21. Toxaphene
- 37. PCB-1016
- 38. PCB-1221
- 39. PCP-1232
- 40. PCB-1242
- 41. PCB-1248
- 42. PCB-1254
- 44. 2-Chloronaphthalene
- 45. Bromomethane (methyl bromide)
- 46. Chloromethane (methyl chloride)
- 54. Dichlorodifluoromethane (Freon-12)²
- 55. Chloroethane
- 61. Hexachloroethane
- 62. Chloroethene (vinyl chloride)
- 69. Hexachlorobutadiene
- 71. Bis(chloromethyl) ether²
- 72. Bis(chloroethyl) ether
- 73. Bis(chloroisopropyl) ether
- 74. 2-Chloroethyl vinyl ether
- 75. 4-Bromophenyl phenyl ether
- 76. 4-Chlorophenyl phenyl ether
- 77. Bis(2-chloroethoxy) methane
- 80. 1,2-Dichlorobenzene
- 81. 1,3-Dichlorobenzene
- 82. 1,4-Dichlorobenzene
- 83. 1,2,4-Trichlorobenzene
- 84. Hexachlorobenzene
- 86. Nitrobenzene
- 88. 2,4-Dinitrotoluene
- 89. 2,6-Dinitrotoluene
- 92. 2,4-Dichlorophenol
- 93. 2,4,6-Trichlorophenol
- 97. 2,4-Dinitrophenol
- 100. 4,6-Dinitro-o-cresol
- 107. Acenaphthene
- 108. Acenaphthylene
- 125. Di-n-propyl nitrosamine
- 127. 3,3'-Dichlorobenzidine

TABLE 6-22. INFREQUENTLY DETECTED ORGANIC PRIORITY
POLLUTANTS IN NURP URBAN RUNOFF SAMPLES¹ (Cont'd)

Priority Pollutants Not Analyzed for or Withdrawn for Methodological
Reasons or Holding Time Violations

1. Acrolein
20. TCDD (Dioxin)
24. Asbestos
70. Hexachlorocyclopentadiene
123. Dimethyl nitrosamine (DMN)
124. Diphenyl nitrosamine
126. Benzidine
128. 1,2-Diphenyl hydrazine
129. Acrylonitrile

* Detected in only one or two samples.

¹ Based on 121 sample results received as of September 30, 1983, adjusted for quality control review.

² No longer on the priority pollutant list.

analytical methods. Some of these substances may in fact have been present in the NURP samples. Four priority pollutants not detected in runoff were found in street dust sweepings from Bellevue, Washington, suggesting that further urban runoff samplings can be expected to detect more priority pollutants. More sensitive analytical methodologies must be used and dilution effects considered before it can be said with assurance that these pollutants are not found in urban stormwater runoff at levels which, without dilution, pose a threat to human health or aquatic life.

DDD, chloromethane, 1,2-dichlorobenzene, and 2,4-dichlorophenol were detected in runoff samples at least once, but these observations had to be withdrawn for quality control reasons. Therefore, among the not detected pollutants, these four can be considered to have a slightly elevated possibility of actually being present in the runoff samples.

RUNOFF-RAINFALL RELATIONSHIPS

A runoff coefficient (R_v), defined as the ratio of runoff volume to rainfall volume, has been determined for each of the monitored storm events. As with the EMCs, the runoff coefficient values at a particular site are, with relatively few exceptions, well characterized by a lognormal distribution. Table 6-23 summarizes the statistical properties of R_v 's at the loading sites in the data base.

Figure 6-19 illustrates the relationship between percent impervious area and the median runoff coefficient for the site. Sites which monitored fewer than 5 storms are excluded. The upper plot (a) groups the results from 16 of the

20 projects investigated. The lower plot (b) groups results from the remaining four projects (KSl, MIl, TNl, TXl). The reason for the difference is unexplained. However, the separate grouping is based on the fact that the relationship for these sites is internally consistent and significantly different than the bulk of the project results.

Figure 6-20 illustrates the same impervious area/runoff coefficient relationship, but shows the 90 percent confidence limits for median Rv's.

