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NJSA: 40:55D-95

(Storm water detention)

LAWS OF: 1991

CHAPTER: 194

Bill No:

A 2870

Sponsor(s):

Spadoro and others

Date Introduced: January 22, 1990

Committee: Assembly: Conservation

Senate:

Law, Public Safety

A mended during passage:

Yes

A mendments denoted by asterisks.

Date of Passage:

Assembly:

March 8, 1990

Re-enacted 6-13-91

Senate:

March 25, 1990 Re-enacted 6-27-91

Date of Approval: July 3, 1990

Following statements are attached if available:

Sponsor statement:

Yes

Committee Statement: Assembly: Yes

Senate:

Fiscal Note:

No

Yes

Veto Message:

Yes

Message on signing:

No

Following were printed:

Reports:

No

Hearings:

No

KBG/SLJ

[SECOND REPRINT]

ASSEMBLY, No. 2870

STATE OF NEW JERSEY

INTRODUCED JANUARY 22, 1990

By Assemblymen SPADORO, MECCA, Duch, Randall and Pelly

AN ACT concerning the public safety of certain storm water facilities and the development of storm water management plans by the municipalities of the State, amending P.L.1981, c.32, ¹and ¹ P.L.1975, c.291, and supplementing Title 40 of the Revised Statutes.

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BE IT ENACTED by the Senate and General Assembly of the State of New Jersey:

- 1. Section 3 of P.L.1981, c.32 (C.40:55D-95) is amended to read as follows:
- A storm water management plan and a storm water management ordinance or ordinances shall conform to all relevant Federal and State statutes, rules and regulations concerning storm water management or flood control and shall be designed: a. to reduce flood damage, including damage to life and property; b. to minimize storm water runoff from any new land development where such runoff will increase flood damage; c. to reduce soil erosion from any development or construction project; d. to assure the adequacy of existing and proposed culverts and bridges; e. to induce water recharge into the ground where practical; f. to prevent, to the greatest extent feasible, an increase in nonpoint pollution; [and] g. to maintain the integrity of stream channels for their biological functions, as well as for drainage; and h. to minimize public safety hazards at any storm water detention facilities constructed as part of a subdivision or ¹pursuant to a ¹ site plan. A storm water management plan shall also include such structural changes and such additional nonstructural measures and practices as may be necessary to manage storm water. For purposes of this act "nonpoint pollution" means pollution from any source other than from any discernible, confined and discrete conveyance, and shall include, but not be limited to, pollutants from agricultural, silvicultural, mining, construction, subsurface disposal and urban runoff sources.
- 35 (cf: P.L.1981, c.32, s.3)
 - 2. Section 4 of P.L.1981, c.32 (C.40:55D-96) is amended to read as follows:
 - 4. The Commissioner of [the Department of] Environmental

EXPLANATION—Matter enclosed in bold-faced brackets [thus] in the above bill is not enacted and is intended to be omitted in the law.

Matter underlined thus is new matter.
Matter enclosed in superscript numerals has been adopted as follows:
Assembly ANR committee amendments adopted February 8, 1990.
Assembly amendments adopted in accordance with Governor's recommendations June 10, 1991

Protection may 1,1 upon application by any municipality 1,1 grant an exception from any requirement of section 3 of 1[this supplementary act] P.L.1981, c.32 (C.40:55D-95),1 provided that the commissioner shall determine that such exception will not increase flood damage 1[[or],] or1 nonpoint pollution, or constitute a threat to the public safety 1,1 within or without the municipality.

