Taking Environmental Protection to the Next Level:

Agriculture
Forests, Parks and Conservation
Wastewater Treatment
Marine Resources
Urban Development
Air Quality

An Assessment of the U.S. Environmental Services Delivery System

April 2007

NATIONAL ACADEMY OF PUBLIC ADMINISTRATION®
A Report by a Panel of the
NATIONAL ACADEMY OF
PUBLIC ADMINISTRATION

for the United States Environmental Protection Agency

April 2007

TAKING ENVIRONMENTAL PROTECTION TO THE NEXT LEVEL:

An Assessment of the U.S. Environmental Services Delivery System

Panel

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* Academy Fellow
FOREWORD

When we fertilize our lawns, drive our cars, wash our dishes, or go about our other daily routines, we contribute to making our streams, rivers, bays, and oceans unswimmable and toxic to marine life. The same potential arises as farmers grow the food we eat, when businesses dispose of the byproducts of their work, and when builders create new communities. In short, the necessities of life and pollution of our environment are inextricably linked.

But negative outcomes are not inevitable. Pollution controls can help us live full and productive lives without damaging the water, land and air around us. Many pollution controls have been applied for a long time to clean up sewage, industrial smokestacks, and automobile exhausts. But others, such as those related to agricultural and urban runoff, have not been widely applied yet. And, our environment suffers.

This report examines the water quality program, and finds that it is time to apply a much broader set of remedies. The Academy Panel learned what needs to be done by conducting an in-depth review of the Chesapeake Bay Program. Its unique combination of scientific studies, interstate policies, stakeholder partnering, and best practice innovation shows what is necessary to restore the Bay to the healthy conditions.

The next step is to apply this knowledge on a nationwide scale. EPA has been experimenting with similar approaches nationally, and is on the cusp of being able to expand this effort. I believe this Academy report can tip the scales toward a new era of outcome-oriented water quality improvements that can bring clean and healthy waters within reach throughout the United States.

We thank the many people in EPA, and in its Chesapeake Bay Program Office, for supporting the Panel’s work. We also thank the many Chesapeake Bay stakeholders who volunteered their time to make our lessons learned workshop on the Bay most enlightening. I commend the Panel and project staff for their outstanding work in mastering this very complex topic and making so many practical recommendations.

Jennifer L. Dorn
President and Chief Executive Officer
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>FOREWORD</td>
<td>iii</td>
</tr>
<tr>
<td>ACRONYMS</td>
<td>ix</td>
</tr>
<tr>
<td>EXECUTIVE SUMMARY</td>
<td>xi</td>
</tr>
<tr>
<td>REPORT IN BRIEF</td>
<td>1</td>
</tr>
<tr>
<td>PANEL AND STAFF</td>
<td>27</td>
</tr>
<tr>
<td><strong>REPORT CHAPTERS</strong> (published in full report.)</td>
<td></td>
</tr>
<tr>
<td><strong>CHAPTER 1: THE PRESENT CHALLENGE OF ACHIEVING ENVIRONMENTAL RESULTS</strong></td>
<td></td>
</tr>
<tr>
<td>Purpose of this Study</td>
<td></td>
</tr>
<tr>
<td>Previous Academy Reports on EPA and Environmental Protection Programs</td>
<td></td>
</tr>
<tr>
<td>The U.S. Environmental Services Delivery System</td>
<td></td>
</tr>
<tr>
<td>The Changing Nature of Environmental Challenges</td>
<td></td>
</tr>
<tr>
<td>Narrowing the Scope of Study</td>
<td></td>
</tr>
<tr>
<td>The Analytical Framework Used: Tools, Actors, and Coordination Strategies to Achieve Environmental Outcomes</td>
<td></td>
</tr>
<tr>
<td>Study Methodology</td>
<td></td>
</tr>
<tr>
<td>Structure of the Report</td>
<td></td>
</tr>
<tr>
<td><strong>CHAPTER 2: CURRENT ENVIRONMENTAL DELIVERY SYSTEM TO ADDRESS WATER QUALITY PROBLEMS</strong></td>
<td></td>
</tr>
<tr>
<td>Federal Authority and Programs Addressing Water Quality Problems</td>
<td></td>
</tr>
<tr>
<td>State and Local Authority and Programs</td>
<td></td>
</tr>
<tr>
<td>Conclusion</td>
<td></td>
</tr>
</tbody>
</table>
CHAPTER 3: THE CHESAPEAKE BAY CLEANUP APPROACH: A PLACE-BASED ILLUSTRATION OF THE WATER POLLUTION ENVIRONMENTAL SERVICE DELIVERY SYSTEM

Science of the Bay

Bay Clean-Up Strategies: A Sector-By-Sector Analysis of Implementation Programs and Actors

Governmental Landscape in the Chesapeake Bay Watershed

Need for Capacity Building

The Institutional Challenge

CHAPTER 4: GOVERNANCE IN LARGE ECOSYSTEMS

Organizing to Meet Clean Water Standards in the Chesapeake Bay Watershed

Organizing Other Large-Scale Restoration Efforts

Conclusions About Large Scale Environmental Governance

CHAPTER 5: IMPLEMENTATION STRATEGIES TO RESTORE IMPAIRED WATERS: COORDINATION AT THE STATE AND SUBSTATE LEVELS

The Chesapeake Bay Example of Tributary Strategies

Other Experiences in Organizing Multiple Implementation Partners to Clean-Up Impaired Waters

