Section IV – Existing Stormwater Regulations and Related Plans

It is often helpful to assess the current regulations when undertaking a comprehensive planning effort. An understanding of current and past regulations, what has worked in the past, and what has failed, is a key component of developing a sound plan for the future. Regulations affecting stormwater management exist at the federal, state, and local level. At the federal level the regulations are generally broad in scope, and aimed at protecting health and human welfare, protecting existing water resources and improving impaired waters. Regulations generally become more specific as their jurisdiction becomes smaller. This system enables specific regulations to be developed which are consist with national policy, yet meet the needs of the local community.

EXISTING FEDERAL REGULATIONS

Existing federal regulations affecting stormwater management are very broad in scope and provide a national framework within which all other stormwater management regulations are developed. An overview of these regulations is provided below in *Table 4.1*.

Clean Water Act	Section 303	Requires states to establish Total Maximum Daily Loads for point sources of pollution that are allowable to maintain water quality and protect stream flora and fauna. Other water quality standards (e.g., thermal) are also regulated.
Clean Water Act	Section 404	Regulates permitting of discharge of dredged or fill material into the waters of the United States. Includes regulation of discharge of material into lakes, navigable streams and rivers, and wetlands.
Clean Water Act	Section 401/402	Authorizes the Commonwealth to grant, deny, or condition Water Quality Certification for any licensed activity that may result in a discharge into navigable waters. Established the National Pollutant Discharge Elimination System (NPDES) that regulates any earth disturbance activity of 5 acres (or more) or 1 acre (or more) with a point source discharge.
Rivers and Harbors Act of 1899	Section 10	Regulates activities that obstruct or alter any navigable waters of the United States.
Federal Emergency Management Act		Requires that any proposed structure within the floodplain boundaries of a stream cannot cause a significant increase in the 100-year flood height of the stream.

Table 4.1. Existing Federal Regulations

EXISTING STATE REGULATIONS

Pennsylvania has developed stormwater regulations that meet the federal standards and provide a statewide system for stormwater regulation. State regulations are much more specific than federal regulations. Statewide standards include design criteria and state issued permits. State regulations, found in *The Pennsylvania Code, Title 25*, cover a variety of stormwater related topics. A brief review of the existing state regulations is provided below in *Table 4.2*.

Chapter 92	Discharge Elimination	Regulates permitting of point source discharges of pollution under the National Pollutant Discharge Elimination System (NPDES). Storm runoff discharges at a point source draining five (5) or more acres of land or one (1) or more acres with a point source discharge are regulated under this provision.
Chapter 93	Water Quality Standards	Establishes the Water Use Protection classification (i.e., water quality standards) for all streams in the state. Stipulates anti-degradation criteria for all streams.
Chapter 96	Water Quality Implementation Standards	Establishes the process for achieving and maintaining water quality standards applicable to point source discharges of pollutants. Authorizes DEP to establish Total Mass Daily Loads (TMDLs) and Water Quality Based Effluent Limitations (WQBELs) for all point source discharges to waters of the Commonwealth.
Chapter 102	Erosion and Sediment Control	Requires persons proposing or conducting earth disturbance activities to develop, implement and maintain Best Management Practices to minimize the potential for accelerated erosion and sedimentation. Current DEP policy requires preparation and implementation of a post-construction stormwater management (PCSM) plan for development areas of 5 acres or more or for areas of 1 acre or more with a point source discharge.
Chapter 105	Dam Safety and Waterway Management	Regulates the construction, operation, and maintenance of dams on streams in the Commonwealth. Also regulates water obstructions and encroachments (e.g., road crossings, walls, etc.) that are located in, along, across or projecting into a watercourse, floodway, wetland, or body of water.
Chapter 106	Floodplain Management	Manages the construction, operation, and maintenance of structures located within the floodplain of a stream if owned by the State, a political subdivision, or a public utility.

Table 4.2. Existing State Regulations

STATE WATER QUALITY STANDARDS

Water Quality Standards for the Commonwealth are addressed in *The Pennsylvania Code, Title 25, Chapter 93*. Within Chapter 93, all surface waters are classified according to their water quality criteria and protected water uses. The following is an abbreviated explanation of these standards and their respective implications to this Act 167 plan.

General Provisions (§93.1 - §93.4)

The general provisions of Chapter 93 provide definitions, citation of legislative authority (scope), and the definition of protected and statewide water uses. DEP's implementation of Chapter 93 is authorized by the Clean Streams Law, originally passed in 1937 to "preserve and improve the purity of the waters of the Commonwealth for the protection of public health, animal and aquatic life, and for industrial consumption, and recreation," and subsequently amended. *Table 4.3* is a summary of the protected water uses under Chapter 93 that are applicable to Potter County.

Protected Use	Relative Level of Protection	Description
Aquatic Life		
Warm Water Fishes (WWF)	Lowest	Maintenance and propagation of fish species and additional flora and fauna which are indigenous to a warm water habitat.
Trout Stocking (TSF)	↓	Maintenance of stocked trout from February 15 to July 31 and maintenance and propagation of fish species and additional flora and fauna which are indigenous to a warm water habitat.
Cold Water Fishes (CWF)	↓	Maintenance or propagation, or both, of fish species including the family Salmonidae and additional flora and fauna which are indigenous to a cold water habitat.
Special Protection		
High Quality Waters (HQ)	↓	A surface water that meets at least one of chemical or biological criteria defined in §93.4b
Exceptional Value Waters (EV)	Highest	A surface water that meets at least one of chemical or biological criteria defined in §93.4b and additional criteria defined in §93.4b.(b)

Table 4.3. Chapter 93 Designations in Potter County

Antidegradation Requirements (§93.4a - §93.4d)

According to the antidegradation requirements of §93.4a, "Existing in-stream water uses and the level of water quality necessary to protect the existing uses shall be maintained and protected." Certain waterbodies which exhibit exceptional water quality and other environmental features, as established in §93.4b and summarized in *Table 4.3*, are referred to as "Special Protection Waters." Activities that could adversely affect surface water are more stringently regulated in those watersheds than waters of lower protected use classifications. For WWF, TSF, or CWF waterbodies, many of the antidegradation requirements can be addressed using guidance provided in this plan and the DEP BMP Manual; for HQ or EV watersheds, the current regulations follow DEP's antidegradation policy.

For a new, or additional, point discharge with a peak flow increase to an HQ or EV water, the developer is required to use a non-discharge alternative that is cost-effective and environmentally sound compared with the costs of the proposed discharge. If a non-discharge alternative is not cost-effective and environmentally sound, the developer must use the best available combination of treatment, pollution prevention, and wastewater reuse technologies and assure that any discharge is non-degrading. In the case where allowing lower water quality discharge is necessary to accommodate important economic or social development in an area, DEP may approve a degrading discharge after satisfying a multitude of intergovernmental coordination and public participation requirements (DEP, 2003).

Water Quality Criteria (§93.6 - §93.8c)

In general, the water discharged form either a point source or a nonpoint source discharge may contain substances in a concentration that would be inimical or harmful to a protected water use. The specific limits for toxic substances, metals, and other chemicals are listed in this section.

Designated Water Uses and Water Quality Criteria (§93.9)

The designated use and water quality criteria for each stream reach or watershed is specified. On the following page, *Table 4.4* shows the Chapter 93 designated uses for Potter as defined by §93.9. The majority of watersheds within Potter County have watershed designated as cold water fisheries.

	Act 167 Watersheds (stream miles)													
Category	**Allegheny River**	**Allegheny River Potter County**	**Cowanesque River**	**First Fork Sinnemahoning Creek**	**Genesee River**	**Kettle Creek**	**Oswago Creek**	**Pine Creek**	**Sinnemahoning Creek**	**Sinnemahoning Portage Creeks**	**West Branch Pine Creek**	**Young Womans Creek**	**Entire County**	**Percent of County**
EV	--	--	--	72.7	--	560.4	53.6	28.8	--	73.1	--	--	788.6	25.2
HQ-CWF	8.7	159.9	--	555.5	133.9	8.5	158.2	369.5	19.1	20.8	190.2	66.3	1,690.6	54.0
CWF	48.9	263.5	76.2	4.3	101.4	--	139.5	--	--	4.6	--	--	638.4	20.4
TSF	7.4	--	--	--	--	--	--	--	--	--	--	--	7.4	0.2
WWF	--	--	4.9	--	--	--	0.8	--	--	--	--	--	5.7	0.2
Total	65.0	423.4	81.1	632.5	235.3	568.9	352.1	398.2	19.1	98.5	190.2	66.3	3,130.6	100.0

Table 4.4. Potter County Designated Water Uses

Water Quality Impairments and Recommendations

Additional to the Chapter 93 regulations, DEP has an ongoing program to assess the qualities of water in Pennsylvania and identify stream and other bodies of water that are not attaining the required water quality standards. These "impaired" streams, their respective designations, and the subsequent recommendations are discussed in *Section IX*.

EXISTING MUNICIPAL REGULATIONS

In Pennsylvania, stormwater management regulations usually exist at the municipal level. A review of the existing municipal regulations helps us unravel the complex system of local regulation and develop watershed wide policy that both fits local needs and provides regional benefits. *Table 4.5* provides a summary of existing regulations for the 30 municipalities within Potter County. There is a limited variety of ordinance within the county that regulate stormwater management. The two primary sources are 1) the Act 167 Stormwater Management Plan prepared for the Allegheny River in Potter County and 2) the portion of the County Subdivision and Land Development Ordinance (SALDO) that relates to stormwater.

POTTER COUNTY SUBDIVISION AND LAND DEVELOPMENT ORDINANCE

Potter County Subdivision and Land Development Ordinance of 2007 includes only drainage provisions. Section 506 of the Ordinance provides for stormwater management through drainage facilities to allow for unimpeded flow of natural water courses and collection of runoff to a reasonable extent to minimize erosion of adjacent roadways.

ALLEGHENY RIVER ACT 167 STORMWATER MANAGEMENT PLAN

The model stormwater management ordinance developed through the Plan has been adopted by 10 out of the 12 municipalities that lie within the watershed boundaries. The model ordinance addresses only Overbank and Extreme Event through Release Rate and Peak Rate Control in the Standards and Criteria of stormwater runoff. Stormwater management districts were established that have release rates varying between 50 and 100% for the 2-year and the 50-year design storm, with some provisional no-detention districts. These release rates are designed to control the increases in peak rate and volume for the construction of multiple stormwater management facilities. Consistent with the stormwater paradigm of the time in which the plan was developed, there is no emphasis on site level volume control or water quality.

Municipality	Stormwater Management	Subdivision and Land Development	Zoning	Floodplain
Abbott Township	--		--	1990
Allegany Township	Act 167 Model – 1993		--	1993
Austin Borough	--	County - 1995	--	--
Bingham Township	--		County - 1995	1979
Clara Township	Act 167 Model – 1993		--	--
Coudersport Borough	Act 167 Model – 1994	1994	1995	1991
Eulalia Township	Act 167 Model – 1995		1978	1984
Galeton Borough	--		--	--
Genesee Township	--		--	1983
Harrison Township	--		--	1995
Hebron Township	--		--	1982
Hector Township	--		--	--
Homer Township	Act 167 Model – 1994		County - 1995	--
Keating Township	Act 167 Model – 1995		--	--
Oswayo Borough	--		--	--
Oswayo Township	--		County - 1995	1987
Pike Township	--		--	--
Pleasant Valley Township	Act 167 Model – 1994	County - 1995	County - 1995	1990
Portage Township	--		--	--
Roulette Township	Act 167 Model – 1993		County - 1995	1996
Sharon Township	--		County - 1995	--
Shinglehouse Borough	--		--	--
Stewardson Township	--		County - 1995	1975
Summit Township	Act 167 Model – 1993		--	1993
Sweden Township	Act 167 Model – 1993		--	--
Sylvania Township	--		--	--
Ulysses Borough	--		County - 1995	1990
Ulysses Township	--		--	--
West Branch Township	--		--	--
Wharton Township	--		--	--

Table 4.5. Related Plans Review

EXISTING RELATED PLANS

Review of previous planning efforts is another important component of regional planning. An analysis of previous plans, and the results achieved through implementation of recommendations within those plans, provides invaluable information for current and future planning efforts. The following table is a summary of related plans:

Plan Title	Date	Author	Pertinent Plan Goals
Comprehensive Plan	October 2005	Rettew Associates, Inc.	General planning; consistency sought among stormwater management reglations
Pine Creek Watershed River Conservation Plan	October 2005	Pine Creek Watershed Council and Others	Preservation of the health of the Pine Creek watershed
Act 167 Watershed Stormwater Management Plan – Allegheny River Watershed	December 1992	Potter County Planning Commission, RKR Hess Associates	Same as this plan (per Act 167)

Table 4.6. Related Plans Review

Section V – Significant Problem Areas and Obstructions

One of the stated goals of this Plan is to "ensure that existing stormwater problem areas are not exacerbated by future development and provide recommendations for improving existing problem areas." The strategy for achieving this goal required identification of the existing significant stormwater problem areas and obstructions, and than evaluation of the identified problem areas and obstructions.

The first task was to identify the location and nature of existing drainage problems within the study area, and where appropriate, gather field data to be used for further analysis of the problem. The geographical location data was used to plot all of the problem areas and obstructions on a single map (Reference Plate 9 – Problem Areas & Obstructions). Mapping the location of the sites in this manner enables you to identify isolated problems and determine which problems are part of more systemic problems. Systemic problems are often an idication that larger stormwater management problems exist, which may warrant more restrictive stormwater regulations. This information was used when modeling the watersheds and determining appropriate stormwater management controls.

The second part of this task was to analyze individual problem areas and obstructions, determine potential solutions for the most significant problems, and provide recommendations that can be implemented through this Plan. All of the problem areas and obstructions were evaluated and potential solutions were developed. Where possible, the individual problem areas and obstructions were modeled to determine approximate capacities to be used for planning purposes. Then a preliminary prioritization assessment was conducted to give a county-wide overview of the severity of the existing problems. The priority assessment also provides general guidance on the relative order in which the problems should be addressed when considered at a county-wide level.

IDENTIFICATION OF PROBLEM AREAS AND OBSTRUCTIONS

Identification and review of existing information concerning the County's stormwater systems, streams, and tributary drainage basins within the project limits was conducted during Phase I and Phase II of this Plan. During Phase I, questionnaires were distributed to all of the municipalities in Potter County. The questionaire enabled the municipalities to report all of the known problem areas and obstructions within their municipality. Of the 30 municipalities in Potter county, 17 participated in the assessment process by returning completed questionaires. The responses were summarzied and reported in the Phase I report of this Plan. The responses were reviewed during Phase II of the Act 167 planning process. Field reconnaissance was subsequently conducted to confirm problem area locations, assess existing conditions, identify the general drainage patterns and gather data to complete a planning level analysis.

All of the reported problem areas, obstructions, and structures are listed in *Table 5.1* on the following pages. A more detailed explanation of each site can be found in *Appendix C – Significant Problem Area Modeling and Recommendations*, which contains a summary of all of the data collected for each of the problem areas and obstructions reported throughout the county.

ID	Municipality	Location	Description
O12	Abbot Twp	Cheese Factory Hill Road	undersized culverts
P044	Allegheny Twp	Cobb Hill Road	flooding; beavers
P035	Allegheny Twp	Haskell Road	culvert too small
P036	Allegheny Twp	SR 244 - Andrews Settlement	The existing culvert does not appear to provide sufficient conveyance capacity.
P037	Allegheny Twp	Cobb Hill Road	culvert too small; roadway erosion
P038	Allegheny Twp	Scoville Hill Road	runoff along road - road erosion, property damage
P039	Allegheny Twp	Cahilly Road	flooding
P040	Allegheny Twp	Dwight Creek Road	runoff from banks onto roads
P041	Allegheny Twp	Gross Hollow Road	water over road floods area
P043	Allegheny Twp	Rappley Road	roadway ponding
P045	Allegheny Twp	Morely Road	water velocity in ditches causes erosion
P042	Allegheny Twp	Nelson Run Road	water velocity in ditches causes erosion
P088	Bingham Twp	Burn St	The existing culvert does not appear to provide sufficient conveyance capacity. Surrounding area is poorly drained.
P087	Bingham Twp	Lehman Rd	springs in roadway
P086	Bingham Twp	Harrington Rd	poor drainage, low road, springs - road erosion
P085	Bingham Twp	Bunnell Rd	flooding, pipe too small
P084	Bingham Twp	Collins Hill Rd	occasional flooding
P083	Bingham Twp	Hickox/Ulysses Rd	occasional flooding
P082	Bingham Twp	Musto Hollow Rd	bank erosion
P081	Bingham Twp	Pusher Siding Rd	streambank overflow, pipe too small
O18	Clara Twp	Camp Road	flooding
P069	Clara Twp	Wokeley Hollow Rd	flooding over road
P070	Clara Twp	Clara Rd	The existing bridge does not appear to provide sufficient conveyance capacity.
P071	Clara Twp	n of Clara Rd	Beaver Dams
P072	Clara Twp	Clara Creek	gravel bars, sediment
P074	Clara Twp	Topeka Creek	sediment in creek, problems w/creek banks
O17	Clara Twp	private drive - Wakely Hollow Rd	The existing culvert does not appear to provide sufficient conveyance capacity.
O16	Clara Twp	Crandall Road	too small pipe
O15	Clara Twp	Sperl Hollow	flooding over road
O14	Clara Twp	Becker Hollow	too small bridge
O13	Clara Twp	Fishing Creek Rd	too small pipe
P073	Clara Twp	Camp Road	private pond in creek - floods road
P097	Coudersport Boro	Carp Park	ponding due to undersized pipe
P090	Coudersport Boro	Borie St	driveway pipe undersized; local flooding
P091	Coudersport Boro	Main St & Chestnut St	undersized pipes

Table 5.1. Reported Problem Areas and Obstructions

ID	Municipality	Location	Description
P092	Coudersport Boro	East Sts	undersized storm drain
P089	Coudersport Boro	Parkview Ave	culvert floods during hvy rain
P094	Coudersport Boro	Hill & 4th St	runoff overflows ditches
P098	Coudersport Boro	7th St east side	undersized piping cause road flooding
P096	Coudersport Boro	7th & West St	deteriorating catch basins & undersized pipes
P093	Coudersport Boro	Hill St	ponding due to springs
P100	Coudersport Boro	Isabella St	The existing conveyance system appears to be insufficient to handle the stormwater runoff.
P099	Coudersport Boro	East St (3rd to 5th)	water ponds
P095	Coudersport Boro	West St (5th to 6th)	ditches flood roadway
P024	Eulalia Twp	Allegheny River	The existing bridge does not appear to provide sufficient conveyance capacity.
P020	Eulalia Twp	Old Shovel Road	Upslope runoff is causing road and outlet erosion.
P021	Eulalia Twp	West Branch Dingman Run	road flooding
P023	Eulalia Twp	Green Hill Rd	road flooding
P025	Eulalia Twp	Toles Hollow Rd	The existing bridge does not appear to provide sufficient conveyance capacity.
P022	Eulalia Twp	West Branch Dingman Run	road flooding
P016	Galeton Boro	Pine Creek at Park	Gravel bar build up at the confluence of Pine Creek and West Branch Pine Creek.
P019	Galeton Boro	South Branch Pine Creek	Debris is impeading streamflow.
P017	Galeton Boro	West Branch Pine Creek E of Union St	The existing channel does not appear to provide sufficient erosion protection. A gravel bar has also developed at this location.
P103	Galeton Boro	St Rte 44 Crossing of Pine Creek	Dam owned by Galeton Borough may need repair. DEP is concerned that dam operation may affect upstream levee certification process. Levee will be going through recertification process in upcoming years.
P018	Galeton Boro	Bridge St	Exposed waterline catches debris during high stream flow.
O09	Genesee Twp	Cemetery Road	The existing culvert does not appear to provide sufficient conveyance capacity.
O08	Genesee Twp	Brooklyn Road	The existing culvert does not appear to provide sufficient conveyance capacity.
P057	Genesee Twp	Cocran Road	drainage
O19	Genesee Twp	Genesee Township	
P055	Genesee Twp	Dogtown Road	drainage

Table 5.1 (continued). Reported Problem Areas and Obstructions

ID	Municipality	Location	Description
O11	Genesee Twp	Hemlock Hollow Road	undersized culverts
O10	Genesee Twp	Hemlock Hollow Road	The existing culvert does not appear to provide sufficient conveyance capacity.
P058	Genesee Twp	Odonnel Road	drainage
P054	Genesee Twp	Grippen Road	no drainage
P056	Genesee Twp	Kinney Road	The existing culvert does not appear to provide sufficient conveyance capacity.
P053	Genesee Twp	Dogtown Road	road erosion
P052	Genesee Twp	Smoker Road	stream erosion
P048	Genesee Twp	Ellisburg Road	streambank flooding
P051	Genesee Twp	Rag Hill Road	stream erosion
P047	Genesee Twp	Genesee Street	stream flooding
P046	Genesee Twp	Genesee Road	ponding
P049	Genesee Twp	Grover Hollow Road	dyke problem
P050	Genesee Twp	Rag Hill Road	roadway drainage/runoff
P028	Harrison Twp	McCutcheon Rd	major road & ditch erosion
P027	Harrison Twp	Route 49	Channel erosion due realignment of stream caused by log jam.
O07	Harrison Twp	Route 49 bridge	gravel bars
P026	Harrison Twp	Route 49	Flooding within the flood plain.
P101	Pleasant Valley Twp	Tinker Stevens Road	Beaver pond is encroaching on the roadway.
P102	Pleasant Valley Twp	Shaytown Road	Upslope runoff is causing severe roadway erosion and flooding..
P033	Portage Twp	Portage Road	streambank erosion causes gravel bars
P034	Portage Twp	Costello	streambank erosion causes gravel bars
O04	Roulette Twp	Fishing Creek - Atkins Road	bank erosion, gravel bars damage road
P004	Roulette Twp	Pomeroy Bridge	gravel bars, bank erosion
O03	Roulette Twp	Fishing Creek Road	flooding - bank erosion, bridge
P005	Roulette Twp	River Street	flooding - d/s gravel bars, river bends
P010	Roulette Twp	Fishing Creek - Atkins Road	bank erosion, gravel bars damage road
O06	Roulette Twp	Railroad Ave	Reed Run flooding, bank erosion, road damage
P015	Roulette Twp	Green Hill Rd	Upslope runoff is causing severe bank erosion and flooding.
O05	Roulette Twp	Reed Run Rd	The existing channel does not appear to provide sufficient erosion protection.
P011	Roulette Twp	Burleson Ave	river flooding, road erosion
O02	Roulette Twp	Community Park	The existing channel does not appear to provide sufficient erosion protection.

