TOWN OF MILFORD, MASSACHUSETTS

STORMWATER MANAGEMENT GENERAL BY-LAW

EROSION AND SEDIMENT CONTROL,
POST-CONSTRUCTION STORMWATER MANAGEMENT AND
DISCHARGE CONTROL

10-24-05

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TOWN OF MILFORD, MASSACHUSETTS
GENERAL BY-LAWS

ARTICLE 36

STORMWATER MANAGEMENT BY-LAW

Adopted by Town Meeting 10-24-05
Approved by Attorney General 2-9-06

SECTION I. PURPOSE AND AUTHORITY

1.1 Purpose

The purpose of this By-Law is to protect, maintain, and enhance the public health, safety, and general welfare of the citizens of Milford, and protect and enhance the water quality of watercourses and water bodies, through the management of land development by establishing minimum requirements and procedures to control the adverse impacts associated with stormwater runoff and through the regulation of non-stormwater discharges to the municipal separate storm sewer system.

1.2 Administration

This By-Law shall be administered and enforced by the Town of Milford, acting by and through its Town Engineer, under the supervision of the Board of Selectmen. In the absence of the Town Engineer, administration and enforcement action may be undertaken by such individual or individuals as may be designated in writing by the Board of Selectmen.

SECTION II. DEFINITIONS

The following definitions describe the meaning of the terms used in this By-Law:

"Adverse impact" means any deleterious effect on waters or wetlands, including their quality, quantity, surface area, species composition, aesthetics or usefulness for human or natural uses, which are or may potentially be harmful or injurious to human health, welfare, safety or property, biological productivity, diversity, or stability, or which unreasonably interfere with the enjoyment of life or property, including outdoor recreation.

"Best management practice (BMP)" is a structural or biological device that temporarily stores or treats urban stormwater runoff to reduce flooding, remove pollutants, and manage stormwater runoff. A BMP may also be a non-structural practice that reduces pollutants at their source. BMPs are described in a stormwater design manual, Stormwater Management, Volume Two: Stormwater Technical Handbook (March, 1997, Massachusetts Department of Environmental Protection [MADEP], as updated or amended).

"Construction activity" is disturbance of the ground by removal of vegetative surface cover or topsoil, grading, excavation, clearing or filling.

"Disturbance" is any land clearing, grading, bulldozing, digging, or similar activities.

"Hydrology model" may include one of the following:

a. TR-20, a watershed hydrology model developed by the Natural Resources Conservation Service (NRCS) that is used to route a design storm hydrograph through a pond;
b. TR-55, or Technical Release 55, "Urban Hydrology for Small Watersheds", a publication developed by the NRCS to calculate stormwater runoff and an aid in designing detention basins; or
c. HydroCad or other comparable software models.

"Illegal discharge" is any direct or indirect non-stormwater discharge to the municipally owned separate storm sewer system, except as exempted in Section X of this By-Law.

"Illicit connections" are defined as either of the following: Any drain or conveyance, whether on the surface or subsurface, which allows an illegal discharge to enter the municipally-owned separate storm sewer system including but not limited to any conveyances which allow any non-stormwater discharge including sewage, process wastewater, and wash water to enter the storm drain system and any connections to the storm drain system from indoor drains and sinks, regardless of whether said drain or connection had been previously allowed, permitted, or approved by an authorized enforcement agency, or, Any drain or conveyance connected from a commercial or industrial land use to the storm drain system which has not been documented in plans, maps, or equivalent records and approved by an authorized enforcement agency.

"Municipally owned separate storm sewer system (MS4)" means a conveyance or system of conveyances (including roads with drainage systems, municipal streets, catch basins, curbs, gutters, ditches, man-made channels, or storm drains):

a. Owned or operated by a State, city, township, county, district, association, or other public body (created by or pursuant to State law) including special districts under State law such as a sewer district, flood control district or drainage district, or similar entity, that discharges into waters of the state.
b. Designed or used for collecting or conveying stormwater;
c. Which is not a combined sewer; and
d. Which is not part of a Publicly Owned Treatment Works."

"National Pollutant Discharge Elimination System (NPDES) Storm Water Discharge Permit" means a permit issued by EPA that authorizes the discharge of pollutants to waters of the United States, whether the permit is applicable on an individual, group, or general area-wide basis.

