

Stormwater Management: Moving Towards a Resilient Future

Session 1

May 2, 2023



Presentation Outline

- Purpose
- Key Terms
- Review of 2022 Flooding Events
- Existing Stormwater-related Programs
 - Design Standards
 - -Basin Studies
 - Maintenance and Inspections
 - -Capital Improvement Program
- Looking Ahead to Session 2
- Summary









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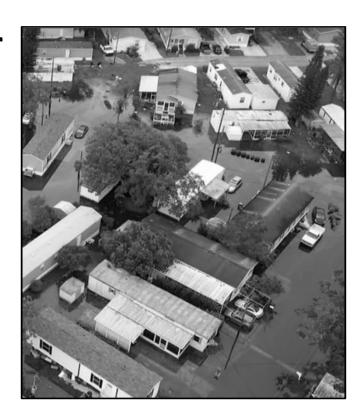






Purpose

- Discussion at the October 25, 2022 Board meeting regarding the following stormwater management concerns:
 - —Intensity of future rainfall events
 - -Sufficiency of existing design standards
 - -Current maintenance standards
- Following the discussion, Mayor Demings directed staff to do research and update the Board regarding potential modifications to our stormwater program and standards





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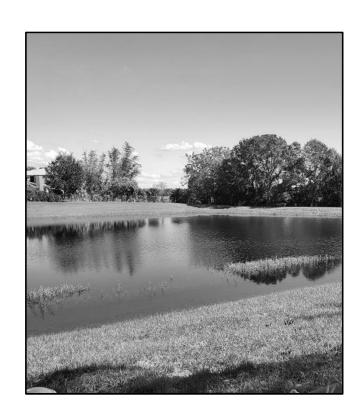






Stormwater Management

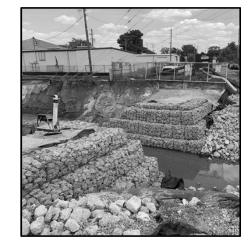
- Florida Statutes Section 403.031(16)
 - -"Stormwater management system" means a system designed and constructed or implemented to control discharges which are necessitated by rainfall events, incorporating methods to collect, convey, store, absorb, inhibit, treat, use, or reuse water to prevent or reduce flooding, overdrainage, environmental degradation and water pollution or otherwise affect the quantity and quality of discharges from the system.





Resiliency

- Florida Statutes Section 380.093 Resilient Florida Grant Program
 - -The Legislature recognizes that the state is particularly vulnerable to adverse impacts from flooding resulting from increases in frequency and duration of
 - rainfall events, storm surge from more frequent and severe weather systems, and sea level rise. Such adverse impacts pose economic, social, environmental, and public health and safety challenges to the state. To most effectively address these challenges, funding should be allocated in a manner that prioritizes addressing the most significant risks



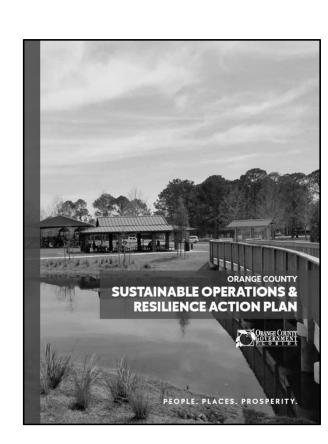
- Collins Dictionary Definition
 - -The ability of an ecosystem to return to its original state after being disturbed



Key Terms

Sustainability Operations & Resilience Action Plan (SORAP)

- Completed in 2021
- Includes focus areas for Energy & Climate Action and Water Use & Quality
- Goal 7 includes:
 - -Completing a Comprehensive Stormwater Infrastructure Plan (CSIP) to address the completion of a stormwater structural inventory
 - To identify and approve Low Impact Design strategies that benefit the County's system and make additions to the design requirements





Countywide Vulnerability Assessment Study

- The County received a state planning Resilient Florida grant in the amount of \$420,000
- Being done in coordination with the Office of Sustainability and Resilience
- The study will:
 - Collect data on critical and regionally significant assets
 - Perform an exposure analysis based on flooding from the 100-year and 500-year design storms
 - Perform a sensitivity analysis to measure the impacts of flooding on the critical assets