Table 5.1 (continued). Reported Problem Areas and Obstructions

ID	Municipality	Location	Description
P008	Roulette Twp	Main Street - Horseshoe Trailer Ct	Flooding
P012	Roulette Twp	Reed Run Rd	The existing channel does not appear to provide sufficient erosion protection.
P007	Roulette Twp	Main Street	flooding - bank erosion
P009	Roulette Twp	Fishing Creek Road	flooding - bank erosion, bridge
P006	Roulette Twp	Community Park	flooding - gravel bars & bank erosion
O01	Roulette Twp	Pomeroy Bridge	The existing channel does not appear to provide sufficient erosion protection. Sediment deposits are also developing at this area.
P013	Roulette Twp	Railroad Ave	Reed Run flooding, bank erosion, road damage
P014	Roulette Twp	Trout Brook	flooding, road & bank damage
P032	Sharon Twp	11 Mile Road	new gas line causing ponding along road
P063	Shinglehouse Boro	Oswayo St	heavy flooding
P064	Shinglehouse Boro	East Honeoye St	ponding on road
P065	Shinglehouse Boro	West Honeoye St	ponding on road
P066	Shinglehouse Boro	East Honeoye St	ponding on road
P067	Shinglehouse Boro	Water St	ponding area
P068	Shinglehouse Boro	Walnut St	ponding area
P030	Stewardson Twp	Big Run Creek Road crossing	undersize drain pipe
P029	Stewardson Twp	Elklick Creek Road crossing	undersize drain pipe
P031	Stewardson Twp	Toe Hill Camp	undersize/location of catch basin
P062	Summit Twp	Prouty Road	full of sediment
P059	Summit Twp	First Fork/Deering Run Road	periodic flooding
P061	Summit Twp	Prouty Road	full of sediment
P060	Summit Twp	Deering Run Road - Deering Run	full of sediment
P080	Ulysses Boro	Intersection of Rt 49 & SR1003	undersized & plugged drain pipe
P075	Ulysses Twp	Bridge over Ludington Run on Pusher Rd	
P076	Ulysses Twp	Pushersiding Road	highwater overflow road
P077	Ulysses Twp	Rt 49	Flooding
P078	Ulysses Twp	Intersection of Rooks Rd & Kidney Rd	
P079	Ulysses Twp	FoxHill Rd	ditches
P003	West Branch Twp	Corbett Road	flooding - undersized culvert
P001	West Branch Twp	Button Hollow	water flows over road
P002	West Branch Twp	Notch Road	

Table 5.1 (continued). Reported Problem Areas and Obstructions

HYDRAULIC MODELING

Potentiall solutions were initally offered by the municipality, or the project engineer, for every identified problem based on a field view of the area. Some problems and obstructions are not related to conveyance capacity, or were not conducive to basic hydraulic modeling. Public feedback and County staff reviews have also to be considered in whether or not to evaluate capacity of a particular problem. For these reasons the full list of problem areas and obstructions contains some sites that were not modeled. *Table 5.2* lists the reported problem areas, obstructions, and structures that were modeled to determine the existing conveyance capacities.

ID	Municipality	Location	Description	Flow Capacity[1]
P043	Allegheny Twp	Rappley Road	Culvert	
P037	Allegheny Twp	Cobb Hill Road	Culvert	
P039	Allegheny Twp	Cahilly Road	Culvert	
P041	Allegheny Twp	Gross Hollow Road	Culvert	
P036	Allegheny Twp	SR 244 - Andrews Settlement	Culvert	
P040	Allegheny Twp	Dwight Creek Road	Culvert	
P088	Bingham Twp	Burn St	Culvert	
P087	Bingham Twp	Lehman Rd	Culvert	
O13	Clara Twp	Fishing Creek Rd	Culvert	
O14	Clara Twp	Becker Hollow	Bridge	
P070	Clara Twp	Clara Rd	Bridge	
P069	Clara Twp	Wokeley Hollow Rd	Culvert	
O17	Clara Twp	private drive - Wakely Hollow Rd	Culvert	
O15	Clara Twp	Sperl Hollow	Culvert	
O16	Clara Twp	Crandall Road	Culvert	
P089	Coudersport Boro	Parkview Ave	Culvert	
P090	Coudersport Boro	Borie St	Culvert	
P023	Eulalia Twp	Green Hill Rd	Culvert	
P021	Eulalia Twp	West Branch Dingman Run	Culvert	
P022	Eulalia Twp	West Branch Dingman Run		
P055	Genesee Twp	Dogtown Road	Culvert	
P056	Genesee Twp	Kinney Road	Culvert	
P057	Genesee Twp	Cocran Road		
O08	Genesee Twp	Brooklyn Road	Culvert	
O10	Genesee Twp	Hemlock Hollow Road	Culvert	

[1] Estimated flow capacities are for planning uses only and should not be used for design.

Table 5.2. Problem Areas and Obstructions with Hydraulic Modeling Completed

ID	Municipality	Location	Description	Flow Capacity[1]
O19	Genesee Twp	Genesee Township	Culvert	
P046	Genesee Twp	Genesee Road		
O11	Genesee Twp	Hemlock Hollow Road		
O09	Genesee Twp	Cemetery Road	Culvert	
O07	Harrison Twp	Route 49 bridge	Bridge	
O03	Roulette Twp	Fishing Creek Road	Bridge	
P014	Roulette Twp	Trout Brook		
P013	Roulette Twp	Railroad Ave	Culvert	
P011	Roulette Twp	Burleson Ave		
O04	Roulette Twp	Fishing Creek - Atkins Road	Bridge	
P009	Roulette Twp	Fishing Creek Road		
P063	Shinglehouse Boro	Oswayo St	Culvert	
P029	Stewardson Twp	Elklick Creek Road crossing		
P031	Stewardson Twp	Toe Hill Camp	Culvert	
P030	Stewardson Twp	Big Run Creek Road crossing		
P061	Summit Twp	Prouty Road		
P062	Summit Twp	Prouty Road		
P075	Ulysses Twp	Bridge over Ludington Run on Pusher Rd	Bridge	
P077	Ulysses Twp	Rt 49	Bridge	
P078	Ulysses Twp	Intersection of Rooks Rd & Kidney Rd		
P001	West Branch Twp	Button Hollow	Culvert	
P003	West Branch Twp	Corbett Road	Culvert	

[1] Estimated flow capacities are for planning uses only and should not be used for design.

Table 5.2 (continued). Problem Areas and Obstructions with Hydraulic Modeling Completed

The stated flow capacities are an estimate of the flow capacity, meant to give an indication of whether or not flow capacity is actually causing the stated problem. If this analysis indicates inadequate flow capacity, a detailed analysis should be conducted prior to making any plans to replace the system. These flow values also give insight to the general types of problem areas found throughout the county.

If the modeling results show that the existing drainage system needs to be replaced because it provides inadequate conveyance resulting in frequent and chronic flooding, then solutions capable of preventing flooding could be developed. If a system is shown to have adequate capacity, the system needs to be further evaluated to determine other possible causes of flooding. The detailed data sheets in *Appendix C* list the proposed solutions for each problem area and obstruction.

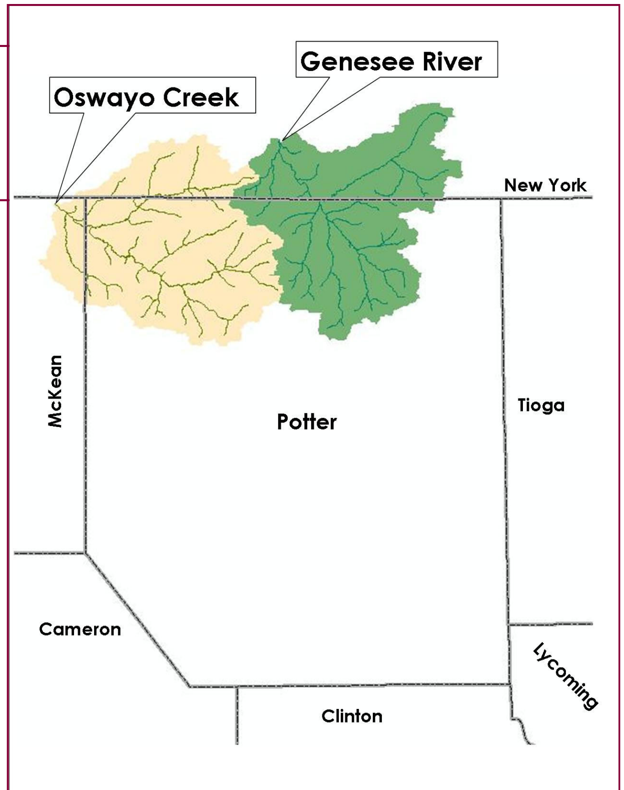
RECOMMENDATIONS

The reported stormwater problems within the study area can be attributed to one, or more, of several principal causes:

1. The existing storm drain system has insufficient capacity.

2. There is an incomplete collection and conveyance system or a lack of a formal/comprehensive system.
3. Maintenance is required on an existing system (e.g. catch basin inlets become plugged and local flooding occurs).
4. Problem areas are located in the floodplain area.

Section VI – Technical Analysis - Modeling



TECHNICAL APPROACH

To provide technical guidance in the Act 167 planning process, hydrologic models were prepared for specific watersheds identified by the municipalities, the county and Pennsylvania Department of Environmental Protection. The results from these models increase the overall understanding of watershed response to rainfall and help guide management policy. Through the development and analysis of a hydrologic model, effective and fair regulations can be applied on a county-wide basis, while addressing specific issues identified by the individual communities in Potter County. The hydrologic methodology used in the technical approach is the Natural Resource Conservation Service (NRCS) Rainfall-Runoff Method described in various NRCS publications (NRCS, 2008a). This method was chosen since it is the most common method used by designers in Pennsylvania and has widely available data (NRCS, 2008b). Additionally, this method is the basis for which many of the guidelines in the PA Stormwater BMP Manual were developed. The calculations for this methodology were performed with HEC-HMS, the US Army Corps of Engineers' Hydrologic Modeling System.

The modeling approach in this study was to:

1. Establish a reasonable estimate of rainfall-runoff response under existing conditions in year 2010,

2. Establish a reasonable estimate or rainfall-runoff response under an assumed future condition land development in year 2020,

3. Provide an examination of the impact with the implementation of guidelines from the *PA Stormwater BMP Manual* (i.e., Design Storm Method and Simplified Method), and finally,

4. Develop stormwater management districts where it is determined necessary to do so.

This approach was used on the Oswayo Creek and Genesee River watersheds in Potter County. This section discusses the portion of the modeling effort that affects the Model Ordinance and the overall county stormwater policy. Generally, it was observed that the watersheds of Potter County have a relatively intense response to runoff (i.e., a little rain can result in large amounts of flow in the rivers). This response is a function of poorly drained soils and relatively shallow bedrock throughout the county. It was also observed that there is only slight to moderate projected growth throughout the county. The modeling effort provided evidence that implementing the *PA Stormwater BMP Manual* guidelines will help reduce the impacts of future development. With the minimal projected change in land use and implementation of the proposed volume control standards, stormwater management districts are not necessary for many parts of Potter County.

A detailed explanation of this modeling effort is provided in *Appendix A*. Information from PAC meetings has been incorporated to direct the focus of this modeling effort and to ensure the most current DEP regulations are successfully incorporated throughout the entire county.

LAND USE

The variable that most affects the outcome of the modeling effort is the projected change in land use between 2010 and 2020. *Tables 6.1* and *6.2* summarize the existing and proposed land use for the two modeled watersheds: Oswayo Creek and Genesee River. In both watersheds, there are slight projected increases in open space and residential land uses with a slight decrease in wooded land use.

Land Use	Existing Land Use (Year 2010)		Proposed Land Use (Year 2020)		Change Future - Existing
	Acres	%	Acres	%	%
Brush	3,148.7	2.0	3,175.8	2.1	0.1
Commercial and Business	4.4	0.0	5.5	0.0	0.0
Contoured Row Crops	1,529.9	1.0	1,600.3	1.0	0.0
Meadow	392.6	0.3	393.1	0.3	0.0
Newly graded areas	117.9	0.1	119.5	0.1	0.0
Open space	2,145.1	1.4	2,321.6	1.5	0.1
Pasture	20,964.7	13.6	21,590.4	14.0	0.4
Residential - 1 acre	212.6	0.1	295.2	0.2	0.1
Residential - 1/2 acre	121.8	0.1	135.1	0.1	0.0
Water	322.8	0.2	334.6	0.2	0.0
Woods	125,102.5	81.2	124,092.0	80.5	-0.7
Total	154,063.1	100.0	154,063.1	100.0	n/a

Table 6.1. Existing and Future Land Use in the Oswayo Creek Watershed

Land Use	Existing Land Use		Proposed Land Use		Change Future - Existing
	Acres	%	Acres	%	%
Brush	3,196.8	3.0	3,214.2	3.0	0.0
Commercial and Business	9.2	0.0	33.9	0.0	0.0
Contoured Row Crops	4,991.3	4.6	5,014.0	4.6	0.0
Industrial	61.6	0.1	70.9	0.1	0.0
Meadow	368.7	0.3	368.9	0.3	0.0
Newly graded areas	44.1	0.0	44.1	0.0	0.0
Open space	1,803.2	1.7	1,940.6	1.8	0.1
Pasture	34,949.7	32.4	34,998.1	32.4	0.0
Residentail - 1/8 acre	1.7	0.0	1.7	0.0	0.0
Residential - 1 acre	111.3	0.1	126.5	0.1	0.0
Residential - 1/2 acre	755.6	0.7	1012.3	0.9	0.2
Water	101.5	0.1	103.0	0.1	0.0
Woods	61,462.9	57.0	60,929.4	56.5	-0.5
Total	107,857.7	100.0	107,857.7	100.0	n/a

Table 6.2. Existing and Future Land Use in the Genesee River Watershed (within Potter County only)

EFFECTS OF FUTURE LAND USE

Using the HEC-HMS models for the Oswayo Creek and Genesee River watersheds, the effects of the land use change between the years 2010 and 2020 were examined. *Figures 6.1* and *6.2* shows the increase in peak flows for the 2-year storm event throughout the Oswayo Creek and Genesee River watersheds, respectively. This increase in peak flows uses the assumption that no stormwater controls would be implemented in the next 10 years. Although this scenario is highly unlikely given the existing regulations in each municipality, or the regulations that would adopted with the recommendation of this Plan, it does provide a worst case scenario. More importantly, this scenario highlights the critical areas within the county where more stringent regulation might be beneficial.

For the Oswayo Creek Watershed, the projected future increases are located mostly near the Towns of Shinglehouse and Oswayo which are geographically centered in the western and southeastern part of the watershed. This development pattern indicates the potential need for peak rate controls more stringent than the traditional 100% release rates.

For the Genesee River Watershed, the projected future increases occur around the Towns of Genesee and Ulysses which are geographically located in the center and southeastern part of the watershed in Potter County. This development pattern also indicates the potential need for peak rate controls more stringent than the traditional 100% release rates.

