WISCONSIN DEPARTMENT OF NATURAL RESOURCES
NOTICE OF FINAL GUIDANCE & CERTIFICATION

Pursuant to ch. 227, Wis. Stats., the Wisconsin Department of Natural Resources has finalized and hereby certifies the following guidance document.

DOCUMENT ID

WT-19-0026-C EGAD: 3800-2010-03

DOCUMENT TITLE

Developed Urban Areas Performance Standard and the 20% and 40% TSS Reduction

PROGRAM/BUREAU

Storm Water Program/Watershed Management Bureau

STATUTORY AUTHORITY OR LEGAL CITATION

Section NR 151.13 and Chapter 216, Wisconsin Administrative Code

DATE SENT TO LEGISLATIVE REFERENCE BUREAU (FOR PUBLIC COMMENTS)

09/02/2019

DATE FINALIZED

10/07/2019

DNR CERTIFICATION

I have reviewed this guidance document or proposed guidance document and I certify that it complies with sections 227.10 and 227.11 of the Wisconsin Statutes. I further certify that the guidance document or proposed guidance document contains no standard, requirement, or threshold that is not explicitly required or explicitly permitted by a statute or a rule that has been lawfully promulgated. I further certify that the guidance document or proposed guidance document contains no standard, requirement, or threshold that is more restrictive than a standard, requirement, or threshold contained in the Wisconsin Statutes.

Signature

09/30/2019

Date

CORRESPONDENCE/MEMORANDUM

State of Wisconsin

DATE: November 24, 2010

TO: Regional Water Leaders, Basin Leader & Experts
Stormwater Permit Staff (via Email)

FROM: Russ Rasmussen, Director
Bureau of Watershed Management

SUBJECT: Developed Urban Areas and the 20% and 40% TSS Reductions
Sections NR 151.13(2) and NR 216.07(6), Wis. Adm. Code

This document is intended solely as guidance, and does not contain any mandatory requirements except where requirements found in statute or administrative rule are referenced. This guidance does not establish or affect legal rights or obligations, and is not finally determinative of any of the issues addressed. This guidance does not create any rights enforceable by any party in litigation with the State of Wisconsin or the Department of Natural Resources. Any regulatory decisions made by the Department of Natural Resources in any matter addressed by this guidance will be made by applying the governing statutes and administrative rules to the relevant facts. ***This document supersedes the guidance memo dated June 6, 2005, subsequent errata dated 8/15/05 and April, 2009 and the guidance memo dated May 14, 2010.***

Issue

Under s. NR 151.13 (2), Wis. Adm. Code, a municipality subject to the municipal stormwater permit requirements of subch. I of ch. NR 216, Wis. Adm. Code, must, to the maximum extent practicable, implement a 20% and a 40% reduction in total suspended solids in runoff that enters waters of the state as compared to no controls, by March 10, 2008 and March 10, 2013, respectively. Staff who work with affected municipalities need guidance on what areas under the municipalities' jurisdictions will be included in this requirement. They also need to know what is meant by "no controls" and "with controls", and what methods are acceptable for making these calculations.

Discussion

Chapter NR 216, Wis. Adm. Code, is the implementation code for the developed urban area performance standard. Applicability for permit coverage purposes is dictated by s. NR 216.02, Wis. Adm. Code. Under this provision, owners or operators of the following municipal separate storm sewer systems (MS4s) are required to obtain coverage under a WPDES municipal stormwater permit:

- MS4s serving populations of 100,000 or more.
- Previously notified owners or operators of municipal separate storm sewer systems.
- MS4s within urbanized areas as identified by EPA.
- MS4s serving populations over 10,000 unless exempted by DNR.

"MS4" is defined under s. NR 216.002 (17), Wis. Adm. Code, as a conveyance or system of conveyances, including roads with drainage systems, municipal streets, catch basins, curbs, gutters, ditches, constructed channels or storm drains, which meets all the following criteria:

- Owned or operated by a municipality.
- Designed or used for collecting or conveying stormwater.
- Not a combined sewer conveying both sanitary and stormwater.

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- Not part of a publicly owned wastewater treatment works that provides secondary or more stringent treatment.

"Waters of the state" is defined under s. 283.01 (20), Stats., and it includes surface water, wetlands and groundwater. Waters of the state may overlap with the definition of MS4. For this purpose, if a waterway meets the definition of an MS4, it will be regulated as an MS4. The significant language in that definition is whether or not the municipality owns or operates the drainage way (i.e., maintains, has easement access for work, dredges, etc.). For example, when a "stream" is designed or used for collecting or conveying stormwater such as flowing through a municipally owned or operated culvert or bridge restriction, that "stream" is part of the MS4.

