

**Stakeholder Meeting
Chicago, IL – May 21, 2007**

Meeting Summary

Background

The Coastal Zone Management Act (CZMA) of 1972 created a unique partnership between federal and state governments with the goal of balancing the conservation of coastal and Great Lakes environments with the responsible development of economic and cultural resources. Pending reauthorization of the CZMA has prompted discussion within the coastal community on ways to improve coastal management in the US. In response, the Office of Ocean and Coastal Resources Management of National Oceanic and Atmospheric Administration (NOAA) and the Coastal States Organization (CSO) have undertaken a project to engage coastal managers and stakeholders to envision the future of coastal management. The goal of this process is to gather feedback on priority issues and innovative ideas for improving the CZMA and the National Coast Management Program. The final outcome will be a set of core principles, a suite of options for revising the CZMA, and suggestions for other techniques that NOAA and the states may consider implementing for improved coastal management.

Introduction

The Chicago meeting was the second in a series of five nation-wide meetings being conducted under the initiative titled *Envisioning the Future of Coastal Management*. Ralph Cantral of the National Oceanic and Atmospheric Administration (NOAA) and Jena Carter of the Coastal States Organization (CSO) opened the meeting with a joint presentation on the initiative. Pat Collins from the Minnesota Lake Superior Coastal Program offered some thoughts to the participants and encouraged them to think boldly about the future. The meeting was attended by 55 participants representing a broad range of stakeholders including government, lake trades, research, recreation, and conservation. After the opening presentation, the participants broke into small groups to address the following topics: land use; boating, commerce, and waterfront; intergovernmental coordination; hazards and climate change; water quality; and habitat.

Breakout Groups: New, Creative, Forward-looking Strategies and Solutions

In each breakout group, participants briefly discussed obstacles. The obstacles previously identified as common to coastal management were:

- Geography (coasts extend inland; political boundaries versus resource boundaries);
- Multiple Governments and Agencies (need for coordination among Federal agencies, between levels of government, within regions);
- Technical Complexity (issues require special knowledge, lack of sufficient data and maps);
- Funding Needs; and
- Competing interests (multiple users, achieving balance, and setting priorities).

The participants then spent most of the day generating creative solutions for managing the coasts and shorelines and/or improving the CZMA. The meeting summary on the following pages highlights each breakout discussion, including interesting ideas and other obstacles specific to each topic.

Next Steps

All the ideas generated by meeting participants will be reviewed and considered by NOAA and CSO as they develop their proposed changes to the Coastal Zone Management Act. CSO and NOAA thank all the participants for their thoughtful input and time.

LAND USE

OBSTACLES

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| Planning and Management | <ul style="list-style-type: none"> • Land use decisions are made by private developers rather than public decision-makers. • Lack of comprehensive planning at all levels. |
| Financial | <ul style="list-style-type: none"> • No good method to compare the economic and ecological values of competing land uses. • Competition between communities for economic development. • Regional or national economic conditions can pressure growth trends. • Resistance to regional cooperation due to current funding distribution systems in which states and local communities compete for funding. |
| Education | <ul style="list-style-type: none"> • Little public awareness or political will. |