Conclusions About Organizing and Aligning Multiple Implementation Parties

CHAPTER 6: MANAGING AND ASSESSING EPA PROGRAM RESULTS IN A MULTI-AGENCY, MULTI-SECTOR SITUATION

The National Environmental Performance Partnership System

Collaboration

Social Equity Considerations

Accountability: the Bottom Line
CHAPTER 7: CONCLUSIONS, FINDINGS AND RECOMMENDATIONS

Challenge One: Addressing the Complexity of Meeting Ambient Environmental Goals

Recommendation 1: EPA as a Partnering Agency

Challenge Two: Mobilizing Multiple Programs, Federal Agencies, State and Local Governments, and Other Parties to Meet Ambient Environmental Standards

Recommendation 2: Healthy Waters Comprehensive Approach
Recommendation 3: Effective Coordination Mechanisms to Support Partnerships
Recommendation 4: Scientific Research and Data

Challenge Three: Filling the Widening Gap in Funding Environmental Programs

Recommendation 5: Adequate and Sustainable Funding

Challenge Four: Filling the Tools and Authority Gap

Recommendation 6: Access to Innovation

Challenge Five: Adapting Management Techniques Focused on Outcome Goals

Recommendation 7: Performance and Results

Challenge Six: The Need to Examine Alignment in Multiple Program Areas

Recommendation 8: Examine Alignment in Other Federal Programs

APPENDICES (Published in full report)

APPENDIX A: Panel and Staff
APPENDIX B: Case Briefs
APPENDIX C: Analytical Framework
APPENDIX D: Individuals Interviewed or Otherwise Contacted
APPENDIX E: Maryland Tributary Activities in the Chesapeake Bay
APPENDIX F: Bay-Related Functions of Regional Councils in the Chesapeake Bay Watershed
APPENDIX G: Chesapeake Bay Program Best Management Practices
APPENDIX H: Interest Groups by Tributary Team
APPENDIX I: Progress in Strengthening the National Environmental Performance Partnership System
APPENDIX J: Evolution of Collaborative Decision Making in EPA’s Programs
<table>
<thead>
<tr>
<th>Acronym</th>
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<tbody>
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<td>Academy</td>
<td>National Academy of Public Administration</td>
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<tr>
<td>BMP</td>
<td>Best Management Practice</td>
</tr>
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<td>CARE</td>
<td>Community Action for a Renewed Environment</td>
</tr>
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<td>United States Department of Transportation</td>
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<td>International City/County Management Association</td>
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<td>National Estuary Program</td>
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<td>NEPPS</td>
<td>National Environmental Performance Partnership System</td>
</tr>
<tr>
<td>NPS</td>
<td>Nonpoint Pollution Source</td>
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<td>NOAA</td>
<td>National Oceanic and Atmospheric Administration</td>
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<td>NSF</td>
<td>National Science Foundation</td>
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<td>Office of Wetlands, Oceans and Water</td>
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<td>Regional Council</td>
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<td>TDML</td>
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<td>WQS</td>
<td>Water Quality Standards</td>
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EXECUTIVE SUMMARY

As the government moves steadily toward outcome-oriented performance management, it is finding that the traditional measures of success for individual programs—effectiveness and efficiency of the program’s management—are no longer sufficient. Such measures limit the evaluation of success to program outputs alone, they never reach the outcomes that count—the improvements the programs make in people’s lives.

This study of environmental services delivery illustrates the point directly and convincingly. It concentrates on water quality programs, but has obvious relevance to a broader range of environmental services.

By examining the condition and desired outcomes of a specifically identified water body (the Chesapeake Bay), the distinction between program outputs and outcomes becomes very clear. The primary program outputs that have been pursued to restore the health of the Chesapeake Bay—through the traditional regulatory provisions of the Clean Water and Clean Air Acts—have been cleaner effluents from wastewater treatment plants and cleaner emissions from industrial smokestacks and automobile tail pipes. Although a lot of progress has been made in reducing pollution from these sources, the Bay remains unhealthy. So, we see a paradox: even as the individual program outputs are showing great success, the environmental outcome is continues to be unacceptable.

The Chesapeake Bay program recognizes this paradox, and has been addressing it directly. What is required to clean up the Bay is to clean up all the main sources of pollution, not just those for which clear regulatory programs have been established. But this conclusion presents quite a challenge. It requires breaking a lot of new ground. And the Chesapeake Bay program has been going about doing that for many years.

WHAT THIS REPORT DOES

This report begins with a detailed examination of the entire Clean Water Act, including how it has been administered over the years. Then, it examines the Chesapeake Bay clean-up approach—the science it has developed, the best practices it has identified to get at the main sources of pollution that remain mostly unaddressed, the governmental landscape it must navigate to get the needed action, and how it has gone about organizing the key stakeholders—first within the entire interstate watershed, then within each state, and finally within the 36 tributary areas where implementation action must be taken to achieve a healthy Bay. The Chesapeake Bay approach is then compared with some relevant cases elsewhere in the U.S.