Under s. NR 216.07 (6)(a), Wis. Adm. Code, a municipality must develop a stormwater management program to achieve compliance with the developed urban area performance standard (s. NR 151.13 (2), Wis. Adm. Code). Developed areas are generally those that were not subject to the post-construction performance standards (s. NR 151.12 or NR 151.24, Wis. Adm. Code). The total suspended solids control requirements of s. NR 151.13 (2)(b)1.b. and 2., Wis. Adm. Code, may be achieved on an individual municipal basis. Control does not have to apply uniformly across the municipality. The control may also be applied on a watershed or regional basis by involving several municipalities. However, note that the Department is proposing to revise s. NR 151.12, Wis. Adm. Code, to limit the geographic extent of the watershed or regional area that municipalities may collectively meet the developed urban area standard.

A municipality is required under s. NR 216.07 (6)(b), Wis. Adm. Code, to provide an assessment of the actions taken to comply with the performance standards. This assessment may take the form of an annual progress report. The initial assessment must include a pollutant-loading analysis using a model such as SLAMM, P8 or equivalent methodology that is approved by the department. At a minimum, a pollutant-loading analysis must be conducted for total suspended solids and phosphorus. A model would not be run again after the initial assessment unless significant management changes occurred that should be accounted for, or the progress report indicates a re-run is necessary.

DNR Guidance

To comply with the code, the developed urban area must be modeled under a "no control" condition and a "with controls" condition. The 20% and 40% TSS reductions are assessed against the "no control" condition for the entire area served by the MS4 as defined below. They are not applied uniformly across the municipality, nor are they applied drainage area by drainage area within the municipal boundary. In most cases however, a calculation drainage basin by drainage basin will be used to determine the total loading and the achieved reductions.

Areas Required to be Included in the Calculations

A municipality must include the following areas when calculating compliance with the developed urban area standard (s. NR 151.13, Wis. Adm. Code):

1. Any developed area that was not subject to the post-construction performance standards of s. NR 151.12 or 151.24, Wis. Adm. Code, for new development only, that drains to the MS4 owned or operated by the municipality. The baseline developed urban area does not change due to future redevelopment of existing urban areas.
2. Any area covered by an NOI submitted prior to October 1, 2004 where development is still underway. The pollutant load shall be based on full build out. If it is known that the future development of some parcels may require compliance with s. NR 151.12 or NR 151.24, Wis. Adm. Code, then these areas may be excluded from the calculation.
3. Any undeveloped (in-fill) areas under 5 acres. These areas must be modeled as fully developed, with a land use similar to the properties around them.
4. For municipalities with large areas of agricultural lands separating areas of development, only the developed areas within the urbanized area as defined by the U.S. Census Bureau.

5. Non-manufacturing areas of industrial facilities such as customer or employee parking lots. (The manufacturing, outside storage and vehicle maintenance areas of these industrial facilities are covered under subch. II of ch. NR 216, Wis. Adm. Code, industrial permit.)
6. Any industry that has certified a condition of "no exposure" in accordance with s. NR 216.21(3), Wis. Adm. Code.
7. Any connecting highways as identified and listed in the Official Highway State Truck Highway System Maps at: http://www.dot.wisconsin.gov/localgov/highways/connecting.htm

Areas Prohibited from Inclusion in the Calculations

Areas and loadings that shall not be included:

1. Lands zoned for agricultural use and operating as such.
2. Pollutant loadings from an upstream MS4 (independent of whether it is regulated under a ch. NR 216, Wis. Adm. Code, permit) unless the municipality has an agreement to share the pollutant control credit with the upstream municipality.
3. Undeveloped land parcels over 5 acres within the municipality. These areas will be subject to the new development post-construction performance standards of s. NR 151.12 or 151.24, Wis. Adm. Code, when developed.
4. Any internally drained area with natural infiltration. (This does not include engineered or constructed infiltration areas.) However, a separate guidance memo dated April 6, 2009 (Subject: Developed Urban Areas and the 20% and 40% Reductions - Internally Drained Areas) provides conditions under which an internally drained area may be included in the calculation.
5. Any active or inactive mining site unless it has been reclaimed into another land use. The pollutant load associated with a mining site is not included in the calculation. However, runoff which drains into a mining site would be eligible for treatment credit in accordance with the April 6, 2009 guidance memo.
6. Areas subject to the new development performance standards of s. NR 151.12, Wis. Adm. Code.

