

## Pensacola and Perdido Bays Estuary Program (PPBEP)

### 1.0 Proposal Information Page

**Applicant Information:** Escambia County  
On behalf of the Bay Area Resource Council (BARC)

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DUNS number: 075079673

**Total Project Cost:** \$2,726,350; **EPA Request** \$2,000,000

**HUC Waterbodies:**

Pensacola Bay: 03140103-03140105 (7,208 sq km)  
Perdido Bay: 03140106-03140107 (3,142 sq km)  
Escambia Bay: 03140301-03140305 (10,992 sq km)

**Project period:** 12/6/17 – 12/31/2021

**Project Description:** This proposed project will develop and provide a progressive management plan for the Pensacola and Perdido Bays Estuary Program (PPBEP), encompassing three of the six Bays named in the USEPA Request for Proposals (RFP): Pensacola, Escambia, and Perdido Bays. Key components of the project are to establish an independent estuary program office administratively supported by Escambia County; hire a Program Director and key staff; develop the Management Conference comprised of a Policy Board as well as Technical, Community, Education, and Economic Advisory Committees; determine stressors; conduct initial outreach activities; and develop and adopt a Comprehensive Conservation and Management Plan (CCMP) supported by both the community and best available science.

**EPA Strategic Goal: Protect and Restore Watersheds and Aquatic Ecosystems:**

Pensacola Bay and Perdido Bay are two of the most environmentally and economically important estuaries in Northwest Florida. For over 50 years, partners in these watersheds have conducted extensive monitoring and research studies documenting water quality impairments and their causes. These efforts have led to the development of a number of watershed management and restoration plans (Appendix G) with recommendations for implementing remedial action, including the *Pensacola Bay Watershed Management Plan* (Bay Area Resource Council [BARC], 2005), *Pensacola & Perdido Bay System Surface Water Improvement and Management (SWIM) Plans* (Northwest Florida Water Management District [NFWMD], 1997, 2011, both currently being updated), *Bayou Chico Basin Management Action Plan* (Florida Department of Environmental Protection [FDEP], 2011), *Perdido Ecosystem Management Strategies* (FDEP, 1998), and the *Environmental Quality of the Pensacola Bay System* (Lewis et al., 2016).

Development of an Estuary Program for Pensacola, Perdido and Escambia Bays will greatly enhance and expand this work by leveraging and coordinating these efforts that, together, will support progress toward *USEPA Strategic Plan* Goal 2 through the outcomes discussed in this proposal, as listed in the USEPA RFP, Section I.C.3.



**The PPBEP, compared to other Northwest Florida Estuaries, would contribute the most progress towards USEPA’s 2014-18 Strategic Plan goals, representing the:**

- Most polluted bays in Northwest Florida (Section 2.1.4)
- Most impacted areas from the Deepwater Horizon Oil Spill with 97% of the oil impacts (Section 2.1.4)
- Watersheds with the most at stake economically (Section 2.1.4)
- Only estuaries with the potential for collaboration with a neighboring National Estuary Program (NEP) (Appendix C, Mobile Bay NEP Letter of Support)

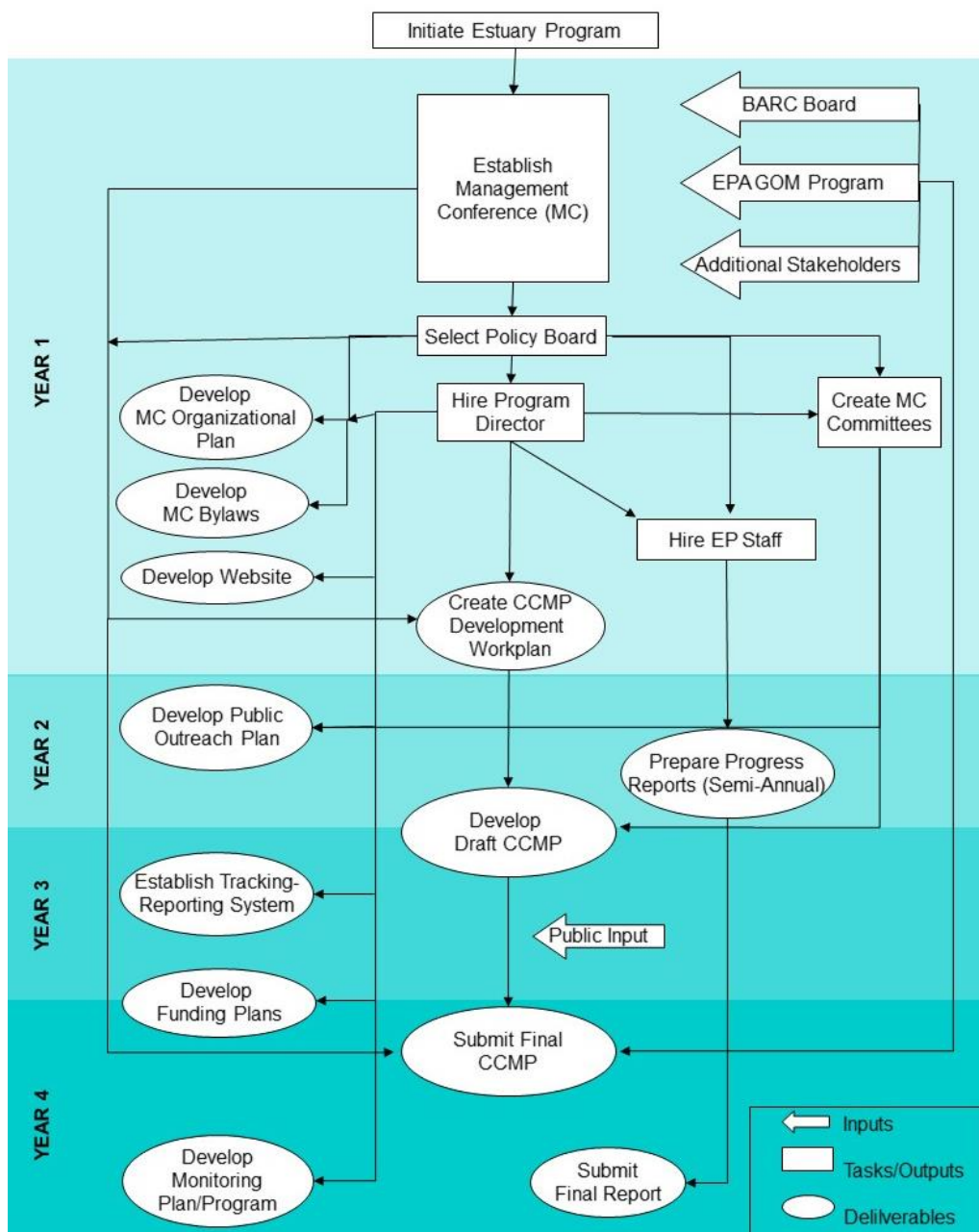
**Place of Performance:** This project will be located in the Pensacola and Perdido Bay estuaries. The Pensacola Bay estuary includes Escambia, Blackwater, and East Bays. The Pensacola and Perdido Bay estuaries are located within Escambia, Santa Rosa and Okaloosa Counties (Florida) and Baldwin County (Alabama) (Appendix B, Map).