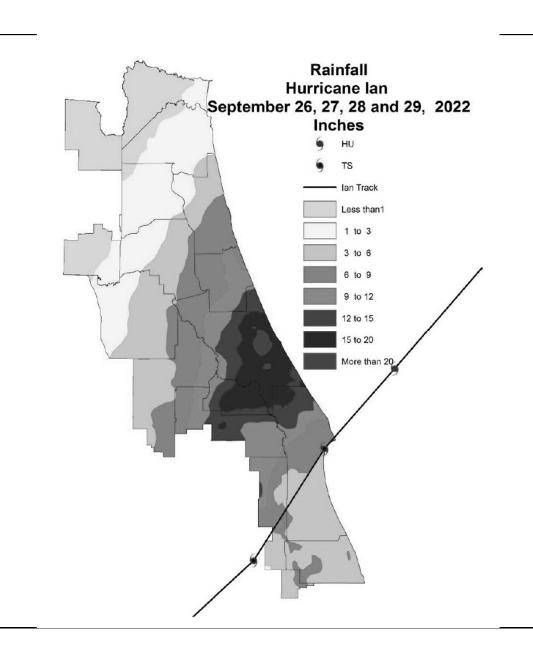
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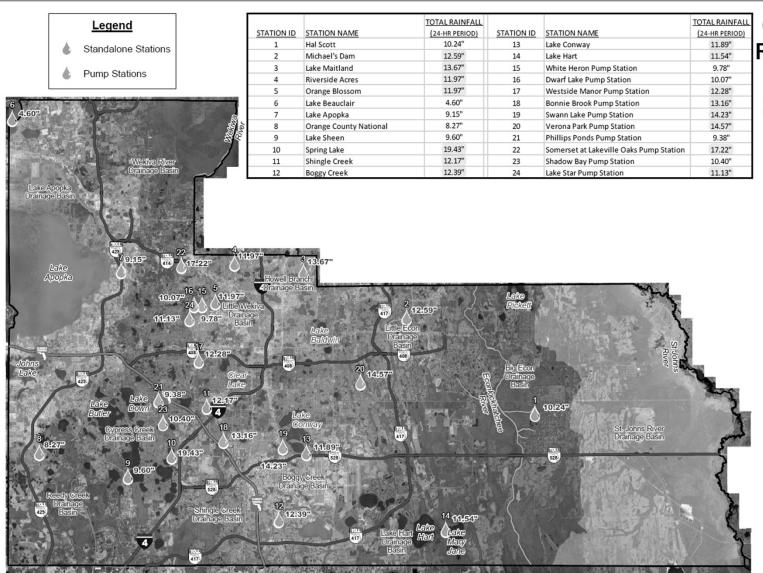
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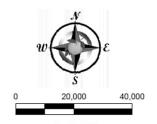






Orange County Rainfall Stations Hurricane lan 24-Hour Period

September 23, 2022



1" = 20,000'

Disclaimer:

Data is provided "as is" without warranty of any representation of accuracy, timeliness or completeness. The burden of determining accuracy, completeness, timelines, merchantability and fitness for or the appropriateness for use rests solely on the requester. The County makes no warranties, express or implied, as to the use of Data. There are no implied warranties of merchantability or fitness for a particular purpose.

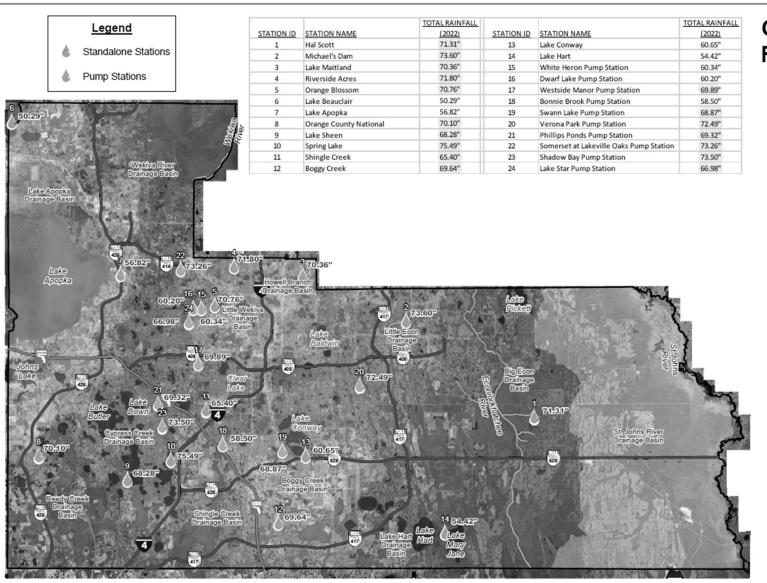
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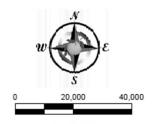
Produced by: Orange County Public Works Stormwater Management Division

