



**REGIONAL ENVIRONMENTAL  
INITIATIVES IN THE UNITED STATES:**

**A REPORT TO THE PUGET SOUND SHARED STRATEGY**

**EVERGREEN**  
FUNDING CONSULTANTS

Helena Wiley and Dennis Canty

*Evergreen Funding Consultants  
Seattle, Washington*

*July, 2003*

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# INTRODUCTION

The Shared Strategy for Puget Sound is a nonprofit organization, under contract to develop a cost-effective salmon recovery plan endorsed by the people living and working in Puget Sound. It is a groundbreaking collaborative approach involving diverse interests across Puget Sound to recover natural spawning populations to harvestable levels. One of the major challenges that the Shared Strategy will face in the coming years will be to coordinate salmon recovery across a large and diverse region, the Puget Sound basin. The basin has a complex physical and biological geography among its 14 major river watersheds, with towering peaks and low-lying estuaries, dense forests and grass meadows, alpine streams and major saltwater bays and sounds. It is equally complex politically, with hundreds of cities, towns, counties, and other political jurisdictions.

Conservation across such a diverse region demands creativity, coordination, and cooperation. It requires resource planning, project implementation, and communications and political strategies that are more complicated and demanding than those needed in a single watershed or landscape. Thankfully, other regions have built successful regional conservation programs and we can learn from their experience. Evergreen Funding Consultants under contract with the Shared Strategy developed this report to help guide the effort in Puget Sound.

This report aims to tell the stories of four of the most successful regional environmental initiatives in the United States:

- **The CALFED Bay-Delta Program of central California,**
- **The Chesapeake Bay Program of Maryland, Virginia, and Pennsylvania;**
- **The Everglades restoration initiative in south Florida;**
- **The Lower Colorado River Multi-Species Conservation Plan in the southwest.**

Each is presented through five questions:

- 1) What is it?
- 2) How much does it cost and who provides the funding?
- 3) How has the money been spent?
- 4) Who makes the funding decisions?
- 5) Who are the key supporters and how are they kept involved and motivated?

The chapters on the individual programs are followed by a section on overall findings that produced the success of these efforts. There are valuable lessons here for Shared Strategy.

As with all of Evergreen Funding Consultants' work with the Shared Strategy, production of this report was made possible through a generous grant from the National Fish and Wildlife Foundation.





# CASE STUDIES



# CALFED BAY-DELTA PROGRAM



## *What is it?*

The CALFED Bay-Delta Program is an effort to develop and implement a long-term comprehensive plan that will restore ecological health and improve water management in the San Francisco Bay/Sacramento-San Joaquin Delta estuary of central California. The program attempts to balance urban, agricultural, and environmental water uses that have been in conflict due to limited water availability, confounded by recent ESA listings. Important features of the program include:

- Major funding by voter-passed state bond initiatives
- Originated as a response to conflicts among water users
- A central role in regional funding decisions

## *How much does it cost and who provides the funding?*

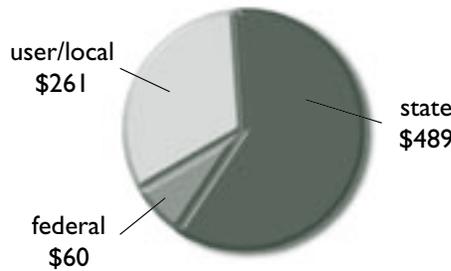
The program has a current annual cost of \$700-800 million, with funding provided by federal, state, and local/user sources (a combination of fees and matching funds). It was originally assumed that funding would come equally from the three sources but the state has shouldered the largest share in recent years, providing 60% of funding in the years 2000 to 2002. This state funding has come principally from several major voter-approved bond issues:

- Proposition 204 (\$450 million for CALFED ecosystem restoration)
- Proposition 13 (\$1.97 billion for general state water resource purposes with \$250 million for CALFED)
- Proposition 50 (\$825 million for CALFED)

Federal funds (7% of 2000-02 funding levels) currently come mostly from the Bureau of Reclamation and Corps of Engineers, but also in small

amounts from USGS, NMFS, USFWS and EPA. The local/ user share comes through water user fees from the Central Valley Project (7% of 2000-02 funding levels) and local matching funds from a variety of public and private sponsors (26%).

**AVERAGE ANNUAL CALFED FUNDING BY SOURCE (IN MILLIONS) 2000-2002**



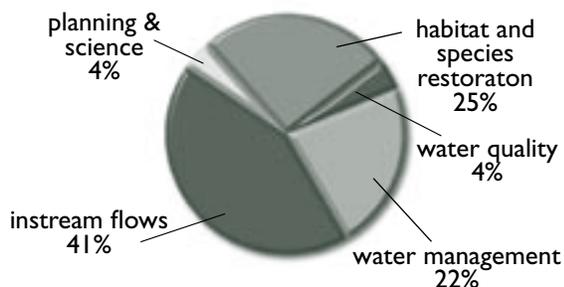
The total cost of the first seven years of the 30-year CALFED program is estimated at \$8.6 billion. Future funding was originally expected to come from state bonds, further federal appropriations, and a broad-based user fee, although participants are concerned about the public’s willingness to approve new environmental bonds and federal appropriations have been well below projections. The application of new user fees is currently being debated. The long-term CALFED plan includes a broad-based user fee similar to the Central Valley Project user fee established in 1992. CALFED intends to use the “beneficiaries pay” philosophy in deciding which users should pay a fee based on which users will benefit from CALFED projects.

