
MEMORANDUM

To: Mayor and City Council

From: Rich Edinger

Date: 4/9/2012

Subject: **FIRST READ: Amendments to Chapter 16 related to Streams and Stream Buffers (Rich Edinger)**

ITEM DESCRIPTION

Council Member Bonser initiated a text amendment on March 12 to move ahead with amendments to stream buffer regulations. Dunwoody's current regulations were carried over from DeKalb County and modified by the City Council last year. The Metropolitan North Georgia Water Planning District has developed a model ordinance that local governments must administer as part of their Municipal Separate Storm Sewer System Permit (MS4).

Dunwoody's current stream definition is very expansive and captures many dry ditches that most people would not think are streams. The definition in the model ordinance is more in keeping with what many residents think of as a stream, and changing the existing code to more closely match that definition may be more consistent with Dunwoody's values.

The proposed change also places the stream ordinance in a more logical place in the code.

RECOMMENDED ACTION

Staff recommends adopting the attached Model Stream Buffer Protection Ordinance per the Metropolitan North Georgia Water Planning District as modified for Dunwoody.

AN ORDINANCE AMENDING CHAPTER 16, LAND DEVELOPMENT, ARTICLE 2 (ENVIRONMENTAL CONTROL), DIVISION 7 (WATER QUALITY CONTROL) TO ADOPT A NEW STREAM BUFFER PROTECTION ORDINANCE; AND FOR OTHER PURPOSES

WHEREAS, the current Stream Buffer regulations in the City of Dunwoody outline certain protective measures of the stream buffers in the City, along with exemptions; and

WHEREAS, the Environmental Protection Division of the State of Georgia has promulgated a suggested model Ordinance for stream buffer protection which the Council finds is a better way to preserve the natural stream buffers in the City and protect the environment; and

WHEREAS, the Mayor and City Council find that the health, safety and welfare of the citizens of the City will be better preserved and protected by the adoption of the suggested model stream buffer protection ordinance; and

WHEREAS, the Mayor and City Council have conducted a properly held and advertised Public Hearing in conjunction with the Requirements of Chapter 16, Article 2 of the City Code prior to the adoption of this Ordinance.

THEREFORE, Mayor and City Council of the City of Dunwoody hereby ordain as follows:

Section 1: Chapter 16, Article 2 (Environmental Control), Division 7 (Water Quality Control) of the City Code is hereby amended by revising Section 16-254 ("Drainage System Guidelines") to delete subsections (4), (5), (6) and (7) in their entirety.

Section 2: Chapter 16, Article 2, Division 7 of the City Code is hereby further amended by the addition of new Sections 16-255 through 16-264 to read as follows:

Sec. 16-255. Stream Buffer Protection – Findings and Purposes

- (a) The Sections below shall be known as the "City of Dunwoody Stream Buffer Protection Ordinance." The City Council of City of Dunwoody hereby finds that buffers adjacent to streams provide numerous benefits including:
- (1) Protecting, restoring and maintaining the chemical, physical and biological integrity of streams and their

water resources;

- (2) Removing pollutants delivered in urban stormwater;
 - (3) Reducing erosion and controlling sedimentation;
 - (4) Protecting and stabilizing stream banks;
 - (5) Providing for infiltration of stormwater runoff;
 - (6) Maintaining base flow of streams;
 - (7) Contributing organic matter that is a source of food and energy for the aquatic ecosystem;
 - (8) Providing tree canopy to shade streams and promote desirable aquatic habitat;
 - (9) Providing riparian wildlife habitat;
 - (10) Furnishing scenic value and recreational opportunity;
and
 - (11) Providing opportunities for the protection and restoration of greenspace.
- (b) It is the purpose of this Ordinance is to protect the public health, safety, environment and general welfare; to minimize public and private losses due to erosion, siltation and water pollution; and to maintain stream water quality by provisions designed to:
- (1) Create buffer zones along the streams of the City of Dunwoody for the protection of water resources; and,
 - (2) Minimize land development within such buffers by establishing buffer zone requirements and by requiring authorization for any such activities.

Sec. 16-256. Stream Buffer Protection – Definitions.

“Buffer” means, with respect to a stream, a natural or enhanced vegetated area (established by Section 16-258 below), lying adjacent to the stream.