These examinations were undertaken using an analytical framework that combines the “tools of government” approach with logic models and stakeholder analysis. The Academy Panel believes this method of analysis can be helpful in evaluating many other programs that are experiencing a shift from simply administering individual programs to taking on accountability for overall outcome-oriented results.
RESULTS OF THE ANALYSIS

The Panel’s examinations, led to the following key findings:

- **Many “Impaired Waters.”** The unhealthy condition of water in the Chesapeake Bay is far from unique. Across the 50 states, some 40,000 “impaired waters” have been identified and “listed” for clean-up under provisions of the federal Clean Water Act. This is a nationwide problem, and the experience in the Bay is relevant to the whole nation.

- **Missing Implementation Tools.** The Clean Water Act includes two main parts. The first and by far most heavily used and effective part, regulates the quality of water discharged by wastewater treatment plants and storm drainage systems. The second part of the Act addresses the quality of water in the receiving bodies, regardless of the sources of pollution affecting them. However, the second part does not directly regulate many of the pollution sources. Instead, it requires responsible parties to find ways to reduce pollution sufficiently to meet the overall standard established for the water body. These clean-up methods have been largely undefined until recently.

- **New Practices Needed.** The Chesapeake Bay Program has spent a lot of time and effort identifying and quantifying many specific practices that can be used to reduce the polluting effects of agricultural and urban runoff, and to clean-up pollution already in the Bay. This science-based work has produced a long list of practices that can be applied by local governments, conservation districts, developers, farmers, agribusinesses, the oyster industry, and others to begin achieving the pollution reductions needed to nurse the Bay back to health.

- **Setting Targets.** The Chesapeake Bay’s science program has also provided a trusted basis for determining how much pollution of various types needs to be reduced in each part of the Bay’s 64,000 square-mile watershed. And these limits have been adopted by the interstate Chesapeake Executive Council: the limits have been assigned proportionately to each state, and then parcelled out to the 36 component Tributary Strategy Teams responsible for devising a plan for each tributary to do its share in reducing the pollution loadings that eventually reach the Bay.

- **Gaps in Follow-Through.** Implementation follow-through is only partly in place at this time, however. Good practices for reducing pollution from all sources in the Chesapeake Bay watershed are beginning to be applied in all six states and the District of Columbia. But, these practices have not yet reached the targeted levels needed to clean the Bay by the court-established deadline of 2010. Substantial improvements in follow-through mechanisms and funding are needed.
CHALLENGES FACED IN MEETING POLLUTION-REDUCTION TARGETS

Knowing what needs to be done and getting it done are two very different things. The Chesapeake Bay Program—and the nation at large—face several major challenges in moving from theory to practice.

- **Imbalanced Programs.** EPA’s wastewater and stormwater programs (point sources) are robust and applied almost everywhere, while the runoff programs (nonpoint sources) are experimental and often optional even where they exist. Yet, the successes of both types of programs are intertwined. Until they are both robust and broadly applied, neither can succeed fully in today’s outcome-oriented world.

- **Inadequate Healthy Waters Partnerships.** The Chesapeake Bay Program partnerships (interstate, state, and sub-state) illustrate the kinds of organizational relationships that are needed to improve impaired waters. Yet, they are almost one-of-a-kind. And they are also not easy to create or emulate. The Chesapeake Bay Program has had a fair amount of money and time to create and nurture its partnerships. And still, its partnering mechanisms need improvement in several very important respects. Strengthening partnerships is hard work, and success with it requires a long term commitment. Yet, there is no alternative, if impaired waters are to be restored. In the Chesapeake Bay, for example, the efforts of over 3,000 governments, 23 federal agencies, hundreds of watershed associations and other non-profits, thousands of farmers, millions of homeowners, and many other stakeholders must be brought together to achieve success.

- **Scarce and Diminishing Resources.** The Chesapeake Bay’s expert finance panel determined that the program has access to only about ten percent of the money it needs to achieve success. Available federal resources are diminishing nationally by design. Financial pressures are also buffeting many states all across the nation. Water quality programs are retreating to dedicated fees where they can. The nation’s 40,000 impaired waters are being cleaned up at the rate of only about 250 per year. The trajectory toward success is shaky at best.

- **Missing Implementation Tools.** The standard regulatory tools for cleaning up point-sources of water pollution are available and well exercised most places, but the implementation tools needed to clean up nonpoint sources are too seldom available and applied—even in the Chesapeake Bay watershed, where they are relatively well known, much less in other parts of the nation. This situation causes major gaps in impaired waters implementation action plans.

- **Lagging Management Information Systems.** EPA’s evolving management information systems—resulting from improved strategic planning, outcome-oriented performance measures, the Data Exchange Network, and the principles embedded in the National Environmental Performance Partnership System (NEPPS)—remains overly centralized and has not yet been adapted fully enough to the real-time, multiple party needs of highly distributed programs like a Healthy Waters Program. Although EPA has significantly improved its ability to report on traditional state-EPA programs in recent years, it is not
up to meeting the demands of outcome-oriented programs—accounting quickly and precisely for the results of programs from multiple federal agencies and numerous substate actors.