January 10, 2023





Orange County Rainfall Station Totals for 2022



1" = 20,000

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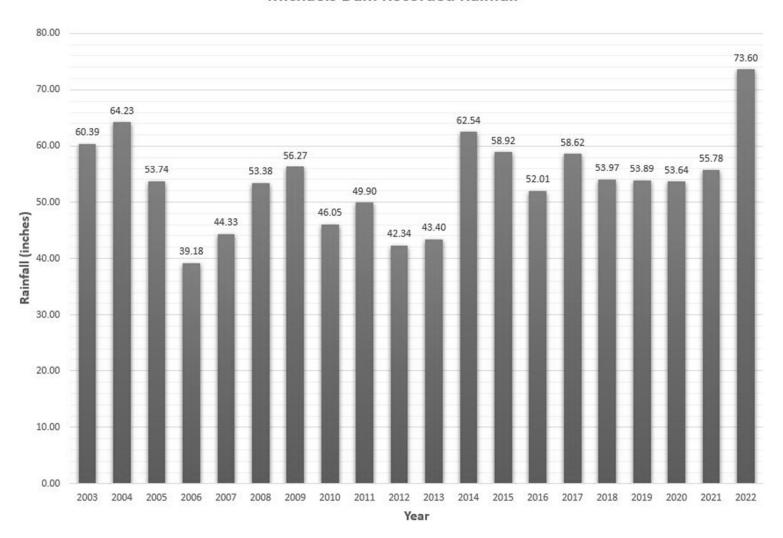
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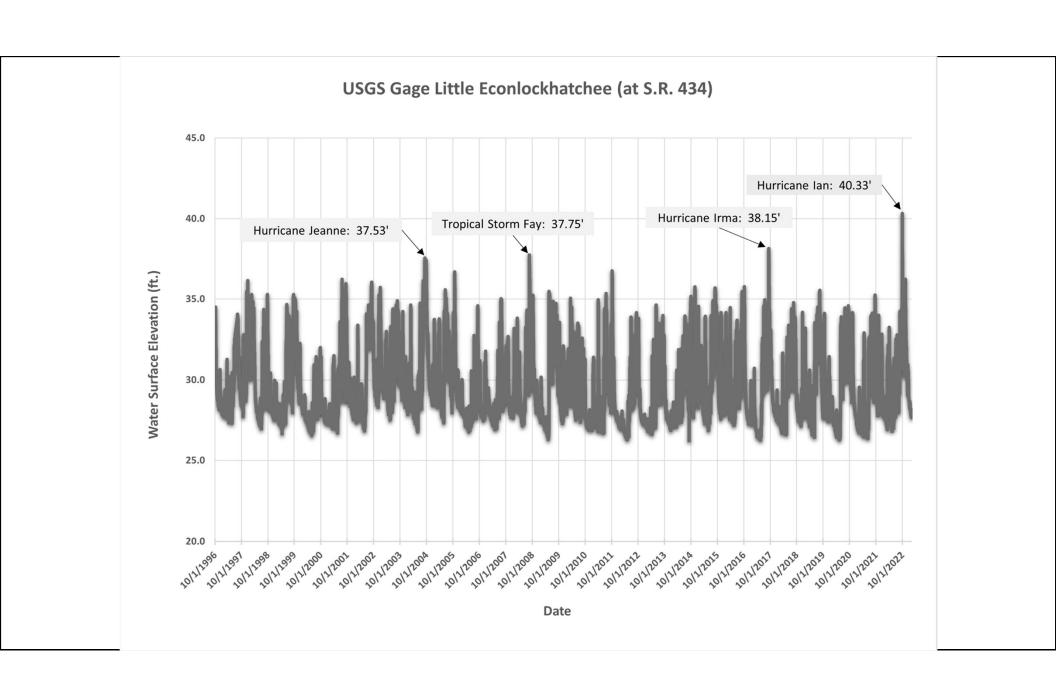
Produced by: Orange County Public Works Stormwater Management Division

January 10, 2023



Michaels Dam Recorded Rainfall







Hurricane Ian Analysis

- 67% of homes that reported possible water intrusion are located within the 100-year floodplain
- 85% of the properties fall within 500' of floodplain
- 70% of these properties were built before 1980 (coinciding with establishment of modern stormwater design standards and associated permitting)
- Only about 5-6% of all these properties were built since 2000

HOMES WITH POSSIBLE WATER INTRUSION=	247	
X ZONE	82	33%
FLOODZONE	165	67%
TOTAL BUILT BEFORE 1980 (1979 or older)	172	69.64%
TOTAL BUILT IN 1980 OR LATER	75	30.36%
TOTAL BUILT IN 2000 OR LATER	14	5.67%
BUILT IN X ZONE BEFORE 1980 (1979 or older)	47	19%
BUILT IN X ZONE 1980 OR LATER	35	14%
BUILT IN X ZONE 2000 OR LATER	4	1.62%
BUILT IN FLOODZONE BEFORE 1980 (1979 or		
older)	125	51%
BUILT IN FLOODZONE 1980 OR LATER	40	16%
BUILT IN FLOODZONE 2000 OR LATER	10	4.05%
*FLOODZONE IS BASED ON THE PARCEL, NOT		
JUST THE BUILDING		