(cf: P.L.1981, c.32, s.4)

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- 3. Section 5 of P.L.1981, c.32 (C.40:55D-97) is amended to read as follows:
- 5. Every municipality shall submit a storm water management plan and implementing ordinances adopted pursuant to this act to the county planning agency or county water resources association, as appropriate. No plan or ordinances shall take effect without approval by said agency or association. Said agency or association shall approve, conditionally approve, or disapprove said plan or ordinances in regard to their compatibility with applicable municipal, county, regional or State storm water management plans. No storm water management plan or ordinances shall be approved 1[which] that 1 are contrary to recognized storm water management principles or public safety regulations adopted pursuant ¹to¹ section 5 of P.L. ¹[199]¹ c. (C.) (now before the Legislature as this bill). The agency or association shall set forth in writing its reasons for disapproval of any plan or ordinance, or in the case of the issuance of a conditional approval, the agency or association shall specify the necessary amendments to the plan or ordinances. Any plan or ordinance approved pursuant to this section shall take effect immediately. Any plan or ordinance conditionally approved according to this section shall take effect upon the adoption by the governing body of the amendments proposed by the agency or association. Where the agency or association fails to approve, conditionally approve, or disapprove a plan or ordinance within 60 days of receipt of the plan or ordinance, the plan or ordinance shall be considered approved.

(cf: P.L.1981, c.32, s.5)

- 4. Section 29 of P.L.1975, c.291 (C.40:55D-38) is amended to read as follows:
- 29. Contents of ordinance. An ordinance requiring approval by the planning board of either subdivisions or site plans, or both, shall include the following:
- a. Provisions, not inconsistent with other provisions of this act, for submission and processing of applications for development, including standards for preliminary and final approval and provisions for processing of final approval by stages or sections of development;
- b. Provisions ensuring:
- (1) Consistency of the layout or arrangement of the subdivision

or land development with the requirements of the zoning ordinance;

- (2) Streets in the subdivision or land development of sufficient width and suitable grade and suitably located to accommodate prospective traffic and to provide access for firefighting and emergency equipment to buildings and coordinated so as to compose a convenient system consistent with the official map, if any, and the circulation element of the master plan, if any, and so oriented as to permit, consistent with the reasonable utilization of land, the buildings constructed thereon to maximize solar gain; provided that no street of a width greater than 50 feet within the right-of-way lines shall be required unless said street constitutes an extension of an existing street of the greater width, or already has been shown on the master plan at the greater width, or already has been shown in greater width on the official map;
- (3) Adequate water supply, drainage, shade trees, sewerage facilities and other utilities necessary for essential services to residents and occupants;
- (4) Suitable size, shape and location for any area reserved for public use pursuant to section 32 of this act;
- (5) Reservation pursuant to section 31 of this act of any open space to be set aside for use and benefit of the residents of planned development, resulting from the application of standards of density or intensity of land use, contained in the zoning ordinance, pursuant to subsection 52c. of this act;
- (6) Regulation of land designated as subject to flooding, pursuant to subsection 52e., to avoid danger to life or property;
- (7) Protection and conservation of soil from erosion by wind or water or from excavation or grading;
- (8) Conformity with standards promulgated by the Commissioner of Transportation, pursuant to the "Air Safety and Hazardous Zoning Act of 1983," P.L.1983, c.260 (C.6:1-80 et seq.), for any airport hazard areas delineated under that act;
- (9) Conformity with a municipal recycling ordinance required pursuant to section 6 of P.L.1987, c.102 (C.13:1E-99.16);
- (10) Conformity with the State highway access management code adopted by the Commissioner of Transportation under section 3 of the "State Highway Access Management Act," P.L.1989, c.32 (C.27:7-91), with respect to any State highways within the municipality;
- (11) Conformity with any access management code adopted by the county under R.S.27:16-1, with respect to any county roads within the municipality; [and]
- (12) Conformity with any municipal access management code adopted under R.S.40:67-1, with respect to municipal streets; $^{1}[\underline{\text{and}}]^{1}$
 - (13) ¹Protection of potable water supply reservoirs from

pollution or other degradation of water quality resulting from the development or other uses of surrounding land areas, which provisions shall be in accordance with any siting, performance, or other standards or guidelines adopted therefor by the Department of Environmental Protection; and

