

Recommendations of the Local Planning Goals Task Force

Introduction:

This document serves as a framework of the key questions and options that the Local Area Planning Goals Task Force (Task Force) recommends that jurisdictions consider when developing their Phase III Watershed Implementation Plans (WIPs). The charge given to the Task Force by the Water Quality Goal Implementation Team (WQGIT) poses two primary questions: 1) should the Phase III WIPs include local area planning goals; 2) if there are local area planning goals, what are the options for how these goals could be expressed in different jurisdictions. In order to provide jurisdictions with the flexibility to develop plans that fit their needs, this paper presents options for how a jurisdiction could define “local”, and what is meant by a goal. Below is the full charge to the Task Force as well as the Task Force’s recommendations.

Task Force Charge¹ - as Assigned by the WQGIT

“To make recommendations to the Water Quality Goal Implementation Team (WQGIT) regarding whether the Phase III WIPs should include local area planning targets² (LAPTs) and, if so, options for how these targets could be expressed in different jurisdictions. The Local Area Planning Targets Task Force (Task Force) will address findings from the Chesapeake Bay Total Maximum Daily Load (Bay TMDL) Stakeholder Assessment, including the goal of raising awareness of local partners’ contribution toward achieving the Bay TMDL; the technical capacity of the Chesapeake Bay Program’s Phase 6 modeling suite; how local implementation addresses local conditions, needs and opportunities, such as local water quality; and the availability of tools to assist in the development and optimization of local implementation strategies. The Task Force will review the efforts of some jurisdictions to develop LAPTs as part of the Phase II WIPs and recent work to establish federal facility targets. Task Force recommendations will be presented as part of the development of the Phase III WIP expectations by EPA.”

What is meant by goal?

A local goal helps the states achieve their WIPs and helps local partners better understand their expected contributions. Such a goal may be expressed in a variety of ways, to be determined by the jurisdictions, based on the recommended options provided by the Task Force (see Question #3).

How do local area planning goals support the Bay TMDL processes?

In 2010, EPA established the Bay TMDL that identifies the necessary pollution reductions of nitrogen, phosphorus and sediment across the seven Bay watershed jurisdictions of Delaware, District of

¹ To access the full charge, see

http://www.chesapeakebay.net/channel_files/23900/local_area_targets_task_force_charge_2.24.16.pdf

² The Task Force changed “targets” to “goals” in order to better reflect the range of options of how these goals could be defined.

Columbia, Maryland, New York, Pennsylvania, Virginia and West Virginia to meet applicable water quality standards in the Bay and its tidal waters. The 2010 Bay TMDL established wasteload allocation (WLAs) and load allocations (LAs) for point sources and nonpoint sources of pollution, respectively. Point sources, in this context, include all sources subject to regulation under the National Pollutant Discharge Elimination System (NPDES) program (e.g., wastewater treatment facilities, some stormwater discharges and concentrated animal feeding operations). Local area planning goals are not WLAs and therefore are not subject to NPDES permit regulations.

The WIPs, developed by the seven Bay watershed jurisdictions, provide a roadmap for how the jurisdictions, in partnership with federal and local governments, will achieve the Bay TMDL's nutrient and sediment allocations. The jurisdictions are expected to develop WIPs over three Phases. The jurisdictions submitted Phase I and Phase II WIPs to EPA in 2010 and 2012, respectively. In 2018, the seven Bay watershed jurisdictions will develop Phase III WIPs that provide more information on what actions the jurisdictions intend to implement between 2018 and 2025. As part of the accountability framework established in the Bay TMDL document, jurisdictions also establish short-term goals in the form of two-year milestones, which are based on the WIPs and have been reported to EPA since 2011. The milestones are intended to demonstrate the effectiveness of the jurisdictions' WIPs by identifying specific near-term pollutant reduction controls and a schedule for implementation.

EPA conducts oversight of WIP implementation and jurisdictions' progress toward meeting two-year milestones, as part of the Bay TMDL's accountability framework. If progress is insufficient, EPA may take federal actions that would place additional controls on point sources of pollution, such as wastewater treatment plants, large animal agriculture operations and municipal stormwater systems, as well as target compliance and enforcement activities. EPA has no intention of taking any federal actions against a local government or entity in regards to their adoption of a local area goal.

The WIPs and two year milestones provide confidence that the TMDL will be implemented. Local area planning goals could be used to strengthen that confidence since local partners will carry out many of the implementation efforts. The development of local area planning goals could lead to more meaningful engagement by local partners in the WIP implementation process, and could help ensure equity across the source sectors in both regulated and unregulated communities.

If local area planning goals are set, EPA expects the jurisdictions to work closely with their respective local partners in the development and implementation of these goals. It is up to each jurisdiction to decide how to track and report progress towards achievement of local area planning goals through their two-year milestones and/or annual progress reporting to EPA.

Question #1: Should the Phase III WIPs include local area planning goals?

In light of the varied nature of local government structures (including soil & water conservation districts) across the Chesapeake Bay jurisdictions, the Task Force recognizes that one size will not fit all with regard to the development and implementation of local area planning goals for the Phase III WIP. Accordingly, the Task Force recommends that the determination as to whether or not there should be local area planning goals is best made by the seven Chesapeake Bay jurisdictions, in partnership with their local and regional partners, stakeholders and federal and state facilities.

