



EVANS SCHOOL OF PUBLIC AFFAIRS
UNIVERSITY *of* WASHINGTON

Charting the Future for the Columbia River Gorge Commission:

A Comparative Study of Interstate Agreements in Lake Tahoe and the Chesapeake Bay

Prepared by:

The Daniel J. Evans School of Public Affairs
University of Washington*

Victoria Clarke
Laura Evans

October 2014

* This report is prepared by the authors in conjunction with an Evans School of Public Affairs project for the Columbia River Gorge Commission. It is not intended to represent the views of the University of Washington or the state of Washington.



Table of Contents

Index of Tables	3
Executive Summary.....	4
Findings	4
Our Approach.....	6
Overview	7
TRPA Approach.....	7
Key Findings on the Chesapeake Bay Commission (CBC)	10
Overview	10
Approach	10
Key Findings on Media Coverage of Tahoe Regional Planning Agency (TRPA), Chesapeake Bay Commission (CBC), and Columbia River Gorge Commission (CRGC).....	13
Appendix A: Detailed Profile of Tahoe Regional Planning Agency (TRPA)	16
Appendix B: Detailed Profile of Chesapeake Bay Commission (CBC)	26
Appendix C: Details of Media Coverage.....	32
Bibliographic Note	38

Index of Tables and Figures

Table 1: Subject Content of Media Coverage by Agency 13
Table 2: Subject Content of Media Coverage by Agency 14
Table 3: TRPA Staffing in 2014, represented as FTE by position 18
Table 4: TRPA’s Roles, Programs & Projects 20
Table 5: Fiscal Year 2013 Summary 24

Figure 1: Lake Tahoe Region Map 16
Figure 2: TRPA Revenue, 2006 to 2014 23
Figure 3: Sources of TRPA General Revenue, 2006 to 2014 23
Figure 4: Chesapeake Bay Area Map 26

Executive Summary

Interstate Compacts and Commissions afford valuable opportunities to shape public policy. People cross state lines as they live, work, shop, and play. Wind, water, and wildlife are certainly not attentive to jurisdictional lines. Oftentimes, states must work together to serve the public interest and these bodies enable states to do so.

Interstate Compacts and Commissions also face unique challenges. Their organizational form is not commonly understood by citizens and public officials; their leaders face a continual need to educate others about their mission and function. In short, bodies like the Columbia River Gorge Commission cannot operate by politics as usual or by routine management approaches.

The Columbia River Gorge Commission may be a unique entity in the Pacific Northwest, but elsewhere in the country, public officials have grappled with the same challenges that the CRGC faces. As the CRGC develops strategies to improve its performance, there is no reason CRGC leaders should “reinvent the wheel”. Here, we identify best practices and lessons learned from other interstate agencies: specifically, from the Tahoe Regional Planning Agency and the Chesapeake Bay Commission.

The Columbia River Gorge Commission, the Tahoe Regional Planning Agency, and the Chesapeake Bay Commission face similar management challenges and opportunities. All three agencies are tasked with serving the multidimensional objectives of waterway management. While there are interstate compacts and commissions elsewhere in the country with narrower missions, these three agencies look at the big picture. After all, in the real world, environmental, economic, and social concerns cannot and should not be separated from one other.

These three agencies are organized in different ways. The Tahoe Regional Planning Agency has more formal authority and resources than the Columbia River Gorge Commission. Chesapeake Bay Commission has less formal authority than the Columbia River Gorge Commission but it has stronger liaisons within state governments. Yet despite differences in organization and authority, these interstate agencies face common strategic challenges.

We find that both the Tahoe Regional Planning Agency and the Chesapeake Bay Commission, although very differently abled, pursue strikingly similar strategies of engaging stakeholders and building partnerships. We detail the approaches of these two agencies.

Findings

We see four important lessons learned from the experiences of the Tahoe Regional Planning Agency (TRPA) and the Chesapeake Bay Commission (CBC). We recommend that the Columbia River Gorge Commission consider the following best practices.

1. **Deep Commitment to Partnerships.** TRPA and CBC embrace the perspective that they cannot mend ecosystems on their own. They maximize their impact by building partnerships with other government authorities. Both agencies have clearly articulated their unique role in serving the habitats and inhabitants of the Chesapeake Bay and Lake Tahoe. At the same time, they are committed to serving an important role in reshaping coalitions.

TRPA has moved beyond its initial approach of playing a predominantly regulatory role. Now, TRPA invests considerably in building regional capacity and consensus. CBC lacks independent regulatory power and depends extensively on partnerships. Despite this vulnerability, CBC has been successful at both defining a unique role and being very responsive to stakeholders throughout the Chesapeake region.

2. **A Culture of Collaboration.** TRPA and CBC build relationships and seek to gain the trust of stakeholders. A culture of collaboration shapes both their outside relations and activities within their organization. They value the trust of leaders both in governments and advocacy groups. They are aware that relationship-building is a continuous process, especially when there is leadership turnover in partner organizations. Most importantly, TRPA's and CBC's internal practices explicitly endorse and support this approach. They expect that public engagement is a role that will be shared throughout the staff and not simply delegated to one part of the organizational chart.
3. **Thinking Big While Planning Concretely.** TRPA and CBC give attention to setting overall priorities and also specific plans. They acknowledge that they cannot address all concerns, so they set selective long-term priorities for policy change. They have explicit criteria for identifying the larger objectives that they pursue. The agencies select their priorities based on both importance and feasibility. Yet these agencies also develop concrete, nitty-gritty plans for pursuing their objectives. TRPA and CBC pinpoint particular actions that can serve bigger visions. They link small steps to big changes.
4. **Data-Driven Transparency.** TRPA and CBC want to build stakeholders' confidence in the agencies' internal decision-making. They have adapted their practices to maximize transparency. Before they select among initiatives, TRPA and CBC weigh the quality of evidence behind various initiatives. In addition, they consider their ability to transmit that evidence to the public. By sharing the data and science that inform their analyses, TRPA and CBC have been able to reshape public perspectives of shared interests.

In sum, as the Columbia River Gorge Commission moves forward, it faces difficult choices and tradeoffs. We do not suggest that CRGC should adopt myriad new strategies all at once. We do suggest that CRGC should focus its attention on strategies that are well-evidenced. We conclude that there is compelling evidence of effective approaches to Deep Commitment to Partnerships, A Culture of Collaboration, Thinking Big While Planning Concretely, and Data-Driven Transparency.

Our Approach

We analyzed the performance of the Tahoe Regional Planning Agency (TRPA) and the Chesapeake Bay Commission (CBC) so that we could inform the Columbia River Gorge Commission (CRGC) as it makes important decisions about its future. We seek to identify some guiding principles that are drawn from TRPA and CBC's experiences and lessons learned.

We expand our analysis of TRPA and CBC in our Key Findings that follow. This report includes detailed appendices as well. We expect that many readers will be satisfied by reading the Key Findings while others may seek further detail in one of the particular sections in the appendices. Those who read all the appendices may find parts of the appendices to be repetitive, since the appendices are written with the expectation that most who venture therein will select particular passages.

This report synthesizes content from various sources, but it focuses on perspectives from within TRPA and CBC. We consulted a wide range of documents; sources are detailed in the bibliographic note. The most extensive documentation of these agencies' activities has been produced by the agencies themselves, however. We also conducted interviews with several key personnel that are involved in each agency. Any errors in the synthesis of those documents and interviews are our fault, of course. We did not interview individuals who were well outside the agencies, since that would have entailed a more extensive process.

Key Findings on the Tahoe Regional Planning Agency (TRPA)

Overview

The Tahoe Regional Planning Agency (TRPA) operates as a regional planning organization. In 1969 the states of California and Nevada signed the bi-state Compact forming the organization, which was subsequently approved by Congress. The Compact requires TRPA's governing board to adopt specific environmental targets related to air quality, water quality, soil conservation, vegetation preservation and noise, and to adopt and enforce a plan that will achieve those targets. TRPA takes on the same permitting and planning roles as a county government. TRPA pre-empts county and local authority. Local government jurisdictions are required to plan within the adopted regional framework.

Lake Tahoe is located in the Sierra Nevada mountain range. About two thirds of the Lake Tahoe Region lies within the state of California, with the remaining third located in the state of Nevada. The entire region extends about 501 square miles, of which the waters of Lake Tahoe measure about 22 miles long and 12 miles wide (191 square miles). Over the past 70 years, the Lake Tahoe region has seen significant growth in population and year-round tourist visits. The development associated with this growth trend poses problems for the relatively vulnerable natural environment.

The mission of the Tahoe Regional Planning Agency is to "cooperatively lead the effort to preserve, restore, and enhance the unique natural and human environment of the Lake Tahoe Region, while improving local communities, and people's interactions with our irreplaceable environment."

