

US EPA ARCHIVE DOCUMENT

Pre-Proposal Project Narrative (4.2.2.2.)

A. Background – Aquatic Permitting For Washington’s Public Ports

Washington’s public ports (“Ports”) are a significant user of the permitting and regulatory system in Washington. Ports do many projects that contribute significant infrastructure vital for the state’s economy. Much of that work is in-water work. This work often is in, near, or impacting of sensitive aquatic habitats and environments. In Washington, in-water work is regulated by multiple regulatory authorities and administered at differing levels of government and locations. In-water work can (and often does) require regulatory review and permitting¹ from such federal, state, and local authorities as:

- **Federal —**
 - Clean Water Act Section 404 Permits issued by US Army Corps;
 - Rivers and Harbors Act Section 9 Permits and Section 10 Permits issued by US Coast Guard (“USCG”) and US Army Corps, respectively; and
 - Private Aids to Navigation Permits issued by USCG;
- **State —**
 - Hydraulic Project Approvals issued by DFW;
 - Federal Clean Water Act Section 401 Water Quality Certifications issued Ecology;
 - Coastal Zone Management Consistency Determinations issued Ecology; and
 - Aquatic Resource Use Authorizations from WA Dep’t. of Natural Resources (“DNR”);
- **Local —**
 - Shoreline Management Act Shoreline Development Permits, Shoreline Conditional Use Permits, Shoreline Variance Permits, Shoreline Exemption Permits, and Shoreline Revision Permits issued by Washington’s 39 counties and 288 cities;
 - Growth Management Act Critical Area Development Authorizations issued by Washington’s county and city governments; and
 - Flood Plain Development Permits issued by Washington’s county and city governments..

B. Problem/Need – One-Stop Permitting Port Projects

Navigating a system such as Washington’s, where permitting and regulatory accountability and responsibility is distributed within and across multiple agencies and levels of government, is frequently regarded as challenging, time-consuming, confusing, and not always value-added. This perspective exists across the spectrum of permitting and regulatory interests (e.g., Ports, agencies, advocates, tribes, other user groups, etc.). Navigating the system as a first time user, one-time user, small-scale user (or even medium- or large-scale user) is a significant effort. The permitting processes are many, the regulatory players are many, and the steps, sequence, and timing are not always coordinated.

Calls for “streamlining” and “regulatory reform” in Washington are real. Users of the permitting and regulatory system are feeling the weight and burden of a system that has evolved over a long period of time in a fragmented, piece-meal fashion. Users have raised the call for a one-stop system that is customer-oriented, client-centered, and project-based (i.e., a system that is accessible, intuitive, less-iterative, less fragmented, outcome-oriented, and achieves better results). This is especially true for Ports.

¹ In addition to “permitting,” ports must comply with myriad other aquatic-oriented planning and natural resource management protection processes. See <http://one-stop-jarpa.org/uploads/Regulatory-Permit%20Diagram.pdf>.

C. Grant Proposal – One-Stop, Web-Based Permitting System for Washington’s Ports

This proposal will develop a one-stop, web-based permitting system for Ports covering the following key permitting stages: (a) permit application preparation, development, and submittal; (b) permit and mitigation plan development and approval; and (c) project permitting and commitment tracking.

This proposal will leverage and extend the multi-agency One-Stop-JARPA web-based permitting application recently developed for WSDOT transportation projects (see www.one-stop-jarpa.org)². [Note: JARPA is a paper permitting form that consolidates multiple local, state, and federal aquatic permitting application requirements into a single, consolidated, multi-page application. JARPA stands for “Joint Aquatic Resources Permit Application.”] The One-Stop-JARPA web-based permitting application is an interactive web-application that provides WSDOT: (a) a comprehensive on-line source of permitting and regulatory guidance, glossary, tips, FAQs, examples, and step-by-step instruction covering local, state, and federal permitting and regulatory requirements; (b) a downloadable, web-enabled, one-stop JARPA permitting form; (c) secure upload functionality to ensure all regulatory agencies are looking at and seeing the same JARPA application materials, and same environmental discipline reports, mitigation plans, drawings, and analyses; and (d) on-line search, retrieve, and archive capability.

This proposal has the following major elements:

- extend WSDOT-oriented One-Stop-JARPA web-permitting application to Ports by developing Port-specific web-permitting content and functionality to achieve streamlined processing and better environmental results (e.g., via section 404 and 401 Clean Water Act permitting);
- develop data and information sharing/exchange/routing capacity with regulatory agency information management, permitting, and commitment tracking systems for permitting stages;
- leverage (and integrate with) existing regulatory innovations and web-based permitting solutions to provide Ports with a broad array of one-stop permitting functionality and services; and
- conclude with documentation, outreach, and web-permitting symposium for Region 10 states.

These are accordingly described below as Elements I, II, III, and IV.

Element I

Develop A One-Stop, Web-Based Permitting System For Washington’s Ports.

- ***Outcome Goal A — “Ensuring Permitting Applications Are Complete And Ready For Processing Upon Time Of First Submittal.”*** For this stage, a one-stop interactive web-source of regulatory information and assistance (from multiple federal, state, and local regulatory agencies) will be developed to enable Ports to prepare (i.e., via on-line download) and submit (i.e., via on-line upload) high-quality, complete, and ready for processing permit application packages.

Presently US Army Corps tracking data³ reports a 50% success rate of permit application packages being ready for processing upon first time submittal. In remaining 50% of cases the

² This proposal continues ORA’s plans to extend one-stop web-applications beyond WSDOT in phases to other user groups like ports. See [http://one-stop-jarpa.org/uploads/\(4-04-05\)%20One-Stop%20JARPA%20Plan.doc](http://one-stop-jarpa.org/uploads/(4-04-05)%20One-Stop%20JARPA%20Plan.doc).

³ See US Army Corps data at <http://one-stop-jarpa.org/uploads/Complete%20Applications.ppt>.

applications must be rejected as incomplete, and not ready for processing. When this occurs timeline and costs accrue for all involved (due to the need to reject, and then subsequently later redevelop and rereview, the permit application package).

How Activities Will Be Accomplished:

This proposal will use in-house staff, working closely with the Project Manager and a multi-agency (and Ports) Project Proposal Steering Team, to more completely develop the current One-Stop-JARPA web-based permitting application to meet the needs of Ports. This will entail reviewing and updating existing content, assistance information, links, etc. to ensure they meet and are tailored to Port-specific in-water development issues not already addressed by the site. Presently, for example, the current One-Stop-JARPA site does not effectively address the regulatory context surrounding DNR aquatic use authorizations, nor does it articulate or address the issues surrounding in-water development in contaminated sediment areas. Particular attention will be paid to extending the content of the One-Stop-JARPA Step 1 features (e.g., Tips and Timesavers, FAQs, Glossary, Example JARPAs, and Library) to ensure adequate coverage of Port development issues and assistance needs (JARPA and otherwise). Updated content will be beta-tested with pilot Port projects, evaluated, and revised and modified further as needed.

Schedule:

- Weeks 1 - 26 (upgrading of Port-specific information and assistance content).
- Weeks 26 - 45 (beta-testing with pilot Port projects).
- Weeks 45 - 52 (revisions, modifications to information and assistance content).

Outcome Goal Measurement:

“Ready for processing” application quality will be measured against US Army Corps baseline.

- **Outcome Goal B** — *“Permit And Mitigation Plan Terms And Conditions Are Developed And Agreed To In A Timely Manner.”* For this stage, a Port-specific web-based project management and collaboration repository will be built to expedite development of permit and mitigation plan terms and conditions (in order to reduce permit decision-making time and iteration cycles).

For WSDOT, the project management and collaboration repository (in the One-Stop JARPA web-application) is a project-based, secure, web-place to upload, download, view, and share documents, comments, revisions, and post permits, terms, and conditions. The repository is project-specific, and has archive and search capability. The repository collects and keeps all applications, plans, supporting documents, comments, draft and final permits, formal correspondence, pictures, maps, drawings, discipline reports, and records formal actions. The repository serves as a standing record built on a project-by-project basis. Use of the project repository enables greater project information sharing, and the opportunity to look beyond strictly prescriptive programmatic lines toward greater and more optimized environmental results⁴.

How Activities Will Be Accomplished:

This proposal will use in-house staff to support Port and regulatory agency use of the One-Stop-JARPA site’s project management and collaboration repository. In-house staff will also construct

⁴ Project repository functions similarly to a co-located, multi-agency permitting team. Instead of sharing, vetting, and collaborating in a co-located physical sense, such occurs virtually. When this functionality is enabled the ability to focus on broader, more innovative, and more effective outcomes is significantly enhanced. The One-Stop-JARPA web-application is fundamental to Washington’s efforts to advance a larger “mitigation optimization” strategy. See Executive Summary at <http://one-stop-jarpa.org/uploads/Executive%20Summary%20041505.doc> and Report at <http://one-stop-jarpa.org/uploads/MO%20Report%20041505.doc>.

timeliness baseline concerning length of time and extent of iteration associated with developing permit and mitigation plan terms and conditions for Port projects.

Schedule:

- Weeks 1 - 26 (develop Port-specific project repository and timeliness baseline).
- Weeks 26 - 45 (beta-testing with pilot Port projects).
- Weeks 45 - 52 (revisions, modifications to web-based project repository).

Outcome Goal Measurement:

Length of time and number of iterations will be compared for the beta-test projects to the Port-specific baseline developed for this stage.

Element II

Develop Data And Information Sharing/Exchange Capacity With Regulatory Agency Information Management, Permitting, And Commitment Tracking Systems.

- **Outcome Goal C** — *“Permit Terms, Conditions, And Commitments Are Easily Compiled, Reconciled, Tracked, And Shared/Exchanged.”* For this element, a Port-specific data and information sharing and exchange model will be developed and implemented to ensure greater accuracy and consistency in the sharing and routing of project and permit-specific information between and with regulatory agencies (as well as less redundancy and duplication).

By agencies and applicants being linked and capable of sharing and exchanging data and information in a web environment, the need for redundant data entry is significantly reduced and the opportunity for real-time sharing of project and/or permit-specific status information is significantly enhanced. Pre-population of data fields, compilation and reconciliation of all permit terms, conditions, and commitments (on a project basis via the project repository), and tracking and reporting of timeline, status, and permitting commitments are key data and information exchange aspects of the one-stop permitting system that will be implemented under this element.

How Activities Will Be Accomplished:

This proposal will use in-house application and development staff, and external contractor support, to connect each project’s project repository to agency-specific web-permitting and tracking systems. At a minimum, through use of web-services and .xml format, each project’s project repository will be linked to Ecology’s 401 and CZM Aquatics permit tracking web-application, DFW’s HPA permit tracking web-application, and WSDOT’s permit terms, conditions, and commitments tracking system. Deep links into these applications will be explored. See leveraged resources below for identification of investments that will be examined when developing and architecting an enterprise-wide data exchange solution for Ports. In-house staff will construct information exchange baseline concerning number of exchanged data sets, breadth of exchange occurring, and direction and real-time nature of any such exchanges.

Schedule:

- Weeks 1 - 30 (architecting Port-specific data exchange solution, and developing Port-specific data and information exchange baseline).
- Weeks 30 - 45 (beta-test with pilot Port projects).
- Weeks 45 - 52 (revisions, modifications, and documentation of updated model).

Outcome Goal Measurement:

Data/information exchange occurring in beta-test group will be measured against baseline developed at outset of effort.

Element III

Leverage Other Relevant Permitting Innovations and Solutions. Following investments will be leveraged in the Element II data/information sharing exchange model to promote better integration:

- **Office of Regulatory Assistance —**
 - On-Line Permit Assistance System (www.ecy.wa.gov/programs/sea/pac/webtools.html);
 - Permit Process Schematics (www.ecy.wa.gov/programs/sea/pac/webtools.html);
 - Environmental Permit Handbook (www.ecy.wa.gov/programs/sea/pac/webtools.html);
 - One-Stop-JARPA (www.one-stop-jarpa.org); and
 - Project Tracking and Reporting System ([intranet site only at this juncture](#));
- **WA Department of Ecology—**
 - Clean Water Act Section 401 and CZM Aquatics permit tracking web-application;
 - Facility Site System (www.ecy.wa.gov/services/as/iss/fsweb/fshome.html)
 - Environmental Information Management System [Contains water quality monitoring data. Is being enhanced to include sediment data.] (www.ecy.wa.gov/eim/);
 - National Environmental Information Exchange Network (www.exchangenetwork.net);
 - Pacific Northwest Water Quality Data Exchange (deq12.deq.state.or.us/pnwwqx/);
- **WA Department of Fish and Wildlife —**
 - HPA permit tracking web-application ([intranet site only at this juncture](#));
- **WA Department of Transportation —**
 - Permit conditions and commitments tracking system ([under development](#));
 - GIS workbench ([intranet site only at this juncture](#)) PowerPoint demo at www.wsdot.wa.gov/environment/streamlineact/docs/GIS0305.ppt;
- **WA Department of Health —**
 - GIS Geocoding Service (ww4.doh.wa.gov/scripts/esrimap.dll?Name=geoview&Cmd=Map).

Element IV

Documentation, Outreach, And Web-Based Permitting Symposium. For this element, a significant documentation, outreach, and web-based permitting symposium effort will occur as follows:

- **Documenting and Sharing with Other States —** Transfer learning gained up to, and through, Phase III. Organize, host, and document a Region 10 learning/sharing symposium (with select invitations to other notable states like Michigan, Texas, California, Etc.). Attention to national benchmarking effort for on-line permitting systems will given as well. Goal is to advance state of the knowledge and best practices (to prevent reinvention of the wheel). [Target Date = Week 48.]
- **Marketing, Outreach, and Training To Other High-Volume JARPA Users Groups —** Formalize a process of marketing, outreach, and training to encourage use of the extended One-Stop-JARPA site as a solution toward meeting user needs for a one-stop permitting system that is customer-oriented, client-centered, and project-based. [Target Date = Weeks 48 - 52.]
- **Presentation To Pacific Northwest Environmental Agencies Directors And Related Regional Information Management Workgroup —** Organize and host presentation to these groups consistent with their objective for continued outreach on environmental information technology projects to facilitate collaboration and shared investments. [Target Date = Week 48 - 52.]

Proposed Budget Summary (4.2.2.3.)

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B. Project Title

One-Stop, Web-Based Permitting System for Washington's Public Ports Community.

C. Expected Cost By Major Categories

[Removed by EPA]