## 2.0 Narrative Proposal

**2.1. Project Description/Approach**

The PPBEP will expand, enhance, and integrate the knowledge and expertise provided by the partnerships created 30 years ago by the Bay Area Resource Council (BARC) and its stakeholders who represent a wide variety of government, academic, business, industrial, military, environmental, and socioeconomic groups. This foundational program will enable the PPBEP to gain early momentum and rapidly improve watershed protection and environmental quality. Figure 1 below depicts an overview of the project approach and general timeline.

**Figure 1: Estuary Program Approach and Timeline Overview**



### 2.1.1 Establish Management Conference

The PPBEP Management Conference will be developed according to guidelines provided in Section 320 of the Clean Water Act for the National Estuary Program. It will be comprised of a Policy Board to serve as Top Level Organizational Unit (TLOU) and four Advisory Committees (Technical, Community, Education, and Economic). Development of the Management Conference committee organization and structure will benefit from the experience of other successful Estuary Programs by following their functional organizations, while starting with a basic structure and building out as the program progresses.

The BARC Board has already had extensive and meaningful conversations and meetings with the Mobile Bay NEP, Tampa Bay NEP, and the Indian River Lagoon NEP. The Policy Board will be the decision-making body that will select the Program Director and members of the Advisory Committees. The core of the Policy Board will initially be comprised of the current BARC Board which includes local elected officials from Santa Rosa County, Escambia County, City of Gulf Breeze, City of Milton, and City of Pensacola. These members will identify additional Policy Board members from local, state, federal, and business organizations within the Estuary Program area (Table 1 below).

The BARC is well-positioned to establish a diverse and effective Management Conference. With a 30-year history of financial support, the BARC has well-established working relationships, institutional knowledge, and organizational commitments, all of which will enable a rapid start-up of the Management Conference development process. Several potential Policy Board members from the Perdido Bay watershed in Alabama have already expressed interest in serving if PPBEP is selected and funded.

### The PPBEP will have the greatest potential for success and provide the greatest return on investment by leveraging:

- The total combined BP Oil Spill funds of \$137,519,420 that have already been committed to Escambia and Santa Rosa Counties (Section 2.3)
- The experience and success of the Bay Area Resource Council (BARC) which has operated a successful local intergovernmental program for 30 years (Section 2.1.1)
- The research capabilities of the USEPA Gulf Breeze ORD Laboratory
- 45 years of environmental monitoring history by the Bream Fisherman Association (Section 2.1.5)
- Watershed plans previously prepared by USEPA, NFWMD, TNC, FDEP, UWF, and BARC (Section 2.1.6, 2.1.7, Appendix G)
- Long-term local government commitment as demonstrated by 30 years of continuous funding support for BARC (Section 2.3)
- Long-term funding contributions from major committed business and industry partners. (Section 2.3).

**Table 1: Potential Candidates for Management Conference**

Potential Candidates for Policy Board		
Federal Government	State/Regional Government	Local Government
<ul style="list-style-type: none"> <li>• USEPA GOM Program</li> <li>• Gulf Islands National Seashore</li> <li>• National Oceanic and Atmospheric Administration</li> <li>• US Army Corps of Engineers</li> <li>• US Fish and Wildlife Service</li> <li>• National Marine Fisheries Service</li> </ul>	<ul style="list-style-type: none"> <li>• Florida Fish &amp; Wildlife Conservation Commission**</li> <li>• Florida Department of Environmental Protection</li> <li>• Florida Department of Health</li> <li>• Northwest Florida Water Management District</li> <li>• Alabama Department of Conservation &amp; Natural Resources</li> <li>• Alabama Department of Environmental Management</li> </ul>	<ul style="list-style-type: none"> <li>• Escambia County, FL*</li> <li>• Santa Rosa County, FL *</li> <li>• City of Pensacola, FL *</li> <li>• City of Gulf Breeze, FL *</li> <li>• City of Milton, FL *</li> <li>• Emerald Coast Utilities Authority, FL **</li> <li>• Baldwin County, AL</li> <li>• City of Crestview, FL</li> <li>• Orange Beach, AL</li> <li>• Town of Century, FL</li> <li>• Town of Jay, FL</li> </ul>

Table 1: Potential Candidates for Management Conference, continued			
Potential Candidates for Advisory Committees			
Economic	Technical	Community	Education
<ul style="list-style-type: none"><li>• Chambers of Commerce</li><li>• FloridaWest</li><li>• Health Care</li><li>• Local Businesses</li><li>• Realtors/Builders</li><li>• Tourism Promotion Groups</li><li>• UWF Office of Economic Development &amp; Engagement</li></ul>	<ul style="list-style-type: none"><li>• USEPA Gulf Breeze ORD**</li><li>• City &amp; County Departments**</li><li>• Citizen Science Groups (Bream Fishermen Association**)</li><li>• Environmental Consultants**</li><li>• Environmental NGOs**</li><li>• University Florida, Milton**</li><li>• University of West Florida**</li><li>• Auburn University, AL</li><li>• Dauphin Island Sea Lab, AL</li><li>• Gulf Coast Marine Fish Hatchery</li><li>• Institute for Human &amp; Machine Cognition</li><li>• State Agencies: FDEP, NFWFMD, FDOH, FDACS, FFS</li></ul>	<ul style="list-style-type: none"><li>• Local NGO Groups**</li><li>• West Florida Regional Planning Council**</li><li>• Eglin Air Force Base</li><li>• Naval Air Station Pensacola &amp; Whiting Field</li><li>• Friends Groups</li><li>• Interested Citizens</li><li>• Keep Pensacola Beautiful</li><li>• League of Women Voters</li><li>• NAACP</li><li>• Sportsmen Groups</li><li>• Tribes</li><li>• Faith-based Organizations</li></ul>	<ul style="list-style-type: none"><li>• UF IFAS/Sea Grant**</li><li>• University of West Florida**</li><li>• Pensacola State College</li><li>• Studer Community Institute</li><li>• Washington High School Marine Science Academy and other K-12 Teachers</li></ul>
*Current BARC Board Member		**Current BARC TAC Participant	
Appendix F for list of acronyms and abbreviations			

The current BARC Board is comprised of elected officials from 5 local governments. The BARC Technical Advisory Committee (TAC) is comprised of scientists, resource managers, policy and planning specialists from local municipalities, counties, agencies (i.e., USEPA), utilities, industry, academia, NGOs, and environmental consulting firms. The current BARC TAC will form the core of the PPBEP Technical Advisory Committee with additional members to be selected by the Program Director and Policy Board. Examples of organizations from which TAC members may be drawn are shown in Table 1 above. Membership of the Economic, Education and Community Advisory Committees, which will also be appointed by the Program Director and Policy Board, will be selected from organizations such as those listed in Table 1. Examples of BARC documents from the past 30 years include bylaws, agendas from BARC Environmental Symposia, meeting minutes, and Membership Lists. In addition to the Policy Board and Advisory Committees, PPBEP will also be partnering with other relevant entities, as described in Section 2.1.5 on page 5.