*How has the money been spent?*

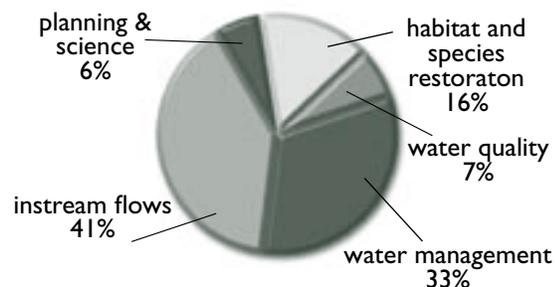
As the accompanying graphs demonstrate, initial spending has been focused on instream flows, restoration, and water management, with restoration expected to decrease in funding emphasis in the future.

The CALFED Authority pays for science, interagency coordination, and planning. State and federal agencies fund projects within their mandates that fall within CALFED goals. State agencies have authority over bond funds, which are used for various program categories as dictated by their legislation. The notable federal role thus far has been the USBR’s contribution to water reuse programs (captured in instream flow category). Local match comes in for projects in all program areas, and user fees pay for water management projects that benefit users.

**CALFED FUNDING BY CATEGORY 2000-2002**



**CALFED FUNDING BY CATEGORY (PROJECTED 2003-2007)**



### *Who makes the funding decisions?*

Each of the major funding sources used for the CALFED Bay/Delta Program is administered individually by the responsible state or federal agency. However, the state legislation creating the Authority requires that work plans be shared among agencies and that all decisions on allocating state money in the CALFED region are approved by CALFED for consistency with program goals.

Program goals are established in a 2000 Record of Decision (ROD) that outlines the restoration and water supply actions of the Bay-Delta Program. The ROD was created by the CALFED agencies and advisory committees and defines actions in 10 program elements. Prioritization occurs both within and among program categories, depending on the funding sources available. With category-specific funding sources, such as Proposition 13 that can only be used for conveyance projects, prioritization takes place within the conveyance program (captured in water management category). With general state funds, prioritization takes place among categories that do not have specified funding sources like Proposition 13.

The prioritization process is overseen by the 17-member California Bay-Delta Authority, an agency recently formed to replace a looser consortium of federal and state agencies that had been organizing the Bay-Delta Program. Two advisory committees - the Bay-Delta Public Advisory Committee and a scientific review board - are consulted at several steps of the prioritization process.

### *Who are the key supporters and how are they kept involved and motivated?*

CALFED is a creation of state and federal governments and has many of the virtues and drawbacks of a large governmental program. Among the virtues are the high level of commitment among participating state and federal agencies, the technical and implementation capabilities of participants, and the stability and continuity needed to implement a huge restoration program. Among the drawbacks are elaborate structures and procedures for doing business. These features have influenced the level of political and popular interest in the program.

CALFED attempts to bolster support for its program through an open process. The extensive website features program tracking which tracks budget and progress toward goals. The Public Advisory Committee meetings are open to the public and are also posted online. CALFED holds workshops and symposia with citizens and stakeholder groups to respond to comments and inform program decisions. CALFED emphasizes its balanced work program in an effort to keep all stakeholders at the table and supportive of the program. These techniques at garnering support have had mixed results.

Regional staff report that few politicians have adopted the program. They ascribe this to term limits (preventing the development of long-term supporters) and the complex and divisive politics of water issues in California, but it may also be related to public and stakeholder support for the program.

Public support is strong for environmental issues in this region, as demonstrated by the successful passage of the major bond programs that fund CALFED work. However, staff report that the public is not knowledgeable about the inner workings of CALFED and may not support new bonds.

Stakeholder support varies. Stakeholder concerns are given voice in the Public Advisory Committee subcommittee meetings, and participants are generally satisfied with their level of input into decisions made by CALFED. Some see CALFED as a government bureaucracy that is not efficient. Others laud the program for its success thus far at holding together divisive stakeholder groups without many lawsuits along the way. Some stakeholders, particularly in the agriculture community, are concerned that the program is too focused on environmental needs. The environmental community is generally happy with the current program.

Despite concerns from certain interests, there have been few lawsuits against CALFED, and stakeholders still buy in to the consensus-based process. One reason appears to be the “beneficiaries pay” principle. By spreading the financial responsibility to those who see the benefits directly, contributors feel their money is being spent on what they need. Similar historic cost-sharing in the region helped to pave the way for this type of cost-sharing strategy.