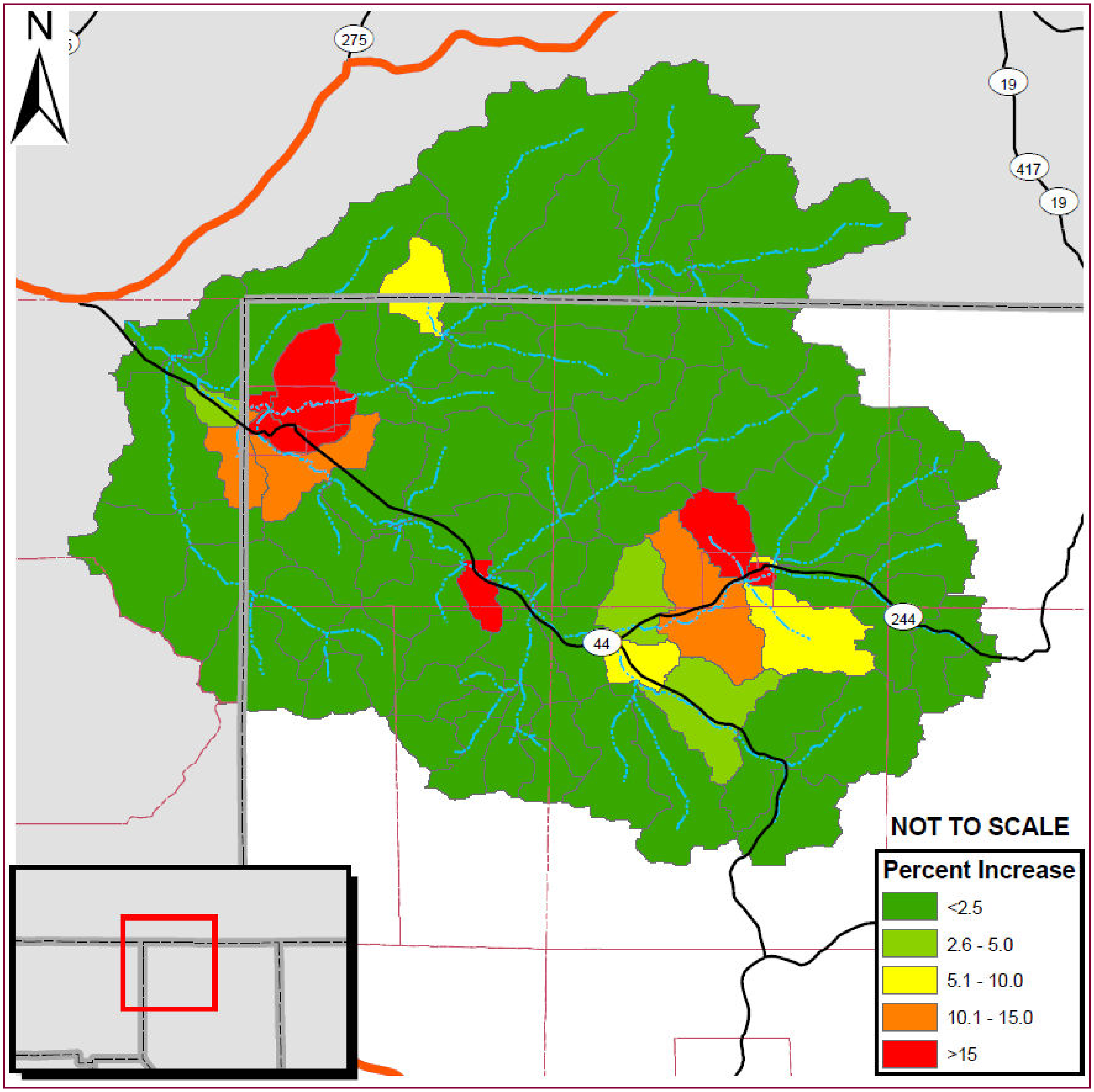


Figure 6.1. Percentage Increase in Peak Flows for the 2-Year Storm Event for the Oswayo Creek Watershed

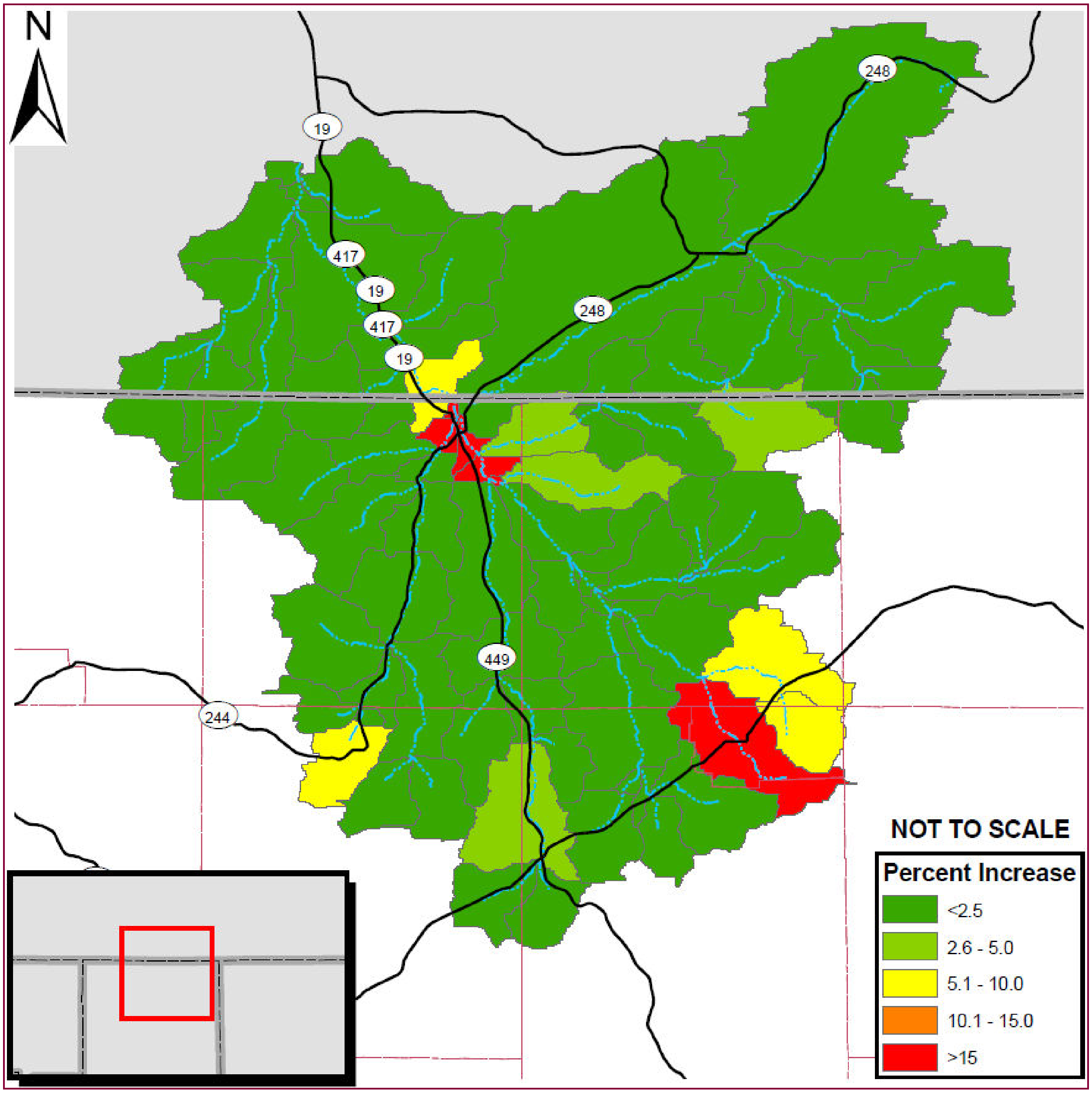


Figure 6.2. Percentage Increase in Peak Flows for the 2-Year Storm Event for the Genesee River Watershed (within Potter County)

STORMWATER MANAGEMENT DISTRICTS

When substantial increases are found in the HEC-HMS model due to the additive effects of future development, it may be necessary to restrict post development discharges to a fraction of pre-development flow. The fraction has historically ranged between 50 and 100 percent of the pre-development flow in previous Act 167 Planning efforts. For example, a 75% release rate district would indicate that any future development within the district be required to restrict post-development flows to 75% of pre-development flows.

Release rate theory and the designation of stormwater management districts is not substantially supported in stormwater literature. The calculation of release rates is heavily dependent on timing and growth projections, both of which involve a high degree of uncertainty. Additionally, it has been observed that localized stormwater measures do not typically capture and detain entire tributary areas (Emerson, 2003). Given these limitations with release rates, the following criteria were examined before applying release rates to the modeled watersheds:

1. Numerous problem areas exist in a pattern that indicate systemic stormwater problems;
2. Historic, repeated flooding has been observed;
3. Future planning projections indicate growth patterns that have historically contributed to documented problems; and
4. Release rates are to be designated on higher order watersheds only; larger downstream areas with well established bed-and-bank streams are not as affected by relatively small scale development and therefore do not benefit from release rates.

When the above criteria indicated a need for additional stormwater management controls, release rates were considered. The results from the hydrologic models were used as guidance to establish appropriate release rates. Ultimately, reasonable hydrologic judgment was used in the final designation of release rates.

Both the Oswayo Creek and Genesee River were evaluated on the above criteria for implementation of stormwater management districts. For the Oswayo Creek Watershed, much of the future development is projected to occur in the western and southeastern part of the watershed, particularly near the Towns of Shinglehouse and Oswayo. To prevent the creation of future problems areas, and further complicating the existing problems in these watersheds, release rates ranging between 90% and 100% were designated in various locations.

For the Genesee River Watershed, there is projected growth around the Towns of Genesee and Ulysses geographically located in the center and southeastern part of the watershed. The combination of implementing the proposed volume control standards and using traditional peak rate control (i.e. 100%) should be sufficient to limit the impact of the future projected growth. The exception to this is the area near the Town of Ulysses where it was determined that minimal release rates of 90% would be necessary to ensure that the numerous existing problem areas would not be exacerbated, and so that future development would not create additional problems in this area. In considering the additional criteria it was determined that stormwater management districts would not be implemented in the remainder of the watershed.

The location of the stormwater management districts is shown on *Plate 10 - Stormwater Management Districts*, which also identifies the location for potential regional stormwater facilities.

No analysis was conducted on the Allegheny River within Potter County as part of this plan. This previously approved Act 167 Plan will be implemented for the Allegheny River Watershed within the county. The release rates documented in that plan are to be adopted with this plan. They are shown on Plate 11-Stormwater Management Districts from Previous Plans.

RECOMMENDATIONS

The modeling results discussed in this and previous sections provide technical guidance on provisions that should be included in the model ordinance. The following recommendations follow from the technical analysis and data collection efforts in preparing this Plan.

Curve number and time of concentration methodologies should be restricted to reflect the observed runoff response in the hydrologic models. For storm events greater than the 10-year storm events, the runoff response to NOAA Atlas 14 rainfall in Potter County was slightly lower than standard NRCS methods predict. This has the potential to allow designers to undersize their stormwater facilities and to increase peak discharges for the higher magnitude events. It is recommended for curve number calculations to assume 'good conditions' when using any curve number table, which is consistent with proposed control guidance. It is recommended for time of concentration computations to use the longest time of concentration provided by 1) the TR-55 segmental method and 2) the NRCS Lag Equation.

Implement a volume control policy in addition to a traditional peak rate methodology. The modeling results show a definite reduction in peak discharge in all storm events with the implementation of the control guidance criteria. The control guidance criteria will provide a direct benefit with volume reduction and also an indirect benefit of channel protection.

Implement and enforce a flexible yet clearly documented release rate policy for specified watershed. The stormwater management districts are provided on *Plate 10*. These should be used to determine the allowable post-development peak flow rate. The use of strategically placed regional facilities and watershed-scale conservation, drainage way, and critical recharge area easements should also be considered as an alternative to release rate implementation.

Provide a clear alternative volume-control and peak-rate control strategy for areas with poorly drained soils or areas with geologic restrictions. Potter County has a substantial number of potential limitations to infiltration facilities, particularly in the French Creek watershed: fragipans, shallow bedrock, Hydrologic Soil Group D soils, floodplains, and documented problem areas. *Section VII* provides a recommended procedure for sites with these limitations.

Section VII – Technical Standards and Criteria for Control of Stormwater Runoff

TECHNICAL STANDARDS FOR STORMWATER MANAGEMENT

The field of stormwater management has evolved rapidly in recent years as additional research has increased our comprehension of how stormwater runoff is interrelated with the rest of our natural environment. Even now this relationship is not completely understood. Stormwater management practices will continue to evolve as additional knowledge becomes available. Effective resource management involves balancing the positive and negative effects of all potential actions. These actions are considered, and the individual management techniques which provide the best known balance are chosen for implementation. The goal of this Plan is to manage stormwater as a valuable resource, and to manage all aspects of thies resource as effectively as possible. This Plan contains technical standards that seek to achieve this goal through four different methods. These standards are summarized as follows:

1. Peak Discharge Rate Standards – Peak discharge rate standards are implemented primarily to protect areas directly downstream of a given discharge by attenuating peak discharges from large storm events. These standards are also intended to attenuate peak flows throughout the watershed during large storm events. Peak discharge rate controls are applied at individual development sites. Controlling peak discharge rates from the sites entails collection, detention, and discharge of the runoff at a prescribed rate. This is an important standard for achieving stable watersheds.

2. Volume Control Standards – The standards in this Plan that address increased stormwater volume are intended to benefit the overall hydrology of the watershed. The increased volume of runoff generated by development is the primary cause of stormwater related problems. Increased on-site runoff volume commonly results in a sustained discharge at the designed peak discharge rate, as well as an increased volume and duration of flows experienced after the peak discharge rate. Permanently removing a portion of the increased volume from a developed site is key in mitigating these problems and maintaining groundwater recharge levels. Meeting this standard generally involves providing and utilizing infiltration capacity at the development site, although alternative methods may be used.

3. Channel Protection Standards – Channel protection standards are designed to reduce the erosion potential from stormwater discharges to the channels immediately downstream. Even though peak discharge rate controls are implemented for larger design storms, they do not provide controls for the smaller storms. These storms account for the vast majority of the annual precipitation volume. Past research has shown that channel formation in developed watersheds is largely controlled by these small storm events. The increased volume and rate of stormwater runoff during small storms forces stream channels to change in order to accommodate the increased flows. Channel protection standards will be achieved through implementation of permanent removal of increased volume from discharges during low flow storm events.

4. Water Quality Standards – The water quality standards contained in this Plan are meant to provide a level of pollutant removal from runoff prior to discharge to receiving streams. Stormwater runoff can deliver a wide range of contaminants to the receiving stream, which leads to a variety of negetive impacts. Water quality standards can be achieved through reducing the source of pollutants and utilizing natural and engineered systems that are capable of removing the pollutants.

Beyond the standards discussed above, other measures may be taken to ensure that stormwater is properly managed. Some of these measures are discussed later in *Section X, Additional Recommendations*. These measures are included as recommendations because they are beyond the regulatory scope of this Plan. Municipalities should consider these recommendations seriously.

Stormwater management is an issue that is entwined with land use decisions and has social and economic implications. To maximize the effectiveness of a stormwater management program, a holistic approach is needed. Stormwater management should be a consideration in any ordinance decisions that affect how land is used.

CRITERIA FOR CONTROL OF STORMWATER RUNOFF

The principal purpose of this Plan was to develop criteria for control of stormwater runoff that are specific to the watersheds within Potter County. Mathematical modeling techniques, as discussed in the previous chapter, were used to simulate the existing conditions throughout the county and to determine the effects anticipated future development will have on stormwater runoff within these watersheds. The models were used to determine the outcome of a variety of different stormwater control scenarios. These results were then used to determine a group of control criteria that provides the best results on a watershed wide basis. The outcome of each analysis is stormwater control criteria that are appropriate and applicable to that watershed.

The process of developing unique controls for individual watersheds is complicated by the reality that regulations must be implemented and enforced across varying jurisdictions. The more site specific and complicated a regulatory structure is, the more difficult it becomes to implement the regulations. For this reason it is most advantageous to develop a system of controls that are similar in structure but can also be adjusted as necessary to meet the specific needs of each watershed. The need for balance between these two important concepts has lead to the system of stormwater control criteria contained within this Plan.

A broad and uniform approach has been developed for implementation of water quality, volume control, and channel protection controls. These criteria have been developed with adequate latitude in implementation to be applicable to most watersheds statewide. Peak discharge rate control standards, which are unique to each watershed, have been developed to achieve watershed specific controls.

PEAK DISCHARGE RATE CONTROLS

Peak discharge rate controls have been the primary method of implementing stormwater management controls for many years. However, peak rate controls are generally applied to individual sites with little to no consideration given to how the site discharge impacts overall stream flows. It is necessary to consider the cumulative effects of site level peak rate controls, and their contribution to the overall watershed hydrology, in order to control regional peak flows. This is accomplished through mathematical modeling of the watershed. The intent of the modeling is to analyze the flow patterns of the watershed, the impact of development on those patterns, and, if necessary, develop a release rate for various subwatersheds such that the rate of release of the increased volumes of runoff generated is not detrimental to downstream areas.

In some subbasins, it is necessary to implement strict release rates that require sites to discharge at flows much lower than those calculated for pre-development flows. This is due to the timing of the peak flows from all of the subbasins, and how flows from the subbasin in question impact the overall stream flows. Variable release rates for subbasins throughout a watershed are an important part of achieving regional peak flow controls. The proposed release rates calculate no peak flow increase above the existing condition peak flows at any point throughout the county watersheds. Strict release rates for the more frequent design storms are necessary to meet this criterion in some subwatersheds. The proposed release rates for this Plan fall into two categories:

1. Areas not covered by a Release Rate Map:

   Post-development discharge rates shall not exceed the predevelopment discharge rates for the 2-, 10-, 25-, 50-, and 100-year storms. If it is shown that the peak rates of discharge indicated by the post-development analysis are less than or equal to the peak rates of discharge indicated by the pre-development analysis for 2-, 10-, 25-, 50-, and 100-year, 24-hour storms, then the requirements of this section have been met. Otherwise, the applicant shall provide additional controls as necessary to satisfy the peak rate of discharge requirement.

2. Areas covered by a Release Rate Map:

   For the 2-, 10-, 25-, 50-, and 100-year storms, the post-development peak discharge rates will follow the applicable approved release rate maps. For any areas not shown on the release rate maps, the post-development discharge rates shall not exceed the predevelopment discharge rates.

VOLUME CONTROLS

Developed sites experience an increased volume of runoff during all precipitation events. The increased volume of stormwater is the cause of several related problems such as increased chanel erosion, increased main channel flows, and reduced water available for groundwater recharge. Reducing the total volume of runoff is key in minimizing the impacts of development. Volume reduction can be achieved through reuse, infiltration, transpiration, and evaporation. When infiltration is used as a stormwater management technique, multiple goals are achieved through implementation of a single practice. Infiltrating runoff reduces release rates, reduces release volumes, increases groundwater recharge, and provides a level of water quality improvement. These opportunities will be provided by use of Best Management Practices such as infiltration structures, replacement of pipes with swales, and disconnecting roof drains. Other methods that may be used are decreased impervious cover, maximizing open space, and preservation of soils with high infiltration rates.

The proposed volume controls for this Plan include two pieces:

1. Reduction of runoff generated through utilization of low impact development practices to the maximum extent practicable.

2. Permanent removal of a portion of the runoff volume generated from the total runoff flow.

The permanent removal of runoff volume is to be achieved through one of three available methods:

1. *The Design Storm Method* (CG-1 in the BMP Manual) is applicable to any size of Regulated Activity. This method requires detailed modeling based on site conditions.

   A. Do not increase the post-development total runoff volume for all storms equal to or less than the 2-year 24-hour duration precipitation.

   B. For modeling purposes:

      i) Existing (pre-development) non-forested pervious areas must be considered meadow or its equivalent.

      ii) Twenty (20) percent of existing impervious area, when present, shall be considered meadow in the model for existing conditions.

2. *The Simplified Method* (CG-2 in the BMP Manual) provided below is independent of site conditions and should be used if the Design Storm Method is not followed. This method is not applicable to Regulated Activities greater than one (1) acre or for projects that require design of stormwater storage facilities. For new impervious surfaces:

   A. Stormwater facilities shall capture at least the first two inches (2") of runoff from all new impervious surfaces.

   B. At least the first one inch (1") of runoff from new impervious surfaces shall be permanently removed from the runoff flow -- i.e. it shall not be released into the surface waters of this Commonwealth. Removal options include reuse, evaporation, transpiration, and infiltration.

   C. Wherever possible, infiltration facilities should be designed to accommodate infiltration of the entire permanently removed runoff; however, in all cases at least the first one-half inch (0.5") of the permanently removed runoff should be infiltrated.

   D. This method is exempt from the requirements of Section 304, Rate Controls.

3. Alternatively, in cases where it is not possible, or desirable, to use infiltration-based best management practices to partially fulfill the volume control requirements the following procedure shall be used:

   A. The following water quality pollutant load reductions will be required for all disturbed areas within the proposed development:

Pollutant Load	Units	Required Reduction (%)
Total Suspended Solids (TSS)	Pounds	85
Total Phosphorous (TP)	Pounds	85
Total Nitrate (NO_3)	Pounds	50

   B. The performance criteria for water quality best management practices shall be determined from the *Pennsylvania Stormwater Best Management Practices Manual*, most current version.