"Waters of the United States" are surface watercourses and water bodies as defined at 40 CFR § 122.2, including all natural waterways and defined channels and depressions in the earth that may carry water, even though such waterways may only carry water during storms and may not carry stormwater during all times and seasons.

SECTION III. APPLICABILITY

3.1 Applicability

This By-Law shall apply to all flows entering the municipally owned separate storm sewer system (MS4) generated on any developed and undeveloped lands within the Town of Milford including any amendments or revisions thereto, unless explicitly exempted by an authorized enforcement agency.

Prior to the issuance of any building permit for any proposed development listed below, a stormwater management permit, or a waiver of the requirement for a stormwater management permit, must be approved by the Office of Planning and Engineering. No person shall, on or after the effective date of this By-Law, initiate any land clearing, land grading, earth moving or development activities without first complying with this By-Law. The following activities shall be required to submit drainage reports, plans, construction drawings, specifications and as-constructed information in conformance with the requirements of this By-Law:

3.1.1 Construction activities of any kind disturbing greater than 43,560 square feet (1 acre) or which is part of a common plan of development or sale that will disturb greater than 43,560 square feet (1 acre).

3.2 Exemptions

To prevent the adverse impacts of stormwater runoff, the Milford Office of Planning and Engineering has developed a set of performance standards that must be met at new development sites. These standards apply to construction activities as described under Section 3.1. The following activities may be exempt from these stormwater performance standards:

3.2.1 Any agricultural activity which is consistent with an approved soil conservation plan prepared or approved by the Natural Resource Conservation Service.

3.2.2 Any logging which is consistent with a timber management plan approved under the Forest Cutting Practices Act by Massachusetts Department of Environmental Management.

3.2.3 Additions or modification to existing single-family structures.

3.2.4 Any emergency activity that is immediately necessary for the protection of life, property or the environment, as determined by the Office of Planning and Engineering.

3.2.5 Construction activities on sites with an overall area greater than one acre with written certification by a registered professional engineer or registered land surveyor that the land disturbance will be less than one acre.

3.2.6 Projects permitted and approved by the Town of Milford prior to the effective date of this By-Law.

3.2.7 Projects that have filed a Notice of Intent with the Milford Conservation Commission and that included a fully executed Stormwater Management Form and that were designed in conformance with the MADEP's Stormwater Management Policy and the Stormwater Design Manual, and that have obtained a valid Order of Conditions from the Town of Milford Conservation Commission or the MADEP.

3.3 Stormwater Design Manual

A stormwater design manual, Stormwater Management, Volume One: Stormwater Policy Handbook and Volume Two: Stormwater Technical Handbook (March, 1997, MADEP, as updated or amended) is hereby incorporated by reference as part of this By-Law, and shall furnish additional policy, criteria and information including specifications and standards, for the proper implementation of the requirements of this By-Law.

SECTION IV. COMPATIBILITY WITH OTHER PERMIT AND BY-LAW REQUIREMENTS

This By-Law is not intended to interfere with, abrogate, or annul any other by-law, rule or regulation, statute, or other provision of law. The requirements of this By-Law should be considered minimum requirements, and where any provision of this By-Law imposes restrictions different from those imposed by any other by-law, rule or regulation, or other provision of law, whichever provisions are more restrictive or impose higher protective standards for human health or the environment shall be considered to take precedence.

SECTION V. PERMIT PROCEDURES AND REQUIREMENTS

5.1 Permit Required

No land owner or land operator shall commence any work under a Building Permit, a Definitive Plan for Subdivision, or other grading or land development permit required for land disturbance activities, and no land owner shall commence land disturbance activities, without approval of a Stormwater Management Permit from the Office of Planning and Engineering and meeting the requirements of this By-Law, unless the project has included a fully executed Stormwater Management Form and was designed in conformance with the MADEP's Stormwater Management Policy and the Stormwater Design Manual, and which has obtained a valid Order of Conditions from the Town of Milford Conservation Commission or the MADEP.