“Impervious Cover” means any manmade paved, hardened or structural surface regardless of material. Impervious cover includes

but is not limited to rooftops, buildings, streets, roads, decks, swimming pools and any concrete or asphalt.

"Land Development" means any land change, including but not limited to clearing, grubbing, stripping, removal of vegetation, dredging, grading, excavating, transporting and filling of land, construction, paving and any other installation of impervious cover.

"Land Development Activity" means those actions or activities which comprise, facilitate or result in land development.

"Land Disturbance" means any land or vegetation change, including, but not limited to, clearing, grubbing, stripping, removal of vegetation, dredging, grading, excavating, transporting and filling of land, that do not involve construction, paving or any other installation of impervious cover.

"Land Disturbance Activity" means those actions or activities which comprise, facilitate or result in land disturbance.

"Floodplain" means any land area susceptible to flooding, which would have at least a one percent probability of flooding occurrence in any calendar year based on the basin being fully developed as shown on the current land use plan; i.e., the regulatory flood.

"Parcel" means any plot, lot or acreage shown as a unit on the latest county tax assessment records.

"Permit" means the permit issued by the City of Dunwoody required for undertaking any land development activity

"Person" means any individual, partnership, firm, association, joint venture, public or private corporation, trust, estate, commission, board, public or private institution, utility, cooperative, city, county or other political subdivision of the State, any interstate body or any other legal entity.

"Protection Area, or Stream Protection Area" means, with respect to a stream, the combined areas of all required buffers and setbacks applicable to such stream.

"Riparian" means belonging or related to the bank of a river, stream, lake, pond or impoundment.

"Setback" means, with respect to a stream, the area established by Section 16-258 extending beyond any buffer applicable to the stream.

"Stream" means any conveyance, beginning at:

1. The location of a spring, seep, or groundwater outflow that sustains the flow of water; or
2. A point in the stream channel with a drainage area of 25 acres or more; or
3. Where evidence indicates the presence of a stream in a drainage area of less than 25 acres, the City of Dunwoody may require field studies to verify the existence of a stream.

"Stream Bank" means the sloping land that contains the stream channel and the normal flows of the stream.

"Stream Channel" means the portion of a watercourse that contains the base flow of the stream.

"Watershed" means the land area that drains into a particular stream.

Sec. 16-257. Stream Buffer Protection – Applicability.

The Stream Buffer Protection provisions shall apply to all land development activity on property containing a stream protection area as defined in Section 16-256 of this ordinance. These requirements are in addition to, and do not replace or supersede, any other applicable buffer requirements established under state law and approval or exemption from these requirements do not constitute approval or exemption from buffer requirements established under state law or from other applicable local, state or federal regulations.

Sec. 16-258. Stream Buffer Protection – Grandfather Provisions; Exemption.

- (a) The Stream Buffer Protection Provisions herein shall not apply to the following activities:
 - (1) Work consisting of the repair or maintenance of any lawful use of land that is zoned and approved for such use on or before the effective date of this ordinance.
 - (2) Existing development and on-going land disturbance activities including but not limited to existing agriculture, silviculture, landscaping, gardening and lawn maintenance, except that new development or land

disturbance activities on such properties will be subject to all applicable buffer requirements.

- (3) Any land development activity that is under construction, fully approved for development, scheduled for permit approval or has been submitted for approval as of the effective date of this ordinance.
 - (4) Land development activity that has not been submitted for approval, but that is part of a larger master development plan, such as for an office park or other phased development that has been previously approved within two years of the effective date of this ordinance.
- (b) Exemptions. The following specific activities are exempt from this ordinance. Exemption of these activities does not constitute an exemption for any other activity proposed on a property.
- (1) Activities for the purpose of building one of the following:
 - (i) a stream crossing by a driveway, transportation route or utility line;
 - (ii) public water supply intake or public wastewater outfall structures;
 - (iii) intrusions necessary to provide access to a property;
 - (iv) public access facilities that must be on the water including boat ramps, docks, foot trails leading directly to the river, fishing platforms and overlooks;
 - (v) unpaved foot trails and paths;
 - (vi) Activities to restore and enhance stream bank stability, vegetation, water quality and/or aquatic habitat, so long as native vegetation and bioengineering techniques are used.
 - (vii) Replacement of wooden decks or porches attached to homes provided such replacements do not require land disturbance and do not further encroach on the stream buffer.