WATER QUALITY CONTROLS

Urban runoff is one of the primary contributors to water pollution in developed areas. The most effective method for controlling non-point source pollution is through reduction, or elimination, of the sources. However, it is not reasonable to assume that all sources of pollution can be reduced or eliminated. For this reason, implementation of natural and engineered systems must be used to achieve the desired results. The water quality control standards will be achieved through the use of various Best Management Practices to reduce the sources of water pollution and treat those that cannot be eliminated.

A combination of source reduction measures through non-structural BMPs and water quality treatment through use of structural BMPs is the proposed water quality control strategy of this Plan. Reducing the amount of runoff to be treated is the preferred strategy to meet this goal:

- Minimize disturbance to floodplains, wetlands, natural slopes over 8%, and existing native vegetation.
- Preserve and maintain trees and woodlands. Maintain or extend riparian buffers and protect existing forested buffer. Provide trees and woodlands adjacent to impervious areas whenever feasible.
- Establish and maintain non-erosive flow conditions in natural flow pathways.
- Minimize soil disturbance and soil compaction. Over disturbed areas, replace topsoil to a minimum depth equal to the original depth or 4 inches, whichever is greater. Use tracked equipment for grading when feasible.
- Disconnect impervious surfaces by directing runoff to pervious areas, wherever possible.

Treating the runoff that cannot be eliminated is the secondary strategy for attaining the water quality standards. By directing runoff through one or more BMPs, runoff will receive some treatment for water quality, thereby reducing the adverse impact of contaminants on the receiving body of water.

RECOMMENDED BEST MANAGEMENT PRACTICES

As previously stated, the preferred strategy for achieving the goals of this plan is to reduce, or eliminate, the sources of non-point source pollution. "The treatment of runoff is not as effective as the removal of runoff needing treatment" (Reese, 2009). This is an important concept, in that the most effective way to reduce the number of stormwater runoff problems is to reduce the amount of runoff generated. There are a wide variety of non-structural practices that are used to reduce the amount of runoff generated and to minimize the potential negative impacts of runoff that is generated. All of these BMPs are intended to minimize the interruption of the natural hydrologic cycle caused by development. The relative effectiveness of each non-structural BMP listed in the *Pennsylvania Stormwater Best Management Practices Manual* in *Table 7.1* below. These practices should be used where applicable to decrease the need for less cost effective structural BMPs.

Non-Structural Best Management Practice	Stormwater Functions[1]			
	Peak Rate Control	Volume Reduction	Recharge	Water Quality
Protect Sensitive / Special Value Features	Very High	Very High	Very High	Very High
Protect / Conserve / Enhance Riparian Areas	Low/Med.	Medium	Medium	Very High
Protect / Utilize Natural Flow Pathways in Overall Stormwater Planning and Design	Med./High	Low/Med.	Low	Medium
Cluster Uses at Each Site; Build on the Smallest Area Possible	Very High	Very High	Very High	Very High
Concentrate Uses Areawide through Smart Growth Practices	Very High	Very High	Very High	Very High
Minimize Total Disturbed Area - Grading	High	High	High	High
Minimize Soil Compaction in Disturbed Areas	High	Very High	Very High	Very High
Re-Vegetate and Re-Forest Disturbed Areas using Native Species	Low/Med.	Low/Med.	Low/Med.	Very High
Reduce Street Imperviousness	Very High	Very High	Very High	Medium
Reduce Parking Imperviousness	Very High	Very High	Very High	High
Rooftop Disconnection	High	High	High	Low
Disconnection from Storm Sewers	High	High	High	Low
Streetsweeping	Low/None	Low/None	Low/None	High

NOTES:
[1] All Stormwater function values from *PA Stormwater BMP Manual*

Table 7.1. Stormwater Functions of Structural Best Management Practices

When non-structural practices are unable to achieve the stormwater standards, it may be necessary to employ structural practices. Generally, structural BMPs are chosen to address specific stormwater functions. Some BMPs are better suited for particular stormwater functions than others. The relative effectiveness of structural BMPs at addressing individual stormwater functions varies, as shown in *Table 7.2*. This table contains all of the structural BMPs listed in the *Pennsylvania Stormwater Best Management Practices Manual* and their stated effectiveness for each stormwater function. Additional information on each practice can be found in the *Pennsylvania Stormwater Best Management Practices Manual*.

Structural Best Management Practice	Stormwater Functions[1]			
	Peak Rate Control	Volume Reduction	Recharge	Water Quality
Porous Pavement with Infiltration Bed	Medium	Medium	Medium	Medium
Infiltration Basin	Med./High	High	High	High
Subsurface Infiltration Bed	Med./High	High	High	High
Infiltration Trench	Medium	Medium	High	High
Rain Garden / Bioretention	Low/Med.	Medium	Med./High	Med./High
Dry Well / Seepage Pit	Medium	Medium	High	Medium
Constructed Filter	Low-High*	Low-High*	Low-High*	High
Vegetated Swale	Med./High	Low/Med.	Low/Med.	Med./High
Vegetated Filter Strip	Low	Low/Med.	Low/Med.	High
Infiltration Berm and Retentive Grading	Medium	Low/Med.	Low	Med./High
Vegetated Roof	Low	Med./High	None	Medium
Rooftop Runoff - Capture and Reuse	Low	Med./High	Low	Medium
Constructed Wetland	High	Low	Low	High
Wet Pond / Retention Basin	High	Low	Low	Medium
Dry Extended Detention Basin	High	Low	None	Low
Water Quality Filter	None	None	None	Medium
Riparian Buffer Restoration	Low/Med.	Medium	Medium	Med./High
Landscape Restoration	Low/Med.	Low/Med.	Low/Med.	Very High
Soils Amendment and Restoration	Medium	Low/Med.	Low/Med.	Medium

NOTES:
[1] All Stormwater function values from *PA Stormwater BMP Manual*
[2] Depends on if infiltration is used

Table 7.2. Stormwater Functions of Structural Best Management Practices

The table above shows the qualitative effect of individual BMPs when used as stand alone treatment practices. The overall effectiveness of a stormwater system can be improved when several, smaller BMPs are dispersed throughout a given site. The combination of different BMPs enables each BMP to complement each other by providing a particular stormwater function then allowing the runoff to pass downstream to another BMP that is used to address different criteria. This allows designers to better mimic the site's existing hydrologic features, which are not typically isolated to one area of the site. The "treatment train" system of utilizing multiple BMPs on a single site is an effective technique that, in some cases, may be used to meet all of the stormwater criteria.

Several of the structural BMPs are particularly effective at achieving the criteria for control of stormwater presented in this Plan. The following practices should be considered where appropriate:

RAIN GARDENS

A rain garden, also referred to bioretention, is an excavated shallow surface depression planted with native, water-resistant, drought and salt tolerant plants with high pollutant removal potential that is used to capture and treat stormwater runoff. Rain gardens treat stormwater by collecting and pooling water on the surface and allowing filtering and settling of suspended solids and sediment prior to infiltrating the water. Rain gardens are generally constructed to provide 12 inches or less of pending depth with shallow side slopes (3:1 max). They are designed to reduce runoff volume, filter pollutants and sediments through the plant material and soil particles, promote groundwater recharge through infiltration, reduce stormwater temperature impacts, and enhance evapotranspiration. Their versatility has proved extremely successful in most applications including urban and suburban areas (DEP, 2006).

Construction of rain gardens varies depending on site specific conditions. However, they all contain the same general components: appropriate native vegetation, a layer of high organic content mulch, a layer of planting soil, and an overflow structure. Often times, an infiltration bed is added under the planting soil to provide additional storage and infiltration volume. Also, perforated pipe can be installed under the rain garden to collect water that has filtered through the soil matrix and convey it to other stormwater facilities. Rain gardens can be integrated into a site with a high degree of flexibility and can be used in coordination with a variety of other structural best management practices. They can also enhance the aesthetic value of a site through the selection of appropriate native vegetation.

DRY WELL / ROOF SUMP

A dry well, sometime referred to as a roof sump, is a subsurface storage facility that temporarily stores and infiltrates stormwater runoff from the roofs of structures. Roof runoff is generally considered "clean" runoff, meaning that it contains few or no pollutants. However, roofs are one of the primary sources of increased runoff volume from developed areas. This runoff is ideal for infiltration and replenishment of groundwater sources due to the relatively low concentration of pollutants. By decreasing the volume of stormwater runoff, dry wells can also reduce runoff rate thereby improving water quality.

Roof drains are connected directly into the dry well, which can be an excavated pit filled with uniformly graded aggregate wrapped in geotextile or a prefabricated storage chamber. Runoff is collected during rain events and slowly infiltrated into the surrounding soils. An overflow mechanism such as an overflow outlet pipe, or connection to an additional infiltration area, is provided as a safety measure in the event that the facility is overwhelmed by extreme storm events or other surcharges (DEP, 2006). Dry wells are not recommended within a specified distance to structures or subsurface sewage disposal systems.

VEGETATED SWALES

Vegetated swales are broad, shallow channels, densely planted with a diverse selection of native, close-growing, water-resistant, drought and salt tolerant plants with high pollutant removal potential. Plant selection can include grasses, shrubs, or even trees. These swales are designed to slow runoff, promote infiltration, and filter pollutants and sediments while conveying runoff to additional stormwater management facilities. Swales can be trapezoidal or parabolic, but should have broad bottoms, shallow side slopes (3:1 to 5:1 ratio), and relatively flat longitudinal slopes (1-6%). Check-dams can be utilized on steeper slopes to reduce flow velocities. Check-dams can also provide limited detention storage and increase infiltration volume. Vegetated swales provide many benefits over conventional curb and gutter conveyance systems. They reduce flow velocities, provide some flow attenuation, provide increased opportunity for infiltration, and providing some level of pretreatment by removing sediment, nutrients and other pollutants from runoff. A key feature of vegetated swales is that they can be integrated into the landscape character of the surrounding area. They can often enhance the aesthetic value of a site through the selection of appropriate native vegetation.

A vegetated swale typically consists of a band of dense vegetation, underlain by at least 24 inches of permeable soil. Swales constructed with an underlying 12 to 24 inch aggregate layer provide significant volume reduction and reduce the stormwater conveyance rate. The permeable soil media should have a minimum infiltration rate of 0.5 inches per hour and contain a high level of organic material to enhance pollutant removal. A nonwoven geotextile should completely wrap the aggregate trench (DEP, 2006). There are several variations of the vegetated swale that include installing perforated pipe under the swale to collect water that has filtered through the soil matrix and convey it to other stormwater facilities or combining the swale with an infiltration bed to provide additional infiltration volume.

SUBSURFACE INFILTRATION FACILITIES

Subsurface infiltration beds are created by placing storage facilities below the proposed surface grade that collects stormwater and provides temporary storage and allows water to slowly infiltrate. Infiltration facilities are designed to provide significant volume reduction through temporary storage and infiltration, which also benefits peak rate control and water quality. Subsurface beds are ideally suited for expansive, generally flat open spaces, such as lawns, playfields, and other recreational areas (DEP, 2006). These systems are also well suited for cold climates as they can function year-round if constructed below the frost line.

An infiltration bed usually consists of a layer of highly pervious planting soil and vegetation, underlain by a storage facility. Storage can be provided by an excavated pit filled with uniformly graded aggregate wrapped in geotextile or a prefabricated storage chamber. An overflow structure should be included to provide protection in case of extreme storm events or system failure. Additionally, inspection ports are often added to ease monitoring and maintenance. The bottom of the infiltration bed must be level and distribution systems must be added to larger facilities to ensure that water is infiltrated evenly over the entire surface area. The soil layer and vegetation provide water quality through filtration and increase evapotranspiration. A popular variation of this facility is an infiltration trench, which is the same concept applied as a linear facility. Infiltration trenches are often more shallow than infiltration beds and are designed for smaller flows than infiltration beds. These facilities provide groundwater recharge while also preserving or creating valuable open space and recreation areas.

IMPLEMENTATION OF STORMWATER MANAGEMENT CONTROLS

From a regulatory perspective, the standards and criteria developed in this Plan will be implemented through municipal adoption of the Model Stormwater Management developed as part of the Plan. The Model Ordinance contains provisions to realize the standards and criteria outlined in this section. Providing uniform stormwater management standards throughout the county is one of the stated goals of this Plan. This goal will be achieved through adoption of the Model Ordinance by all of the municipalities in Potter County.

From the pragmatic development viewpoint, the stormwater management controls will be put into practice through use of comprehensive stormwater management site planning and various stormwater BMPs. Site designs that integrate a combination of source reducing non-structural BMPs and runoff control structural BMPs will be able to achieve the proposed standards. A design example has been included in *Section VIII* and *Appendix B* to demonstrate how to incorporate the various aspects of the Model Ordinance into the stormwater management design process.

Section VIII – Economic Impact of Stormwater Management Planning

IMPLEMENTATION OF STORMWATER STANDARDS

The economic impact of managing urban stormwater runoff is a major concern. For example, the U.S. EPA has estimated the costs of controlling combined sewer overflows (CSO) throughout the U.S. at approximately $56 billion (MacMullan and Reich, 2007). Developing and implementing stormwater management programs and urban-runoff controls will cost an additional $11 to $22 billion (Kloss and Calarusse, 2006). There are direct economic impacts associated with implementation of stormwater management regulations, regardless of the type of stormwater control standards that are proposed. The design example provided in this section has been developed to highlight a site design approach that can reduce the costs of employing the proposed stormwater management control measures and, at the same time, maximize the benefits which they are intended to provide. The design example is then compared to a similar site design that uses traditional peak rate stormwater controls in order to provide an illustration of the direct economic impact of the proposed regulations using initial construction costs.

Site planning that integrates comprehensive stormwater management into the development process from the initial stages often results in efficiencies and cost savings. Examples of efficiencies include reduction in area necessary for traditional detention basins, less redesign to retrofit water quality and infiltration measures into a plan, and reduced costs for site grading and preparation. Planning for stormwater management early in the development process may decrease the size and cost of structural solutions since non-structural alternatives are more feasible early in the process. In the vast majority of cases, the U.S. EPA has found that implementing well-chosen LID practices, like the proposed stormwater management methods, saves money for developers, property owners, and communities while protecting and restoring water quality (EPA, 2007).

DESIGN EXAMPLE 1

The following design example illustrates the methods used to design stormwater management facilities and structural BMPs in accordance with the volume and peak rate control strategies developed within this Plan. The design process encouraged by the *Pennsylvania Stormwater BMP Manual* is used to determine non-structural BMP credits and perform the calculations necessary to determine if the requirements of the *Model Ordinance* have been met. The 2-year design storm is utilized to illustrate the methods used to meet the volume requirements of the Ordinance. The SCS Runoff Curve Number Method is used for runoff volume calculations as suggested by the *Pennsylvania Stormwater BMP Manual* (2006). Refer to this document for additional guidance, rules and limitations applicable to these methods, and the design of structural and non-structural BMPs.

For the following example, Low Impact Design techniques are utilized to address the volume control and rate control requirements of the *Model Ordinance*. The example addresses these requirements for the entire development, not any single lot, thereby superseding the requirements of the *Small Project Stormwater Management Application*.

PRE-DEVELOPMENT CONDITIONS

The design example is a 10-lot single family residential subdivision on an 8.1 acre parcel with a total drainage area of 9.78 acres. The existing land use is partially wooded (2.29 acres) with a fallow agricultural field covering the remaining acreage. The entire site is tributary to Mill Run, which flows near the back of the property. All on-site soils are classified in hydrologic soil group B.

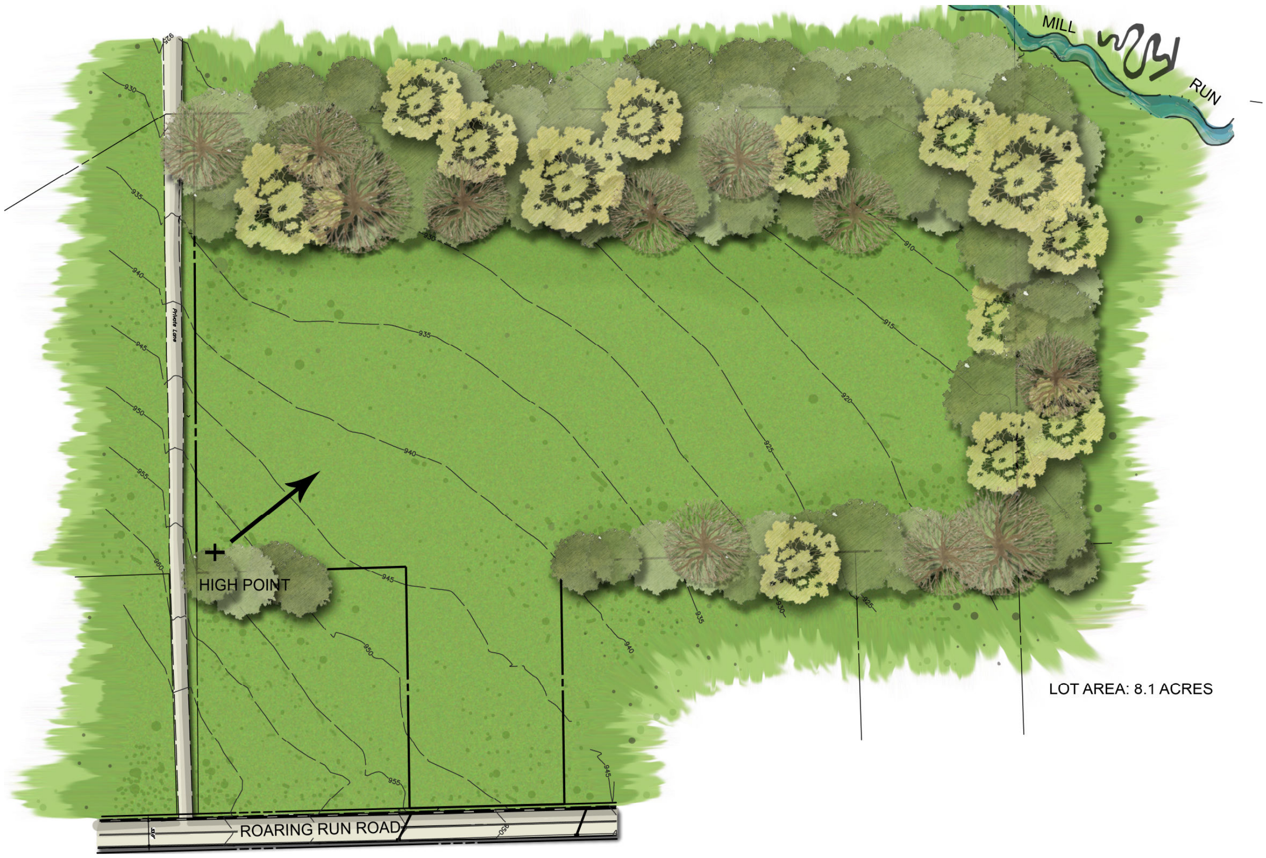


Figure 8.1. Design Example 1 – Pre-Development Conditions

Watershed:	Mill Run
Total Drainage Area:	9.78 acres
Existing Land Use:	Meadow = 7.49 acres
	Woods = 2.29 acres
Hydrologic Soil Group:	'B' – Entire Site
Parcel Size:	8.1 acres
On-Site Sensitive Natural Resources:	Woods (2.18 acres)
Pre-Development Drainage Area:	Meadow = 7.12 acres
	Woods = 0.98 acres
	Total = 8.10 acres

Table 8.1. Pre-Development Data

POST-DEVELOPMENT CONDITIONS

All of the lots will be accessed by a single cul-de-sac road to be constructed for the subdivision. Each house has an assumed 2,150-sf impervious footprint. Various low impact design techniques were used in the site design. A large portion of the existing woodlands (1.31 acres) was preserved during construction and will remain wooded through a permanent easement on lots 6-9, the back portion of lots 9-10 were protected from compaction during construction and will remain protected through an easement, roof drains are disconnected from the storm sewer system and directed to dry wells, and rain gardens will be installed on each lot. Runoff from the roadway is collected by swales and conveyed to a bioretention area.

