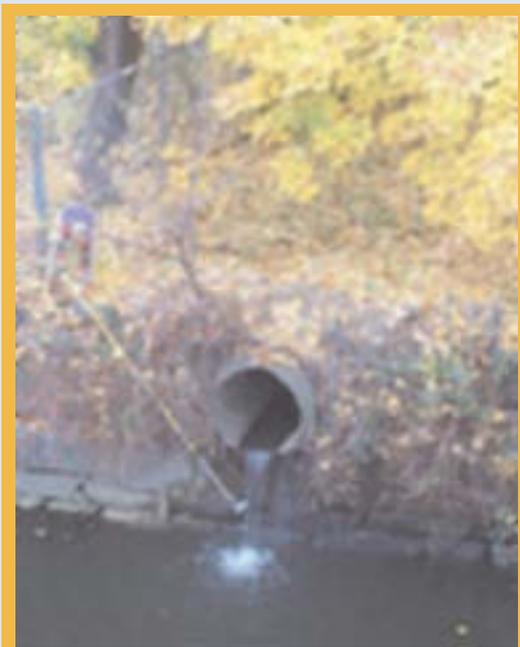


ILLICIT DISCHARGE DETECTION AND ELIMINATION MANUAL

A Handbook for Municipalities



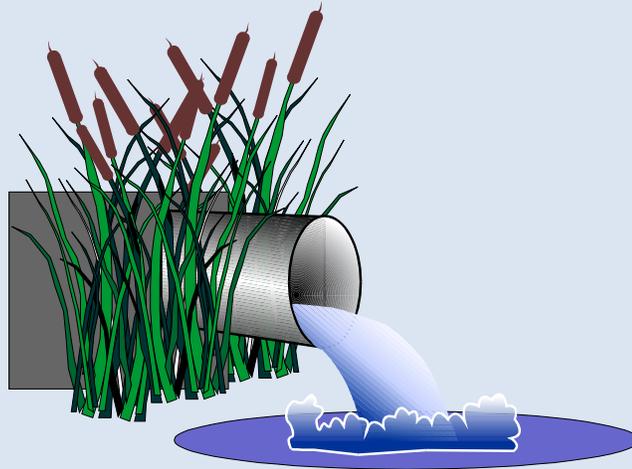
NEW ENGLAND INTERSTATE WATER POLLUTION CONTROL COMMISSION

January 2003

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ILLICIT DISCHARGE DETECTION AND ELIMINATION MANUAL

A Handbook for Municipalities



Prepared by the
NEW ENGLAND INTERSTATE WATER POLLUTION CONTROL COMMISSION
Boott Mills South
100 Foot of John Street
Lowell, Massachusetts 01852

Ronald F. Poltak, *Executive Director*

COMPACT MEMBER STATES

Connecticut
Maine
Massachusetts
New Hampshire
New York
Rhode Island
Vermont

Copies of this document may be downloaded from www.neiwpc.org.

January 2003

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This project was initiated by NEIWPCC's Storm Water Workgroup, which is composed of state and federal environmental agency staff. The group perceived a need for resources to help municipalities in NEIWPCC-member states that are regulated under the U.S. Environmental Protection Agency's (EPA's) Phase II storm water program comply with regulatory requirements. This manual is intended to help municipalities develop illicit discharge detection and elimination programs—one of the six minimum control measures under Phase II.

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Interviews or Other Information

Kathy Baskin, Charles River Watershed Association
Paul Barden, BWSC
Michael Cuneo, Town of Dedham, MA
Andrea Donlon, NHDES
Tim Grover, City of Winooski, VT
Charlie Jewell, BWSC
Natalie Landry, NHDES
Ginny Scarlet, MADEP

Review

Jeff Andrews, NHDES
Andrea Donlon, NHDES
Bryant Firmin, MADEP
Greg Goblick, RIDEM
Tim Grover, City of Winooski, VT
David Ladd, MEDEP
Steve Lipman, MADEP
Thomas Mahin, MADEP
Thelma Murphy, USEPA
Jim Pease, VTDEC
Ginny Scarlet, MADEP
Chris Stone, CTDEP

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ACRONYMS

BMP	Best Management Practice
BWSC	Boston Water and Sewer Commission
GIS	Geographic Information System
GPS	Global Positioning System
IDDE	Illicit Discharge Detection and Elimination
MS4	Municipal Separate Storm Sewer System
NPDES	National Pollutant Discharge Elimination System
NOV	Notice of Violation
SIC	Standard Industrial Classification

EPA	U.S. Environmental Protection Agency
CTDEP	Connecticut Department of Environmental Protection
MEDEP	Maine Department of Environmental Protection
MADEP	Massachusetts Department of Environmental Protection
NHDES	New Hampshire Department of Environmental Services
NYSDEC	New York State Department of Environmental Conservation
RIDEM	Rhode Island Department of Environmental Management
VTDEC	Vermont Department of Environmental Conservation

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INTRODUCTION

Although the quality of the nation’s waters has improved greatly since the passage of the Clean Water Act in 1972, many water bodies are still impaired by pollution. According to the U.S. Environmental Protection Agency’s (EPA’s) 2000 National Water Quality Inventory, 39 percent of assessed river and stream miles, 46 percent of assessed lake acres, and 51 percent of assessed estuarine square miles do not meet water quality standards. The top causes of impairment include siltation, nutrients, bacteria, metals (primarily mercury), and oxygen-depleting substances. Polluted storm water runoff, including runoff from urban/suburban areas and construction sites, is a leading source of this impairment. To address this problem, EPA has put into place a program that regulates certain storm water discharges.

In 1990, EPA promulgated Phase I of its storm water program under the National Pollutant Discharge Elimination System (NPDES) permit provisions of the Clean Water Act. Phase I addressed storm water runoff from “medium” and “large” municipal separate storm sewer systems (MS4s) generally serving populations of 100,000 or greater, construction activity that would disturb five or more acres of land, and 10 categories of industrial activity. To further reduce the adverse effects of storm water runoff, EPA instituted its Storm Water Phase II Final Rule on December 8, 1999.

WHO ADMINISTERS THE PHASE II STORM WATER PROGRAM?

The Phase II storm water program is part of EPA’s NPDES program, which in many states is delegated to state authorities to administer. Connecticut, Maine, New York, Rhode Island, and Vermont are authorized to serve as NPDES permitting authorities. EPA Region 1 serves as the permitting authority for Massachusetts and New Hampshire. EPA is also the permitting authority for all federally recognized Indian Country lands and for federal facilities in Massachusetts, New Hampshire, and Vermont.

WHAT IS REGULATED UNDER PHASE II?

Phase II regulates discharges from small MS4s located in “urbanized areas” (as delineated by the Census Bureau in the most recent census) and from additional small MS4s designated by the permitting authority. Phase II also regulates construction activities that would disturb between one and five acres of land. In addition, the Phase II Final Rule ends the temporary exemption from Phase I requirements for some municipally operated industrial activities¹ and revises the “no exposure” provision for Phase I-regulated industrial activities.

MS4s are typically operated by municipalities, but the Phase II definition of “municipal separate storm sewer systems” includes storm sewer systems owned or operated by other public bodies (e.g., states, counties, Indian tribes, departments of transportation, universities). EPA also notes that an MS4 is not always just a system of underground pipes; it can include roads with drainage systems, gutters, and ditches.

Polluted storm water runoff, including runoff from urban/suburban areas and construction sites, is a leading source of water quality impairment. To address this problem, EPA has put into place a program that regulates certain storm water discharges.

¹ This temporary exemption was provided by the Intermodal Surface Transportation Act (ISTEA) of 1991.

The rules for determining which small MS4s are regulated under Phase II are somewhat complex; MS4 operators should consult the NPDES permitting authority for their state to determine whether their MS4s are regulated. Note also that requirements may be different if a municipality is located only partially within an urbanized area.

WHERE DOES IDDE FIT IN?

EPA's Phase II rule specifies that permitting authorities must issue general permits for "automatically designated" small MS4s by December 9, 2002. The rule requires that operators of these automatically designated small MS4s apply for NPDES permit coverage within 90 days of permit issuance, and no later than March 10, 2003². To obtain this coverage, an MS4 operator must develop, implement, and enforce a storm water management program that is designed to reduce the discharge of pollutants to the maximum extent practicable, protect water quality, and satisfy the applicable water quality requirements of the Clean Water Act. EPA's Storm Water Phase II Final Rule states that this storm water management program must include the following six minimum control measures:

- Public education and outreach on storm water impacts
- Public involvement and participation
- **Illicit discharge detection and elimination (IDDE)**
- Construction site storm water runoff control
- Post-construction storm water management in new development and redevelopment
- Pollution prevention and good housekeeping for municipal operations

As part of their applications for permit coverage, MS4 operators must identify the best management practices they will use to comply with each of the six minimum control measures and the measurable goals they have set for each measure.

ABOUT THIS MANUAL

This manual is intended to help municipalities in the New England states and New York develop illicit discharge detection and elimination (IDDE) programs required by EPA's Phase II storm water program. EPA's Phase II storm water regulations provide guidelines that are used by permitting authorities in writing their permits. This manual provides general information based on EPA's Phase II storm water regulations; it is important to consult the permitting authority in your state (see Chapter 10) to find out about state-specific requirements.

Chapter 1 explains the IDDE requirement of EPA's Phase II regulations. Chapters 2 through 8 describe the required elements of an IDDE program and provide information to help municipalities execute each of these elements. Chapter 9 provides information on best management practices and measurable goals for IDDEs. Chapter 10 lists additional resources and contacts that may be helpful in developing an IDDE program.

EPA's Phase II storm water regulations provide guidelines that are used by permitting authorities in writing their permits. This manual provides general information based on EPA's Phase II storm water regulations; it is important to consult the permitting authority in your state to find out about state-specific requirements.

² There are some exceptions to this deadline; contact the permitting authority in your state for up-to-date official information.

1

GETTING STARTED WITH YOUR IDDE PROGRAM

As you set out to develop your illicit discharge detection and elimination (IDDE) program, you will need to start by making sure that you know the answers to two key questions: (1) What is an illicit discharge? and (2) What are the required elements of an IDDE program? In this chapter we'll review the answers to these questions; we'll provide supporting information and details in subsequent chapters.



WHAT IS AN ILLICIT DISCHARGE?

The term “illicit discharge” is defined in EPA’s Phase II storm water regulations as “any discharge to a municipal separate storm sewer that is not composed entirely of storm water, except discharges pursuant to an NPDES permit and discharges resulting from fire-fighting activities.”

Illicit discharges can be categorized as either direct or indirect.

- Examples of direct illicit discharges:
 - sanitary wastewater piping that is directly connected from a home to the storm sewer
 - materials (e.g., used motor oil) that have been dumped illegally into a storm drain catch basin
 - a shop floor drain that is connected to the storm sewer
 - a cross-connection between the municipal sewer and storm sewer systems
- Examples of indirect illicit discharges:
 - an old and damaged sanitary sewer line that is leaking fluids into a cracked storm sewer line
 - a failing septic system that is leaking into a cracked storm sewer line or causing surface discharge into the storm sewer

Illicit discharge

Any discharge to a municipal separate storm sewer that is not composed entirely of storm water, except discharges pursuant to an NPDES permit and discharges resulting from fire-fighting activities.

WHAT ARE THE ELEMENTS OF AN IDDE PROGRAM?

EPA’s Phase II regulations state that an IDDE program must incorporate the following four elements.

- Develop (if not already completed) a storm sewer system map showing the location of all outfalls, and the names and location of all waters of the United States that receive discharges from those outfalls.

NON-STORM WATER DISCHARGES THAT YOUR IDDE PROGRAM MAY NOT NEED TO ADDRESS

According to EPA's Phase II storm water regulations, an illicit discharge detection and elimination program need only address the following categories of non-storm water discharges if the operator of a small MS4 identifies them as significant contributors of pollutants to the MS4:

- water line flushing
- landscape irrigation
- diverted stream flows
- rising ground waters
- uncontaminated ground water infiltration
- uncontaminated pumped ground water
- discharges from potable water sources
- foundation drains
- air conditioning condensation
- irrigation water
- springs
- water from crawl space pumps
- footing drains
- lawn watering
- individual residential car washing
- flows from riparian habitats and wetlands
- dechlorinated swimming pool discharges
- street wash water

- To the extent allowable under state, tribal, or local law, effectively prohibit through ordinance, or other regulatory mechanism, illicit discharges into the separate storm sewer system and implement appropriate enforcement procedures and actions as needed.
- Develop and implement a plan to detect and address illicit discharges, including illegal dumping, to the system.
- Inform public employees, businesses, and the general public of hazards associated with illegal discharges and improper disposal of waste.

For each of these mandatory elements, EPA suggests a variety of approaches that can help in creating a successful IDDE program. The mandatory elements and the suggested approaches will be discussed further in the next seven chapters.