Optional Areas to Include in the Calculations

Areas a municipality may, but is not required to, include in the developed urban area load calculation:

1. Property that drains to *waters of the state* without passing through the permittee's MS4.
2. Any area that discharges to an adjacent municipality's MS4 (Municipality B) without passing through the jurisdictional municipality's MS4 (Municipality A). Municipality B that receives the discharge into their MS4 may choose to be responsible for this area from Municipality A. If Municipality B has a stormwater treatment practice that serves a portion of A as well as a portion of B, then the practice must be modeled as receiving loads from both areas, independent of who carries the responsibility for the area. However, if runoff from an area within Municipality A's jurisdiction drains into Municipality B's MS4 but then drains back into Municipality A's MS4 farther downgradient, then Municipality B does not have the option of including the load from Municipality A in their analysis and the load from that area is Municipality A's responsibility.
3. Industrial facilities subject to a permit under subch. II of ch. NR 216, Wis. Adm. Code, except the pollutant load associated with an active or inactive mining site. This exclusion covers the facilities that are required to have permit coverage. Contact the regional stormwater specialist or central office to get a list of permitted facilities within a municipality.
    - The industrial NR 216 permit covers areas with industrial materials and activities, specifically areas with manufacturing, vehicle maintenance, storage of materials, etc.

A municipality may include any of the areas identified above in their developed urban area as part of their load calculation provided the areas are not prohibited from inclusion in the calculation. If they choose to include an area, it must be included in both the "no controls" and "with controls" condition. Inclusion of areas they choose to be responsible for will allow them to take credit for any of those areas that may have controls in place. For example, if an industrial park would have been excluded because all the industries in the industrial park have an NR 216 industrial permit, but the municipality chooses to keep this area in their "no controls" area, then any best management practices existing or built to serve the industrial park can be included in the "with controls" scenario.

Model Inputs

Model Version:
To model the TSS load in the area served by the MS4, the municipality must select a model such as SLAMM, P8 or an equivalent method deemed acceptable by the Department. For the analysis to show compliance with the 40% developed urban area performance standard, SLAMM version 9.2 or P8 version 3.4 or a subsequent version of these models may be used. As part of the reporting process, the municipality must identify which model version is being used. The analysis must use the same version for both the "no controls" scenario and the "with controls" scenario unless it is verified that the "no controls" pollutant discharge load does not change between the model versions. If there is a change in the no controls pollutant discharge load then the new pollutant discharge load corresponding with the version of the model selected for the analysis needs to be utilized. An entire city-wide municipal "no controls" scenario does not need to be remodeled, only those areas being updated with the new version of the model.

"No control"
In SLAMM, the "no controls" condition generally will be based on the standard land use files for different land uses. This assumes certain default parameter files, an assumed level of disconnection and an assumed distribution of road smoothness. The "no controls" condition for each land use is based on this assumed percent of disconnected imperviousness. All land uses as modeled must be equal to the connected imperviousness values in the standard land use files unless site specific data is available. However under the "with controls" condition, land use that has a greater level of disconnection than the values in the standard land use files may take credit for volume and pollutant reduction. In P8, the help menu provides standard land use values that can be used for the percent directly connected versus indirectly connected impervious surfaces.