Figure 8.2. Design Example 1 – Post-Development Conditions

Proposed Land Use:	Meadow = 1.61 acres
	Woods = 1.32 acre
	Open Space = 5.43 acres
	Impervious = 1.13 acres
	Ponds as Impervious = 0.31 acres
Protected Sensitive Natural Resources:	Woods (1.31 acre)
Other Protected Areas:	Minimum Disturbance (0.37 acre)
Post-Development Drainage Area:	SWM Area = 7.74 acres
	Undetained = 0.36 acres
	Total = 8.10 acres
Proposed Lot Impervious Areas:	2,150 ft² / house
	1,000 ft² / lot

Table 8.2. Post-Development Data

DESIGN PROCESS FOR VOLUME CONTROLS

The following is a summary of the design process used for implementation of the volume control and rate control requirements of the *Model Ordinance*. This is an outline of the sequence of steps that are used to implement the *Design Storm Method* through a combination of Non-Structural BMP Credits and Structural BMPs that remove volume through infiltration. Detailed calculations and example Worksheets are provided in *Appendix B* for additional clarification of the design process.

Step 1

The first task of the design process is to gather the pertinent site information as it relates to stormwater management. This general information determines which Ordinance provisions are applicable to the stormwater management design for the project. *Worksheet 1* is used for this task.

Step 2

The next step is to determine the sensitive natural resources that are present on the site. *Worksheet 2* is used to inventory these resources. These areas should be considered as the site layout is determined, and should be protected to the maximum extent practicable.

Step 3

As the site layout is being completed, thought should be given to which non-structural BMPs are appropriate for the site in order to reduce the need for stormwater management through structural BMPs. Once the site layout has been finalized and non-structural BMPs have been determined, the designer can begin the stormwater management calculations. The first calculation is to determine the "Stormwater Management Area". This is the land area which must be evaluated for volume of runoff in both pre-development and post-development conditions. Sensitive natural resources that have been protected are not used in the ensuing pre or post-development volume calculations, just as one would not incorporate offsite areas into volume calculations. The top of *Worksheet 3* shows this information. In the example, the acre of protected woodland is removed from the Stormwater Management Area. This will reduce cost by reducing the total volume needed in the peak-rate management facility.

Step 4

The next step is to calculate the volume "credits" for the non-structural BMPs that have been incorporated into the design. This reduces the total volume that is required to be infiltrated by structural BMPs. There are three practices used in the example, a meadow area and a lawn area have been protected from soil compaction and roof drains have been disconnected from the storm sewer system. The areas protected from compaction facilitate higher infiltration rates and disconnecting the roof leaders for the storm sewer system allows infiltration of some stormwater as it flows across the pervious surface. These calculations are completed on *Worksheet 3*.

The total non-structural credits are limited to 25% of the total required infiltration volume. This does not limit the amount of practices that can be implemented, only the amount of credit that can be used to reduce the total required infiltration volume. The total credits calculated must be checked to ensure the 25% threshold has not been exceeded.

Step 5

Worksheet 4 is completed to calculate the difference in the 2-year design storm runoff volume from pre-development conditions to post-development conditions. The 2-year volume increase, minus the volume credits for non-structural BMPs, represents the volume that must be managed through structural BMPs.

Step 6

Determine the type of structural BMPs that may be appropriate for the site and decide which practices will be used. Use *Worksheet 5.A* to calculate the volume of water that will be infiltrated by each BMP. Then, *Worksheet 5* is used to summarize the volume that will be infiltrated through structural practices. If the total structural volume is greater than (or equal to) the required volume, the volume control requirements of the *Model Ordinance* have been met.

Summary of Results

The design process outlined above was followed to design the facilities necessary to meet the volume control and peak rate control requirements of the *Model Ordinance*. The total required permanently removed volume is 12,599 ft^3. A summary of the results for Design Example 1 is provided in the table below:

Description of Stormwater Best Management Practice	Size (ft^3)	Volume Credit (ft^3)
Minimum Soil Compaction	16,200	337
Disconnect Non-Roof Impervious to Vegetated Areas	10,000	278
Total Non-Structural Volume:		615
On-Lot Rain Gardens (10)	6,740	5,049
On-Lot Dry Wells (10)	4,400	5,787
Bioretention	5,175	3,778
Total Structural Volume:		14,613
Total Volume Removed:		**15,228**

Table 8.3. Summary of BMP Credits

DESIGN OF PEAK RATE CONTROLS

In this example, additional stormwater control facilities are necessary to manage the increase in peak rate flows that would otherwise result from the development activities. Peak rate control facilities are designed to reduce post-development peak flows to, or below, pre-development peak flows. In release rate districts, post-development flows are further reduced to a given percentage of the pre-development peak flows. Design of peak rate controls necessitates flood routing, for which a flood hydrograph is required (PennDOT, 2008). A suitable hydrologic method is needed to generate runoff hydrographs for flood routing.

The Rational Equation (i.e., Q = C x I x A) was originally developed to estimate peak runoff flows. The Modified Rational Method is an adaptation of the Rational Method which is used to estimate runoff hydrographs and volumes. While, this method is useful for estimating peak flows from relatively small, highly developed drainage areas, various sources document the shortcomings of this method in developing hydrographs and estimating volume (PennDOT, 2008, DEP 2006). For this reason, use of the Rational Method is strongly discouraged for the volume-sensitive routing calculations necessary tor design detention facilities and outlet controls.

The SCS Unit Hydrograph Method was developed to be used in conjunction with the Curve Number Runoff Method of generating runoff depths to estimate peak runoff rates and runoff hydrographs. While these methods have numerous limitations, the principal application of this method is in estimating runoff volume in flood hydrographs, or in relation to flood peak rates (NRCS, 2008). Therefore, the NRCS Rainfall-Runoff Method (i.e. using the Curve Number Runoff Method and SCS Unit Hydrograph Method together to produce rainfall-runoff response estimates) is the preferred method to calculate runoff peak rates and for rate control facility design calculations.

Various computer software programs are available for modeling rainfall-runoff simulations to perform peak rate control analyses for development projects. Most of the available computer modeling software is based on the NRCS Rainfall-Runoff Method. These models include the U.S. Army Corps of Engineers' Hydrologic Modeling System (HEC-HMS), SCS/NRCS Technical Release No. 20: Computer Program for Project Formulation Hydrology (TR-20) and Technical Release 55 (TR-55), NRCS National Engineering Handbook 650, Engineering Field Handbook, Chapter 2 (EFH2), and U.S. Environmental Protection Agency's Storm Water Management Model (SWMM). These modeling packages are further described in the *Pennsylvania Stormwater BMP Manual* (2006). There are also a variety of other commercially available software packages that complete many of the same functions. Designers should be careful when determining which software should be used to model a particular project to ensure that appropriate methods are being used (i.e., review the modeling method restrictions contained in the *Model Ordinance*).

DESIGN PROCESS FOR PEAK RATE CONTROLS

The peak rate analysis is carried out by completing a comparison of the post-development runoff peak rate to the pre-development runoff peak rate to determine if the rate controls of the *Model Ordinance* have been satisfied. Additional stormwater facilities, such as a detention basin and outlet structure, may be necessary to reduce post-development peak flow rates to the required peak flow rates. The volume of runoff removed by BMPs should be removed from the total runoff volume when completing peak rate calculations. This is necessary in order to size peak rate control facilities appropriately.

Step 1

The first step is to delineate the pre-development drainage area. This area should include all areas that will be tributary to any proposed stormwater facilities, including any off-site area. Any areas on site that have no proposed land-use changes, and are not tributary to the proposed stormwater facilities, can be removed from the drainage areas. Once the drainage area has been delineated, determine the soil-cover complex and the corresponding curve number for each subarea. If the drainage area contains multiple soil-cover complexes, the designer must determine the appropriate runoff estimation method. (A comparison of the two most prevalent methods is covered in *Appendix B*).

Step 2

The next step is to determine a time of concentration for the pre-development drainage area(s). The *Model Ordinance* requires use of the NRCS Lag Equation for all pre-development time of concentration calculations unless another method is pre-approved by the Municipal Engineer. The average watershed land slope of the pre-development drainage area(s) must be calculated for use in the Lag Equation.

Step 3

Use the information from the previous two steps to calculate the pre-development peak runoff rates for each design storm. Use design storm rainfall depths from NOAA Atlas 14 specific to the area of interest, or the values provided in the *Model Ordinance*. Any appropriate method of estimating peak runoff rates and runoff hydrographs can be used, however use of hydrologic modeling software is the most common method.

Step 4

Delineate the post-development drainage area(s) and any sub-areas. Post-development sites generally have several drainage sub-areas with multiple soil-cover complex groups in each subarea. The designer must determine a suitable level of detail to be included in the post-development model based on the site design and site conditions. The runoff estimation method chosen for multiple soil-cover complexes should be appropriate for the level of detail that is modeled.

Step 5

Determine time of concentration values for the post-development drainage area(s). The NRCS Segmental Method is the preferred method for all post-development time of concentration calculations. The Segmental Method is used to calculate travel times for individual segments of sheet flow, shallow concentrated flow, and open channel flow which are summed to calculate the time of concentration. The *Model Ordinance* allows the NRCS Lag Equation to be used for residential, cluster, or other low impact designs less than or equal to 20% impervious area.

Step 6

Use the information from the previous two steps and relevant stormwater facility information (e.g. BMP size and outlet configuration, detention facility stage-discharge data, etc.) to calculate the post-development peak runoff rates for each design storm. This is most often done by using hydrologic modeling software to develop a model of the post-development site which is used to estimate peak runoff rates and runoff hydrographs.

The hydrologic model is used to finalize the design of the peak rate control facilities such as the detention basin and the outlet control structure. Steps 4-6 must be revisited whenever additional BMPs are added, or moved, or any change to the site design alters drainage areas.

Summary of Results

For this example, the peak rate control analysis was completed with hydrologic modeling software that is based on TR-20 modeling procedures. Every component of the stormwater design (including each structural BMP) was included in the model. This helped account for peak flow attenuation and permanent volume removal that was provided by the BMPs. The runoff volume removed by the BMPs was removed from the total runoff volume by using an option within the software. A detention basin providing 8,600 ft^3 of storage (plus the required freeboard depth) and associated outlet controls were necessary to reduce the 100-year post-development peak rate flows to the pre-development flow rate. If the effects of the individual BMPs had been ignored in the post-development model, the design would have needed a basin that provided 23,850 ft^3 of storage (plus the required freeboard depth) to achieve the required flow reduction for the 100-year storm. As shown in *Table 8.4* the peak rate control requirements of the *Model Ordinance* have been achieved.

	Design Storm					
	1-year	**2-year**	**10-year**	**25-year**	**50-year**	**100-year**
Pre-Development	0.1	0.6	4.1	7.6	11.1	15.3
Post-Development with No SWM	2.5	5.2	14.5	21.9	28.8	36.6
Post-Development	0.1	0.4	4.1	7.4	10.6	15.3

Table 8.4. Summary of Peak Rate Flows

ECONOMIC IMPACT OF STORMWATER MANAGEMENT STANDARDS

Stormwater management standards are necessary to mitigate the adverse affects of increased stormwater runoff from developing areas. Implementation of these standards comes at a cost to regulators and developers alike. However, these costs are only a fraction of the costs associated with mitigating mis-managed or un-managed runoff. Since activities within a watershed do not always exhibit a direct and measurable cause and effect relationship, identifying some of the costs associated with stormwater management can be difficult and somewhat subjective. It can be similarly difficult to quantify certain costs and altogether impossible to assign an economic value to outcomes such as environmental benefits.

There are three principal methods available to assess the economics of implementing the proposed stormwater management regulations:

1. Cost Comparison – This is the most basic type of analysis. It is completed by comparing initial construction costs and other direct costs such as land value. This type of analysis is incomplete in scope in that it does to capture the benefits of improved stormwater management or variances in life-cycle costs such as operation and maintenance and life expectancy.

2. Life-Cycle Cost Analysis – A life-cycle cost analysis includes all costs throughout the projects period of service. This includes planning, design, installation, operation and maintenance and life expectancy. A life-cycle analysis gives a more complete financial comparison than a cost comparison, but again excludes the environmental and other benefits of improved stormwater management.

3. Cost-Benefit Analysis – This is the most thorough method of analysis and considers the full range of costs and benefits for each alternative. A cost-benefit analysis considers the same project costs as a life-cycle analysis, but includes the environmental and other benefits of improved stormwater management practices in the assessment. This method of analysis is very difficult because it requires valuation of costs and benefits which are not easily measured in monetary terms (i.e. environmental goods and services such as clean air, reduced erosion, or improved aquatic habitat). It is difficult to quantify the value of these non-market goods and services.

The amount of information required to perform a life-cycle cost or cost-benefit analysis makes use of these two methods impractical for this discussion. These methods are also complicated by the fact that costs and benefits are often realized by different parties. As an example, a developer/owner pays for initial construction costs, the owner can benefit from potential life-cycle cost savings, and the general public benefits from potential environmental benefits such as improved water quality. The flexibility, availability of data, and simplicity of cost comparisons make this the most commonly used method of comparison. A cost comparison will give a relatively accurate representation of the economic impact of the initial cost of implementing the proposed stormwater management controls.

A cost comparison has been completed for two conceptual stormwater management designs to provide an example of the direct costs associated with implementation of the standards contained within this Plan. The stormwater designs are based on the site used in the Design Example. The site layout is similar for both designs to reduce the number of variables. The first plan was designed to meet traditional peak-rate stormwater management standards of reducing the post-development peak flow rates to those present in pre-development conditions for all design storms. The second plan follows the design procedures found in this Plan and meets the volume control requirements of the *Model Ordinance*.

TRADITIONAL SUBDIVISION LAYOUT WITH PEAK RATE CONTROL DESIGN

The layout for this example is typical of conventional subdivision designs. All of the existing woodlands were converted to lawns and no measures were taken to reduce impervious area (e.g. front yard setbacks were not reduced to decrease driveway lengths). The roadway has a 24' cartway with concrete curbs, and there is a sidewalk on one side of the street. The traditional cul-de-sac is entirely paved. The stormwater design utilizes a conventional stormwater collection and conveyance system that uses the concrete curb to direct runoff towards inlets, and an HDPE pipe network carries runoff to a detention basin which is located at the low point on the property. A swale is placed near the downstream edge of the property to collect runoff that is not tributary to the storm sewer network and convey it to the detention basin. In the detention basin, a concrete outlet structure is designed to reduce peak flow rates before discharging to an outlet pipe. A rock rip-rap apron energy dissipater is installed at the pipe outfall.

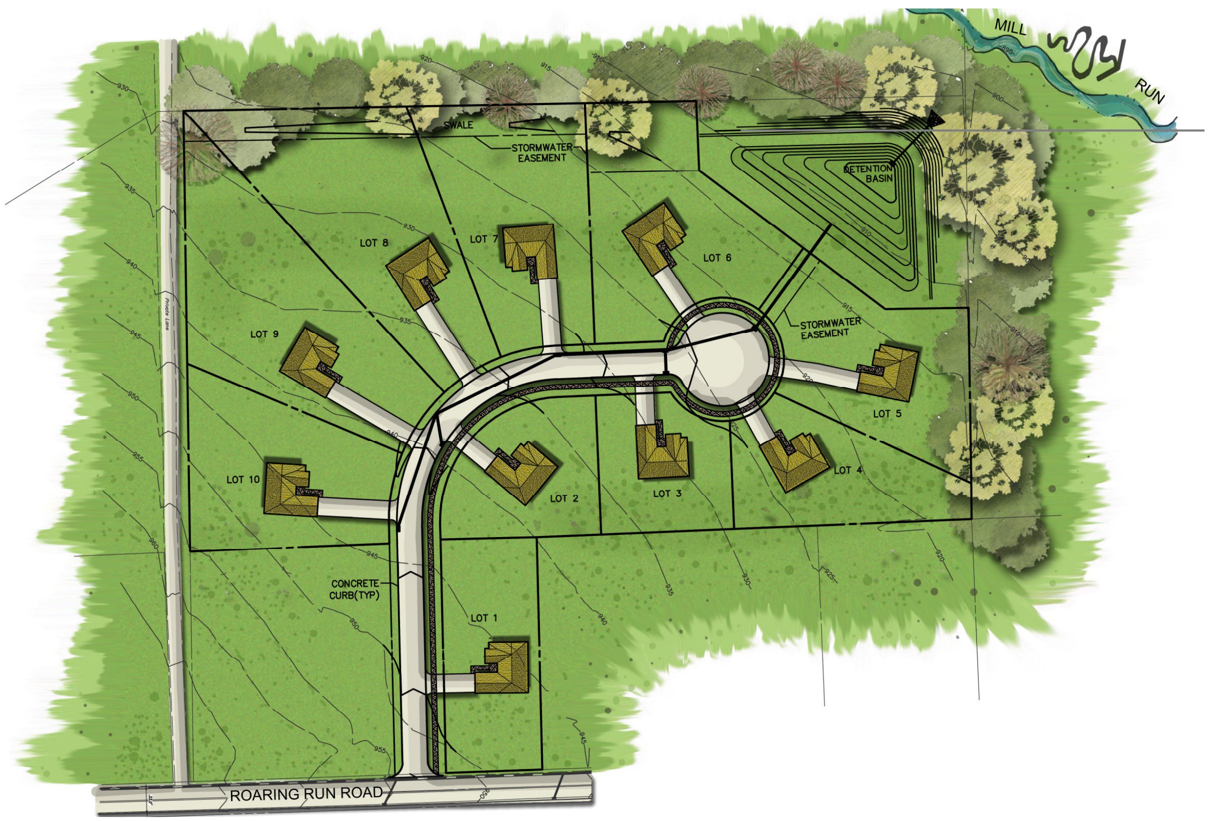


Figure 8.3. Traditional Subdivision Layout (Designed for Peak Rate Control)

LID SUBDIVISION LAYOUT WITH VOLUME CONTROL DESIGN

This design is the post-construction layout that was presented in the Design Example (see *Figure 8.2*). Several LID techniques were used to reduce runoff. This includes reducing impervious area, preserving existing woodlands where possible, and protecting areas from soil compaction. The roadway is reduced to an 18' cartway with 3' gravel shoulders and swales are employed to collect and convey roadway runoff. Roof runoff is directed to dry wells on each lot, rain gardens are installed on each lot to collect the runoff from on-lot impervious areas as well as part of the lawn runoff. A larger bioretention facility is used to treat runoff from common areas such as the roadway and remove additional runoff volume. A detention basin and concrete outlet structure is used to control the peak discharge rates. A level spreader installed at the end of the outfall serves as an energy dissipater and distributes flow.

COST COMPARISON

A cost comparison was completed for the two designs described above. This comparison consists of two components: 1) initial construction costs for the developer, and 2) land value in the form of sale price. Construction costs were calculated for only the design elements which differ between the two examples (i.e. earthwork, paving, and stormwater management facilities). Other construction costs were considered to be similar for both layouts and were omitted from the analysis. An itemized estimate of the initial construction cost is included in *Appendix* B. The results are summarized in *Table 8.5*.

Description	Traditional Layout	LID Layout
Earthwork	$ 23,950	$ 14,925
Storm Drainage	$ 102,769	$ 114,172
Paving & Curbing	$ 138,657	$ 53,790
Initial Construction Cost:	$ 265,376	$ 182,887
Cost / Sellable Acre:	$ 42,734	$ 28,355

Table 8.5. Results of Cost Comparison for Initial Construction Costs

The cost analysis performed for this example shows a cost savings of $14,379 per sellable acre in initial construction cost for the developer. These results must be combined with a land value comparison to provide a more accurate comparison.