Hurricane Ian Flooded Areas

Orlo Vista Area

Bonnie Brook Area

- Flooded home
- Flooded road
- Other flooding
- 100-year Floodplain







Hurricane Ian Flooded Areas

Rio Pinar Area

Flooded home

- Flooded road
- Other flooding
- 100-year Floodplain

Rouse Rd Area

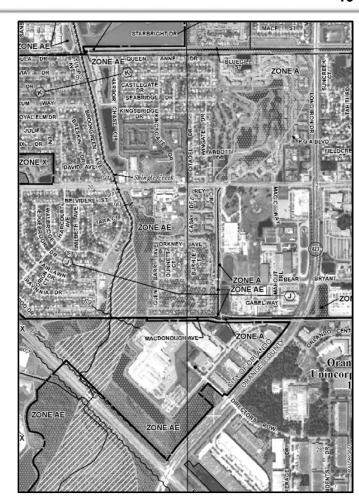






Hurricane Ian Analysis

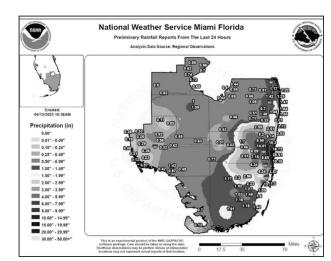
- Rainfall from Hurricane Ian exceeded the 100-year, 24-hr storm event in most of the County, so flooding in and near the 100-year flood plain was expected
- High tailwater conditions for key canals and rivers did not allow open systems to outfall.
 These included Shingle Creek, the Little Econ.
 River and the Econ. River
- It does not appear that lack of maintenance for County canals, ponds, etc. was a significant reason for the flooding





Not just hurricanes...

- Fort Lauderdale got 25 inches of rain in 'unprecedented' storm — Headline from NBC News
- April 11, 2023 Almost 2 months before the start of hurricane season
 - Heavy rain caused by slow-moving frontal system combined with low pressure system in the Gulf of Mexico
 - Parts of Ft. Lauderdale (pop 180,000) saw 25.91 inches of rain in a 6-8 hour period
- Significant impacts due to flooding
 - More than 900 calls to fire department
 - Around 600 people taken to shelters
 - Closed airport (FLL) for 2 days
 - Flooded homes & schools, causing \$ millions in damage







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Design Standards – Level of Service (LOS)

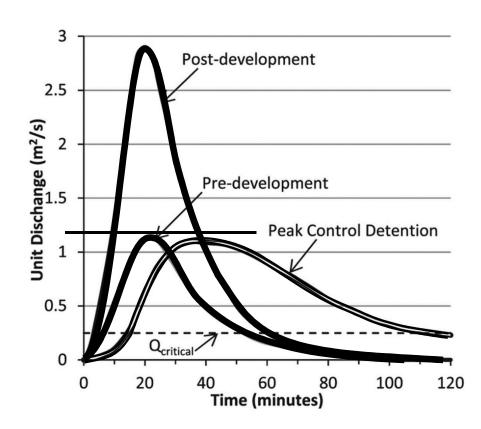
- Orange County Code Section 34-247 defines the minimum "Design Storm"
 - Open Basin 25-year frequency, 24-hour duration storm event
 - Closed Basin 100-year frequency, 24-hour duration storm event
- Canals, swales, and pipes range from 10 to 25-year frequency events
- Ponds are designed with 1 foot of freeboard
- The rainfall intensity of the design storms could be updated based on recent data.





Design Standards – Level of Service (LOS)

- In open basins, storm systems are designed so that the rate of stormwater discharge leaving the site cannot exceed the rate of discharge from before the site was developed
- In closed basins, there is no positive outfall and therefore they are designed without a discharge





Design Standards

Comparison with Other Jurisdictions

- Our consultant performed a review of the stormwater design standards from the following surrounding jurisdictions:
 - St. Johns River Water Management District (SJRWMD)
 - South Florida Water Management District (SFWMD)
 - Seminole County
 - Osceola County
 - Brevard County
 - Lake County
 - Polk County
- Orange County's 25-year and 100-year design storm level of service (LOS) are consistent with the comparable jurisdictions.