So, there is a lot of work still to be done to improve the Data Exchange Network and the strategic management environment it serves. EPA is aware that it has many more miles to go along this trail, and has been working on many of these challenges. The Academy report documents how EPA already assists watershed planning, Smart Growth initiatives, multiparty collaborations, industry-based environmental standards, and more. However, much of this work is at a small, experimental scale. It is neither robust nor nationwide. Yet, taken together, it provides a sound base upon which to organize, empower, and fund an effective Healthy Waters initiative.

PANEL RECOMMENDATIONS

In view of these needs and challenges, the Academy Panel makes the following recommendations:

- **EPA as a Partnering Agency.** EPA should strengthen its position as a partnering agency for purposes of enhancing all its programs, both regulatory and non-regulatory. More effective partnering is especially important for non-regulatory programs where voluntary action based on trust, assistance, and persuasion is fundamental.

- **Healthy Waters Comprehensive Approach.** EPA should establish a more systematic and holistic intergovernmental approach to cleaning up the very large number of impaired waters throughout the nation. This approach should bring nonpoint programs up to par with point-source programs.

- **Effective Coordination Mechanisms to Support Partnerships.** EPA should encourage and support the intergovernmental coordinating bodies needed to ensure that regional initiatives can effectively accomplish established water pollution reduction outcomes.

- **Scientific Research and Data.** EPA should preserve its commitment to scientific research and data as an essential basis for policymaking and evaluation.

- **Adequate and Sustainable Funding.** EPA should work with the state and local governments, and others, to put the financing of environmental services on a more adequate and sustainable path, by: broadening the purpose and revenue sources of the State Revolving Fund program; developing models and guidelines for dedicated fee-based revenue systems; providing leadership for pollution credit-trading; partnering with other federal agencies; and working with Congress.

- **Access to Innovation.** Innovative programs should be made readily available more quickly to policymakers, program directors, and implementation organizations.
• **Performance and Results.** EPA should continue to improve its outcome-oriented performance management systems by incorporating timely new accountability mechanisms for inputs, outputs and outcomes provided by both traditional and non-traditional partners.

Finally, the Panel recommends that EPA and other federal agencies re-evaluate the alignment of partners, tools, and coordinating mechanisms within all their partnership programs, using the analytical framework developed for this study.
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Marine Resources

Urban Development

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April 2007
CONTENTS

A Shift to Cleaning Up Nonpoint Sources of Pollution is Needed ........................................ 3
The Chesapeake Bay Watershed Illustrates this Conclusion .................................................. 4
The Institutional Landscape in the Chesapeake Bay Watershed is Complex ......................... 5
Restoring the Chesapeake Bay Requires Engaging Many Stakeholders ............................... 6
The Academy Used an Analytical Framework to Understand the Chesapeake Bay
  Restoration Effort ........................................................................................................... 7
Logic Models for Water Pollution Control Programs Document the Two
  Complementary Restoration Strategies Being Used .......................................................... 8
The Traditional Point-Source Water Pollution Control Logic is Heavily Used ...................... 9
The Nonpoint-Source Water Pollution Control Logic is Lightly Used .................................. 10
Programs to Clean Up Point Sources of Water Pollution Are Much Easier to Use
  Than Those to Clean-Up Nonpoint Sources .................................................................. 11
The Composite Logic Model Needed to Produce a Healthy Chesapeake Bay
  (Clean up its Impaired Waters) is Very Complex ........................................................... 12
All U.S. States Have Impaired Waters; this is a National Problem .................................. 13
Organizing and Energizing Partnerships is the Only Way to Restore Many
  Impaired Waters ......................................................................................................... 14
Partnerships at the State Level are Vital to Enabling Success ........................................... 15
Partnerships Within the States are Essential to Success .................................................... 16
Effective Tributary Strategy Institutions are Urgently Needed ........................................ 17
Regional Councils Can Help, and are Available Almost Everywhere ............................... 18
EPA Assists the Watershed Approach in Many Ways ........................................................ 19
Science is Essential ........................................................................................................... 20
“Healthy Waters” Partnerships Should Optimize the Roles of Diverse Actors .................. 21
The Academy Panel Draws Six Conclusions and Makes Findings .................................. 22
The Academy Panel Makes Eight Recommendations ....................................................... 23
Environmental Partnerships Should Apply Six Principles of Effective Consultation ...... 24
Federal Managers of Community-Based Programs Should Apply the
  Following Principles .................................................................................................... 25
As America strives to make its environment cleaner, it finds that it must clean up many, highly dispersed, small (nonpoint) sources of pollution

- NOT just the more obvious big (point) sources

To understand this shift better, the Academy closely examined water pollution control

- Generally across the United States
- Specifically in the 64,000 square mile multi-state Chesapeake Bay Watershed
FIGURE 2. The Chesapeake Bay Watershed Illustrates this Conclusion

- The Chesapeake Bay is the largest estuary in North America:
  - One of the most productive in the world
  - Fertile yet fragile
  - Home to 16 million people
  - Includes parts of 6 states: Delaware, Maryland, New York, Pennsylvania, Virginia, West Virginia, and the District of Columbia

