

# CSO and OCRM Performance Measures Communication Workgroup Recommendations

March 2011



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Recommendations**

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## Introduction

The Coastal Zone Management Act Performance Measurement System (CZMAPMS) was developed to track measures of effectiveness of the national Coastal Zone Management (CZM) Program. National implementation was phased in to establish reporting standards for the draft performance measures, test their implementation at a national level, evaluate the results, and make improvements to the CZMAPMS. The outcome of the phased implementation period was a smaller, more robust set of measures with feasible and more consistent reporting standards. However, communication of the results of the CZMAPMS has been a challenge due to the diversity of activities and approaches nationally that are taken by Coastal Management Programs.

The Performance Measures Communication Work Group was formed to recommend the most effective measures to communicate the results of the CZMAPMS (see Appendix 1). The work group consisted of representatives from Coastal Management Programs, the Office of Ocean and Coastal Resource Management (OCRM), and the Coastal States Organization. Participants from Coastal Management Programs represented the range of program structures, geographic areas, and expertise, including program managers, performance measures coordinators, and communication specialists. Representatives from the OCRM included program specialists, program evaluators, and communication specialists.

### ***Performance Measures Communication Work Group***

The following people served on the work group and contributed their expertise and creativity to help develop the attached recommendations. Their contributions are greatly appreciated.

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The work group considered existing data sources including the performance measures, contextual indicators, Coastal Management Program performance reports, Section 309 Assessment and Strategies, and other nationally collected data (see Appendix 2). For each performance measure, the work group also evaluated the level of data quality and its potential to impact the communication of that data (see Appendix 3). The work group performed the following actions 1) evaluated the value of the performance measures to “tell the story” about the CZMA and the state/Federal coastal program partnership and to better inform management

decisions; 2) identified how to best integrate the measures into a broader CZMA communication strategy; and 3) made recommendations to improve the performance measures themselves.

The following original deliverables were completed and are included with this report:

- Table that includes recommendations for changes to the measures, reporting frequency, communications purpose, and improvements in data quality for each CZMAPMS performance and contextual measure (Appendix 4);
- Communication messages for each CZMAPMS category, including messages for the goal, importance, threat/need, the role of the national CZM Program, and the capacity building goals of the national CZM Program (see below).
- A template/example to help visualize how the data could be presented for one of the measurement areas (Appendix 5).

## Recommendations Summary

The work group identified the primary audience (*Congress*) and through several meetings refined a goal statement to guide communication about the CZMAPMS:

*Communication for the CZMAPMS will demonstrate the effectiveness of the national CZM Program and increase support to achieve the goals of the Coastal Zone Management Act. Communication will target messages that increase awareness of the national importance of coastal zone management and the role of the CZM Program as a federal-state partnership.*

Using this goal, a message was identified for each CZMAPMS category that included the following elements: Category goal(s); Importance; Threat(s)/Need(s); and the National CZM Program role, including capacity building activities.

The work group recognized the importance of using high quality quantitative data to support each message. Therefore, several recommendations were made to delete or alter measures that did not effectively support the communications goal (see Appendix 4). The recommended changes will be incorporated into the 2011 CZMAPMS Guidance document.

The work group also recognized the importance of establishing national goals and communicating progress towards that goal for each of the CZMAPMS categories; therefore, a key message for all categories is annual progress towards a quantitative goal. Recommendations for next steps address this important need for CZMAPMS communication.

# Recommended CZMA Communication Messages and Performance Measures

## **Government Coordination & Decision Making**

**Goal:** Improve coordination and participation in the implementation of the CZM Program and improve government decision making through technical assistance and consultation on projects affecting the coastal zone.

### ***Importance:***

- Government coordination improves management and cost effectiveness by limiting redundancy and leveraging resources.
- Stakeholder and public participation promotes transparency in decision-making and supports a balanced approach to management.
- Government coordination and public participation improves results for economic benefits while minimizing environmental impacts.

### ***Threats or Needs:***

- Governance and management of ocean and coastal resources relies on many policies, laws, and regulations covering international, Federal, State, tribal, and local interests. Challenges and gaps can arise from this regulatory structure.
- Increased communication, coordination, and integration across all levels of government are needed to streamline processes, reduce duplicative efforts, leverage resources, resolve disparities, and enhance synergy.

### ***CZM Role and Actions:***

- The CZM Program provides a framework under the CZMA federal consistency provisions to effect change through state policies in support of national priorities, to provide technical assistance and dedicated staff resources in the review of coastal zone projects, and to achieve regulatory efficiencies through a coordinated, predictable project approval process.
- The CZM Program balances the need for economic development with resource protection through implementation of state regulatory programs to avoid, minimize, or if necessary, mitigate the loss of coastal habitats.
- The CZM Program is a federal-state partnership that supports comprehensive planning, coordinated decision-making, and public participation in coastal management.