Floodplain Development Standards

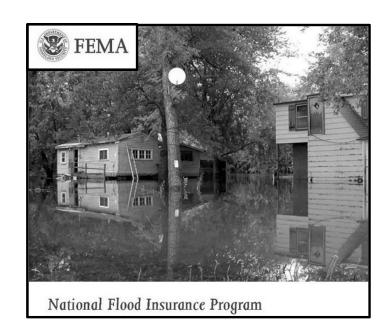
- Floodplain Management Chapter 19
 - Sec. 19-103. Safeguard the public health,
 safety, and general welfare and to
 minimize losses due to flooding
 - —Sec. 19-104. Limitations on sites in regulatory floodway
 - -Sec. 19-107. Compensatory Storage
 - Volume for volume (cup for cup) methodology
 - Excavated area must be contiguous
 - County may impose additional flood control measures to adequately protect upstream systems, downstream systems, or off-site properties





FEMA Floodplain Background

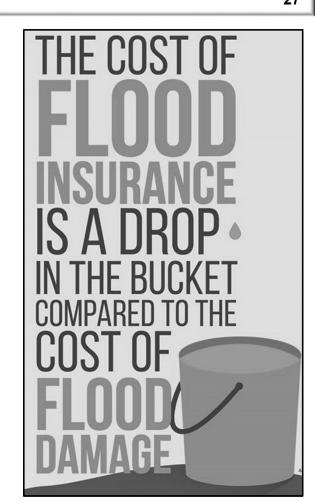
- Orange County began participating in FEMA's National Flood Insurance Program (NFIP) in the early 1980's
- NFIP sets minimum requirements for community floodplain management practices
- Allows residents to purchase federally backed flood insurance (can purchase if outside of the floodplain)





FEMA Floodplain Background

- County participates in FEMA's Community Rating System (CRS) since early 1990's
 - Voluntary incentive program that recognizes and encourages community floodplain management practices that exceed the minimum requirements of the NFIP
 - Provides residents with flood insurance discounts (5 45%)
 based on Classes (10)
 - Classifications are based on the community's CRS credit points obtained in 19 creditable activities (Public Information, Mapping and Regulations, Flood Damage Reduction, Warning and Response)
- Orange County has a CRS Class 5 rating,
 providing residents a 25% discount





FEMA Floodplain Coordination

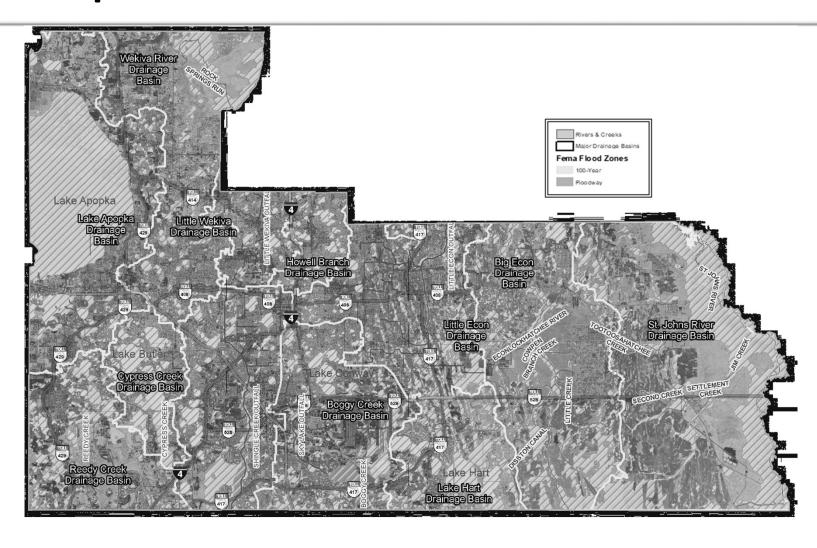
■ A Citizen's Guide to Flood Protection — which covers the required subjects per FEMA's Community Rating System (CRS) program, is sent to 25,000 addresses in the floodplain yearly with the tax mailing (early November)





