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HOUSE BILL NO. 2862**AMENDMENT IN THE NATURE OF A SUBSTITUTE**

(Proposed by the House Committee on Agriculture, Chesapeake and Natural Resources
on February 4, 2005)

(Patron Prior to Substitute—Delegate Bryant)

A *BILL* to amend the Code of Virginia by adding in Chapter 3.1 of Title 62.1 an article numbered 4.02, consisting of sections numbered 62.1-44.19:12 through 62.1-44.19:19, relating to the establishment of a nutrient credit exchange program.

Be it enacted by the General Assembly of Virginia:

1. That the Code of Virginia is amended by adding in Chapter 3.1 of Title 62.1 an article numbered 4.02, consisting of sections numbered 62.1-44.19:12 through 62.1-44.19:19, as follows:

Article 4.02.

Nutrient Credit Exchange Program.

§ 62.1-44.19:12. *Legislative findings and purposes.*

The 2000 Chesapeake Bay Agreement and related multistate cooperative and regulatory initiatives (i) establish allocations for nitrogen and phosphorus delivered to the Chesapeake Bay and its tidal tributaries to meet applicable water quality standards, and (ii) place caps on the loads of these nutrients that may be discharged into the Chesapeake Bay watershed. These initiatives will require public and private point source dischargers of nitrogen and phosphorus to achieve significant additional reductions of these nutrients to meet the cap load allocations. The General Assembly finds and determines that adoption and utilization of a watershed general permit and market-based point source nutrient credit trading program will assist in (a) meeting these cap load allocations cost-effectively and as soon as possible in keeping with the 2010 timeline and objectives of the Chesapeake 2000 agreement, (b) accommodating continued growth and economic development in the Chesapeake Bay watershed, and (c) providing a foundation for establishing market-based incentives to help achieve the Chesapeake Bay Program's nonpoint source reduction goals.

§ 62.1-44.19:13. *Definitions.*

As used in this article, unless the context requires a different meaning:

"Annual mass load of total nitrogen" (expressed in pounds per year) means the daily total nitrogen concentration (expressed as mg/L to the nearest 0.01 mg/L) multiplied by the flow volume of effluent discharged during the 24-hour period (expressed as MGD to the nearest 0.01 MGD), multiplied by 8.34 and rounded to the nearest whole number to convert to pounds per day (lbs/day) units, then totaled for the calendar month to convert to pounds per month (lbs/mo) units, and then totaled for the calendar year to convert to pounds per year (lbs/yr) units.

"Annual mass load of total phosphorus" (expressed in pounds per year) means the daily total phosphorus concentration (expressed as mg/L to the nearest 0.01mg/L) multiplied by the flow volume of effluent discharged during the 24-hour period (expressed as MGD to the nearest 0.01 MGD) multiplied by 8.34 and rounded to the nearest whole number to convert to pounds per day (lbs/day) units, then totaled for the calendar month to convert to pounds per month (lbs/mo) units, and then totaled for the calendar year to convert to pounds per year (lbs/yr) units.

"Association" means the Virginia Nutrient Credit Exchange Association authorized by this article.

"Attenuation" means the rate at which nutrients are reduced through natural processes during transport in water.

"Biological nutrient removal technology" means (i) technology that will achieve an annual average total nitrogen effluent concentration of eight milligrams per liter and an annual average total phosphorus effluent concentration of one milligram per liter, or (ii) equivalent reductions in loads of total nitrogen and total phosphorus through the recycle or reuse of wastewater as determined by the Department

"Delivered total nitrogen load" means the discharged mass load of total nitrogen from a point source that is adjusted by the delivery factor for that point source.

"Delivered total phosphorus load" means the discharged mass load of total phosphorus from a point source that is adjusted by the delivery factor for that point source.

"Delivery factor" means an estimate of the number of pounds of total nitrogen or total phosphorus delivered to tidal waters for every pound discharged from a permitted facility, as determined by the specific geographic location of the permitted facility, to account for attenuation that occurs during riverine transport between the permitted facility and tidal waters. Delivery factors shall be calculated using the Chesapeake Bay Program watershed model.

"Department" means the Department of Environmental Quality.

