

ORDINANCE NO. 19-21

AN ORDINANCE TO AMEND THE STORM WATER MANAGEMENT PROGRAM GUIDE (SECTIONS 18-406 AND 18-410) AS SET BY ORDINANCE 07-45, TO ADD AN ENFORCEMENT RESPONSE PLAN AND AMEND SYSTEM DESIGN AND MANAGEMENT STANDARDS

WHEREAS, the City of Spring Hill established a Storm Water Management Program and adopted the program guide by Ordinance 07-45; and

WHEREAS, the Tennessee Department of Environment and Conservation (“TDEC”) 2019 annual audit requires additions be made to the existing program guide; and

WHEREAS, additions to Section 18-406 are required to the Storm Water System Design and Management Standards, as noted in yellow highlighted areas of attached Exhibit A; and

WHEREAS, the City is required to establish an Enforcement Response Plan (“ERP”) to be added in entirety as an addendum to Section 18-410, as detailed in the attached Exhibit B.

NOW, THEREFORE, BE IT ORDAINED, that the Storm Water Management Program Guide (Sections 18-406 and 18-410) be amended to add an Enforcement Response Plan and to amend the Storm Water System Design and Management Standards, as directed by TDEC through the 2019 annual audit.

NOW THEREFORE BE IT FUTHER ORDAINED, that all ordinances or partial ordinances in conflict herewith be, and the same hereby are, repealed or modified as the case may be.

BE IT FURTHER ENACTED, that this Ordinance shall take effect from and after its final passage by the Board of Mayor and Aldermen.

Passed and adopted by the Board of Mayor and Aldermen of the City of Spring Hill, Tennessee on 19th day of August, 2019.



Rick Graham, Mayor

ATTEST:


April Goad, City Recorder

LEGAL FORM APPROVED:


Patrick M. Carter, City Attorney

Passed on First Reading: July 15, 2019
Passed on Second Reading: August 19, 2019

SUBJECT: Ordinance to amend the Storm Water Management Program Guide

DATE: June 19, 2019

ATTENTION: Board of Mayor and Aldermen

STAFF: Missy Stahl, Senior Project Manager
Chris Dugan, Stormwater Coordinator



STAFF MEMORANDUM

The city's Stormwater Management Program and Guide was established by Ordinance 07-45. Per the 2019 annual audit from TDEC, some additional information on the existing system design and management standards (section 18-406) is required to meet state regulations. These proposed changes are noted in yellow highlighted areas on Exhibit A.

The audit also determined that an enforcement response plan is needed as a new policy to be implemented as an addendum to existing section 18-410 on enforcement. This policy would provide guidance for administration of the ordinance. The proposed policy is Exhibit B.

TDEC has reviewed the proposed changes, the proposed policy and the ordinance. They have approved all and accept that this action will meet the audit finding resolution.

Staff requests approval of this ordinance.

EXHIBIT A (as referenced in Ordinance 19-21)

infiltrate storm water runoff from driveways, sidewalks, rooftops, parking lots, and landscaped areas to the maximum extent practical to provide treatment for both water quality and quantity;

- (b) To protect stream channels from degradation, specific channel protection criteria shall be provided as prescribed in the BMP Manuals and Water Quality Buffer Zone Policy and in accordance with the CGP as stated below:

For sites that discharge into Waters with Available Parameters:

The water quality riparian buffer zone should be preserved between the top of stream bank and the disturbed construction area. The 30-foot criterion for the width of the buffer zone can be established on an average width basis at a project, as long as the minimum width of the buffer zone is more than 15 feet at any measured location.

All EPSC measures used at the site are designed to control stormwater runoff generated by a 2-year, 24-hour storm event, at a minimum, either from total rainfall in the designated period or the equivalent intensity as specified on the following website http://hdsc.nws.noaa.gov/hdsc/pfds/orb/tn_pfds.html.

For sites that discharge into Waters with Unavailable Parameters or Exceptional Tennessee Waters:

The water quality riparian buffer zone should be preserved between the top of stream bank and the disturbed construction area. The 60-foot criterion for the width of the buffer zone can be established on an average width basis at a project, as long as the minimum width of the buffer zone is more than 30 feet at any measured location.

All EPSC measures used at the site are designed to control stormwater runoff generated by a 5-year, 24-hour storm event, at a minimum, either from total rainfall in the designated period or the equivalent intensity as specified on the following website http://hdsc.nws.noaa.gov/hdsc/pfds/orb/tn_pfds.html.