TRPA Approach

➤ **Thinking Big While Planning Concretely**

TRPA has a broad mandate and it faces the risk of dilution of focus. TRPA attempts to counteract this risk with management practices that reinforce the agency's main objectives. TRPA's governing board provides high-level thinking that frames the agency's activities, sets overall policies, and sets avenues for appeals. The governing board has delegated much of its permitting authority to the staff: there are about 1500 permits issued by TRPA each year and the governing board does not get involved in those details.

Senior staff participate in an annual work priority session where they discuss criteria for the agency's agenda. Each department contributes a work plan for the coming year. If a department decides it would like to add new tasks to its work plan during the year, it is obliged to identify which activities it will cut from the work plan.

➤ **Deep Commitment to Partnerships**

During the 1970s and 1980s, TRPA's approach to meeting environmental quality regulations (thresholds) relied on a Regional Transfer of Development Rights program, which was coupled with aggressive State and Federal land management agency property acquisition programs. However, in the 1990s it became clear that this approach alone would not mitigate the detrimental environmental effects of the "legacy development," which had occurred before the implementation of the first Tahoe Regional Plan.

TRPA collaborates with regional partners by seeking commitments among the individuals and agencies responsible for specific functions that pertain to capital improvements and remedial programs. The Implementation sub-element of the Regional Plan establishes the framework for coordination, agency responsibilities, and commitments necessary to implement the goals and policies of the Regional Plan. Memoranda of Understanding (MOUs), or other forms of agreements between TRPA and implementing agencies or partners, provide the coordination necessary to implement the Regional Plan.

TRPA acts as project lead and strategic partner in a number of areas of environmental restoration. TRPA's role on any one project is dependent on the unique needs of that project, and the capacity of partner organizations. Central to implementation of the Regional Plan, is the Environmental Improvement Program (EIP), which is managed by TRPA. EIP partners implement hundreds of projects a year.

Regional Plan and the 2011 Impasse

TRPA has faced recent crises but has grown from them. Most notably, in 2011, the state of Nevada enacted legislation that enabled Nevada to withdraw from the TRPA compact and thus dissolve the compact. At the time, Nevada was facing a severe economic downturn and a major shortfall in state revenue. This action coincided with stalled negotiations over the update of the regional plan.

To resolve the impasse, a bi-state working group negotiated a new regional plan. The crisis catalyzed actors to talk about a common path to mutual goals. Resolving the schism required that TRPA make progress with the regional plan updates, but it also required high-level negotiations between the offices of the Governors of Nevada and California. The resolution of conflict was facilitated by a commitment to ongoing communication between the Governors.

All the same, high-level negotiations would not have succeeded if TRPA had failed to deliver an updated plan. Fortunately, the working group succeeded at its task. The breakthrough in negotiations required clear and credible science. Fortunately, TRPA was able to draw on ten years of high-quality scientific data that Nevada had funded. TRPA identified that legacy development was an important source of lake pollution and that it needed to allow redevelopment in order to bring buildings in line with up-to-date standards. This was a breakthrough in disputes between environmental and development interests; TRPA found a foundation for building consensus.

➤ **A Culture of Collaboration**

TRPA recognizes that effective community engagement is necessary to meet the agency's responsibility to its mission. TRPA's day-to-day operations emphasize partnerships, collaboration and coordination alongside problem solving.

TRPA's organizational culture emphasizes customer service as the responsibility of every employee. The agency requires that every employee participate in community service projects. Recently, in an effort to streamline operational efficiency and enhance public service, TRPA implemented performance standards for teamwork, collaboration, negotiation, solution-finding and a culture of discipline in regard to accuracy and quality of information, and consistency, timeliness, responsiveness to customer needs.

TRPA has deliberately enacted practices to reshape the agency's culture. In its early years, TRPA focused on restricting development in the region; more recently, TRPA has shifted to valuing redevelopment in an environmentally responsible way. TRPA recognized that this change in approach could not be accomplished without shifting its organizational culture. To

do so, TRPA changed management practices and explicit goals in all parts of the organization in order to highlight and value collaboration.

➤ **Data-Driven Transparency**

TRPA has always been data driven in its planning. TRPA reports quarterly and annual data. In the past, it used to only publicly report data every 5 years. By providing more transparency, TRPA wants to build credibility and trust. Transparency allows the public to see TRPA's analytic process. People may not agree with TRPA's decisions but they can know decisions were made in a rigorous manner.

Foundational to all of TRPA's work is the scientific data that quantifies acceptable levels of contaminants in the lake region, and thus the required focus of environmental restoration and protection of the region. Every five years, TRPA releases a Threshold Evaluation report. This science-based periodic planning updates the degree and rate of progress toward attainment of adopted Threshold Standards and applicable local, state, and federal air and water quality standards; and provides technical recommendations on additional actions that will promote Threshold Standard attainment and maintenance or otherwise improve the effectiveness of the Agency. The report is produced by TRPA in collaboration with partner agencies and research institutions. The most recent report, the 2011 Threshold Evaluation Report, included an independent peer review prior to publication.

Key Findings on the Chesapeake Bay Commission (CBC)

Overview

The Chesapeake Bay Commission (CBC) is a 21-member commission, formed in the 1980's through laws enacted by all three member-states: Maryland, Virginia, and Pennsylvania. CBC has no direct authorizing power. Instead its focus is on state and federal legislative advocacy. CBC affects state-level policy change in areas that will reduce environmental degradation of the Chesapeake Bay. The Commission also advocates for federal policy change and funding to support Bay restoration efforts. Environmental degradation of the Bay has been caused by the impacts of urban development and agricultural practices, in the Chesapeake Bay basin, over the past two centuries.

According to the state laws enacting the CBC, the purpose of the Commission is to:

Assist the legislatures of Maryland, Virginia and Pennsylvania in evaluating and responding to problems of mutual concern relating to the Chesapeake Bay; to promote intergovernmental cooperation; to encourage cooperative coordinated resource planning and action by the signatories and their agencies; to provide, where appropriate, through recommendation to the respective legislature, uniformity of legislative application; to preserve and enhance the functions, powers and duties of existing offices and agencies of government; and to recommend improvements in the existing management system for the benefit of the present and future inhabitants of the Chesapeake Bay region.

Approach

➤ **Thinking Big While Planning Concretely**

The Chesapeake Bay Commission manages a regional vision while also valuing specific local action. This is reflected in CBC's staffing: CBC has a headquarters and also an office in each of the three member states. The Executive Director oversees interstate work of the commission and federal advocacy. The three state directors bring into the deliberations the perspectives from the specific states.

CBC's Commissioners follow a similar approach of devoting attention both to regional and to specific concerns. Together, the Commissioners set and endorse key policy priorities. CBC maintains these priorities for multiple years. These high-level priority issues are then progressed through the development of policy analysis reports, leadership events, and federal lobbying efforts. CBC is a clearly-identifiable driving force behind each of its policy priorities; the organization publishes reports defining the issues, proposing a range of policy solutions, and recommending next steps.

The Commission currently has four main policy priorities: land conservation, manure to energy, biofuels, and nutrient trading. Those overarching aims translate into a multi-prong legislative agenda. Commissioners from each state—alongside their individual state director—draft, endorse, and lobby for state legislation that would address each priority in their state, based on state-specific need. The three state delegations - supported by the technical and political expertise of each state director - propose major legislative change but they also propose and support numerous smaller bills each legislative session. Those bills

contribute to the overall mission of the Commission, which is to restore the Bay. The bills vary widely, and include generating revenue, directing funding, closing administrative loopholes, adjusting regulations, incentivizing behavior and increasing transparency related to the wide array of Bay restoration initiatives that many state agencies and non-profit organizations are working towards.

➤ **Deep Commitment to Partnerships**

CBC recognizes that developing and implementing state policy often requires several legislative sessions; that with large policy concepts an interconnected framework of many minor legislative actions is often required; and that barriers to policy implementation also exist and must be addressed.

The Executive Director's role is to ensure that issues are addressed appropriate to each state's needs and political sensitivities. State Directors bring a nuanced understanding of each state to the CBC's deliberations.

Land conservation provides an example of CBC's approach to addressing priorities in a manner that is responsive to state-level partners. The CBC identified overall objectives but did not engage in "one size fits all" policy advocacy. CBC objectives were consistent but its strategies were sensitive to varying political contexts. The CBC Land Conservation report, released in 2010, contained recommended actions to promote and accelerate progress on land conservation in the Chesapeake watershed. Upon its release, the Commissioners from Maryland announced plans to introduce legislation that would extend the period during which heirs who inherit working farms and forests can defer paying inheritance taxes. The Commissioners from Virginia announced their support of a study to explore innovative funding mechanisms at the state level, recognizing that stable revenue sources and improved local government programs would greatly aid the protection of farms and forests. In Pennsylvania the Commissioners announced that they were considering amendments to existing law that would increase minimum levels of land stewardship and conservation practices necessary for land to be eligible for the state's agricultural conservation easement purchase program. Federal lobbying efforts, calling for full funding of the Land and Water Conservation Fund (LWCF), with states receiving an equitable share, and in support of other revenue generating programs, were also set in motion.