**2.1.2 Hire Program Director.** The initial task of the Policy Board will be to hire the PPBEP Program Director. The Policy Board will select an exceptionally talented individual who is results-driven, has experience in natural resource management and restoration, and demonstrates evidence of team-building, fundraising, and exceptional writing and oral communication skills. With this combination, the Program Director will enable the PPBEP to quickly build coalitions to attract talented individuals for collaboration to develop goals, action plans, and lead the development of an effective CCMP. The Program Director, along with the Senior Scientist, will be the primary authors of the CCMP. Additional duties of the Program Director will include coalition-building and fundraising. A job description defining detailed duties and qualifications for the Program Director is attached (Appendix D). Several experienced and capable candidates from Northwest Florida, as well as from established NEPs, have expressed interest in the Program Director position.

### 2.1.3 Timeline

Figure 2 below provides an overview of the project timeline. The timeline and associated milestones are discussed in more detail in Table 2, page 9.



**Figure 2: Timeline Overview**

Project Tasks	Year 1				Year 2				Year 3				Year 4			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Establish Management Conference</b>	■															
<b>Create Policy Board</b>	■															
<b>Hire Program Director</b>	■															
<b>EP Office Staffing Plan</b>	■	■														
<b>Create MC Committees</b>	■	■														
<b>Develop MC Organizational Plan</b>	■	■	■													
<b>Develop Draft MC Bylaws</b>		■	■													
<b>CCMP Development Workplan</b>			■	■												
- Develop Annual Workplans				■			■				■					■
<b>CCMP Development</b>					■	■	■	■	■	■	■	■	■	■	■	■
- First draft CCMP					■	■	■	■								
- Public comments first draft									■							
- Second draft CCMP										■	■	■				
- Public comments second draft												■				
- Final CCMP													■			
<b>CCMP Approval</b>														■	■	
<b>CCMP Final Web Design, Publication</b>															■	■
<b>Final Report</b>															■	■

*Note: Refer to Environmental Results, Section 2.2, for additional tasks and associated timelines.*

**2.1.4 Benefits to the public and audiences served.** Pensacola and Perdido Bays experienced the greatest harm of all Florida coastal areas due to the Deepwater Horizon Oil Spill, receiving 97% of shoreline oiling in the State of Florida, and it has a 100+ year history of more extensive urbanization and anthropogenic pollution than other Northwest Florida estuaries. Consequently, these bays have the greatest potential to benefit from the creation of an Estuary Program. It has been estimated that the value of the ecological services provided by seagrass meadows, tidal wetlands and oyster reefs decreased from \$443 million per year in 1960 to its current value of \$226 million per year, representing a 50% loss of economic value provided by these habitats (Lewis et al., 2016). The magnitude of this historical economic and ecological devaluation is a good indicator of the enormous potential value to be gained by future restoration efforts. Establishment of the PPBEP and development and implementation of the CCMP will facilitate and guide restoration of the Pensacola and Perdido Bay ecosystems.

PPBEP coordination of restoration efforts funded by oil spill penalties and other sources (i.e., RESTORE, NRDA, NFWF, FWC, and FDEP) will help avoid duplication of efforts and ensure greater success for water quality, habitat restoration, and fisheries enhancement programs. Recovery of the Pensacola and Perdido Bay estuaries will provide significant benefits to a wide range of stakeholders including commercial and recreational seafood harvesters (fish, shrimp, scallops, oysters), tourism (including ecotourism), real estate industries, and many other sectors including visitors, businesses, and residents from adjacent urban, rural, suburban, and underserved communities.

The PPBEP will provide public benefits beyond ecological restoration of habitat and improved water quality. These benefits include developing coastal management priorities and recommendations for regulatory improvements; providing tools and training to improve resource management; and cultivating stewardship by connecting people to their environment in a meaningful way. This can be accomplished through the public outreach component and the development of a Public Report Card for the watershed that clearly details the status of the watersheds' health and steps toward improvement. In a broader sense, the PPBEP will play a major role in enhancing the level of community engagement, resilience, public health, and quality of life.

**2.1.5 Roles of the applicant and partners.** Escambia County will serve as the applicant and administrative/financial agent for this grant on behalf of BARC. Escambia County has been a dedicated BARC

member for 30 years and has the necessary administrative structures and financial accountability measures in place to successfully manage this project on behalf of BARC. Escambia County will provide human resource services for the PPBEP. The Policy Board, initially comprised of the BARC Board and candidate members described in Section 2.1.1 and Table 1, page 3, will be the decision-making body for the PPBEP. The BARC has a 30-year history of interlocal government relationships and partnerships. Numerous partners have been identified to serve on the newly formed PPBEP Management Conference, the Policy Board, and the Advisory Committees. Many of these existing partners are identified in Table 1 on page 3 and have submitted letters, resolutions, or other expressions of support (Appendix C). Other key partners will include the neighboring Mobile Bay NEP and the Bream Fishermen Association (BFA) which promotes environmental stewardship through water quality monitoring. Originally organized in the 1970s, the BFA has worked closely with UWF, USEPA, FDEP, and FDOH to identify and coordinate a 45-year water quality monitoring program that continues with 48 sampling stations. This represents one of the largest, most complete databases of water quality conditions in the southeast United States and has been used by many agencies to develop best management practices and regulations.

BARC, the City of Pensacola, the University of West Florida, the Florida Fish & Wildlife Conservation Commission (FWC), the Institute for Human and Machine Cognition (IHMC), and Escambia County are currently collaborating to develop a new Marine Research Facility at the Port of Pensacola that will bring STEM research and education to downtown Pensacola near the new FWC Pensacola Bay Fish Hatchery that is under construction (Appendix C, City of Pensacola and IHMC Letters of Support). This new waterfront Marine Research Facility will include office space for the PPBEP.

**2.1.6 Applicant's organization and experience.** Unlike many other Northwest Florida local governments, Escambia County has had a robust environmental department for over 20 years. The Natural Resources Management (NRM) Department includes 15 scientists, environmental project managers, and environmental technicians in three divisions. The Water Quality and Land Management Division houses a NELAP-certified water quality laboratory which monitors and analyzes all air, sediment and water quality compliance needs such as for the National Pollution Discharge Elimination System (NPDES) Permit, TMDLs, and the Bayou Chico Basin Management Action Plan (BMAP). The Marine Resources Division oversees waterway management, development of artificial reefs, and provides local fishery information. The Natural Resources Conservation Division works closely with USDA to provide citizens with technical assistance to address land care concerns and implement the federal funding benefits of the Farm Bill. Escambia County NRM has managed over \$50 million in federal and state grant-funds. Escambia County, in partnership with FDEP and the City of Pensacola, built the very successful Project GreenShores in Pensacola Bay, the first large-scale living shoreline project in Florida in 2001 (<http://www.dep.state.fl.us/northwest/Ecosys/section/greenshores.htm>). Escambia County scientists have experience managing USEPA Grants and are currently working on a Jackson Lakes (Bayou Chico) Floating Wetland Mats project funded by the USEPA Gulf of Mexico Program. Escambia County is also a sub-recipient of three RESTORE Council grants and numerous NRDA grants, and has developed Observational Data Plans and Data Management Plans as required by many of these projects.