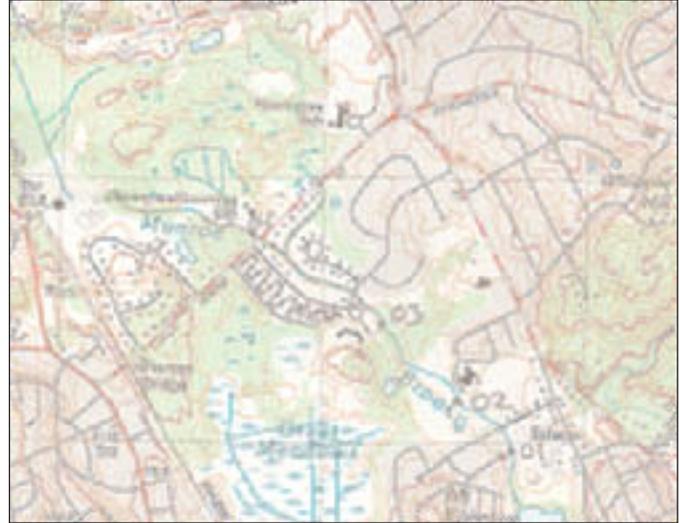
REFERENCES: CHAPTER 1

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- USEPA. 2000. EPA Storm Water Phase II Final Rule Fact Sheet 2.5: *Illicit Discharge Detection and Elimination Minimum Control Measure*. EPA 833-F-00-007. January 2000. <http://cfpub.epa.gov/npdes/stormwater/swfinal.cfm>

2

DEVELOPING A STORM SEWER MAP

The creation of a storm sewer map is the first mandatory element of an IDDE program. Phase II requires that the operator of a regulated MS4 develop a map of the MS4 that shows, at a minimum, the location of all outfalls and the names and locations of all waters of the United States that receive discharges from those outfalls. While many municipalities in the Northeast already have detailed maps of their storm sewer systems, others, typically those in older or more rural areas, have the information scattered in different locations. These municipalities will have the most work to do to comply with this requirement. If you need to develop a map, begin by collecting any existing information on outfall locations (e.g., review city records, drainage maps, storm drain maps, state or federal storm water permit files, state transportation maintenance maps), and then conduct field surveys to verify the locations.



CONDUCTING A FIELD SURVEY

A field survey of outfall locations will often be necessary to create a map or verify and update an existing map. The References section at the end of the chapter provides a Web link for a sample guide for conducting a storm drain mapping survey (MA DFWELE, 2002). Field outfall surveys generally include the following basic steps:

- ▶ Survey receiving waters on foot or by boat to look for all outfalls (i.e., wade small receiving waters or use a boat for larger receiving waters).
- ▶ Note the locations of outfalls on a map. The map scale should be such that outfalls can be located accurately.
- ▶ Assign a code or label to each outfall. Adopt a logical, easy-to-understand system (e.g., distance along the stream).
- ▶ Fill out a survey sheet for each outfall, noting characteristics such as dry weather discharge and deposits or stains.

MAPPING OPTIONS

For municipalities that do not already have a storm sewer map, it is important to determine the type of map (e.g., topographic, hand or computer drafted) that best fits your needs. Because there is no specific mapping standard in the Phase II rule, the goal of a mapping program should be functionality—find a way to map outfalls such that you

The goal of a mapping program should be functionality—find a way to map outfalls such that you (and the permitting authority) can locate any specific outfall to check on discharges.

CAN A DITCH BE AN OUTFALL?

The paragraph below is an excerpt from EPA's Storm Water Phase II Final Rule (USEPA, 1999).

The term "outfall" is defined in 40 CFR 122.26(b)(9) as "a point source at the point where a municipal separate storm sewer discharges to waters of the United States." The term "municipal separate storm sewer" is defined at 40 CFR 122.26(b)(8) as "a conveyance or system of conveyances (including roads with drainage systems, municipal streets, catch basins, curbs, gutters, ditches, man-made channels, or storm drains)." Following the logic of these definitions, a "ditch" may be part of the municipal separate storm sewer, and at the point where the ditch discharges to waters of the United States, it is an outfall. As with any determination about jurisdictional provisions of the CWA, however, final decisions require case-specific evaluations of fact.

(and the permitting authority) can locate any specific outfall to check on discharges. The most basic way to meet the mapping requirement is to use an existing map (e.g., a topographic map) that shows receiving waters. You can then mark outfall locations on the map by hand (using existing information augmented by a field survey). Make sure the names of receiving waters are shown on the map; for receiving waters that don't have names, it is helpful to indicate the nearest named water body downstream. The graphic at the beginning of this chapter shows an example of a marked-up United States Geological Survey map (markings do not represent actual outfalls). The next step up is a more sophisticated paper map (e.g., blueprint-style). Figure 1 presents an example of a simple paper map showing outfalls and other key features of the storm sewer system.



In many municipalities, a paper map may be completely adequate for carrying out an IDDE program. However, if your MS4 has the resources, or if your municipality has a complex storm sewer system, you may want to make use of available computer technology in making your map.

Global Positioning System (GPS) technology can be used to obtain the coordinates (longitude and latitude) for each outfall. A GPS unit, which uses data from the U.S. Department of Defense's constellation of GPS satellites to constantly update position, can be carried with you on your field survey. A particular position can be recorded and later downloaded into a Geographic Information System (GIS) database. Using GIS, the coordinates can be linked with other site-specific information, such as a picture and history of the outfall. GPS units can be purchased or rented.

There are various computerized mapping programs. A GIS program (e.g., ArcGIS) combines a georeferenced database with mapping capability, so that different geographical attributes (e.g., streets, outfalls, land use, monitoring data) can be mapped as

“layers” and displayed either separately or together. AutoCAD®, a design/drafting platform, is another program commonly used for storm sewer mapping.

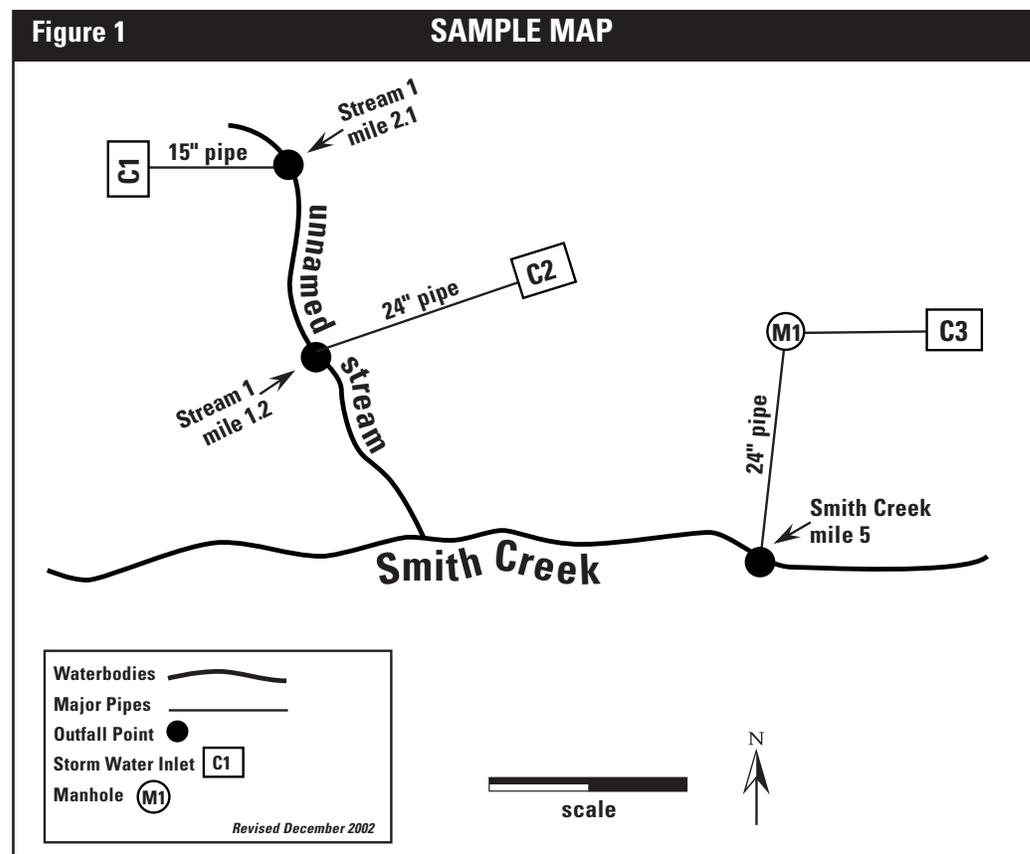
If you plan to map via computer, decide if you want to make the mapping system compatible with other departments within your municipality and/or with other data sources (e.g., state agencies that provide GIS layers). Since storm sewer systems are often constructed in roadways, the use of the GIS road line data layer can be helpful in developing a map. If this layer is available, it is usually very accurate and frequently updated by state or regional agencies. Local or regional planning commissions may be able to provide assistance with GIS technology and map development. Once a particular software system has been chosen, it is helpful to require developers to submit compatible electronic updates for subsequent development to ensure that the map and data remain current after the initial mapping effort is finished.

PRIORITIZING AREAS TO BE MAPPED

You may find that practical considerations will dictate the need to conduct mapping in phases. In this case, it is best to prioritize your mapping agenda. For example, older developed areas are more likely to have illicit discharges than newer areas for various reasons (e.g., many municipalities have imposed inspection requirements on new construction that help to prevent illegal connections). Therefore, if your community has limited resources, you would benefit from mapping the older areas first to ensure that priority areas are mapped.

You may find that practical considerations will dictate the need to conduct mapping in phases. In this case, it is best to prioritize your mapping agenda.

Other considerations in setting mapping priorities include land uses, reports of illicit discharges, and other information specific to each MS4. Although EPA’s Phase II regulations require that only outfalls be mapped, once an illicit discharge is detected at an outfall, it may be necessary to map the portion of the storm sewer system leading to the outfall so that you are able to locate the source of the discharge. If possible, mapping the entire storm sewer system may prove very helpful to your IDDE program.





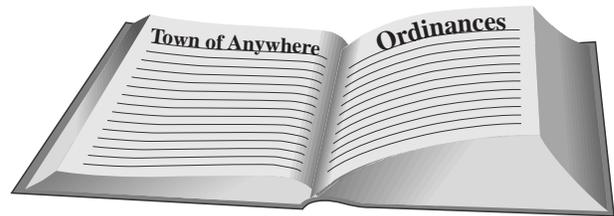
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3

PROHIBITING ILLICIT DISCHARGES

The second mandatory element of a Phase II IDDE program requires that MS4 operators “to the extent allowable under State, Tribal, or local law, effectively prohibit through ordinance, or other regulatory mechanism, illicit discharges into the separate storm sewer system and implement appropriate enforcement procedures and actions as needed.”



ILLICIT DISCHARGE ORDINANCES

As EPA’s guidance specifies, a municipal ordinance created to comply with Phase II regulations must include a *prohibition* of illicit discharges and an *enforcement* mechanism. Note that it is also essential for the municipality to establish legal authority to inspect properties suspected of releasing contaminated discharges into the storm sewer system. Your municipality may already have a sewer use ordinance or similar bylaw that meets Phase II requirements, or that can be amended to meet the requirements. Consult with your town counsel and other municipal authorities to review your town’s existing bylaws and regulations and determine what changes or additions are needed and what the procedure is for making those changes. If you need to make changes, you may want to review the model bylaws and other guidance discussed below.

EPA’s nonpoint source pollution program Web site offers several examples of local ordinances for illicit discharges (USEPA, 2002). Appendix A of this manual presents EPA’s general model ordinance, which synthesizes a number of existing municipal ordinances. In using any of these ordinances as a model, a community should take into account the legal authority granted to it under state law, the Phase II permit requirements in that state, the enforcement methods it deems appropriate, and any other locality-specific considerations.

A workgroup chaired by Massachusetts Department of Environmental Protection (MADEP) staff has been working on developing model bylaws that municipalities in the state can use to help them comply with Phase II regulations. The products of this group’s work (model bylaws and associated guidance) are expected to be available on the MADEP Web site (see Chapter 10) by the time this manual is published. This group found that many of the available model ordinances did not fit well with the structure of Massachusetts government and, therefore, developed models that would work for towns in the state. The group also found that entry onto private property can be a tricky legal issue and should be treated carefully in any new or amended bylaws.

A municipal ordinance created to comply with Phase II regulations must include a prohibition of illicit discharges and an enforcement mechanism.

The Boston Water and Sewer Commission’s (BWSC’s) *Regulations Governing the Use of Sanitary and Combined Sewers and Storm Drains* are available on the Web (<http://www.bwsc.org>; click on “Engineering” then “Regulations”) and may serve as a useful local model. The regulations specify certain conditions under which BWSC

representatives must be granted access to property; denial of access may lead to termination of water service.

Note that illicit discharges to *storm* sewers should be addressed hand-in-hand with the issue of illegal connections of extraneous water to *sanitary* sewers (typically referred to as infiltration/inflow or I/I programs); bylaws or regulations should make clear which discharges belong in which system.