The value of land is highly variable depending on various influencing factors. A value of $50,000/acre was assumed for this example as the cost per acre of developed land. This assumed value was used in the cost comparison to provide a more complete cost comparison. For this example, we have also assumed that some of the cost of constructing the stormwater BMPs will result in a dollar for dollar reduction in the market value of the sellable land. *Table 8.6* shows the total land sale value for each layout after subtracting the cost of BMP construction from market value.

Description	Traditional Layout	LID Layout
Total Acres For Sale	6.21	6.45
2009 Market Value / Acre	$ 50,000	$ 50,000
BMP Cost / Acre	$ 0	$ 12,682
Calculated Market Value / Acre	$ 50,000	$ 37,318
Total Land Sale Value:	$ 310,500	$ 240,701

Table B.6. Land Sale Value

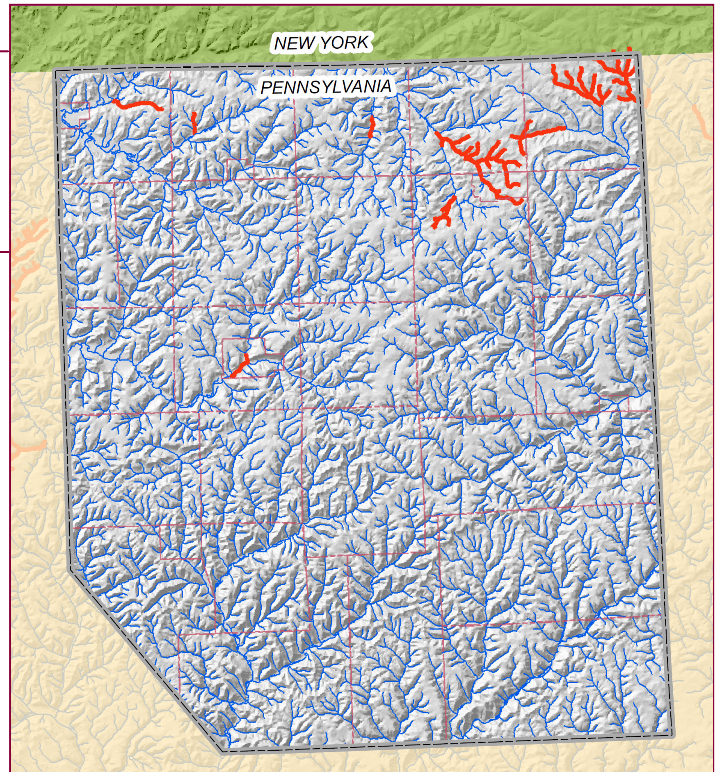
A final cost comparison is completed by subtracting the initial construction cost from the land sale value to determine the cost difference between the two layouts. For this example, the developer realizes an increase in total profit of $12,690 by using the LID layout with no additional cost to individual homeowners.

Description	Traditional Layout	LID Layout
Land Sale Value	$ 310,500	$ 240,701
Initial Construction Cost	$ 265,376	$ 182,887
Total Profit for Project:	$ 45,124	$ 57,814

Table B.7. Project Profit

Discussion of Costs

The cost comparison completed for the design example resulted in similar initial construction costs for each design, with a small final cost advantage for the volume control design. The proposed methods for implementing the proposed stormwater standards can cost less to install, have lower operations and maintenance (O&M) costs, and provide more cost-effective stormwater management and water quality services than conventional stormwater management controls (MacMullan and Reich, 2007). However, the costs and benefits of implementing the proposed stormwater management standards can be very site specific and will vary based on the BMPs used to meet the standards and site characteristics such as topography, soils, and intensity of the proposed development. In a 2007 report summarizing 17 case studies of developments that include LID practices, U.S. EPA concludes that "applying LID techniques can reduce project costs and improve environmental performance". The report shows total capital cost savings ranged from 15 to 80 percent when LID methods were used, with a few exceptions in which LID project costs were higher than conventional stormwater management costs. All benefits and costs associated with each option must be considered to find the true cost of implementation on a particular site.



Section IX – Water Quality Impairments and Recommendations

The Clean Water Act is a series of federal legislative acts that form the foundation for protection of U.S. water resources. These include the Water Quality Act of 1965, Federal Water Pollution Control Act of 1972, Clean Water Act of 1977, and Water Quality Act of 1987. The goal of the Clean Water Act is "to restore and maintain the chemical, physical, and biological integrity of the Nation's waters". Section 305(b) of the Federal Clean Water Act requires each state to prepare a Watershed Assessment Report for submission to the United States Environmental Protection Agency (EPA). The reports include a description of the water quality of all waterbodies in the state and an analysis of the extent to which they are meeting their water quality standards. The report must also recommend any additional action necessary to achieve the water quality standards, and for which waters that action is necessary.

Section 303(d) of the Act requires states to list all impaired waters not meeting water quality standards set by the state, even after appropriate and required water pollution control technologies have been applied (EPA, 2008). The law also requires that states establish priority rankings for waters on the list and develop Total Maximum Daily Loads (TMDLs) for these waters. A TMDL is the maximum amount of pollutant that a water body can receive and still safely meet the state's water quality standards for that pollutant. TMDLs are a regulatory tool used by states to meet water quality standards in impaired waterbodies where other water quality restoration strategies have not achieved the necessary corrective results.

IMPAIRED STREAMS

Pursuant to the provisions of the Clean Water Act, DEP has an ongoing program to assess the quality of waters in Pennsylvania and identify streams, and other bodies of water, that are not attaining designated and existing uses as "impaired". Water quality standards are comprised of the uses that waters can support, and goals established to protect those uses. Each waterbody must be assessed for four different uses, as defined in DEP's rules and regulations:

1. Aquatic life,
2. Fish consumption,
3. Potable water supply, and
4. Recreation

The established goals are numerical, or narrative, water quality criteria that express the in-stream levels of substances that must be achieved to support the uses. This assessment effort is used to support water quality reporting required by the Clean Water Act. DEP uses an integrated format for the Clean Water Act Section 305(b) reporting and Section 303(d) listing in a biennial report called the "Pennsylvania Integrated Water Quality Monitoring and Assessment Report". The narrative report contains summaries of various water quality management programs including water quality standards, point source control and nonpoint source control. In addition to the narrative, the water quality status of Pennsylvania's waters is presented using a five-part characterization of use attainment status (DEP, 2008). The listing categories are:

Category 1: Waters attaining all designated uses.

Category 2: Waters where some, but not all, designated uses are met. Attainment status of the remaining designated uses is unknown because data are insufficient to categorize the water.

Category 3: Waters for which there are insufficient or no data and information to determine if designated uses are met.

Category 4: Waters impaired for one or more designated use but not needing a total maximum daily load (TMDL). These waters are placed in one of the following three subcategories:

- Category 4A: TMDL has been completed.
- Category 4B: Expected to meet all designated uses within a reasonable timeframe.
- Category 4C: Not impaired by a pollutant and not requiring a TMDL.

Category 5: Waters impaired for one or more designated uses by any pollutant. Category 5 includes waters shown to be impaired as the result of biological assessments used to evaluate aquatic life use. Category 5 constitutes the Section 303(d) list submitted to EPA for final approval

POTTER COUNTY IMPAIRMENTS

If a stream segment is not attaining any one of its designated uses, it is then considered to be "impaired". *Figure 9.1* shows the non-attaining stream segments in Potter County and identifies the primary source of the impairment listing.

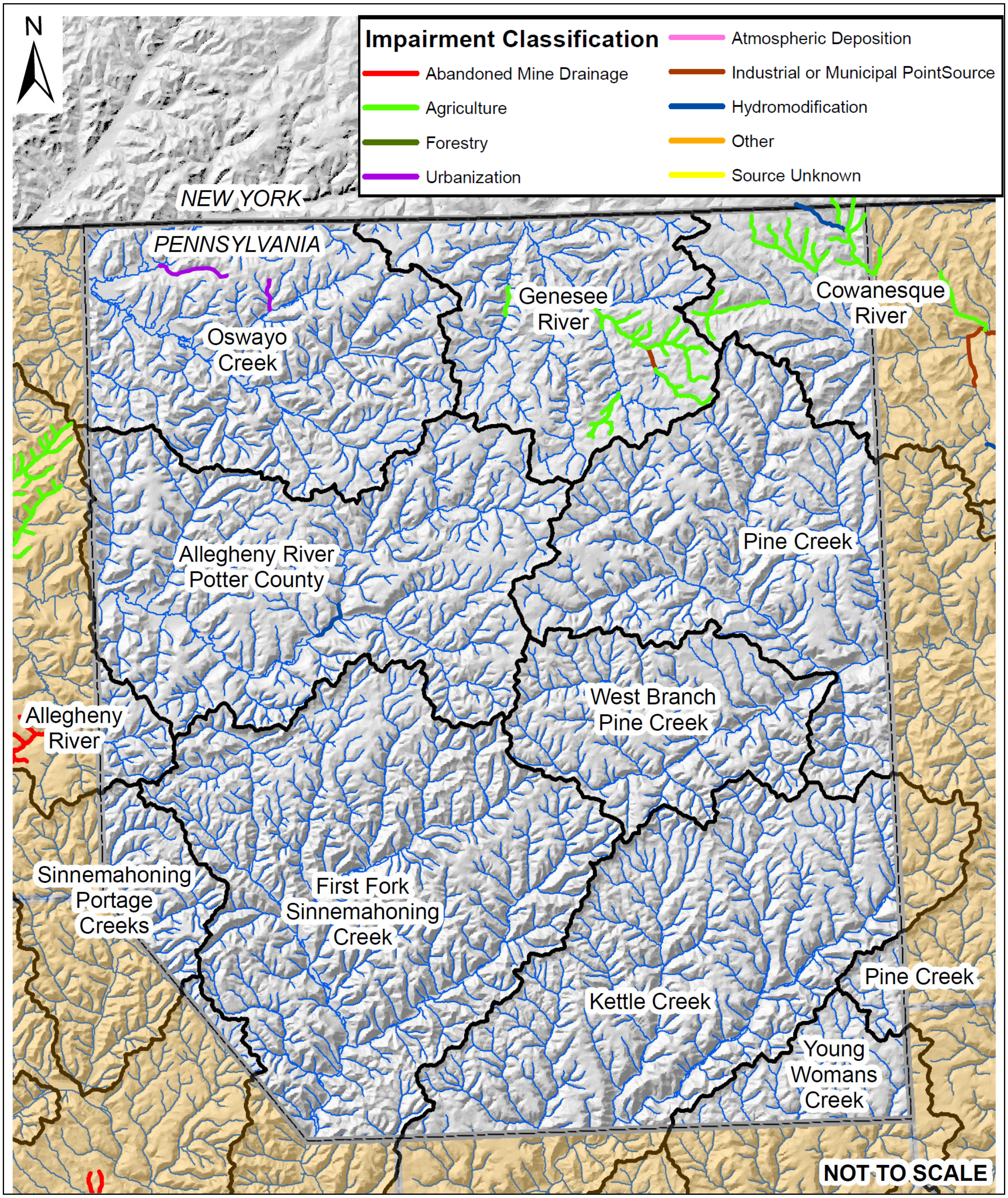


Figure 9.1. Impaired Stream Segments in Potter County

In Potter County, all of the non-attaining streams were for Aquatic Life use attainment, which is reflective of any component of the biological community (i.e. fish or fish food organisms). The source-cause of impairment varies from stream to stream. Oftentimes, there are multiple source-causes attributed for impairment of a particular stream segment. *Table 9.1* shows a summary of the primary source of impairment in each Act 167 Designated Watershed within the county. This table does not reflect streams that have multiple source-causes of impairment.

Category	Stream Miles						Percent of County
	Allegheny River	Cowanesque River	Genesee River	Oswayo Creek	All Others	Entire County	
Abandoned Mine Drainage	--	--	--	--	--	0.0	0.0
Agriculture	--	26.1	26.6	--	--	52.7	1.7
Atmospheric Deposition	--	--	--	--	--	0.0	0.0
Forestry	--	--	--	--	--	0.0	0.0
Hydromodification	--	--	--	--	--	0.0	0.0
Industrial or Municipal Point Source	--	--	1.0	--	--	1.0	0.0
Urbanization	--	--	--	6.7	--	6.7	0.2
Other	1.7	3.7	--	--	--	5.4	0.2
Total Impaired	1.7	29.8	27.6	6.7	0.0	65.8	2.1

Table 9.1. Summary of Impaired Segments by Watershed

TMDL DISCUSSION

Once a waterbody is listed on the EPA approved 303(d) list, it is required to be scheduled for development of a TMDL. TMDLs are expressed in terms of mass per time, toxicity, or other appropriate measures that relate to a water quality standard. They can be developed to address individual pollutants or groups of pollutants, if it is appropriate for the source of impairment.

A TMDL must identify the link between the use impairment, the cause of the impairment, and the load reductions needed to achieve the applicable water quality standards. However, a precise implementation plan is not part of the approved TMDL. A TMDL is developed by determining how much of the pollutant causing the impairment can enter the waterbody without exceeding the water quality standard for that particular pollutant. The calculated pollutant load is then distributed among all the pollutant sources as follows:

$$TMDL = WLA + LA + MOS$$

Where: TMDL = Total Maximum Daily Load

WLA = Waste Load Allocation; from point sources such as industrial discharges and wastewater treatment plants

LA = Load Allocation; from nonpoint sources such as stormwater, agricultural runoff and natural background levels

MOS = Margin of Safety

TMDL's are developed by the State and submitted to EPA for review and approval. Once a TMDL has been approved, it becomes a tool to implement pollution controls. It does not provide for any new implementation authority. The point source component of the TMDL must be implemented through existing federal programs with enforcement capabilities (e.g. National Pollution Discharge Elimination System, NPDES). Implementation of the Load Allocations for nonpoint sources can happen through a voluntary approach, or by means of existing state or local regulations.

There are currently two waterbodies with approved TMDLs in Potter County for the North Fork Cowanesque River and Kettle Creek. For the North Fork Cowanesque River, the TMDLs were created to reduce phosphorous and sediment loading. The sources of impairment are entirely from agricultural activities in the watershed. For Kettle Creek, the TMDLs were created for Abandoned Mine Drainage in the lower part of the watershed outside of Potter County.

CRITICAL SOURCES OF IMPAIRMENT

The primary causes of water quality impairment are sediment/siltation, nutrients, metals, and pathogens. Nonpoint source (NPS) pollution is a general term for water pollution generated by diffuse land use activities rather than from an identifiable or discrete facility. In Pennsylvania the leading nonpoint sources of impairment are:

- Abandoned Mine Drainage (AMD)
- Agriculture
- Urban Runoff/Storm Sewers
- Road Runoff
- Forestry
- Small Residential Runoff
- Atmospheric Deposition

Some of these sources are regulated by stormwater ordinances and have been covered in previous section. However, several of these categories are more appropriately addressed by other regulations. Although these activities cannot be regulated by the provisions within the stormwater management ordinance of this Plan, they play a major role in the water quality of surface waters. The following is a summary of the nonpoint sources and causes for impairment that affect Potter County waters:

AGRICULTURAL ACTIVITIES

Agricultural land use has many beneficial effects on a landscapes response to rainfall and properly managed agricultural activities provide many positive environmental benefits. However, when improperly managed, these activities can cause significant degradation of water quality. Agricultural activities that can cause NPS pollution include confined animal facilities, grazing, plowing, pesticide spraying, irrigation, fertilizing, planting, and harvesting. The major pollutants that result from these activities are sediment and siltation, nutrients, pathogens, and pesticides. Agricultural activities can also damage habitat and stream channels.

SEDIMENT/SILTATION

The most common agricultural cause for surface water impairment is sediment and siltation. Of the 110 miles of impaired streams in Potter County, agriculture related siltation is attributed for 94.1 miles of impairment. This pollutant results from typical agricultural practices such as plowing and tilling, livestock grazing, and livestock access to waterbodies. When appropriate conservation practices are implemented, these activities can be continued while reducing erosion and enhancing and protecting water quality.

Controlling sheet and gully erosion is the first step in addressing siltation impairments. The majority of erosion problems are a result of plowing and tilling activities and concentrated livestock areas. In Pennsylvania, a written Erosion and Sediment Control Plan is required for all agricultural plowing or tilling activities that disturb 5,000 square feet or more of land. The implementation and maintenance of erosion and sediment control BMPs to minimize the potential for accelerated erosion and sedimentation is also a requirement for all agricultural activities regardless of disturbed area. In addition to reducing sediment pollution, controlling erosion also decreases the transport factors for other pollutants such as nutrients and pesticides.

NUTRIENTS

The second most common agricultural cause for surface water impairment is nutrients. Nutrients such as nitrogen, phosphorus, potassium and other micronutrients are essential to proper plant growth and development. However, when the available nutrients exceed those required for plant development, or when nutrients are improperly applied, they pose potential environmental hazards. Nutrient pollution results from agricultural activities such as fertilizer and manure application, livestock access to waterbodies, and animal concentration areas.

Nutrient management regulations have been developed in Pennsylvania in response to nutrient pollution problems. All livestock operations with animal densities higher than 2,000 pounds of live animal weight per acre of land available for nutrient application are required to have a Nutrient Management Plan (NMP). A NMP is a tool to help producers allocate nutrients from fertilizer and manure in a manner that maintains adequate nutrient levels for desired crop production and reduces the likelihood of nutrient pollution. Addressing agricultural nutrient impairments requires consideration of where the nutrients are coming from, also called nutrient source factors, and how they get to surface waters, or nutrient transport factors.

URBANIZATION

This is a broad category that includes the following three critical sources of impairment listed earlier in this section: 1) Urban Runoff/Storm Sewers, 2) Road Runoff, and 3) Small Residential Runoff. These sources have been grouped together because they are all types of urbanization, or human development activities. When development activities replace forests, fields, and meadows with impervious surfaces the landscape's capacity for initial abstraction is greatly reduced and surface runoff increases. This topic has been the focus of this Plan. The quantity of runoff from urbanized areas, and the water quality characteristics of the runoff, are the two base causes of surface water impairments. These two primary pollutants translate into surface water impairments in several different forms.

SEDIMENT/SILTATION

As stormwater flows over land it collects silt and sediment and carries them to surface waters. Urbanization decreases the opportunity for natural filtration of runoff through vegetation and often concentrates flow in discharges that cause increased overland erosion. The increased rate of stormwater flow and increased sediment load delivered to the stream combine to raise the in-stream energy. This in turn changes the physical structure of the receiving streams by causing increased bank erosion as well as scour of the streambed and sedimentation when the water finally slows down. Increased sediment loading in a stream contributes to increased total suspended solids and turbidity, which can in turn lead to increased stream temperatures as darker particles absorb heat (EPA, 1997). As water temperatures rise, dissolved oxygen levels (which are critical for many aquatic species) decrease. These changes caused by sediment and siltation are all substantial contributors to aquatic life impairments.

HABITAT ALTERATIONS

Natural channels are composed of alternating sequences of pools, riffles, and runs. The diverse characteristics of each of these features provide unique habitats that allow various aquatic species to live, feed, and reproduce (EPA, 2007). The elevated stream power that occurs when additional runoff and sediment loading are experienced causes physical alterations to the stream channel. The increased energy carries large debris downstream, erodes streambeds and banks, creates scour holes at existing structures, and deposits new sediment in the channel as flows subside. These changes can drastically alter the structure of pools, riffles, and runs and eventually diminish the quality of the habitat to a point where the stream can long longer support aquatic life.