- (14)¹ Conformity with the public safety regulations concerning storm water detention facilities ¹[established and defined] adopted pursuant to section 5 of P.L. , c. (C.) (now before the Legislature as this bill) and reflected in storm water management plans ¹ and storm water management ordinances ¹ adopted pursuant to P.L.1981, c.32 (C.40:55D-93 et seq.).
- c. Provisions governing the standards for grading, improvement and construction of streets or drives and for any required walkways, curbs, gutters, streetlights, shade trees, fire hydrants and water, and drainage and sewerage facilities and other improvements as shall be found necessary, and provisions ensuring that such facilities shall be completed either prior to or subsequent to final approval of the subdivision or site plan by allowing the posting of performance bonds by the developer;
- d. Provisions ensuring that when a municipal zoning ordinance is in effect, a subdivision or site plan shall conform to the applicable provisions of the zoning ordinance, and where there is no zoning ordinance, appropriate standards shall be specified in an ordinance pursuant to this article; and
- e. Provisions ensuring performance in substantial accordance with the final development plan; provided that the planning board may permit a deviation from the final plan, if caused by change of conditions beyond the control of the developer since the date of final approval, and the deviation would not substantially alter the character of the development or substantially impair the intent and purpose of the master plan and zoning ordinance. (cf. P.L.1989, c.208, s.1)
- 5. (New section) The Commissioner of Environmental Protection ¹, ¹ pursuant to the "Administrative Procedure Act," P.L.1968, c.410 (C.52:14B-1 et seq.), shall adopt regulations to protect the public safety with respect to storm water detention facilities, including those aspects of design and operation of storm water detention facilities ¹[which] that ¹ may constitute a threat to ¹[life or limb] the public safety ¹. In adopting the rules and regulations, the commissioner shall ¹[provide regulations that will] ¹, to the maximum extent feasible:
- a. Promote site-specific solutions to public safety hazards at storm water detention facilities in keeping with generally accepted storm water management and engineering principles;
- b. Deter the general public, especially children, from entering areas where storm water detention facilities are located;
- c. Provide guidelines for designing escape aids for individuals who may become trapped in a storm water detention facility;

d. Provide that the declivity of a storm water detention basin be as gradual as possible, but within the limits of existing water quality regulations;

 e. Eliminate, where possible, public safety hazards associated with storm water detention facilities.

The commissioner shall also examine the usefulness of trash and safety racks, grates, bar screens and lattices 1 , 1 and fencing, and recommend their use individually or in combination ${}^{1}[,]^{1}$ with respect to each 1 type of 1 design 1 [of the inlets] 1 for 1 an inlet to an 1 outlet 1 [structures] structure 1 of 1 a storm water detention 1 [facilities] facility 1 .

- ¹6. (New section) a. There is created in the Department of Environmental Protection the Storm Water Detention Facility Advisory Council, which shall comprise seven voting members, appointed by the Governor, with the advice and consent of the Senate, as follows: a professional engineer licensed by the State, a representative of the commercial construction industry, a representative of the residential construction industry, a private citizen, and three professional engineers employed as county or municipal engineers.
- b. ²[Of the members first appointed, two shall serve for a term of one year, two for a term of two years, and three for a term of three years. Thereafter, all terms shall be for three years. ¹² Each member shall serve for the ²[term of appointment and until a successor shall have been appointed and qualified] duration of the council². Any vacancy shall be filled in the same manner as the original appointment ²[for the unexpired term only]². Any member of the council may be removed by the appointing authority, for cause, after public hearing.
- c. The council shall organize as soon as may be practicable after the appointment of its members. The Governor shall select a chairperson, vice-chairperson, and secretary from among its members. The council may, within the limits of any funds appropriated or otherwise made available to it, appoint such staff or hire such experts as it may require. The Department of Environmental Protection shall provide primary staff support.
- d. A majority of the membership of the council shall constitute a quorum for the transaction of council business. Action may be taken and motions and resolutions adopted by the council at any meeting thereof by the affirmative vote of a majority of the full membership of the council.
- e. The council shall meet regularly as it may determine, and shall also meet at the call of the chairperson of the council, the Commissioner of Environmental Protection, or the Governor.
- f. Members of the council shall serve without compensation, but the council may, within the limits of any funds appropriated or otherwise made available for such purposes, reimburse its members for necessary expenses incurred in the discharge of