REFERENCES: CHAPTER 3

BWSC. 2002. *Regulations Governing the Use of Sanitary and Combined Sewers and Storm Drains*.
<http://www.bwsc.org>

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USEPA. 2002. *Model Ordinances to Protect Local Resources: Illicit Discharges*.
<http://www.epa.gov/owow/nps/ordinance/discharges.htm>

4

DEVELOPING AND IMPLEMENTING AN IDDE PLAN: LOCATING PRIORITY AREAS

Developing and implementing a plan to detect and address illicit discharges is the third mandatory element of a Phase II IDDE program. EPA recommends that the plan include the following four components: locating priority areas; tracing the source of an illicit discharge; removing the source of an illicit discharge; and program evaluation and assessment. The first component, locating priority areas, is the subject of this chapter. Each of the other three components will be discussed in chapters five, six, and seven respectively.

THE IDDE PLAN

- Locating priority areas
- Tracing the source of an illicit discharge
- Removing the source of an illicit discharge
- Program evaluation and assessment

The process of identifying “priority areas” can be broken down into three steps:

- *Use available information to identify potential hot spots*
- *Conduct dry-weather field screening to look for non-storm water discharges*
- *Conduct water quality tests to see if these non-storm water discharges seem to be illicit discharges*

The following sections focus on each of these approaches.

IDENTIFYING POSSIBLE HOT SPOTS

“Hot spots” are areas that are considered to be likely sources of illicit discharges, based on available information. The following list provides examples of potential hot spots.

Commercial/ industrial areas These areas have been found in some communities’ IDDE programs to (a) have significant numbers of illicit connections and/or (b) have discharges with a high potential to affect water quality (Tuomari, 1999 and Pitt et al., 1993). Specific business sectors can be prioritized (e.g., businesses subject to waste water pretreatment rules, businesses falling under certain Standard Industrial Classification [SIC] codes, or business sectors with a record of enforcement actions).

Older areas of town Older development may predate more stringent construction codes regarding illegal connections and may have deteriorating sewer and/or storm sewer infrastructure that can lead to infiltration problems.



Hot spots

Areas that are considered to be likely sources of illicit discharges, based on available information.

Areas where there have been repeated complaints Areas where illegal dumping or apparently contaminated discharges have been reported are obvious priority targets. Geographic Information System (GIS) mapping can be useful for visualizing complaint locations. These maps can be overlain with other pertinent resource information (e.g., locations of facilities that have had compliance violations, water quality data for receiving waters).

Locations identified from ambient water quality sampling data

The locations of high levels of particular contaminants (e.g., bacteria) can help to target priority outfalls. Good resources for this information are the periodic water quality assessment reports (“305(b) reports”) and lists of impaired waters (“303(d) lists”) that the Clean Water Act requires each state to prepare and submit to EPA. These reports are prepared by each state’s environmental agency and are available to the public, often on the state’s Web site. Also, local watershed groups monitor many water bodies, particularly those in more developed areas. In addition to providing sampling data, these groups can often serve as valuable resources for information about a particular water body and potential problem areas. Other possible sources of water quality data include local Boards of Health (in Massachusetts, they must test at beaches) and water districts or departments.



CONDUCTING DRY-WEATHER OUTFALL/MANHOLE SURVEYS

Once your general geographic priority areas have been determined, dry-weather surveys of outfalls and/or manholes can be undertaken to look for non-storm water flows.

EPA recommends that you make visual observations of outfalls during dry weather. Some operators have found that dry-weather manhole inspections can also be useful. The presence of flow in a storm sewer outfall or manhole during dry weather indicates a likely illicit discharge. (Other explanations for the presence of such flow include infiltrating ground water or the diversion of a surface stream into the storm sewer system.) Because illicit discharges are often intermittent, you should ideally check for discharges multiple times in a given location (particularly in a priority location). Please note that only those with confined-space training should enter a manhole or outfall. The observation and sampling strategies described below can typically be conducted without entering manholes or outfalls.

IMPORTANT NOTE:

Only those with confined-space training should enter a manhole or outfall.

In implementing your dry-weather survey, consider adopting the following strategies.

- Combine this survey with the outfall mapping field survey (see Chapter 2) and/or water quality sampling of the discharges (discussed in the next section of this chapter).
- Enlist a watershed association or other volunteer organization to help with the outfall survey.
- Notify the public that the survey will be taking place (e.g., send notices to property owners in the area). Note that while it is desirable to keep the public informed

about the presence of survey-takers to prevent undue alarm, notification may also tip off an illegal discharger to curtail discharges; use your judgment as to the most appropriate course of action. For example, you might just specify a very general time frame during which the survey will take place.

- ▶ Keep safety considerations at the forefront of survey procedures at all times. Likely hazards should be anticipated and discussed with the individuals carrying out the survey, and individuals should be instructed to use their judgment and err on the side of caution as they conduct the survey. The survey should be conducted in groups of two or more. If manholes are opened for inspection as part of the survey, staff should wear high-visibility safety vests and block off their work area with traffic cones; police presence can be helpful for safety and to allay public concerns that can be created by individuals opening manholes.
- ▶ Determine your criterion for “dry weather.” The working definition of dry weather used for sampling programs can vary depending on location-specific factors. Pitt et al. (1993) suggest that storm-runoff drainage ends in most urban areas no more than 12 hours after a storm event, but many programs (e.g., Boston, NH DES, San Diego) use a longer time period, such as no rain or no more than 1/10 inch of rain in the last 48 or 72 hours.
- ▶ Observe dry-weather flows for odor, color, turbidity, and floatable matter. Observe outfalls for deposits and stains, vegetation, and damage to outfall structures. This information can help identify contaminants present in the discharge and/or the likely nature of the discharge (e.g., sanitary, industrial). Some of the resources listed in Chapter 10 provide examples of data and observation sheets to be filled out for each outfall.
- ▶ Look up some of the resources listed in the references for this chapter for more detailed instructions for conducting dry-weather field surveys (e.g., MA DFWELE, 2002).

CASE STUDY: BOSTON WATER AND SEWER COMMISSION

USING SANDBAGS TO DETECT ILLICIT DISCHARGES

The Boston Water and Sewer Commission has had success using sandbags to help detect illicit discharges. Sandbags are placed in storm drain outlets that empty into manholes and/or water bodies. The sandbags are small enough that they do not block the storm drain outlet. They must be placed in the outlet after 48 hours of dry weather (1/10 inch of rain or less). After the bag is placed in the outlet, another 48 hours of dry weather is needed (total of 96 hours of dry weather). The outlet is then observed, and any water buildup behind the sandbag is sampled. This method is very effective in narrowing down the manhole junctures that contain illicit discharges. Sandbags cost approximately \$60 each and can be reused. The main difficulty in using this method is the need for 96-hour periods of dry weather.

Information from an interview with Paul Barden, Deputy Director of Engineering Services, and Charlie Jewell, Project Director, Boston Water and Sewer Commission, August 15, 2002.

CONDUCTING WATER QUALITY TESTS

When dry-weather flow is observed, visual or odor observations (e.g., observation of pieces of toilet paper, strongly colored or very muddy discharge, or the odor of sewage or chemicals) may provide enough information to determine that the discharge is illicit and to identify the likely source. If not, water quality sampling can be used to determine whether the flow is likely to have resulted from an illicit discharge.

Certain water quality parameters can serve as indicators of the likely presence or absence of a specific type of discharge. Some of these parameters can be measured in the field with probes or test kits; others must be analyzed for in the laboratory. A wide variety of water quality parameters can be measured in an IDDE program, and many references exist that describe these parameters. Some of the more commonly used and useful parameters are summarized in Table 1, which focuses on parameters suggested in Pitt et al. (1993) and the subset of those recommended in EPA's Phase II regulations.



CASE STUDY: WINOOSKI, VERMONT

USE OF OPTICAL BRIGHTENERS

The city of Winooski, Vermont has found that testing for optical brighteners is an efficient, cheap way to determine the presence of a non-storm water discharge in a particular outfall. Optical brighteners are used in laundry detergents and thus serve as a marker for household or commercial laundry discharges. These tests are extremely sensitive to the presence of detergents.

To perform an optical-brightener test, an untreated cotton pad (\$9/100 pads) surrounded by a mesh bag or a suet cage is placed in a storm drain outlet, manhole, or catch basin that has been found to have dry-weather discharge and left for a certain period of time (i.e., 5-7 days). The cotton pad is then brought back to the lab and placed under a UV lamp (approximately \$200) in a dark room. A blue color indicates the presence of detergents, signifying either illegal dumping, a direct illicit connection, a leaking sewer, or leakage from a failed septic system. If the test is positive for detergents, further tests need to be performed to determine the source.

Information from an interview with Tim Grover, Water Pollution Control Facility Superintendent, City of Winooski, August 9, 2002.

TABLE 1 WATER QUALITY TEST PARAMETERS AND USES

Water Quality Test	Use of Water Quality Test	Comments
Conductivity	Used as an indicator of dissolved solids	- Pitt et al. 1993 suggested parameter; EPA Phase II regulations recommended parameter - Typically measured in the field with a probe
Ammonia	High levels can be an indicator of the presence of sanitary wastewater	- Pitt et al. 1993 suggested parameter; EPA Phase II regulations recommended parameter - Used very often and equipment is readily available; Boston, MA uses a field test kit (see case example)
Surfactants	Indicate the presence of detergent (e.g., laundry, car washing)	- Pitt et al. 1993 suggested parameter; EPA Phase II regulations recommended parameter - Boston, MA uses a field test kit (see case example)
pH	Extreme pH values (low or high) may indicate commercial or industrial flows; not useful in determining the presence of sanitary wastewater (which, like uncontaminated baseflows, tends to have a neutral pH, i.e., close to 7)	- Pitt et al. 1993 suggested parameter; EPA Phase II regulations recommended parameter - Typically measured in the field or lab with a probe
Temperature	Sanitary wastewater and industrial cooling water can substantially influence outfall discharge temperatures. This measurement is most useful during cold weather.	- Pitt et al. 1993 suggested parameter - Measured in the field with a thermometer or probe
Hardness	Used to distinguish between natural and treated waters	- Pitt et al. 1993 suggested parameter
Total Chlorine	Used to indicate inflow from potable water sources; not a good indicator of sanitary wastewater because chlorine will not exist in a "free" state in water for long (it will combine with organic compounds)	- Pitt et al. 1993 suggested parameter
Fluoride	Used to indicate potable water sources in areas where water supplies are fluoridated	- Pitt et al. 1993 suggested parameter
Potassium	High levels may indicate the presence of sanitary wastewater	- Pitt et al. 1993 suggested parameter
Optical Brighteners (Fluorescence)	Used to indicate presence of laundry detergents (which often contain fabric whiteners, which cause substantial fluorescence)	-Pitt et al. 1993 suggested parameter -Used by City of Winooski, VT (see case example)
Bacteria (fecal coliform, <i>E. coli</i>, and/or <i>enterococci</i>)	Used to indicate the presence of sanitary wastewater	- Used by NHDES (see case example in chapter 5)

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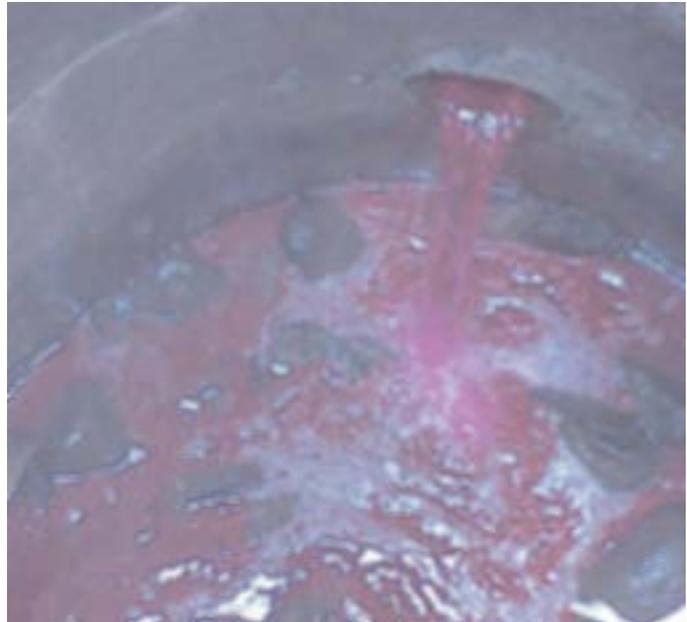
DEVELOPING AND IMPLEMENTING AN IDDE PLAN: TRACING THE SOURCE OF AN ILLICIT DISCHARGE

Developing and implementing a plan to detect and address illicit discharges is the third mandatory element of a Phase II IDDE program. EPA recommends that the plan include the following four components: (1) locating priority areas; (2) tracing the source of an illicit discharge; (3) removing the source of an illicit discharge; and (4) program evaluation and assessment. The second component, tracing the source of an illicit discharge, is the subject of this chapter.

THE IDDE PLAN

- Locating priority areas
- Tracing the source of an illicit discharge
- Removing the source of an illicit discharge
- Program evaluation and assessment

Once storm drain outlets with evidence of illicit discharges have been located, various methods can be used to pinpoint the exact source of the discharge. These techniques, many of which are already used by municipal sewer departments, include manhole observation, video inspection, smoke testing, dye testing, aerial infrared and thermal photography, and tracking illegal dumping.