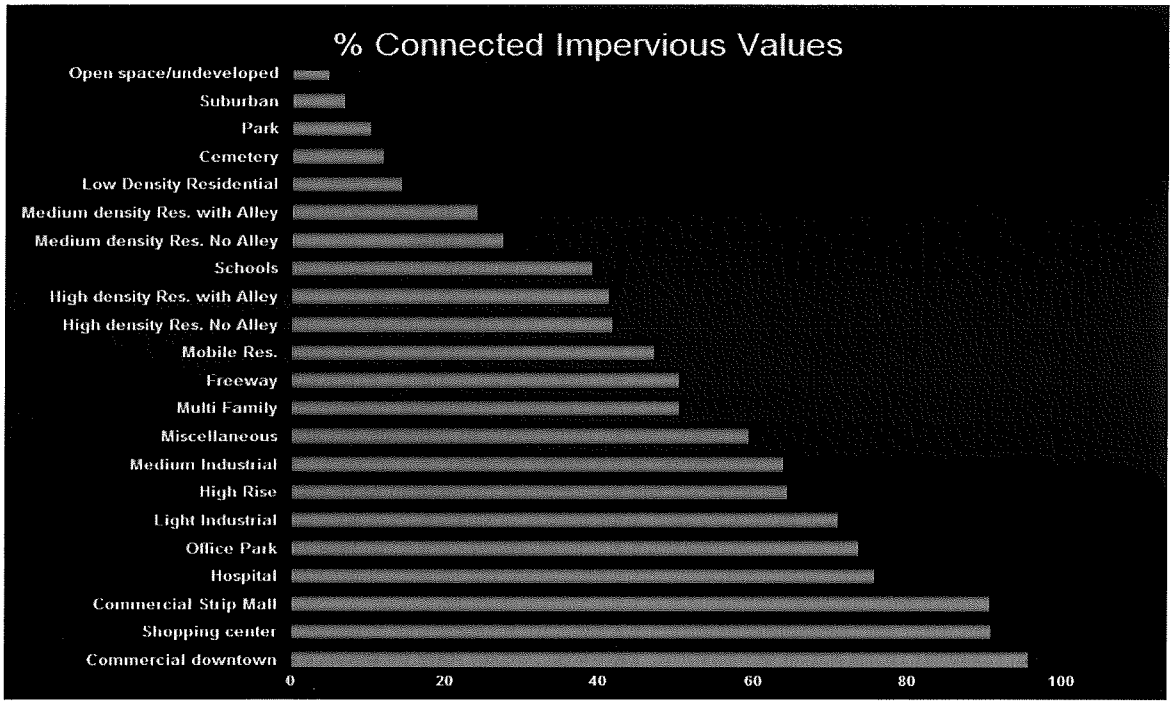
All roads within the urbanized area that are part of a county or town's MS4 are the responsibility of the county or town. To generate a load under "no controls", model the road based on the nearest urban land use, even if agricultural land use is on one or both sides of the road. Select the urban land use that will most likely typify the traffic that will be on that road (for example commercial or residential) and include that area in the corresponding standard land use file.

For the drainage system, the default will be curb and gutter (even if the drainage system is currently swale drainage), in fair condition. For "no controls" there will be no recognition of street sweeping, catch basin cleaning, swale drainage, or the existence of any engineered best management practices. These practices and facilities will be accounted for under the "with controls" condition.

A municipality is not required to use the standard land use files if it has surveyed the land uses in its developed urban area and has "real" source area data on which to base the input files. The percent connected imperviousness must be verified in the field. Disconnection may be assumed for residential rooftops where runoff has a flow path of 20 feet or greater over a pervious area in good condition. Disconnection for impervious surfaces other than residential rooftops may be assumed provided all of the following are met:

- The source area flow length does not exceed 75 feet,
- The pervious area is covered with a self-sustaining vegetation in "good" condition and at a slope not exceeding 8%,
- The pervious area flow length is at least as long as the contributing impervious area and there can be no additional runoff flowing into the pervious area other than that from the source area.
- The pervious area must receive runoff in a sheet flow manner across an impervious area with a pervious width at least as wide as the contributing impervious source area.

The table below shows the overall percent connected imperviousness that is associated with SLAMM standard land use files. The overall percent disconnection shown in this table is not input into SLAMM as the percent disconnection, rather the individual road, roof top, sidewalk, etc. areas have their own individual connectedness included in the standard land use files.



"With controls"

The "with controls" condition is applied to the developed urban area with the inclusion of the practices and facilities (existing and proposed). Modeling is a means to confirm a practice's efficiency for the conditions found in Wisconsin. If the model cannot predict efficiencies for certain practices that the municipality identifies as water quality practices, then a literature review must be conducted to estimate the reduction value. Proprietary stormwater practices that utilize settling as their means of solids reduction should be modeled in accordance with DNR Technical Standard 1006 (Method for Predicting the Efficiency of Proprietary Storm Water Sedimentation Devices).

When designing treatment practices, runoff draining to the practice from off-site must be taken into account in determining the treatment efficiency of the practice. Any impact on the efficiency must be compensated for by increasing the size of the practice accordingly.

Practices on private property that drain to an MS4 can be included in the "with controls" scenario for a municipality, provided the municipality enters into an agreement or equivalent enforceable mechanism with the stormwater treatment facility owner that will ensure the practice is properly maintained. An operation and maintenance plan, including a maintenance schedule, must be developed for the stormwater treatment facility in accordance with relevant DNR technical standards. The agreement or equivalent mechanism between the municipality and the private owner should include the following:

- A description of the stormwater treatment facility including dimensions and location.
- Identify the owner of the property on which the stormwater treatment facility is located.
- Identify who is responsible for implementing the operation and maintenance plan.
- Outline a means of terminating the agreement that includes notifying DNR.

