

Pennsylvania's Phase 3 WIP Local Area Goals Workgroup

Recommendations and Planning Templates

February 14, 2019

Planning and Reporting Guidance and Templates

The WIP Local Area Goals workgroup was asked to develop a plan to support counties in their efforts to meet nutrient reduction goals. The workgroup created a Toolbox with guidance and resources for counties to use during the planning process. The Toolbox was tested in four pilot counties (Lancaster, York, Adams and Franklin). Feedback from each of the counties was used to improve the Toolbox and transition it from one large document, into two concise resources with planning and reporting templates:

- Pennsylvania's Community Clean Water Planning Guide (background and planning resources)
- Pennsylvania's Community Clean Water Technical Toolbox (county specific data and technical resources)
- Phase 3 WIP Planning and Progress Template
- Phase 3 WIP Programmatic Recommendations Template
- Countywide Action Plan Narrative Template

The lessons learned in the pilot counties will ensure a more effective and efficient planning process for the remaining counties in Pennsylvania's Chesapeake Bay watershed. Recommendations made by the workgroup are a direct representation of the counties' voices throughout the pilot process. Direct feedback from the pilot counties on ways to improve the process are included within the recommendations.

Looking Forward Across the Watershed

Pennsylvania's Community Clean Water Planning Guide and Technical Toolbox are just part of the equation. Continued engagement and support will be needed as more counties begin work on their Community Clean Water Action Plans. Staff to support county efforts and provide technical assistance will be necessary during plan development and implementation.

Staff needs to support county clean water planning and implementation:

- **Internal Coordinator** (Clean Water Regional Coordinators): Employees of DEP. Internal coordinators would serve as the point contact for DEP and all other state agencies for external and technical coordinators. Internal coordinators would be responsible for:
 - managing external coordinators, facilitator and technical contract staff.
 - oversight and management of technical contracts.
 - facilitate state resources for local planning and implementation.
 - assisting with the permitting and grant process for external coordinators.
 - help in coordination with the verification process.
 - management and oversight of annual reporting and 2-year milestone tracking.
- **External Coordinator** (Community Clean Water Coordinators): DEP contractors reporting to the DEP Internal Coordinators. Serve as the point of contact to their assigned county(ies). Provide regular progress updates to Internal Coordinators. They would support county efforts to develop and implement Community Clean Water Action Plans by:
 - facilitating planning team efforts and coordinating regular meetings.
 - seeking financial resources to support county efforts (grants, partnerships, etc.).
 - helping counties with permitting of plan related projects.

- developing and updating county plans and progress as needed.
- submitting annual reports.
- coordinating verification process within their designated county(ies).
- **Technical Coordinator** (Clean Water Technical Assistance Coordinator): A DEP contractor reporting to the DEP Internal Coordinator. The Technical Coordinator would:
 - be responsible for providing information and facilitation of planning tools through the planning and implementation process.
 - assist with reporting and tracking of milestones and annual progress.
 - assist in model runs for plan development and during annual milestone updates.
- **Facilitation Coordinator** (Clean Water Facilitation Coordinator): A DEP contractor reporting to the DEP Internal Coordinator. The Facilitation Coordinator would provide:
 - facilitation services.
 - organizational support.
 - process design work.
 - project synthesis and implementation expertise.
 - clear communication tools for Phase 3 WIP development and implementation of local engagement strategies.
 - expertise in synthesizing individual perspectives into a collective, implementable final product.
- **Outreach Contractor** (Clean Water Outreach Coordinator): A DEP contractor reporting to the DEP Chesapeake Bay Office, in coordination with WIP Communications and Engagement Workgroup and DEP Communications Office. The Outreach contractor would:
 - Develop outreach materials and communication tools for public dissemination and education on Phase 3 WIP and local water quality

Two Approaches to Planning Across All of PA's Bay Counties

Full implementation of the Phase 3 WIP will require significant staff and financial resources. Recognizing this, the Local Area Goals workgroup identified two approaches to help the remaining counties develop and implement their Community Clean Water Action Plans. The two options, notated "Watershed-Wide Approach" and "Staged Approach", are summarized below:

Option 1: Watershed-Wide Approach

In this approach, all 43 counties within the Chesapeake Bay watershed would complete their Countywide Action Plan over a 12-month timeframe. Long-term implementation of each Community Clean Water Action Plan would immediately follow and be ongoing. It would also include continuation of the pilot process in the four pilot counties as they transition into implementation of their Countywide Action Plans.