MANHOLE OBSERVATIONS

A key tracing technique is to follow dry-weather flows upstream along the conveyance system to bracket the location of the source. This can be accomplished by taking the following steps:

- Consult the drainage system map.
- Check the next “upstream” manhole with a junction to see if there is evidence of discharge. You may wish to sample each manhole that has a discharge.
- Repeat these steps until a junction is found with no evidence of discharge; the discharge source is likely to be located between the junction with no evidence of discharge and the next downstream junction.
- Be aware of the surrounding areas and look for water in gutters and streets.

A key tracing technique is to follow dry-weather flows upstream along the conveyance system to bracket the location of the source.

Note that the Boston Water and Sewer Commission has had success working in the opposite direction (i.e., upstream to downstream) (Jewell 2001). Manhole observations can be time-consuming, but they are generally a necessary step before conducting other tests.

VIDEO INSPECTION

Mobile video cameras can be guided remotely through storm sewer lines to observe possible illegal connections into storm sewer systems and record observations on a videocassette or DVD. Public works staff can observe the videos and note any visible illegal connections. This technique is time-consuming and expensive but thorough and usually definitive, and it does not require the intrusion on members of the public that some of the other methods do.

SMOKE TESTING

This technique involves injecting non-toxic smoke into storm sewer lines and then noting the emergence of smoke from sanitary sewer vents in illegally connected buildings or from cracks and leaks in the storm sewer lines. The injection is accomplished by placing a smoke bomb in the storm sewer manhole below ground and forcing air in after it. Smoke-generating machines can also be used. Test personnel should be stationed at points of suspected illegal connections or cracks/leaks, noting any escape of smoke (indicating an illicit connection or damaged storm sewer infrastructure). Prior to performing this test, it is necessary to inform building owners and occupants in the area in advance. It is also advisable to inform the police and fire departments.

For a more thorough smoke-test program, the sanitary sewer lines can also be smoked. For houses that do not emit smoke during either the sanitary sewer or the storm sewer system tests, sewer gas may be venting inside, which is hazardous. Interviews with various IDDE program staff suggest that the smoke-test method is more effective in infiltration/inflow investigations of the sanitary sewer system than in detecting illegal connections to the storm sewer system.

Smoke may cause minor irritation of respiratory passages; residents with respiratory conditions should receive special attention to determine if it is safe for them to be present for the testing. Smoke testing is typically used to survey an area all at once, in contrast to dye testing, which tests one building at a time.

DYE TESTING

This technique involves flushing non-toxic dye into toilets and sinks and observing storm sewer and sanitary sewer manholes and storm sewer outfalls for the presence of the dye. Prior to performing this test, it is necessary to inform building owners and occupants in advance and gain permission for entry. Local public health and state water quality staff should also be notified so that they will be prepared to respond to citizens calling about any dye observed in surface waters.

To perform the test, you need a crew of two or more people (ideally, all with two-way radios). One person is inside the building; the others are stationed at the appropriate storm sewer and sanitary sewer manholes (which



Smoke testing involves injecting non-toxic smoke into storm sewer lines and then noting the emergence of smoke from sanitary sewer vents in illegally connected buildings or from cracks and leaks in the storm sewer lines.



CASE STUDY: NEW HAMPSHIRE DEPARTMENT OF ENVIRONMENTAL SERVICES**LOCATING AND TRACING ILLICIT DISCHARGES IN NEW HAMPSHIRE COASTAL COMMUNITIES**

In 1996, the New Hampshire Department of Environmental Services (NHDES) began a program of investigating and eliminating illicit connections to storm drainage systems in coastal communities to reduce bacterial contamination in coastal waters. The following excerpt from the NHDES report on the first phase of the project describes the process used to detect and trace illicit discharges.

Beginning in the summer of 1996, the coastal shorelines were surveyed by foot or canoe at low tide for potential pollution sources. All pipes, seeps, streams, and swales with flow were sampled for bacteria. In addition, temperature was measured, and observations related to the condition of the pipe (stained or structurally damaged), odor, evidence of untreated wastewater (e.g., toilet paper), turbidity, color, debris, estimated flow, and any other observations were noted. Dry pipes were rechecked on several occasions for intermittent flow. Evidence indicating the presence of wastewater and/or elevated bacteria levels prompted further investigation of these locations.

Upstream catch basins and manholes associated with the outfall pipes that were identified by the screening process were surveyed for evidence of wastewater and sampled for bacteria. Smoke testing (using non-toxic smoke blown into catch basins) was then used to identify buildings connected to the storm drainage system by canvassing the neighborhood for vents emitting smoke. Final confirmation of an illicit connection from the buildings that emitted smoke was accomplished by dye testing indoor plumbing and observing the storm drainage and sewer systems for the presence or absence of the dye.

Feeder streams were surveyed for outfall pipes with dry-weather flow. Other potential bacteriological sources (e.g., pigeon roosting sites on bridges) were bracketed with water quality sampling stations. Where contaminated seeps and swales were suspected, the drainage area was surveyed for potential sources, such as broken sewer mains.

Landry, N. 1999. Elimination of Illicit Connections in Coastal New Hampshire Spurs Cooperation and Controversy: A Final Report to the New Hampshire Estuaries Project. New Hampshire Department of Environmental Services.

should be opened) and/or outfalls. The inside person drops dye into a plumbing fixture (i.e., toilet or sink) and runs a sufficient amount of water to move the dye through the plumbing system. The inside person then radios to the outside crew that the dye has been dropped, and the outside crew watches for the dye in the storm sewer and sanitary sewer, recording the presence or absence of the dye.

The test is relatively quick (about 30 minutes per test), effective (results are usually definitive), and cheap. Dye testing is best used when the likely source of an illicit discharge has been narrowed down to a few specific houses or businesses.

AERIAL INFRARED AND THERMAL PHOTOGRAPHY

Aerial infrared and/or thermal photography can be used to locate illicit discharges from outfalls and failing septic systems using temperature and vegetation as markers. This technique requires knowledge of aerial photo interpretation. Using aerial infrared or thermal photographs, do the following:

- For outfalls
 - Note if discharge has a higher temperature than that of the stream
 - Note if algae growth is concentrated near an outfall
- For potentially failing septic systems
 - Note evidence of increased moisture in surrounding soil
 - Observe vegetation located close to the potentially failing septic system, and note any increase in vegetation compared to the surrounding area
 - Observe any increase in temperature readings at the septic system location

This is still a developing technology and not commonly used for IDDE programs. You may still need further tests to determine specific houses/businesses with illegal connections. This technique has been used primarily for the detection of failing septic systems, which are only considered “illicit discharges” under the Phase II Storm Water program if they discharge into the storm sewer system.

TRACKING ILLEGAL DUMPING

Developing a coordinated system for collecting and tracking reports of illegal dumping can help pinpoint this difficult-to-find source of illicit discharges. Suggestions for tracking illegal dumping include the following:

- Create a hotline that can be used to report any illegal-dumping behavior (i.e., who illegally dumped and where illegal dumping occurred).
- Observe the materials that have been illegally dumped and trace the potential sources of the materials.
- Note where dumping occurs most often, record patterns of time of day and day of the week, and note common responsible parties.

Challenges in addressing illegal dumping include the difficulty of catching dumpers in the act and the significant staff time needed to receive, respond to, and track complaints.

Aerial infrared and/or thermal photography can be used to locate illicit discharges from outfalls and failing septic systems using temperature and vegetation as markers.

Developing a coordinated system for collecting and tracking reports of illegal dumping can help pinpoint this difficult-to-find source of illicit discharges.

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DEVELOPING AND IMPLEMENTING AN IDDE PLAN: REMOVING THE SOURCE OF AN ILLICIT DISCHARGE

Developing and implementing a plan to detect and address illicit discharges is the third mandatory element of a Phase II IDDE program. EPA recommends that the plan include the following four components: (1) locating priority areas; (2) tracing the source of an illicit discharge; (3) removing the source of an illicit discharge; and (4) program evaluation and assessment. The third component, removing the source of an illicit discharge, is the subject of this chapter.

THE IDDE PLAN

- Locating priority areas
- Tracing the source of an illicit discharge
- Removing the source of an illicit discharge
- Program evaluation and assessment

Because there are various sources of illicit discharges to the storm sewer system, there are different kinds of actions municipalities may have to take to remove those sources and prevent future illicit discharges. This section groups those actions into three categories: compliance assistance and enforcement for illegal connections to homes and businesses; proper construction and maintenance of MS4s; and responding to and preventing illegal dumping.



COMPLIANCE ASSISTANCE AND ENFORCEMENT FOR ILLEGAL CONNECTIONS TO HOMES AND BUSINESSES

There is a range of ways in which municipalities may wish to handle the removal of illegal connections between homes or businesses and the storm sewer system. Enforcement measures should be spelled out in the required IDDE ordinance (see Chapter 3), but the MS4 operator will normally be allowed to use judgment about what mix of compliance assistance and enforcement actions is appropriate in a given situation. Typically, a municipality responds to the discovery of an illegal connection in a graduated manner, beginning with efforts to obtain voluntary compliance and escalating to increasingly severe enforcement actions if compliance is not obtained.

Voluntary Compliance

Often, home or business owners are not aware of the existence of illegal connections between their buildings and the storm sewer systems. In these cases, providing the responsible party with information about the connection, its environmental consequences, the applicable regulations, and how to remedy it may be enough to secure vol-

untary compliance. The cost of removing the connection and reconnecting it to the sanitary sewer system can be an obstacle. Recognizing this, some localities (e.g., Boston and coastal New Hampshire) have chosen to provide assistance with these costs, using municipal public works funds or state or federal grants.

Enforcement

EPA's model illicit discharge ordinance (Appendix A) provides an example of the enforcement steps that might be specified in a typical local ordinance. These steps are summarized below.

- The authorized enforcement agency sends the property owner a Notice of Violation (NOV), which may require the violator to take steps such as monitoring, elimination of an illicit connection or discharge, or payment of a fine.
- The person receiving the NOV may appeal it.
- If the person receiving the NOV does not appeal or loses the appeal and fails to correct the violation, the enforcement agency may “take any and all measures necessary to abate the violation and/or restore the property.” The agency then may require reimbursement from the violator for the cost of the abatement, including administrative costs.
- The authorized enforcement agency also has the ability to seek an injunction against the violator “restraining the person from activities which would create further violations or compelling the person to perform abatement or remediation of the violation.”

If the municipality has not yet obtained enforcement authority (e.g., because a local ordinance has not yet been passed), it may be possible for the municipality to seek enforcement action from state or federal authorities. Involvement of state or federal

Typically, a municipality responds to the discovery of an illegal connection in a graduated manner, beginning with efforts to obtain voluntary compliance and escalating to increasingly severe enforcement actions if compliance is not obtained.

CASE STUDY: WAYNE COUNTY, MICHIGAN

ENFORCEMENT PROCEDURE

Wayne County, Michigan, began its illicit discharge detection and elimination program by targeting certain industrial and commercial facilities for site inspections—starting at the other end of the pipe from the outfall survey approach. County personnel visited the facilities, dye tested a representative number of plumbing fixtures, and observed general “housekeeping” practices.

If no violations were found, a thank you letter was sent to the facility acknowledging staff participation and closing the file. If a facility was found to have an illicit connection, a violation letter was sent, giving the facility 30 to 90 days to correct it. If a facility failed to comply with the request, the municipal plumbing inspector or building department became involved. If the municipality was not able to gain compliance, the facility was referred to the Michigan Department of Environmental Quality. When an illicit connection was eliminated, the county provided confirmation. Once a correction was confirmed, a confirmation/thank you letter was sent to facility management, thanking them for their participation and closing the file.

Information from Tuomari, D. 1999. Dos and Don'ts on Implementing a Successful Illicit Connection Program. Technical Report of the Rouge River Demonstration Project. <http://www.rougeriver.com/proddata>

CASE STUDY: ST. LOUIS, MISSOURI**ENFORCEMENT PROCEDURE**

The Metropolitan St. Louis Sewer District has a comprehensive ordinance regulating users who discharge into the sanitary sewer and storm sewer systems. Upon discovery of a violation of this ordinance, the Sewer District notifies the user of the nature of the violation and directs that actions be taken to remedy the non-compliance. Within 30 days of receipt of the notice, the user must submit a plan for correction of the violation to the Sewer District. If a violation is found within the house or business that appears to present an immediate danger to human health or welfare, a verbal notification is given immediately by telephone or visit, directing the user to take immediate action to discontinue or reduce the discharge to safe levels. A written notice is sent within five days of the verbal notification.

The Sewer District has the power to issue the following Administrative Orders: Cease and Desist Order (directing the user to stop the violating action), Compliance Order (directing the user take action to correct violation), Show Cause Order (directing the user to show cause why a proposed enforcement action should not be taken), and Consent Order (establishing an agreement with a user to correct a violation).

If the violator does not take action within the time allotted, the Sewer District has the right to eliminate the illicit discharge at the expense of the violator. Legal actions can be taken against, and penalties imposed on, any violator that does not comply.