- (2) Public sewer line easements paralleling the creek, except that all easements (permanent and construction) and land disturbance should be at least 25 feet from the top of the bank. This includes such impervious cover as is necessary for the operation and maintenance of the utility, including but not limited to manholes, vents and valve structures. This exemption shall not be construed as allowing the construction of roads, bike paths or other transportation routes in such easements, regardless of paving material, except for access for the uses specifically cited in subsection (b)(1) above.
- (3) Land development activities within a right-of-way existing at the time this ordinance takes effect or approved under the terms of this ordinance.
- (4) Within an easement of any utility existing at the time this ordinance takes effect or approved under the terms of this ordinance, land disturbance activities and such impervious cover as is necessary for the operation and maintenance of the utility, including but not limited to manholes, vents and valve structures.
- (5) Emergency work necessary to preserve life or property. However, when emergency work is performed under this section, the person performing it shall report such work to the City of Dunwoody on the next business day after commencement of the work. Within 10 days thereafter, the person shall apply for a permit and perform such work within such time period as may be determined by the City of Dunwoody to be reasonably necessary to correct any impairment such emergency work may have caused to the water conveyance capacity, stability or water quality of the protection area.
- (6) The removal of dead, diseased, insect-infested, or hazard trees (without any associated land disturbance), provided the property owner can provide documentation of the condition of said trees. Documentation includes, but is not limited to, photographs and a report by a certified arborist, and shall be submitted prior to removal;
- (7) Forestry and silviculture activities on land that is zoned for forestry, silvicultural or agricultural uses and are not incidental to other land development activity. If such activity results in land disturbance in the buffer that

would otherwise be prohibited, then no other land disturbing activity other than normal forest management practices will be allowed on the entire property for three (3) years after the end of the activities that intruded on the buffer.

- (8) Single Family residentially-zoned parcels platted prior to December 1, 2008.
- (c) After the effective date of this ordinance, it shall apply to new subdividing and platting activities.
- (d) Any land development activity within a buffer established hereunder or any impervious cover within a setback established hereunder is prohibited unless a variance is granted pursuant to Section 16-259 below.

Sec. 16-259. Stream Buffer Protection – Land Development Requirements.

- (a) Buffer and Setback Requirements. All land development activity subject to these provisions shall meet the following requirements:
 - (1) An undisturbed natural vegetative buffer shall be maintained for 50 feet, measured horizontally, on both banks (as applicable) of the stream as measured from the top of the stream bank.
 - (2) An additional setback shall be maintained for 25 feet, measured horizontally, beyond the undisturbed natural vegetative buffer, in which all impervious cover shall be prohibited. Grading, filling and earthmoving shall be minimized within the setback.
 - (3) No septic tanks or septic tank drain fields shall be permitted within the buffer or the setback.
- (b) Variance Procedures. Variances from the above buffer and setback requirements may be granted by the Zoning Board of Appeals only in the following cases:
 - (1) Where a parcel was platted prior to the effective date of this ordinance, and its shape, topography or other

existing physical condition prevents land development consistent with these provisions, and the City of Dunwoody finds and determines that the requirements of this ordinance prohibit the otherwise lawful use of the property by the owner, the Zoning Board of Appeals of City of Dunwoody may grant a variance from the buffer and setback requirements hereunder, provided such variance requires mitigation measures to offset the effects of any proposed land development on the parcel.

- (2) When a property's shape, topography or other physical conditions existing at the time of the adoption of this ordinance prevents land development unless a buffer variance is granted.
- (3) Unusual circumstances when strict adherence to the minimal buffer requirements in the ordinance would create an extreme hardship.

Variances will not be considered when, following adoption of this ordinance, actions of any property owner of a given property have created conditions of a hardship on that property.

