

Center for Agricultural and Shale Law

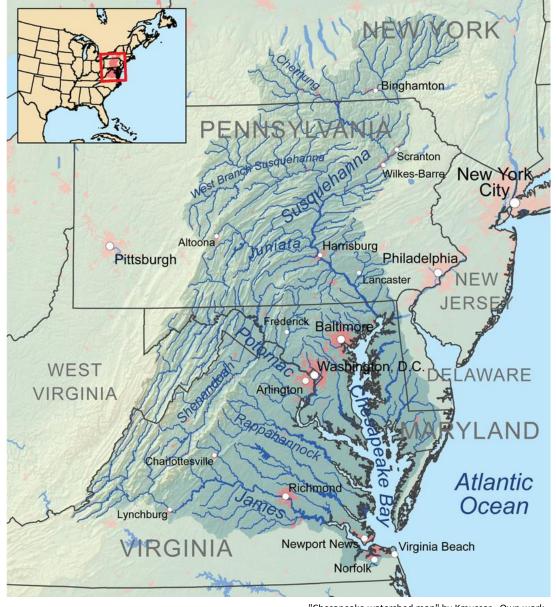
Chesapeake Bay Developments: Moving the Ball or the Goal Line?

2021 PA Farm Show Agricultural Law Symposium January 14, 2021

Lara Fowler (lbf10@psu.edu)

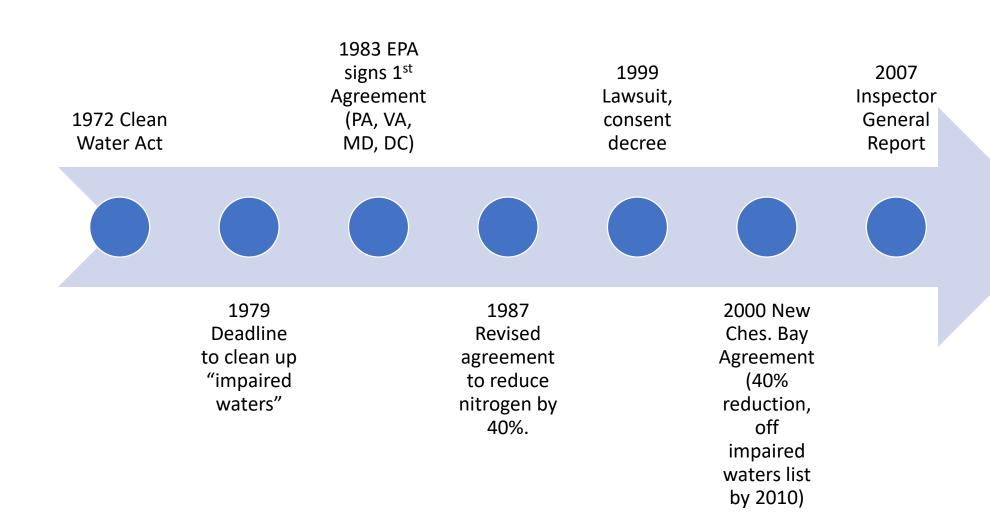
- Senior Lecturer, Penn State Law
- Asst. Director for Outreach & Engagement, Penn States Institutes of Energy and the Environment
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- Executive Committee, Chesapeake Bay Scientific & Technical Advisory Committee (STAC)



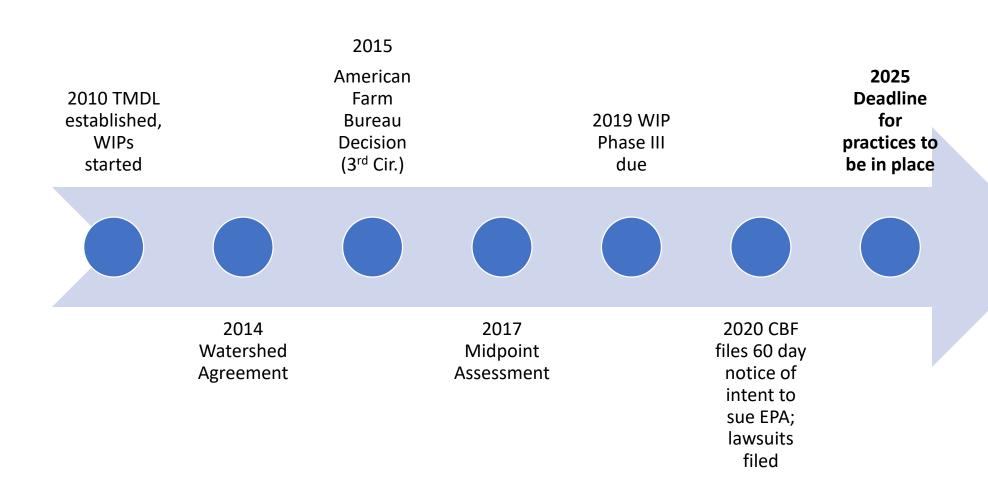


"Chesapeake watershed map" by Kmusser - Own work, Elevation data from SRTM, hydrologic data from the National Hydrography Dataset, urban areas from Vector Map, all other features from the National Atlas.. Licensed under CC BY-SA 3.0 via Wikimedia Commons - http://commons.wikimedia.org/wiki/File:Chesapeakewatershedmap.png#/media/File:Chesapeakewatershedmap.png

The law & policy on how to address the Chesapeake Bay has evolved over 40+ years



The legal framework has tightened over time



In 2010, the Chesapeake Bay "Total Maximum Daily Load" created the first-in-the-nation regulatory requirements for an entire watershed

Chesapeake Bay Total Maximum Daily Load for Nitrogen, Phosphorus and Sediment

December 29, 2010

U.S. Environmental Protection Agency Region 3 Water Protection Division Air Protection Division Office of Regional Counsel Philadelphia, Pennsylvania

U.S. Environmental Protection Agency Region 3 Chesapeake Bay Program Office Annapolis, Maryland

and

U.S. Environmental Protection Agency Region 2 Division of Environmental Planning and Protection New York, New York

in coordination with

U.S. Environmental Protection Agency
Office of Water
Office of Air and Radiation
Office of General Counsel
Office of the Administrator
Washington, D.C.

and in collaboration with

Delaware, the District of Columbia, Maryland, New York, Pennsylvania, Virginia, and West Virginia