The BARC Board has been supported by a Technical Advisory Committee (TAC), an Environmental Education Coordinating Team (EECT), and a Citizens Advisory Council (CAC). The West Florida Regional Planning Council serves as staff to the BARC in the role of treasurer and secretary. BARC staff and EECT have conducted numerous outreach and educational activities, including hosting annual Environmental Symposia; implementing US Fish and Wildlife Service's Grasses in Classes program; orchestrating Bay Day, an annual interactive learning event geared towards elementary school students; and providing accessible, educational videos through Resource Rangers. BARC staff and TAC members have vast experience leveraging funding and a 30-year history of coordinating resources to maximize benefits to the Pensacola, Perdido, and Escambia Bays and their watersheds.

**2.1.7 Staff expertise/qualifications.** Members of the BARC, BARC TAC, and Escambia County possess the knowledge and resources necessary to successfully achieve the goals of the PPBEP (Appendix E, Resumes). As noted above, Escambia County's NRM is comprised of 15 scientists, environmental project managers, and

environmental technicians. The Escambia County Department Director/Senior Scientist (Kirschenfeld resume, Appendix E) is a Faculty Associate at the University of West Florida and has over 30 years of public and private experience in water quality monitoring, permit compliance, ecological restoration, federal and state grants management, and environmental law. The County Senior Natural Resources Manager has over 20 years of experience in development review and habitat management, including compliance with the Endangered Species Act (ESA) and development of the Perdido Key Habitat Conservation Plan. The County Water Quality and Land Management Division Manager has over 15 years of development review, water quality, and environmental restoration experience. The County Marine Resources Division Manager has over 25 years of experience in marine biology, fisheries, waterway management, and restoration projects. As noted under Section 2.1.6, NRM has a NELAP-certified water quality laboratory. Likewise, other BARC TAC participants bring a wealth of experience, expertise, and resources including:

- Authored report: *Environmental Quality of the Pensacola Bay System: Retrospective Review for Future Resource Management and Rehabilitation* (Lewis et al., 2016);
- 45-year history of Citizen Science Water Quality Monitoring (Bream Fishermen Association);
- Pioneered local High School Water Quality Monitoring Program;
- Currently serving on Tampa Bay Estuary Program TAC and Mobile Bay Estuary Program TAC;
- Active participation in development of Pensacola Bay and Perdido Bay Community-Based Watershed Plans (led by The Nature Conservancy);
- Active participation in development of Pensacola Bay and Perdido Bay Surface Water Improvement and Management (SWIM) Plans;
- Host and coordinator of annual BARC Environmental Symposia to highlight current ecological issues in the watershed; and
- Sponsor of interactive educational programs such as Bay Day, Grasses in Classes, and Resource Rangers.

These activities highlight the diverse skills and qualifications of Escambia County and BARC personnel (Appendix E), and they also underscore the strong community partnerships and wealth of baseline information available that will expedite the development of the CCMP.

The BARC has developed a Job Description for the Program Director (Appendix D). The PPBEP Program Director will have an advanced degree in environmental science, business administration, or a closely related field. Applicants will be solicited through an extensive search by a selection committee who will provide their recommendation to the Policy Board. Additional staff will likewise be solicited by an extensive search and interviewed by a selection committee with the final selection of applicants chosen by the Program Director in conjunction with the Policy Board. Detailed job descriptions for additional positions will be developed by the Program Director.



































**2.1.8 Statement of Competency and Understanding.** Per the Forum on Environmental Measurements (FEM), we acknowledge 1) the need to demonstrate competency prior to beginning work, and 2) understand that a Quality Management Plan (QMP) and/or a Quality Assurance Project Plan (QAPP) may be required. Escambia County staff has extensive experience developing QAPPs for the monitoring and data management requirements of federal and state grant-funded projects.

## **2.2 Environmental Results—Outcomes, Outputs and Project Performance**

The activities of the PPBEP will use best available science to achieve measurable and sustainable water quality improvements in the program watersheds. These improvements will facilitate habitat recovery and preservation, support healthy populations of ecologically and economically important species, and enhance community resilience and public health. Specific outputs, outcomes, and performance measures for this project are discussed below and listed in Table 2 on page 9. Figure 3 below presents an overview of the environmental results and their connection to the USEPA Estuary Program RFP, USEPA Strategic Plan, the Gulf Coast Ecosystem Restoration Council Metrics, and the program visions for the PPBEP as determined by the BARC TAC at a strategic planning meeting.



**Figure 3: PPBEP – Environmental Results Overview**

Outcomes, Outputs and Performance Measures						
Program Vision						
 Best Water Quality in Northern Gulf of Mexico	 All Waters in Bay Systems are Swimmable	 Restore Seagrass and Oyster Habitat	 Restore Biodiversity and Fisheries	 Community Support & Awareness of the Environment	 Community is Invested in Environmental Protection	 Serve as a Model for Partnership and Collaboration
OUTPUTS	OUTCOMES (bold) / PERFORMANCE MEASURES (italics)					
Activities	Short-Term (1-5 years)		Medium-Term (5-10 years)	Long-Term (10-15 years)		
 <b>Management Conference Organizational Plan and membership of the Management Conference committee structure</b>	— <b>CCMP that reflects the core values of the EP based on robust public and partner participation and best available science.</b>		 <b>Natural resource projects funded in the bay areas are identified as priorities in the CCMP. Agreement on priority restoration projects leads to consistent, coordinated approach to natural resource protection in the bay systems.</b>	 <b>Water quality improvement - conditions improved to the extent that 70% of waterbodies are delisted from the 303(d) list</b>		
 <b>Estuary Program office staffing plans</b>	 <i>Management or Governance Planning - # plans developed</i>			 <i>BMP implementation for nutrient or sediment reduction - # Lbs avoided (annually)</i>		
 <b>Draft bylaws for the Management Conference</b>	— <b>Pensacola and Perdido Bays Water Quality Monitoring</b>		 <i>Land Use Planning - # Acres with reduced impacts</i>	 <b>Restoration and conservation of habitat</b>		
 <b>CCMP Development Workplan</b>	 <i>Monitoring - # monitoring programs implemented</i>			 <b>Provide healthy ecosystems in order to support – wildlife, endangered and threatened species (i.e., sturgeon), migratory birds, fish, shellfish and resident species; recreational and commercial fisheries</b>		
- Establish core values for Estuary Program (EP), develop branding campaign and strategic marketing plan	— <b>PPBEP is partially supported via financial commitment by local governments, businesses and other partners.</b>		 <b>The health of the bay systems is a core community value.</b>	 <b>Improve surface &amp; ground water quality and quantity, and flood control</b>		
- Develop funding strategy	 <i>Leverage Funding secured by Year 4 – # dollars annually</i>			 <i>Land, Marine, Wetland, Riparian and Marsh restoration - # Acres restored</i>		
- Establish science needs and priorities and determine baseline from existing scientific literature	— <b>Education and outreach programs increased reach of people from current levels</b>		 <i>Volunteer participation - # volunteers participating</i>	 <b>Enhancing community resilience</b>		
- Develop & implement comprehensive ecosystem monitoring program	 <i>Outreach/ Education/Technical Assistance – # people reached</i>			 <b>Revitalizing the economy.</b> Tourists and residents recognize the importance of a healthy environment to the economy, job creation, quality of life and actively participate in efforts to protect and conserve natural resources		
- Develop EP website	— <b>Management Conference active membership reflects the economic, scientific and community diversity of the bay areas</b>		 <b>PPBEP is fully funded by financial commitments.</b>	 <i>Economic benefits - # jobs created</i>		
 <b>CCMP Development and Finalization</b>	 <i>Research - # studies reported to mgmt.</i>					
KEY						
 Gulf Coast Ecosystem Restoration Council Metric	 EPA Strategic Plan Priority		 RESTORE Estuary Program RFP Priority			

\*Performance Measures will ultimately be determined during development of the CCMP. These represent the initial metrics to be considered by the Management Conference.