Information from Metropolitan St. Louis Sewer District Ordinance No. 8472, on EPA's nonpoint source pollution Web site at <http://www.epa.gov/owow/nps/ordinance/discharges.htm>

authorities may also be necessary if the source of an illicit discharge is located outside of the municipality's boundaries. Examples of enforcement procedures implemented in Wayne County, Michigan, and St. Louis, Missouri, are included in this section.

PROPER CONSTRUCTION AND MAINTENANCE OF MS4s

Some illicit discharge problems may be the responsibility of the MS4 operator. These problems include cross-connections between the sanitary sewer and storm sewer systems and infiltration into damaged or deteriorating storm sewer pipes.

Cross-connections between a municipality's sanitary sewer and storm sewer systems may exist by mistake, because of deterioration over time, or as part of the design in an antiquated system. Complete and accurate maps of the sewer and storm sewer systems can help identify these cross-connections and prevent them during any new construction that takes place.

Contamination can infiltrate into a cracked or leaking MS4 from leaking sanitary sewer pipes, failing septic systems, or contaminated groundwater. To help prevent this, both MS4s and sanitary sewer systems should be inspected periodically and maintained properly to keep them in good repair.



PREVENTING AND RESPONDING TO ILLEGAL DUMPING

It is often difficult to identify and locate the individuals responsible for illegal dumping; therefore, a program to address illegal dumping should focus on prevention, backed up by enforcement to the extent possible.

EPA Region 5 has prepared an *Illegal Dumping Prevention Guidebook* that suggests the following key strategies that can be used to prevent illegal dumping.

- ▶ **Site maintenance and controls** Measures should be taken to clean up areas where illegal dumping has taken place, and controls such as signs or access restrictions should be used, as appropriate, to prevent further dumping.
- ▶ **Community outreach and involvement** Outreach is the linchpin of an illegal-dumping prevention program and can include the following components:
 - Educating businesses, municipal employees, and the general public about the environmental and legal consequences of illegally disposing of waste into the storm sewer system
 - Providing and publicizing ways for citizens to properly dispose of waste
 - Providing opportunities for citizens to get involved in preventing and reporting illegal dumping
- ▶ **Targeted enforcement** This strategy should include a prohibition against illegal dumping via ordinance or another similar measure, backed up by trained law-enforcement personnel and possibly field operations.
- ▶ **Program measurement** Tracking and evaluation methods should be used to measure the impact of illegal-dumping prevention efforts and determine whether goals are being met.

Although the EPA Region 5 guidebook is targeted more to land dumping of solid waste, these strategies can also be applied to illegal dumping into the storm drain system. Some specific methods that municipalities can use to implement these strategies include the following:

- ▶ **Site maintenance and controls**
 - Storm-drain stenciling program
 - Spill-response plans for hazardous-waste spills
- ▶ **Community outreach and involvement**
 - An illegal-dumping reporting hotline
 - Outreach to business sectors that handle hazardous materials and/or have a history of illegal-dumping problems; outreach should include information on Best Management Practices for spill prevention and proper waste disposal



- Printed outreach materials for the public
 - Publicizing of waste-disposal options, such as used oil recycling and household hazardous waste collections
- **Targeted enforcement**
- An illegal-dumping ordinance (or section of IDDE ordinance)
 - Surveillance of known illegal-dumping locations
 - Business facility inspections
 - Training of municipal employees, police officers, and other local entities to be on lookout
- **Program measurement**
- Tracking of incident locations
 - Compilation of statistics (e.g., annual cleanup costs, facility compliance, arrests, convictions, fines, complaints)

REFERENCES: CHAPTER 6

- California Coastal Commission. 2002. *Model Urban Runoff Program: A How-To Guide for Developing Urban Runoff Programs for Small Municipalities*. <http://www.coastal.ca.gov/la/murp.html>
- Center for Watershed Protection. *Pollution Prevention Fact Sheet: Illegal Dumping Control*. http://www.stormwatercenter.net/Pollution_Prevention_Factsheets/IllegalDumpingControl.htm
- Interview with Paul Barden and Charlie Jewell, BWSC, August 15, 2002.
- Interview with Andrea Donlon, NHDES, July 29, 2002.
- North Central Texas Council of Governments. 2002. *Storm Water Management in North Central Texas: Illicit Discharge Detection and Elimination*. http://www.dfwstormwater.com/Storm_Water_BMPs/illicit.html
- San Diego Stormwater Copermittees Jurisdictional Urban Runoff Management Program. 2001. *Illicit Connection/Illicit Discharge (IC/ID) Detection and Elimination Model Program Guidance*. http://www.projectcleanwater.org/html/model_programs.html
- USEPA. 1997. *Guidance Manual for Implementing Municipal Storm Water Management Programs – Volume 1: Planning and Administration* (Draft). Office of Wastewater Management and Office of Research and Development. <http://www.epa.gov/npdes/pubs/owm0233.pdf>
- USEPA. 1999. National Pollutant Discharge Elimination System – Regulations for Revision of the Water Pollution Control Program Addressing Storm Water Discharges; Final Rule. *Federal Register* Vol. 64 No. 235 (December 8, 1999), pp. 68722-68851. <http://www.epa.gov/npdes/regulations/phase2.pdf>
- USEPA. 2002. Storm Water Phase II Menu of BMPs - *Illicit Discharge Detection and Elimination: Illegal Dumping*. http://cfpub.epa.gov/npdes/stormwater/menuofbmps/illi_3.cfm
- USEPA. 2002. *Model Ordinances to Protect Local Resources: Illicit Discharges*. <http://www.epa.gov/owow/nps/ordinance/discharges.htm>

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DEVELOPING AND IMPLEMENTING AN IDDE PLAN: EVALUATION OF THE IDDE PROGRAM

Developing and implementing a plan to detect and address illicit discharges is the third mandatory element of a Phase II IDDE program. EPA recommends that the plan include the following four components: (1) locating priority areas; (2) tracing the source of an illicit discharge; (3) removing the source of an illicit discharge; and (4) program evaluation and assessment. The fourth component, program evaluation and assessment, is the subject of this chapter.

THE IDDE PLAN

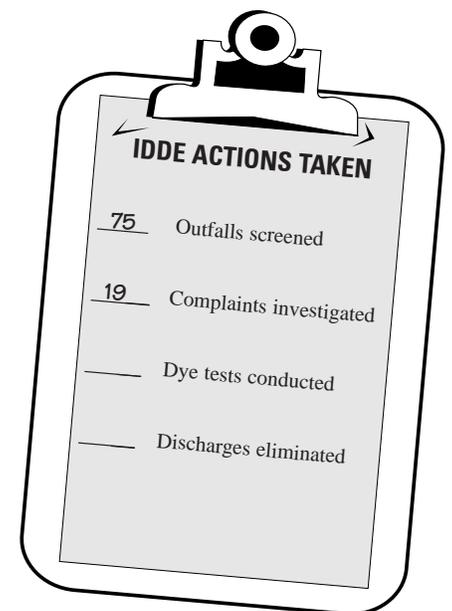
- Locating priority areas
- Tracing the source of an illicit discharge
- Removing the source of an illicit discharge
- Program evaluation and assessment

EPA recommends that the IDDE plan include procedures for program evaluation and assessment. Program evaluation is the time to step back, look at what has been done, determine what worked and what didn't, and make adjustments to planned future actions as appropriate. In this final component of your IDDE plan, you outline how you will go about evaluating your program.

EVALUATION STRATEGY

Evaluation procedures should include documentation of actions taken to locate and eliminate illicit discharges. Such documentation might include numbers of outfalls screened, complaints taken and investigated, feet of storm sewers videotaped, numbers of discharges eliminated, or number of dye or smoke tests conducted. Note that this component of the IDDE plan fits in with the overall Phase II requirements for identifying measurable goals for each Best Management Practice (BMP) and reporting on progress toward achieving those goals. (Chapter 9 discusses BMPs and measurable goals in more detail.) Annual reports are necessary during the first permit term (typically five years), and in years two and four in subsequent terms. (For more information on reporting requirements, see EPA's Fact Sheet 2.9.)

Determining the impact of these actions is more of a challenge, but it is an important part of the overall process because EPA allows for adjustments to the storm water management program over the life of the permit. Assessment of what worked and what didn't provides the information needed to make these adjustments to your IDDE program. EPA's Phase II regulations do not specify exactly how to evaluate your IDDE program, so check whether your permitting authority has made any particular specifications, and brainstorm from there.



Evaluation procedures should include documentation of actions taken to locate and eliminate illicit discharges.

Here are few suggestions for assessing the effectiveness of various IDDE strategies:

- ▶ Evaluate the number of possible illicit discharges that were detected using different detection methods. This can help you determine which detection methods are most effective.
- ▶ Evaluate the number of discharges and/or quantity of discharges eliminated using different possible enforcement and compliance measures.
- ▶ If you have access to monitoring data for receiving waters, evaluate changes in the water quality of receiving waters.
- ▶ Program evaluation might also include procedures for considering efficiency and feasibility. Questions you might want to ask include:
 - How much staff time and expense did it take to achieve a given result?
 - Were practical difficulties encountered with this approach? What were they, and how much of a problem did they present?

The strategies listed above are only suggestions. Because you are allowed a great deal of flexibility in determining what procedures you will use for program evaluation and assessment, you can decide what procedures will be most helpful in providing the information that you will need to move forward with your IDDE program.

REFERENCES: CHAPTER 7

- USEPA. 1999. National Pollutant Discharge Elimination System – Regulations for Revision of the Water Pollution Control Program Addressing Storm Water Discharges; Final Rule. *Federal Register* Vol. 64 No. 235 (December 8, 1999), pp. 68722-68851. <http://www.epa.gov/npdes/regulations/phase2.pdf>
- USEPA. 2000. EPA Storm Water Phase II Final Rule Fact Sheet 2.9: *Permitting and Reporting: The Process and Requirements*. EPA 833-F-011. January 2000. <http://cfpub.epa.gov/npdes/stormwater/swfinal.cfm>
- USEPA New England. 2002. *NPDES General Permit for Storm Water Discharges from Regulated Small Municipal Separate Storm Sewer Systems (MS4s)* (Draft). September 27, 2002. <http://www.epa.gov/region01/npdes/ms4.html>

8

OUTREACH TO EMPLOYEES, BUSINESSES, AND THE GENERAL PUBLIC

The fourth mandatory element of an IDDE program calls for the MS4 operator to “inform public employees, businesses, and the general public of hazards associated with illegal discharges and improper disposal of waste.” As noted in the Introduction, the requirement for public education and outreach on storm water impacts is also one of the six minimum control measures in the storm water management program. Therefore, fulfilling the outreach requirement for IDDE helps the MS4 to comply with this mandatory element; IDDE outreach can be integrated into the broader storm water outreach program.



Some suggestions for conducting IDDE outreach to the different community sectors are presented below. Many examples of storm water outreach materials, including some that are intended to be modified and used by anyone, are available on the Web; some useful Web sites are listed in Chapter 10. Operators of regulated small MS4s may want to work together with other operators in their area in developing outreach materials and campaigns to share ideas and save money.

PUBLIC EMPLOYEES

While it is clear that public works employees should receive specific technical training on the requirements of the IDDE program and the techniques that will be used to carry it out, other municipal departments should also be targeted for training.

A training program for municipal employees on pollution prevention techniques is required under the “Pollution Prevention/Good Housekeeping for Municipal Operations” minimum control measure. Preventing non-storm water discharges into the storm sewer system from municipal operations can be one part of this training.

Many public employees can play an important role as partners in the detection and/or prevention of illicit discharges. For example, highway department staff who maintain catch basins can look for signs of illicit discharges. Municipal building inspectors can help ensure that illegal connections to the storm sewer system do not take place in construction and renovation projects. Police officers, public works employees, and other municipal staff whose jobs keep them outside and mobile can help spot illegal dumpers. Fire and police department personnel who respond to hazardous material spills can help keep these spills out of the storm sewer system and adjacent water bodies.

Many public employees can play an important role as partners in the detection and/or prevention of illicit discharges.

BUSINESSES

Most businesses are willing to comply with environmental requirements and take proactive steps to prevent pollution if they understand the issues and the possible solutions. Here are some steps you can take to reach out to businesses.

- ▶ Create a general brochure and presentation to inform businesses about the IDDE program. This information can be presented and/or made available at Chamber of Commerce meetings and other business forums.
- ▶ Conduct compliance assistance outreach (e.g., visits, group training, and/or printed materials) for specific business types (e.g., auto repair shops, mobile carpet cleaning, restaurants).
- ▶ Provide contractors and developers with information on preventing illegal connections (in coordination with training on construction and post-construction storm water requirements).

Most businesses are willing to comply with environmental requirements and take proactive steps to prevent pollution if they understand the issues and the possible solutions.

GENERAL PUBLIC

There are many ways in which the general public can be made aware of environmental issues and the things they can do to help mitigate or prevent problems. Here are some things you can do to inform and involve the public.