Often, states enact the same general legislation, but in different years. An example of this is the Waste Kitchen Grease – Biofuels legislation, which requires a person to register annually with MDA before transporting waste kitchen grease, unless the person falls under specified exemption, passed in 2010 in Virginia, and 2013 in Maryland.

➤ **A Culture of Collaboration**

By tackling both large and small policy issues, and by having a consistent presence in each state's legislatures and agencies, via the three state directors, the Commission has established a reputation of being able to achieve policy change and being a trusted partner. State Directors and the Executive Director have strong leadership roles. They also have a huge amount of exposure, in part due to their physical presence in state capitals. Agency staff and officials get to know them deeply.

In some states more than others, but in all three member-states to some extent, the level of political turnover requires Commission staff to manage key relationships—maintaining existing relationships and building anew—both with senior state administrators and elected officials. Often new legislators do not understand the Commission's role, or mistake them for other organizations. In this case, staff focus their efforts on building trust with those members.

➤ **Data-Driven Transparency**

The biggest challenges that the Commission faces relate to the nature of their operating environment. The Commission is a highly political body, and operates in an environment alongside multiple other organizations.

The nature of the Commission's work means that they are focused on finding the next impediment to a clean environment that is feasible for the CBC to address. People, such as private land owners, farmers, private business, can be threatened by the Commission, and there is the potential that the way the Commission operates could be threatened by legislative action.

The Commission tries to overcome this by always working with scientists, with science backing each idea. If in their estimation there isn't enough empirical science backing up the proposed direction, then the Commission does not take on an issue. CBC devotes considerable resources to producing policy analyses and disseminating the findings. CBC staff highlight their own scientific credentials. The governing board is usually briefed at its meetings on the most up-to-date science on the region, through presentations by CBC staff and by outside experts.

Key Findings on Media Coverage of Tahoe Regional Planning Agency (TRPA), Chesapeake Bay Commission (CBC), and Columbia River Gorge Commission (CRGC)

To evaluate public perceptions of the three agencies, we reviewed news coverage of TRPA and CBC over the past five years. We compare their coverage to reporting on the CRGC. Clearly the most desirable means to assess public perception would be a public opinion survey in each jurisdiction, but such an activity would be costly. A review of news coverage provides a less costly indicator of the messages that are available to the public about agency performance.

We searched for all news coverage in the past five years on each agency. Using the Lexis-Nexis newspaper database, we identified all articles that included one of the three agencies' names. Often, a single article could be reprinted in multiple outlets. We excluded duplicate printings from the analysis. Also, note that the Lexis-Nexis database is very comprehensive but it does not include all newspapers; newspapers in small communities are more likely to be missing from the sample.

We classified the subject content of each article, identifying whether the article discussed Environmental Quality, Economic Vitality, Agency Funding, Coalition-Building, or Management in the region of the relevant agency. Many articles discussed more than one of these categories.

We also classified the tone of the article: whether the article indicated that actors in the region were 1) *succeeding* at promoting environmental quality, economic vitality, funding, coalitions, or effective management; 2) *beset* by challenges of environmental degradation, economic difficulties, limited funding, political conflict, or mismanagement; or 3) *striving*: where the article discussed both challenges and successes.

CRGC is the subject of as many unique news articles as CBC and more than TRPA. Also, the media spotlight on CRGC is qualitatively different from coverage of the other agencies. Coverage of CRGC was less likely to include discussion of Environmental Quality and more likely to include discussion of Agency Funding, Coalition-Building, and Management.

Table 1: Subject Content of Media Coverage by Agency

	TRPA	CBC	CRGC
Total Articles	17	31	29
Environmental Quality	88%	94%	69%
Economic Vitality	65%	35%	66%
Agency Funding	18%	10%	52%
Coalition-Building	65%	77%	97%
Management	29%	23%	55%

We then examined the tone of coverage. For Environmental Quality, articles that referred to TRPA and CBC nearly always portrayed striving in the region. Articles that referred to

CRGC portrayed a region that was as often beset as it was striving. For Economic Vitality and Agency Funding, articles most frequently portrayed CRGC’s region as beset, while a preponderance of articles portrayed TRPA and CBC’s regions as striving or succeeding on these subjects. For Coalition-Building, it is also the case that CRGC’s region is more likely than the other regions to be portrayed as beset. The bright spot for CRGC is that, on the subject of management, the CRGC’s region is more likely to be portrayed as striving and less likely to be portrayed as beset.

Table 2: Subject Content of Media Coverage by Agency

	TRPA	CBC	CRGC
Environmental Quality			
Total Articles	15	29	20
Succeeding	13%	3%	15%
Striving	73%	83%	45%
Beset	13%	14%	40%
Economic Vitality			
Total Articles	11	11	19
Succeeding	9%	55%	5%
Striving	64%	18%	42%
Beset	27%	27%	53%
Agency Funding			
Total Articles	3	3	15
Succeeding	33%	67%	0%
Striving	33%	33%	13%
Beset	33%	0%	87%
Coalition-Building			
Total Articles	11	24	28
Succeeding	45%	38%	29%
Striving	45%	33%	32%
Beset	9%	29%	39%
Management			
Total Articles	5	7	16
Succeeding	40%	29%	31%
Striving	20%	14%	44%
Beset	40%	57%	25%

These findings indicate that CRGC finds itself in a difficult context. News coverage seems to suggest that, for a range of subjects, CRGC’s region has more problems and fewer

successes. These difficulties are not CRGC's creation; nor can they be resolved by CRGC alone. The articles do not suggest a lack of faith in public managers in the Columbia River Gorge. The articles do provide a troubling suggestion, though, that forward progress in the region may often not be visible to the public via news coverage.

Appendix A: Detailed Profile of Tahoe Regional Planning Agency (TRPA)

Overview

The Tahoe Regional Planning Agency (TRPA) operates as a regional planning organization, in order to meet its mission of *"preserving the environment of the Lake Tahoe Region, while enhancing its local communities."*

TRPA's roles and responsibilities fit into four major functional categories:

1. Regional planning
2. Development and redevelopment oversight
3. Regulatory enforcement
4. Implementation of regional environmental protection and restoration programs.

Environmental Context

Lake Tahoe is known for its natural beauty and clear waters. The area is home to several ski resorts, summer outdoor recreation opportunities, and casino-resorts. Storm-water run-off from urban development, and the introduction of invasive species are particular challenges to water quality and biological diversity that the region is historically known for.

For collaborative planning purposes, the designated Lake Tahoe Region includes -in California- the incorporated area of the City of South Lake Tahoe and portions of El Dorado County and Placer Counties, and -in Nevada- Washoe and Douglas Counties and the rural area of Carson City. The Region is within the Fourth Congressional District of California and the Second Congressional District of Nevada.

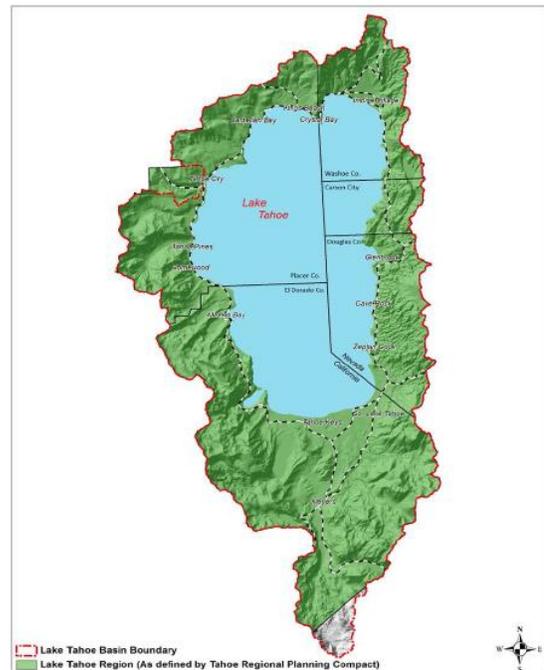


Figure 1: Lake Tahoe Region Map

Organizational Functions

Over time, the range of projects that the agency manages in order to meet its mission has expanded. TRPA's governing board is also the governing board for the Tahoe Metropolitan Planning Organization (TMPO), which operates within TRPA's existing organizational structure. TRPA also currently provides fiscal oversight as the lead agency for a federal

Sustainable Communities grant awarded to a multi-jurisdictional collaborative effort in the region. Such additional projects enable the organization to work in a more streamlined manner towards meeting its mission, lend additional legitimacy to the organization, and provide stability through additional operating revenue.

Policy oversight for TRPA is the responsibility of a 14-member governing board. The board is structured to ensure that it represents the interests of the states in general, rather than just the residents of the Tahoe region. As such, a majority of the voting board members reside outside of the defined Lake Tahoe Region. 6 of the 14 are local jurisdictional representatives; 7 are state appointees; one represents the Nevada Department of Conservation and Natural Resources. Half of the board represents California, and the other half represents Nevada. In addition to attending regular board meetings, all board members participate on at least one topic-specific committee. Committees formulate recommendations for consideration by the full board. In accordance with the Compact, the governing board is supported by an Advisory Planning Committee, comprised of local jurisdictions' senior planning staff and representatives from State agencies involved in planning in the region, plus the US Forest Service.