1	their official duties. 1
2	² g. The council shall expire upon the adoption by the
3	Commissioner of Environmental Protection of the rules required
4	to be promulgated pursuant to section 5 of P.L., c. (C.
5)(now before the Legislature as this bill). ²
6	¹ 7. (New section) The council shall:
7	a. Advise the Department of Environmental Protection
8	concerning matters generally relating to storm water detention
9	facilities, but especially with regard to public safety
10	considerations;
11	b. Advise the department with regard to the department's
12	responsibilities under section 5 of P.L. , c. (C.) (now before
13	the Legislature as this bill);
14	c. Review, prior to their promulgation, any rules, regulations,
15	guidelines, or recommendations to be issued by the department
16	pursuant to section 5 of P.L. , c. (C.) (now before the
17	Legislature as this bill), and submit any comments or
18	recommendations in connection therewith to the department; and
19	d. Review any other matter submitted to it by the department
20	or the Governor, and state its position thereupon within the time
21	limits set by the department or the Governor. 1
22	$^{1}[6.]$ $8.^{1}$ This act shall take effect 180 days following
23	enactment ¹ , except paragraph (13) of subsection b. of section 4
24	of this amendatory and supplementary act shall take effect and
25	become operative as provided by section 2 of P.L.1989, c.208 ¹ .
26	² [Imposes safety requirements for storm water detention
27	facilities.] 2
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30	PUBLIC SAFETY
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32	Imposes safety requirements for storm water detention facilities.

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Imposes safety requirements for storm water detention facilities.

1 6. This act shall take effect 180 days following enactment.
2 3 4 STATEMENT
5 6 This bill directs the Commissioner of Environmental Protection

This bill directs the Commissioner of Environmental Protection to adopt regulations regarding public safety at storm water facilities. These regulations would take into account generally accepted storm water management and engineering principles, and would strive to: deter the general public, especially children, from entering areas where storm water detention facilities are located, provide guidelines for designing escape aids for individuals who may become trapped in a storm water detention facility, and, when possible, eliminate public safety hazards associated with storm water detention facilities.

This bill also amends the "Municipal Land Use Law," P.L.1975, c.291 (C.40:55D-1 et seq.) to require that municipal planning boards shall, when considering the adoption of an ordinance for development of a subdivision or site plan, to include provisions ensuring that any storm water detention facilities conform with public safety regulations adopted by the Department of Environmental Protection. The municipalities would also be required to include public safety provisions in their storm water management plans.

Finally, the bill directs the commissioner to examine the usefulness of existing safety features that could be utilized to make storm water detention facilities safer.

PUBLIC SAFETY

Directs municipalities to approve safety of storm water detention facilities; directs DEP to adopt regulations.

ASSEMBLY CONSERVATION AND NATURAL RESOURCES COMMITTEE

STATEMENT TO

ASSEMBLY, No. 2870

with committee amendments

STATE OF NEW JERSEY

DATED: FEBRUARY 8, 1990

The Assembly Conservation and Natural Resources Committee favorably reports Assembly Bill No. 2870 with Assembly committee amendments.

This bill would direct the Commissioner of Environmental Protection to adopt regulations to protect the public safety with respect to storm water detention facilities, including those aspects of design and operation of storm water detention facilities that may constitute a threat to the public safety. Specifically, these rules and regulations would strive to promote site-specific solutions to public safety hazards at storm water detention facilities in keeping with generally accepted storm water management and engineering principles; deter the general public, especially children, from entering areas where storm water detention facilities are located; provide guidelines for designing escape aids for individuals who may become trapped in a storm water detention facility; provide that the declivity of a storm water detention basin be as gradual as possible, but within the limits of existing water quality regulations; and eliminate, where possible, public safety hazards associated with storm water detention facilities.