- It provided an excellent “lessons learned” platform for this study

FIGURE 3. The Institutional Landscape in the Chesapeake Bay Watershed is Complex

- Reaching the Chesapeake Bay’s pollution reduction goals will require the joint efforts of:
  - 6 states, the District of Columbia, and 3,169 local governments
  - 23 federal agencies
  - 678 watershed associations
  - A large number of “riverkeepers”
  - 2 interstate river basin commissions
  - 30 regional councils (multi-county councils of local governments)
  - 36 state-created tributary strategy teams
  - 87,000 farm owners
  - 5-6 million homeowners
  - Hundreds of lawn care companies
  - An uncounted number of land developers, homebuilders, construction companies, agribusinesses, and other companies that send pollution to the Bay
  - A very large number of civic and non-profit organizations
Each of these key stakeholders uses a variety of implementation tools to help the Bay.
FIGURE 5. The Academy Used an Analytical Framework to Understand the Chesapeake Bay Restoration Effort

- The simplified framework below illustrates **HOW** the key stakeholders (actors) manage their implementation tools to help clean the Bay.
These models show on the next two pages:

- How much simpler it is to control “point” sources (Figure 7) than “nonpoint” sources (Figure 8)
- Programs for both purposes use multiple implementation tools
- Both programs are necessary to produce clean water bodies
FIGURE 7. The Traditional Point-Source Water Pollution Control Logic is Heavily Used
(but may address as little as 30 percent of the “impaired waters” problem in some watersheds)
FIGURE 8. The Nonpoint-Source Water Pollution Control Logic is Lightly Used
(but may address as much as 70% of the impaired waters problem in some watersheds)
### FIGURE 9. Programs to Clean Up Point Sources of Water Pollution Are Much Easier to Use Than Those to Clean-Up Nonpoint Sources

<table>
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<th>Program Characteristics</th>
<th>Point-Source Programs</th>
<th>Nonpoint Source Programs</th>
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<td><strong>Objectives</strong></td>
<td>Largely “end-of-pipe” water quality (program OUTPUTS)</td>
<td>Ambient water quality (program OUTCOMES)</td>
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<tr>
<td><strong>Sources of Pollution</strong></td>
<td>Comparatively small number, easy to identify</td>
<td>Very high number; difficult to identify</td>
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<tr>
<td><strong>Main Actors:</strong></td>
<td></td>
<td></td>
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<tr>
<td>EPA</td>
<td>Sets requirements, delegates to states, monitors states</td>
<td>Leverages TMDL and stormwater authority, planning grants, monitors state activities, provides science, establishes &amp; aids collaboratives</td>
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<td>Other Fed Agencies</td>
<td>Only if operating own water treatment plant</td>
<td>USDA, Commerce, Interior, DOT, USACE, others</td>
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<td>State Involvement</td>
<td>State EPA</td>
<td>EPA, Natural Resources, Agriculture, Fish &amp; Wildlife, Forest, Parks, Planning, Community Level, others</td>
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<td>Local Government</td>
<td>Operators of public wastewater treatment plants</td>
<td>Cities, Counties, Towns, Special Districts, Conservation &amp; Park Districts, Regional Councils, others</td>
</tr>
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<td>Business Sector</td>
<td>Industrial wastewater treatment plants</td>
<td>Industry, agriculture, development, construction, lawn &amp; garden, transportation, others</td>
</tr>
<tr>
<td>Non-Profit Sector</td>
<td>Minimal other than citizen suits</td>
<td>Litigation, public education, advocacy, fund projects, direct action</td>
</tr>
<tr>
<td>Citizen Sector</td>
<td>Voting, public comment on permits</td>
<td>Many behavioral changes</td>
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<td><strong>Main Implementation Tools:</strong></td>
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<tr>
<td>Regulatory</td>
<td>Primary</td>
<td>One of many tools</td>
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<td>Financial Assistance</td>
<td>EPA and state grants/loans</td>
<td>Grants, loans, tax incentives, others (from MANY public &amp; private sources)</td>
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<tr>
<td>Technical Assistance</td>
<td>Limited</td>
<td>Essential and multi-faceted</td>
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<tr>
<td>Pollution Credit</td>
<td>New, unfamiliar</td>
<td>New, unfamiliar</td>
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<tr>
<td>Trading</td>
<td>Self-regulation including environmental management systems</td>
<td>Large amount of voluntary action</td>
</tr>
<tr>
<td>Other</td>
<td></td>
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<tr>
<td><strong>Role of Science</strong></td>
<td>Set standards for permits, monitors discharges</td>
<td>Set policy goals; establish political trust and consensus; monitor performance; calibrate BMPs</td>
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<td><strong>Role of Collaboration and Coordination Accountability System</strong></td>
<td>Limited</td>
<td>Central to success; many cross-jurisdictional relationships</td>
</tr>
<tr>
<td>Public Engagement</td>
<td>Simple permit compliance</td>
<td>Very complex performance monitoring; ambient conditions measurements; voluntary behavior changes</td>
</tr>
<tr>
<td></td>
<td>Limited, often focused on formal public notice related to permits</td>
<td>Early and regular; essential to success</td>
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FIGURE 10. The Composite Logic Model Needed to Produce a Healthy Chesapeake Bay (Clean up its Impaired Waters) is Very Complex

- Applying the two water pollution control program logic models to the Chesapeake Bay yields this composite model.