### 2.2.1 Project Outputs.

The five expected outputs identified in the USEPA RFP (Section I.C.2) are described in Table 2 below. This table also specifies the goals, activities, and means for measuring progress and quality of the outputs as required by the RFP (Section IV.D.2.B and Section V.A.2). In addition to the five expected outputs identified in the RFP, the BARC TAC has identified six additional outputs which are included as related component plans under the CCMP Workplan (Output 4).

Table 2: Project Goals, Outputs, and Performance Measures			
Goals and Activities	Description	Progress and Quality Measures	
OUTPUT 1 – Estuary Program Office Staffing Plans			
Establish Organization	Policy Board members from organizations identified in this proposal will be solicited and confirmed. The Estuary Program Director will be interviewed by the Policy Board and hired based on the job description and duties identified in this proposal (see Appendix D). The Program Director, in collaboration with the Policy Board, will submit final job descriptions for program office staff to be hired, along with an office organizational chart. Appropriate office space will be secured.	<b>Progress:</b> Completion of the identified outputs. <b>Quality:</b> Measured by the performance of the Program Director	+ 3 Months*
OUTPUT 2 – Management Conference Organizational Plan and Committee Structure			
Create Organization Structure	The Program Director, in collaboration with the Policy Board, will submit an organizational plan for the Management Conference (MC), including the name and function of each component committee and recommended committee members and leaders. The goal will be to benefit from the experience of other successful NEPs, such as Mobile Bay, Tampa Bay, and Indian River Lagoon NEP, by following their functional organization of MC’s, but starting with a basic structure and building out as the program progresses.	<b>Progress:</b> Completion of: (1) organizational plan, (2) committee member acceptance, (3) first committee meetings held. <b>Quality:</b> Approval of the MC organizational plan by USEPA	+ 6 Months
OUTPUT 3 – Draft Bylaws for the Management Conference			
Develop Policies and Processes ( <i>Effective Administration</i> )	Draft Management Conference bylaws will be developed by the Program Director, drawing upon existing bylaws of BARC and relevant NEPs, and submitted to the Policy Board for review. The revised bylaws will be submitted to USEPA for approval. The final bylaws will be incorporated into the Estuary Program.	<b>Progress:</b> Approval of final bylaws by the Policy Board and USEPA. <b>Quality:</b> Independent legal review by Escambia County or BARC.	+ 8 Months
OUTPUT 4 – CCMP Workplan and Related Components			
CCMP Workplan ( <i>Clearly Identify the Process, Responsibilities, and Timeline</i> )	A workplan, defining the process to complete the development of a draft and final CCMP and any initial restoration actions, will be drafted by the Program Director and staff. The Management Conference committees will review and edit the draft, and submit the workplan to the Policy Board for approval. The workplan will clearly identify objectives, tasks, responsible committees/parties, key milestones, and a detailed schedule, which can be used to measure project progress and quality. The CCMP workplan will address related component plans, specifically the Strategic Outreach and Education Plan, the Comprehensive Database and Quality Management Plan, the Long-Term Funding Strategy, and the Estuary Program Website (see below). The final workplan will then be submitted to USEPA for approval.	<b>Progress and Quality:</b> Completion toward the milestones: identification of CCMP components, description of tasks, identification of responsible committees/parties, detailed Gant Chart.	+ 12 Months