The bill would also direct the commissioner to examine and make recommendations concerning the usefulness of existing safety devices that could be utilized to make storm water detention facilities safer. These devices include trash and safety racks, grates, bar screens and lattices, and fencing.

Finally, the bill would amend the "Municipal Land Use Law," P.L.1975, c.291 (C.40:55D-1 et seq.), and P.L. 1981, c.32 (C.40:55D-93 et seq.), to require every municipality to include public safety provisions and considerations with respect to storm water detention facilities in the municipality's storm water management plan, storm water management ordinances, and general zoning ordinance. These provisions and considerations would be based on the State rules, regulations, guidelines, and recommendations described above. As a result, a municipal agency could not grant approval of a subdivision or site plan unless all storm water detention facilities to be constructed at the development site complied with the appropriate public safety provisions and considerations for such facilities.

The committee amended the bill to add provisions creating a Storm Water Detention Facility Advisory Council, comprised of seven members, appointed by the Governor with the advice and consent of the Senate, as follows: a professional engineer, a representative of the commercial construction industry, a representative of the residential construction industry, a private citizen, and three county or municipal engineers. This council would advise the Department of Environmental Protection concerning matters generally relating to storm water detention facilities, but especially with regard to public safety considerations; advise the department with regard to the department's responsibilities under the bill; review, prior to their promulgation, any rules, regulations, guidelines, or recommendations to be issued by the department pursuant to the bill, and submit any comments or recommendations in connection therewith to the department; and review any other matter submitted to it by the department or the Governor, and state its position thereupon within the time limits set by the department or the Governor. The committee also amended the bill to make certain technical changes and to update it to reflect current law.

The New Jersey Builders Association and an association of professional engineers testified in support of the bill as amended.

SENATE LAW, PUBLIC SAFETY AND DEFENSE COMMITTEE

STATEMENT TO

[FIRST REPRINT] ASSEMBLY, No. 2870

STATE OF NEW JERSEY

DATED: DECEMBER 3, 1990

The Senate Law, Public Safety and Defense Committee favorably reports Assembly Bill No. 2870 [1R].

This bill would direct the Commissioner of Environmental Protection to adopt regulations for the design and operation of storm water detention facilities. Specifically, the regulations should address the public safety hazards of these detention facilities in terms of generally accepted storm water management and engineering principles and include guidelines for escape aids in case a person becomes trapped in such a facility.

The bill would also direct the commissioner to examine and make recommendations concerning the usefulness of existing safety devices to make detention facilities safer. Such devices include trash and safety racks, grates, bar screens and lattices, and fencing.

Finally, the bill would amend the "Municipal Land Use Law," P.L.1975, c.291 (C.40:55D-1 et seq.), and P.L.1981, c.32 (C.40:55D-93 et seq.), to require every municipality to include public safety provisions for storm water detention facilities in the municipality's storm water management plan, storm water management ordinances, and general zoning ordinance. These provisions and considerations would be based on the State regulations and recommendations described above. As a result, a municipal agency could not grant approval to a subdivision or site plan unless all storm water detention facilities at the site will comply with the appropriate public safety provisions and considerations for such facilities.

The bill creates a Storm Water Detention Facility Advisory Council. The council will have the following seven members, appointed by the Governor with the advice and consent of the Senate: a professional engineer, a representative of the commercial construction industry, a representative of the residential construction industry, a private citizen, and three county or municipal engineers. This council would advise the Department of Environmental Protection on public safety considerations for storm water detention facilities; advise the department with regard to the department's responsibilities under the bill; review any regulations or recommendations to be issued by the department; and review any other matter submitted to it by the department or the Governor.