Support staff would be provided on a regionalized basis. The regionalized planning efforts would group counties, leveraging existing regional partnerships where feasible. Regionalized partnerships under this option may result in Tier 2 counties planning efforts with Tier 4 counties, which could affect availability of support to counties with larger goals to reach.

Each county would submit their own Countywide Action Plan, but could work as a team with their regional planning partners. The Watershed-Wide Approach Planning Template provides a list of **potential** regionalized planning efforts based on knowledge of existing regional county partnerships, but is only draft at this time.

Resources for the Watershed-Wide Approach would need to be in place by July 2019 in order to complete the remaining 39 Countywide Action Plans by July 2020. Those resources include:

- 21 full time, permanent contracted external coordinator positions (1 external coordinator per regionalized county planning effort), \$2,100,000 (\$100,000 per external coordinator)
- 10 full time internal coordinator positions at DEP, \$1,000,000 (\$100,000 per internal coordinator)
- 10 full time, contracted technical coordinator positions (ex. SRBC), \$900,000 (\$90,000 per technical coordinator)
- 1 full time, contracted facilitation coordinator, \$100,000
- 1 full time, contracted outreach coordinator, \$100,000
- **Total: 43 coordinators, \$4,200,000**

| Watershed Wide Approach Pro's | Watershed Wide Approach Con's |
|--|---|
| <ul style="list-style-type: none"> ● all county planning complete in 12 months ● implementation begins sooner ● regional partnerships leveraged for planning and implementation | <ul style="list-style-type: none"> ● shortened 4-6 month planning process for each county ● less one-on-one state support with regionalized support approach ● all counties competing for limited state and partner resources ● less time for county outreach ● doesn't recognize unique variation in nutrient loads across counties ● challenges to building coalitions with limited county partnerships ● challenges to scaling up on designated timeframe on both funding and staffing fronts |

Please refer to Watershed-Wide Approach Planning Template for further information on this approach.

Option 2: Staged Approach

The Staged Approach takes an incremental approach to scaling of resources and coordination of planning efforts. The Staged Approach rolls out in two phases over 18 months. Phase 1 uses the additional time to focus efforts on the eight higher loading Tier 1 & 2 counties (54% of PA's nitrogen and 42% of PA's phosphorus loads). This approach allows for additional outreach to Tier 3 and 4 counties before their planning starts.

Staged Approach, Phase 1, would focus on planning and long-term implementation of Pennsylvania's Watershed Implementation Plan (WIP). It would include continuation of the pilot process in the four pilot counties as they transition into implementation of their Countywide Action Plans.

Phase 1 would also begin the planning process for the four remaining Tier 2 counties. Tier 2 counties would be given 6 to 8 months to build countywide coalitions and develop Countywide Action Plans. The Tier 2 counties would begin the implementation phase immediately after plan development.

Staged Approach, Phase 2, would focus on planning and long-term implementation of Pennsylvania's Watershed Implementation Plan (WIP) for the remaining thirty five Tier 3 and 4 counties, and target the remaining 46% of PA's nitrogen and 58% of PA's phosphorus loads.

During Phase 2, supporting staff would be provided on a regionalized basis for Tier 3 and 4 counties. The regionalized planning efforts would group counties together, leveraging existing regional partnerships where feasible. Each county would still be required to submit an individual Countywide Action Plan, and would be encouraged to work together with other counties during the planning effort.

Phase 2 would begin after the completion of the planning process for Phase 1 counties. All Tier 3 and 4 counties would be given 6 to 8 months for planning, and would immediately switch to the implementation phase once planning is complete.

Resources for Phase 1 would need to be in place by July 2019 in order to complete Phase 1 by February 2020. Those resources include:

- 8 full time, permanent contracted external coordinator positions (1 external coordinator per county), \$800,000 (\$100,000 per external coordinator)
- 3 full time, permanent internal coordinator positions at DEP, \$300,000 (\$100,000 per internal coordinator)
- 2 full time, contracted technical coordinator positions (ex. SRBC), \$180,000 (\$90,000 per technical coordinator)
- 1 full time, contracted facilitation coordinator, \$100,000
- 1 full time, contracted outreach coordinator, \$100,000
- **Total: 15 coordinators, \$1,480,000**

Resources for Phase 2 would need to be in place by February 2020 in order to complete Phase 2 by January 2021. Those resource include:

- 13 full time, permanent contracted external coordinator positions (1 external coordinator per regionalized county planning effort), \$1,300,000 (\$100,000 per external coordinator)
- 7 full time, permanent internal coordinator positions at DEP, \$700,000 (\$100,000 per internal coordinator)
- 8 full time, contracted technical coordinator positions (ex. SRBC), \$720,000 (\$90,000 per technical coordinator)
- **Total: 28 coordinators, \$2,720,000**

Total resources needed for the Staged Approach would include:

- 21 full time, permanent contracted external coordinator positions (1 external coordinator per regionalized county planning effort), \$2,100,000 (\$100,000 per external coordinator)
- 10 full time internal coordinator positions at DEP, \$1,000,000 (\$100,000 per internal coordinator)
- 10 full time, contracted technical coordinator positions (ex. SRBC), \$900,000 (\$90,000 per technical coordinator)
- 1 full time, contracted facilitation coordinator, \$100,000
- 1 full time, contracted outreach coordinator, \$100,000
- **Total: 43 coordinators, \$4,200,000**

| Staged Approach Pro's | Staged Approach Con's |
|---|--|
| <ul style="list-style-type: none"> ● all county planning complete in 18 months ● counties have more time to complete planning process (6-8 months) ● implementation begins sooner in higher loading counties ● counties get more one-on-one support ● Phase 1 counties have less competition for limited state and partner resources ● more time for outreach to Tier 3 and 4 counties ● more time to scale up funding and resources ● more time for coalition building ● recognizes unique variations in nutrient loads for individual counties | <ul style="list-style-type: none"> ● longer timeframe of 18 months to full watershed implementation |

Please refer to Staged Approach Planning Template for further information on this approach.

NOTE: The staffing resources and costs outlined in this document are associated ONLY with completion of the planning process and staff support needed for implementation of those plans, and do NOT include the costs and resources needed to install Best Management Practices (BMPs).

Challenges and Resource Needs

There are various challenges and resource needs to address in order to allow for both continuation of the pilot counties and the forward planning and implementation process for the remaining counties in the Chesapeake Bay Watershed. The challenges and resource needs identified by the Local Area Goals workgroup are defined below.

Challenges

- **Engagement.** Engaging, educating and supporting county stakeholders with the WIP process has proven to be a challenge and consuming of staff resources needed to provide understanding and acceptance of the WIP process. It is anticipated that the implementation phase will require a continued level of staff resource support.
- **Staffing Resources.** Current staffing resources cannot provide the education, engagement and support to successfully complete planning and implementation in the remaining counties unless additional requested staffing resources are met.
- **Competing Priorities.** The WIP is a voluntary process:
 - Resources within each county are stretched
 - Countywide planning leaders struggle with how to begin implementation given current limitations
 - WIP is a competing priority and county stakeholders may give it a lower priority because it is voluntary
 - Extensive state resources needed to assist with plan development and implementation in each county
- **Time.** Extensive time is needed for the planning process for each county:

- Aggressive completion timeline for the remaining 39 counties; four pilot counties took 6-8 months to complete their plans.
- New challenges exist with exploring a regionalized approach across Tier 3 and 4 counties
- **Training and Support.** The need for additional staffing support increases training, oversight and coordination of all staff resources
- **Implementation Support.** Pilot counties need to transition from planning to long term implementation, which may require continuation of the pilot process and will require continued, permanent resource support
 - Requires state-county partnership support throughout the planning process and implementation
 - May require a pilot implementation phase similar to the pilot planning process
 - There are currently no established process or guidelines for how the county begins the implementation phase
 - Partner support is necessary to help counties meet their challenges to implementation
- **Funding.** Significant funding is needed for additional staffing to support the planning and implementation process (see resource needs below)

Resource Needs

Recommended staff resources needed for the Watershed Wide or Staged Approach include:

- 21 full time, permanent contracted external coordinator positions (1 external coordinator per regionalized county planning effort), \$2,100,000 (\$100,000 per external coordinator)
- 10 full time internal coordinator positions at DEP, \$1,000,000 (\$100,000 per internal coordinator)
- 10 full time, contracted technical coordinator positions (ex. SRBC), \$900,000 (\$90,000 per technical coordinator)
- 1 full time, contracted facilitation coordinator, \$100,000
- 1 full time, contracted outreach coordinator, \$100,000
- Total: \$4.2 million, 43 external and internal staff resources

Current Resources

Current staff resources for WIP Pilot Planning Process:

- DEP Chesapeake Bay Office (~ 2 part-time staffers)
- Susquehanna River Basin Commission (~ 5 staffers: 4 part-time, 1 full-time)
- EPA Chesapeake Bay Program Office (~1 part-time staffer)