- → Legal requirement to reduce nutrients, achieve standards for dissolved oxygen, water clarity, and Chlorophyll A, and meet living resources goals
- → The 2010 TMDL set Bay watershed limits of 185.9 million pounds of nitrogen, 12.5 million pounds of phosphorus and 6.45 billion pounds of sediment per year.
 - 25% reduction in nitrogen
 - 24% reduction in phosphorus
 - 20% reduction in sediment
- → "The TMDL is designed to ensure that all pollution control measures needed to fully restore the Bay and its tidal rivers are in place by 2025, with at least 60 percent of the actions completed by 2017"

Implementation responsibility: 6 states + Washington DC through "Watershed Implementation Plans" (WIPs)



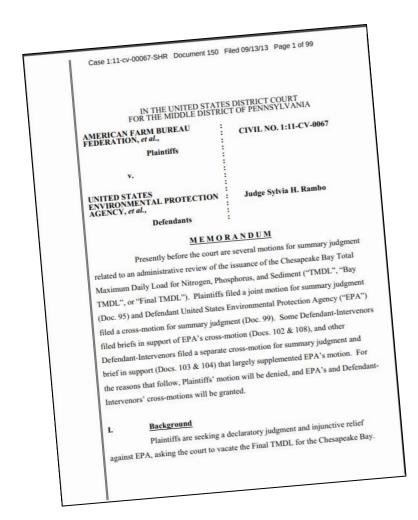
	Expectation letter	Submission
Phase I	2009	2010
Phase II	2011	2012
Phase III	2018	2019

Key Phase III requirement:

"Specify the programmatic and numeric commitments in order to have all practices and controls in place by 2025 to achieve the final Phase III WIP nutrient and sediment planning targets"

Phase III Expectation Fact Sheet

In late 2010, the American Farm Bureau et al filed a lawsuit in federal court; however, courts upheld the TMDL



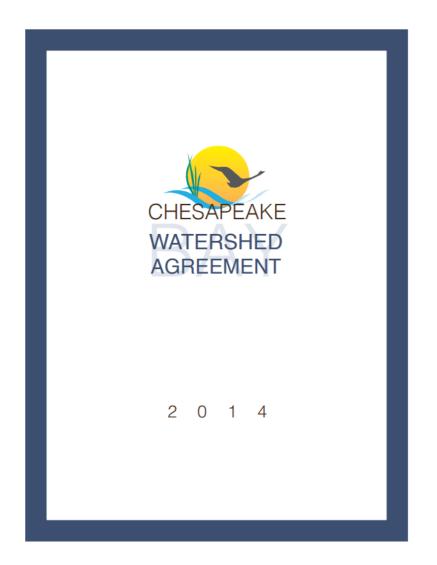
Procedural history:

- 2013: 99 page decision by Judge Rambo in U.S District Court for Central Pennsylvania upholding EPA's decision
- Appealed to 3rd Circuit Court of Appeals
- 2015: 3rd Circuit upheld case
- 2016: US Supreme Court denied certiorari

Key findings:

- 2010 TMDL represented lawful federalism under the Clean Water Act, particularly given consultation/engagement
- Public comment period was sufficient
- EPA's modeling & use of data was appropriate

In 2014, the Chesapeake Watershed Agreement provided principles, goals & outcomes to accomplish the TMDL and more



WATER QUALITY

Restoring the Bay's waters is critical to overall watershed restoration because clean water is the foundation for healthy fisheries, habitats and communities across the region. However excess amounts of nitrogen, phosphorus and sediment in the Bay and its tributaries have caused many sections of the Bay to be listed as "impaired" under the Clean Water Act. The Chesapeake Bay Total Maximum Daily Load (TMDL) is driving nutrient and sediment reductions as described in the Watershed Implementation Plans (WIPs), adopted by the states and the District of Columbia, and establishes the foundation for water quality improvements embodied in this Agreement. These plans set nutrient and sediment reduction targets for various sources—stormwater, agriculture, air deposition, wastewater and septic systems.



GOAL: Reduce pollutants to achieve the water quality necessary to support the aquatic living resources of the Bay and its tributaries and protect human health.

2017 Watershed Implementation Plans (WIP) Outcome

By 2017, have practices and controls in place that are expected to achieve 60 percent of the nutrient and sediment pollution load reductions necessary to achieve applicable water quality standards compared to 2009 levels.

2025 WIP Outcome

By 2025, have all practices and controls installed to achieve the Bay's dissolved oxygen, water clarity/submerged aquatic vegetation and chlorophyll *a* standards as articulated in the Chesapeake Bay TMDL document.

Water Quality Standards Attainment and Monitoring Outcome

Continually improve the capacity to monitor and assess the effects of management actions being undertaken to implement the Bay TMDL and improve water quality. Use the monitoring results to report annually to the public on progress made in attaining established Bay water quality standards and trends in reducing nutrients and sediment in the watershed.

In 2017, the Mid-Point Assessment found progress and the need for more action



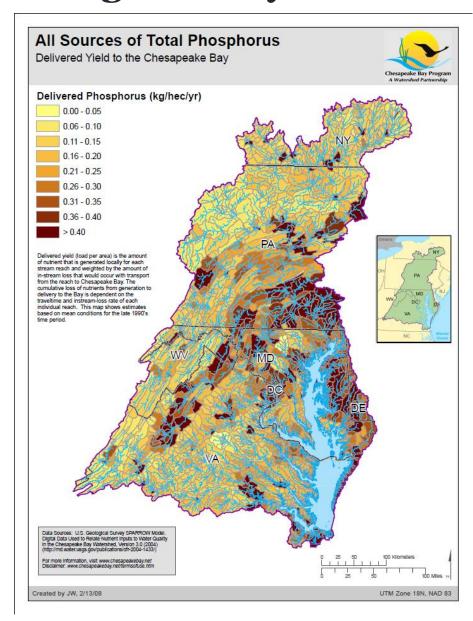
Considerable measurable progress:

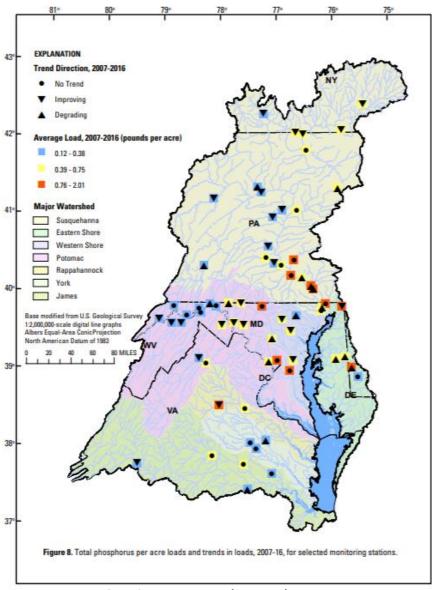
- record acreage of underwater grasses
- highest estimates of water quality standards attained in 30 years+

While the 60 percent goals for reducing phosphorus and sediment as measured under the current suite of modeling tools were exceeded, the goal for reducing nitrogen was not met.