NUTRIENTS AND METALS

As runoff flows over impervious surfaces it picks up various pollutants and transports them to waterbodies. This includes oil and grease from automobiles; fertilizers, herbicides and pesticides from lawns; fecal matter from pet waste and malfunctioning septic tanks; chlorides from winter road maintenance; and heavy metals from tires, shingles, paints, and metal surfaces. These pollutants degrade water quality and limit the beneficial uses of the surface waters. Beneficial uses that may be impacted include drinking water supply, swimming, fishing, other recreation, and aquatic life support.

RECOMMENDATIONS

Addressing water quality impairments is achieved most effectively through watershed wide planning and implementation. The water quality based approach is a common method of addressing impairments. The "Integrated Waters List" identifies impaired streams and identifies source-causes of impairment. The next step towards improving the water quality in these streams is to identify the critical areas within the impacted watershed. Critical areas are the geographic regions within a watershed that directly contribute pollutants to the stream. The primary purpose for identifying critical areas is to develop a strategy that effectively addresses the sources of water quality impairment.

An inventory of each watershed that identifies the critical areas allows time, effort, and funds to be targeted towards those sites that most negatively impact water quality. This stage should be completed by a watershed planner with the technical knowledge necessary to accurately identify critical areas and the ability to provide a technical assessment of the severity of each source. The planner will need to prioritize the inventoried sites within the critical area based on the degree to which the sites contribute to the impairment and the overall objectives of the community.

It is important to involve the stakeholders within the watershed at this point in the form of a steering committee. A group such as a local watershed group or the County Conservation District would be able to assist in identifying the stakeholders and coordinating everyone's efforts. The planner and steering committee will work together to develop a comprehensive watershed plan and an implementation strategy to address the sites within the critical areas. The goal is to address the most severe sources of pollutants in an efficient manner. The next step in developing a comprehensive watershed plan is to set definable water quality goals based on the detailed inventory.

Developing an implementation strategy and determining specific BMPs to treat specific sites is the last step. Existing water quality programs should be considered as the implementation strategy is developed. These programs can be coordinated with the implementation strategy in order to achieve a common goal. Thought must also be given to potential funding sources and how they can be used to implement portions of the overall water quality improvement plans. As projects are implemented, the plan should be reviewed and revised as necessary to ensure that the water quality goals are eventually obtained.

RECOMMENDED AGRICULTURAL CONSERVATION PRACTICES

A variety of agricultural conservation practices are available to help achieve producer's goals while also protecting natural resources. These practices are used to reduce soil erosion and improve and protect water quality. These practices are intended to address specific resource concerns. Individual BMPs are most effective when used together to create a conservation system. A conservation system addresses all of the resource concerns on a particular farm through a combination of different management practices and BMPs that work together. Planning a conservation system ensures that the maximum benefits can be obtained from the individual components, and that the overall management goals are accomplished. Conservation planning services are offered by a variety of private consultants as well as state and federal agencies including the local county conservation district and USDA Natural Resource Conservation Service staff. The following BMPs have been identified as particularly well suited to address the impairments identified in Potter County:

<u>Streambank Protection</u>

Streambank protection provides direct water quality results by reducing the amount of sediment, animal waste and nutrients entering the stream. Protection is implemented by excluding livestock from the stream and establishing buffer zones of vegetation around the stream (see *Riparian Buffers*). The practice can be implemented with or without fencing; however it is much more effective when fencing is installed. This BMP usually requires installation of an alternate watering source for livestock and an animal crossing to allow animals access to pasture on both sides of the stream. According to the *Chesapeake Bay Program Best Management Practices, Agricultural BMPS – Approved for CBP Watershed Model* (DEP, 2007) the pollutant removal efficiency of this practice, with fencing and off-stream watering applied, is 60% (Nitrogen), 60% (Phosphorus), and 75% (Sediment). Without fencing, the efficiency is reduced to 30%, 30%, and 38% for nitrogen, phosphorus, and sediment respectively. This practice is eligible for several funding programs.

<u>Riparian Buffers</u>

Riparian areas, land situated along the bank of a water source, typically occur as natural buffers between uplands and adjacent water bodies. They act as natural filters of nonpoint source pollutants before they reach surface waters. In agricultural areas many riparian buffers have been removed by agricultural activity to increase tillable acreage and provide animal access to water (see *Streambank Protection*). Re-establishing riparian buffers by planting forest buffer or grass buffers adjacent to water bodies provides significant water quality benefits. In addition to the filtering benefits that grass buffers provide, forested buffers provide shade to the stream helping to reduce negative thermal impacts.

Additionally, wetlands and riparian areas also help decrease the need for costly stormwater and flood protection facilities. The efficiency of riparian buffers varies by hydrologic setting. This practice can be implemented with several funding programs such as CREP.

Riparian buffers are part of a larger group of practices referred to as Conservation Buffers. This general practice is any area or strip of land maintained in permanent vegetation to help reduce erosion and filter nonpoint source pollutants. This group also includes contour buffer strips, field borders, filter strips, vegetative barriers, and windbreaks (NRCS, 1999).

Barnyard Runoff Control

Animal concentration areas (ACA) are a principal source of sediment and nutrient pollution on agricultural operations. Barnyard runoff control is used to manage stormwater runoff from animal concentration areas to reduce the sediment and nutrients that reach surface waters. Runoff control can be achieved with a variety of methods, but the principals are the same for all of the methods. These principals are keeping "clean" water away from the barnyard and collecting runoff from the barnyard and filtering it with an appropriate BMP or storing it in a manure storage facility for field application. Clean water is diverted away from ACAs with roof runoff structures, diversions, and drainage structures. When barnyard runoff control is implemented without storage the pollutant removal efficiency is 20% (Nitrogen), 20% (Phosphorus), and 40% (Sediment) (DEP, 2007). When the practice is implemented in conjunction with a manure storage the nitrogen and phosphorus efficiencies are both reduced to 10% and the sediment efficiency remains the same.

Nutrient Management

Nutrient management is planning for, and implementation of, the application of organic and inorganic materials to provide sufficient nutrients for crop production in a manner that limits negative environmental impact of their use (NRCS, 1999). A nutrient management plan accounts for all nutrient sources and details the location, timing, rate, and method of nutrient application to crop fields. Implementing a nutrient management plan provides benefit to the farmer by allocating the available nutrients to where they are needed the most to maintain crop yields while also limiting excess nutrients that would otherwise be susceptible to transport eventually contributing to NPS pollution. Pollutant delivery reductions achieved by implemented nutrient management plans are greatly varied by individual agricultural operations and there is no efficiency directly associated with this practice. Several cost-share programs are available to assist costs associated with plan development and implementation.

Animal Waste Management Systems

Animal waste management systems are used for the proper handling, storage, and application of animal waste generated on livestock operations. Wastes are collected from animal confinement areas, and transferred to an appropriate waste storage facility. The waste storage facility enables the producer to store manure during adverse weather conditions when manure nutrients are most likely to reach surface waters. Manure is then field applied when conditions are most conducive to plant nutrient uptake. Waste storage facilities have a nitrogen and phosphorus efficiency of 75%. This practice is eligible for funding through a few of the cost-share programs.

Cover Crops

Cover crops are planted in the fall after the primary crop has been harvested. The cover crop grows through the fall and provides ground cover for the field throughout the winter months and early spring when the soil is extremely susceptible to erosion. The cover crop also provides nitrogen removal benefits as it utilizes excess nitrogen in the soil. The cover crop can either be harvested as a commodity crop in the spring or it can be killed and left as ground cover prior to spring planting. Cover crops provide excellent soil erosion protection when the fields need it most. The County Conservation District has several cost incentive programs to encourage use of cover crops. The efficiency of cover crops varies based on when the crop is planted and whether or not the crop is harvested. The pollutant removal efficiencies and cost incentive programs are identified in the Appendix.

Conservation Tillage

Conservation tillage is a crop production system that results in minimal disturbance of the surface soil. Maintaining soil cover with crop residue is an important part of conservation tillage. Maintaining ground cover throughout the year has many benefits to crop production, but the most significant water quality benefit is reduction in soil erosion. No-till farming is one form of conservation tillage in which crops are planted directly into ground cover with no disturbance of the surface soil. Minimum tillage farming is another method that involves minor disturbance of the soil, but maintains much of the ground cover on the surface. There is no efficiency associated with this practice. The effects of each tillage system can be calculated by the Revised Universal Soil Loss Equation (RUSLE), which will give an estimation of the annual soil loss for each field.

POTENTIAL FUNDING SOURCES

Potter County has a variety of potential sources for funding projects and individual practices that will help improve water quality. Some of these programs are county-wide and others are targeted specifically at impaired watersheds. This is a review of the major funding programs available for projects addressing water quality impairments, and not an all-inclusive listing. Funding sources available throughout the county include:

Conservation Reserve Enhancement Program (CREP) – This funding program offered by USDA's Farm Service Agency provides financial incentives to protect environmentally sensitive land by removing it from agricultural production and placing it in a conservation easement planted with permanent vegetation. CREP supports installation of conservation buffers, wetlands, and retirement of highly erodible land.

Conservation Security Program (CSP) – The CSP is a program administered by USDA-NRCS that rewards farmers who have already adopted good conservation systems by providing substantial incentives to expand or enhance current conservation efforts.

Environmental Quality Incentive Payment (EQIP) – This is a USDA - NRCS voluntary conservation program that promotes agricultural production and environmental quality as compatible goals. EQIP offers financial and technical help to assist eligible participants install or implement structural and management practices on eligible agricultural land. Most agricultural BMPs are eligible for cost-share payments under this program

Section 319 Funds – This funding source is administered by EPA. Under Section 319 of the Clean Water Act, State, Territories, and Indian Tribes receive grant money which support a wide variety of activities including technical assistance, financial assistance, education, training, technology transfer, demonstration projects, and monitoring to assess the success of specific nonpoint source implementation projects.

Section X – Additional Recommendations and Considerations

The stormwater management standards developed in this Plan are the basis for sound stormwater management throughout the county. However, there are many activities that fall outside the scope of stormwater management regulations that have a significant impact on stormwater runoff and the goals of sound stormwater management planning. Generally, standards for many of these activities are contained within Zoning Regulations and Subdivision and Land Development Ordinances. Some of these activities and their impact on stormwater management are discussed below.

These measures are included here because they are beyond the regulatory scope of this Plan but may provide valuable tools in obtaining the goals discussed in *Section II*. It is suggested that all municipalities consider these additional recommendations, and determine whether adoption of some of these policies could be beneficial to their respective communities. Municipalities with substantial stormwater problem areas could especially benefit from regulation of some, or all, of these activities. A holistic approach that considers all land use policies, and how they impact stormwater runoff, is necessary to maximize the effectiveness of a stormwater management program.

MUNICIPAL ZONING

Municipal zoning is perhaps the single most influential factor on a stormwater management program. This is because the rainfall-runoff response of a given geographical area is directly linked to land use. In this manner, zoning regulations can help achieve the goals of a stormwater program or they can be a hinderance to successful implentation of the program. Only 34% of rural municpalites have enacted zoning ordinances and the majority of these are located in the southeast portion of the Commonwealth (Lembeck et al., 2001). Instituting new zoning regulations, or even changes to existing regulations, can be very difficult. Potential obstacles may include political backlash from a perceived overreach in municipal regulation, increased enforcement costs, and a lack of professional staffing (often related to a lack of financial resources) in the development of regulations.

Despite the difficulties associated with implementing zoning regulation changes, this is a vital element of a successful stormwater management program. This being said, the impacts of zoning regulation reach far beyond stormwater management. Zoning changes should be developed with careful consideration of all of the potential effects of the ordinance changes.

<u>Recommendations for Improved Municipal Zoning</u>

The following zoning tools are recommended by the Center for Watershed Protection that, if possible to implement, may aid in achieving the stated goals of this Plan (Center for Watershed Protection, 1999):

- **Watershed Based Zoning** –Master planning efforts and zoning incorporate recommendations for individual watershed, with watershed specific regulations. Long-term monitoring and evaluation of the effectiveness of the regulations should be part of the program.

- **Overlay Zoning** – With this option, specific criteria can be applied to isolated areas without the limitations of underlying base zoning. Overlay zoning superimposes additional regulatory standards, specifies permitted uses, or applies specific development criteria onto existing zoning provisions. Overlay zones may take up only part of an underlying zone or may encompass several underlying zones. An example of watershed-releated overlay zoning may be "Impervious Overlay Zoning" in areas with documented stormwater problems, which sets a maximum impervious area cap.
- **Performance Zoning** – This technique requires a proposed development to ensure a desired level of performance within a given area. This method has been used to control traffic or noise limits, light requirements, and architectual styles. Watershed-related performance zoning might provide precise limits on storwater quality and quantity. This may be one option to address impaired waters.
- **Large Lot Zoning** – This type of zoning district requires development to occur at very low densities to disperse impervious cover. This helps disperse the stormwater impacts of future development, but may contribute to urban sprawl.
- **Urban Growth Boundaries** – Growth boundaries set dividing lines for areas designated for urban and suburban development and areas appropriate for traditionally rural land uses, such as agriculture and forest preservation. Growth boundaries are typically set for up a specific time period (e.g. 10 to 20 years) and re-evaluated at appropriate intervals.
- **Infill Community Redevelopment** – This strategy encourages use of vacant or under-used land within existing growth centers for urban redevelopment. This practice is one method used to reduce the negative impacts of urban sprawl and minimize additional impervious area by miximizing utilization of existing infrastructure.
- **Transfer of Development Rights** – This allows transfer of development rights from sensitive subwatersheds (where the potential for adverse impacts is relatively high) to other watersheds designated for growth (where the potential for adverse impacts are relatively low).

RIVER CORRIDOR PROTECTION

River corridor protection is a very broad term that encompasses several closely related river (the term river is used loosely here to include all rivers, streams, creeks, etc.) management approaches. River corridors provide an important spatial context for maintaining and restoring the river processes and dynamic equilibrium associated with high quality aquatic habitats (Kline and Dolan, 2008). The river corridor includes the existing channel, the floodplain, and the adjacent riparian zone. The basic concept behind river corridor protection is recognizing the natural functions of rivers and streams and managing them to resolve conflicts between the natural systems and human land use.

Rivers and streams adjust over time through dynamic fluvial processes in response to the varying inputs of water, sediment, and debris. Natural adjustments to these inputs are occuring continually in rivers and streams. These adjustments are generally minor and occur over long time periods. The result of these processes is evidenced in streambank erosion, channel incision, meadering stream channels, and the inevitable conflict between the stream and nearby human infrastructure. The more significant changes, such as channel relocation, usually occur during large flood events. River corridor protection includes the following management strategies to complement a stormwater management program:

FLOODPLAIN MANAGEMENT

There is a direct relationship between stormwater management and floodplain management. Stormwater management policy focuses on future development and reducing the likelihood of increased flooding while floodplain management focuses on preventive and corrective measures to reduce flood damage. Implementation of the Model Stormwater Management Ordinance will reduce the probability of new flooding problems, but will have only minor impacts on existing problems. Examples of these problems are documented in *Section V – Significant Problem Areas and Obstructions*. Many of these problems are due to historic development that has occurred in the floodplain and inadequately sized infrastructure. Floodplains are necessary to convey and attenuate the natural peak flows that occur during major hydrologic events.

As discussed in *Section III*, Potter County incurs a substantial economic loss in major hydrologic events (as much as $70 million in a 10-year storm event). Floodplain management policy serves to minimize the impact of such events by reducing the conflicts between human infrastructure and floodplains. While improved stormwater management will greatly reduce the occurrence of nuisance flooding, floodplains are necessary to attenuate flood waters from events that exceed the intended scope of stormwater policy. The most effective floodplain management policy provides preventive provisions that restrict future development within floodplains and corrective measures that reduce flood damage in existing problem areas.

Recommendations for Floodplain Management

- **Adopt and enforce the Pennsylvania Department of Community and Economic Development (DCED) Model Floodplain Ordinance.** When the FIRMs in Potter County will updated, it will be strongly recommended by DCED that each municipality adopt the DCED model ordinance. This will ensure that the local ordinance addresses the minimum state and federal requirements of the NFIP and provide a consistent basis of floodplain management between all of municipalities in the county.
- **Participate in the Community Rating System.** The CRS gives communities credit for reducing the risk of flood hazards. By implementing many of the same principles that are discussed in this Plan, municipalities can reduce flood insurance rates for residents inside of floodplains by up to 45%.
- **Provide open space preservation in floodplain areas.** Open space preservation may also provide credits to future developments by reducing impervious area and thereby reducing stormwater requirements.
- **Acquire and relocate flood-prone buildings so they are no longer within the floodplain.** Repetitive loss properties (properties for which two or more claims of at least $1000 have been paid by the NFIP within any 10-year period since 1978) constitute a large portion of the NFIP flood insurance claims. Nationally, less than 1% of all properties with flood insurance have accounted for 30% of flood insurance claims between 1978 and 2004 (U.S. General Accounting Office, 2004). Removing these and any other structure that incurs flood risk on an annual basis reduces the overall risk of the NFIP and reduces the community's exposure to flood damage. It is usually more economical to remove properties, particularly in rural areas like Potter County, than to install structural alternatives such as levies, diversion projects, or dams.
- **Implement a drainage system maintenance program.** As noted in *Section V*, there are numerous locations where clogged or poorly maintained facilities result in flooding of areas not normally prone to flooding. Most engineering design calculations for stormwater detention and conveyance facilities, assume full function of a bridge or culvert. Implement a systematic inspection and maintenance program where periodic

inspections are conducted on all channels, conveyance and storage facilities and remove debris and perform maintenance as necessary.

RIVER CORRIDOR PLANNING

River corridor planning is a process for selecting and implementing river corridor management alternatives in which all aspects of the river are considered. The process is accomplished through river specific assessments and planning that is able to characterize the river and identify important features as well as the areas that are susceptible to potential threats to those features. This is a form of land use planning that focuses on the impacts of land use on the river system.

One particularly useful aspect of river corridor planning is to use the assessment information to designate corridors along the rivers where natural river changes are most likely to occur resulting in accelerated erosion or bank failures. These areas are sometimes referred to as "fluvial erosion hazard zones" and are responsible for a large portion of the damage to human infrastructure during flood events (Dolan and Kline, 2008). Once these areas are identified and mapped, land use planning mechanisms are used to protect identified sensitive areas and limit future development within this zone. Keeping infrastructure, such as roads and utilities, out of the high risk areas greatly reduces the cost of protecting and maintaining this infrastructure.

Recommendations for River Corridor Planning

- **Identify areas that could benefit river corridor planning and initiate the planning process.** Identifying areas that could benefit from improved river corridor management can protect river resources and greatly reduce the economic impact caused by major hydrologic events. River corridor planning can be especially beneficial in areas with special value, areas that are likely to receive considerable future development near the river, or areas that currently experience persistent flood damage.
- **Identify and protect fluvial erosion hazard zones.** Flood damage may also occur as a stream channel changes course and meanders. The channel changes may result from either naturally occurring geologic processes or human-induced changes to watershed hydrology or hydraulics. A geomorphic assessment can identify the areas that are most likely to experience channel changes through erosion. These areas can then form the basis for an overlay zoning district or area with specified stream buffers for additional protection. Another option that has been implemented in the state of Vermont, is to integrate Fluvial Erosion Zones into the floodplain mapping process, so that all of the tools of floodplain management are available for the specified areas (Dolan and Kline, 2008).

RIPARIAN ZONE PROTECTION

The riparian zone is the transitional zone between the aquatic zone and adjacent uplands. It generally includes the streambanks, flood plain, and any adjacent wetlands. The riparian zone is often overlapping with the river corridor, but has a slightly different connotation. The term riparian zone does not refer to an explicit width, rather a width that varies along the length of a given stream depending on the geography of the area. Natural riparian zones are typically covered with trees, shrubs, and other types of local vegetation, all of which provide a natural buffer between waterways and human land use as well as providing vital and unique natural habitat.