"Equivalent load" means 2,300 pounds per year of total nitrogen and 300 pounds per year of total

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60 phosphorus at a flow volume of 40,000 gallons per day; 5,700 pounds per year of total nitrogen and
61 760 pounds per year of total phosphorus at a flow volume of 100,000 gallons per day; and 28,500
62 pounds per year of total nitrogen and 3,800 pounds per year of total phosphorus at a flow volume of
63 500,000 gallons per day.

64 "Facility" means a point source discharging or proposing to discharge total nitrogen or total
65 phosphorus to the Chesapeake Bay or its tributaries. This term does not include confined animal feeding
66 operations, discharges of stormwater, return flows from irrigated agriculture, or vessels.

67 "General permit" means the general permit authorized by this article.

68 "Nonsignificant discharger" means a facility that is not a significant discharger.

69 "Permitted facility" means a facility authorized by the general permit to discharge total nitrogen or
70 total phosphorus. For the sole purpose of generating point source nitrogen credits or point source
71 phosphorus credits, "permitted facility" shall also mean the Blue Plains wastewater treatment facility
72 operated by the District of Columbia Water and Sewer Authority.

73 "Permittee" means a person authorized by the general permit to discharge total nitrogen or total
74 phosphorus.

75 "Point source nitrogen credit" means the difference between (i) the waste load allocation for a
76 permitted facility specified as an annual mass load of total nitrogen, and (ii) the monitored annual mass
77 load of total nitrogen discharged by that facility, where clause (ii) is less than clause (i), and where the
78 difference is adjusted by the applicable delivery factor and expressed as pounds per year of delivered
79 total nitrogen load.

80 "Point source phosphorus credit" means the difference between (i) the waste load allocation for a
81 permitted facility specified as an annual mass load of total phosphorus, and (ii) the monitored annual
82 mass load of total phosphorus discharged by that facility, where clause (ii) is less than clause (i), and
83 where the difference is adjusted by the applicable delivery factor and expressed as pounds per year of
84 delivered total phosphorus load.

85 "Significant discharger" means a facility for which waste load allocations have been adopted
86 pursuant to the Water Quality Management Planning Regulation (9 VAC 25-720) or its successor or a
87 facility that has secured waste load allocations pursuant to the requirements of § 62.1-44.19:15.

88 "State-of-the-art nutrient removal technology" means (i) technology that will achieve an annual
89 average total nitrogen effluent concentration of three milligrams per liter and an annual average total
90 phosphorus effluent concentration of 0.3 milligrams per liter, or (ii) equivalent load reductions in total
91 nitrogen and total phosphorus through recycle or reuse of wastewater as determined by the Department.

92 "Tributaries" means those river basins for which separate tributary strategies were prepared
93 pursuant to § 2.2-218 and includes the Potomac, Rappahannock, York, and James River Basins, and the
94 Eastern Coastal Basin, which encompasses the creeks and rivers of the Eastern Shore of Virginia that
95 are west of Route 13 and drain into the Chesapeake Bay.

96 "Waste load allocation" means (i) the water quality-based annual mass load of total nitrogen or
97 annual mass load of total phosphorus allocated to individual facilities pursuant to the Water Quality
98 Management Planning Regulation (9 VAC 25-720) or its successor, (ii) § 62.1-44.19:15 for new or
99 expanded facilities, or (iii) applicable total nitrogen or total phosphorus total maximum daily loads to
100 restore or protect the water quality and beneficial uses of the Chesapeake Bay or its tidal tributaries.

101 § 62.1-44.19:14. Watershed general permit for nutrients.

102 A. On or before January 1, 2006, or as soon thereafter as possible, the Board shall issue a
103 Watershed General Virginia Pollutant Discharge Elimination System Permit, hereafter referred to as the
104 general permit, authorizing point source discharges of total nitrogen and total phosphorus to the waters
105 of the Chesapeake Bay and its tributaries. Except as otherwise provided in this article, the general
106 permit shall control in lieu of technology-based, water quality-based, and best professional judgment
107 interim or final effluent limitations for total nitrogen and total phosphorus in individual Virginia
108 Pollutant Discharge Elimination System permits for facilities covered by the general permit where the
109 effluent limitations for total nitrogen and total phosphorus in the individual permits are based upon
110 standards, criteria, waste load allocations, policy, or guidance established to restore or protect the
111 water quality and beneficial uses of the Chesapeake Bay or its tidal tributaries.