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***Further information:***

- CALFED Program: <http://calwater.ca.gov/>
- Delta Protection Commission: <http://www.delta.ca.gov/>
- Department of Interior Tracking Ecosystem Restoration Activities (TERA): <http://www.tera.mp.usbr.gov/index.htm>

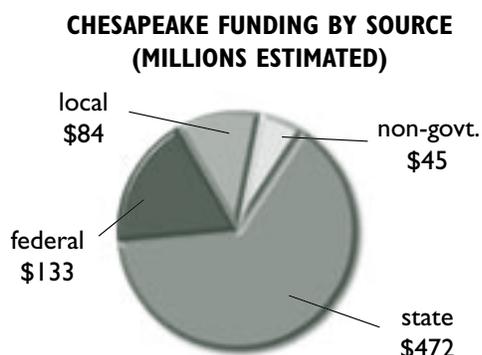
# CHESAPEAKE BAY PROGRAM



## *What is it?*

The Chesapeake Bay Program (CBP) is a multi-jurisdictional regional coordinating partnership among Virginia, Pennsylvania, Maryland, the District of Columbia, EPA representing the federal government, and the Chesapeake Bay Commission, with affiliations to multiple state, federal, local, and non-profit organizations. Regional concern surrounding declining water quality began in the 1960s. Following an EPA report on declining trends in the late 1970s, CBP was established in 1983 to address water quality as well as species and habitat concerns, land use, and community engagement issues in the Bay region. Important features to the regional initiative include:

- Broad public support for restoration due to highly developed community outreach
- Decentralized decision-making with many independent sources of funding
- High level leadership with significant decision-making power



*Note: Estimates extrapolated from "Cost of a Clean Bay," by the Chesapeake Bay Commission. Estimates may not indicate actual costs.*

## *How much does it cost and who provides the funding?*

Annual regional spending is difficult to estimate due to the independent management of federal, state, local, and non-profit funding sources across three states, but appears to be approximately \$700 million per year.

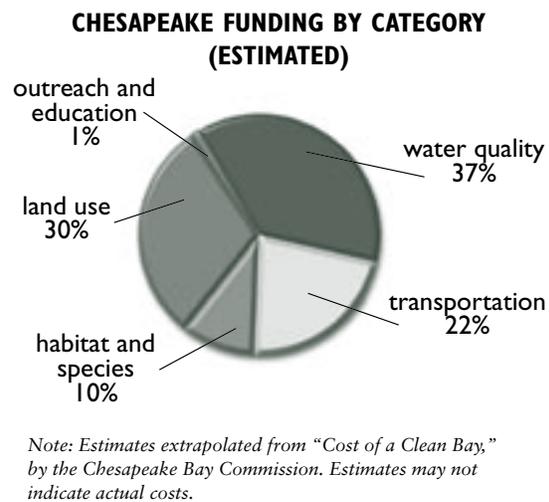
Federal money in the region includes the EPA Chesapeake Bay Program (16% of federal funding), NOAA research and grant activities, NFWF Small Watershed Grant Program, Farm Bill program money, and NPS

grant funds. Federal funding comes in smaller portions through multiple agencies rather than in a large allotment to an overarching regional program. State Natural Resource and Environmental Protection departments contribute funds from general state budgets according to several specific Bay-oriented legislative acts. A large portion of state funding pays for transportation programs to improve air quality, a recent emphasis by the Bay program. Local government contributions include cost-sharing for acquisition projects and tributary team programs, which focus on restoration efforts of tributaries to the Bay. Non-government spending focuses on stewardship and outreach as well as water quality.

Regional commitments are estimated to cost \$18.7 billion between 2003 and 2010. The funds available through 2010 are estimated to be \$5.9 billion, projected from current spending levels by federal, state, local, and non-government sources. The Chesapeake Bay Commission, which acts as the legislative arm of the partnership, has begun work on several strategies for filling this gap. One major strategy is more federal appropriations through agencies working in the region. Various agencies working in the Bay including NOAA, the Forestry Service, and the National Parks Service have all recently received additional funding for work in the Bay. Another strategy includes involving the four headwater states of the Bay watershed in the restoration efforts in order to bring more partners and more funding to the table.

*How has the money been spent?*

Regional spending has not been officially coordinated to date. CBP spends money on interagency coordination as well as research and monitoring programs through grants to states, local governments, and non-profits. Habitat and species restoration has been led by several federal agencies including USFWS and NOAA. Several state programs focus on land use and transportation programs and living resource efforts. Transportation programs included in the budget deal with clean transit alternatives, with an emphasis on improving air quality. Outreach is the main focus of several active, high-profile non-profit groups including Alliance for the Chesapeake Bay and the Chesapeake Bay Foundation who bring significant funding to the region. Water quality issues receive a majority of funding from state and local governments as well as non-profits, due to highly publicized and ambitious goals to remove the Bay from the federal list of impaired waters by 2010.



*Who makes the funding decisions?*

Prioritization does not formally take place among all regional funding sources. Instead, the CBP prioritizes projects that are specified under the *Chesapeake 2000 Agreement* (nicknamed C2K), and this agreement can be used as a model for other funding mechanisms in the region.