### ***Capacity Building:***

The CZM Program establishes capacity building networks by developing partnerships and supporting their growth and independence. Through capacity building networks, the CZM Program provides critical project management and coordination assistance to build local and state capacity. Serving on state and regional work groups and initiatives is also an important capacity building activity in which CZM staffs add value to a multitude of regional groups

through technical assistance, facilitation, and coordination with additional resources and partners. The following are capacity building activities of the CZM Program that are specific to the Government Coordination and Decision Making category:

- The CZM Program conducts educational activities to improve public understanding of CZM program policies, efforts, and opportunities for stakeholder and public participation.
- The CZM Program conducts training events to provide coastal decision-makers with knowledge and tools to understand and comply with program policies, regulations, and decision-making processes.

***Annual Performance Measures:***

1. Percent of federal consistency projects reviewed where the project was modified due to consultation with the applicant to meet State CZM policies, by category<sup>1</sup>.
2. Number of acres of a) permit-estimated loss and b) required gain or mitigation due to activities subject to CZM regulatory programs, by category<sup>2</sup>.
3. Number of coordination events offered by the CZM Program and number of stakeholder groups participating, by category<sup>3</sup>.
4. Number of a) education activities related to government coordination offered by the CZM Program and number of participants and b) training events related to government coordination offered by the CZM Program and number of participants.

**Public Access**

***Goal:*** Create or enhance public access sites over the next 5-years.

***Importance:*** Our coasts are vital places for recreation, including boating, fishing, swimming, nature watching, and diving. These activities not only help fuel our economy, but also are critical to the social and cultural fabric of our country.

***Threats or Needs:*** There are increasing pressures on public access to the coast because of population growth and changing land uses.

***CZM Role:*** The CZM Program protects, creates, and enhances public access to the coast through regulatory programs, acquiring new public access sites, and enhancing recreational facilities such as boardwalks and piers.

***Capacity Building:***

- The CZM Program conducts educational activities to improve public understanding of access to the coastal zone and its importance to communities and the economy.
- The CZM Program conducts training events to provide coastal decision-makers with knowledge and tools to comprehensively plan for and manage public access.

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<sup>1</sup> Federal Agency Activity; Federal License or Permit; Outer Continental Shelf; and Federal Financial Assistance

<sup>2</sup> Tidal (Great Lake) Wetlands; Beach and Dune; Near-shore Habitat; and Other Habitat Types

<sup>3</sup> Government Coordination; Public Access; Coastal Habitat; Coastal Hazards; and Coastal Dependent Uses & Community Development.

***Annual Performance Measures:***

5. Number of public access sites a) created through acquisition or easement and b) enhanced with assistance from CZM funding or staff.
6. Number of public access sites a) created and b) enhanced through CZM regulatory requirements.
7. Number of a) education activities related to public access offered by the CZM Program and number of participants and b) training events related to public access offered by the CZM Program and number of participants.

***5-year Contextual Measures:***

- Number of acres in the coastal zone that are available for public access.
- Miles of shoreline available for public access.

**Coastal Habitat**

***Goals:***

- Protect coastal habitat through acquisition or easement;
- Restore coastal habitat; and
- Remove marine debris from coastal habitats.

***Importance:***

- Coastal habitats provide spawning grounds, nurseries, shelter, and food for finfish, shellfish, birds, and other wildlife.
- Coastal ecosystems provide essential ecological services including protecting our coastal communities from damaging floods and storms and serving as a natural filter to help keep our waters clean.
- Marine debris has become one of the most widespread pollution problems facing the world's oceans and waterways.

***Threats or Needs:***

- Land-based activities including dredging, filling, shoreline hardening, and other human activities can destroy coastal habitats. And events such as coastal storms, tidal surge, saltwater intrusion, and inundation also impact coastal habitats.
- Coastal counties have population densities five times greater than inland counties. The building of roads, homes and businesses to support coastal communities results in a disproportionate loss for coastal wetlands. Wetland restoration is also more difficult in coastal areas where land values are high and many factors hamper restoration efforts.
- Coastal habitats are under continuous threats such as impaired water quality, invasive species, and loss of natural functions that require an ongoing commitment for restoration and management.
- Marine debris degrades coastal habitats and harms wildlife.
- Marine debris includes materials that can affect human health and enjoyment of our coastal resources.

***CZM Role:***

- The CZM Program uses funding and expertise to protect and restore coastal habitat and develops and coordinates local partnerships to engage citizen stewards.
- CZM works with local communities to reduce marine debris reaching our oceans, Great Lakes, and beaches.

***Capacity Building:***

- The CZM Program conducts educational activities to improve public understanding of coastal habitats, threats to those habitats, and opportunities to protect and restore habitats.
- The CZM Program conducts training events to provide coastal decision-makers with knowledge and tools to protect and restore coastal habitats.