BRAINSTORMED SOLUTIONS

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| Regional Coordination and Planning | <ul style="list-style-type: none"> • Develop system to promote planning, coordination, and decision-making on a regional basis by filtering funded projects through a regional planning process. To receive federal funds, proposals must be vetted by a regional planning commission and must consider other regional efforts. • In order to overcome the lack of requirements for regional collaboration, develop a mandate or executive order that requires regional planning as criteria for funding. • Implement a visioning process to define the regions, will help resolve varying definitions. • Initiate demonstration projects to generate best practices and examples, explore joint decision-making, and encourage existing agencies and regional planning organizations to work together. • Develop a strategy for communicating benefits of and opportunities for regional collaboration in order to engage diverse stakeholders. |
| Real-Time Data Sharing | <ul style="list-style-type: none"> • Create a real-time data sharing system for information on funding, project-generated data, methods, findings by multiple agencies, governments, and non-governmental organizations. • Rather than create a database, develop a program that would allow users to query the system and receive data, in a universal format, pulled from existing federal, state, local, and non-governmental databases. The system would allow users to perform regional analysis of ongoing efforts and identify gaps in data, knowledge, and initiatives. Policy-makers and researchers could use the information to help the public visualize problems, explain the importance of coastal zone management, establish priorities, and justify appropriations. • Require as a condition of receiving federal funds for research projects that data be organized in a universal format; then provide substantial funding for research. • Carry out a campaign to build the demand for real time data and to encourage sharing. • Learn about quality control of data sharing from Oceans 21, the Gulf of Maine Ocean Data Partnership, the U.S. Environmental Protection Agency, the U.S. Geological Survey, Google and Second Life. |
| Smart Growth | <ul style="list-style-type: none"> • Encourage smart growth and sustainable practices for coastal community development and planning, and fund initiatives to help small communities implement these practices. • Develop a specific, funded program in the CZMA for smart growth and sustainable practices. This program would identify smart growth areas of concern, fund initiatives in these areas, and educate the public on the importance of sustainability. The program would also explore economic components to developing and conserving land and support coastal communities to develop comprehensive plans to handle growth and address current problems. • Start by convening a dialogue or workshops with diverse stakeholders to address disagreement over the definition of smart growth. Discuss principles, measures, and techniques that smart growth embodies and reach consensus on a definition. • Use examples that contrast poor planning with prototypes to build public support. • Develop enforceable standards for growth practices and articulate benefits. |
| Assign Value | <ul style="list-style-type: none"> • Develop a tool to assign value to non-market land and natural resource goods. • Use values to educate landowners, public and decision-makers about land use and |

Assign Value	<ul style="list-style-type: none"> • Develop a tool to assign value to non-market land and natural resource goods. • Use values to educate landowners, public and decision-makers about land use and development opportunities and alternatives. Conduct pilot projects to generate interest. • CZMA should offer incentives for developers and towns to conserve properties: get someone (i.e. Wildlife Habitat Council) to offer endorsements for well-managed land. • Focus on broad categories of valuation that encompass environmental services like pollination, air quality, etc.
Regional Efforts	<ul style="list-style-type: none"> • Create regional conservation efforts and approaches. • Educate the public on land use and development opportunities and alternatives using Sea Grant extension agents, a newly created non-profit, or a branch of an existing non-profit organization. Use lessons learned to design a coastal land use decisions initiative. • Measure success by developing some level of land use criteria including technology transfer and best management practices. • Manage large data collection efforts by creating regional service centers to corroborate data.
Regional Green Infrastructure	<ul style="list-style-type: none"> • Develop regional green infrastructure system with an overlay zone that designates areas needing stricter protection or conservation. • Map lands with high value for conservation, wetlands and other sensitive areas. Use overlays to identify priority areas and develop options for conservation targets. • Determine the economic value of green infrastructure at various geographic scales, and use the information as a tool to gain support and buy-in. • Develop and get consensus on regional ecological goals at the federal level in order to coordinate multiple agencies, stakeholders and priorities. • Fund a regional green infrastructure effort by linking it to federal land management

BOATING, COMMERCE and WATERFRONT DEVELOPMENT

OBSTACLES

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| Competing Interests | <ul style="list-style-type: none">• Water-based recreation and commercial activities are uncoordinated.• Water-dependent uses are not currently a priority for decision-makers or the public.• The shoreline is controlled by wealthy landowners. |
| Perceptions | <ul style="list-style-type: none">• Misperceptions that all boaters are affluent. |

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| Education | <ul style="list-style-type: none">• Change perceptions so that boating access is viewed as public access. Make the economic contributions of boating clear to the public and decision-makers, which would generate more opportunities for water access.• Give priority to water-dependent uses in CZMA. Stipulate that any state plan involving coastlands must consider public access to the water.• Transform brownfields into areas used for boating and marinas.• Document shoreline use and access needs. Develop and require training on invasive species transmission. Channel funding for this research and education through National Parks Service and CZMA Section 309. |
| Education and Research | <ul style="list-style-type: none">• Fund regional studies on the economic and environmental value of ports and harbors; include inter-modal transportation, recreation, and residential development. Use information to educate the public and decision-makers, which would result in better policies for water-dependent activities.• Evaluate and document the commercial value of harbors and educate, promote and demonstrate their impacts.• Explore opportunities for education and enforcement.• To reduce environmental risks from shipping; educate ports about invasive species; encourage maritime commerce industry to take control of ballast water debate; and conduct research on invasive species. |
| Research | <ul style="list-style-type: none">• Collect data on commercial and recreational use of waters to demonstrate their economic impacts. Use Sea Grant to conduct this research with sound methodology and a sufficiently large sample size.• Ensure credible sources and use of data by encouraging NOAA to finish existing research efforts started by the John Glenn Study and by pursuing Sea Grant studies to show why certain coastal lands should be used for recreational purposes.• Employ lobbyists and political action committees to influence decision-makers and encourage them to fund water-related research.• NOAA should engage in a dialogue with recreational boaters. |