- ▶ Work with citizen groups to conduct storm-drain stenciling (e.g., “Don’t Dump – Drains to River”) and outfall surveys.
 - In conducting these activities, you should:
 - Educate the groups about their activity (either informally or via a video or other presentation)
 - Make sure volunteers understand constraints associated with storm-drain stenciling activities (e.g., heavy traffic use areas, historic districts)
 - Have volunteers sign liability forms, if necessary
 - You may also wish to:
 - Publicize the activities through the media
 - Give volunteers brochures to hand out to the public with who they interact
 - Repeat stenciling periodically (due to paint wear off), unless placards are used—stenciling on curbs lasts longer than on street surfaces
 - See Chapter 10 for information on storm-drain stenciling resources
- ▶ Create a program to promote, publicize, and facilitate public reporting of illicit connections or discharges (e.g., a hotline). Some considerations in running a hotline include:
 - Callers should be able to at least leave a message at any time of day
 - It may be helpful to have the hotline staffed during business hours
 - A system should be created for monitoring the hotline so that staff can follow up quickly on reports of discharges

If made aware of environmental issues, the general public can help mitigate or prevent problems.

- The municipality may wish to offer a small reward for callers that provide information leading to the detection of an illicit discharge source
- Distribute (by mail and by making available at various locations and events) printed outreach materials. A general flyer about illicit discharges might include information on the following:
 - Background information on water pollution
 - A definition of what constitutes an illicit discharge
 - Measures to prevent illicit discharges
 - Information about the municipality’s illicit discharge ordinance
- Create Public Service Announcements for radio and/or television.
- Work with the local access cable station and local newspapers to develop features on illicit discharge prevention.
- Create and publicize a household hazardous waste disposal/recycling program.
- Provide classroom speakers and/or printed information for schools.

REFERENCES: CHAPTER 8

- Chesterfield County (VA). Undated. *Household Guide to Chesterfield County’s Illicit Discharge Ordinance*. <http://www.chesterfield.gov/CommunityDevelopment/Engineering/HouseholdFactSheet.pdf>
- North Central Texas Council of Governments. 2002. *Storm Water Management in North Central Texas: Illicit Discharge Detection and Elimination*. http://www.dfwstormwater.com/Storm_Water_BMPs/illicit.html
- USEPA. 1999. National Pollutant Discharge Elimination System – Regulations for Revision of the Water Pollution Control Program Addressing Storm Water Discharges; Final Rule. *Federal Register* Vol. 64 No. 235 (December 8, 1999), pp. 68722-68851. <http://www.epa.gov/npdes/regulations/phase2.pdf>
- USEPA. 2000. *Storm Water Phase II Compliance Assistance Guide*. EPA 833-R-00-002. Office of Water. <http://www.epa.gov/npdes/pubs/comguide.pdf>
- USEPA. 2000. EPA Storm Water Phase II Final Rule Fact Sheet 2.3: *Public Education and Outreach Minimum Control Measure*. EPA 833-F-00-005. January 2000. <http://cfpub.epa.gov/npdes/stormwater/swfinal.cfm>
- USEPA. 2000. EPA Storm Water Phase II Final Rule Fact Sheet 2.8: *Pollution Prevention/Good Housekeeping Minimum Control Measure*. EPA 833-F-00-010. January 2000. <http://cfpub.epa.gov/npdes/stormwater/swfinal.cfm>
- USEPA. 2002. Storm Water Phase II Menu of BMPs – *Public Education and Outreach on Storm Water Impacts*. http://cfpub.epa.gov/npdes/stormwater/menuofbmps/pub_ed.cfm
- USEPA. 2002. Storm Water Phase II Menu of BMPs – *Public Education and Outreach on Storm Water Impacts: Proper Disposal of Household Hazardous Wastes*. http://cfpub.epa.gov/npdes/stormwater/menuofbmps/edu_5.cfm

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9

BMPS AND MEASURABLE GOALS FOR IDDE

As mentioned in the Introduction, operators of regulated small MS4s generally must submit applications for Phase II storm water general permits by March 10, 2003. As part of their application, they must identify best management practices (BMPs) that they will use to comply with each of the six minimum control measures, and the measurable goals that they will use to demonstrate BMP implementation. Within the first permit term, the operators have to fully implement their storm water management programs.



GETTING STARTED

EPA allows MS4 operators a great deal of flexibility in determining what BMPs are most appropriate for their storm water programs. The agency has developed the following materials to assist operators in identifying appropriate BMPs:

- ▶ *A National Menu of Best Management Practices for Storm Water Phase II*, which includes a toolkit of example BMPs for each of the Phase II minimum control measures (available on the Web)
- ▶ *Measurable Goals Guidance for Small MS4s*
- ▶ *A Storm Water Phase II Compliance Guide*, which offers examples of BMPs and measurable goals for each of the six minimum measures

Others, including states, regional agencies, trade associations, and non-profit organizations have also developed BMP information.

A sample list of IDDE BMPs and measurable goals is presented below. This list draws from BMP and measurable goal recommendations that have been offered by EPA and others. The list has not been officially endorsed by EPA or state agencies; it is intended to serve as a starting point to help municipalities think about the BMPs and measurable goals that are appropriate to their IDDE programs. BMPs are listed in bold, followed by the measurable goals for each BMP. (The BMPs are organized according to the four elements required in an IDDE program.)

EPA allows MS4 operators a great deal of flexibility in determining what BMPs are most appropriate for their storm water programs.

■ STORM SEWER MAP

- ▶ **Create a storm sewer map**
 - Map a certain percentage of outfalls (adding up to 100% by the end of the permit term) or of the area of the town

■ ORDINANCE**➤ Pass an illicit discharge ordinance**

- Draft an IDDE ordinance (or storm water ordinance with IDDE component) or an amendment to existing bylaws
- Pass an ordinance or amendment

■ IDDE PLAN**➤ Prepare an IDDE plan**

- Complete a final plan and obtain the signature of the person overseeing the plan

➤ Conduct dry weather field screening of outfalls

- Screen a certain percentage of outfalls (adding up to 100% by the end of the permit term)

➤ Trace the source of potential illicit discharges

- Trace the source of a certain percentage of continuous flows (adding up to 100% by the end of the permit term)
- Trace the source of a certain percentage of intermittent flows and illegal dumping reports (100% may never be an achievable goal in this case)

➤ Eliminate illicit discharges

- Eliminate a certain number of discharges and/or a certain volume of flow, or a certain percentage of discharges whose source is identified (adding up to 100% by the end of the permit term)

■ OUTREACH**➤ Implement and publicize a household hazardous waste collection program**

- Hold a periodic (e.g., annual) hazardous waste collection day
- Mail flyers about the hazardous waste collection program to all town residences

➤ Create and distribute an informational flyer for homeowners about IDDE

- Mail the flyer to town residences
- Print the flyer as a doorknob hanger and have water-meter readers distribute it

➤ Create and distribute an informational flyer for businesses about IDDE

- Mail the flyer to targeted businesses

➤ Work with community groups to stencil storm drains

- Stencil a certain percentage of drains

► **Create and publicize an illicit discharge reporting hotline**

- Put the hotline in place
- Include an announcement of the hotline in sewer bills
- Follow up on all hotline reports within 48 hours

REFERENCES: CHAPTER 9

North Central Texas Council of Governments. 2002. *Storm Water Management in North Central Texas: Illicit Discharge Detection and Elimination*. http://www.dfwstormwater.com/Storm_Water_BMPs/illicit.html

USEPA. 1999. National Pollutant Discharge Elimination System – Regulations for Revision of the Water Pollution Control Program Addressing Storm Water Discharges; Final Rule. *Federal Register* Vol. 64 No. 235 (December 8, 1999), pp. 68722-68851. <http://www.epa.gov/npdes/regulations/phase2.pdf>

USEPA. 2000. *Storm Water Phase II Compliance Assistance Guide*. EPA 833-R-00-002. Office of Water. <http://www.epa.gov/npdes/pubs/comguide.pdf>

USEPA. 2000. EPA Storm Water Phase II Final Rule Fact Sheet 2.9: *Permitting and Reporting: The Process and Requirements*. EPA 833-F-011. January 2000. <http://cfpub.epa.gov/npdes/stormwater/swfinal.cfm>

USEPA. 2002. *National Menu of Best Management Practices for Storm Water Phase II*. <http://cfpub.epa.gov/npdes/stormwater/menuofbmps/menu.cfm>

USEPA. 2002. *Measurable Goals Guidance for Phase II Small MS4s*. <http://cfpub.epa.gov/npdes/stormwater/measurablegoals/index.cfm>

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WEB SITES AND PUBLICATIONS

Key Information Available on EPA's Storm Water Web Site

Entry Point and General Information

<http://www.epa.gov/npdes>

➔ click on “Storm Water”

➔ click on “Municipal Separate Storm Sewer Systems” or “Phase II”

Storm Water Phase II Final Rule

<http://www.epa.gov/npdes/regulations/phase2.pdf>

IDDE section of the Phase II Final Rule: see section II(H)(3)(b)(iii), pp. 68756-68758.

EPA's Fact Sheet Series

<http://cfpub.epa.gov/npdes/stormwater/swfinal.cfm>

Overview

1.0 *Storm Water Phase II Final Rule: An Overview*

Small MS4 Program

2.0 *Small MS4 Storm Water Program Overview*

2.1 *Who's Covered? Designation and Waivers of Small Regulated MS4s*

2.2 *Urbanized Areas: Definition and Description*

Minimum Control Measures

2.3 *Public Education and Outreach*

2.4 *Public Participation/Involvement*

2.5 *Illicit Discharge Detection and Elimination*

2.6 *Construction Site Runoff Control*

2.7 *Post-Construction Runoff Control*

2.8 *Pollution Prevention/Good Housekeeping*

2.9 *Permitting and Reporting: The Process and Requirements*

2.10 *Federal and State-Operated MS4s: Program Implementation*

Construction Program

3.0 *Construction Program Overview*

3.1 *Construction Rainfall Erosivity Waiver*

Industrial “No Exposure”

4.0 *Conditional No Exposure Exclusion for Industrial Activity*

Documents

Storm Water Phase II Compliance Assistance Guide

<http://www.epa.gov/npdes/pubs/comguide.pdf>

National Menu of BMPs for Storm Water Phase II

<http://cfpub.epa.gov/npdes/stormwater/menuofbmps/menu.cfm>

Measurable Goals Guidance for Phase II Small MS4s
<http://cfpub.epa.gov/npdes/stormwater/measurablegoals/index.cfm>

Storm Water Web Sites

The Rouge River National Wet Weather Demonstration Project

<http://www.rougeriver.com>

(See specific information on IDDE at <http://www.rougeriver.com/techttop/illicit/overview.html> .)

Center for Watershed Protection's Storm Water Manager's Resource Center

<http://www.stormwatercenter.net>

The University of Tennessee's Municipal Technical Advisory Service NPDES Phase II Storm Water Management BMP Toolkit

<http://www.mtas.utk.edu/bmptoolkit.htm>

The Illicit Discharge section provides a number of useful web links and downloadable PDFs.

Organization Web Sites

Water Environment Federation

<http://www.wef.org>

American Public Works Association

<http://www.apwa.net>

Local Government Environmental Assistance Network

<http://www.lgean.org>

Center for Watershed Protection

<http://www.cwp.org>

The Boston Water and Sewer Commission

(the Web site includes the BWSC's regulations, outreach information, and other useful items)

<http://www.bwsc.org>

Storm Water Manuals

California Coastal Commission. 2002. *Model Urban Runoff Program: A How-To Guide for Developing Urban Runoff Programs for Small Municipalities*. <http://www.coastal.ca.gov/la/murp.html>

Colorado Department of Public Health and Environment, Water Quality Control Division. October 2001. *Colorado's Phase II Municipal Guidance: A guide to application requirements and program development for coverage under Colorado's Phase II municipal stormwater discharge permit*.

<http://www.cdph.state.co.us/wq/PermitsUnit/wqcdpmt.html>

IDDE Manuals

San Diego Stormwater Copermittees Jurisdictional Urban Runoff Management Program. 2001. *Illicit Connection/Illicit Discharge (IC/ID) Detection and Elimination Model Program Guidance*.

http://www.projectcleanwater.org/html/model_programs.html

Pitt, R., M. Lalor, R. Field, D.D. Adrian, and D. Barbe. 1993. *Investigation of Inappropriate Pollutant Entries into Storm Drainage Systems: A User's Guide*. USEPA Office of Research and Development. EPA/600/R-92/238. (Available on the Web via EPA's National Environmental Publications Information System, <http://www.epa.gov/clariton>.)

North Central Texas Council of Governments. 2002. *Storm Water Management in North Central Texas: Illicit Discharge Detection and Elimination*. http://www.dfwstormwater.com/Storm_Water_BMPs/illicit.html

Information on Specific Topics

Ordinances

USEPA's *Model Ordinances to Protect Local Resources: Illicit Discharges*. <http://www.epa.gov/owow/nps/ordinance/discharges.htm>

(The same information can be found at <http://www.stormwatercenter.net>.)