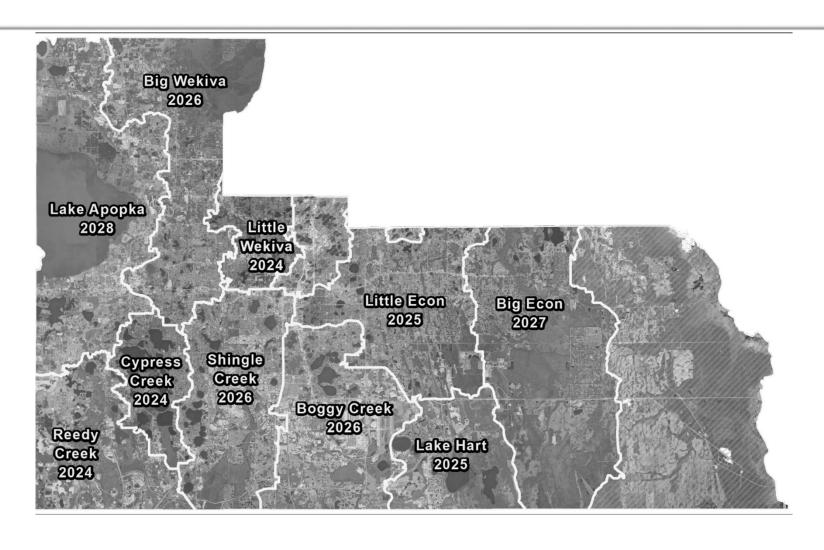


Floodplains - Rivers & Creeks





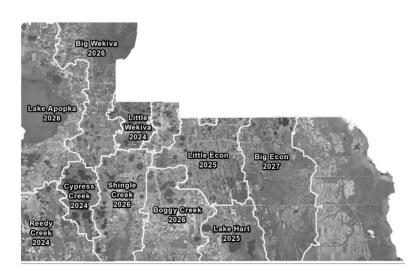
Stormwater Master Basin Studies





Stormwater Master Basin Studies

- In the late 1980's, the Stormwater Management Division initiated a program to study the major drainage basins of Orange County. Prior to this effort, only limited data was available
- A Stormwater Master Plan was prepared for ten of the twelve major drainage basins, and are now between 16 to 26 years old
- Recent development has dramatically altered the drainage patterns first documented
- Updates to the Master Plans were initiated in 2013 - to be completed by 2028





- Public Works maintains:
 - -2,027 ponds (including 1,645 MSBU ponds)
 - -95 miles of primary canals
 - -85 miles of secondary canals/ditches
- Staffing Approximately 188 operational positions
- Approximately \$47M annual operating budget
 - -Transportation Trust Fund and MSBU funded
- MSBU funding first implemented in 1979 pursuant to Admin. Reg 6.13.03. Used for subdivision retention areas that have drainage easements or have been dedicated in fee to the County.





- Maintenance activities includes mowing, weed control, mosquito control, maintenance and repair of the structural integrity of control devices, and periodic major repairs and improvements to the retention pond
 - Stormwater ponds are mowed monthly and are sprayed for aquatic vegetation every two months
 - Canals are mowed every four to six weeks and are sprayed for aquatic vegetation every three months
 - Dredging is done on an as needed basis
- Helps to ensure that they are functioning as designed





■ In 2022, the Stormwater Management Division and their contractors:

- Mowed about 25,822 acres of county right-ofway/easements for ponds and primary canals
- Trimmed or removed over 8,269 trees
- Chemically sprayed about 683 miles of fences/curbs/edges, and about 3,267 acres of county right-of-way/easements for ponds and primary canals
- Repaired over 14,459 linear feet of fencing along ponds and right-of-way
- Processed 475 floodplain permits and reviewed 150 determinations and inquiries







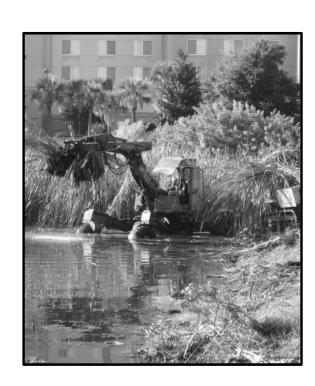
- Orange County was issued a National Pollutant Discharge Elimination System (NPDES) by FDEP which requires a program to detect and eliminate illicit discharges and improper disposal into the MS4
- Permit Purpose and Goals:
 - Regulates the discharge of stormwater to surface waters
 - Restore and maintain the health of the surface waters
 - Establish goals and practices to meet pollution reduction targets





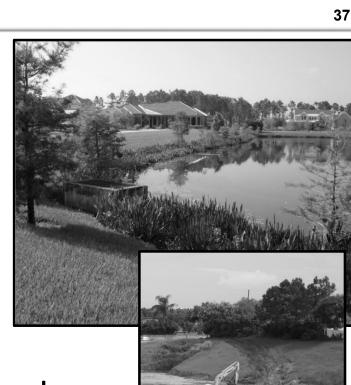
■ The County's NPDES Permit requires:

- Develop and implement a Stormwater
 Management Plan for the County which includes:
 - Maintenance
 - Inspections
 - Monitoring
 - Training & Education
 - Reporting
- Shared responsibilities between multiple
 Departments, administrated by EPD