<b>CHESAPEAKE 2000 AGREEMENT FOCUS AREAS</b>
Living Resource Protection and Restoration
Vital Habitat Protection and Restoration
Water Quality Protection and Restoration
Sound Land Use
Stewardship and Community Engagement

CBP has set aggressive regional standards through C2K for five focus areas with a 2010 deadline. The signatory partners of this agreement are the Executive Council members: the governors of Pennsylvania, Maryland, and Virginia, the Mayor of DC, and the EPA Administrator. At an annual meeting, the Executive Council forwards C2K policy priorities for program funding that year.

The prioritization process within CBP considers proposals from topical subcommittees (Toxics, Land Use, Education, etc) that match Executive Council priorities for that year. An elaborate system of subcommittees represents state, federal, local, non-profit, public interest, and citizen groups. The overarching Implementation Committee chooses subcommittee priorities that are most urgent and time-sensitive, and puts out an RFP to the general public for the highest priority projects, which are usually research or monitoring based.

Funding decisions of other regional agencies do not necessarily parallel the priorities of the CBP; however, affiliated agencies who hold subcommittee seats often share overall program goals. NOAA, for example, shares work plans and collaborates on restoration activities through a Memorandum of Understanding with CBP. Communication and coordination of regional priorities occurs in an informal way through broad participation in CBP.

*Who are the key supporters and how are they kept involved and motivated?*

A highly aware public coupled with high-profile political leaders have sustained restoration activities in the Bay for 20 years. Ongoing education and outreach efforts keep the public informed, and direct responsibility over program funding keep political leaders engaged, resulting in strong support. Other ways support is sustained include a program focus area in community engagement, an exhaustive website, and reliance on multiple education-based non-profit groups which promote stewardship in the region.

Public outreach and education efforts have resulted in a strong public

commitment to restoration. Newspapers feature Bay related activities almost weekly as front page news. Recent “tributary teams” in the 3 states have begun efforts to engage communities along tributaries of the Bay. Efforts to broaden watershed understanding have led to increased public awareness as well as improved conditions in local waters. Personal connection to the Bay or to the watershed has also kept support for restoration strong. Economic concerns such as fisheries, bay-side real estate, and tourism that are impacted by a declining ecosystem all stand to benefit from restoration. Public support is usually for general restoration activities, and not for the CBP itself, which is not very well known by the general public.

Leadership from the highest levels in the region has contributed to the program’s success. The high-profile Executive Council of the Bay program is extremely visible to a restoration-minded public. Each year when the chairmanship of the Council is passed, the new chair announces a new program or new direction that will further the goals of Chesapeake Bay restoration. This tradition gives Council members a chance to shape restoration policies for the region, rewarding their service to the program with real decision-making power over program funding. This renewal of leadership and commitment to the Bay keeps the public and legislators in tune with the program and its yearly activities, and has kept the momentum of the program moving for 20 years.

Among the Citizens Advisory Council and the Local Government Advisory Council, some members note that the CBP structure does not give them enough decision-making power for policies which ultimately affect them. Several local governments contacted feel that states and federal agencies in the CBP pass new regulations that eventually fall on local governments who do not have funding for compliance. While there are some complaints that not all voices are heard within the CBP structure, it is still the only multi-jurisdictional, multi-agency organization in the region that attempts to bring together diverse voices.

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***Further information:***

- Chesapeake Bay Commission: <http://www.chesbay.state.va.us/>
- Chesapeake Bay Foundation: <http://www.cbf.org>
- Chesapeake Bay Program: <http://www.chesapeakebay.net/>
- Maryland Department of Natural Resources: <http://www.dnr.state.md.us/>
- NOAA Chesapeake Bay Office: <http://noaa.chesapeakebay.net/>
- Virginia Department of Environmental Quality: <http://www.deq.state.va.us/bay/>

# EVERGLADES RESTORATION

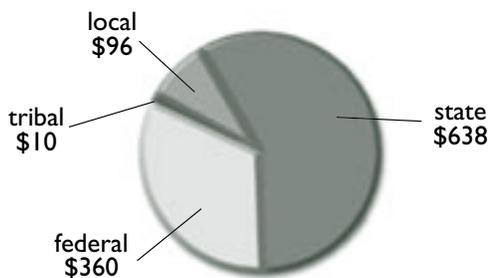


## *What is it?*

The Everglades restoration initiative is an attempt to restore ecological functions in the 18,000 square-mile Everglades ecosystem while ensuring a dependable water supply for South Florida. The effort began in 1993 to try to solve water use conflicts between a growing urban area, a complex ecosystem, and agricultural uses. Two main regional entities, the Comprehensive Everglades Restoration Plan (CERP) and the overarching South Florida Ecosystem Restoration Task Force (Task Force), bring together federal, state, local, tribal, and stakeholder groups. Important features to the initiative include:

- An aggressive acquisition strategy by state and local partners
- Highly successful fundraising through bond measures at state and local level
- Early consensus among stakeholder groups built by determined leaders

**EVERGLADES FUNDING BY SOURCE  
(IN MILLIONS) 2001 ESTIMATE**



*Note: Ratios are extrapolated from Task Force Strategic Plan and Biennial Report 2001-2002. These numbers may not represent exact spending.*