- (c) At a minimum, a variance request shall include the following information:
 - (1) A site map that includes locations of all streams, wetlands, floodplain boundaries and other natural features, as determined by field survey;
 - (2) A description of the shape, size, topography, slope, soils, vegetation and other physical characteristics of the property;
 - (3) A detailed site plan that shows the locations of all existing and proposed structures and other impervious cover, the limits of all existing and proposed land disturbance, both inside and outside the buffer and setback. The exact area of the buffer to be affected shall be accurately and clearly indicated;
 - (4) Documentation of unusual hardship should the buffer be maintained;
 - (5) At least one alternative plan, which does not include a buffer or setback intrusion, or an explanation of why such a site plan is not possible;

- (6) A calculation of the total area and length of the proposed intrusion;
 - (7) A stormwater management site plan, if applicable; and,
 - (8) Proposed mitigation, if any, for the intrusion. If no mitigation is proposed, the request must include an explanation of why none is being proposed.
- (d) The following factors will be considered in determining whether to issue a variance:
- (1) The shape, size, topography, slope, soils, vegetation and other physical characteristics of the property;
 - (2) The locations of all streams on the property, including along property boundaries;
 - (3) The location and extent of the proposed buffer or setback intrusion;
 - (4) Whether alternative designs are possible which require less intrusion or no intrusion;
 - (5) The long-term and construction water-quality impacts of the proposed variance; and,
 - (6) Whether issuance of the variance is at least as protective of natural resources and the environment.

Sec. 16-260. Stream Buffer Protection – Compatibility with Other Buffer Regulations and Requirements.

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

Section 16-261. Stream Buffer Protection – Additional Information Requirements for Development on Buffer Zone Properties

Any permit applications for property requiring buffers and setbacks hereunder must include the following:

- (1) A site plan showing:
 - a. The location of all streams on the property;
 - b. Limits of required stream buffers and setbacks on the property;
 - c. Buffer zone topography with contour lines at no greater than five (5)-foot contour intervals;
 - d. Delineation of forested and open areas in the buffer zone; and,
 - e. Detailed plans of all proposed land development in the buffer and of all proposed impervious cover within the setback.
- (2) A description of all proposed land development within the buffer and setback; and,
- (3) Any other documentation that the City of Dunwoody may reasonably deem necessary for review of the application and to insure that the buffer zone ordinance is addressed in the approval process.

All buffer and setback areas must be recorded on the final plat of the property following plan approval.

Sec. 16-262. Stream Buffer Protection – Responsibility

Neither the issuance of a development permit nor compliance with the conditions thereof, nor with the provisions of this ordinance, shall relieve any person from any responsibility otherwise imposed by law for damage to persons or property; nor shall the issuance of any permit hereunder serve to impose any liability upon City of Dunwoody, its vendors, officers or employees, for injury or damage to persons or property.

Sec. 16-263. Stream Buffer Protection – Inspection

The City of Dunwoody may cause inspections of the work in the buffer or setback to be made periodically during the course thereof and shall make a final inspection following completion of the work. The permittee shall assist the City of Dunwoody in making such inspections. The City of Dunwoody shall have the authority to conduct such investigations as it may reasonably deem necessary to carry out

its duties as prescribed in this ordinance, and for this purpose to enter at reasonable time upon any property, public or private, for the purpose of investigating and inspecting the sites of any land development activities within the protection area.

No person shall refuse entry or access to any authorized representative or agent who requests entry for purposes of inspection, and who presents appropriate credentials, nor shall any person obstruct, hamper or interfere with any such representative while in the process of carrying out official duties.

Sec. 16-264. Stream Buffer Protection – Violations, Enforcement and Penalties

- (a) Any action or inaction which violates the provisions of this ordinance or the requirements of an approved site plan or permit may be subject to the enforcement actions outlined in this Section. Any such action or inaction which is continuous with respect to time is deemed to be a public nuisance and may be abated by injunctive or other equitable relief. The imposition of any of the penalties described below shall not prevent such equitable relief.
- (b) *Notice of Violation.* If the City of Dunwoody determines that an applicant or other responsible person has failed to comply with the terms and conditions of a permit, an approved site plan or the provisions of this ordinance, it shall issue a written notice of violation to such applicant or other responsible person. Where a person is engaged in activity covered by this ordinance without having first secured the appropriate permit therefor, the notice of violation shall be served on the owner or the responsible person in charge of the activity being conducted on the site.