112 B. This section shall not be construed to limit or otherwise affect the Board's authority to establish
113 and enforce more stringent water quality-based effluent limitations for total nitrogen or total phosphorus
114 in individual permits where those limitations are necessary to protect local water quality. The exchange
115 or acquisition of credits pursuant to this article shall not affect any requirement to comply with such
116 local water quality-based limitations.

117 C. The general permit shall contain the following:

118 1. Waste load allocations for total nitrogen and total phosphorus for each permitted facility
119 expressed as annual mass loads. The allocations for each permitted facility shall reflect the applicable
120 individual water quality-based total nitrogen and total phosphorus waste load allocations. An owner or
121 operator of two or more facilities located in the same tributary may apply for and receive an

aggregated waste load allocation for total nitrogen and an aggregated waste load allocation for total phosphorus for multiple facilities reflecting the total of the water quality-based total nitrogen and total phosphorus waste load allocations established for such facilities individually;

2. A schedule requiring compliance with the combined waste load allocations for each tributary as soon as possible taking into account (i) opportunities to minimize costs to the public or facility owners by phasing in the implementation of multiple projects; (ii) the availability of required services and skilled labor; (iii) the availability of funding from the Virginia Water Quality Improvement Fund as established in § 10.1-2128, the Virginia Water Facilities Revolving Fund as established in § 62.1-225, and other financing mechanisms; (iv) water quality conditions; and (v) other relevant factors. Following receipt of the compliance plans required by subdivision C 3, the Board shall re-evaluate the schedule taking into account the information in the compliance plans and the factors in this subdivision, and may modify the schedule as appropriate;

3. A requirement that within nine months after the initial effective date of the general permit, the permittees shall either individually or through the Association submit a compliance plan for each tributary to the Department for approval. The compliance plans shall contain, at a minimum, any capital projects and implementation schedules needed to achieve total nitrogen and phosphorus reductions sufficient to comply with the individual and combined waste load allocations of all the permittees in the tributary. The compliance plans may rely on the exchange of point source credits in accordance with this article, but not the acquisition of credits through payments authorized by § 62.1-44.19:18, to achieve compliance with the individual and combined waste load allocations in each tributary. The compliance plans shall be updated annually and submitted to the Department no later than February 1 of each year;

4. Such monitoring and reporting requirements as the Board deems necessary to carry out the provisions of this article.

5. A procedure that requires every owner or operator of a facility that is a significant discharger to secure general permit coverage by filing a registration statement with the Department within a specified period after the initial effective date of the general permit, and within a specified period after the effective date of each reissuance of the general permit. The procedure shall also require any owner or operator of a facility that is a nonsignificant discharger authorized by a Virginia Pollutant Discharge Elimination System permit to discharge 40,000 gallons per day or more, or an equivalent load, to secure general permit coverage by filing a registration statement with the Department at the time he makes application with the Department for a new discharge or expansion that is subject to an offset or technology-based requirement in § 62.1-44.19:15. The general permit shall provide that facilities that are nonsignificant dischargers and are authorized by a Virginia Pollutant Discharge Elimination System permit shall be deemed to be permitted under the general permit at the time it is issued, and, as a condition of their permitted status, owners or operators of such facilities shall file a registration statement with the Department when required by this section. Owners or operators of facilities that are deemed to be permitted under this section shall have no other obligation under the general permit prior to filing a registration statement and securing coverage under the general permit based upon such registration statement;

6. A procedure for efficiently modifying the lists of facilities covered by the general permit where the modification does not change or otherwise alter any waste load allocation or delivery factor adopted pursuant to the Water Quality Management Planning Regulation (9 VAC 25-270) or its successor, or an applicable total maximum daily load. The procedure shall also provide for modifying or incorporating new waste load allocations or delivery factors, including the opportunity for public notice and comment on such modifications or incorporations; and

7. Such other conditions as the Board deems necessary to carry out the provisions of this chapter and Section 402 of the federal Clean Water Act (33 U.S.C. § 1342).

D. The Board shall maintain and make available to the public a current listing, by tributary, of all permittees and permitted facilities under the general permit, together with each permitted facility's total nitrogen and total phosphorus waste load allocations, and total nitrogen and total phosphorus delivery factors.