TRPA Staffing

TRPA currently retains 57 full time employees. While TRPA's role varies by project, staff responsibilities include developing and compiling the data that underpins all policy; implementing policy through technical assistance; monitoring compliance; collaborating with state and local agencies that work in the region; coordinating among stakeholders; providing public outreach; acting as a partner agency; providing fiscal oversight and administrative supervision; and providing legal support, as necessary. Roughly one fifth of staff are administrators, including executive leadership, legal counsel, finance, and operations; a third are planning professionals; one fifth are responsible for reporting, including data collection and monitoring; other roles include external affairs. The regular operations of TRPA are organized into two major departments: the Planning Department, and Implementation & Reporting.

Presently, staffing of the agency is at a ten-year low. FTE peaked in 2007, but since then significant budget cuts have resulted in layoffs.

Table 3: TRPA Staffing in 2014, represented as FTE by position

Current Staff Positions	FTE
Administrative	
Executive Director	1
Clerk to the Board	1
Legal	2
Finance and Administration	5
Organizational Development and HR	2
Operations	1
Planning	
Long Range Planning	4
Current Planning	10
Transportation Planning	6
Code Compliance	4
Implementation & Reporting	
External Affairs	2
Research and Analysis Division	11
Environmental Improvement Program	7
Sustainable Communities Program	1
Total Staff	57

Accomplishments and Setbacks

➤ Stakeholder engagement

TRPA works extensively with stakeholder groups, including local citizens, businesses, and environmental groups. TRPA values partnerships; in recent years, it has worked to redefine its role as that of a regional capacity-builder and not simply a regulator. TRPA seeks to build a willingness throughout the region to implement environmental protection. While TRPA has robust regulatory powers, it does not have personnel to fully enforce regulations on its own. TRPA can be more effective if partners are willing to act on its agenda. Indeed, TRPA has delegated some of its permitting power to local governments and has sought to cultivate trust in those relationships. While environmental activists have at times been skeptical of this approach, TRPA has had successes in persuading actors in the region that they should work towards feasible outcomes. These successes are not complete; TRPA faces litigation over some of its actions. But TRPA has squarely faced the problems of half-hearted compliance by other agencies.

At times, TRPA has found it beneficial to organize targeted stakeholder negotiations. When TRPA was deciding on best management practices for stormwater management, it created an implementation working group. This group of specialists included environmentalists, developers, and officials from state and local governments. The group examined techniques, negotiated disagreements about monitoring, and set a timeline for reviewing standards. Similarly, as the Regional Plan update neared completion, consultation groups were formed to discuss specific issues among the most concerned actors. The consultation groups included environmentalists, developers, and representatives from local governments. TRPA found success in separating out individual issues and allowing those who were most affected to work on particular criteria and practices.

➤ **Data Driven Decisions**

Trends towards threshold attainment have improved measurably, but thresholds for water quality and other resources are still not being attained fully. The 2011 Threshold Evaluation report highlighted that TRPA has addressed 151 environmental standards and made a status determination on 92 of those standards. 62 percent of the standards were attained or implemented by 2011, and 38 percent had not yet been attained.

TRPA relies on extensive data analysis in its operations. These data provide the foundation for new policy initiatives. Scientific data have identified that the main sources for the declining clarity of Lake Tahoe are from roads and existing development. The findings illustrated that, perhaps counterintuitively to some, redevelopment in the region could improve lake clarity: redeveloped properties would be constructed according to up-to-date environmental standards and thus reduce the sources of a loss of clarity. These scientific findings became the foundation for identifying common interests among stakeholders, since they demonstrated that redevelopment would serve environmental needs and not just economic objectives.

Yet TRPA faces the risk of being overwhelmed by the task of data collection. TRPA's compact required threshold standards for environmental protection; it established 151 threshold indicators. The danger is, when budgets are tight, the quality of data collection might be compromised. TRPA began to track the costs of data collection seven years ago. The agency's analysis has shown that, to conduct high quality data collection, they would need three million dollars a year for operations and a four million dollar capital investment in updated equipment. TRPA cannot cover those expenses alone; it needs a basin-wide partnership to support the costs. Another approach would be to streamline data collection: to collect high-quality information over a narrower range of indicators. There is not yet consensus, however, over which indicators could be eliminated.

➤ **TRPA Approach's to Collaboration**

A breakdown of projects and programs that pertain to TRPA's mission to protect the Lake Tahoe environment is shown below, and includes an overview of the level of TRPA involvement.

Central to implementation of the Regional Plan is the Environmental Improvement Program (EIP). The EIP is a partnership of federal, state, and local agencies; private interests; and the Washoe Tribe. Launched in 1997, the Lake Tahoe EIP is a list of projects needed to stem the degradation of Lake Tahoe by addressing the eight categories of environmental thresholds: water quality; air quality; soil conservation; vegetation; fisheries/wildlife; scenic quality; recreation; and noise. Funding for the projects is provided in equal shares by the states of California and Nevada, and the federal government. TRPA's Applied Science Program meets the information and knowledge needs of the EIP Program, which implements the broad policy goals of the Regional Plan.

Table 4: TRPA’s Roles, Programs & Projects

Policy Development	<ul style="list-style-type: none"> • Environmental Thresholds (and amendments) • Regional Plan (and amendments) • Environmental Improvement Plan (and amendments)
Regulations	<ul style="list-style-type: none"> • Partial permitting program for the shore-zone of Lake Tahoe (litigation related to full permitting process is underway) • Code compliance: site inspections and code violation response. • Watercraft standards for Lake Tahoe and other Lakes in the Region
Data Collection & Reporting	<ul style="list-style-type: none"> • Monitoring, applied research, and data management, synthesis, and reporting elements of Applied Science Program. • Performance metrics including the Environmental Thresholds, Regional Plan compliance measures, Environmental Improvement Program, and other environmental data gathering required to support the Agency’s mission.
Technical Assistance	<ul style="list-style-type: none"> • Free assistance to property owners, private businesses, and government agencies to advance effective storm-water Best Management Practices (BMP) design and implementation on developed properties. • Free assistance to jurisdictions in Local Area Plan development
Coordination	<ul style="list-style-type: none"> • Coordinates continuing efforts to improve the design and effectiveness of storm water quality improvement projects through the Storm Water Quality Improvement Committee (SWQIC). • Assists local fire protection agencies and forest managers on forest fuel reduction efforts and Community Wildfire Protection Plans in the Lake Tahoe Region, through planning and coordination. • Collaborates with local, state, regional, and federal governments, the scientific community, and the public on the Applied Science Program. • Coordinates all Environmental Improvement Program activities throughout the Tahoe basin, including activities implemented by other entities.
Public Outreach Programming	<ul style="list-style-type: none"> • Manages “Tahoe Keepers,” a free self-inspection and decontamination training program, which provides paddlers and hand-launched watercraft users with the information needed to help stop the spread of aquatic invasive species (AIS).

Partnerships	<ul style="list-style-type: none"> • Member of the California Strategic Growth Council (SGC) Round 1 Sustainable Communities Planning Grant application and has provided ongoing support for completion of the grant-funded tools. • Member of Lake Tahoe Aquatic Invasive Species Coordination Committee
Fiscal Oversight / Administration	<ul style="list-style-type: none"> • Fiscal agent (pass-through agency) for funds associated with implementing the Lake Tahoe Region Aquatic Invasive Species Management Plan (coordinated by the Lake Tahoe Aquatic Invasive Species Coordination Committee) • TMPO is fiscal agent (pass-through agency) for federal and state transportation infrastructure funding

➤ **TRPA’s History of Collaboration**

Formed in 1969, TRPA was the United States’ first bi-state regional environmental planning agency. The binding bi-state Tahoe Regional Planning Compact was approved by the states of California and Nevada, and subsequently ratified by Congress. The initial Compact was revised in 1980 to give TRPA the authority to adopt environmental quality standards. TRPA adopted such standards in 1982, followed by a long-range Regional Plan, which was adopted in 1984. A federal lawsuit was filed immediately upon adoption of the Regional Plan, on the grounds that the Plan would not adequately protect the Lake Tahoe environment. The lawsuit was settled after three years of negotiations; a revised Regional Plan was adopted in 1987.

The early 1990’s saw TRPA’s development of the Tahoe Environmental Improvement Program (EIP) – a list of projects to stem environmental degradation in the Lake Tahoe Region. The vision for the EIP was for project funding to be provided in equal shares by local, state and federal agencies. Advocacy for the EIP led to the 1997 Lake Tahoe Presidential Forum, which saw then U.S. President Clinton visit the region. Clinton subsequently issued an executive order to create the Federal Interagency Partnership (FIP). The Federal Partnership, made up of federal agencies with management and research responsibilities at Lake Tahoe, agreed to work with TRPA, to integrate appropriate federal funds and programs to achieve the goals of the EIP. After independent federal review and comment on the EIP, in 2001 the Lake Tahoe Restoration Act authorized \$300 million for the Federal share of the EIP.