***Annual Performance Measures:***

8. a) Number of acres of coastal habitat protected by acquisition or easement and b) number of acres and/or meters of coastal habitat under restoration with assistance from CZM funding or staff, by category<sup>4</sup>.
9. Number of a) marine debris removal activities completed with assistance from CZM funding or staff and b) pounds of marine debris removed during those activities.
10. Number of a) education activities related to coastal habitat offered by the CZM Program and number of participants and b) training events related to coastal habitat offered by the CZM Program and number of participants.

***5-year Contextual Measure***

- Number of coastal and Great Lake waterbodies where water quality or habitat was monitored with assistance from CZM funding or staff.

## **Coastal Hazards**

***Goal:*** Increase the percentage of coastal communities implementing management practices to improve resilience and increase public awareness of hazards.

***Importance:***

- Coastal communities are home to over one-half the U.S. population, generate nearly 60 percent of U.S. economic output, and account for hundreds of millions of dollars in flood loss claims.
- The resilience of coastal communities depends upon their understanding of and preparedness for coastal hazards.

***Threats or Needs:*** Coastal areas are especially vulnerable to storm surge, flooding, and sea level rise, putting coastal infrastructure, property, and habitats at risk. Their vulnerability to coastal hazards increases with growing populations, declining coastal ecosystems, and changing climate conditions.

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<sup>4</sup> Tidal (Great Lake) Wetlands; Beach and Dune; Near-shore Habitat; and Other Habitat Types



***CZM Role:*** Through its partnerships, the CZM Program engages states and communities to become more resilient by comprehensive planning, managing development to minimize damage to communities and coastal habitats, increasing preparedness, and responding to coastal hazards.

***Capacity Building:***

- The CZM Program conducts educational activities to improve public understanding of coastal hazards including types of hazards, vulnerability, and opportunities to reduce their risk.
- The CZM Program conducts training events to provide coastal decision-makers with knowledge and tools to improve state and local management of coastal hazards and comprehensive planning to improve resiliency.

***Annual Performance Measures:***

11. Number of communities in the coastal zone that completed projects to a) reduce future damage from hazards and b) increase public awareness of hazards with assistance from CZM funding or staff.
12. Number of a) education activities related to coastal hazards offered by the CZM Program and number of participants and b) training events related to coastal hazards offered by the CZM Program and number of participants related to coastal hazards.

***5-year Contextual Measure***

- Number of communities in the coastal zone that use setbacks, buffers, or land use policies to direct development away from areas vulnerable to coastal hazards.

## **Coastal Dependent Uses & Community Development**

***Goal:*** Increase the percentage of communities in the coastal zone implementing sustainable coastal management practices and revitalizing port and waterfront areas.

***Importance:*** Coastal communities are a vital part of the nation and support over one half the population, vibrant waterfronts and ports, and business and industry dependent on healthy coastal ecosystems.

***Threats or Needs:*** Coastal communities face challenges to maintain a sustainable economy, working waterfronts, water quality, and the ability to address emerging issues unique to the coastal zone.

***CZM Role:*** The CZM Program gives funding and expertise to help coastal communities sustain their economies, human health, environment, and coastal character.

***Capacity Building:***

- The CZM Program conducts educational activities to improve public understanding of coastal dependent uses, sustainable development, and water quality.

- The CZM Program conducts training events to provide coastal decision-makers with knowledge and tools to comprehensively manage for sustainable and coastal dependent uses and improve water quality.

***Annual Performance Measures:***

13. Number of coastal communities that a) developed or updated sustainable development ordinances, policies, and plans; b) completed a project to implement a sustainable development plan; c) developed or updated port or waterfront redevelopment ordinances, policies, and plans; and d) completed a project to implement a port or waterfront redevelopment plan with assistance from CZM funding or staff.
14. Number of coastal communities a) that developed or updated polluted runoff management ordinances, policies, and plans and b) completed projects to implement polluted runoff management plans with assistance from CZM funding or staff.
15. Number of a) education activities related to coastal dependent uses and community development offered by the CZM Program and number of participants and b) training events related to coastal dependent uses and community development offered by the CZM Program and number of participants.

***5-year Contextual Measure:***

- Number of marinas in the coastal zone a) pledged to and b) designated by a Clean Marina Program.

## **Recommended Next Steps**

1. Develop a fact sheet that will provide an overview of the national CZM Program, the CZMAPMS, and the steps that will be taken to integrate a performance based reporting system for the national CZM Program (see Appendix 6).
2. Develop fact sheets to communicate the recommended messages and performance measures results for each of the CZMAPMS categories that will be updated annually (see Appendix 5).
3. Develop a webpage that is coordinated with the fact sheets and provides more detailed information and success stories that will be updated annually.
4. Continue to identify additional designs and approaches to display performance measures results to most effectively communicate recommended messages.
5. Initiate a collaborative process between Coastal Management Programs and OCRM to refine national goal statements as needed to set national performance targets that will be used to report progress towards quantitative goals.