

Appendix 3A

Midwest Regional Planning Organization
PRINCIPLES FOR REGIONAL PLANNING

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The purpose of this paper is to outline the Midwest Regional Planning Organization's principles for regional planning to address regional haze.

Background

In 1999, the United States Environmental Protection Agency (USEPA) promulgated regional haze regulations that, among other things, require all states to develop regional haze rules to establish goals and emission reduction strategies for improving visibility due to regional haze in the 156 national park and wilderness areas throughout the United States designated as mandatory Federal Class I areas. USEPA's regional haze regulations allow for, and encourage through deferment of deadlines, a coordinated approach to addressing regional haze issues. As part of the implementation of the regional haze regulations, USEPA has provided grant funds for five regional planning organizations (RPOs) to facilitate their efforts to assess visibility impairment in the region. Ohio has been included for this purpose with the States of Illinois, Indiana, Michigan, and Wisconsin in the Midwest RPO.

Purpose

The Midwest RPO is a non-regulatory entity whose purpose is to provide technical assessments for and assistance to its members on problems of air quality, and provide a forum for its members to discuss air quality issues. In particular, the Midwest RPO shall assess visibility impairment due to regional haze in the mandatory Federal Class I areas located inside the borders of the States of Illinois, Indiana, Michigan, Ohio, and Wisconsin, and the impact of emissions from the five states (including tribal lands in the five states) on visibility impairment due to regional haze in the mandatory Federal Class I areas located outside the borders of the five states.

Roles and Responsibilities

The regional planning process will include states, tribes, Federal Land Managers and other Federal agencies, such as USEPA, and other interested stakeholders, including citizen groups and industry.

The states have the primary regulatory responsibility and authority under the regional haze regulations. Specifically, pursuant to 40 CFR Part 51, Subpart P, section 51.300, states are required to ...develop programs to assure reasonable progress toward meeting the national goal of preventing any future, and remedying any existing, impairment of visibility in mandatory Class I Federal areas which impairment results

from manmade air pollution... . As noted in the preamble to the regional haze regulations, states are required to ...develop SIP revisions to address regional haze, to update the SIP every 10 years, and to continue to evaluate progress toward the national visibility goal. To facilitate the interaction of the states in meeting their regulatory obligations, the five states entered into a Memorandum of Agreement on October 26, 2000 (Memorandum of Agreement for the Midwest Regional Planning Organization to Address Regional Haze).

In the preamble to the regional haze regulations, USEPA noted that tribal participation can help provide emissions inventory information to better understand the importance of sources in Indian country to regional visibility impairment, and provide a forum for tribal participants to alert RPO s to air quality concerns in Indian country. At this time, tribes in the Midwest RPO states have no regulatory responsibility under the regional haze regulations. Nevertheless, tribes shall retain a special consultation role in the regional planning process, and shall participate at the Midwest RPO policy, planning, and technical levels.

The Federal Government, including Federal Land Managers (FLMs) and USEPA, should be involved in the regional planning process. As custodians of the national parks and wilderness areas and as a source of air pollution (e.g., prescribed burns) in and around national parks and wilderness areas, the FLMs need to participate in the regional planning process. Furthermore, the regional haze regulations require states to consult with FLMs before adopting and submitting their regional haze SIPs. Thus, FLMs and USEPA will have a special consultation role in the regional planning process and shall participate at the Midwest RPO policy, planning, and technical levels.

The Midwest RPO will attempt to operate on a consensus approach on technical and policy matters. While the states have the primary regulatory responsibility and authority, tribes (and appropriate Federal agencies) will be involved in the decision-making process.

Stakeholders should be involved in both an advisory role and on technical workgroups. All workgroup members (i.e., states, tribes, USEPA, FLMs., and stakeholders) must be active and constructive participants, and agree to share technical information. Casual observers are discouraged from joining the technical workgroups.

Also, the Midwest RPO recognizes the need for interregional coordination on a wide range of regional haze and visibility issues. To that end, the Midwest RPO will work cooperatively with other RPOs on administrative and technical issues.

Organizational Structure

The Midwest RPO will be organized as follows (see attached figure):

Policy Steering Committee - The Policy Steering Committee will consist of the Environmental Directors of the member states of the Midwest RPO, tribal representatives, Federal Land Managers, and the Regional Administrator of USEPA, Region 5 (or his designee). The Policy Steering Committee shall provide the overall policy direction for the regional planning effort, and shall serve as the forum for the resolution of disputes. The Policy Steering Committee will meet as appropriate to oversee the progress of the effort.

Technical Steering Committee - The Technical Steering Committee will consist of the Directors of the Air Quality offices of the member states of the Midwest RPO, tribal representatives, Federal Land Managers, and the Director of the Air and Radiation Division of USEPA, Region 5. The Technical Steering Committee shall be responsible for the management of the regional planning effort, and shall meet as necessary to carry out these duties.

Project Team - Personnel designated by the Directors of the Air Quality offices of the member states of the Midwest RPO and by the tribal representatives shall organize a Project Team to carry out the directions of the Technical Steering Committee and to guide the development of the regional planning effort. In addition, the USEPA, U.S. National Park Service, U.S. Forest Service, and U.S. Fish and Wildlife Service shall designate representatives to participate on the Project Team. The states and tribes will make every reasonable effort to ensure that the designated representatives receive support for full participation in the regional planning process. The Project Team shall prepare a long-range strategy of the regional planning process, as well as detailed annual work plans. The Project Team will meet on a regular basis and may form appropriate technical workgroups as necessary to address specific concerns (e.g., monitoring, emissions, data analysis, modeling, and public outreach).

LADCO - Subject to the availability of funding, the professional staff of LADCO shall be available to work on the regional planning effort. LADCO staff shall support the activities of the Policy Steering Committee, Technical Steering Committee, and the Project Team.

Advisory Committee - The Advisory Committee will consist of representatives from citizen groups, industry, academia, and local government located within the five states. These representatives are expected to provide a range of perspectives which need to be heard from in the regional planning process. Each state will designate at least four representatives to serve on the Advisory Committee. The Advisory Committee will meet on a regular basis.

Travel Policy

To promote the participation of states and tribes in the regional planning process, grant funds can be used to pay for travel for state and tribal representatives to attend Midwest RPO and national RPO meetings. Reimbursable expenses include costs for transportation, lodging, and meals. (Note, it may be necessary to limit the number of representatives from each state or tribe receiving reimbursement for a given meeting.)

Scope of Work

The regional planning process is expected to consist of three phases:

Phase I: *Organization and Coordination Phase*

This phase will take place during the first two years. The objective of this phase is to develop a framework for regional planning.

Phase II: *Technical Assessment Phase*

This phase is expected to take place over the first five years or so. Additional details will be provided in the work plans provided with each year's grant application. The objectives of this phase include: (1) understanding current pollution levels; (2) identifying the principal contributing sources; (3) determining which states or areas contribute to another state's problem, and (4) estimating the impact of future strategies on air quality, costs, and other factors.

Phase III: *Strategy Development, Adoption, and Implementation*

This phase will take place after the technical assessment phase is completed and will be addressed in a future work plan. The objectives of this phase include: (1) reaching consensus about the regional strategies needed to make reasonable progress toward the national visibility goal in Class I areas, and (2) adopting and implementing SIPs which reflect the regional strategy.

Midwest Regional Planning Organization
ORGANIZATIONAL STRUCTURE

Policy Development:

POLICY STEERING COMMITTEE
State Environmental Commissioners
(IL, IN, MI, OH, WI)
Tribal Representatives (MI, WI)
USEPA Reg V Administrator
Federal Land Managers

TECHNICAL STEERING COMMITTEE
State Air Directors
(IL, IN, MI, OH, WI)
Tribal Representatives (MI, WI)
USEPA, Reg V Air Director
Federal Land Managers

Planning:

ADVISORY COMMITTEE
Citizen Groups
Industry
Academia
Local Government

PROJECT TEAM
States (IL, IN, MI, OH, WI)
Tribes (MI, WI)
USEPA (Region V, OAQPS)
FLMs (USNPS, USFWS, USFS)

LADCO
Board of Directors
LADCO Staff

Technical Work:

TECHNICAL WORKGROUPS
States/LADCO Staff/Tribes/USEPA/FLMs/Stakeholders

Monitoring Emissions Data Analysis Modeling Public Outreach