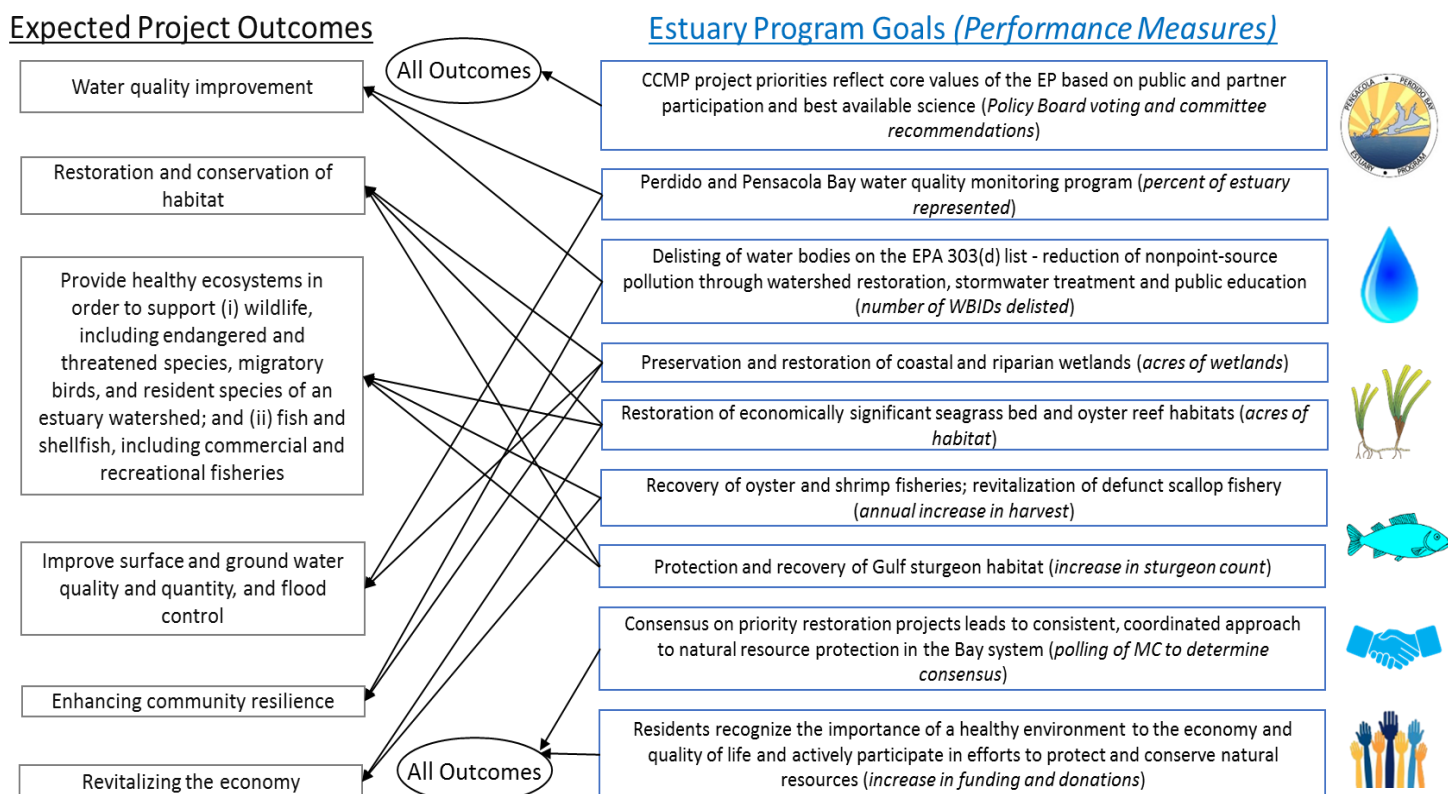
\*Months After Award Date

<b>Table 2: Project Goals, Outputs, and Performance Measures, continued</b>			
<b>Strategic Outreach and Education Plan</b> ( <i>Educate and involve the public and stakeholders</i> )	Develop branding campaign and strategic outreach plan. Develop general education campaign, including social media, for business/industry leaders, governments, schools, community groups, and other stakeholders. Solicit public input and participation in CCMP development. Initial outreach programming will be closely linked with resources and programming currently in place within the three watersheds, including state and federal outreach programs (Sea Grant, Florida Yards and Neighborhoods, as well as local programs), and the University of Florida's IFAS research center in Milton.	<b>Progress and Quality:</b> Measured by the timeline and quality objectives contained in the CCMP Workplan.	+ 12 Months
<b>Long-Term Funding Strategy</b>	Develop funding strategy and plan; secure continuing financial commitments from EP partners, external grant sources and private investments.	<b>Progress and Quality:</b> Measured by the timeline and quality objectives contained in the CCMP Workplan.	+ 30 M
<b>Estuary Program Website</b> ( <i>Facilitate public education/ involvement, coordination of efforts among partners, and consolidation of data/ workplans/monitoring</i> )	Develop program website with information including: program information, partners, background information on the watersheds and estuary condition, program goals, work plans, accomplishments, events, etc. Following the initial project periods, the approved CCMP and other project outputs will be provided on the website. An interactive map will allow users to view project locations, read summary information on each project, and drill down for additional information, summary results and data.	<b>Progress and Quality:</b> Measured by the timeline and quality objectives contained in the CCMP Workplan.	+ 6 Months
<b>Comprehensive Database and Quality Management Plan</b>  <b>Progress Tracking and Reporting System</b>	Create a centralized, project database that houses environmental data generated by estuary program monitoring, restoration and research projects. Relevant data from previously-conducted projects will also be stored in the database. Maintaining a centralized database will greatly facilitate statistical analysis (including temporal and spatial trends to track project/program progress) and data summary for technical reports and outreach materials. In conjunction with developing a comprehensive database, a progress tracking and reporting system will be created. The system will identify easily measured parameters that serve as indicators of environmental health. It will also provide estimates of the annual value of ecological goods and services provided by key estuarine resources. The project database and long-term tracking system will also provide input into developing a comprehensive estuary-wide monitoring program (see below).	<b>Progress:</b> Percent of work completed toward achieving key milestones, which will be identified in the CCMP Work Plan approved by USEPA. <b>Quality:</b> A centralized database will be attained by adhering to a Quality Management Plan (or Quality Assurance Project Plan, as determined as appropriate by USEPA).	+ 24 Months
<b>Semi-Annual Progress Reports</b>  <b>Final Technical Report</b>	Track and report progress toward expected outputs and outcomes. Develop summaries of technical progress, problems encountered, corrective actions taken, planned activities for next half year, and expenditures. Final Technical Report will summarize activities, progress achieved, and costs; discuss problems, successes, and lessons learned.	<b>Progress and Quality:</b> Reports will be completed on schedule approved by USEPA after project award.	Semi-Annual
<b>Comprehensive Ecosystem Monitoring Program</b>	Develop and implement an integrated monitoring program, encompassing and building on existing monitoring programs and identified data gaps.	Completed Post-Grant	+ 48 M
<b>OUTPUT 5 – Draft and Final CCMP</b>			
<b>CCMP Development and Finalization</b> ( <i>Create a fully vetted roadmap for achieving the expected outputs and outcomes of the Estuary Program</i> )	A draft CCMP will be developed by the Program Director, EP staff, Management Conference advisory committees and the Policy Board. The completed Draft CCMP will be provided to stakeholders for review, and made available for public comment. The resulting Final Draft CCMP will be presented to the Management Conference and USEPA for final approval.	<b>Progress:</b> Percent of work completed toward achieving key milestones. <b>Quality:</b> Measured by objectives contained in the CCMP Workplan and contribution toward achieving USEPA's Strategic Plan.	+ 42 Months

### 2.2.2 Project Outcomes

The six expected outcomes of this project as defined in the USEPA RFP (Section I.3.C) appear in Figure 4 below. The specific goals that have been defined for the PPBEP meet these broad-based outcomes as shown in Figure 3 on page 8. Included in the description of project-specific goals are the proposed measures to be used to track and quantify performance and progress toward achieving the respective outcomes. Figure 4 below identifies nine specific PPBEP goals that meet one or more of the six expected project outcomes identified in the USEPA RFP Section I.C.3.

**Figure 4: Expected Project Outcomes (from USEPA RFP) and Corresponding PPBEP Goals**



**2.2.3 Project Performance.** The PPBEP will establish measurable short- and long-term goals and associated performance metrics including those identified in Figure 3, page 8. The progress and quality of all outputs will be measured as described in Table 2, page 9, in accordance with Section I.C.4 of the RFP. The long-term measurable results are: 1) waterbodies delisted from the 303(d) list, 2) decreased nutrient loading and sediment pollution, 3) increased estuarine biodiversity, 4) increased riparian and marsh restoration, 5) increased community resilience, and 6) increased public awareness (Figure 3, page 8, and Figure 4, page 11). As part of CCMP development, the EP Program Director and Management Conference will develop specific target goals and performance measures based on the project results and measures defined in this proposal. The establishment of the PPBEP is expected to support the achievement of the outputs and outcomes by providing coordination of restoration projects.

As host of the PPBEP, Escambia County has existing Operating Procedures for grant management, fiscal activity tracking, and successfully meeting program goals and objectives. The *Escambia County Grants Management Handbook* addresses the Board of County Commissioners (BOCC) policy, federal and state laws and regulations, and other relevant information pertaining to grants administration. The County's Grants Management Handbook can be viewed here: <http://bit.ly/EscGrants>.

To ensure compliance, Escambia County grant management personnel have experience with federal awards management related to Grants and Agreements Code of Federal Regulations Part 200 - Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (2 CFR 200). The Escambia County Clerk of the Court is responsible for the official financial records of the BOCC and the County, and the Clerk is responsible for maintaining adequate records to ensure compliance with federal and state accounting and reporting requirements for all grants administered.

The Clerk is also the independent auditor of County departments, conducts independent objective reviews and evaluations of all relevant activities under the BOCC, and coordinates the Single Audit with BOCC departments and the County's external auditors. The Clerk's Office examines and evaluates the internal control systems and procedures used for the assigned responsibilities of the organization being audited, including the implementation requirements for administering grant funds. Tracking and reporting accomplishments and timeline commitment will be developed with the Observational Data Plan (ODP), Observational Data Management Plan (ODMP), and related documents required by the Gulf Coast Ecosystem Restoration Council. These plans will determine program metrics, milestones, and the timeline necessary to complete these milestones.