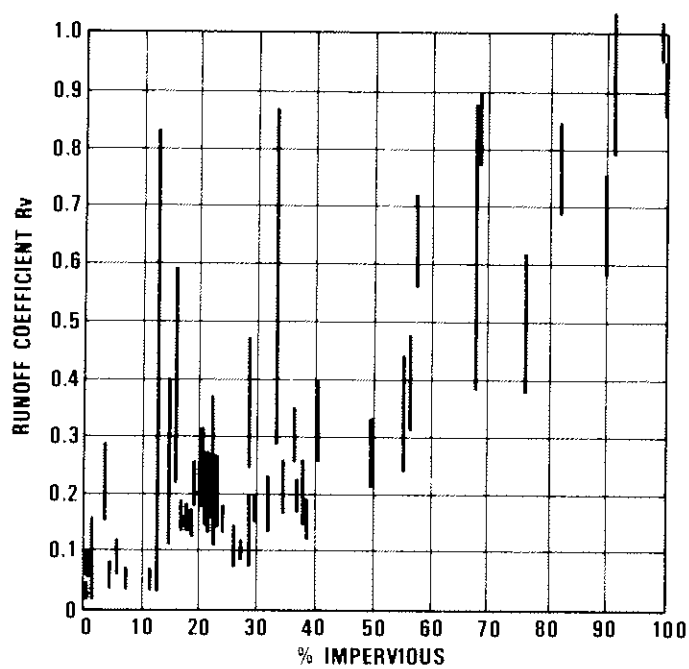
POLLUTANT LOADS

Although the EMC median concentration values are appropriate for many applications (e.g., assessing water quality impacts in rivers and streams), when cumulative effects such as water quality impacts in lakes and comparisons with other sources on a long-term basis (e.g., annual or seasonal loads) are to be examined, the EMC mean concentration values should be used. Taking the EMC median and coefficient of variation values given in Table 6-17, we have converted them into mean values using the relationship given in Chapter 5. These EMC mean concentrations and the values used in the load comparison to follow are listed in Table 6-24.

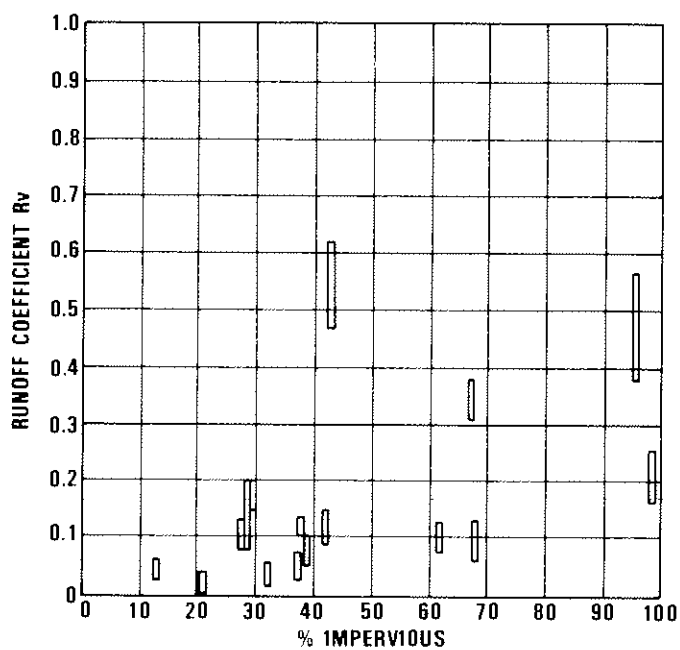
The range shown for site mean concentrations for both the median and 90th percentile urban sites reflects the difference in means depending on whether the higher or lower value of coefficient of variation listed in Table 6-17 is used to describe event-to-event variability of EMC's at urban sites. The range in values shown for use in the load comparisons below reflects the median and 90th percentile site mean concentrations, using the average of the range caused by coefficient of variation effects.