- (c) Storm water discharges to critical areas with sensitive resources (i.e., cold water fisheries, shellfish beds, swimming beaches, recharge areas, natural springs, and water supply reservoirs and intakes) may be subject to additional performance criteria, or may need to utilize or restrict certain storm water management practices;

EXHIBIT B (as referenced in Ordinance 19-21)

CITY OF SPRING HILL STORMWATER DEPARTMENT ENFORCEMENT RESPONSE PLAN

Introduction

The intent of this document is to provide guidance to city officials in enforcing the stormwater management ordinance. It should be used only as a guide while recognizing that each situation is unique. The provisions of this enforcement response plan are not intended to limit the judgment and flexibility of the director in determining an appropriate response.

While the purpose is to provide guidance for administration of the stormwater management ordinance, actual enforcement procedures should consider any unusual aspects of a violation or condition, as well as special characteristics of an enforcement action, in determining the proper response.

Minor infractions may be resolved by a verbal notice, telephone call, or warning letter advising the owner/operator/person of the nature of the violation. If such action fails to generate an adequate response by the owner/operator/person, further enforcement actions as provided by the ordinance may be taken.

Procedures for Development Site Plan Reviews

Review all site plans at Planning Commission Staff Review. This review includes 2 (two) staff level reviews with members from the following departments present: stormwater, codes, planning, utilities, and the consulting engineer. The Stormwater Coordinator maintains a status tracking table of all projects tracking plans review to conducting a preconstruction meeting.

Upon approval by the Planning Commission, the applicant is required to submit a grading application to the stormwater department prior to construction. A letter is sent with all Planning Commission approval letters outlining the grading permit process. The grading application must be accompanied by an approved TDEC's Notice of Coverage and written SWPPP.

A grading preconstruction meeting is held with the developer and contractor to review all site procedures and inspection regimes. All sites are inspected by a Level 1 inspector for verification that the initial sediment controls are properly installed.

The stormwater department inspector will visit all active construction sites at a minimum on a monthly basis. The inspection includes a written report and shall record any deficiencies or changes to the SWPPP. If any enforcement actions are required, they will follow the procedures outlined below.

Prior to issuance of a Certificate of Occupancy, all permanent stormwater BMP's are inspected by the City's stormwater inspector to ensure they are installed as designed.

Enforcement Responses

The order of precedence for enforcement responses outlined in this guide should not be construed to prevent the director from taking a stronger action without first implementing less stringent steps, if in his opinion, a more forceful response is necessary.

A show cause hearing should be held prior to any enforcement action other than a telephone call, warning letter, notice of violation (NOV), or stop work order. The purpose of a show cause hearing is to provide a forum for the owner to present a defense to charges as outlined, or, to obtain additional information.

EXHIBIT B (as referenced in Ordinance 19-21)

Documented Phone Calls or Informal Discussions

In the case of the most minor violation of a permit or the ordinance, a telephone call or informal meeting may be sufficient to obtain the desired compliance. Phone calls should be documented onto the department's violation tracking table. Likewise, if an informal discussion is held, it should be entered onto the department's violation tracking table.

Warning Letter

A warning letter is the lowest level of formal response to a violation. It is intended for minor violations which would not cause harm to the environment.

Notice of Violation

A notice of violation (NOV) is an official notification to inform a non-compliant owner of a violation of the stormwater management ordinance. Within ten (10) days of receipt of this notice, a written explanation of the violation and a plan for the satisfactory correction and prevention thereof, to include specific required actions, shall be submitted by the owner to the director. Inspection to ensure performance of any corrective actions may be conducted by the director at his discretion. Submission of this plan in no way relieves the owner of liability for any violations occurring before or after receipt of the notice of violation.

Stop Work Order

A Stop Work Order may be issued when the director finds that an owner has violated, or continues to violate, the stormwater management ordinance or order issued thereunder. The order shall require that the owner:

- (a) Comply forthwith; and
- (b) Take such appropriate remedial or preventive action as may be needed or deemed necessary to properly address a continuing or threatened violation, including halting operations and terminating the discharge.

Administrative Orders

Administrative orders (AO) are enforcement documents which direct owners to perform, or to cease, specific activities. Administrative orders may also invoke a penalty. There are three (3) primary types of administrative orders: consent orders; compliance orders; and cease and desist orders.

Consent orders are entered into between the city and the owner to assure compliance as to specific actions to be taken by the owner to correct non-compliance within a specified time period. The director may enter into consent orders, assurances of voluntary compliance or other similar documents establishing an agreement with any owner responsible for noncompliance. Such documents shall include specific action to be taken by the owner to correct the noncompliance within a time period specified in the document. Such documents shall have the same force and effect as orders issued pursuant to Section 14-610.