## *How much does it cost and who provides the funding?*

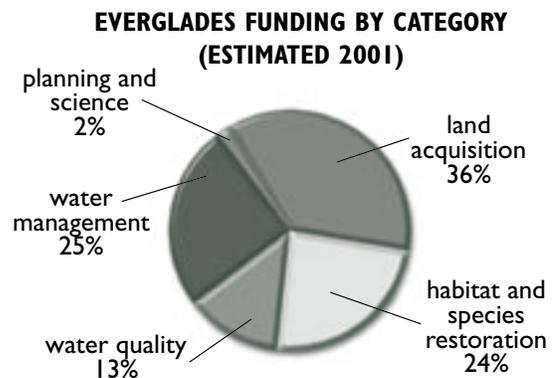
According to Task Force estimates, Everglades restoration is a \$14 billion dollar effort with between \$0.6 and \$1 billion spent every year. Funding sources for Everglades restoration include federal, state, local, and tribal sources. A majority of federal funding comes from the US Army Corps of Engineers (USACE), the federal sponsor for CERP which represents half of restoration spending in the region. Other federal funds come from NPS, FWS, and other agencies. The South Florida Water Management District (SFWMD) is the primary local

sponsor for USACE projects, and uses state revenue sources including its own property taxes and state bond measures. Other state players are the DEP and Fish and Game Department. The Seminole and Miccosuckee nations have been local project sponsors for some USACE projects under CERP. Local dollars have come from county tax and bond sources. A noteworthy local government funding source is Martin County's 3-year penny sales tax, which has contributed \$50 million towards acquisition of sensitive areas.

Future funding sources are somewhat uncertain. The State Florida Forever Act is a 10-year bond measure that commits \$300 million a year for acquisition with local partners. The State also provides \$2 billion for the first 10 years of CERP through the Florida Investment Everglades Restoration Act, another bond program. Given the current federal budget crunch, the federal partners have not been able to match this commitment. Some state officials are concerned, because no federal funding has been authorized for the implementation of any CERP projects other than pilot projects since the plan's approval in 2000. There is concern that a lack of results, due to the no new starts policy by the USACE, will result in decreased support for the plan and a breakdown of progress. Regional officers are relying on the continuation of federal appropriations which have so far funded the development of a regional plan, several critical pilot projects, and interagency coordination. If appropriations do not come through, some state officers believe the state may pay for projects itself, because of the significant investment already made through the acquisition of key parcels.

*How has the money been spent?*

Annual spending in the region is approximately \$0.6 to \$1 billion. As shown in the table, the largest share of funding has gone to land acquisition; state and local agencies have already purchased over half the land needed for the implementation of CERP, plus parcels for open space. Water management and water quality actions make up the bulk of CERP; these are funded mostly by the USACE and SFWMD. Much of the habitat work involves invasive species, in which multiple federal and state agencies have been involved. Science and research efforts are paid for by several federal agencies, and regional coordination through the Task Force is funded by the Department of the Interior (DOI).



*Note: Percentages are extrapolated from Task Force Strategic Plan and Biennial Report 2001-2002. These numbers may not represent exact spending.*

### *Who makes the funding decisions?*

Decision-making in South Florida occurs at two levels- the Task Force and the CERP. The Task Force is a consensus-based regional entity that makes recommendations to active regional agencies. CERP is a USACE/SFWMD restoration plan that uses inter-agency development teams to plan projects. Both involve many of the same federal, state, tribal, and local agencies in various roles, and each agency retains authority over its own funds and its own projects.

The Task Force's Strategic Plan outlines general goals to guide the region's restoration activities. The Task Force reports annually on regional goals and tracks regional spending through a cross-cut budget. The Task Force sets regional priorities, such as the current focus on science as it informs policy, and organizes ways to get priorities met in the region. An example was a recent workshop on Avian Ecology, sponsored by USFWS and paid for by DOI, which brought experts as panelists to speak with region scientists and managers.

While each program and agency has its own system of prioritization, the CERP serves as a basis for priorities in the region. The CERP emphasizes ecosystem restoration on paper, though some critics claim it is over-engineered and will mostly address water storage and flooding concerns. The implementation schedule was decided based on modeling the effects of different schedules on project performance and associated results for water storage and quality, as well as a spending goal of \$400 million per year. Priority has also been given to smaller projects, those under \$70 million.

Funding of projects occurs differently in each agency, with some cost-sharing among agencies. For example, USACE pays for 40% of USFWS staff time that brings biological expertise to CERP project designs through a Memorandum of Understanding. Overall, agencies involved in CERP and the Task Force informally hold similar regional priorities.

### *Who are the key supporters and how are they kept involved and motivated?*

Support for Everglades restoration is strong in a general sense, but stakeholders, politicians, and the public debate the details of how restoration should happen. The original consensus-building among stakeholders occurred when the Governor's Commission for a Sustainable South Florida convened to create a conceptual plan for the region. Diverse interests from state, federal, tribal, and local governments, as well as business, agricultural, environmental, and public interest groups were able to agree on goals that guided the development of the CERP. This beginning in consensus-building has held organizations together through a common interest.