Boston Water and Sewer Commission's *Regulations Governing the Use of Sanitary and Combined Sewers and Storm Drains*. <http://www.bwsc.org>

The Massachusetts Citizen Planner Training Collaborative offers "Tips on Drafting Bylaws" for Massachusetts municipalities: http://www.umass.edu/masscptc/Tips_on_Drafting.html

Optical Brighteners

Sargent, D. and W. Castonguay. 1998. *An Optical Brightener Handbook*. Available at: http://www.mvpc.org/services_sec/mass_bays/optical_handbook.htm and <http://www.naturecompass.org/8tb/sampling/>

Dye Testing

Dye supplier used by a reviewer of this manual: NORLAB, Inc., Amherst, OH. 1-800-247-9422; <http://www.norlabdyes.com>

Smoke Testing

Smoke testing equipment supplier used by a reviewer of this manual: Hurco Technologies, Inc., 1-800-888-1436; <http://www.hurcotech.com>

Outfall/Manhole Surveys

Massachusetts Division of Fisheries, Wildlife, and Environmental Law Enforcement. Storm Drain Mapping Project Field Manual (Draft). January 2002. <http://www.state.ma.us/dfwele/River/pdf/rivstormdrainmanual.pdf>

Jewell, C. 2001. A Systematic Methodology for Identification and Remediation of Illegal Connections. Presented at the Water Environment Federation Specialty Conference 2001 *A Collection Systems Odyssey: Combining Wet Weather and O&M Solutions*. (Available for purchase via the WEF Web site, <http://www.wef.org>.)

Outreach

- **Household Hazardous Waste Collection**

Household hazardous waste collection days in New Hampshire can be viewed online at <http://www.des.state.nh.us/hhw/hhwevent.htm>.

Environmental Depot, Burlington VT. http://www.cswd.net/facilities/hazardous_waste.shtml

- **Storm-Drain Stenciling**

Earthwater Stencils, an organization that does storm drain stenciling: <http://www.earthwater-stencils.com/>

The Ocean Conservancy's Storm Drain Sentries program has a goal of having volunteers stencil one million storm drains with educational pollution prevention messages. The Ocean Conservancy supplies volunteers with a fact sheet about nonpoint source pollution, tips on conducting a stenciling project, and stencils for volunteer organizations to use. In return, stenciling project leaders are asked to submit data about the number of storm drains they stenciled, the types of pollutants found near the storm drains, and potential pollutant sources. This information is added to a growing database maintained by the Ocean Conservancy. Contact the Ocean Conservancy's Office of Pollution Prevention and Monitoring at 757-496-0920 or stormdrain@oceanconservancyva.org.

<http://www.oceanconservancy.org/dynamic/getInvolved/events/sentries/sentries.htm>

Resources for storm drain stenciling programs in New Hampshire:

- Coordinated by Julia Peterson of UNH-Cooperative Extension in the coastal watershed <http://ceinfo.unh.edu/Common/Documents/gsc5401.htm>. Also described at <http://www.seagrant.unh.edu/extension.htm>
- Coordinated by the NH Coastal Program (part of the Office of State Planning) <http://www.state.nh.us/coastal/CoastalEducation/marinedebris.htm>
- Description of Manchester's storm drain stenciling on EPA's Web site describing the SEPP <http://www.epa.gov/region1/eco/csoman/sepp.html> (See #1 and #6)

- **Outreach Materials**

EPA is preparing educational materials on different water topics each month as part of the year-long celebration of the 30th anniversary of the Clean Water Act. April 2003 will be Storm Water Month. The public education kit is expected to include:

- General Storm Water Awareness brochure
- Homeowner Guide (car washing, vehicle fluids changing, lawn & garden care, pet waste, septic system management)
- Small Construction Guide poster
- Press release
- Public service announcement for the radio
- Stickers
- Door hanger with illicit discharge message
- PowerPoint presentation

These items will be available for download or order on EPA's Year of Clean Water Web site, <http://www.epa.gov/water/yearofcleanwater/month.html>. Before the materials are available on the Web site, you can contact EPA's contractor, TetraTech, to be on the mailing list for the materials.

Email Kathryn Phillips at ttratech1@earthlink.net or kathryn.phillips@ttratech-ffx.com.

CONTACTS

USEPA-New England is the NPDES permitting authority for Massachusetts and New Hampshire. The other five NEIWPC member states serve as NPDES permitting authorities for the storm water program. Contact information below was taken from the EPA-New England Web site

<http://www.epa.gov/region01/npdes/stormwater/administration.html>, the EPA NPDES Web site <http://www.epa.gov/npdes>, and the New York State Department of Environmental Conservation Web site <http://www.dec.state.ny.us>.

U.S. EPA

EPA Region 1, New England

Regional Storm Water Coordinator

Thelma Murphy 617-918-1615; murphy.thelma@epa.gov

Regional Storm Water Assistance Team

Ann Herrick 617-918-1560; herrick.ann@epa.gov

Shelly Puleo 617-918-1545; puleo.shelly@epa.gov

Olga Vergara 617-918-1519, vergara.olga@epa.gov

Massachusetts Assistance

Dave Gray 617-918-1577; gray.davidj@epa.gov

EPA Region 2

Regional Storm Water Coordinator

Karen O'Brien 212-637-3717; obrien.karen@epa.gov

STATES

Connecticut

Connecticut Department of Environmental Protection

Bureau of Water Management

Permitting, Enforcement, and Remediation Division

<http://www.dep.state.ct.us>

Contact: Chris Stone 860-424-3850; chris.stone@po.state.ct.us

Maine

Maine Department of Environmental Protection

Bureau of Land and Water Quality

<http://www.state.me.us/dep/blwq/stormwtr/index.htm>

Contact: David Ladd 207-287-5404; david.ladd@state.me.us

Massachusetts

Massachusetts Department of Environmental Protection

Division of Watershed Management

<http://www.state.ma.us/dep/brp/stormwtr/stormhom.htm>

Contacts: Ginny Scarlet 508-767-2797; ginny.scarlet@state.ma.us

Linda Domizio 508-849-4005; linda.domizio@state.ma.us

New Hampshire

New Hampshire Department of Environmental Services

Storm Water Fact Sheet: <http://www.des.state.nh.us/factsheets/wwt/web-8.htm>

Storm Water Web Site: <http://www.des.state.nh.us/StormWater>

Contacts: Jeff Andrews 603-271-2984

Public Information and Permitting Office 603-271-2975

New York

New York State Department of Environmental Conservation

Division of Water

<http://www.dec.state.ny.us/website/dow/mainpage.htm>

Contact: Mike Rafferty 518-402-8094; mrraffer@gw.dec.state.ny.us

Rhode Island

Rhode Island Department of Environmental Management

Water Resources – Permitting

<http://www.state.ri.us/dem/programs/benviron/water/permits/ripdes/stwater/index.htm>

Contacts: Margarita Chatterton 401-222-4700 x7605; mchatter@dem.state.ri.us

Greg Goblick 401-222-4700 x7265; ggoblick@dem.state.ri.us

Vermont

Vermont Department of Environmental Conservation

Water Quality Division

<http://www.anr.state.vt.us/dec/waterq/stormwater.htm>

Contact: Peter LaFlamme 802-241-3765; petel@dec.anr.state.vt.us

APPENDIX A

Model Illicit Discharge and Connection Stormwater Ordinance¹

ORDINANCE NO. _____

SECTION 1. PURPOSE/INTENT.

The purpose of this ordinance is to provide for the health, safety, and general welfare of the citizens of (_____) through the regulation of non-storm water discharges to the storm drainage system to the maximum extent practicable as required by federal and state law. This ordinance establishes methods for controlling the introduction of pollutants into the municipal separate storm sewer system (MS4) in order to comply with requirements of the National Pollutant Discharge Elimination System (NPDES) permit process. The objectives of this ordinance are:

- 1) To regulate the contribution of pollutants to the municipal separate storm sewer system (MS4) by stormwater discharges by any user
- (2) To prohibit Illicit Connections and Discharges to the municipal separate storm sewer system
- (3) To establish legal authority to carry out all inspection, surveillance and monitoring procedures necessary to ensure compliance with this ordinance

SECTION 2. DEFINITIONS.

For the purposes of this ordinance, the following shall mean:

Authorized Enforcement Agency: employees or designees of the director of the municipal agency designated to enforce this ordinance.

Best Management Practices (BMPs): schedules of activities, prohibitions of practices, general good house keeping practices, pollution prevention and educational practices, maintenance procedures, and other management practices to prevent or reduce the discharge of pollutants directly or indirectly to stormwater, receiving waters, or stormwater conveyance systems. BMPs also include treatment practices, operating procedures, and practices to control site runoff, spillage or leaks, sludge or water disposal, or drainage from raw materials storage.

Clean Water Act. The federal Water Pollution Control Act (33 U.S.C. § 1251 et seq.), and any subsequent amendments thereto.

Construction Activity. Activities subject to NPDES Construction Permits. Currently these include construction projects resulting in land disturbance of 5 acres or more. Beginning in March 2003, NPDES Storm Water Phase II permits will be required for construction projects resulting in land disturbance of 1 acre or more. Such activities include but are not limited to clearing and grubbing, grading, excavating, and demolition.

Hazardous Materials. Any material, including any substance, waste, or combination thereof, which because of its quantity, concentration, or physical, chemical, or infectious characteristics may cause, or significantly contribute to, a substantial present or potential hazard to human health, safety, property, or the environment when improperly treated, stored, transported, disposed of, or otherwise managed.

Illegal Discharge. Any direct or indirect non-storm water discharge to the storm drain system, except as exempted in Section X of this ordinance.

Illicit Connections. An illicit connection is defined as either of the following:

¹ USEPA. 2002. *Model Ordinances to Protect Local Resources: Illicit Discharges*. <http://www.epa.gov/owow/nps/ordinance/discharges.htm>

Any drain or conveyance, whether on the surface or subsurface, which allows an illegal discharge to enter the storm drain system including but not limited to any conveyances which allow any non-storm water discharge including sewage, process wastewater, and wash water to enter the storm drain system and any connections to the storm drain system from indoor drains and sinks, regardless of whether said drain or connection had been previously allowed, permitted, or approved by an authorized enforcement agency or,

Any drain or conveyance connected from a commercial or industrial land use to the storm drain system which has not been documented in plans, maps, or equivalent records and approved by an authorized enforcement agency.

Industrial Activity. Activities subject to NPDES Industrial Permits as defined in 40 CFR, Section 122.26 (b)(14).

National Pollutant Discharge Elimination System (NPDES) Storm Water Discharge Permit. means a permit issued by EPA (or by a State under authority delegated pursuant to 33 USC § 1342(b)) that authorizes the discharge of pollutants to waters of the United States, whether the permit is applicable on an individual, group, or general area-wide basis.

Non-Storm Water Discharge. Any discharge to the storm drain system that is not composed entirely of storm water.

Person. means any individual, association, organization, partnership, firm, corporation or other entity recognized by law and acting as either the owner or as the owner's agent.

Pollutant. Anything which causes or contributes to pollution. Pollutants may include, but are not limited to: paints, varnishes, and solvents; oil and other automotive fluids; non-hazardous liquid and solid wastes and yard wastes; refuse, rubbish, garbage, litter, or other discarded or abandoned objects, ordinances, and accumulations, so that same may cause or contribute to pollution; floatables; pesticides, herbicides, and fertilizers; hazardous substances and wastes; sewage, fecal coliform and pathogens; dissolved and particulate metals; animal wastes; wastes and residues that result from constructing a building or structure; and noxious or offensive matter of any kind.

Premises. Any building, lot, parcel of land, or portion of land whether improved or unimproved including adjacent sidewalks and parking strips.

Storm Drainage System. Publicly-owned facilities by which storm water is collected and/or conveyed, including but not limited to any roads with drainage systems, municipal streets, gutters, curbs, inlets, piped storm drains, pumping facilities, retention and detention basins, natural and human-made or altered drainage channels, reservoirs, and other drainage structures.

Storm Water. Any surface flow, runoff, and drainage consisting entirely of water from any form of natural precipitation, and resulting from such precipitation.

Stormwater Pollution Prevention Plan. A document which describes the Best Management Practices and activities to be implemented by a person or business to identify sources of pollution or contamination at a site and the actions to eliminate or reduce pollutant discharges to Stormwater, Stormwater Conveyance Systems, and/or Receiving Waters to the Maximum Extent Practicable.

Wastewater means any water or other liquid, other than uncontaminated storm water, discharged from a facility.

SECTION 3. APPLICABILITY.

This ordinance shall apply to all water entering the storm drain system generated on any developed and undeveloped lands unless explicitly exempted by an authorized enforcement agency.

SECTION 4. RESPONSIBILITY FOR ADMINISTRATION.

The _____ [authorized enforcement agency] shall administer, implement, and enforce the provisions of this ordinance. Any powers granted or duties imposed upon the authorized enforcement agency may be delegated in writing by the Director of the authorized enforcement agency to persons or entities acting in the beneficial interest of or in the employ of the agency.

SECTION 5. SEVERABILITY.