- Many actors must apply their program tools in six different sectors to produce program results (outputs) needed to improve the HEALTH of the Bay (desired outcomes).
- Their CUMULATIVE efforts determine how clean (or dirty) the Bay is.
- Currently the Bay is too dirty—determined by a Court to be “impaired water” subject to special regulatory actions—and not getting cleaner fast enough.
FIGURE 11. All U.S. States Have Impaired Waters; this is a National Problem

- The total number of impaired waters listed by the states is about 40,000.
- A well organized and targeted effort would be required to get a handle on this huge challenge.

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<th>Current System Version</th>
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<th>State</th>
<th>Current System Version</th>
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<td>MICHIGAN</td>
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FIGURE 12. Organizing and Energizing Partnerships is the Only Way to Restore Many Impaired Waters

- The Chesapeake Bay program has established water pollution control partnerships at the multi-state, state and sub-state levels to help bring all the essential actors—and their implementation tools—together to restore the Bay’s waters to a healthy condition.

- At the multi-state level, the collaborative process works mainly through a series of committees that drive and implement restoration efforts:
  - Committees that govern the Bay Program and guide policy changes
  - Advisory committees that provide external perspectives on current issues and events
  - Subcommittees that work internally to coordinate restoration activities

Multi-State
Chesapeake Bay Program Organization Chart
FIGURE 13. Partnerships at the State Level are Vital to Enabling Success

- A Chesapeake Bay example of organizing at the state level to meet Bay clean-up goals is the Maryland Governor’s Bay Cabinet. It dates back to 1985 and consists of the department secretaries of:
  - Natural Resources
  - Environment
  - Planning
  - Agriculture

- This special Cabinet group:
  - Meets regularly
  - Coordinates Bay clean-up activities in the state to meet specific nutrient and sediment reduction goals the state has been given
  - Assists the Governor with Bay-related policy and legislative initiatives

- Recently the Cabinet has also begun to lead the statewide and sub-state Tributary Strategy implementation.

- Maryland’s Bay Cabinet has some similarities to the Washington State Governor’s Puget Sound Action Team.
FIGURE 14. Partnerships Within the States are Essential to Success

❖ **Tributaries**: Each state identifies sub-state tributaries.

- ✓ 36 in the Chesapeake Bay Watershed
- ✓ Each one is allocated a share of the state’s water clean-up goals and targets.

❖ **Tributary Strategy Teams**: Each tributary has a strategy team to:

- ✓ Prepare a pollution reduction implementation plan to meet assigned goals
- ✓ Promote implementation actions (optional)
- ✓ Could become a watershed-wide TMDL (700 regional TMDLs vs. 40,000 individual TMDLs)

❖ **Deficiencies**: Strategy teams are not accountable for results:

- ✓ No independent existence
- ✓ No legislated responsibilities or authority
- ✓ No staff or resources
- ✓ Team members are volunteers

❖ **Institutionalize**: Urgent need to give each strategy team an accountable organization to:

- ✓ Promote implementation of the plan
- ✓ Report accomplishments
- ✓ Provide accountability for partners to meet pollution reduction targets
Tributary Strategy institutions could take many forms. Here is one form that would make good use of existing organizations.

**REGIONAL COUNCIL**
(existing organization)

- Immediate access to:
  - Local elected officials
  - Meeting facilities
  - Staff and analytical capacity
  - Convening and mediating capacity
  - GIS capacity
  - Federal-aid clearinghouse

- Immediate access to:
  - Other environmental services
  - Community development
  - Economic development
  - Natural resources conservation
  - Transportation and air quality

**CLEAN WATER BOARD**

- Representing:
  - Utility districts
  - Conservation districts
  - Watershed associations
  - Coastal zone mgn't agencies (if applicable)
  - Local government environmental & public works agencies
  - Chairs, 6 Technical Work Groups

- Responsible for:
  - Preparing trib strategy (for RC adoption)
  - Implementation program (watershed TMDL)
  - Financial plan
  - Project monitoring & performance reporting

**HOST ORGANIZATION**

**SPECIALIZED POLICY BOARD**

**TECHNICAL WORK GROUPS**
(may differ in each watershed)

- Agricultural Sector
- Forest/Parks/ Open Spaces Sector
- Wastewater Sector
- Urban Runoff Sector
- Atmospheric Sector
- Marine Sector
FIGURE 16. Regional Councils Can Help, and are Available Almost Everywhere

- Here are the Regional councils in the Chesapeake Bay Watershed

New York
- B. Southern Tier East Regional Planning & Development Board
- F. Southern Tier Central Regional Planning & Development Board

Pennsylvania
- B. Southern Alleghenies Planning and Development Commission
- C. Tri-County Regional Planning Commission
- D. SEDA Council of Governments
- H. Northeast Pennsylvania Alliance
- I. North Central Pennsylvania Planning and Development Commission
- J. Northern Tier Regional Planning and Development Commission