INTERGOVERNMENTAL COORDINATION

OBSTACLES

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| Governmental | <ul style="list-style-type: none">• No lead agency or organization that can be held accountable.• A need for regional collaboration.• Competing interests at federal level. |
| Data | <ul style="list-style-type: none">• It is unclear how to measure success. |

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| Regional Coordination, Goals and Evaluation | <ul style="list-style-type: none">▪ Increase technical support from federal level for identifying goals and evaluating performance.▪ Have agencies with different priorities develop multi-agency metrics for coastal zone management to help overcome conflicting missions. Develop regional performance metrics specific to diverse ecosystems (including water quality, flow of Lake levels, habitat, invasive species). Create a common metric which demonstrates the value of the resources in a specific ecosystem.▪ NOAA should endorse extension outreach and education on regional issues.▪ There should be federal-level regional task forces that can help handle competing interests within federal agencies.▪ Give local communities a role in developing and implementing performance measures, and give them some decision-making power.▪ Identify management goals based on local characteristics to ensure that metrics are appropriate across diverse areas. |
| Regional Commissions | <ul style="list-style-type: none">▪ Create regional coordination authority.▪ Use regional commission with policy making power and regulatory authority to enforce local consistency reviews.▪ Strengthen the standing of regional bodies to address home rule.▪ Create shared performance measures and include a role for business and local government to address the diverse mission of stakeholders. |

HAZARDS and CLIMATE CHANGE

OBSTACLES

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| Data and Mapping | <ul style="list-style-type: none">• Technical complexity and lack of research on shorelines. |
| Governmental | <ul style="list-style-type: none">• Lack of federal leadership on these issues. |

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| Management and Planning | <ul style="list-style-type: none">• Require coastal states and communities to address climate change and its impacts.• CZMA would include specific language to require coastal states to address climate change and to assess its impacts.• Create a process to allow states to get the tools, technical assistance and funding they need to gather data and develop acceptable models of likely regional hazards or change.• Use incentives like funding, denying permits, transfer of development rights, and market-based options to engage states and communities in planning for climate change.• Encourage the development of regionally applicable data and maps to address the regional nature of climate change and hazards impacts.• Offer tools and data that are applicable to local communities and educate community decision-makers on the use of tools in order to manage uncertainty and skepticism. |
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WATER QUALITY

OBSTACLES

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| Management | <ul style="list-style-type: none">• Diverse priorities among federal agencies.• Complex authorities for managing and enforcing water quality.• Lack of coordination among stakeholders on monitoring, funding, enforcement. |
| Technical Complexity | <ul style="list-style-type: none">• Multiple sources of pollution.• General lack of knowledge and awareness. |

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| Green Infrastructure | <ul style="list-style-type: none">• Low impact development: Green Infrastructure• Demonstrate financial benefits of green infrastructure projects. Work with states to ensure Clean Water Act Section 319 grants are spent on green infrastructure projects.• Work with cities to incorporate low impact development into their ordinances.• To deal with developers' misunderstanding about financial benefits of green infrastructure, create models/examples and work with universities to quantify benefits including: financial, habitat, water quality, recreation, flood control, insurance impacts, aesthetics.• To build support for green infrastructure, identify buffer zones, provide financial incentives, and demonstrate value outcomes. |
| Integrate Water Quality Management | <ul style="list-style-type: none">• Integrate federal programs that deal with water quality and develop complementary goals.• Create linkages to national security around protection of water supplies. Work with U.S. Department of Agriculture to identify funding opportunities for watershed protection and monitoring.• To promote collaboration among state and local entities, leverage technical support through CZMA to generate local solutions (zoning and non-structural practices) to nonpoint pollution problems using state funding.• Eliminate funding discrepancies. NOAA and the U.S. Environmental Protection Agency should coordinate to allow Clean Water Act Section 319 funding for implementing Municipal Separate Storm Sewer Systems when cities turn a voluntary program into a required action.• Fund water quality by leveraging state funding for local projects and through Clean Water Act Section 319 grants. |
| Coordinated Public Education Effort on Water Quality | <ul style="list-style-type: none">• Conduct public education and outreach targeted to lawmakers, the public, and decision-makers about impacts and causes of water quality degradation.• Hire social marketers to address agencies' lack of communication expertise.• Develop an integrated, single message about water quality problems and what can be done.• Federal agencies should coordinate their messages about natural resource and conservation so that collectively their efforts are noticed by the public. Having each agency focusing on different issues is not useful and confuses the public. For example, if it is Wetlands Month, all the federal agencies would promote wetlands rather than it being Wetlands Month and Oceans Month at the same time. |