E. In the event of a conflict between the conditions of the general permit and the conditions of individual Virginia Pollutant Discharge Elimination System permits or general permit conditions that are duplicative of individual Virginia Pollutant Discharge Elimination System permit conditions, the conditions in the general permit shall control. Notwithstanding any provision to the contrary, the general permit and its conditions shall not apply to Virginia Pollutant Discharge Elimination System permits issued by the Board on June 17, 2004, as long as those permits, as issued on June 17, 2004, are the subject of judicial review.

§ 62.1-44.19:15. New or expanded facilities.

A. An owner or operator of a new or expanded facility shall comply with the applicable requirements

183 of this section as a condition of the facility's coverage under the general permit.

184 1. An owner or operator of a facility that is a significant discharger shall demonstrate to the
185 Department that he has secured waste load allocations sufficient to offset any increase in his delivered
186 total nitrogen and delivered total phosphorus loads resulting from any expansion beyond his waste load
187 allocations and will install state-of-the-art nutrient removal technology at the time of the expansion.

188 2. An owner or operator of a new facility authorized by a Virginia Pollutant Discharge Elimination
189 System permit first issued on or after July 1, 2005, to discharge 40,000 gallons or more per day, or an
190 equivalent load, shall demonstrate to the Department that he has secured waste load allocations
191 sufficient to offset his delivered total nitrogen and delivered total phosphorus loads, and will install (i)
192 at a minimum, biological nutrient removal technology at any facility authorized to discharge less than
193 100,000 gallons per day, or an equivalent load, directly to tidal waters or less than 500,000 gallons per
194 day, or an equivalent load, to nontidal waters, and (ii) state-of-the-art nutrient removal technology at
195 any facility authorized to discharge 100,000 gallons or more per day, or an equivalent load, directly to
196 tidal waters, or 500,000 gallons or more per day, or an equivalent load, to nontidal waters.

197 3. An owner or operator of a facility authorized by a Virginia Pollutant Discharge Elimination
198 System permit first issued before July 1, 2005, to discharge up to 99,000 gallons per day, or an
199 equivalent load, shall demonstrate to the Department that he has secured waste load allocations
200 sufficient to offset any increase in his delivered total nitrogen and delivered total phosphorus loads
201 resulting from any expansion beyond his permitted capacity as of July 1, 2005, and will install, at a
202 minimum, (i) biological nutrient removal technology at the time of any expansion up to 499,000 gallons
203 per day, or an equivalent load, to nontidal waters, and (ii) state-of-the-art nutrient removal technology
204 at the time of any expansion to 100,000 or more gallons per day, or an equivalent load, directly to
205 tidal waters, or 500,000 gallons or more per day, or an equivalent load, to nontidal waters.

206 4. An owner or operator of a facility authorized by a Virginia Pollutant Discharge Elimination
207 System permit first issued before July 1, 2005 to discharge between 100,000 and 499,000 gallons per
208 day, or equivalent loads, to non-tidal waters, shall demonstrate to the Department that he has secured
209 waste load allocations sufficient to offset any increase in his delivered total nitrogen and delivered total
210 phosphorus loads resulting from any expansion beyond his permitted capacity as of July 1, 2005, and
211 will install, at a minimum, (i) biological nutrient removal technology at the time of any expansion up to
212 500,000 gallons per day, or an equivalent load, to non-tidal waters, and (ii) state-of-the-art nutrient
213 removal technology at the time of any expansion to 100,000 gallons or more per day, or an equivalent
214 load, directly to tidal waters, or any expansion to 500,000 gallons or more per day, or an equivalent
215 load, to non-tidal waters.

216 B. Waste load allocations required by this section to offset new or increased delivered total nitrogen
217 and delivered total phosphorus loads shall be secured in accordance with this subsection.

218 1. Such allocations may be secured from one or a combination of the following:

219 a. Acquisition of all or a portion of the waste load allocations from one or more point source
220 dischargers in the same tributary;

221 b. Acquisition of nonpoint source load allocations through the use of best management practices
222 secured through a public or private entity acting on behalf of the land owner. Such best management
223 practices shall achieve reductions beyond those already required by or funded under federal or state
224 law and shall be installed in the same tributary in which the new or expanded facility is located and
225 included as conditions of the facility's individual Virginia Pollutant Discharge Elimination System
226 permit; or

227 c. Acquisition of allocations in accordance with the terms of the general permit or through such
228 other means as may be approved by the Department on a case-by-case basis.