5.2 Application Requirements

Application for approval of a Stormwater Management Permit shall include the following:

5.2.1 A complete Stormwater Management and Erosion and Sediment Control Plan (Plan) or an application for waiver shall be submitted to the Milford Office of Planning and Engineering for review and approval for any proposed development specified in Section 3.1 prior to or concurrently with any building permit application or Preliminary or Definitive Plan for subdivision approval. Three copies of the Plan shall be submitted, and clearly labeled, along

with other documents required in the zoning by-law for site plan review. The Plan shall contain supporting computations, drawings, and sufficient information describing the manner, location, and type of measures in which stormwater runoff will be managed from the entire development. The Plan shall serve as the basis for all subsequent construction.

5.2.2 An Operation, Maintenance and Inspection Schedule.

5.2.3 Non-refundable permit review and inspection fee.

The applicant may request, and the Milford Office of Planning and Engineering may grant, a waiver from any information requirements it judges to be unnecessary to the review of a particular plan.

5.3 Procedures for Review and Approval of Stormwater Permits

5.3.1 The procedures for review and approval of stormwater management plans shall be consistent with Section 5.4 Criteria for Review of Stormwater Permits and Section 5.5 Office of Planning and Engineering Action, as appropriate to the use.

5.3.2 The Office of Planning and Engineering shall have seven days from the receipt of the application to review the application for administrative completeness.

5.3.3 The Office of Planning and Engineering shall take final action within twenty-one days of the receipt of a complete application unless such time is extended by agreement between the applicant and the Office of Planning and Engineering. The twenty-one days includes the seven day administrative completeness review period (Section 5.3.2) for applications found to be complete. The twenty-one day review period will re-commence upon receipt of a re-submitted application for those applications found to be administratively incomplete.

5.4 Criteria for Review of Stormwater Permits

In addition to other criteria used by the Milford Office of Planning and Engineering in making permit decisions, for the uses specified in this By-Law, the Office of Planning and Engineering must also find that the Stormwater Management Plan submitted with the permit application meets the following criteria:

5.4.1 The Stormwater Management Plan and the Erosion and Sediment Control Plan are consistent with the Purposes and Objectives of this Bylaw in Section I.

5.4.2 The Stormwater Management Plan meets the Performance Standards described in Section VII.

5.4.3 The Erosion and Sediment Control Plan must meet the Design Requirements in Section VIII.

5.5 Office of Planning and Engineering Action

The Office of Planning and Engineering's action, rendered in writing and submitted to the applicant and the appropriate Town Department(s) and Board(s), shall consist of either:

5.5.1 Disapproval of the Stormwater Management Permit Application based on a determination within seven days of the receipt of the application that the application is administratively incomplete;

5.5.2 Approval of the Stormwater Management Permit Application based upon determination that the proposed plan meets the requirements in Section I and the standards in Section VII and Section VIII and will adequately protect the water resources of the community and is in compliance with the requirements set forth in this By-Law;

5.5.3 Approval of the Stormwater Management Permit Application subject to any conditions, modifications or restrictions required by the Office of Planning and Engineering which will ensure that the project meets the purposes in Section I and the standards in Section VII and Section VIII and adequately protects water resources, as set forth in this By-Law; or

5.5.4 Disapproval of the Stormwater Management Permit Application based upon a determination that the proposed plan, as submitted, does not meet the requirements in Section I and the standards in Section VII and Section VIII or adequately protect water resources, as set forth in this By-Law.

Failure of the Office of Planning and Engineering to take final action upon an Application within the time specified above shall be deemed to be approval of said Application and shall authorize the applicant to proceed in accordance with the plans filed unless such time is extended by agreement between the applicant and the Office of Planning and Engineering.

5.6 Inspections

The Office of Planning and Engineering shall inspect the work and either approve it or notify the applicant in writing in what respects there has been a failure to comply with the requirements of the approved plan. Any portion of the work which does not comply shall be promptly corrected by the applicant or the applicant will be subject to the performance guarantee provisions of Section XI or the penalty provisions of Section XII. The Town may conduct random inspections to ensure effective control of erosion and sedimentation during all phases of construction.

5.7 Right-of-Entry for Inspection

When any new drainage control facility is installed on private property, or when any new connection is made between private property and a municipal drainage system, the filing of a stormwater management permit application shall be deemed as the property owner's permission to the Milford Office of Planning and Engineering or its agent or designee for the right to enter the property at reasonable times and in a reasonable manner for the purpose of the inspection. This includes the right to enter a property when it has a reasonable basis to believe that a

violation of this By-Law is occurring or has occurred, and to enter when necessary during emergencies, for abatement of a public nuisance or correction of a violation of this By-Law.