Maryland
- A. Baltimore Metropolitan Council
- B. Tri-County Council for Southern Maryland
- C. Tri-Country Council for Western Maryland
- D. Frederick County council of Governments
- E. Delmarva Advisory Council
- F. Metropolitan Washington Council of Governments

Delaware
- E. Delmarva Advisory Council (portions of Delaware, Maryland, and Virginia)

West Virginia
- D. Eastern Panhandle Regional Planning and Development Council
- F. Region VII Planning and Development Council

Virginia
- B. Rappahannock-Rapidan Planning District Commission
- C. Thomas Jefferson Planning District
- D. Hampton Roads Planning District Commission
- G. Piedmont Planning District Commission
- H. Rappahannock Area District Commission
- I. Lord Fairfax Planning District Commission
- K. Region 2000 Regional Planning Commission
- N. Crafer Planning District Commission
- P. Richmond Regional Planning District Commission
- Q. Roanoke Valley-Alleghany Regional Commission
- S. Middle Peninsula Planning District Commission
- U. Central Shenandoah Planning District Commission
- V. Northern Neck Planning District Commission
- W. Northern Virginia Regional Commission

District of Columbia
- A. Metropolitan Washington Council of Governmets

FIGURE 17. EPA Assists the Watershed Approach in Many Ways

**Funding:**
- Chesapeake Bay Study Money (1983)
- National Estuary Program (1987)
- Section 319 NPS Grants (1987; strengthened in 2002)
- Chesapeake Bay Small Watershed Grants Program (1998)
- Chesapeake Bay Cooperative Tributary Basin Strategy Grants (2000)
- NEP Small Grants Programs
- Sound Futures Fund (Long Island)
- NOAA Sea Grants
- U.S. Fish and Wildlife Service Grants
- NSF Grants
- EPA Education Grants
- River Networks Watershed Assistance Grants (for watershed associations)
- OWOW’s Watershed Financing Team

**Policies and Publications:**
- Established OWOW (1991)
- Management Conference (estuaries)
- Management Plans/Commitments (estuaries)
- Local Government and Citizen Advisory Committees (estuaries)
- Methods to Develop Restoration Plans for Small Urban Watersheds (10 others in this series)
- Community Watershed Forums: A Planners Guide
- Community Action for a Renewed Environment (CARE) Program

**Management and Data Tools:**
- Web-based GIS Tools
  ✓ Enviro Mapper for Water
  ✓ Water Quality Exchange
  ✓ Planning Tool for Civic Groups (Fall 2006)
- Chesapeake Bay’s Citizens Monitoring Program (1987)
- Guidance on Watershed TMDLs (internet)
- Guidelines for 305(b) State Reports
- Interagency National Water Quality Monitoring Council

**Training, Technical Assistance, and Capacity-Building:**
- Watershed Academy (1994)
- Management Development Centers
- Web-based Training (1996)
- Webcasts
- The Center for Watershed Protection
- National Watershed Health Project
- Ocean Conservancy
- Cooperative Extension Service

**Networking, Communication, and Education:**
- Watershed Associations (and newsletters)
- Center for Chesapeake Communities
- River Network
- Restore America’s Estuaries Coalition
- National Fish and Wildlife Foundation
- Izaak Walton League
- Alliance for the Chesapeake Bay
- National Civic League
- League of Women Voters
- Annual River Rally
- Watershed Innovations Workshops
- ICMA
- EPA’s University-Based Network of Environmental Finance Centers
- Biennial National Citizen’s Monitoring Conferences
- EPA National Survey and Directory of Monitoring Groups
- The Volunteer Monitor (national newsletter)
- EPA Office of Environmental Education (1990)
- National Environmental Education and Training Foundation
- National Environmental Education Advisory Council
- Environmental Education and Training Partnerships
- North American Association for Environmental Education

Recognized science is essential to “impaired waters” clean-up efforts.

- Identifies sources and amounts of pollution
- Measures water quality in water bodies
- Equates pollution to unhealthy conditions in the water body
- Enables clean-up goals and targets to be established and allocated among diverse partners
- Quantifies clean-up results of using Best Management Practices (BMPs)—so that the overall effect of complex, multiparty clean-up implementation plans can be calculated and totaled

Without these metrics, clean-up of impaired waters would be impossible.
Recognize and fully utilize optimal roles of diverse actors.

**Optimal Federal Roles**
- Provide science
- Support coordination institutions
- Innovate and promote effective BMPs
- Provide a national reporting system
- Provide regulatory and non-regulatory implementation tools
- Provide financing, technical assistance and capacity building

**Optimal State Roles**
- Activate cleanup cabinet
- Enact interagency environmental cleanup budget
- Exercise permit powers
- Provide adequate and sustainable finance package
- Support and sustain active “tributary strategy” institutions
- Enable regional councils, growth management programs, and adequate environmental powers for local governments and districts
- Provide performance data

**Optimal Local Government Roles**
(including utility and conservation districts)
- Exercise land use planning and growth management powers
- Exercise development controls
- Build and operate sewage treatment plants and storm drainage facilities
- Provide other public works, parks, open space, tree planting
- Administer green building codes and green infrastructure codes
- Provide dedicated local permit fees and service charges
- Participate in regional councils
- Support conservation districts
- Provide performance data

**Optimal Roles for Civic and Non-Profit Organizations**
- Generate public information and social marketing
- Provide technical assistance and capacity building
- Advocate clean-up practices and laws
- Leverage public funding

**Optimal Roles for Business**
- Adopt environmentally friendly practices (including agribusiness)
- Support civic sector
- Foster green development, buildings, and products
- Go beyond minimum compliance
EPA faces six great challenges. They grow largely out of the need to clean-up ambient environmental conditions, not just large single sources of pollutants. This shift in emphasis makes EPA’s job much more difficult—and different—than in the past.