TABLE 6-24. EMC MEAN VALUES USED IN LOAD COMPARISON

Constituent	Site Mean EMC		
	Median Urban Site	90th Percentile Urban Site	Values Used in Load Comparison
TSS (mg/l)	141 - 224	424 - 671	180 - 548
BOD (mg/l)	10 - 13	17 - 21	12 - 19
COD (mg/l)	73 - 92	157 - 198	82 - 178
Tot. P (mg/l)	0.37 - 0.47	0.78 - 0.99	0.42 - 0.88
Sol. P (mg/l)	0.13 - 0.17	0.23 - 0.30	0.15 - 0.28
TKN (mg/l)	1.68 - 2.12	3.69 - 4.67	1.90 - 4.18
NO ₂₊₃ -N (mg/l)	0.76 - 0.96	1.96 - 2.47	0.86 - 2.21
Tot. Cu (ug/l)	38 - 48	104 - 132	43 - 118
Tot. Pb (ug/l)	161 - 204	391 - 495	182 - 443
Tot. Zn (ug/l)	179 - 226	559 - 707	202 - 633



(a) 16 Projects



(b) 4 Projects (KS1, MI1, TN1, TK1)

Figure 6-20. 90 Percent Confidence Limits for Median Runoff Coefficients

It is a straightforward procedure to calculate mean annual load estimates for urban runoff constituents on a Kg/Ha basis by assigning appropriate rainfall and runoff coefficient values and selecting EMC mean concentration values from Table 6-24. In and of themselves, however, such estimates seem to be of little utility. Therefore, it was decided to do a comparison of the mean annual loads from urban runoff with those of a "well run" secondary treatment plant. We chose to use TSS = 25 mg/l, BOD = 15 mg/l, and Tot. P = 8 mg/l for the effluents from such plants for the purposes of this order of magnitude comparison. For a meaningful comparison for a specific situation, locally appropriate values should be used. Based upon Table 6-24, the corresponding urban runoff mean concentrations used were TSS = 180 mg/l, BOD = 12 mg/l, and Total P = 0.4 mg/l as typical and TSS = 548 ug/l, BOD = 19 mg/l, and Tot. P = 0.88 mg/l as a "worst case" for comparison purposes.

The value of 0.35 was selected as a typical mean runoff coefficient. It is the median of the NURP mean runoff coefficient database for the twenty projects discussed earlier; their average is 0.42, but we believe that this number is overly weighted by the disproportionate number of highly impervious sites in the database. Assuming an average population density of 10 persons per acre (the average of the NURP sites) and a mean annual rainfall of 40 inches per year, urban runoff averages 104 gallons per day per capita. This is also a reasonable estimate of sewage generation in an urban area. Therefore, as a first cut, the ratio of mean pollutant concentrations of urban runoff and POTW effluents will also be the ratio of their annual loads. Thus, we have;

$$\text{TSS} = \frac{180}{25} \approx 7 ; \text{BOD} = \frac{12}{15} \approx 0.8 ; \text{Tot. P} = \frac{0.4}{8} \approx 0.05$$

using typical urban runoff values, and;

$$\text{TSS} = \frac{548}{25} \approx 22 ; \text{BOD} = \frac{19}{15} \approx 1.3 ; \text{Tot. P} = \frac{0.88}{8} \approx 0.1$$

using the "worst case" values. These numbers suggest that annual loads from urban runoff are approximately one order of magnitude higher than those from a well run secondary treatment plant for TSS, the same order of magnitude for BOD, and an order of magnitude less for Tot. P.

If the hypothetical urban area just described were to go to advanced waste treatment and achieve an effluent quality of TSS = 10 mg/l, BOD = 5 mg/l, and Total P = 1 mg/l and no urban runoff controls were instituted, the mean annual load reductions to the receiving water would be:

$$\text{TSS} = \frac{25 - 10}{180 + 25} \approx 7\% ; \text{BOD} = \frac{15 - 5}{12 + 15} \approx 37\% ; \text{Tot. P} = \frac{8 - 1}{0.4 + 8} \approx 83\%$$

for our typical case, and;