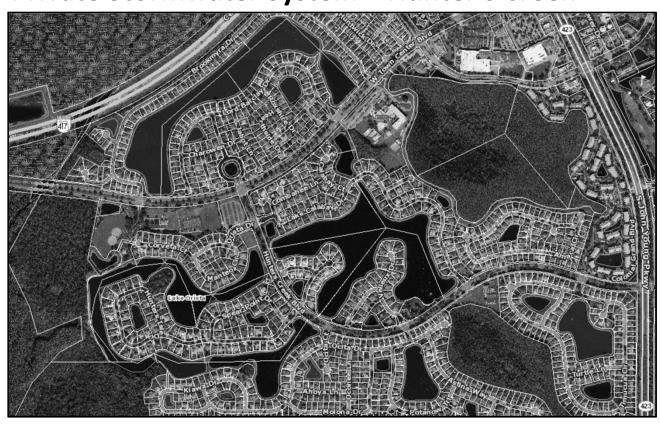


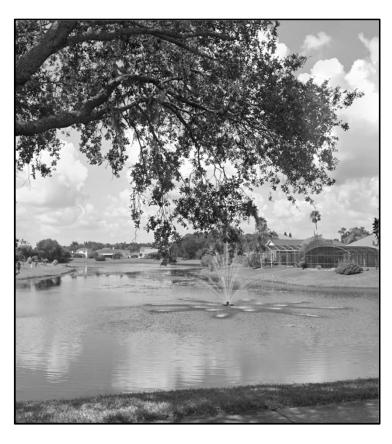
- Not all stormwater ponds and systems are owned or maintained by Orange County
 - Approximately 8,000 privately-owned ponds (includes commercial properties and gated subdivisions)
 - These private systems can affect overall flooding and water quality in the County
- Private property owners have the responsibility to maintain these systems
 - Orange County Code requires submittal of an operations and maintenance schedule
 - Gated subdivisions required to retain a professional engineer to assess their stormwater management system every 3 years





Private Stormwater System – Hunter's Creek







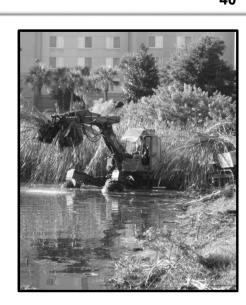
Private Stormwater System – Commercial Center





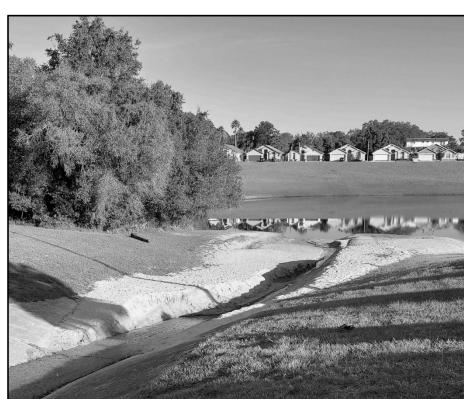


- The NPDES program currently has four (4) full-time inspection staff that perform the following duties:
 - Inspect private development and public infrastructure projects for NPDES permit compliance
 - Investigate complaints of illicit discharge
 - -Inspect existing private stormwater infrastructure
 - Issue NPDES violations
- Due to the multiple duties of the NPDES inspectors, only about 100 of the total 8,000 private ponds will be inspected this fiscal year
 - About 50% of the private ponds inspected are out of compliance, with half of the compliance issues being minor











Capital Improvement Program

The County's Capital Improvement Program (CIP) incorporates
 Stormwater Management, Roads & Drainage, and Environmental
 Protection Divisions

- Focuses on flood protection and water quality improvements
- Projects replace or improve older drainage systems to increase efficiency, reduce the risk of flooding, and improve water quality
- The County's annual CIP budget comprises:
 - Stormwater Management: \$5.75 Million
 - Roads & Drainage: \$6.0 Million
 - EPD: \$1.5 \$3.0 Million





Capital Improvement Program – Public Works

Recently completed Capital Improvement Projects:

- Stormwater Management Division
 - Little Wekiva River Restoration at Edgewater Drive
 - B-14 Boggy Creek Pipeline Segment A
 - Bonnie Brooke Pump Station Improvements
 - Summer Woods Pond (Pond 6621 & 6604)
 - Full Sail Pond Weir Improvements (Pond #6612)
- Roads & Drainage Division
 - Washington Avenue and Oak Park
 Rd (Windermere Heights) Drainage Improvements
 - 2nd Street and Boyce Street (Avenue "C" canal) drainage improvements





Capital Improvement Program - EPD

- EPD CIP: \$1.5 \$3M annually, 8-10 new projects/yr
- Collaboration between PW and EPD:
 - Water quality and quantity projects addressed simultaneously
 - Advantages of reduced mobilization and disruption to residents
- **■** Example Project: Lake Christie Baffle Box
 - Incorporated into existing infrastructure
 - Designed to reduce nutrients
- Grant funding often available for water quality projects
 - Federal, FDEP, legislative appropriations





- Orlo Vista neighborhood
 - Homes built in 1950s and 1960s
 - Many homes within floodplain
- Community subject to repeated flooding:
 - Hurricane Donna (1960)
 - Hurricane Irma (2017)
 - Hurricane Ian (2022)
- With Hurricane Ian, 148 homes flooded despite early pumping to Shingle Creek