Providing such flexibility will allow the jurisdictions to design Phase III WIP planning and local engagement processes that are best suited to them and their partners. Doing so will facilitate “buy in” from local partners because they will have been involved with a key decision relating to the Phase III WIP planning process. Each jurisdiction should also have the flexibility to establish variable approaches on goals within the jurisdiction. As an example, a jurisdiction may identify a “high load” sub watershed that is contributing high nutrient and sediment loads from the agricultural source sector and establish goals expressed as needed agricultural BMP implementation for soil & water conservation districts in that watershed. That same jurisdiction may establish state-wide programmatic stormwater requirements, or strategies to reduce loads from the urban source sector.

The Task Force further recommends that jurisdictions consider the following factors in determining whether or not to develop local area planning goals (i.e. smaller than the state-basin level):

- Would the establishment of local planning goals facilitate the development of local strategies to achieve the Bay TMDL and result in additional implementation actions?
- Would the establishment of local planning goals assist local areas in understanding where best to target their efforts and resources?
- Would the establishment of local area planning goals accelerate progress toward the implementation of practices to achieve the Chesapeake Bay TMDL?
- Would the establishment of local area planning goals provide maximum flexibility to enhance local buy in and engagement in the WIP process?
- Would local area planning goals allow a jurisdiction to focus limited resources for implementation?
- Are there feasible methods to monitor the progress towards achieving local area planning goals?

If yes:

- How would the state work with their local partners to established local planning goals that are realistic and achievable?
- What resources would the state and local jurisdictions need to establish local area planning goals and to adequately implement strategies to achieve those goals?
- What programs are already in place and what programs would be developed that could improve facilitation of local partner implementation in meeting the Bay TMDL and WIP commitments?
- What tools are already available to states to focus limited resources to achieve the greatest reductions?
- How would the state help localities integrate the Bay-related goals with other local resource concerns such as locally impaired streams, local TMDLs, sea level rise, karst habitats, etc.? What would a state jurisdiction need in order to provide such information to a locality, what type of staff training would be needed to enable a locality to use such tools, and how could the elected officials at the local level be kept informed?

- Have the largest sources of nutrient and sediment loads within the jurisdiction been identified, and has consideration been given to which scales might be most effectively used for addressing those loads?
- Local area planning goals should be limited to a scale and source specificity that is scientifically defensible.
- How will progress be tracked, reported and evaluated?
- Would the goals be structured to aid state efforts to ensure nutrient and sediment trading programs protect local water quality?
- How would local planning goals help to ensure that the impacts of future land use decisions are properly considered so as to avoid and/or offset new loads?

If no:

- What programs are already in place and what programs would be developed that could improve facilitation of local partner implementation in meeting the Bay TMDL and WIP commitments without local area planning goals?
- What tools are already available to states to focus limited resources to achieve the greatest reductions?
- Have the largest sources of nutrient and sediment loads within the jurisdiction been identified, and has consideration been given to which scales might be most effectively used for addressing those loads?

Question #2: How should “local” be defined?

If a jurisdiction determines that developing local area planning goals would better facilitate implementation, there are several options for how they may define local. The Task Force has developed a recommended list of options for how “local” could be defined for the purposes of establishing local area planning goals. When a jurisdiction is considering these options, the Task Force recommends that consideration be given to any existing political or programmatic structures that could provide guidance and/or funding opportunities that would support implementation efforts and provide a framework for tracking progress.

1. Locality jurisdictional boundaries (city, town, county, borough, township) or collections of such sub-state political subdivisions
2. Federal facilities
3. State facilities
4. Soil & Water Conservation District (Conservation District) boundaries
5. Regional entity boundaries (i.e. planning district commissions; regional river basin commissions, utility districts)
6. Watershed or sub-watersheds of Chesapeake Bay Tributaries
7. Targeted areas with high nitrogen, phosphorus or sediment yields (loadings)
8. “Segment-sheds” as depicted in the 2010 TMDL
9. Any area, entity or political subdivision based on an identified need for pollutant reductions for a given source sector or sectors
10. Some combination of the above

Question #3: How should local area planning goals be expressed?

There are many options for how to express local area planning goals in a way that helps states achieve their WIPs, and helps local partners to better understand their expected contributions. All options recommended below are supported by the Chesapeake Bay Program partnership's decision support tools (i.e. CAST). In addition, the Task Force feels that monitoring trend data, provided to the Chesapeake Bay Program Partnership by USGS, could also be used to support the establishment of local area planning goals either independently, or in conjunction with the support of the Partnership's suite of modeling tools. Goals may be expressed using any one of these options, or in some combination.

- Percentage of Best Management Practice (BMP) Implementation on land uses defined in the Phase 6 model
- Quantifying implementation goals for particular BMPs
- Programmatic Goals (i.e. ordinances with provisions for Erosion and Sediment Control, Urban Nutrient Management, post-construction performance standards) that include specific implementation, oversight and enforcement requirements
- Numeric nitrogen, phosphorus and sediment as expressed as reductions or maximum load goals
 - Numeric load goals for one or more pollutants (Delivered load of 300 lbs P)
 - Numeric reduction goals for one or more pollutants (reduce loads by 4000 lbs N)
 - Yield based goals for one or more pollutants (0.41 lbs P/acre/year from developed lands)
- Pace of implementation over a certain time frame
- Percent reduction of existing loads over a certain time frame
- Percent of flow in certain tributaries/runoff captured – flow-based targets