$$\text{TSS} = \frac{25 - 10}{548 + 25} \approx 3\% ; \text{BOD} = \frac{15 - 5}{19 + 15} \approx 29\% ; \text{Tot. P} = \frac{8 - 1}{0.88 + 8} \approx 79\%$$

for our "worst case." On the other hand, if urban runoff controls that reduced TSS by 90 percent, BOD by 60 percent, and Total P by 50 percent were instituted, (typical results from a well-designed detention basin), the mean annual load reductions to the receiving water would be:

$$\text{TSS} = \frac{180 - 18}{180 + 25} \approx 79\% ; \text{BOD} = \frac{12 - 7}{12 + 15} \approx 19\% ; \text{Total P} = \frac{0.4 - 0.2}{0.4 + 8} \approx 2\%$$

for our typical case, and;

$$\text{TSS} = \frac{548 - 55}{548 + 25} \approx 86\% ; \text{BOD} = \frac{19 - 8}{19 + 15} \approx 32\% ; \text{Total P} = \frac{0.88 - 0.44}{0.58 + 8} \approx 5\%$$

Thus, if these pollutants are causing receiving water quality problems, consideration of urban runoff control appears warranted for TSS, both urban runoff control and AWT might be considered for BOD, and only AWT would be effective for Total P.

The foregoing should be viewed as illustrative of a preliminary screening for trade-off studies that can be performed using appropriate values for a specific urban area, rather than as description of any particular real-world case. They are, however, believed useful in providing order of magnitude comparisons. Local values for annual rainfall, runoff coefficient, or point source characteristics that are different than those used in the illustration will of course change the results shown; although in most cases the changes would not be expected to cause a significant change in the general relationship.

As a final perspective on urban runoff loads, Table 6-25 presents an estimate of annual urban runoff loads, expressed as Kg/Ha/year, for comparison with other data summaries of nonpoint source loads which state results in this manner. Load computations are based on site mean pollutant concentrations for the median urban site and on the specified values for annual rainfall and runoff coefficient. Typical values for mean runoff coefficient (based on NURP data) have been assigned for residential land use ($R_v = 0.3$), commercial land use ($R_v = 0.8$), and for an aggregate urban area which is assumed to have representative fractions of the total area in residential, commercial, and open uses ($R_v = 0.35$).

Several useful observations can be made. The annual load estimates which results are comparable to values and ranges reported in the literature. Although the findings presented earlier in this chapter indicated that the land use category does not have a significant influence on site concentrations of pollutants, on a unit area basis total pollutant loads are significantly higher for commercial areas because of the higher degree of imperviousness typical of such areas. For broad urban areas, however, the relatively small fraction of land with this use considerably mitigates such an effect.

Finally, the annual loads shown by Table 6-25 have been computed on the basis of a 40 inch annual rainfall volume. For urban areas in regions with higher

TABLE 6-25. ANNUAL URBAN RUNOFF LOADS KG/HA/YEAR

Constituent	Site Mean Con.mg/l	Residential	Commercial	All Urban
Assumed Rv		0.3	0.8	0.35
TSS	180	550	1460	640
BOD	12	36	98	43
COD	82	250	666	292
Total P	0.42	1.3	3.4	1.5
Sol. P	0.15	0.5	1.2	0.5
TKN	1.90	5.8	15.4	6.6
NO ₂₊₃ -N	0.86	2.6	7.0	3.6
Tot. Cu	0.043	0.13	0.35	0.15
Tot. Pb	0.182	0.55	1.48	0.65
Tot. Zn	0.202	0.62	1.64	0.72

NOTE. Assumes 40 inches/year rainfall as a long-term average.

or lower rainfall, these load estimates must be adjusted. The results presented earlier suggest that pollutant concentrations are not sensitive to runoff volume; however, total loads (the product of concentration and volume) are strongly influenced by the volume of runoff. For estimates using equivalent site conditions (Rv), loads for areas with other rainfall amounts are obtained by factoring by the ratio of local rainfall volume to the 40 inch volume used for the table. Planners who believe that the average annual runoff coefficients in their local areas are substantially different from those used in the table can make similar adjustments.