Federal, state and local government dramatically increased funding for storm-water management infrastructure, wetland restorations and other environmentally beneficial projects through the Environmental Improvement Program (EIP). To maintain momentum and keep sight of the goals of the federal partnership program, an annual Lake Tahoe Summit has been held since the 1997 Presidential Summit. Each summer federal, state, and local leaders dedicated to the goal of restoring and sustaining Lake Tahoe gather at the Lake for a single day event, typically focused on a single theme related to the preservation of the Lake Tahoe environment.

Planning and Policy Design

Adopted environmental threshold carrying capacities (environmental standards), are foundational to TRPA, and other agencies' work, to retain specific environmental standards in the Lake Tahoe Region. As per the bi-state compact, a threshold is defined as "*an environmental standard necessary to maintain a significant scenic, recreational, educational, scientific or natural value of the region or to maintain public health and safety within the region. Such standards shall include but not be limited to standards for air quality, water quality, soil conservation, vegetation preservation and noise.*"

The first adopted environmental thresholds were developed through a four-step process, shown below, which involved participation by state, federal and local agencies, and the general public:

1. Identify issues and components of the environment that are of local, regional, or national significance;
2. Identify the factors responsible for unacceptable changes in the resource;
3. Identify the appropriate threshold necessary to protect the resource or to achieve a particular value; and
4. Highlight the mechanisms necessary to achieve or maintain the thresholds.

Efforts required to meet the intent of the Tahoe Regional Planning Compact, including to meet and/or maintain the adopted environmental thresholds, in eight different environmental areas, are set forth in a Regional Plan. The Regional Plan is the long-term general plan for the development of the region, which is adopted and periodically updated by TRPA. The 1987 Regional Plan was the first adopted and enforced Plan. That Plan was updated with a series of minor amendments, but has subsequently been superseded by the 2012 Regional Plan.

The Regional Plan contains five policy elements: land-use; transportation; conservation; recreation; and public services and facilities. A sixth element, implementation, clearly articulates the roles, responsibilities of all stakeholders which are necessary for the realization of the Regional Plan. Policies are implemented through various regional programs led by TRPA; through local jurisdictions adopted Area Plans which are required to conform to Regional Plan requirements; and through multi-jurisdictional collaboration among TRPA and appropriate state, local, and federal agencies, private businesses and individuals.

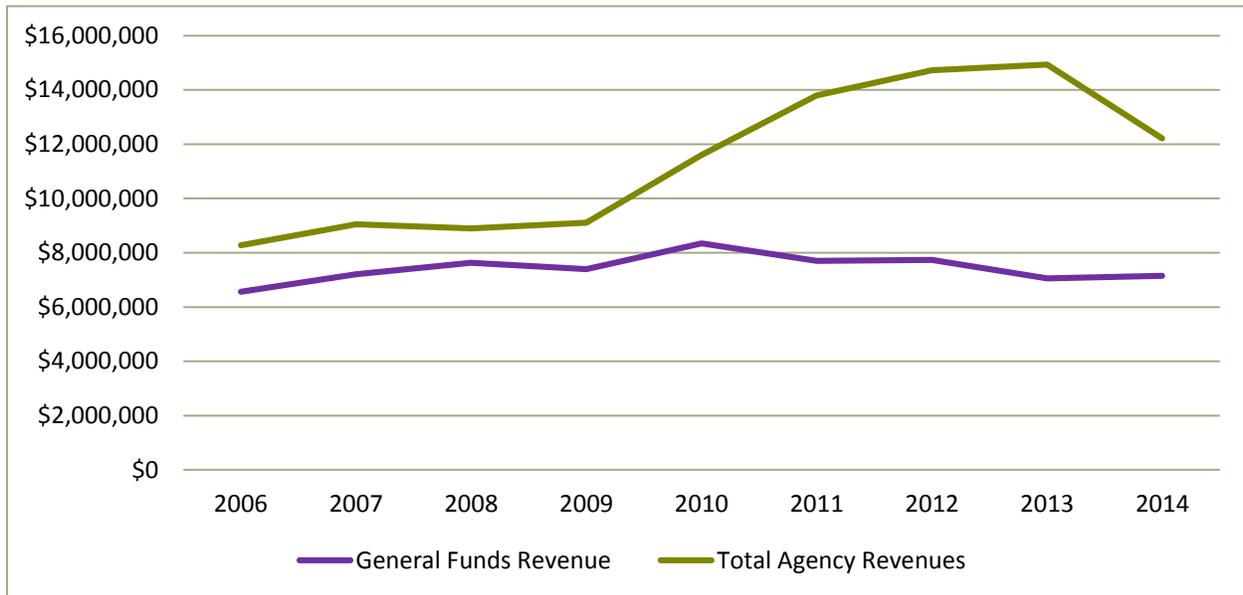
Budget

TRPA funds its core functions through general fund revenues. A large share of its budget comes from grants and fees for services as well. TRPA's general fund revenues have been relatively stable over recent years while its revenues from grants and fees have fluctuated. Among TRPA's general fund sources, the State of California's contribution has grown in real dollars while the State of Nevada's contribution has declined in real dollars. See Figures 1 and 2.

In 2013, TRPA had a total budget of \$20.3 million, of which 19% came from the State of California, 6% from the State of Nevada, and 75% from services and fees. TRPA acts as the MPO for the Lake Tahoe Region. As such it receives some federal and state funding specific

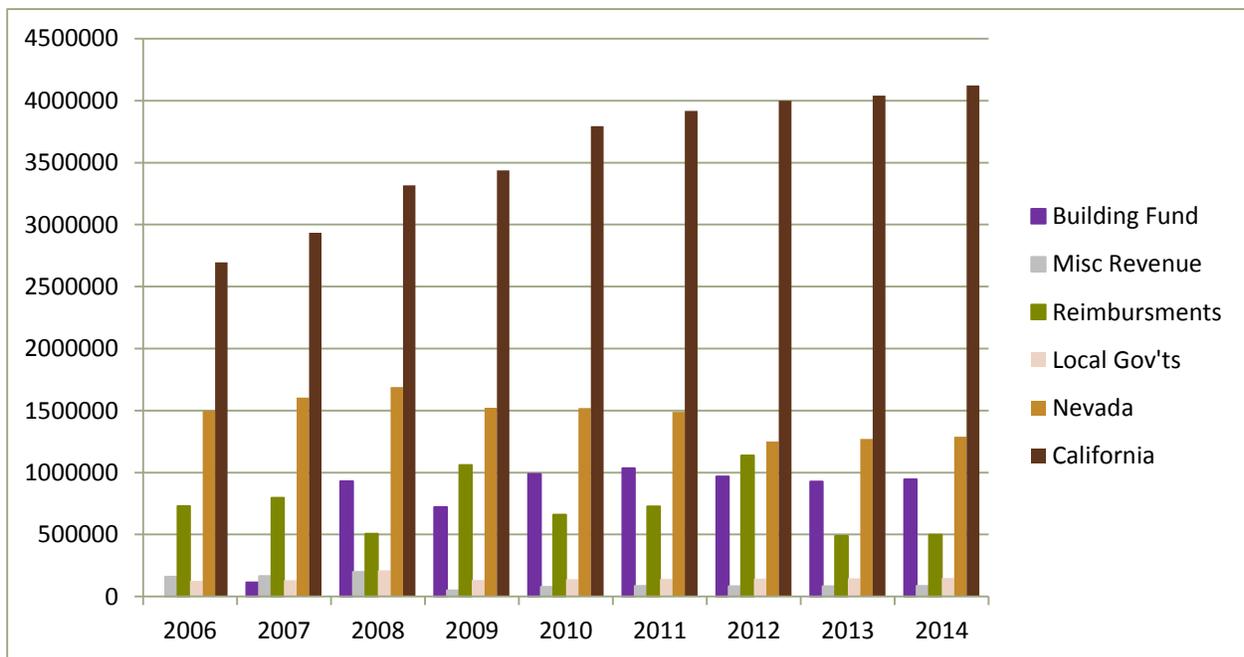
for its required work in the area of transportation planning. In 2013, the Agency received \$5,428,000 in grants from the Federal Government and the states of California and Nevada to support MPO activities. The Agency incurred \$647,000 in personnel costs and \$5,093,000 in contract and operating costs related to the TMPO. See Table 5.