Everglades restoration has received national attention as the largest ecosystem restoration project in the world. Both the current and last President have supported recovery goals, as well as Senators from around the country. This high-level support seems linked to the region's economic dependence on its environment to attract tourism and to store water. Leadership is sustained through intense lobbying efforts on the part of state departments and non-profits.

One successful strategy for sustaining political support has been the bipartisan Everglades Coalition, organizing a high-profile annual conference where political leaders can show their support and receive media attention. The Everglades Coalition also provides policy makers with a specific goal list, supported by a majority of environmental groups in the region. This has proved to be an influential lobbying tool.

Citizen support for restoration is also strong. Palm-Beach County, for example, has passed two different bonds to acquire environmentally sensitive lands and some agricultural lands. The bonds were passed with 67% in favor due to popular concerns for the disappearance of open space in the county.

While consensus for regional restoration goals exists, there is continual debate among stakeholders over how exactly these goals should be implemented. There has been constant debate in the State Legislature and among stakeholder groups about whether the \$7.8 billion CERP plan will effectively restore the Everglades. Sugar and development industries often differ with environmental groups over the details of the plan. Some key players worry about the overuse of untested and complicated technologies planned for in CERP. Differences among partners and the possibility of law suits threaten the current consensus among stakeholders. Some regional staff comment that the processes for CERP and the Task Force are time-consuming, but that consensus-based decisions have been necessary to keep all players at the table and satisfied with regional goals.

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***Further information:***

- Comprehensive Ecological Restoration Plan: <http://www.evergladesplan.org>
- South Florida Ecosystem Restoration Task Force: <http://sfrestore.org>
- South Florida Water Management District: <http://www.sfwmd.gov/>

# LOWER COLORADO RIVER MULTI-SPECIES CONSERVATION PLAN



## *What is it?*

The Lower Colorado River Multi-Species Conservation Plan (LCR MSCP) is a federal/state partnership between the Bureau of Reclamation, California, Nevada, and Arizona formed in response to the 1994 listing of critical habitat for several endangered species in the basin. The goals of the partnership are to conserve and restore habitat, work toward the recovery of 6 threatened and endangered species, accommodate current water uses, and negotiate an incidental take agreement in keeping with ESA. Important features of the plan include:

- Pooled financial resources under the direction of a diverse steering committee
- A direct result of ESA listings and consequences for water users
- Significant funding from water and power providers

## *How much does it cost and who provides the funding?*

Funding sources for the \$10 million-dollar development phase of the LCR MSCP are the Bureau of Reclamation and the states of California, Nevada, and Arizona. The Bureau of Reclamation pays a 50% federal cost share to match funds contributed by the 3 states, California, Arizona, and Nevada, which pay 25%, 15%, and 10% of the cost-share, respectively. State cost shares come primarily from water and power providers along the Lower Colorado River, with Fish and Game departments contributing staff time and expertise. The federal share comes from a line item in the Bureau of Reclamation's budget.

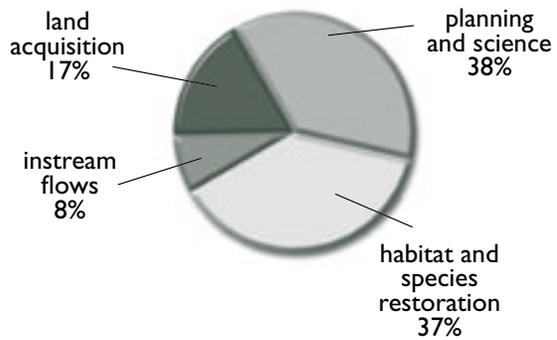
The current implementation plan will cost \$615 million over 50 years. Alternate plans have ranged from \$5.5 billion dollars (including inflation)

to \$0.5 billion in today's dollars. Partners will likely have to look for new funding sources to pay for implementation of the plan. State solutions may include state legislation, further fees from water and power providers, and Proposition 50 bond funds in California. Partners are also considering seeking federal legislation that might authorize federal dollars for use in implementation.

*How will the money be spent?*

The annual budget for implementation is estimated to be approximately \$12.3 million for the 50-year plan. Partners will cost-share all parts of the plan according to cost-share agreements. The cost-share amounts for implementation will be based on how much recovery will occur in each state. The size and scope of the plan is based on what actions are needed to comply with current endangered species needs and to obtain a 50-year permit for incidental take. Most spending is for the mitigation of habitat loss for several aquatic and terrestrial species. Unlike other regional initiatives, the plan does not include water management actions that change the current output of the system for human use.

**LCR FUNDING BY CATEGORY  
(AVERAGE ANNUAL PROJECTION 2004-2054)**



*Who makes the funding decisions?*

The MSCP is coordinated by a Steering Committee made up of 5 representatives from each of the following interests: Bureau of Reclamation, California, Arizona, Nevada, tribes, environmental organizations, and public or private entities. The Steering Committee makes funding decisions entirely on consensus by its members (an 80% vote is used in the case that consensus is impossible- this option has not been needed to date).