5.8 Application Review and Inspection Fees

The fee for review and inspection of any land development application shall be based on the amount of land to be disturbed at the site and the fee structure established by the Milford Board of Selectmen. All of the monetary contributions shall be credited to the Stormwater Revolving Fund, and shall be made prior to issuance of any building permit for development.

5.9 Permit Duration

Permits issued under this By-Law shall be valid from the date of issuance through the date the Milford Office of Planning and Engineering notifies the permit-holder that all stormwater management practices have passed the final inspection required under permit conditions.

SECTION VI. THE STORMWATER MANAGEMENT AND EROSION AND SEDIMENT CONTROL PLAN

6.1 Contents of the Stormwater Management and Erosion and Sediment Control Plan

The application for a stormwater management permit shall consist of submittal of a Stormwater Management and Erosion and Sediment Control Plan (Plan), prepared by a professional engineer licensed by the Commonwealth of Massachusetts, which meets the design requirements provided by this By-Law. The Plan shall include sufficient information to evaluate the environmental characteristics of the affected areas, the potential impacts of the proposed development on water resources, and the effectiveness and acceptability of measures proposed for managing stormwater runoff. The Plan must be designed to meet the Massachusetts Stormwater Management Standards as set forth in Section VII of this By-Law and the MADEP's Stormwater Mangement Handbook Volumes I and II.

SECTION VII. STORMWATER MANAGEMENT PERFORMANCE STANDARDS

7.1 Minimum Control Requirements

Projects must meet the Stormwater Management Standards of the Massachusetts Stormwater Management Policy.

The Office of Planning and Engineering may waive the requirement that post-development peak discharge rates not exceed pre-development peak discharge rates, in developed urban areas, upon approval of an evaluation of available capacity in the Town's stormwater system, prepared by a Massachusetts registered professional engineer. When the proposed discharge may have an impact upon a sensitive receptor, including streams, and/or storm sewers, the Office of Planning and Engineering may require more stringent controls, based on existing capacity.

7.2 Stormwater Management Measures

7.2.1 Stormwater management measures shall be required to satisfy the minimum control requirements and shall be implemented in the following order of preference:

a. Infiltration, flow attenuation, and pollutant removal of runoff on-site to existing areas with grass, trees, and similar vegetation and through the use of open vegetated swales and natural depressions;
b. Stormwater detention structures for the temporary storage of runoff which is designed so as not to create a permanent pool of water; and
c. Stormwater retention structures for the permanent storage of runoff by means of a permanent pool of water.

7.2.2 Infiltration practices shall be utilized to reduce runoff volume increases. A combination of successive practices may be used to achieve the applicable minimum control requirements. Justification shall be provided by the applicant for BMP selection based on site conditions.

7.2.3 Best Management Practices shall be employed to minimize pollutants in stormwater runoff.

7.2.4 All stormwater management facilities shall be designed to provide an emergency overflow system, and incorporate measures to provide a non-erosive velocity of flow along its length and at any outfall.

7.2.5 The designed release rate of any stormwater structure shall be modified if any increase in flooding or stream channel erosion would result at any downstream point.

SECTION VIII. DESIGN REQUIREMENTS FOR EROSION AND SEDIMENT CONTROL PLAN

Projects must meet the erosion and sediment control provisions of the Massachusetts Stormwater Management Policy.

SECTION IX. MAINTENANCE

9.1 Operation, Maintenance and Inspection Schedule for Privately-Owned Facilities

9.1.1 Prior to issuance of any building permit for which stormwater management is required, the Office of Planning and Engineering shall require the applicant or owner to execute an operation, maintenance and inspection schedule (schedule) binding on all subsequent owners of land served by the private stormwater management facility. The schedule shall be designed to ensure that water quality standards are met in all seasons and throughout the life of the system. Such schedule shall provide for access to the facility at reasonable times for regular inspections by the Town or its authorized representative and for regular or special assessments of property owners to ensure that the facility is maintained in proper working condition to meet design standards and any provision established. The schedule shall include:

(1) The name(s) of the owner(s) for all components of the system.
(2) The names and addresses of the person(s) responsible for operation, maintenance, and regular inspections.
(3) The names and addresses of the person(s) responsible for financing maintenance and emergency repairs.
(4) An inspection and maintenance schedule for all drainage structures, including swales and ponds.
(5) The signature(s) of the owner(s).
(6) A list of easements with the purpose of each and a plan showing the location of each.
(7) Stormwater management easements as necessary for:
    (a) Access for facility inspections and maintenance.
    (b) Preservation of stormwater runoff conveyance, infiltration, and detention areas and facilities, including flood routes for the 100-year storm event.
    (c) Direct maintenance access by heavy equipment to structures requiring regular cleanout.
(8) Stormwater management easement requirements:
    (a) The purpose of each easement shall be specified in the maintenance agreement signed by the property owner.
    (b) Stormwater management easements are required for all areas used for off-site stormwater control, unless a waiver is granted by the Town.
    (c) Easements shall be recorded with the Registry of Deeds prior to issuance of a Certificate of Completion.
(9) Changes to Operation and Maintenance Plans
    (a) The owner(s) of the stormwater management system must notify the Office of Planning and Engineering of changes in ownership or assignment of financial responsibility.
    (b) The maintenance schedule in the Maintenance Agreement may be amended to achieve the purposes of this by-law by mutual agreement of the Office of Planning and Engineering and the Responsible Parties. Amendments must be in writing and signed by all Responsible Parties. Responsible Parties must include owner(s), persons with financial responsibility, and persons with operational responsibility.

9.1.2 The schedule shall also provide that, if after notice by the Town Engineer to correct a violation requiring maintenance work, satisfactory corrections are not made by the owner(s) within thirty days, the Office of Planning and Engineering may perform all necessary work to place the facility in proper working condition. The owner(s) of the facility shall be assessed the cost of the work and any penalties.

9.2 Maintenance Responsibility

9.2.1 The owner of the property on which work has been done pursuant to this By-Law for private stormwater management facilities, or any other person or agent in control of such property, shall maintain in good condition and promptly repair and restore all grade surfaces, walls, drains, dams and structures, vegetation, erosion and sediment control measures, riprap and other protective devices. Such repairs or restoration and maintenance shall be in accordance with approved plans.

9.2.2 A maintenance schedule shall be developed for the life of any stormwater management facility and shall state the maintenance to be completed, the time period for completion, and who shall be legally responsible to perform the maintenance. This maintenance schedule shall be printed on the stormwater management plan.

9.2.3 Records of installation and maintenance performed on stormwater management facilities shall be maintained with the maintenance schedule.

9.2.4 If failure to maintain BMPs results in the need for the Office of Planning and Engineering to perform all necessary work to place the facility in proper working condition, then the owner(s) of the facility shall be assessed the cost of the work and any penalties.

SECTION X. DISCHARGE PROHIBITIONS

10.1 Prohibition of Illegal Discharges

No person shall discharge or cause to be discharged into the municipally owned separate storm sewer system or watercourses any materials, including but not limited to pollutants or waters containing any pollutants that cause or contribute to a violation of applicable water quality standards, other than stormwater.

The commencement, conduct or continuance of any illegal discharge to the municipally owned separate storm sewer system is prohibited except those discharges described as follows:

10.1.1 Unpolluted discharges from water line flushing or other potable water sources, landscape irrigation or lawn watering, diverted stream flows, rising groundwater, groundwater infiltration to storm drains, uncontaminated pumped groundwater, foundation or footing drains (not including active groundwater dewatering systems), crawl space pumps, air conditioning condensation, springs, non-commercial washing of vehicles, natural riparian habitat or wetland flows, dechlorinated swimming pool water, and fire fighting activities.

10.1.2 Discharges specified in writing by the Milford Office of Planning and Engineering as being necessary to protect public health and safety.

10.1.3 Dye testing with verbal notification to the Milford Office of Planning and Engineering 24 hours prior to the test.

10.1.4 Any non-stormwater discharge permitted under an NPDES permit, waiver, or waste discharge order issued to the discharger and administered under the authority of the Federal Environmental Protection Agency, provided that the discharger is in full compliance with all requirements of the permit, waiver, or order and other applicable laws and regulations.

10.2 Prohibition of Illicit Connections

10.2.1 The construction, use, maintenance or continued existence of illicit connections to the municipally owned separate storm sewer system is prohibited.