**Challenge One: Addressing the Complexity of Meeting Ambient Environmental goals**

To meet this challenge, EPA will need to use a much broader range of implementation programs and engage a much wider range of implementation partners.

**Challenge Two: Mobilizing Multiple Programs, Federal Agencies, State and Local Governments, and Other Parties To Meet Ambient Environmental Standards**

Programs that target nonpoint sources of pollution need to be more fully developed and deployed, and brought to a level of maturity, funding and priority more nearly equal to the programs that target point sources. Much of the groundwork has been laid to support this upgrade.

**Challenge Three: Filling the Widening Gap in Funding Environmental Programs**

Many environmental programs have identified what needs to be done to meet clean-up standards. What’s holding them back is a lack of funding. The funding gap is widening, not narrowing.

**Challenge Four: Filling the Tools and Authority Gap**

The “tools of government” needed to implement environmental changes are well known, and new ones are being developed all the time. Mainstreaming more of these tools could go a long way toward meeting the currently unmet needs.

**Challenge Five: Adapting Management Techniques to Focus on Outcome Goals**

Managing for results requires much more data, better data, and more timely data than traditional management systems produce. EPA’s National Performance Partnership System (NEPPS) has been under development for over a decade, but still needs more work.

**Challenge Six: The Need to Examine Alignment in Multiple Program Areas**

The specific recommendations in this report are for water pollution control programs. But, it is likely that other EPA programs need similar improvements. The approach used in this study could be helpful in improving other federal programs.
Recommendation 1: EPA as a Partnering Agency

EPA should strengthen its position as a partnering agency for purposes of enhancing all its programs, both regulatory and non-regulatory. This is especially important for non-regulatory programs.

Recommendation 2: Healthy Waters Comprehensive Approach

EPA should establish a more systematic and holistic intergovernmental approach to cleaning up the ever-increasing number of listed impaired waters throughout the nation. This approach should bring nonpoint programs up to par with point-source programs.

Recommendation 3: Effective Coordination Mechanisms to Support Partnerships

EPA should encourage and support the intergovernmental coordinating bodies needed to ensure that regional initiatives can effectively accomplish established water pollution reduction outcomes.

Recommendation 4: Scientific Research and Data

EPA should preserve its commitment to scientific research and data as a basis for policymaking and evaluation.

Recommendation 5: Adequate and Sustainable Funding

EPA should work with the state and local governments, and others, to put the financing of environmental services on a more adequate and sustainable path, by: broadening the purposes and revenue sources of the State Revolving Fund program; developing models and guidelines for dedicated fee-based systems; providing leadership for pollution credit-trading; partnering with other federal agencies; and working with Congress.

Recommendation 6: Access to Innovation

Innovative programs should be made readily available more quickly to policymakers, program directors, and implementation organizations.

Recommendation 7: Performance and Results

EPA should continue to improve its outcome-oriented performance management systems by incorporating timely new accountability mechanisms for inputs, outputs and outcomes provided by both traditional and non-traditional partners.

Recommendation 8: Examine Alignment in Other Federal Programs

EPA and other federal agencies should re-evaluate the alignment of partners, tools, and coordinating mechanisms within their partnership programs, using the analytical framework developed for this study.
Collaborative skills are profoundly important to success.

SIX PRINCIPLES OF EFFECTIVE CONSULTATION

1. Inclusive and well known process
2. Stakeholders assisted to participate effectively
3. Two-way information exchange
4. Timely access to decisionmakers and timely feedback to stakeholders
5. Satisfaction with the process
6. Influence on results

FIGURE 23. Federal Managers of Community-Based Programs Should Apply the Following Principles

- Many federal managers are not equipped to participate in collaborative processes. Yet, effective participation by them is critical to the partnership’s success.

  - Recognize that success will be bottom-up, not top-down
  - Use a community-based management forum to involve all stakeholders
  - Get a state, local or non-governmental organization to sponsor the forum
  - Tailor the forum to meet the federal purpose as well as local needs
  - Be forthcoming about what the federal government can and cannot do
  - Expedite the process by keeping it simple
  - Understand the different roles of advocates and others
  - Treat all participants with respect
  - Use professional facilitators
  - Provide technical analyses that all can trust
  - Limit research to essential questions that require more information
  - Frame issues to produce timely decisions
  - Consider only options that would be practical to implement
  - Seek short-term accomplishments

SOURCE: National Academy of Public Administration, Principles for Federal Managers of Community-Based Programs, August 1997.
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