229 2. The Board shall give priority to allocations secured in accordance with subdivisions B 1 a and b.
230 The Board shall approve allocations secured in accordance with subdivision B 1 c only after the owner
231 or operator has demonstrated that he has made a good faith effort to secure sufficient allocations in
232 accordance with subdivisions B 1 a and b and that such allocations are not reasonably available taking
233 into account timing, cost, and other relevant factors.

234 C. The general permit shall provide for the acquisition of allocations through payments into the
235 Virginia Water Quality Improvement Fund established in § 10.1-2128, in accordance with subdivision B
236 1 c. Such payments shall be promptly applied to achieve equivalent point or nonpoint source reductions
237 in the same tributary beyond those reductions already required by or funded under federal or state law
238 or the Virginia tributaries strategies plans. The general permit shall base the cost of each pound of
239 allocation on (i) the estimated cost of achieving a reduction of one pound of nitrogen or phosphorus at
240 the facility that is securing the allocation, or comparable facility, for each pound of allocation acquired,
241 or (ii) the average cost of reducing two pounds of nitrogen or phosphorus from nonpoint sources in the
242 same tributary for each pound of allocation acquired, whichever is higher. Upon each reissuance of the
243 general permit, the Board may adjust the cost of each pound of allocation based on current costs and
244 cost estimates.

§ 62.1-44.19:16. Technology-based standards and effluent limitations.

A. The Board may establish a technology-based standard less stringent than the applicable standard specified in § 62.1-44.19:15 based on a demonstration by an owner or operator that the specified standard is not technically or economically feasible for the affected facility or that the technology-based standard would require the owner or operator to construct treatment facilities not otherwise necessary to comply with his waste load allocation without reliance on nutrient credit exchanges pursuant to § 62.1-44.19:18.

B. The Board may include technology-based effluent concentration limitations in the individual permit for any facility that has installed technology for the control of nitrogen and phosphorus whether by new construction, expansion, or upgrade. Such limitations shall be based upon the technology installed by the facility and shall be expressed as annual average limitations. Such limitations shall not affect the generation, acquisition, or exchange of offsets or credits pursuant to this article.

§ 62.1-44.19:17. Virginia Nutrient Credit Exchange Association authorized; duties; composition; appointment; terms.

A. The permittees under the general permit may establish a nonstock corporation under Chapter 10 (§ 13.1-801 et seq.) of Title 13.1, to be known as the Virginia Nutrient Credit Exchange Association, to coordinate and facilitate participation in the nutrient credit exchange program by its members. The Virginia Nutrient Credit Exchange Association, which is hereafter referred to as the Association, may (i) submit on behalf of the permittees the compliance plans required by § 62.1-44.19:14, (ii) develop a standard form of agreement for use by permittees when buying and selling nitrogen and phosphorus allocations and credits, (iii) assist permittees in identifying buyers and sellers of nitrogen and phosphorus allocations and credits, (iv) coordinate planning to ensure that to the extent possible, sufficient credits are available each year to achieve full compliance with the general permit, (v) assist individual municipal permittees in utilizing public-private partnerships and other innovative measures to achieve the Commonwealth's water quality goals, and (vi) perform such other duties and functions as may be necessary to the effective and efficient implementation of the credit exchange program. The Association shall not assume any of the permittees' compliance obligations under the general permit.

B. Membership in the Association shall consist of permittees under the general permit. The Association shall operate through a board of directors, which shall consist of 10 members and be representative of the membership in the Association. Association board members shall be employees of Association members, shall be elected by the Association membership at the beginning of each term of the general permit, and shall serve through the end of the permit term to which they were elected. Vacancies for unexpired Association board terms shall be filled in the same manner in which members are originally elected to the Association board.

C. The Association board shall elect a president, vice president, secretary, and treasurer from among its members at the beginning of each permit term. Officers and Association board members shall receive no compensation for their services as officers and board members of the Association.

§ 62.1-44.19:18. Nutrient Credit Exchange Program.