The provisions of this ordinance are hereby declared to be severable. If any provision, clause, sentence, or paragraph of this Ordinance or the application thereof to any person, establishment, or circumstances shall be held invalid, such invalidity shall not affect the other provisions or application of this Ordinance.

SECTION 6. ULTIMATE RESPONSIBILITY.

The standards set forth herein and promulgated pursuant to this ordinance are minimum standards; therefore this ordinance does not intend nor imply that compliance by any person will ensure that there will be no contamination, pollution, nor unauthorized discharge of pollutants.

SECTION 7. DISCHARGE PROHIBITIONS.Prohibition of Illegal Discharges.

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

The commencement, conduct or continuance of any illegal discharge to the storm drain system is prohibited except as described as follows:

- (1) The following discharges are exempt from discharge prohibitions established by this ordinance: water line flushing or other potable water sources, landscape irrigation or lawn watering, diverted stream flows, rising ground water, ground water infiltration to storm drains, uncontaminated pumped ground water, foundation or footing drains (not including active groundwater dewatering systems), crawl space pumps, air conditioning condensation, springs, non-commercial washing of vehicles, natural riparian habitat or wetland flows, swimming pools (if dechlorinated - typically less than one PPM chlorine), fire fighting activities, and any other water source not containing Pollutants.
- (2) Discharges specified in writing by the authorized enforcement agency as being necessary to protect public health and safety.
- (3) Dye testing is an allowable discharge, but requires a verbal notification to the authorized enforcement agency prior to the time of the test.
- (4) The prohibition shall not apply to any non-storm water discharge permitted under an NPDES permit, waiver, or waste discharge order issued to the discharger and administered under the authority of the Federal Environmental Protection Agency, provided that the discharger is in full compliance with all requirements of the permit, waiver, or order and other applicable laws and regulations, and provided that written approval has been granted for any discharge to the storm drain system.

Prohibition of Illicit Connections.

- (1) The construction, use, maintenance or continued existence of illicit connections to the storm drain system is prohibited.
- (2) This prohibition expressly includes, without limitation, illicit connections made in the past, regardless of whether the connection was permissible under law or practices applicable or prevailing at the time of connection.
- (3) A person is considered to be in violation of this ordinance if the person connects a line conveying sewage to the MS4, or allows such a connection to continue.

SECTION 8. SUSPENSION OF MS4 ACCESS.Suspension due to Illicit Discharges in Emergency Situations

The _____ [authorized enforcement agency] may, without prior notice, suspend MS4 discharge access to a person when such suspension is necessary to stop an actual or threatened discharge which presents or may present imminent and substantial danger to the environment, or to the health or welfare of persons, or to the MS4 or Waters of the United States. If the violator fails to comply with a suspension order issued in an emergency, the authorized enforcement agency may take such steps as deemed necessary to prevent or minimize damage to the MS4 or Waters of the United States, or to minimize danger to persons.

Suspension due to the Detection of Illicit Discharge

Any person discharging to the MS4 in violation of this ordinance may have their MS4 access terminated if such

termination would abate or reduce an illicit discharge. The authorized enforcement agency will notify a violator of the proposed termination of its MS4 access. The violator may petition the authorized enforcement agency for a reconsideration and hearing.

A person commits an offense if the person reinstates MS4 access to premises terminated pursuant to this Section, without the prior approval of the authorized enforcement agency.

SECTION 9. INDUSTRIAL OR CONSTRUCTION ACTIVITY DISCHARGES.

Any person subject to an industrial or construction activity NPDES storm water discharge permit shall comply with all provisions of such permit. Proof of compliance with said permit may be required in a form acceptable to the _____ [authorized enforcement agency] prior to the allowing of discharges to the MS4.

SECTION 10. MONITORING OF DISCHARGES.

1. Applicability.

This section applies to all facilities that have storm water discharges associated with industrial activity, including construction activity.

2. Access to Facilities.

- (1) The _____ [authorized enforcement agency] shall be permitted to enter and inspect facilities subject to regulation under this ordinance as often as may be necessary to determine compliance with this ordinance. If a discharger has security measures in force which require proper identification and clearance before entry into its premises, the discharger shall make the necessary arrangements to allow access to representatives of the authorized enforcement agency.
- (3) Facility operators shall allow the _____ [authorized enforcement agency] ready access to all parts of the premises for the purposes of inspection, sampling, examination and copying of records that must be kept under the conditions of an NPDES permit to discharge storm water, and the performance of any additional duties as defined by state and federal law.
- (3) The _____ [authorized enforcement agency] shall have the right to set up on any permitted facility such devices as are necessary in the opinion of the authorized enforcement agency to conduct monitoring and/or sampling of the facility's storm water discharge.
- (4) The _____ [authorized enforcement agency] has the right to require the discharger to install monitoring equipment as necessary. The facility's sampling and monitoring equipment shall be maintained at all times in a safe and proper operating condition by the discharger at its own expense. All devices used to measure stormwater flow and quality shall be calibrated to ensure their accuracy.
- (5) Any temporary or permanent obstruction to safe and easy access to the facility to be inspected and/or sampled shall be promptly removed by the operator at the written or oral request of the [authorized enforcement agency] and shall not be replaced. The costs of clearing such access shall be borne by the operator.
- (6) Unreasonable delays in allowing the _____ [authorized enforcement agency] access to a permitted facility is a violation of a storm water discharge permit and of this ordinance. A person who is the operator of a facility with a NPDES permit to discharge storm water associated with industrial activity commits an offense if the person denies the authorized enforcement agency reasonable access to the permitted facility for the purpose of conducting any activity authorized or required by this ordinance.

- (7) If the _____ [authorized enforcement agency] has been refused access to any part of the premises from which stormwater is discharged, and he/she is able to demonstrate probable cause to believe that there may be a violation of this ordinance, or that there is a need to inspect and/or sample as part of a routine inspection and sampling program designed to verify compliance with this ordinance or any order issued hereunder, or to protect the overall public health, safety, and welfare of the community, then the authorized enforcement agency may seek issuance of a search warrant from any court of competent jurisdiction.

SECTION 11. REQUIREMENT TO PREVENT, CONTROL, AND REDUCE STORM WATER POLLUTANTS BY THE USE OF BEST MANAGEMENT PRACTICES.

[Authorized enforcement agency] will adopt requirements identifying Best Management Practices for any activity, operation, or facility which may cause or contribute to pollution or contamination of storm water, the storm drain system, or waters of the U.S. The owner or operator of a commercial or industrial establishment shall provide, at their own expense, reasonable protection from accidental discharge of prohibited materials or other wastes into the municipal storm drain system or watercourses through the use of these structural and non-structural BMPs. Further, any person responsible for a property or premise, which is, or may be, the source of an illicit discharge, may be required to implement, at said person's expense, additional structural and non-structural BMPs to prevent the further discharge of pollutants to the municipal separate storm sewer system. Compliance with all terms and conditions of a valid NPDES permit authorizing the discharge of storm water associated with industrial activity, to the extent practicable, shall be deemed compliance with the provisions of this section. These BMPs shall be part of a stormwater pollution prevention plan (SWPP) as necessary for compliance with requirements of the NPDES permit.

SECTION 12. WATERCOURSE PROTECTION.

Every person owning property through which a watercourse passes, or such person's lessee, shall keep and maintain that part of the watercourse within the property free of trash, debris, excessive vegetation, and other obstacles that would pollute, contaminate, or significantly retard the flow of water through the watercourse. In addition, the owner or lessee shall maintain existing privately owned structures within or adjacent to a watercourse, so that such structures will not become a hazard to the use, function, or physical integrity of the watercourse.

SECTION 13. NOTIFICATION OF SPILLS.

Notwithstanding other requirements of law, as soon as any person responsible for a facility or operation, or responsible for emergency response for a facility or operation has information of any known or suspected release of materials which are resulting or may result in illegal discharges or pollutants discharging into storm water, the storm drain system, or water of the U.S. said person shall take all necessary steps to ensure the discovery, containment, and cleanup of such release. In the event of such a release of hazardous materials said person shall immediately notify emergency response agencies of the occurrence via emergency dispatch services. In the event of a release of non-hazardous materials, said person shall notify the authorized enforcement agency in person or by phone or facsimile no later than the next business day. Notifications in person or by phone shall be confirmed by written notice addressed and mailed to the _____ [authorized enforcement agency] within three business days of the phone notice. If the discharge of prohibited materials emanates from a commercial or industrial establishment, the owner or operator of such establishment shall also retain an on-site written record of the discharge and the actions taken to prevent its recurrence. Such records shall be retained for at least three years.

SECTION 14. ENFORCEMENT.

1. Notice of Violation.

Whenever the _____ [authorized enforcement agency] finds that a

person has violated a prohibition or failed to meet a requirement of this Ordinance, the authorized enforcement agency may order compliance by written notice of violation to the responsible person. Such notice may require without limitation:

- (a) The performance of monitoring, analyses, and reporting;
- (b) The elimination of illicit connections or discharges;
- (c) That violating discharges, practices, or operations shall cease and desist;
- (d) The abatement or remediation of storm water pollution or contamination hazards and the restoration of any affected property; and
- (e) Payment of a fine to cover administrative and remediation costs; and
- (f) The implementation of source control or treatment BMPs.

If abatement of a violation and/or restoration of affected property is required, the notice shall set forth a deadline within which such remediation or restoration must be completed. Said notice shall further advise that, should the violator fail to remediate or restore within the established deadline, the work will be done by a designated governmental agency or a contractor and the expense thereof shall be charged to the violator.

SECTION 15. APPEAL OF NOTICE OF VIOLATION.

Any person receiving a Notice of Violation may appeal the determination of the authorized enforcement agency. The notice of appeal must be received within __ days from the date of the Notice of Violation. Hearing on the appeal before the appropriate authority or his/her designee shall take place within 15 days from the date of receipt of the notice of appeal. The decision of the municipal authority or their designee shall be final.

SECTION 16. ENFORCEMENT MEASURES AFTER APPEAL.

If the violation has not been corrected pursuant to the requirements set forth in the Notice of Violation, or , in the event of an appeal, within __ days of the decision of the municipal authority upholding the decision of the authorized enforcement agency, then representatives of the authorized enforcement agency shall enter upon the subject private property and are authorized to take any and all measures necessary to abate the violation and/or restore the property. It shall be unlawful for any person, owner, agent or person in possession of any premises to refuse to allow the government agency or designated contractor to enter upon the premises for the purposes set forth above.

SECTION 17. COST OF ABATEMENT OF THE VIOLATION.

Within __ days after abatement of the violation, the owner of the property will be notified of the cost of abatement, including administrative costs. The property owner may file a written protest objecting to the amount of the assessment within __ days. If the amount due is not paid within a timely manner as determined by the decision of the municipal authority or by the expiration of the time in which to file an appeal, the charges shall become a special assessment against the property and shall constitute a lien on the property for the amount of the assessment. Any person violating any of the provisions of this article shall become liable to the city by reason of such violation. The liability shall be paid in not more than 12 equal payments. Interest at the rate of __ percent per annum shall be assessed on the balance beginning on the _st day following discovery of the violation.

SECTION 18. INJUNCTIVE RELIEF.

It shall be unlawful for any person to violate any provision or fail to comply with any of the requirements of this Ordinance. If a person has violated or continues to violate the provisions of this ordinance, the authorized enforcement agency may petition for a preliminary or permanent injunction restraining the person from activities which would create further violations or compelling the person to perform abatement or remediation of the violation.

SECTION 19. COMPENSATORY ACTION.

In lieu of enforcement proceedings, penalties, and remedies authorized by this Ordinance, the authorized enforcement agency may impose upon a violator alternative compensatory actions, such as storm drain stenciling, attendance at compliance workshops, creek cleanup, etc.

SECTION 20. VIOLATIONS DEEMED A PUBLIC NUISANCE.

In addition to the enforcement processes and penalties provided, any condition caused or permitted to exist in violation of any of the provisions of this Ordinance is a threat to public health, safety, and welfare, and is declared and deemed a nuisance, and may be summarily abated or restored at the violator's expense, and/or a civil action to abate, enjoin, or otherwise compel the cessation of such nuisance may be taken.

SECTION 21. CRIMINAL PROSECUTION.

Any person that has violated or continues to violate this ordinance shall be liable to criminal prosecution to the fullest extent of the law, and shall be subject to a criminal penalty of _____ dollars per violation per day and/or imprisonment for a period of time not to exceed ____ days.

The authorized enforcement agency may recover all attorney's fees court costs and other expenses associated with enforcement of this ordinance, including sampling and monitoring expenses.

SECTION 22. REMEDIES NOT EXCLUSIVE.

The remedies listed in this ordinance are not exclusive of any other remedies available under any applicable federal, state or local law and it is within the discretion of the authorized enforcement agency to seek cumulative remedies.

SECTION 23. ADOPTION OF ORDINANCE.

This ordinance shall be in full force and effect __ days after its final passage and adoption. All prior ordinances and parts of ordinances in conflict with this ordinance are hereby repealed.

PASSED AND ADOPTED this ____ day of _____, 19__, by the following vote: