

II. PROCESS OVERVIEW AND ORGANIZATIONAL STRUCTURE

A. PROCESS OVERVIEW

Consistent with International Joint Commission protocol, the RAP development will proceed in the following three stages:

- Stage I: Problem Identification
- Stage II: Action Plan
- Stage III: Implementation

Stage I involves the identification and description of the problems in the Area of Concern. This includes an examination of the IJC's "impaired beneficial use" criteria for designating areas of concern. The sources and causes of the problems will be established in order that cleanup, restoration of impaired beneficial uses, and protection of the resources can be undertaken.

Stage II of the process will involve the continuation and completion of some transitional activities that were begun in Stage I, recommendations or "action items" to solve the problems will be developed, and a range of alternative actions to meet the RAP goals and objectives will be proposed. Overall priorities for problems and recommendations will then be established. Finally, actions will be recommended that achieve the goals and objectives of the RAP. The recommended actions will identify those responsible for implementation and will include schedules for implementation to the extent possible.

Stage III involves the implementation of the actions recommended in Stage II. The implementation of RAP recommendations will occur at different rates based on their difficulty and complexity. Some recommendations may be implemented during the planning process; others will be of longer term. Stage III will also include monitoring to determine the effectiveness of remedial measures and to confirm restoration of impaired uses.

B. ORGANIZATIONAL STRUCTURE

An initial RAP draft was completed in 1985 and was submitted to the EPA by the MPCA. The EPA indicated there was a need for a more comprehensive document to address problems of the AOC and necessary solutions and remedial actions. EPA contracted with Science Applications International Corporation (SAIC) to put the available information and data into an appropriate RAP format. Minnesota and Wisconsin reviewed the efforts of the consulting firm and decided that a significant change, revision, and expansion of the document was necessary. The need to expand public input and involvement in the RAP process was also evident.

To address these concerns, a 32-member Citizens Advisory Committee (CAC) was formed in June of 1989 to oversee the development of the RAP. The committee was to identify issues to be considered, set goals for remedial action activities, approve the final plan, and advise the MPCA and WDNR. A list of CAC members is included in the Acknowledgements.

The CAC formed two subcommittees, a Steering Committee and a Public Relations/Information and Education Committee. The seven-member Steering Committee is comprised of CAC members. It guides the CAC by organizing, developing, and recommending activities or options that the CAC may want to

pursue. The Public Relations/Information and Education Committee, active in 1990, organized public meetings to report on the RAP progress.

In late 1989, five Technical Advisory Committees (TACs) were formed based on the recommendations of the CAC. The TACs provide the scientific and technical advice needed to analyze complex issues and recommend a range of possible solutions. The TACs established are as follows: Toxics, Water Quality, Sedimentation and Erosion, Habitat and Biota, and Institutional Arrangements.

The committees are composed of technical experts from local state and federal agencies, institutions, and other appropriate areas. TAC membership lists are included in the Acknowledgements.

The Toxics, Water Quality, Sedimentation and Erosion, and Habitat and Biota TACs advise the CAC. The TACs are responsible for identifying impaired beneficial uses and their causes, proposing goals and objectives to restore such uses, and recommending innovative and active solutions to preserve and rehabilitate the St. Louis River Area of Concern. In addition, they are asked to identify the persons and agencies that will provide funding and implementation of the remedial measures. These recommendations are forwarded to the Institutional Arrangements TAC for evaluation.

The mission of the Institutional Arrangements TAC is to determine how recommendations can be implemented considering policy, economic, political, and social factors. The Institutional Arrangements TAC examines advantages and disadvantages of recommended actions and identifies parties responsible and necessary for implementation. The members of this TAC are representatives of groups which will likely be implementing RAP recommendations. The Institutional Arrangements TAC will play a vital role in Stage II.

Following the Institutional Arrangements TAC evaluation, recommendations are sent to the CAC which then produces final recommendations in cooperation with the TACs. Overseeing these activities are the RAP coordinators from the Minnesota Pollution Control Agency and the Wisconsin Department of Natural Resources, the coordinators must then report back to the Environmental Protection Agency. Figure II.1 depicts the organizational structure of the RAP.

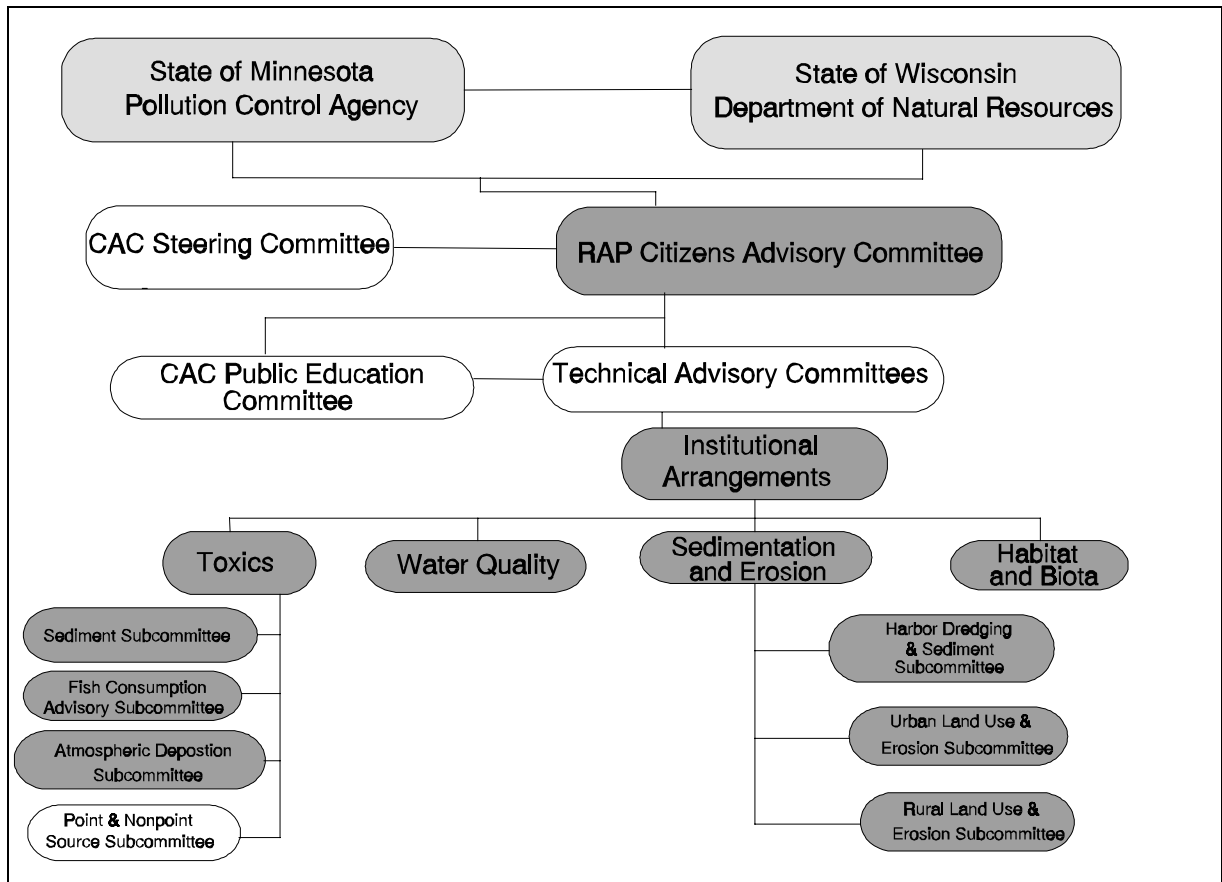
The Toxics TAC formed three subcommittees to address the principle problem areas of fish consumption advisories, contaminated sediments, and point and nonpoint source contamination, including atmospheric deposition. The impaired uses examined include restrictions on fish and wildlife consumption, fish tumors and other deformities, and dredging restrictions.

The Water Quality TAC has examined 11 different issues for the RAP:

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|------------------------------------|---|
| -fish and wildlife tainting | -eutrophication/undesirable algae |
| -water quality effects of dredging | -combined sewer overflows |
| -failing septic systems | -water quality of the St. Louis River/Bay |
| -beach closings | -aesthetics |
| -bilge water disposal impacts | -water suitability for industry/drinking |
| -fish kills | |

Issues addressed further include: stormwater infiltration/inflow problems and stormwater management plans and impacts from the disposal of bilge and sanitary water from commercial and recreational watercraft.

Figure II.1 St. Louis River System Remedial Action Plan Organizational Structure



The Sedimentation and Erosion TAC formed three subcommittees to address the principal problems of harbor dredging, urban land use, and rural land use leading to erosion. The major problem examined by this TAC is the accelerated sedimentation from erosion which is increasing dredging operations and altering habitat within the Area of Concern.

The Habitat and Biota TAC has examined 21 different issues for the RAP. The issues cover such topics as:

- amphibian, reptile, mammal, and lake sturgeon populations
- toxic contaminant impacts on fish health
- lack of knowledge regarding habitat requirements
- rate of system change
- fishery in recovery phase
- undesirable exotic species
- degraded waterbird and raptor populations
- bird reproductive problems
- loss of habitat
- wetland protection
- degradation of benthos
- river flow regime
- sea lamprey

The issues addressed further include: exotic species, loss of habitat, creation or enhancement of habitat, contaminant levels and deformities in wildlife, and information on wildlife populations.

To provide a framework to guide development of recommendations, the CAC developed 16 goals for the RAP process.

Goals of the Remedial Action Plan

1. The achievement and maintenance of a quality of water that protects the integrity of the ecosystem and which is amenable to safe recreational uses, including body contact recreation such as swimming.
2. The implementation of a staged river cleanup which results in the remediation of existing polluted sites and prevention of further degradation.
3. The establishment and maintenance of a coordinated monitoring network and information management and analysis system for the St. Louis River System Area of Concern.
4. The identification and evaluation of all existing point and nonpoint pollution sources, including regional airborne contributions, contaminated sediments, and episodic sources such as spills.
5. The reduction of pollutant inputs, including nutrient and sediment loadings from point and nonpoint sources.
6. The reduction of toxic substance inputs to the St. Louis River System Area of Concern through the following steps:
 - (a) water quality which meets or exceeds the ambient water quality standards of both states for the classification of the water body;
 - (b) initiation or maintenance of a program of no net increase in the discharges of toxic substances (anti-degradation policy);
 - (c) over the long term, execution of a program to eliminate discharges of toxic substances; and
 - (d) substitution and development of nontoxic substances for use in or in connection with industrial applications, business, home, land management, and other important users (pollution prevention).
7. Lessening of the need for dredging through reductions in sediment loading. Establishment of environmentally sound and economically feasible procedures for maintenance dredging and dredged materials management.
8. Protection and restoration of fish and wildlife habitat, including fish spawning and nursery areas, and aquatic and/or upland breeding, nesting, or migration habitats.
9. Identification and protection of remaining wetlands, including a program of no further loss of wetlands in or along the St. Louis River or estuary, no loss of critical wetlands or wetland functions, no net loss of wetlands in the drainage basin, and an overall policy of restoring and/or enhancing diminished or drained wetlands. Any unavoidable wetland losses shall be compensated for by the establishment of replacement wetlands of equal value on a two for one basis.
10. A healthy and well balanced aquatic ecosystem, where native species can live and reproduce

naturally and are not restricted from thriving due to substrate degradation.

11. Management of the St. Louis and Nemadji River Systems in a geographically and functionally unified manner. A coordinated approach should be taken by both states in the planning and implementation of ecosystem programs.

12. Participation in the Remedial Action Plan process by all stakeholders, ensuring effective community involvement in developing and implementing an achievable plan of action.

13. Planned water dependent development consistent with the other goals stated herein.

14. Expanded public awareness and understanding of the value of attaining and maintaining a healthy ecosystem within the St. Louis River Area of Concern and the role of the individual in that effort.

15. Enhanced variety of water oriented recreational opportunities throughout the Area of Concern, including public access to the water and shore, trails, beaches, and facilities for fishing from shore.

16. The restoration and preservation of as much scenic beauty to the area as possible.