Compliance with ESA and authorization for a 50-year incidental take permit are the priorities of the MSCP. Several members of the Steering Committee face consequences if they do not come into compliance. Regional staff report that issues concerning compliance are generally given top priority by the Steering Committee. Some regional representatives comment that while certain groups would be interested in the plan encompassing more actions towards full recovery of the species, this is not a priority for most Steering Committee members who are concerned with compliance. Lack of funds is one reason for the current scope of the plan.

When program decisions are made, the Steering Committee is authorized to make withdrawals from shared program accounts for items in the program budget which are taken out according to the proportion put in by each agency. Because there are pooled funds under the direction of the

Steering Committee, members who have contributed are greatly invested in the process that decides how the money is spent.

*Who are the key supporters and how are they kept involved and motivated?*

Water rights in the Southwest are a continual source of conflict among stakeholders, and regional staff report that cooperation through the MSCP may not have been possible were it not for the direct threat to the water supply by the listing of critical habitat. A consensus-based Steering Committee has helped to hold stakeholders together, though has resulted in a slower process.

Political support for the program has fluctuated since development began. Awareness was initially created by the innovative partnerships and cost-share agreements. However, river agencies are obligated to create a solution to the habitat problem or face severe consequences. Because of this, support is not a question of choice, and there is little for political leaders to debate. This seems to be a reason that the plan receives little political attention. Initial concern over the cost of the plan was eventually calmed when river communities realized that the long-term goal was to protect state water interests.

The general public has been fairly uninvolved in the plan. Where outreach has occurred through NEPA processes, citizens are generally concerned about threats to river activities, water supply, and added cost. There seems to be little awareness about the species in question.

Because of a shared interest in the long-term protection of states' rights to water, all stakeholder groups have become interested in gaining compliance and a 50-year incidental take permit. Regional representatives point to the importance of Steering Committee members having the authority from their agencies to make necessary decisions. This usually involves having high-level policy makers from agencies on the Steering Committee. For example, the current Chair of the Steering Committee is the Executive Director of the Colorado River Commission in California. This allows decisions to be made and progress to move quickly in meetings.

Because the Steering Committee represents a diversity of interests, members have not always seen eye to eye. Power and water providers are generally accepting of the use of user fees to fund the program. Several environmental groups, on the other hand, do not approve of the plan. Originally at the Steering Committee table, several environmental organizations left early in the development phase because other partners would not agree to extend the plan into Mexico, where a substantial part of the watershed flows. The US government agencies argued that because the plan was to address the United States ESA, crossing into another country would not be possible. Currently, no environmental groups hold the 5 Steering

Committee seats reserved for them because of this issue, though some are in favor of the plan. There is some concern that Steering Committee members that have not contributed financially to the program, such as environmental groups, are given less of a voice in the decision-making process than water and power providers that have contributed financially. This seems to be due to compliance being the first priority of most partners involved in the plan, with full species recovery being a secondary goal. While a plan with a focused goal of compliance is more straightforward and less costly than a plan also addressing full species recovery, this focus cost the consensus of the group early in the planning stages.

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***Further information:***

- Bureau of Reclamation MSCP: <http://www.lc.usbr.gov/g2000/mscp.html>
- Colorado River Board of California: <http://www.crb.ca.gov/>
- Lower Colorado River Multi-Species Conservation Plan: <http://www.lcrmcp.org/>
- Southern Nevada Water Authority: <http://snwa.com>





# OVERALL FINDINGS

## HOW THEY BEGIN

*Some regional environmental efforts begin with conflict:* In the CALFED and Everglades examples, regional cooperation has followed a period of conflict among the participating parties. In the CALFED case, the continuing use of water for irrigation was threatened by urban demands and ESA listings of fish and wildlife, and CALFED was established only after the parties unsuccessfully tried legislative and legal solutions to the shortage of water. The Everglades program arose out of a similar conflict over water availability among sugar cane growers, urban water agencies, and the local environmental community and a period of unsuccessful lawsuits among the parties. With the listing of critical habitat in the Lower Colorado River Basin in 1994, water users there face a similar threat. By working together now, users hope to ward off potential conflicts brought on by ESA listings.

*Sometimes concerns about environmental quality are enough to get started:* The Chesapeake Bay program was borne of concerns about the long-term deterioration in the Bay rather than a specific conflict. Begun in 1964, the Chesapeake effort began with a handful of local fisherman and yachtsmen who were concerned about declines in water quality and fisheries. They enlisted others in the tourism, real estate, fishing, and environmental sectors and enough momentum was generated to begin work on a region-wide solution.