**2.3. Project Sustainability Approach.** As previously noted, five local governments have supported BARC for 30 years and will continue to support the PPBEP in the future. The budget (Section 3.0, page 13) reflects continued contributions by the local government members of the BARC at current levels with the anticipation and expectation of significant increases in Year 5 and beyond. Escambia County has also demonstrated its commitment to the PPBEP by serving as the applicant and financial agent, and by offering a 10% Indirect Rate. In addition to this financial commitment, local governments and partner organizations commit staff time and expertise to advance the goals of the BARC which is reflected in the budget. This proposal was prepared using only in-kind support from the BARC TAC underscoring the incredible commitment and in-kind expertise provided by the BARC. Other examples of significant historic and recent investment by the BARC and BARC TAC include community outreach, hosting annual environmental symposia, and maintaining a citizen-based water quality monitoring program.

In addition to the long-term history of support, the Board of County Commissioners for both Escambia and Santa Rosa Counties have committed to providing additional, long-term financial support to sustain PPBEP (Appendix A and Appendix C). Escambia County has indicated this support may come from RESTORE Act Direct Component Funds (Pot 1). This significantly increased level of financial support will begin in Year 5 of the PPBEP after the USEPA Grant funds have been utilized. In addition to operational costs provided by Escambia and Santa Rosa Counties, the BARC anticipates PPBEP will receive additional financial support from other members of the Policy Board and Management Conference including the member municipalities, NFWFMD, FDEP, utilities, and the business community. The Program Director is expected to secure additional funding from grants and private and public sources. The Policy Board and other members of the Management Conference will be providing considerable in-kind support from their staff and volunteers as they have for three decades.

Two of the lead members of the BARC Board and future PPBEP Policy Board, Escambia and Santa Rosa Counties, have already demonstrated their commitment to restoration of the Pensacola and Perdido Bay watersheds as evidenced by the selected Direct Component (Pot 1) RESTORE Act projects. Both Counties voted to invest over half of their initial RESTORE Act Direct Component Funds on ecological restoration projects in Pensacola Bay and Perdido Bay Watersheds, and both counties have voted to invest 100% of their RESTORE Act Oil Spill Impact Funds (Pot 3) to improve water and sediment quality in the Pensacola Bay watershed.

Beyond operational expenses, funding will be needed to implement projects identified in the CCMP. Funds resulting from fines and penalties associated with the Deepwater Horizon Oil Spill will be available for restoration projects and activities for the next 15 years. Because the PPBEP area received a more direct impact from the spill than other Florida counties, these watersheds have thus far received the most oil-spill related funding (\$137,519,420 combined for Escambia and Santa Rosa Counties) and is expected to continue to receive significantly more funding than other Northwest Florida watersheds. Exclusively considering Florida's RESTORE Act Direct Component



Funds, the PPBEP will be receiving 20-40% more than neighboring Northwest Florida watersheds. The PPBEP is most strategically positioned to leverage USEPA's funding to achieve the maximum environmental benefit by efficiently coordinating oil spill restoration funds from the many sources.

#### **2.4 Applicant Past Performance.**

Escambia County has recently received a USEPA Gulf of Mexico Program assistance grant in the amount of \$295,500 for the purpose of installing floating wetland mats for nutrient uptake in Jackson Lakes in the 303(d) listed Bayou Chico watershed. This grant project is in progress with installation of mats and vegetation expected during fall 2017. All grant reporting requirements have been satisfactorily completed. Escambia County is also the sub-recipient of three grants from the Gulf Coast Ecosystem Restoration Council (Pot 2 funds). Two of these sub-recipient agreements have been received and executed for the planning and design of the Pensacola Bay Living Shoreline Project and the planning and design of the Bayou Chico Contaminated Sediment Removal project. The third sub-recipient agreement is for a Beach Haven neighborhood (Bayou Chico watershed) septic tank abatement, new sewer infrastructure, and new stormwater treatment project. All grant reporting requirements have been satisfactorily completed. Escambia County has recently received \$11,032,250 from the National Fish & Wildlife Foundation for five water quality improvement projects in the Bayou Chico watershed. Two of these projects are stream restoration and wetland floodplain restoration projects, and three of the projects provide new stormwater treatment for the watershed. All of these projects are under construction and all grant reporting requirements have been satisfactorily completed. In addition to these current grants, during the past 15 years, Escambia County scientists have successfully managed over \$50 million in federal and state grants for water quality and habitat improvement projects in the watersheds of Pensacola and Perdido Bays. For many of these grants, Escambia County staff has developed Observational Data Plans and Data Management Plans as well as QAPPs and ecological monitoring plans.

**2.5 Expenditure of Awarded Grant Funds.** As discussed in Section 2.2.3 on page 11, Escambia County has demonstrated its competency with applying federal procedures and controls to ensure grant funds are expended in a timely and efficient manner. The Escambia County Clerk's Office provides financial oversight and internal audits of grants and contracts.

As host to PPBEP, Escambia County has existing Operating Procedures for grants management, fiscal activity tracking, and successfully managing program goals and objectives. The Escambia County Grants Management Handbook addresses the Board of County Commissioners (BOCC) policy, federal and state laws and regulations, and other relevant information pertaining to grants administration. The County's Grants Management Handbook can be viewed here: <http://bit.ly/EscGrants>.

**3.0 Detailed Budget Narrative.** A detailed proposed budget with annual expenses is listed below as Table 3 on page 15. Salaries for key personnel (as described in Section 2.1.7, page 6) are based on analysis of current salaries for similar positions and are intended to be competitive in order to attract the most qualified candidates. Significant staff time will be provided by BARC partners as In-kind Cost Share contributions, which totals \$726,347 or 3,400 hours annually. Federal and State procurement guidelines will be followed for all the activities according to 2 CFR 200.

**Personnel - \$1,008,063** is budgeted for five Estuary Program employees during the 4-Year grant period. Personnel costs are anticipated to increase 3% beginning in program Year 3. The Program Director will be hired during the second quarter of Year 1 to allow time for the Policy Committee to conduct the selection process, and it is budgeted for \$71,250 the first year to reflect nine months of salary the first year. Total funding request for the Program Director: \$364,886. The Senior Scientist will be hired during the third quarter of Year 1 and is budgeted at \$37,500 the first year to reflect six months of salary the first year. Total funding request for Senior Scientist: \$269,318. The Public Outreach Specialist will be hired during the third quarter of Year 1 and is budgeted at \$24,750 the first year to reflect six months of salary the first year. Total funding request for Public Outreach Specialist: \$182,340. The Technical Program Assistant will be hired in Year 3 and is budgeted at \$40,000. Total funding request for Technical Program Assistant: \$81,200. The Grant Writer will be hired during the third quarter of Year 2 and is budgeted at

\$21,000 in Year 2 to reflect six months of salary the second year. Total funding request for the Grant Writer: \$110,320.

In-kind BARC contributions will serve to support the Pensacola and Perdido Bays Estuary Program. In-kind BARC contribution: \$489,125.

**Fringe Benefits - \$352,822** is budgeted for the 4-Year grant period. Fringe benefits are calculated at 35% of position salaries. A flexible benefit package will be determined by the employees and the Escambia County Human Resources Department. Benefits include health care, annual leave, and contributions to the Florida Retirement System. Based on the in-kind BARC contributions of salaries, the in-kind BARC contribution of fringe benefits is \$171,194.

**Travel - \$40,000** is budgeted for the 4-Year grant period. Travel will primarily cover the cost of the Program Director and staff attending conferences, trainings, and meetings with organizations and agencies for coordination and future commitments.