The efficiency of the practice on private property must be modeled using the best information the municipality can obtain on the design of the practice. For example, permanent pool area is not sufficient information to know the pollutant reduction efficiency of a wet detention basin even if it matches the area requirements identified in Technical Standard 1001 Wet Detention Basin for an 80% reduction. Information on the depth of the wet pool and the outlet design are critical features that determine whether a detention pond is providing 80% TSS reduction.

Further clarifications

- If a portion of a municipality's MS4 drains to a stormwater treatment facility in an adjacent municipality, the municipality generating the load will not receive any treatment credit due to the downstream municipality's treatment facility unless there is an inter-municipal agreement where the downstream

municipality agrees to allow the upstream municipality to take credit for such treatment. DNR anticipates that such an agreement would have the upstream municipality assist with the construction and/or maintenance of the treatment facility. This contract must be in writing with signatures from both municipalities specifying how the treatment credit will be shared.

- The model results will be the basis for determining compliance with the permit for "no controls" and "with controls" TSS load.
- For reporting purposes, the pollutant load must be summarized as the cumulative total for the developed urban area served by the MS4. Additionally pollutant loads for grouped drainage areas as modeled shall also be reported. Drainage areas may be grouped at the discretion of the modeler for such reasons as to emphasize higher priority areas, balance model development with targeting or for cost-effectiveness.
- No credit should be taken for sweeping of non-curbed streets.
- The additional runoff volume from areas that are exempt or outside of the developed urban area to which the TSS standard applies needs to be accounted for when it drains into the treatment device. The pollutant load can be "turned off" but the runoff hydrology needs to be accounted for to properly calculate the treatment efficiency of the device.
- Due to concerns of sediment resuspension, basins with an outlet on the bottom are generally not eligible for pollutant removal based solely on settling. However, credit may be taken for treatment due to infiltration or filtration. Features to prevent scour should always be included for any practice where appropriate.
- When street cleaning is applied across a watershed with devices that serve only certain areas within the watershed, it is acceptable to first take credit for street cleaning across the entire watershed but then the treatment efficiency for devices must be reduced by the efficiency of the street cleaning to prevent double counting.
- To model a combination of mechanical broom and vacuum assisted street cleaning, it may require an analysis of several model runs depending on the timing of the mechanical and vacuum cleaning. If mechanical broom and vacuum cleaning occur at generally the same time (e.g. within two weeks of each other) then only the removal efficiency of the vacuum cleaning should be taken. If the municipality performs broom sweeping in the spring or fall and vacuum clean the remained of the year, calculate the combined cleaning efficiency using the following method:
  (A) Model the entire street cleaning program as if entire period is done by a mechanical broom cleaner.
  (B) Model just the period of time for vacuum cleaning (do not include the mechanical broom cleaning).
  (C) Model the same period as B) but with a mechanical broom.
  (D) The overall combined efficiency would be A + B – C.

WinSLAMM clarification:

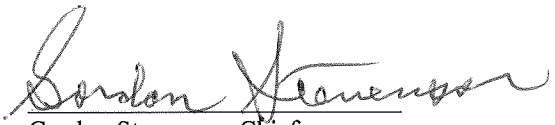
- WinSLAMM 9.3.4 and earlier versions of WinSLAMM result in double counting of pollutant removal for most treatment practices modeled in series. WinSLAMM 9.2 and subsequent versions contain warnings to help alert modelers of this issue. The modeler will need to make adjustments to ensure that the results do not include double credit for removal of the same particle size. PV & Associates has created a document titled 'Modeling Practices in Series Using WinSLAMM' which helps to guide a user as to whether and or how certain practices can be modeled in series and this document is available at: http://winslamm.com/Select_documentation.html

P8 clarifications

- P8 does not account for scour and sediment resuspension. DNR requires that a wet basin with less than a 3-foot permanent pool have its treatment efficiency reduced. A basin with zero permanent pool depth should be considered to get zero credit for pollutant removal due to settling and a basin with 3 or more feet of permanent pool depth can be given the full pollutant removal efficiency credited by settling. The pollutant removal efficiency may be given straight-line depreciation such that a basin with a 1.5 foot-deep permanent pool would be eligible for 1/2 the pollutant removal efficiency that would be credited due to settling.
- A device that DNR gives no credit for pollutant removal may still be modeled if it is in series with other practices because of its benefit on runoff storage capacity that may enhance the treatment efficiency of downgradient treatment devices. To do so, turn the treatment efficiency off in P-8.

- P8 starts its model runs with no water in the basins. P8 should be started an extra year before the "keep dates", in order to allow the model to fill up ponds to the lowest outlet elevation.

Approved By:



Gordon Stevenson, Chief
Runoff Management Section

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