Flood Mitigation Project

- Scope: Excavation and slope armoring of existing stormwater ponds, installation of new pump station with force main to Shingle Creek, lowering/installation of piped pond connections to help convey water to the new pump station, and decommission existing pump station
- Construction Cost: \$23.2 Million
- Funding sources: Hazard Mitigation Grant
 Program (\$17.4 Million), Community Development
 Block Grant (\$2.5 Million), Orange County (\$3.3 Million)
- Project is significantly more expensive than Stormwater's annual CIP budget



- Mitigation project designed to provide a higher level of flood protection to existing residential structures (100yr/72hr)
- No downstream impacts
- Start Date: March 13, 2023
- Completion date (anticipated): June 2024







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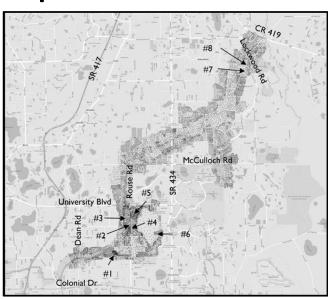






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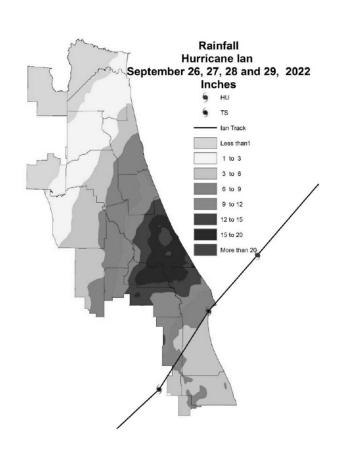
- –Purpose
- -Recap of May 2, 2023 presentation
- -Summary of March 14, 2023 Innovation Lab Workshop
- -Stormwater Program Focus
 - Climate Change / Changes in Rainfall Intensity
 - Master Basin Studies Proposed Updates & Changes
 - SORAP Collaboration
 - Innovative Ideas
 - Funding Needs
- Recommendations and Next Steps
- –Summary





Climate Change / Changes in Rainfall Intensity

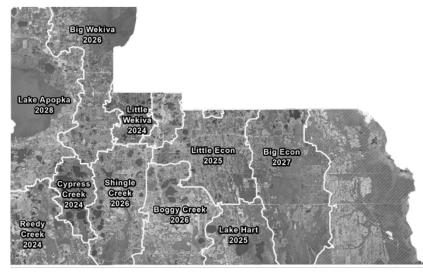
- —How will climate change affect the rainfall intensity/frequency of storms in the future?
- —Are our standard design storm intensities still accurate for future conditions?
- —Are we able to still meet our stormwater level of service criteria in the future using the existing data?





Master Basin Studies - Proposed Updates & Changes

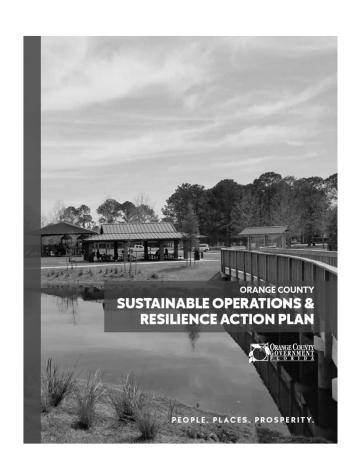
- —How will changes in rainfall intensity and frequency affect the basin studies and recommendations?
- —How will this updated rainfall data change the 100-year floodplain maps?
- -How can we implement projects that improve both flood mitigation and water quality?
- —How will these changes affect the funding needed for capital projects?





SORAP Collaboration

- –What recommendations will impact stormwater from the countywide vulnerability assessment (funded by the Resilience Florida grant program)?
- —How can we address the stormwater needs that result from the vulnerability assessment?
- -How can we implement Low Impact Design (LID) strategies in the future for new projects and to retrofit existing systems?
- -How can we utilize FEMA funding or other grants to become more resilient?





Innovative Ideas

- Development of predictive stormwater models to help to better prepare for future storm events
- Partnerships with the Utilities Department on Integrated Water Resources Projects
- Studies of the impacts of wetland loss on flood risk and water quality
- Improvements to the inspection and compliance of private stormwater systems





Funding Needs

- The updated master basin studies will likely result in a significant amount of recommended capital needs
 - Current capital funding for stormwater capital projects is very limited
 - Stormwater Utility Ordinance 96-20 located in Chapter 15 Article XII, was adopted on July 23, 1996.
 The rate was set at \$0.00.
- —How could a Stormwater Utility Fee be implemented, and what could it be used for?
- —What are other potential sources of funding?





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- Stormwater systems are an important part of our SORAP
- 2022 Flooding was due to historic rainfall well beyond traditional design storm
- Most homes that flooded were older or built in or near the floodplain
- County's current design standards are in line with other jurisdictions
- Current maintenance operations are extensive
- Limited budget capacity for major capital projects
- Session 2 will explore future of County's program