HABITAT

OBSTACLES

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| Governmental | <ul style="list-style-type: none"> • Government agencies at all levels tend to focus on quantifiable outcomes, such as miles protected, rather than on ecosystem impacts. This makes it difficult to agree on standards, goals, and targets for protecting or restoring coastal habitat. • The CZMA has internal competing mandates of protecting and developing habitat, which makes it difficult for decision-makers to prioritize. • Lack of clear accountability and performance standards. |
| Technical Complexity | <ul style="list-style-type: none"> • The general public lacks information about habitat issues and may be unaware of major problems and possible solutions. |

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| Financial Mechanisms | <ul style="list-style-type: none"> • Fund Coastal and Estuarine Land Conservation Programs (CELCP) for every coastal management program. • To receive federal funds, require that proposals be vetted by a regional planning commission. The process should promote efficient use of funds and encourage an ecosystem-focused approach to planning (like funding for transportation projects). • Allocate a percentage of CELCP funds to each region. Let states apply for projects for values greater than their current maximum if multiple states agree to coordinate on project. • Educate states to get better proposals, and educate potential match sources for acquisition. • Identify areas that should be protected regardless of their readiness/eligibility for purchase. • Fund by assessing a penny per gallon of water used, or by storm water fees (charge for the amount of water leaving a site bi-monthly or at time of permit issuance, and offer exemptions for parcels that absorb water), or allow habitat acquisition through funding from programs such as Pittman-Roberts, Dingell-Johnson and Wallop-Breaux, co-spending between states, coastal programs and fish and wildlife agencies. |
| Identify Great Lakes Near-Shore Habitats | <ul style="list-style-type: none"> • Conduct a regional identification and classifications of Great Lakes near-shore habitats. • Coordinate state, regional, and national resources to create big-picture inventory of the region. Use data to promote conservation of regional resources. Work with states to develop standardized reporting to identify current data gaps for the near-shore region. • Target restoration towards critical habitats first by prioritizing funds and denying funding for highly developed areas. • Use the CZMA Section 312 evaluation process to review the level of destroyed habitat, and set a goal for “no loss of critical habitat.” |
| Prioritize High Value Resources | <ul style="list-style-type: none"> • Pool federal funds for habitat protection. Make a certain percent of federal funding available for “priority areas.” • Use a new CZMA section to allow transfer of funds between agencies; recommend standard approaches among agencies for establishing overhead rates and funds-sharing guidelines. • To encourage more land acquisition and easements, change the CZMA to allow states to give money to NGOs for land acquisition and easements. • Develop conservation targets and encourage eco-regional planning to increase the chances of successful fundraising. Fund through interagency funding or through settlement money from National Resource Defense Council, which would be viewed as nonfederal funds. |
| Regional Science-based Conservation Targets | <ul style="list-style-type: none"> • Create regional science-based conservation targets. Use ecological targets, goals, and tools for monitoring progress developed at a regional level based on input from multiple agencies, citizens, and the scientific community. • Develop regionally applicable performance standards. Clarify jurisdictional authority of stakeholders; define a “region”; use existing regional bodies rather than create new ones. • Avoid duplication by cataloguing regional, state, local plans and habitat conservation efforts. • Market an ecological standards system to private sector based on a tradable credit system. • Employ a cadre of technical experts who can work with local communities on habitat planning initiatives. Create a technical NOAA habitat protection/restoration clearinghouse. • Employ an ombudsperson who can provide technical guidance to localities. |