A. Each permitted facility shall be in compliance with its individual waste load allocations if: (i) its annual mass load is less than the applicable waste load allocation in the general permit, (ii) the permitted facility secures sufficient point source nitrogen or phosphorus credits in accordance with this section, or (iii) in the event it is unable to achieve compliance pursuant to clauses (i) or (ii), the permitted facility secures sufficient nitrogen or phosphorus credits through payments made in accordance with this section; provided, however, that the acquisition of nitrogen or phosphorus credits pursuant to this section shall not alter or otherwise affect the individual waste load allocations for each permitted facility.

B. On or before February 1, annually, each permittee shall either individually or through the Association file a report with the Department. The report shall identify (i) the annual mass load of total nitrogen and the annual mass load of total phosphorus discharged by each permitted facility during the previous calendar year, (ii) the delivered total nitrogen load and delivered total phosphorus load discharged by each permitted facility during the previous year, and (iii) the number of total nitrogen and total phosphorus credits for the previous calendar year to be purchased or sold by the permittee. The report shall contain the certification required by federal and state law and signed by each permittee for each of the permittee's facilities covered by the general permit.

C. On or before April 1, annually, the Department shall prepare a report containing the annual mass load of total nitrogen and annual mass load of total phosphorus discharged by each permitted facility, the number of point source nitrogen and phosphorus credits for the previous calendar year for sale or purchase by each such facility, and to the extent there are insufficient point source credits available for exchange to provide for full compliance by every permittee, the number of credits to be purchased pursuant to this section. Upon completion of the report, the Department shall promptly publish notice of the report and make the report available to any person requesting it.

D. Each permittee under the general permit whose annual mass load of total nitrogen or annual mass load of total phosphorus for the calendar year is greater than the respective total nitrogen or total phosphorus waste load allocation for the permittee's facility covered by the general permit shall be in noncompliance with its respective total nitrogen or total phosphorus waste load allocation unless the permittee secures nitrogen or phosphorus credits at least equal to the amount the facility exceeded its respective total nitrogen or total phosphorus waste load allocation.

1. A permittee may satisfy his compliance obligations through the exchange of point source credits only if (i) the credits are generated and applied to a compliance obligation in the same calendar year, (ii) the credits are generated by one or more permitted facilities in the same tributary, (iii) the credits are secured no later than June 1 immediately following the calendar year in which the credits are applied, and (iv) no later than June 1 immediately following the calendar year in which the credits are applied, the permittee certifies on a form supplied by the Department that he has secured sufficient credits to satisfy its compliance obligations.

2. A permittee may satisfy his compliance obligations through the acquisition of credits through payments made in accordance with this section only if no later than June 1 immediately following the calendar year in which the credits are applied, the permittee certifies on a form supplied by the Department that he has diligently sought, but has been unable to secure sufficient credits to satisfy his compliance obligations through the exchange of point source credits with other permitted facilities in the same tributary, and that he has acquired sufficient credits to satisfy his compliance obligations through one or more payments in accordance with the terms of the general permit.

E. On or before July 1, the Department shall publish annually notice of all nitrogen and phosphorus credit exchanges and purchases for the previous calendar year and make all documents relating to the exchanges and purchases available to any person requesting them.

F. The general permit shall provide for the acquisition of nitrogen and phosphorus credits through payments into the Virginia Water Quality Improvement Fund established by § 10.1-2128. Such payments shall be promptly applied to achieve equivalent point or nonpoint source reductions in the same tributary beyond those reductions already required by or funded under federal or state law or the Virginia tributaries strategies plans. The general permit shall base the cost of each nitrogen or phosphorus credit on the average cost of reducing one pound of nitrogen or phosphorus from Virginia publicly owned wastewater treatment facilities for each credit acquired. Upon each reissuance of the general permit, the Board may adjust the cost of each nitrogen and phosphorus credit based on (i) the current average cost of reducing a pound of nitrogen or phosphorus from Virginia publicly owned wastewater treatment facilities for each credit acquired, and (ii) any additional incentives reasonably necessary to ensure that there is timely and continuing progress toward attaining and maintaining each tributary's combined waste load allocation.

§ 62.1-44.19:19. Program audits.

In addition to its permit compliance and enforcement functions, the Department is authorized to conduct such audits of the Nutrient Credit Exchange Program as it deems necessary to ensure that the reports and data received from permittees and the Association are complete and accurate. The Association and permittees under the general permit shall cooperate with the Department in the conduct of such audits and provide the Department with such information as the Department may require to fulfill its responsibilities under this article.