Figure 2: TRPA Revenue, 2006 to 2014



Inflation-Adjusted Based on 2014 Dollars

Figure 3: Sources of TRPA General Revenue, 2006 to 2014



Inflation-Adjusted Based on 2014 Dollars

Table 5: Fiscal Year 2013 Summary

Revenues	Amount	Percentage of Total
State of California General Fund	\$4.0M	19%
State of Nevada General Fund	\$1.3M	6%
Grants *	\$12.3M	60%
Fees for Services **	\$3.1M	15%
Total Revenues	\$20.8M	100%
<p>* From: Federal Department of the Interior, Department of Transportation, and Environmental Protection Agency. States: CalTrans, NDOT, Cal EPA, CA State Water Resource Control Board (including Lahontan), NV Division of Environmental Protection, CA Tahoe Resource Conservation District, Nevada Resource Conservation District, and others.</p> <p>** Planning fees, reimbursable costs, Watercraft Inspection fees (AIS program).</p>		

Expenses	Amount	Percentage of Total
Staffing	\$5.43M	27%
Contracts	\$7.84M	39%
Financing (primarily for TRPA office building)	\$1.01M	5%
Pass-through funds:	\$5.8M	29%
Tahoe Transportation District		
Tahoe Resource Conservation District		
Mitigation funds to local jurisdictions		
Total Expenses	\$20.1M	100%

TRPA Governance

An appointed Governing Board sets TRPA policy. Members of the Board participate in at least one of the eight Governing Board Committees. A technical Advisory Planning Committee supports policy development and provides technical guidance to the Governing Board.

➤ **Governing Board**

The 14-member governing board sets policy and approved amendments to the Regional Plan. The Board is required to use both scientific data and public input when making decisions and approving regulations.

The Tahoe Regional Planning Agency Board, with the addition of a representative from the United States Forest Service, also serves as the Tahoe Metropolitan Planning Organization (TMPO) board.

The Tahoe Regional Planning Compact requires that citizens from outside of the Lake Tahoe region hold the majority of seats on the Governing Board: the intent is for issues to be reviewed from local, statewide and national viewpoints. Thus, of the 15-member Governing Board, 6 are local jurisdictional representatives; 7 are state appointees; and one represents the Nevada Department of Conservation and Natural Resources. There is one non-voting presidential appointee. All members are appointed for 4-year terms, unless otherwise noted (below). Members may be re-appointed.

Of the 14 voting board members, 7 are from California; 7 are from Nevada. Each of the cities and counties either fully or partially residing within the Lake Tahoe Region appoint one member to the Governing Board, who may also be local elected officials and who must reside within the jurisdiction of the appointing body.

➤ **Advisory Planning Commission**

As required by the bi-state Compact, a 19-member Advisory Planning Commission, comprised of local planners, regional agency representatives, and community members, assists the Governing Board with technical and scientific issues. The bi-State Compact specifies the member agencies of the Advisory Planning Commission. Members may designate an alternate representative within their agency.

Appendix B: Detailed Profile of Chesapeake Bay Commission (CBC)

Overview

The Chesapeake Bay Commission (CBC) is a 21-member commission, comprised primarily of members of the legislative branches of the three member states – Maryland, Pennsylvania and Virginia—with additional representation by a citizen member and representative of the Administration from each of the states. CBC was formed through laws enacted by all three member-states, but is not a congressionally approved multi-state compact agency. Maryland and Virginia formed CBC in the early 80's. Pennsylvania joined in 1985.

Environmental Context

The Chesapeake Bay is an estuary lying inland from the Atlantic Ocean, surrounded by the states of Maryland and Virginia. The Bay basin extends into six states: Delaware, Maryland, New York State, Pennsylvania, Virginia, and West Virginia – as well as the District of Columbia. The Bay is the largest inland estuary in the U.S., with over 150 rivers and streams flowing into its 64,000 square mile drainage basin.

The Chesapeake Bay is widely known for its seafood production. It is also a destination for water recreation and associated tourism. 18 million people reside within the watershed. Agriculture is a significant industry within the region. Storm-water run-off from urban areas (mostly on the Western Shore) and farms (especially on the Eastern Shore and in the Susquehanna River watershed), have led to the infiltration of dangerously high levels of nitrogen, phosphorus and sediment, and invasion of foreign species, which has significantly degraded the environmental quality of the Bay. In the 1970s, the Chesapeake Bay was discovered to contain one of the planet's first identified marine dead zones, where waters were so depleted of oxygen that they were unable to support life. Lack of oxygen is a symptom of environmental pollution.



Figure 4: Chesapeake Bay Area Map

Organizational Functions

The Commission's twenty-one members define its identify, determine its direction and share its workload. In general, the mission of CBC is to:

1. Assist the legislatures of the member states in evaluating and responding to mutual bay concerns;

2. Promote intergovernmental cooperation and coordination for resource planning;
3. Promote uniformity of legislation, where appropriate;
4. Enhance the functions and powers of existing offices and agencies;
5. Recommend improvements in the management of bay resources.

CBC Staffing

The Commission has five full time staff members. It maintains an office in each of the three member states. The Maryland office is also the organization's headquarters, from where the Executive Director and Administrative Officer work. Each of the three State Directors works out of their respective state office. The current CBC Executive Director has led the organization for the past 26 years. The Executive Director and all three State Directors also have background training in the sciences. Additionally, two of the three State Directors hold law degrees, while the third has three decades of experience with a key state environmental agency.

Budget

CBC's budget is very stable: the single change in the last decade represents a general cost of living/operating increase. There have been no fluctuations in numbers of staff or offices, which are the largest costs for the organization.

Since 2008, the annual organizational budget has been \$675,000. Each state contributes an equal amount (as per state law) of \$225,000. Prior to the 2008 budget increase, the annual state contributions were \$195,000 each.

Those costs cover:

- 5 FTE (See breakdown above)
- 3 offices
- 4 quarterly, two day meetings – including Commissioner expenses
- Publications: writing is typically done in-house. CBC always attempts to secure grant funding for the cost of publications, typically in the \$15,000 to \$25,000 range, but that doesn't always occur.

CBC Approach

Commissioners advance and implement state and federal policy that supports Chesapeake Bay restoration by sponsoring bills, consulting with their respective Governors, partnering with colleagues in the state general assemblies and in local governments, and petitioning the U.S. Congress.

When the Commission meets, its business includes receiving progress updates on ongoing projects, empowering staff to begin new projects, and receiving information from scientific experts, such as scholars and federal agency leaders.

A typical Commission meeting agenda may include:

- Expert panel presentations (by EPA senior staffers) highlighting issues related to the scale of storm-water management needs in the Anacostia watershed, and the challenge of engaging citizens in the effort.
- Directing CBC staff to:
 - Keep involved in Conowingo Dam FERC relicensing and sediment release issues;
 - Develop a proposal and seeking grant support for a storm-water financing policy project involving financing experts;
 - Finalize the Crediting Conservation Report and rollout to public;
 - Send a letter to Senator Mulikulski and Congressman Shuster on U.S. Army Corps of Engineers funding to support oyster restoration through the Water Resources Development Act.

CBC Successes and Setbacks

The Commission's biggest recent contributions to Bay restoration efforts have been through the implementation of legislation across all three member-states to reduce the amount of phosphorus entering the Bay, and in securing funding for the cleanup efforts.

Two widely cited examples: The Commission was instrumental on the phosphorus detergent ban across the three states, as well as the more recent removal of phosphorus from lawn fertilizer. The EPA attributes the phosphorus detergent ban to reducing phosphorus in the Bay by 27%. The benefits of the changes to lawn fertilizer, in particular, reach beyond the Bay basin: fertilizer companies have removed phosphorus as an ingredient for fertilizers sold throughout the U.S. because of their new understanding about its non-necessity.

The Commission was successful in lobbying the federal government for funding to support the Chesapeake Bay clean-up in the form of a specific funding set aside in the 2008 Farm Bill. Most likely due to similar lobbying efforts on the part of other regions, the 2014 Farm Bill did not include a specific Chesapeake funding set-aside, but does allow Chesapeake and several other U.S. water bodies to compete for set-aside grant funding.

Current Priorities and Accomplishments

The Commission currently has four main policy priorities: land conservation, manure to energy, biofuels, and nutrient trading. Those overarching aims translate into a multi-prong legislative agenda.

At this time, CBC's legislative agenda is focused on the following initiatives:

- Protect and enhance TMDL implementation funding
- Improve tracking of TMDL implementation
- Land conservation as a contributor to local TMDL requirement goals
- Nutrient credit trading as a contributor to local TMDL requirement goals
- Promote adoption of manure to energy: an emerging strategy to address pollution
- Fisheries management: expand monitoring, public engagement and restoration

In 2013, Commission members proposed 60 individual pieces of legislation related to environmental protection of the Bay. The Virginia delegation put forward 30 bills for consideration by their state legislature; the Maryland delegation put forward 29 bills; and Pennsylvania delegation 9 bills.