STATE OF NEW JERSEY EXECUTIVE DEPARTMENT

May 23, 1991

ASSEMBLY BILL NO. 2870 (First Reprint)

To the General Assembly:

Pursuant to Article V, Section I, Paragraph 14 of the New Jersey Constitution, I am returning Assembly Bill No. 2870 (First Reprint) with my objections for reconsideration.

This bill would help ensure the safety of our citizens by requiring the development of rules concerning the design and operation of storm water detention facilities. The rules would be promulgated by the Commissioner of Environmental Protection.

Specifically, the rules would: (1) promote site-specific solutions to public safety hazards at these facilities; (2) deter persons, especially children, from entering areas where these facilities are located; (3) provide guidelines for designing escape aids for persons who may become trapped in a storm water detention facility; (4) provide that the declivity of a storm water detention basin be as gradual as possible within the limits of existing water quality regulations; and (5) eliminate, where possible, public safety hazards associated with storm water detention facilities.

The bill would also require that each municipality in the State include public safety provisions and considerations regarding storm water detention facilities in the municipality's storm water management plan, storm water management ordinances, and general zoning ordinance. These provisions and considerations would be based on the State rules. As a result, no subdivision or site plan approval could be granted unless all storm water detention facilities to be built at the site conform with the appropriate public safety provisions and considerations.

STATE OF NEW JERSEY EXECUTIVE DEPARTMENT

To assist the Commissioner of Environmental Protection in developing these safety rules, the bill would establish a Storm Water Detention Facility Advisory Council. The council would consist of a professional engineer licensed by the State, a representative of the commercial construction industry, a representative of the residential construction industry, a private citizen, and three professional engineers employed as county or municipal engineers. The council would be a permanent entity within the Department of Environmental Protection.

I strongly support the basic goal of this legislation because I recognize the need for rules to protect the public from safety hazards associated with storm water detention facilities. I also believe that the advisory council is needed to assist the Commissioner of Environmental Protection in developing the rules called for in the bill. However, I do not believe the State needs another permanent advisory council.

As part of my administration's effort to trim and make more efficient all State government operations, I have directed that particular attention be focused on the dozens of councils, boards, and other entities that have been established over the years. The purpose was to see whether the function performed by these entities was still needed and, if so, whether that function could be performed more efficiently than through a separate entity.

While continuing with this effort to trim State government, I cannot support the creation of a permanent advisory council when a temporary council is all that is needed. The council's role would be to advise the Commissioner concerning the rules to be adopted pursuant to the bill. Once those rules have been adopted, the need for a formal advisory council would no longer exist.

STATE OF NEW JERSEY EXECUTIVE DEPARTMENT

Making the advisory council a temporary body will neither prevent the Commissioner from seeking advice in the future from the groups represented on the council nor prevent those groups from providing input to the Commissioner. The administrative procedures currently in place governing agency rule-making will allow ample opportunity for the exchange of views and information between the Commissioner, the groups represented on the council, and any other interested parties.

For these reasons, I herewith return Assembly Bill No. 2870 (First Reprint) and recommend that it be amended as follows:

Page 5. Section 6. Lines 21-23:

delete "Of the members first appointed, two shall serve for a term of one year, two for a term of two years, and three for a term of three years. Thereafter, all terms shall be for three years."

Page 5, Section 6, Lines 24-25:

delete "term of appointment and until a successor shall have been appointed and qualified" insert "duration of the council"

Page 5, Section 6, Lines 26-27:

delete "for the unexpired
term only"

STATE OF NEW JERSEY EXECUTIVE DEPARTMENT

Page 6. Section 6. After Line 1: insert new subsection as

follows: "g. The council shall expire upon the adoption by the Commissioner of Environmental Protection of the rules required to be promulgated pursuant to section 5 of P.L., c. (C.) (now before the Legislature as this bill)."

Page 6, Section 8, Line 22:

delete "Imposes safety requirements for storm water detention facilities."

Respectfully,
/s/ Jim Florio
GOVERNOR

[seal]

Attest:

/s/ Andrew Weber
Chief Counsel to the Governor