Compliance orders may be issued when the director finds that an owner has violated, or continues to violate, the ordinance or an order issued thereunder. It is similar to a consent order except that the consent of the owner is not implied in its issuance. When the director finds that an owner has violated or continues to violate and section of this article, or a permit or order issued under this article, the director may issue an order to the owner responsible for the violation directing that the owner come into compliance within a specified time, and such order may include assessment of a penalty to be paid if the owner does not come into compliance within the time provided. Compliance orders also may contain other requirements to address the noncompliance, including additional self-monitoring and management practices designed to minimize the amount of pollutants discharged offsite. A compliance order does not relieve the owner of liability for any violation, including any continuing violation. Issuance

EXHIBIT B (as referenced in Ordinance 19-21)

of a compliance order shall not be a bar against or a prerequisite for taking any other action against the owner.

Cease and desist orders may be issued when the director finds that an owner has violated, or continues to violate, the stormwater management ordinance or order issued thereunder. Issuance of a cease and desist order shall not be a bar against or a prerequisite for taking any other action against the owner.

Administrative orders contain the following components:

1. Title - The title specifies the type of order being issued (see below), to whom it is being issued, summarizes the purpose of the order, and contains an identification number.
2. Legal Authority - The authority under which the order is issued (the stormwater management ordinance).
3. The Finding of Noncompliance - All violations must be described including the dates, the specific permit and/or ordinance provisions violated, and any damages known and attributable to the violation.
4. Required Activity - All orders should specify the required actions, such as installation of BMPs, additional inspections, appearance at show cause hearings, etc.
5. Milestone Dates for Corrective Actions - When compliance schedules are appropriate, all milestone dates must be established including due dates for required written reports.
6. Supplemental Clauses - The document should contain standard clauses providing that:
 - (a) Compliance with the terms and conditions of the administrative order shall not be construed to relieve the owner of its obligation to comply with applicable state, federal or local law, or the permit;
 - (b) Violation of the administrative order itself may subject the owner to additional penalties as set out in the stormwater management ordinance;
 - (c) No provision of the order shall be construed to limit the City's authority to issue supplementary or additional orders, or to take action deemed necessary to implement this program or ordinance;
 - (d) The order shall be binding upon the owner, its officers, directors, agents, employees, successors, assigns, and all persons, firms or corporations acting under, through or on behalf of the owner.

Administrative orders issued as a result of a violation of the stormwater management ordinance may contain a penalty pursuant to Section 18-411 of the stormwater management ordinance. Administrative orders may also be used to advise an owner of the need to take, or cease, certain actions, and in such case, may or may not be associated with penalties as defined in the ordinance or in this guide.

Civil Litigation

Pursuant to Section 18-411 of the stormwater management ordinance, the director may, through the city attorney, petition the appropriate court(s) for issuance of preliminary or permanent injunctions to restrain or compel activities by an owner.

Penalties, Administrative or Civil

The stormwater management ordinance authorizes assessment of penalties not to exceed \$5,000 per violation per day. Additionally, Section 18-411 of the ordinance authorizes the director to assess a civil penalty for actual damages incurred by the city. Before assessment of any administrative penalty, a show cause hearing must be held with the non-compliant owner.

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If a violation results in conditions requiring the expenditure of public funds for mitigation of damages, a penalty shall be assessed in such amount as to offset the public funds so expended. This will in no way reduce or offset the liability of the owner with respect to damages incurred.

Cease and Desist Order

A civil injunction may be requested at any time, for any violation, if in the opinion of the director in consultation with the city attorney, such action is justified, needed or appropriate.

Criminal Action

In cases where criminal acts are suspected by the director, after consultation with the city attorney, information shall be gathered and forwarded to the district attorney of the appropriate county for action. Criminal prosecution, if pursued, shall be in addition to other actions authorized by ordinance.

Public Reporting of Suspected Illicit Discharge

In the case of a suspected illicit discharge, any citizens may contact the MS4 department directly via phone, email or website contact form. Upon receiving a complaint, the department shall initiate an investigation within seven days. If an illicit discharge is detected, the department shall follow the protocol outlined in the ERP.

EXHIBIT B (as referenced in Ordinance 19-21)

TABLE A
ENFORCEMENT RESPONSE GUIDE
ESCALATION OF RESPONSES

The following table outlines a recommended course of action for violations of the stormwater ordinance. When enforcement actions involving a specific site, a common operator or owner include multiple or successive violations then the severity level may be increased. TDEC may also be consulted for violations that have not been satisfactorily addressed by the owner.

While the purpose is to provide guidance for administration of the stormwater management ordinance, it is not intended to limit the judgment and flexibility of the director in determining an appropriate response.

<u>SEVERITY OF VIOLATION</u>	<u>ACTION</u>
1	Informal Phone Call/Discussion
2	Written warning
3	Notice of Violation
4	Stop Work Order
5	Administrative Order
6	Administrative Order with up to \$500 Penalty
7	Administrative Order with up to \$1000 Penalty
8	Administrative Order with up to \$2000 Penalty
9	Administrative Order with up to \$3000 Penalty
10	Administrative Order with up to \$5000 Penalty