In 2012 the Maryland delegation secured the passing of 14 bills, plus 4 budget items; the Virginia delegation secured 9 legislative bills, plus 9 budget-related items; and the Pennsylvania delegation had secured 5 successful bills at the end of the reporting period (but prior to the end of the session). These bills produced the following outcomes:

- Raised revenue through fees
- Distributed funding to Bay Cleanup
- Penalized criminalized activity that endangers the health of the Bay – e.g. illegal fishing or importation of invasive species.
- Incentivized behavior: Financial incentives for private individuals
- Removed/imposed regulatory barriers: removed barrier to composting at solid waste facilities; added permitting system to regulate shellfish nurseries.
- Increased transparency: Monitoring and/or publishing data related to toxic inputs to the Bay
- Minor modifications/adjustments to existing bills

CBC Governance

The clear intent of the Commission's structure and protocols is maintaining the balance of power, and bringing key actors, who have authority to create policy change, to the table. Membership, as required by law, is for twenty-one members, with seven from each signatory state. Five members from each state are state legislators, whose terms coincide with those of their office, and whose appointment is made by a senior member of their legislative chamber. Two members of each state's legislative body jointly appoint one citizen member from each state. Each State Governor designates an appointee to serve on behalf of the administration. Typically the Governor appoints the director of the state department of natural resources.

It is seen as an honor to serve on the Commission. Thus, a position on the Commission tends to be given as a reward; sometimes an appointment is given based on a members'

geographic locale; sometimes it is given to a demonstrated environmental leader; sometimes, when the pendulum swings towards a more conservative legislative chamber, a more conservative member is chosen as a “watchperson.”

The Commission typically meets once per quarter: one meeting per year is hosted in each of the three member states, with a fourth meeting hosted in Washington DC. Commissioners are not permitted to send an alternate to commission meetings. Typically, the appointee to the state administration (governor’s appointee) attends along with an additional staff member. These two standards are norms of the agency, rather than written stipulations, and have proven over time to deliver better collaborative and action-oriented results for the Commission.

Commissioners select annually a Commission Chair, plus two Vice Chairs – one member is from each state. Chairmanship alternates annually among the three states. The Chair and Vice Chairs, plus one Alternate from each state, make up the six-member Executive Committee. Alternates are typically members of the alternate chamber from the Chair or Vice Chair of their state. In addition, the past year (outgoing) Chair serves as a seventh, ex-officio and non-voting member of the Executive Committee. This creates continuity that relates to the budget.

Chesapeake Bay Commission: Formation & Early Years

In 1978, at the request of the Legislatures of Maryland and Virginia, the Chesapeake Bay Legislative Advisory Commission undertook a study to examine existing and proposed institutions, and recommend the most desirable Bay management structure. The Advisory Commission recommended improved coordination of Bay-wide management through an interstate organization. In 1980, in response to this recommendation, the legislatures of Virginia and Maryland adopted legislation establishing the Chesapeake Bay Commission (CBC) as a venue to coordinate interstate planning and programs from a legislative perspective. CBC was to advise the state general assemblies on matters of Bay-wide concern.

The Larger Context of Bay Restoration

In 1983, CBC, along with the states of Virginia, Maryland and Pennsylvania, the District of Columbia, and the US Environmental Protection Agency (EPA) signed the first Chesapeake Bay Agreement (known as the 1983 Chesapeake Bay Agreement). This agreement committed the signatories to a cooperative approach to environmental management of the Bay, and established the Chesapeake Bay Program as the specific forum for restoration program efforts, with the Chesapeake Executive Council (CEC) as the policy body to oversee the work of the Chesapeake Bay Program. The six signatories of the 1983 Chesapeake Bay Agreement became the CEC. CBC’s Chair is a member of the CEC; CBC’s Executive Director is a member of the Principal Staff Committee. The Chesapeake Bay Agreement was reaffirmed by Virginia, Maryland, and Pennsylvania in 1992, 2000, and 2014. Delaware, New York State and West Virginia also signed the 2014 Agreement. The Chesapeake Bay Agreement sets policy goals and environmental thresholds for restoration of the Bay, although goals are voluntary goals, rather than mandates.

The CEC's role in the Chesapeake Bay Program is to:

- Establish policy direction for the restoration and protection of the bay and its living resources;
- Exert leadership to marshal public support for the bay effort;
- Sign directives, agreements and amendments that set goals and guide policy for bay restoration;
- Be accountable to the public for progress made under the bay agreements.

EPA funding for the Chesapeake Bay Program Office has ranged from about \$20 million annually in the 1990s to about \$50 million in recent years. About 60 percent of this funding is pass-through funding, which is ultimately provided annually to states, local governments, NGOs, academic institutions through grant programs. The Chesapeake Bay Program has a complex structure to ensure effective implementation of environmental restoration policies and programs, as well as effective communication to all stakeholders in the Chesapeake Bay Region

Appendix C: Details of Media Coverage

Agency	Newspaper	Year	Date	Title
CRGC	The Janesville Gazette (Wisconsin)	2014	12-Aug	Evansville hires Jason Sergeant for community development director
CRGC	The Columbian (Vancouver, Washington)	2014	24-Jul	Tiny Killers Taking Tall Trees Invasive bark beetles spread in Gorge
CRGC	The Columbian (Vancouver, Washington)	2014	19-Jul	Gorge panel raises oil, coal concerns
CRGC	The Columbian (Vancouver, Washington)	2014	29-Jul	Gorge panel preps its funding sales pitch
CRGC	The Columbian (Vancouver, Washington)	2014	11-May	Marijuana debate far from over
CRGC	The Columbian (Vancouver, Washington)	2014	6-May	Battle Ground firm repairing Benson Bridge
CRGC	The Columbian (Vancouver, Washington)	2014	30-Apr	B.G. firm repairing Benson Bridge
CRGC	The Columbian (Vancouver, Washington)	2012	15-Sep	In our view: Cheers & Jeers
CRGC	The Columbian (Vancouver, Washington)	2012	10-Sep	Gorge group preps funding pitch
CRGC	Daily Journal of Commerce (Portland, OR)	2012	26-Jun	110-acre clear cut near Oregon city of Mosier leaves gorge residents whirling
CRGC	The Columbian (Vancouver, Washington)	2012	28-Feb	Our readers' views
CRGC	The Columbian (Vancouver, Washington)	2012	22-Feb	In our view: Tough Task in the Gorge
CRGC	The Columbian (Vancouver, Washington)	2012	21-Feb	Gorge group leader will hit the ground running
CRGC	The Columbian (Vancouver, Washington)	2011	20-Nov	Gorge scenic area gets new manager
CRGC	The Columbian (Vancouver, Washington)	2011	15-Nov	Gorge air quality focus of lawsuit

Agency	Newspaper	Year	Date	Title
CRGC	The Columbian (Vancouver, Washington)	2011	9-Nov	Gorge commission faces a daunting transition
CRGC	The Columbian (Vancouver, Washington)	2011	5-Oct	Jill Arens stepping down as executive director of Gorge Commission after 5 years
CRGC	The Columbian (Vancouver, Washington)	2011	3-Sep	Closure of plant will help clear Gorge air
CRGC	Daily Journal of Commerce (Portland, OR)	2011	31-Aug	Portland Metro president nominates new COO
CRGC	The Columbian (Vancouver, Washington)	2011	14-Aug	Economy in Gorge counties continues to be pretty rocky
CRGC	The Columbian (Vancouver, Washington)	2011	14-Aug	Still Gorge-ous at 25
CRGC	The Columbian (Vancouver, Washington)	2011	4-Jul	COLUMBIA RIVER GORGE Forest Service land purchases heighten area's appeal
CRGC	The Columbian (Vancouver, Washington)	2011	16-Jun	Gorge Commission reacts to budget cuts
CRGC	The Columbian (Vancouver, Washington)	2011	22-Apr	In our view: Don't Neglect Gorge
CRGC	The Columbian (Vancouver, Washington)	2011	21-Apr	Columbia River Gorge Commission faces prospect of serious cuts
CRGC	The Columbian (Vancouver, Washington)	2011	13-Feb	Gorge Commission eyes budget trims
CRGC	The Columbian (Vancouver, Washington)	2010	17-Dec	In our view: Fewer Silos
CRGC	The Columbian (Vancouver, Washington)	2010	1-Dec	In our view: Survival in the Gorge
CRGC	The Columbian (Vancouver, Washington)	2010	30-Nov	Gorge commission sees resources eroding
CRGC	The Columbian (Vancouver, Washington)	2010	10-Oct	WASHINGTON's wind power windfall
TRPA	The International Herald Tribune	2013	8-Oct	Visions clash over lake's future
TRPA	The New York Times	2013	7-Oct	A Balancing Act Around Lake Tahoe