10.2.2 This prohibition expressly includes, without limitation, illicit connections made in the past, regardless of whether the connection was permissible under law or practices applicable or prevailing at the time of connection.

10.2.3 A person is considered to be in violation of this By-Law if the person connects a pipeline conveying sewage into the municipally owned separate storm sewer system, or allows such a connection to continue.

10.2.4 Upon written notification by the Town of Milford, a person who has an illicit connection to the municipally owned storm sewer shall at his own expense remove said illicit connection as soon as possible or be subject to penalties as specified in Section XII herein.

10.3 Waste Disposal Prohibitions

No person shall throw, deposit, leave, maintain, keep, or permit to be thrown, deposited, left, or maintained, in or upon any public or private property, driveway, parking area, street, alley, sidewalk, component of the storm drain system, or water of the U.S., any refuse, rubbish, garbage, litter, lawn/garden wastes or other discarded or abandoned objects, articles, and accumulations, so that the same may cause or contribute to pollution. Wastes deposited in proper waste receptacles for the purposes of collection are exempted from this prohibition.

SECTION XI. PERFORMANCE GUARANTEE

The Office of Planning and Engineering may require from the developer a cash escrow or other means of security acceptable to the Office of Planning and Engineering prior to the issuance of any building permit for the construction of a development requiring a stormwater management facility. The amount of the security shall not be less than the total estimated construction cost of the stormwater management facility. The guarantee so required in this section shall include provisions relative to forfeiture for failure to complete work specified in the approved stormwater management plan, compliance with all of the provisions of this By-Law and other applicable laws and regulations, and any time limitations. The guarantee shall not be fully released without a final inspection of the completed work by the Town Engineer, submission of "As-built" plans, and certification of completion by the Office of Planning and Engineering of the stormwater management facilities being in compliance with the approved plan and the provisions of this By-Law. When a performance guarantee is supplied by the applicant as part of a subdivision, the principal held by the Planning Board may be increased by the amount determined by the Office of Planning and Engineering instead of the Office of Planning and Engineering holding a separate performance guarantee, to avoid the double funding of projects and to avoid the added cost of carrying two performance guarantees. If the applicant chooses such a combined guarantee, the Planning Board shall not release or reduce the security without written approval of the Office of Planning and Engineering.

SECTION XII. ENFORCEMENT AND PENALTIES

12.1 Violations

Any activity that has commenced or is conducted contrary to this By-Law may be restrained by injunction or otherwise abated in a manner provided by law.

12.2 Notice of Violation

When the Milford Office of Planning and Engineering determines that an activity is not being carried out in accordance with the requirements of this By-Law, it shall issue a written notice of violation to the owner of the property. The notice of violation shall contain:

A. The name and address of the owner/applicant;
B. The address when available or the description of the building, structure, or land upon which the violation is occurring;
C. A statement specifying the nature of the violation;
D. A description of the remedial measures necessary to bring the activity into compliance with this By-Law and a time schedule for the completion of such remedial action;
E. A statement of the penalty or penalties that shall or may be assessed against the person to whom the notice of violation is directed;
F. A statement that the determination of violation may be appealed to the municipality by filing a written notice of appeal within fifteen (15) days of service of notice of violation.

12.3 Stop Work Orders

Persons receiving a notice of violation will be required to halt all construction activities, if applicable. This "stop work order" will be in effect until the Milford Office of Planning and Engineering confirms that the development activity is in compliance with this By-Law and the violation has been satisfactorily addressed. Failure to address a notice of violation in a timely manner can result in civil, criminal, or monetary penalties in accordance with the enforcement measures authorized in this By-Law.

12.4 Criminal and Civil Penalties

Any person who violates any provision of this by-law, regulations thereunder, or permits issued thereunder, shall be punished by a fine of not more than $300. Each day or portion thereof during which the violation continues shall constitute a separate offense, and each provision of the by-law, regulations, or permit violated, shall constitute a separate offense.

12.5 Restoration of Lands

Any person deemed to be a violator of this By-Law may be required to restore land to its undisturbed condition. In the event that restoration is not undertaken within a reasonable time

after notice, the Milford Office of Planning and Engineering may take necessary corrective action, the cost of which shall become a lien upon the property until paid.

SECTION XIII. SEVERABILITY

The invalidity of any section or provision of this By-Law shall not invalidate any other section or provision thereof.

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