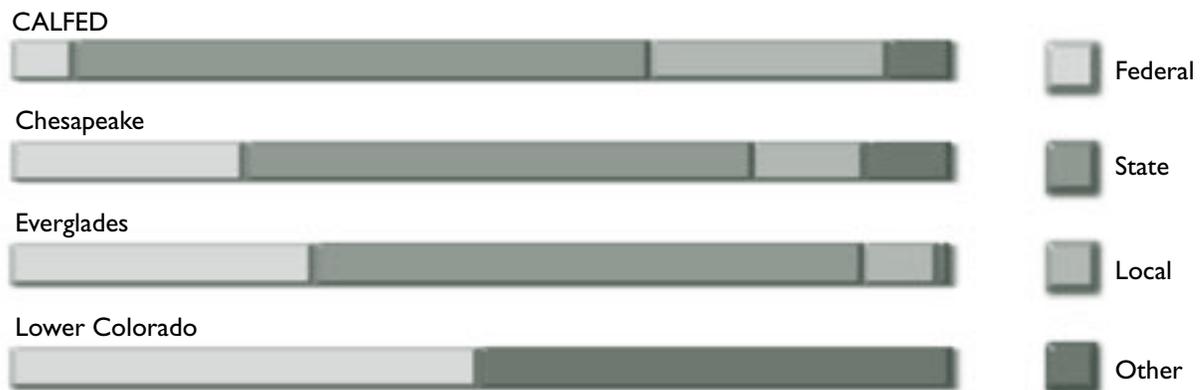
## THEIR OBJECTIVES

*Economic concerns are an important motivator:* All the programs considered have economic as well as environmental goals. CALFED strives to equally consider conveyance for agriculture, habitat restoration, and water supply for urban centers. The Chesapeake includes fisheries restoration and water quality as primary goals: these affect not only the ecosystem, but tourist interest in the area, recreational and commercial fishing, and real estate values on the Bay. Everglades initiatives focus on irrigation and water storage for farming as primary goals along with restoration of the Everglades ecosystem. Similarly, habitat restoration and preservation in the Lower Colorado River will allow the current water uses to continue, a major motivator for the effort. While these initiatives are known for their environmental benefits, economic considerations have been crucial to getting them started.

## THEIR FUNDING SOURCES

**Federal funding has fallen below expectations:** Several programs that have counted on substantial federal funding input have been disappointed in recent years. CALFED was expecting 33-50% of their funding from federal sources but has received just 7%. The Everglades effort received large federal appropriations in the planning phase of the project but little implementation funding. These trends are partially due to federal budget shortfalls, but also due to the increase in demand for regional environmental funding as more regional groups are created and are attempting to get funding from federal sources.

**AVERAGE ANNUAL PROGRAM FUNDING BY SOURCE**



**State and local governments often are large contributors:** As the above diagram indicates, state and local governments have been major contributors to the CALFED, Chesapeake, and Everglades programs. CALFED and Everglades advocates have succeeded with huge voter-passed bond initiatives to finance programs. State departments in the Chesapeake contribute substantial funding to Bay programs. In addition, substantial county bonds have been approved in the Everglades region to fund acquisition.

**User fees are promising where there are direct beneficiaries:** CALFED successfully employs user fees from federal and state water projects to make water management improvements for users. Because they see the benefits, users are often more willing to pay. Lower Colorado basin water and

power providers will likely be funding habitat restoration work, because their industries will directly benefit from restoration by receiving a 50-year incidental take permit.

## THEIR ORGANIZATION AND LEADERSHIP

*Strong initiatives are built on shared regional planning (or shared strategies):* The Everglades, Chesapeake, and CALFED programs all have a foundation in regional planning and the Lower Colorado is now in the planning stages. The shared planning process has several benefits. A planning process allows input from all interests and brings consensus in the early stages of a regional initiative. Early consensus in the Everglades, for example, has led to increased cooperation as details of the plan are fleshed out because of the common background and set of goals established in the restoration plan. Regional plans may also identify goals for regional players. The Chesapeake 2000 Agreement guides regional action by providing measurable goals for a given time period. The CALFED Record of Decision was the result of consensus-based meetings which balanced interests and concerns of all stakeholders. These shared regional strategies have been essential to building and maintaining consensus and increasing awareness and support.

*Successful programs are characterized by strong and diverse leadership:* The three cases that are fully established - Chesapeake, CALFED, and Everglades - are excellent examples of collaboration, with strong, capable leaders from each of the important government and private sector participants. These are team efforts, probably impossible for any single entity to lead but within the capabilities of a leadership group. In addition, it appears that the motivations and commitments of the key leaders are a vital consideration, with each of the successful efforts dependent on a few enthusiastic and fully committed individuals who are willing to lead and have the background, charisma, and/or connections to attract followers.

## THEIR CONNECTIONS WITH THE PUBLIC

*Public awareness and support greatly strengthen regional initiatives:* The Chesapeake example illustrates how effective public support can be in the success of a regional plan. In a region with a history of public concern for the environment, restoration organizations have strategically developed and encouraged public awareness for 35 years. This has resulted in huge private donations to restoration via non-profits groups, support for elected officials who embrace environmental issues, and increased funding for

regional initiatives. The Everglades has also demonstrated the importance of public support. State and county level tax and bond initiatives have generated high levels of funding for the acquisition of open space in the state. Both the Chesapeake and Everglades programs are open processes that regularly update the public on progress toward regional goals. Citizens are kept informed and involved through public access to regional program meetings as well as outreach. Both initiatives use professional marketing and public relations efforts in outreach strategies, producing publications and extensive websites, and organizing press events.

# REFERENCES: INTERVIEW LIST

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