Riparian zones provide two principal benefits in regards to stormwater management. They offer flood protection by providing temporary storage area, slowing the velocity of flood waters, and provide a small amount of volume reduction through infiltration and permanent retention of water by disconnected low lying areas. The second primary benefit of riparian zones is the water quality functions they offer. The vegetation in the riparian zone provides shade that reduces water temperature, traps and removes pollutants from stormwater, and provides protection from streambank erosion.

Recommendations for Riparian Zone Protection

- **Adopt and enforce the riparian buffer provisions of the Model Stormwater Management Ordinance.** The Model Ordinance includes provisions to require establishment of riparian buffers on all new development that occurs near watercourses. These requirements are in accord with the recently proposed changes to the statewide erosion and sediment pollution control regulations (The Pennsylvania Code, Title 25, Chapter 102). This will provide riparian zone protection by creating buffers between stream segments and all future development.
- **Establish a riparian zoning overlay district.** Identify critical riparian areas in which existing land uses may not be achieving water quality, floodplain management, and stormwater management objectives. Use this inventory of critical riparian zones to create a riparian zoning overlay district that establishes regulations on activities inside the zoning district.
- **Adopt stream specific guidelines where appropriate.** Where numerous problems areas have been identified and a riparian buffer is identified as a potential solution, a municipality may wish to adopt a stream specific set of guidelines that consider the specific fluvial geomorphological processes of that stream. A stream corridor study may be prepared that designates varying widths along a reach of stream. An ordinance that uses a stream corridor study as it basis will establish buffer widths using the best available scientific data. Some buffer ordinances have zones that vary between 75’ and 1000’ depending on the scientific and economic justification (Wenger and Fowler, 2000).
- **Encourage voluntary establishment of riparian buffers.** A regulatory approch will limit future development within the riparian zone, but will have little affect on existing land uses in critical riparian areas. There are numerous existing incentive programs that offer technical and/or financial assistance to encourage land owners to alter existing land uses and establish riparian buffers. These include agricultural land retirement programs such as USDA’s Conservation Reserve Enhancement Program (CREP) program, cost-share programs such as USDA’s Environmental Quality Incentives Program (EQIP), as well as grant and loan programs.

WETLAND PROTECTION

Wetlands play an essential role in stormwater management and water quality protection, as well as providing other valuable ecological and cultural functions. Some of the functions wetlands provide relevant to stormwater include: storm flow modification, erosion reduction, flood control, water quality protection, sediment and nutrient retention, and groundwater replenishment. Wetlands associated with lakes and streams provide temporary storage of floodwater by spreading the water over large flat areas, essentially acting as natural detention basins. This decreases peak flows, reduces flow velocity, and increases the time period for the water to reach the watersheds outlet. Research by R.P. Novitzki found that basins with 30 percent or more areal coverage by lakes and wetlands have flood peaks that are 60 to 80 percent lower than the peaks in basins with no lake or wetland area (Carter, 1997).

Wetlands can also maintain good quality water and improve degraded water. Wetland vegetation also decreases water velocities causing suspended solids to drop out of suspension, thus decreasing the erosive power of the water. Wetlands also trap, precipitate, transform, recycle, and export sediment, as well as nutrients, trace metals, and organic material. Water leaving a wetland can differ noticeably from that entering (Mitsch and Gosselink, 1993).

Recommendations for Wetland Protection

- **Identify and protect special value wetlands.** Due to the diversity of the benefits provided by wetlands, they are protected through various levels of federal and state regulations. These regulations protect wetlands from development, however, they permit minor wetland encroachments for certain activities. Some wetlands provide specific ecological or stormwater related benefits to an area. These wetlands should be identified and further protected through municipal regulations.

LOW-IMPACT DEVELOPMENT SITE DESIGN

The basic principles and concepts of LID were covered in *Section I* along with some of the benefits of implementing LID stormwater management practices. These concepts have been further developed throughout this Plan. This information has primarily discussed LID concepts as they relate to stormwater management. However, there are many non-stormwater LID practices that can have a very positive impact on a stormwater management program.

Development alters the natural landscape with human infrastructure like buildings, roads, sidewalks, parking lots, and other impervious surfaces. As previously discussed, all of these "improvements" alter the natural hydrology of a site and generate increased runoff. LID site design concepts include reducing impervious surface area, minimizing the amount of natural area disturbed during development, decentralizing stormwater management facilities, and generally attempting to minimize the effects of development on natural resources. Stormwater management can be improved by encouraging use of additional LID practices.

LIMIT IMPERVIOUS COVER

Increased impervious area within a watershed is a direct contributor to increased storm flows and decreased water quality. Research in recent years has consistently shown a strong relationship between the percentage of impervious cover in a watershed and the health of the receiving stream (EPA, 2010). Various studies have indicated that as overall watershed imperviousness approaches 10% biological indicators of stream quality begin to show degradation. Limiting impervious cover is one method of reducing the impact of development on the hydrologic cycle.

Recommendations to Limit Impervious Cover

Some alternative development approaches within the LID approach include cluster development, reduction in street widths, reduction in parking space requirements (number and/or sizes), and creating a maximum impervious percentage on individual lots. Some specific elements within the LID framework include the following:

- **Road Widths** – These are usually specified based on the anticipated road use category (e.g., major, minor, collector). Most ordinances assume a standard 12-foot wide travel lane and then add width for shoulders, parking lanes, bicycle lanes, and other considerations. Reducing the travel lane width to 11 feet for minor roads (e.g., roads within a subdivision development) could reduce the impervious cover of those roadways by up to 8 percent.

- **On-Street Parking** – Parking lanes are often specified to be 8 or 10 feet wide. Standardizing the maximum width of these lanes to 8 feet would reduce runoff. Also, limiting parking to one side of a street, particularly in subdivisions, could result in a significant reduction in total runoff. Another option would be to require that the parking lanes be constructed of pervious pavement, grid blocks or another pervious surface.
- **Sidewalks** – In instances where ordinances require sidewalks, consideration should be given to only requiring them on one side of the street in order to reduce impervious cover. Also, sidewalks should be separated from the roadway surface by a "green strip" (e.g., grass or shrubs) to allow runoff from the impervious surface an opportunity to infiltrate before entering the roadway drainage system. In fact, the sidewalks could, in some instances, be laid out so that they do not parallel the roadway, providing even greater opportunity for infiltration.
- **Curb and Gutter Systems With Storm Sewers** – In heavy residential areas, many ordinances require the developer to install curb and gutters along roadways and to use inlets and storm sewers to remove and transport the runoff from the roads. Ordinances should be modified to allow roadside swales that would provide additional infiltration opportunity and some water quality benefit through filtration. This option would have the added benefits of significantly reducing development costs and minimizing future maintenance requirements.
- **Parking Requirements and Parking Stall Dimensions** – Consideration should be given to reducing the number of parking spaces that must be provided on-street or in parking lots for residential, commercial, educational, and industrial developments. Furthermore, stall sizes in parking lots should be set to 8-feet wide by 18-feet long. In addition, consideration could be given to requiring that larger parking lots establish special areas for compact cars with stall sizes reduced to 7-feet wide by 15-feet long. Finally, the ordinances should include requirements for a minimum amount of "green space" in parking lots which should allow runoff from the impervious surfaces to flow over them so that infiltration and water quality filtration would be enhanced.
- **Lot Sizes and Total Impervious Cover** – Most ordinances establish minimum lot sizes for various types of development and the number of "units" permitted on each lot. However, the ordinances do not always limit the amount of impervious cover that can be built on a specific lot, particularly in residential developments. Limits should be established and those limits should be used in determining the "post-development" runoff condition when designing the proposed storm water management systems. In addition, requirements should be established for the minimum amount of "green space" that should be provided in commercial, educational, and industrial developments and these "green spaces" should be designed so that runoff from the impervious surfaces can flow over them to the maximum extent practical.
- **Lot Setbacks** – There are at least two schools of thought regarding lot setbacks as they relate to stormwater management: 1) Minimizing lot setbacks will reduce driveway lengths and, thereby, reduce total impervious cover and 2) Maximizing lot setbacks will allow runoff from impervious surfaces (e.g., roof tops) greater opportunity to infiltrate prior to reaching roadway drainage systems. Either method could be beneficial as long as the method works in coordination with the other Ordinance requirements.

LIMIT DISTURBANCE OR COMPACTION OF TOPSOIL

Topsoil is an absorbant top layer that provides significant stormwater management functions through initial abstraction. During rainfall events, no runoff occurs until the topsoil becomes saturated and the initial holding capacity of the soil is exceeded. The void spaces in undisturbed topsoil can provide significant water storage. The ability for initial abstraction can alter drastically from one soil type to another or because of varied site conditions. However, soil compaction plays a significant role in the ability of a given soil type to hold water. As topsoil is disturbed, or compacted, the holding capacity of the soil is drastically reduced, thus limiting its effectiveness in reducing runoff. Previous studies (Gregory et al., 2006) have shown that compacted pervious area effectively approaches the infiltration behavior of an impervious surface.

Recommendations for Topsoil Management

- **Adopt ordinance language that discourages the common practice of removing all topsoil from development sites during construction.** The area of disturbance during a project should be limited to the minimum area necessary to complete the project. This provides the dual benefit of limiting erosion during construction and improving post construction stormwater management.
- **Adopt ordinance provisions that limit soil compaction where possible.** Areas that are not disturbed should be protected from compaction by construction activities to the maximum extent practicable. These areas should be designated on site plans and demarcated and protected by in-field measures. This is especially important for areas intended for infiltration based stormwater management facilities.

IMPEDIMENTS TO LID IMPLEMENTATION

The LID concept has been around for a long time, but has been slow to catch on in mainstream implementation. In an effort to assess the impediments to LID in Chesapeake Bay portion of Virginia, Lassiter (2007) identified and ranked several impediments to LID implementation. The two most important impediment identified were 1) lack of education about the LID concept and 2) existing development rules that conflict with LID principles.

Other recent studies have found that existing municipal regulations are often a significant impediment to LID implementation (Kerns, 2002). Many existing municipal regulations were developed to provide adequate infrastructure to meet the needs of growing communities. Often times these standards encourage use of unnecessary impervious surfaces such as extra wide streets in small residential areas, parking spaces for "worst-case scenarios" that get used only a few times a year, and dead-end sidewalks. Municipalities are encourage to review their ordinances for regulations that conflict with low-impact development and revise them to encourage the use of LID site design. There are many direct economic, environmental, aesthetic, and social benefits for a municipality adopting LID-friendly Ordinances.

Recommendations to Remove LID Impediments

- **Provide education activities and training workshops to various stakeholder groups.** As decision makers, and the group responsible for setting policy, municipal and county officials should be encouraged to obtain additional education on LID practices. Other stakeholders such as developers, builders, and homeowners should also have educational resources available to increase awareness and encourage implementation of LID practices. Education is the key to successful implementation of LID practices.

- **Promote guidance documents such as this Plan and included references.** There are a variety of publications and internet sites that discuss LID and offer design solutions: Low Impact Development Center (2009), DEP (2006), and Prince George's County (1999). These resources should be made available through municipal offices, websites, or trainings.
- **Alter existing Subdivision and Land Development Ordinances and Zoning Ordinances to allow for successful LID implementation.** Adoption of the Model Stormwater Management Ordinance in this Plan is an important tool in accomplishing the goals of LID. However, it is recommended that municipalities modify and enhance ordinances in order to provide enough flexibility to allow these innovative design methods to be employed by developers in order to advance the goals of this Plan. Potential alterations that may help create flexibility include: 1) creation of overlay zoning, 2) providing amendments to Ordinances to support LID efforts (i.e. reducing impervious cover and limiting topsoil compaction), or 3) creating an expedited waiver process for LID-specific requests.
- **Provide incentives for LID implementation.** Lassiter (2007) identifies tax credits, allowing for higher density developments, mitigation credits, and reduced land development fees for sites with LID developments as potential incentives to encourage developers to use LID.
- **Keep an inventory of LID efforts to help provide County-specific recommendations and successful BMP installation.** While considerable documentation exists on specific BMPs (e.g. National Research Council, 2008; DEP, 2006), very little scientific data exists within this region, and particularly this County. A valuable part of LID, one that is too often neglected, is the component of encouraging debate and expanding the LID knowledge base. Having an agency with a central role in land development permitting such as the Conservation District would be invaluable to developers and design professional in determining what works in Potter County – and what may not.

SUMMARY

Implementation of the standards developed in this Plan are a necessary step towards developing a holistic stormwater management plan, but much more can be done to improve how we manage water resources. There are many opportunities for local governments to improve the way this resource is managed, and protected, and the benefits are vast for those who undertake the challenge. There are a substantial number of technical resources available to guide development of regulations for proactive thinking municipalities.

Section XI – Plan Adoption, Implementation and Update Procedures

PLAN REVIEW AND ADOPTION

The opportunity for local review of the draft Stormwater Management Plan is a prerequisite to county adoption of the Plan. Local review of the Plan is composed of several parts, namely the Plan Advisory Committee review (with focused assistance from others including Legal Advisors and Municipal Engineer's review, Municipal review), and County review. Local review of the draft Plan is initiated with the completion of the Plan by the County and distribution to the aforementioned parties. Presented below is a chronological listing and brief narrative of the required local review steps through County adoptions.

1. Plan Advisory Committee Review - This body has been formed to assist in the development of the Potter County Act 167 Stormwater Management Plan. Municipal members of the Committee have provided input data to the process in the form of storm drainage problem area documentation, storm sewer documentation, proposed solutions to drainage problems, etc. The Committee met on four occasions to review the progress of the Plan. Municipal representatives on the Committee have the responsibility to report on the progress of the Plan to their respective municipalities. Review of the draft Plan by the Plan Advisory Committee will be expedited by the fact that the members are already familiar with the objectives of the Plan, the runoff control strategy employed, and the basic contents of the Plan. The output of the Plan Advisory Committee review will be a revised draft Plan for Municipal and County consideration.

    a. Municipal Engineers Review - This body has been formed to focus on the technical aspects of the Plan and to educate the Municipal Engineers on the ordinance adoption and implementation requirements of the Plan. The group met twice to solicit input as well as to receive comments and direction in the development of the model ordinance. The result of this is a revised draft model ordinance for Municipal and County consideration.

    b. Legal Advisory Review - This body has been formed to focus on the legal aspects of the Plan and to educate the Municipal solicitors on the ordinance adoption and implementation requirements of the Plan. The group met to provide input as well as to receive comments and direction in the development of the model ordinance. The result of this effort is a revised draft model ordinance for Municipal and County consideration.

2. Municipal Review - Act 167 specifies that prior to adoption of the draft Plan by the County, the planning commission and governing body of each municipality in the study area must review the Plan for consistency with other plans and programs affecting the study area. The Draft Potter County - Act 167 - Stormwater Management Ordinance that will implement the Plan through municipal adoption is the primary concern during the municipal review. The output of the municipal review will be a letter directed to the County outlining the municipal suggestions, if any, for revising the draft Plan (or Ordinance) prior to adoption by the County.

3. County Review and Adoption - Upon completion of the review by the Plan Advisory Committee, with assistance from the Municipal Engineer and Legal Advisory focus groups, and each municipality, the draft Plan will be submitted to the County Board of Commissioners for their consideration.

The Potter County review of the draft Plan will include a detailed review by the County Board of Commissioners and an opportunity for public input through the holding of public hearings. Public hearings on the draft Plan must be held with a minimum two-week notice period with copies of the draft Plan available for inspection by the general public. Any modifications to the draft Plan would be made by the County based upon input from the public hearings, comments received from the municipalities in the study area, or their own review. Adoption of the draft Plan by Potter County would be by resolution and require an affirmative vote of the majority of the members of the County Board of Commissioners.

The County will then submit the adopted Plan to DEP for their consideration for approval. The review comments of the municipalities will accompany the submission of the adopted Plan to DEP.

IMPLEMENTATION OF THE PLAN

Upon final approval by DEP, each municipality within the county will become responsible for implementation of the Plan. Plan implementation, as used here, is a general term that encompasses the following activities:

- Adoption of municipal ordinances that enable application of the Plans provisions.
- Review of Drainage Plans for all activities regulated by the Plan and the resulting ordinances.
- Enforcement of the municipal regulations.

Each municipality will need to determine how to best implement the provisions of this Plan within their jurisdiction. Three basic models for Plan implementation are presented in *Table 11.1* below. In some cases it may be advantageous for multiple municipalities to implement the Plan cooperatively, or even on a county-wide basis.

Individual Municipal Model	Each municipality passes, implements, and enforces the SWM ordinance individually.
Multi-Municipal Model	Several municipalities cooperate through a new, or existing, service-sharing agreement (COG, Sewage Association, etc.)
County Service Provider Model	County department, or office, (e.g. County Planning Entity or County Conservation District) provides SWM ordinance implementation and enforcement services to municipalities.

Table 11.1. Models for Municipal Plan Implementation

Regardless of what model is used for implementation, each municipality will need to adopt regulations that enable the chosen implementation strategy. For municipalities that choose the Individual Municipal Model, this means municipal adoption of the Model Ordinance or integration of the Plan's provisions into existing municipal regulations. For the other two models, this will require ordinance provisions that designate the regulatory authority and adoption of an inter-municipal agreement or service-sharing agreement.

It is important that the standards and criteria contained in the Plan are implemented correctly, especially if the municipality chooses to integrate the standards and criteria into existing regulations. In either case, it is recommended that the resulting regulatory framework be reviewed by the local planning commission, the municipal solicitor, the Potter County Planning and/or the Potter County Conservation District for compliance with the provisions of the Plan and consistency among the various related regulations. Additionally, the adopted regulations may be reviewed by PADEP for compliance with this Plan.

PROCEDURE FOR UPDATING THE PLAN

Act 167 specifies that the County must review and, if necessary, revise the adopted and approved study area plan every five years, at a minimum. Any proposed revisions to the Plan would require municipal and public review prior to County adoption consistent with the procedures outlined above. An important aspect of the Plan is a procedure to monitor the implementation of the Plan and initiate review and revisions in a timely manner. The process to be used for the Potter County Act 167 Stormwater Management Plan will be as outlined below.

1. Monitoring of the Plan Implementation – The Potter County Planning Commission will be responsible for monitoring the implementation of the Plan by maintaining a record of all development activities within the study area. Development activities are defined and included in the recommended Municipal Ordinance. Specifically, the Planning Commission will monitor the following data records:

    a. All subdivision and land developments subject to review per the Plan which have been approved within the study area.
    b. All building permits subject to review per the Plan which have been approved within the study area.
    c. All DEP permits issued under Chapter 105 (Dams and Waterway Management) and Chapter 106 (Floodplain Management) including location and design capacity (if applicable).

2. Review of Adequacy of Plan - The Plan Advisory Committee will be convened periodically to review the Stormwater Management Plan and determine if the Plan is adequate for minimizing the runoff impacts of new development. At a minimum, the information to be reviewed by the Committee will be as follows:

    a. Development activity data as monitored by the Planning Commission.
    b. Information regarding additional storm drainage problem areas as provided by the municipal representatives to the Watershed Plan Advisory Committee.
    c. Zoning amendments within the study area.
    d. Information associated with any regional detention alternatives implemented within the study area.
    e. Adequacy of the administrative aspects of regulated activity review.

The Committee will review the above data and make recommendations to the County as to the need for revision to the Potter County Act 167 Stormwater Management Plan. Potter County will review the recommendations of the Plan Advisory Committee and determine if revisions are to be made. A revised Plan would be subject to the same rules of adoption as the original Plan preparation. Should the County determine that no revisions to the Plan are required for a period of five consecutive years, the County will adopt resolutions stating that the Plan has been reviewed and been found satisfactory to meet the requirements of Act 167 and forward the resolution to DEP.

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