-EPA 2017 Mid Point Assessment

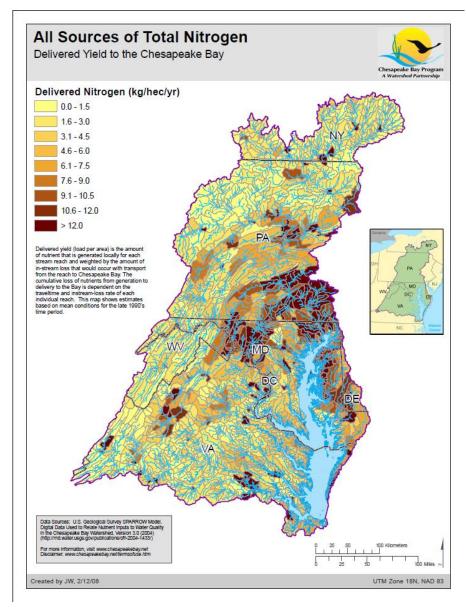
Monitoring demonstrated that phosphorous runoff was improving in many areas

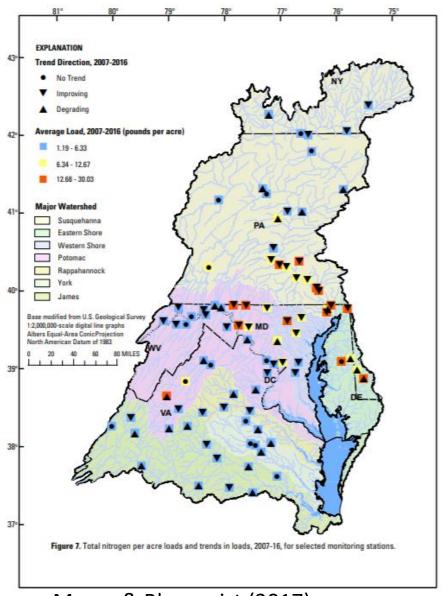




Moyer & Blomquist (2017)

However, monitoring also showed that nitrogen runoff goals not yet met





Moyer & Blomquist (2017)

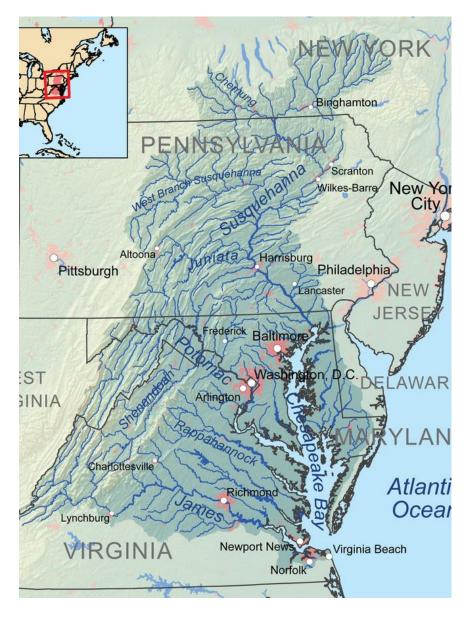


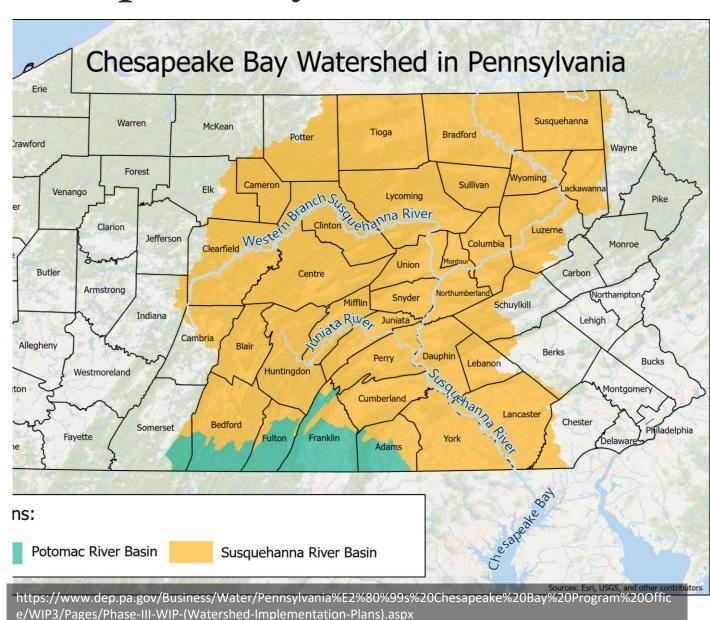
A lot of questions remain re: sediment impacts, particularly related to the Susquehanna River & the Conowingo Dam



To the left: <a href="https://prd-wret.s3.us-west-2.amazonaws.com/assets/palladium/production/s3fs-public/styles/side_image/public/thumbnails/image/MODIS%20image%20of%20Chesapeake%20Bay%20area%20after%20Tropical%20Storm%20Lee_2011_09.PNG

The Susquehanna River provides more than 50% of the freshwater inflow in the Chesapeake Bay





Impact of upstream flows puts the focus on Pennsylvania

Pittsburgh Post-Gazette

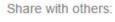
post-gazette.com

EPA gives poor marks to Pa. on protecting Chesapeake Bay watershed

March 23, 2015 12:00 AM









🚔 Print



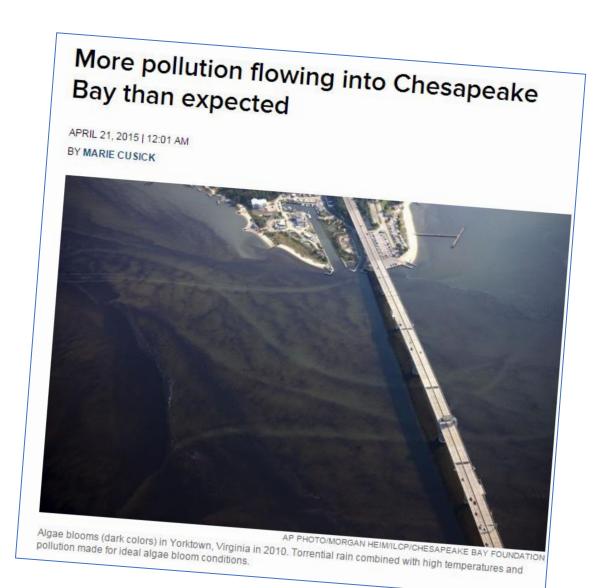
Related Media:

Proposed natural gas pipe comes close to Susquehani levee system

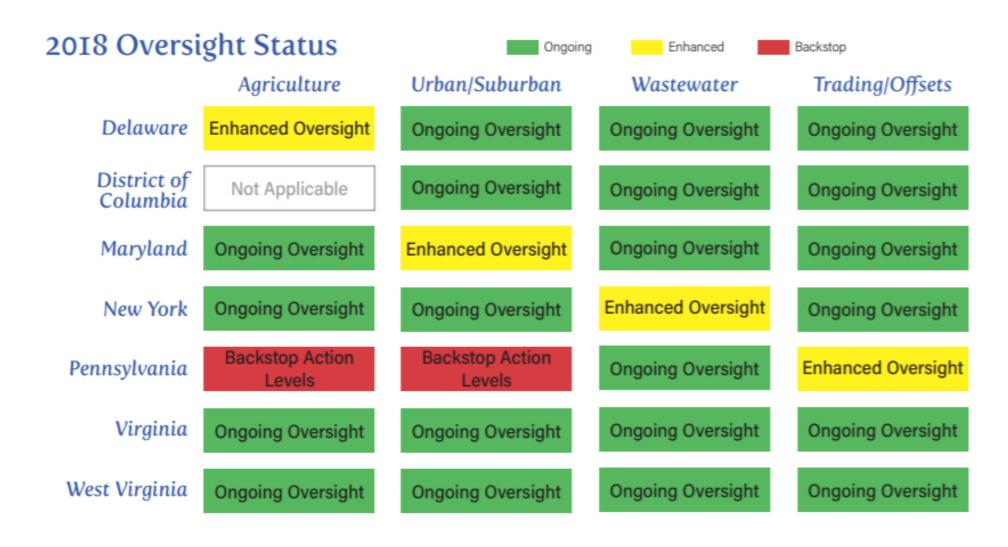
Dennis Drenner/The New York Times

Pennsylvania discharges more nitrogen into tributaries of the Chesapeake Bay than any other state.

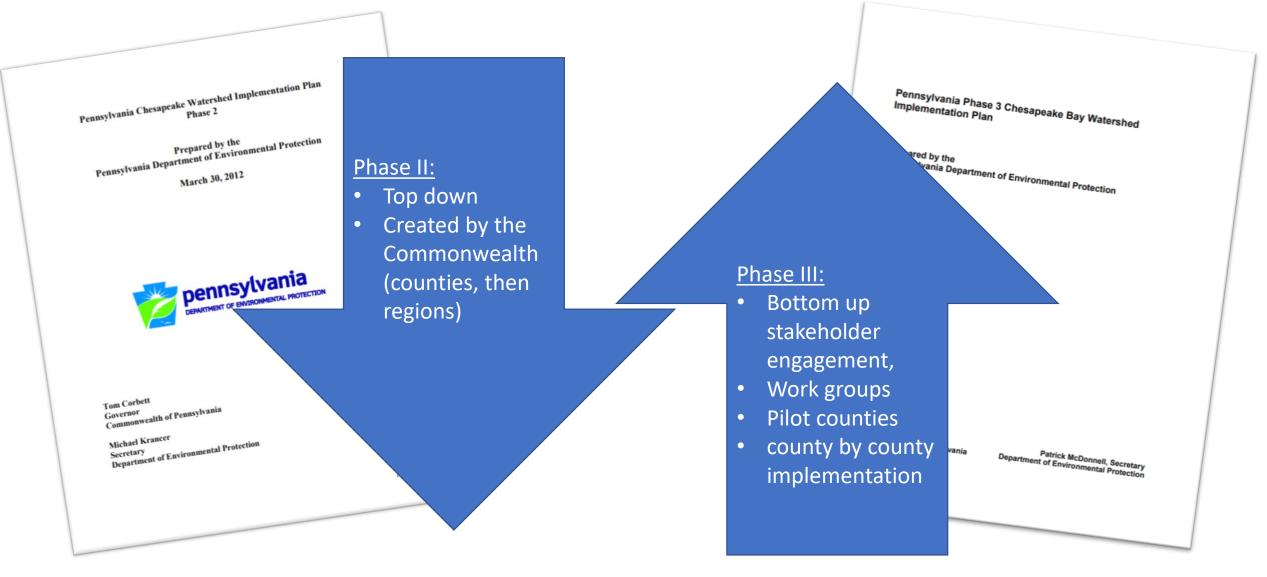
By Don Hopey / Pittsburgh Post-Gazette



Concerns over PA sharpened by the Mid Point Assessment



Pennsylvania changed its approach between the Phase II and Phase III Watershed Implementation Plans (WIPs)

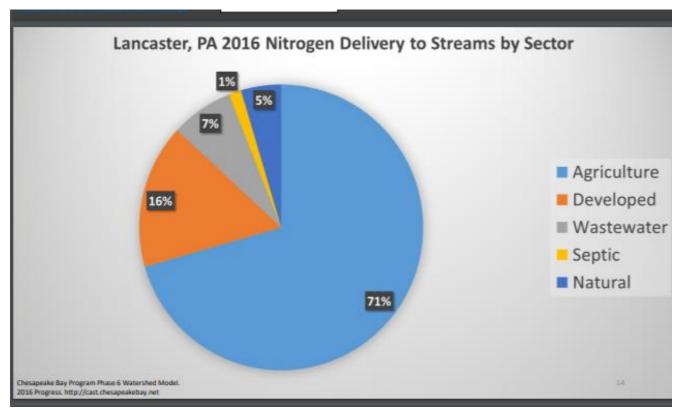


In August 2019, jurisdictions submitted Phase III Watershed Implementation Plans for EPA review; feedback in Dec. 2019



- → Virginia and Maryland plans, if fully funded and implemented, can meet their targets.
- → Pennsylvania's plan underfunded by \$250-300 million and falls 25% short of meeting its nitrogen-reduction goal.
- → New York's plan does not meet nitrogen reduction goals

EPA's Review of Pennsylvania: Phase III WIP meets numeric targets for P; only 75% for N



https://www.chesapeakebay.net/channel_files/25878/ag_wg_trentacoste_6_19_18_.pdf

"Pennsylvania's current planned efforts do not achieve the nitrogen Phase III WIP planning target, nor does the plan explain how or when additional reductions from the remaining County Action Plans will be incorporated into the broader plan to achieve the nitrogen planning target."

https://www.epa.gov/sites/production/files/2019-12/documents/pa.pdf

In January 2020, Chesapeake Bay Program Director said the "TMDL is not enforceable"; huge backlash & questions



Dana Aunkst
Director, Chesapeake Bay Program
U.S. Environmental Protection Agency

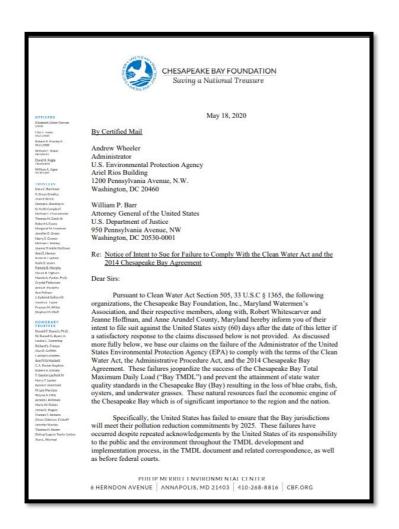
https://www.capitalgazette.com/environment/ac-cn-bay-comission-0104-20200103-o5nun6uojbapjecl5dak7p62wa-story.html

Bay cleanup effort."

criticism from state officials and outrage from several

environmental groups who said the comments represent the Trump administration's retreat from the Chesapeake

In early 2020, other states, NGO sent 60-day notices of intent to sue EPA for failure to meet requirements



Two sets of notices:

- Chesapeake Bay Foundation, together with the MD Watermen's Association, Anne Arundel County, and Virginia cattle farmers
- Attorneys General of Maryland, Virginia,
 Delaware, and the District of Columbia

Issues:

- EPA has failed to ensure the Bay jurisdictions will meet their pollution reduction commitments by the 2025 deadline.
- The agency's failure is a violation of the federal Clean Water Act, the Administrative Procedure Act, and the 2014 Chesapeake Bay Agreement.

Two sets of lawsuits filed September 10, 2020 in DC District Court; cases pending



EPA hit with lawsuits over Chesapeake Bay cleanup

Timothy B. Wheeler Sep 11, 2020 Updated Sep 11, 2020 💂 0

Making good on threats issued months ago, three Chesapeake Bay watershed states, the District of Columbia and the Chesapeake Bay Foundation took the U.S. Environmental Protection Agency to court Thursday for its failure to push **Pennsylvania** and **New York** to do more to help clean up the Bay.

In their lawsuit, the attorneys general of Maryland, Virginia, Delaware and the District of Columbia accused the EPA of shirking its responsibility under the Clean Water Act by letting Pennsylvania and New York fall short in reducing their nutrient and sediment pollution fouling the Bay.

Cases now consolidated; New York intervened but not Pennsylvania; response to motion to dismiss due by April 2021

CHESAPEAKE BAY FOUNDATION, INC. et al v. ENVIRONMENTAL PROTECTION AGENCY et al, Docket No. 1:20-cv-02529 (D.D. Current on Bloomberg Law as of 2021-01-14 10:18:33

U.S. District Court District of Columbia (Washington, DC) CIVIL DOCKET FOR CASE #: 1:20-cv-02529-CJN

CHESAPEAKE BAY FOUNDATION, INC. et al v. **ENVIRONMENTAL PROTECTION AGENCY et al**

Date Filed: Sep 10, 2020

Nature of suit: 893 Environmental Matters

Assigned to: Judge Carl J. Nichols Cause: 33:1365 Environmental

Matters

Jurisdiction: U.S. Government Defendant

Jury demand: None

Case: 1:20-cv-02530-CJN

Parties and Attorneys

CHESAPEAKE BAY FOUNDATION, INC. Plaintiff

a non-stock corporation

Representation Jon A Mueller

CHESAPEAKE BAY FOUNDATION, INC. 6 Herndon Ave. Annapolis, MD 21403 (443) 482-2062 Fax: (410) 268-6687 imueller@cbf.ora

ATTORNEY TO BE NOTICED

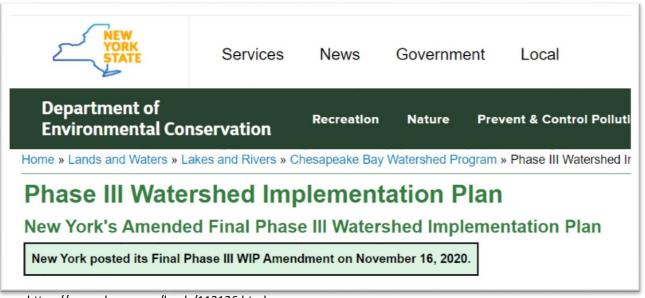
Plaintiff MARYLAND WATERMEN'S ASSOCIATION, INC.

Bloomberg Law*

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Timeline	Activity
September 2020	Cases filed
October 2020	Notices of appearance
November 2020	NY Motion Intervene
	EPA Motions for Extension of Time to file Administrative Record, Motions to Dismiss (lack of jurisdiction, failure to state a claim). Plaintiffs' response to motion to dismiss due Jan. 12, 2021
	Cases consolidated (lead case 20-2559)
December 2020	Motion to extend deadline to filed certified index granted; all documents due by Feb. 26, 2021; Plaintiff responses to Motion to Dismiss now due by April 12, 2021 (reply by May 12, 2021; any final reply by June 11, 2021)

New York amended its Phase III WIP in Nov. 2020; EPA reviewed and provided its evaluation on Jan. 7, 2021



https://www.dec.ny.gov/lands/112126.html



https://www.epa.gov/chesapeake-bay-tmdl/epa-evaluation-new-yorks-amended-phase-iii-wip

NY Amendments:

- Builds on existing Phase III WIP
- Proposes additional reductions in agriculture based on "extensive coordination"
- Updated wastewater projections and 2025 loads delivered to the Bay
- Listed upgrades already underway for wastewater treatment plants that will help with N reduction

EPA review:

- Areas of strength
 - New projections for wastewater treatment, including trade of P to N
 - Increase funding, tax credits, coordination
 - Strong framework for communication/outreach
- Areas of need:
 - Annual tracking, BMP implementation
 - Detail on stormwater implementation, WWTP

Potential mechanisms for enforcement?

- (1) Targeting federal enforcement and compliance assurance in the watershed;
- (2) Directing Chesapeake Bay funding to identified priorities;
- (3) Establishing finer scale waste load and load allocations through a Pennsylvania state-specific proposed amendment to the Chesapeake Bay TMDL;
- (4) Requiring additional reductions of loading from point sources through a Pennsylvania state-specific proposed amendment to the Chesapeake Bay TMDL; and
- (5) Initiating a process to propose promulgating nitrogen and phosphorous numeric water quality standards for Pennsylvania applicable to streams and rivers in the Chesapeake Bay Watershed.

April 2017 Phase III WIP Expectations for PA: https://www.epa.gov/sites/production/files/2017-05/documents/final_pennsylvania_phase_iii_wip_expectations_4_27_17_508.pdf

Some of which have been tried prior to now...

U.S. ENVIRONMENTAL PROTECTION AGENCY

EPA leans on Amish farmers in Pennsylvania

By TIM WHEELER JUN 09, 2010 AT 11:28 AM PA's Chesapeake Bay Reboot Strategy To Improve Water Quality May Need Kick-Start

By Timothy B. Wheeler,
Chesapeake Bay Journal

The Wolf administration's plan to
"reboot" Pennsylvania's badly
lagging Chesapeake Bay cleanup
offorts could be in peed of its own

Another case to watch: VA Assoc. of Municipal Wastewater Assoc. v. Virginia Department of Environmental Quality



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Lawsuit filed against Virginia DEQ:

- Plaintiffs: VA Association of Municipal Wastewater Assoc.
- Intervenors: Chesapeake Bay Foundation

Issues:

- VA's WIPIII should be invalidated
- Provision requiring wastewater treatment plants to upgrade their facilities should be stricken

- CHESAPEAKE BAY
 - + Chesapeake Bay TMDLs
 - Phase III WIP

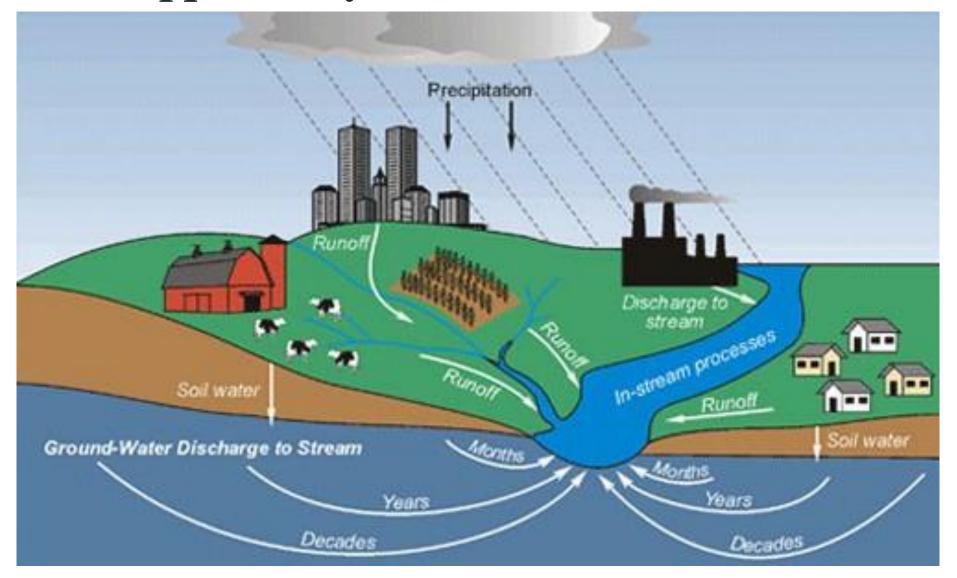
Phase III WIP Data

Water » Chesapeake Bay »



https://www.cbf.org/how-we-save-the-bay/in-the-courtroom/active-cases.html

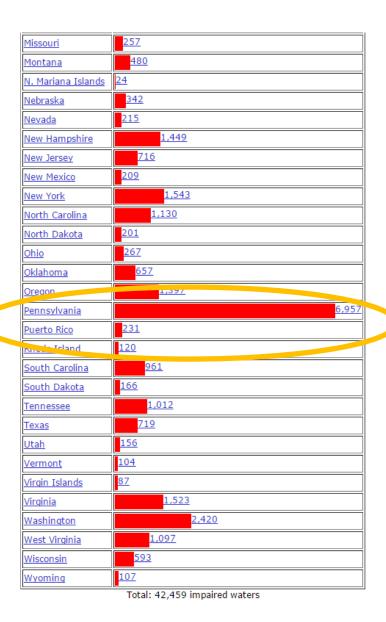
While the challenges facing PA are significant, they also present an opportunity



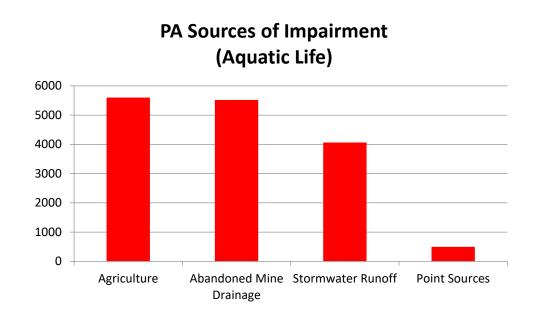
PA has the most impaired streams or stream segments in the U.S.

Impaired Waters Listed By State

<u>Description of this table</u>		
State Name	Number of Waters on 303(d) List	
<u>Alabama</u>	283	
<u>Alaska</u>	<u>35</u>	
American Samoa	<u>45</u>	
<u>Arizona</u>	<u>91</u>	
<u>Arkansas</u>	<u>225</u>	
<u>California</u>	1,021	
<u>Colorado</u>	244	
Connecticut	461	
<u>Delaware</u>	<u>101</u>	
District Of Columbia	<u>36</u>	
<u>Florida</u>	2,292	
<u>Georgia</u>	242	
<u>Guam</u>	47	
<u>Hawaii</u>	298	
<u>Idaho</u>	741	
<u>Illinois</u>	1,057	
<u>Indiana</u>	1,836	
<u>Iowa</u>	480	
<u>Kansas</u>	1,372	
<u>Kentucky</u>	1,433	
<u>Louisiana</u>	<u>236</u>	
<u>Maine</u>	<u>114</u>	
<u>Maryland</u>	184	
<u>Massachusetts</u>	720	
<u>Michigan</u>	2,352	
<u>Minnesota</u>	1,144	
Mississippi	<u>229</u>	



There are various sources of impairment; big ones include ag and urban stormwater runoff









In March 2016, the "Pennsylvania in the Balance" Conference brought 100+ stakeholders together to discuss water quality and agriculture: soil health a key focus

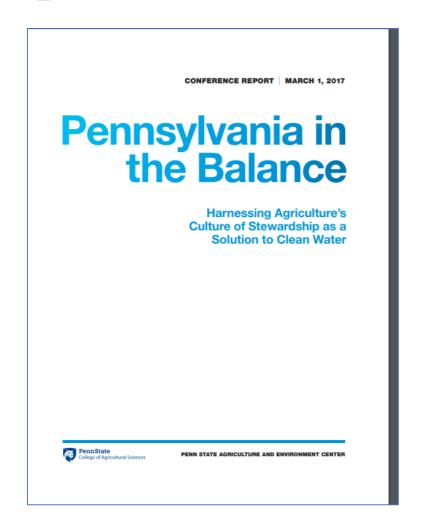


This conference feels like "we" can all try to pull together to make things better for the watershed and the Bay. It's real lonely feeling that ag is in this alone, and to blame for what has happened.

- Conference Participant

The result? A lot of good thoughts on meeting both water quality and ensuring healthy & productive farms

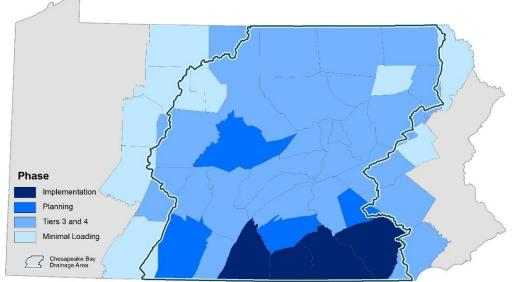




A focus on stakeholder engagement has been built into the PA Department of Environmental Protection's WIP III approach. Will local action lead to effective implementation?



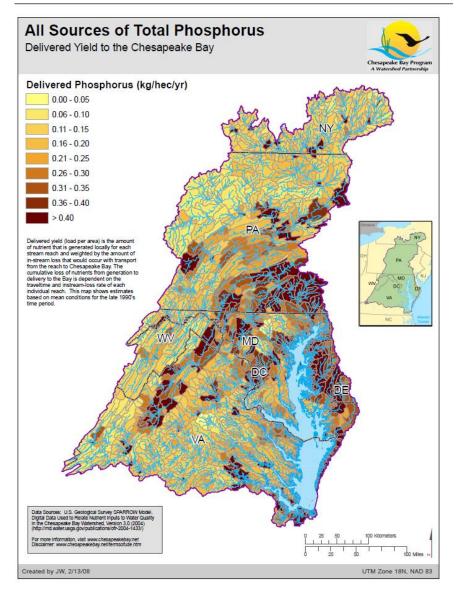


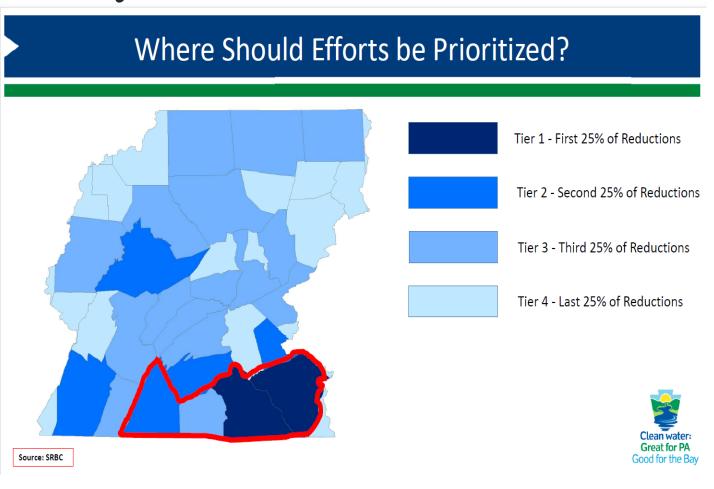


<u>Potential local priorities + co-benefits:</u>

- Clean drinking water
- Food and beverage production by farmers
- Public health
- Less erosion and flooding, reducing the expense of related repairs
 Property value protection
- Outdoor experiences such as fishing, boating, and swimming
- Income from recreation and tourism businesses
- Habitat for fish, insects, birds, animals

PA is also using a tiered approach to prioritize its efforts and reinforce local action at a county level





PA remains focused on implementation

Phase 3 WIP: Journey to Success

Bi-monthly meetings of 20member WIP Steering Committee Seven active WIP Workgroups:
Agriculture, Communications & Engagement, Forestry,
Funding, Local Area Goals, Stormwater, Wastewater

Monthly meetings of WIP Workgroups

June 2017 WIP Kickoff & Listening Summit: 240 people from diverse backgrounds working together on shared goals

April 2018 Local Area Planning and Community Toolbox Summit: sharing the proposed local planning process with 200 participants

August 2018 Best Management
Practice Verification Program
Planning Summit

2018-19 Pilot CAPs are developed and implementation started

Fall 2021 – Tier 3 and 4 Counties complete CAP development

Adams, Franklin, Lancaster, York County Countywide Action Plan (CAP) pilots

> April – June 2018 Draft WIP Public Comment Period

Spring 2020 – Tier 2 counties begin county planning

Fall 2020 – Outreach to Tier 3 and 4 counties and Tier 2 Counties complete CAP Development

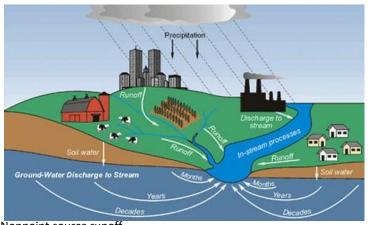
Winter 2020-2021 – Tier 3 and 4 Counties begin county planning

Oct. – Dec. 2021 – All CAPs incorporated into revised Phase 3 WIP

Challenges going forward: nonpoint source runoff, climate change; land use; environmental justice; COVID-19

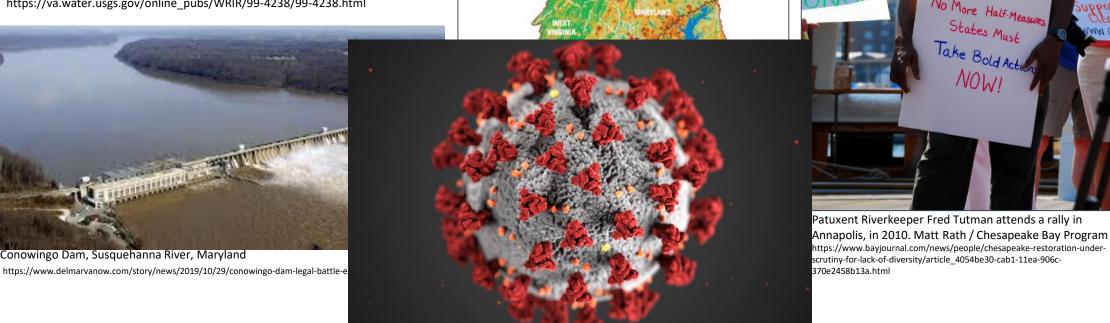
EXPLANATION **URBAN GROWTH** POTENTIAL MODERATE 2000 LAND COVER FOREST AGRICULTURE

CHESAPEAKE BAY WATERSHED BOUNDARY



Nonpoint source runoff https://va.water.usgs.gov/online_pubs/WRIR/99-4238/99-4238.html

Conowingo Dam, Susquehanna River, Maryland

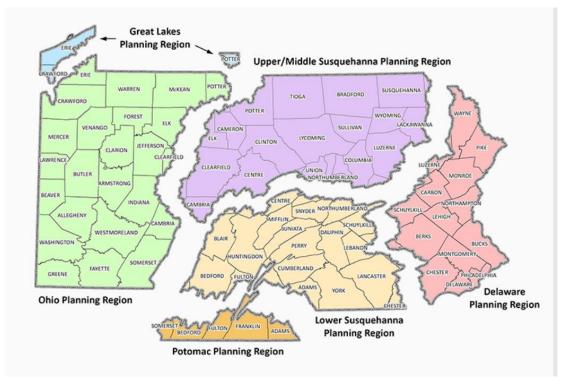


Patuxent RiverLeader Demand Action

No More Half-Measures

Another opportunity comes from state and regional watershed planning activities





https://www.dep.pa.gov/Business/Water/PlanningConservation/StateWaterPlan/Pages/default.aspx



Home > Our Work > Programs > Planning & Operations > Comprehensive Plan

Comprehensive Plan

The Commission's Comprehensive Plan for the Water Resources of the Susquehanna River Basin – updated and adopted in December 2013, with amendments to follow each year - provides a framework for the Commission to manage and develop the Basin's water resources and serves as a guide for all Commission programs and activities. The Plan is also a resource for the Commission's member jurisdictions, water resource managers, private sector interests and others in the Basin. The Plan calls for a five-year update to help ensure the Plan is current and of long-term value and usefulness. The Commission is currently developing an updated Plan that will become effective in 2021, which marks the halfway point in the 100-year Susquehanna River Basin Compact.

On September 18, 2020, the Plan was amended by adding (1) the projects approved by the Commission from July 2019 through June 2020 and (2) the annual Water Resources Program (Fiscal Years 2019 - 2021; June 2020 Update). The current Plan and it's appendices can be found at the links below.

- Updated 2013 Comprehensive Plan
- Appendix 1: Susquehanna River Basin Compact
- Appendix 2: Projects, Plans & Other Actions
- Appendix 3: Water Resources Program

To view and download maps used in the Plan and other Commission projects and programs, visit Susquehanna Atlas.

Research projects also create opportunities for local engagement: Water for Ag as an example in Mifflin & Potter/Tioga Counties



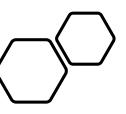






And there is a need to engage very locally...

- Maintenance → engagement!
- Integrated opportunities for restoration/habitat
- Financing
- A chance to get outside (can we scale this up?)



Back to the Conowingo Dam...



The Conowingo WIP: draft Plan out for review now, comments due by Jan. 21, 2021





Conowingo WIP Steering Committee

https://www.chesapeakebay.net/who/group/conowingo watershed implementation plan steering committee

Conowingo Dam, Susquehanna River, Maryland https://www.delmarvanow.com/story/news/2019/10/29/conowingo-dam-legal-battle-ends-200-m-settlement-bay-restoration/2496079001/

Draft Conowingo WIP (CWIP) released in Oct., extensive public engagement:

- Focused on N
- Relies on cooperative multi-jurisdictional approach to identify locations for implementation
- Lays out financing strategy (including meeting goals for co-benefits)
- Identifies opportunities underway or for further exploration (market mechanisms like nutrient trading, using in-water practices, implementing other cost effective BMPs)

February 24, 2021
12:00 pm - 1:00 pm

Conowingo WIP
Steering Committee
Meeting, February
2021

Export this Event >>

So where are we?



Questions/discussion?

Lara Fowler, Penn State lbf10@psu.edu