The notice of violation shall contain:

- (1) The name and address of the owner or the applicant or the responsible person;
- (2) The address or other description of the site upon which the violation is occurring;
- (3) A statement specifying the nature of the violation;
- (4) A description of the remedial measures necessary to bring the action or inaction into compliance with the permit, the approved site plan or this ordinance and the date for the completion of such remedial action;

- (5) A statement of the penalty or penalties that may be assessed against the person to whom the notice of violation is directed; and,
 - (6) A statement that the determination of violation may be appealed pursuant to Section 16-265.
- (c) In the event the remedial measures described in the notice of violation have not been completed by the date set forth for such completion in the notice of violation, any one or more of the following actions or penalties may be taken or assessed against the person to whom the notice of violation was directed. Before taking any of the following actions or imposing any of the following penalties, the City of Dunwoody shall first notify the applicant or other responsible person in writing of its intended action, and shall provide a reasonable opportunity, of not less than ten days (except that in the event the violation constitutes an immediate danger to public health or public safety, 24 hours notice shall be sufficient) to cure such violation. In the event the applicant or other responsible person fails to cure such violation after such notice and cure period, the City of Dunwoody may take any one or more of the following actions or impose any one or more of the following penalties.
- (1) *Stop Work Order* - The City of Dunwoody may issue a stop work order which shall be served on the applicant or other responsible person. The stop work order shall remain in effect until the applicant or other responsible person has taken the remedial measures set forth in the notice of violation or has otherwise cured the violation or violations described therein, provided the stop work order may be withdrawn or modified to enable the applicant or other responsible person to take necessary remedial measures to cure such violation or violations.
 - (2) *Withhold Certificate of Occupancy* - The City of Dunwoody may refuse to issue a certificate of occupancy for the building or other improvements constructed or being constructed on the site until the applicant or other responsible person has taken the remedial measures set forth in the notice of violation or has otherwise cured the violations described therein.
 - (3) *Suspension, Revocation or Modification of Permit* - The City of Dunwoody may suspend, revoke or modify the permit authorizing the land development project. A

suspended, revoked or modified permit may be reinstated after the applicant or other responsible person has taken the remedial measures set forth in the notice of violation or has otherwise cured the violations described therein, provided such permit may be reinstated (upon such conditions as the City of Dunwoody may deem necessary) to enable the applicant or other responsible person to take the necessary remedial measures to cure such violations.

- (4) *Civil Penalties* - In the event the applicant or other responsible person fails to take the remedial measures set forth in the notice of violation or otherwise fails to cure the violations described therein within ten (10) days (or such greater period as the City of Dunwoody shall deem appropriate) (except that in the event the violation constitutes an immediate danger to public health or public safety, 24 hours notice shall be sufficient) after the City of Dunwoody has taken one or more of the actions described above, the City of Dunwoody may impose a penalty not to exceed \$1,000 (depending on the severity of the violation) for each day the violation remains unremedied after receipt of the notice of violation.
- (5) *Criminal Penalties* - For intentional and flagrant violations of this ordinance, or for failure to pay a Civil Penalty designated above within thirty (30) days of imposition, the City of Dunwoody may issue a citation to the applicant or other responsible person, requiring such person to appear in Dunwoody Municipal Court to answer charges for such violation. Upon conviction, such person shall be punished by a fine not to exceed \$1,000 or imprisonment for 60 days or both. Each act of violation and each day upon which any violation shall occur shall constitute a separate offense.

Sec. 16-265. Stream Buffer Protection – Administrative Appeals and Judicial Review.

- (a) *Administrative Appeal.* Any person aggrieved by a decision or order of the Dunwoody Community Development Department, may appeal in writing within 10 days after the issuance of such decision or order to the Community Development Director of the City of Dunwoody and shall be entitled to a hearing before the Zoning Board of Appeals of the City of Dunwoody within 45 days of receipt of the written appeal.

- (b) Any person aggrieved by a decision or order of the Zoning Board of Appeals, after exhausting all administrative remedies, shall have the right to appeal by Petition for Writ of Certiorari to the Superior Court of DeKalb County, Georgia.

Section 3: This Ordinance shall become effective immediately upon its adoption by the City Council, and incorporated into the Code of the City of Dunwoody, Georgia. This Ordinance hereby repeals any and all conflicting ordinances and amendments.

SO ORDAINED, this ____ day of _____, 2012.

Approved:

Michael G. Davis, Mayor

ATTEST:

Approved as to Form and Content:

Sharon Lowery, City Clerk
(Seal)

Brian Anderson, City Attorney