**Equipment - \$55,000** is budgeted for the 4-Year grant period. Equipment is in the two categories of office and field equipment. Office equipment funds will purchase computers, printers, telephones, and AV necessary for staff to perform essential job duties and disseminate information to the public. Field equipment includes multi-parameter water quality meters, analyzers, autosamplers, and other sampling equipment. This equipment will be available for local partners to conduct targeted and strategic water quality monitoring associated with PPBEP activities and objectives. The PPBEP will serve as integrator and repository of all water quality data for Pensacola and Perdido Bays. The PPBEP will develop a comprehensive water quality monitoring program that identifies and fills data gaps to develop a comprehensive baseline and trend analysis.

**Supplies - \$22,000** is budgeted for the 4-Year grant period. Supplies include standard office operating supplies such as pens, paper, staplers, folders, etc. Printing materials are budgeted for CCMP drafts, meeting materials, and education/outreach materials.

**Contractual - \$144,000** is budgeted for the 4-Year grant period. This includes contractual services related to CCMP preparation and associated graphic design, website design/hosting, auditing, and other contractual services that may be required during the grant period.

**Other - \$242,027** is budgeted for other services through the 4-Year grant period. Of the total budget, \$144,000 is budgeted for office space and utilities. \$90,000 is budgeted for lab sample analysis related to determining estuary data gaps, key stressors and monitoring associated with program goals and objectives. \$6,250 is budgeted for printing of the final CCMP by a professional printing company.

**Indirect Charges- \$136,088** is budgeted for the 4-Year grant period. With Escambia County serving as the host and fiscal agent, the PPBEP will incur only a 10% Indirect Rate. Escambia County offered the lowest indirect cost allowing significantly more funds to be available for programmatic work. Escambia County has a federally negotiated final Indirect Cost Rate of 10% with the U.S. Department of Housing and Urban Development (HUD), the federal cognizant agency. In-kind BARC contribution: \$66,032.

**Table 3: PPBEP Budget Table**

Line Item and Itemized Cost	EPA Funding	BARC	Year 1	Year 2	Year 3*	Year 4*
Director of PPBEP @ \$46.26/hr x 40hrs/week x 52weeks	\$ 364,886		\$ 71,250	\$ 95,000	\$ 97,850	\$ 100,786
Scientist @ \$ 36.06/hr x 40hrs/week x 52weeks	\$ 269,318		\$ 37,500	\$ 75,000	\$ 77,250	\$ 79,568
Public Outreach Specialist @ 27.93/hr x 40hrs/week x	\$ 182,340		\$ 24,750	\$ 50,985	\$ 52,515	\$ 54,090
Technical Program Assist. @ \$19.23/hr x 40hrs/week x 52weeks	\$ 81,200				\$ 40,000	\$ 41,200
Grant Writer @ \$21.53/hr x 40hrs/week x 52weeks	\$ 110,320			\$ 21,000	\$ 44,000	\$ 45,320
BARC Support		\$ 489,125	\$ 116,914	\$ 120,421	\$ 124,034	\$ 127,755
<b>TOTAL PERSONNEL</b>	<b>\$ 1,008,063</b>	<b>\$ 489,125</b>	<b>\$ 250,414</b>	<b>\$ 362,406</b>	<b>\$ 435,649</b>	<b>\$ 448,718</b>
PPBEP Staff: 35% of Salary (Retirement, Health Benefits,	\$ 352,822		\$ 46,725	\$ 84,695	\$ 109,065	\$ 112,337
BARC: 35% of Salary (Retirement, Health Benefits, etc)		\$ 171,194	\$ 40,920	\$ 42,147	\$ 43,412	\$ 44,714
<b>TOTAL FRINGE BENEFITS</b>	<b>\$ 352,822</b>	<b>\$ 171,194</b>	<b>\$ 87,645</b>	<b>\$ 126,842</b>	<b>\$ 152,477</b>	<b>\$ 157,051</b>
<b>TOTAL TRAVEL</b>	<b>\$ 40,000</b>		<b>\$ 8,000</b>	<b>\$ 8,000</b>	<b>\$ 12,000</b>	<b>\$ 12,000</b>
Computers/Printers/Telephones/AV	\$ 18,000		\$ 6,000	\$ 3,000	\$ 6,000	\$ 3,000
Water/Sediment Quality Monitoring Equipment	\$ 37,000		\$ 15,000	\$ 6,000	\$ 10,000	\$ 6,000
<b>TOTAL EQUIPMENT</b>	<b>\$ 55,000</b>		<b>\$ 21,000</b>	<b>\$ 9,000</b>	<b>\$ 16,000</b>	<b>\$ 9,000</b>
Office Supplies	\$ 12,000		\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000
Printing materials	\$ 10,000		\$ 1,000	\$ 2,000	\$ 3,000	\$ 4,000
<b>TOTAL SUPPLIES</b>	<b>\$ 22,000</b>		<b>\$ 4,000</b>	<b>\$ 5,000</b>	<b>\$ 6,000</b>	<b>\$ 7,000</b>
Other services as needed	\$ 48,000		\$ -	\$ 16,000	\$ 16,000	\$ 16,000
Website Design and Hosting	\$ 20,000		\$ 5,000	\$ 5,000	\$ 5,000	\$ 5,000
CCMP Preparation / Graphic Design	\$ 40,000					\$ 40,000
Audit	\$ 36,000			\$ 12,000	\$ 12,000	\$ 12,000
<b>TOTAL CONTRACTUAL</b>	<b>\$ 144,000</b>		<b>\$ 5,000</b>	<b>\$ 33,000</b>	<b>\$ 33,000</b>	<b>\$ 73,000</b>
Facility Rental/Office Space + Utilities	\$ 144,000		\$ 36,000	\$ 36,000	\$ 36,000	\$ 36,000
Lab Sample Analysis	\$ 90,000		\$ 20,000	\$ 22,000	\$ 24,000	\$ 24,000
Printing Services for Final CCMP 320 copies @ \$25 ea	\$ 8,027					\$ 8,027
<b>TOTAL OTHER</b>	<b>\$ 242,027</b>	<b>\$ -</b>	<b>\$ 56,000</b>	<b>\$ 58,000</b>	<b>\$ 60,000</b>	<b>\$ 68,027</b>
Indirect Charges: PPBEP Staff	\$ 136,088		\$ 18,023	\$ 32,668	\$ 42,068	\$ 43,330
Indirect Charge: BARC Support		\$ 66,032	\$ 15,783	\$ 16,257	\$ 16,745	\$ 17,247
Federal Negotiated Indirect Cost Rate: 10% Personnel +						
<b>TOTAL INDIRECT</b>	<b>\$ 136,088</b>	<b>\$ 66,032</b>	<b>\$ 33,806</b>	<b>\$ 48,925</b>	<b>\$ 58,813</b>	<b>\$ 60,577</b>
<b>TOTAL COST PER FUNDING SOURCE</b>	<b>\$ 2,000,000</b>	<b>\$ 726,350</b>	<b>\$ 465,865</b>	<b>\$ 651,174</b>	<b>\$ 773,938</b>	<b>\$ 835,373</b>
<b>TOTAL PROJECT COST</b>	<b>\$</b>	<b>2,726,350</b>				

\*Note: Includes 3% Annual Salary Increase