Agency	Newspaper	Year	Date	Title
TRPA	The Monterey County Herald	2013	23-Jun	New rules aim to boost Lake Tahoe clarity
TRPA	The Monterey County Herald	2013	19-May	Non-native snail turns up in Truckee River
TRPA	The New York Times	2013	14-Jan	After Years of Discord, California and Nevada Agree on Tahoe Development
TRPA	Contra Costa Times (California)	2013	4-Jan	Climate change threatens Tahoe's snow levels, lake clarity
TRPA	The New York Times	2012	13-Jul	Crayfish to Eat, and to Clean the Water
TRPA	San Jose Mercury News (California)	2012	26-Jun	Joanne S. Marchetta: Tahoe needs to allow some development to make environmental gains
TRPA	Denver Post	2012	26-Feb	Betting high
TRPA	Contra Costa Times (California)	2011	5-Nov	A pioneer remembers how she and friends saved the bay
TRPA	Contra Costa Times (California)	2011	13-Aug	Tahoe looks to future with less money, more tension
TRPA	Contra Costa Times (California)	2011	12-Aug	Climate change may be muddying Lake Tahoe waters
TRPA	Contra Costa Times (California)	2011	7-Apr	Brown appoints members to transportation boards
TRPA	Contra Costa Times (California)	2010	6-Nov	Dennis Oliver, former Oakland Tribune reporter, dies at 47
TRPA	San Jose Mercury News (California)	2010	26-Aug	Opinion: Future of Lake Tahoe is by no means assured
TRPA	San Jose Mercury News (California)	2010	16-Aug	Roundup
TRPA	Deseret Morning News (Salt Lake City)	2010	14-Aug	New BLM director sees positive future for Utah land issues

Agency	Newspaper	Year	Date	Title
CBC	The Baltimore Sun	2014	16-Jun	Bay phosphorus reduction lagging; In past decade, levels of the pollutant are unchanged in many rivers and rising in some
CBC	The Baltimore Sun	2014	17-Mar	Md. farmers are wrongly blamed for bay troubles
CBC	The Capital (Annapolis, MD)	2013	13-Dec	New bay agreement drafted; Can states opt out?
CBC	Maryland Gazette	2013	2-Oct	Losing the; Billions of tax dollars, decades of effort, the result?
CBC	The Evening Sun (Hanover, Pennsylvania)	2013	19-Sep	Chicken waste fuels conversation on thermal energy
CBC	The Capital (Annapolis, MD)	2013	15-Sep	Polls open Tuesday for primary elections
CBC	The Capital (Annapolis, MD)	2013	14-Aug	Mayoral race gets more interesting
CBC	The Capital (Annapolis, MD)	2013	10-May	Dishing the dirt; Dealing with sediment at the Conowingo Dam
CBC	The Capital (Annapolis, MD)	2013	20-Mar	Farm pollution measure divides environmentalists
CBC	The Capital (Annapolis, MD)	2013	26-Jan	McIntosh to lead bay commission
CBC	The Washington Post	2012	1-Oct	A market to save the bay
CBC	The Capital (Annapolis, MD)	2012	17-Aug	Pollution trading impact on poor questioned; Group questions Chesapeake pollution trading's impact on poor communities
CBC	Intelligencer Journal/New Era (Lancaster, Pennsylvania)	2012	5-Jun	This Week, Lancaster At Center Of The Clean-Water Movement

Agency	Newspaper	Year	Date	Title
CBC	The Capital (Annapolis, MD)	2012	4-May	Nutrient trading could cut costs of bay cleanup; Nutrient trading could trim bay restoration costs up to 80 percent, study finds
CBC	The York Dispatch (Pennsylvania)	2012	4-May	Business dispatches for 4/26/2012
CBC	The Capital (Annapolis, MD)	2012	21-Apr	Treat your lawn
CBC	The York Dispatch (Pennsylvania)	2012	14-Mar	Miller seeks eighth term in state House
CBC	The York Dispatch (Pennsylvania)	2012	30-Jan	Miller to chair Chesapeake Bay Commission's Pa. delegation
CBC	The Capital (Annapolis, MD)	2012	28-Jan	Report: Manure-to-energy needed
CBC	The Capital (Annapolis, MD)	2011	3-Oct	Turning waste to profit; Grant aims to convert chicken manure to green energy on Eastern Shore farms
CBC	The Capital (Annapolis, MD)	2011	3-Aug	Bay czar: 'We will win this one'
CBC	Intelligencer Journal/New Era (Lancaster, Pennsylvania)	2011	15-Jul	Regulate Fertilizer Use On Lawns, Too
CBC	Intelligencer Journal/New Era (Lancaster, Pennsylvania)	2011	13-Jul	Brubaker Bill Targets Lawn, Field Fertilizer ; Goal Is To Protect Chesapeake Bay
CBC	The Washington Post	2011	10-Jul	A cleaner bay, a better economy
CBC	The Capital (Annapolis, MD)	2011	9-Mar	Bill targets limits on lawn fertilizer
CBC	The Capital (Annapolis, MD)	2011	9-Mar	Bill targets limits; Seeks to cut nitrogen, ban phosphorous
CBC	Intelligencer Journal/New Era (Lancaster, Pennsylvania)	2011	14-Feb	Bay Subject Of Essay Challenge
CBC	The Capital (Annapolis, MD)	2010	14-Dec	Federal aid sought for conservation
CBC	The Free Lance-Star (Fredericksburg, Virginia)	2010	14-Dec	Saving the Chesapeake Bay means conserving the land

Agency	Newspaper	Year	Date	Title
CBC	Daily the Pak Banker	2010	15-Nov	USA: Construction Commences on Pennsylvania Dairy Farm Waste Management System Which Will Produce Cost-Effective, Permanent, Measurable and Verifiable Nutrient Reductions to the Chesapeake Bay
CBC	Intelligencer Journal/New Era (Lancaster, Pennsylvania)	2010	9-Sep	Feds Get Tough On Cleaning Up Chesapeake Bay; Federal Intervention Modest Improvements
CBC	The York Dispatch (Pennsylvania)	2010	19-Aug	\$51K native plant project in downtown York destroyed (video)

Bibliographic Note

➤ Documents on Tahoe Regional Planning Agency

We reviewed the content of TRPA’s website, <http://www.trpa.org/>. We also referred to the documents below.

2015. *Presentation on FY 2015 Budget*. Tahoe Regional Planning Agency. Delivered June 25, 2014. <http://www.trpa.org/wp-content/uploads/FY-2015-Budget-GB-Presentation.pdf>

2013. *Financial Statements: Year Ended June 30, 2013*. Tahoe Regional Planning Agency. <http://www.trpa.org/wp-content/uploads/Financial-Statements-6-30-13.pdf>

2012. *Regional Plan*. Tahoe Regional Planning Agency. Adopted by the TRPA Governing Board December 12. <http://www.trpa.org/regional-plan/regional-plan-eis/>

2011. *AN ACT relating to land use planning; providing for the withdrawal of the State of Nevada from the Tahoe Regional Planning Compact; and providing other matters properly relating thereto*. SB 271. Nevada Senate. Enacted March 18. <http://www.leg.state.nv.us/Session/76th2011/Bills/SB/SB271.pdf>

2011. *Nevada Legislation Provides Opportunity to Open Dialogue Between States on Lake Tahoe*. Joanne S. Marchetta, Executive Director, Tahoe Regional Planning Agency. http://www.trpa.org/wp-content/uploads/COLUMN_NV_Legislation_6-8-111.pdf

2011. “Ultimatum on Lake Tahoe Nevada is pressuring California to make it easier to win approval for developments” Bettina Boxall, *Los Angeles Times*. July 27.

2011. *Threshold Hold Evaluation Report*. Tahoe Regional Planning Agency. <http://www.trpa.org/regional-plan/threshold-evaluation/>

2007. *INTERSTATE COMPACTS: An Overview of the Structure and Governance of Environment and Natural Resource Compacts*. General Accounting Office. April 2007. <http://www.gao.gov/assets/260/258939.pdf>

1980. *The Compact: Tahoe Regional Planning Agency*. Public Law 96-551, 96th Congress. Enacted December 19. http://www.trpa.org/wp-content/uploads/Bistate_Compact.pdf

➤ Documents on Chesapeake Bay Commission

We reviewed the content of the websites of the Chesapeake Bay Commission, <http://www.chesbay.us/>, and the Chesapeake Bay Program, <http://www.chesapeakebay.net/>. We also referred to the documents below.

2014. *Executive Order 13508, Combined FY 2014 Action Plan and FY 2013 Progress Report, Strategy for Protecting and Restoring the Chesapeake Bay Watershed*. Enacted May 14.

http://executiveorder.chesapeakebay.net/file.axd?file=2014%2f7%2fChes_Bay_FY14AP_FY13PR_2014-07-25.pdf

2012-2104. *Minutes of the Chesapeake Bay Commission*. January 5 2012, May 3-4 2012, Nov 8-9 2012, Sept 6-7 2012, Jan 3 2013, May 9-10 2013, Nov 14-15 2013, Jan 2 2014.
<http://www.chesbay.us/meetings.htm>

2013 *Policy for the Bay*. Chesapeake Bay Commission.
<http://www.chesbay.us/Publications/CBC%20annual%20report%202013.pdf>

2013. *Chesapeake Bay Related Legislation, 2013 Legislation*. <http://www.chesbay.us/legislation.html>

2012. *Chesapeake Bay Commission, 2012 General Assembly Sessions, Maryland, Virginia, and Pennsylvania*. <http://www.chesbay.us/Publications/2012%20Legislation.pdf>

2011. *Chesapeake Bay Commission, 2011 General Assembly Sessions, Maryland, Virginia, and Pennsylvania*. <http://www.chesbay.us/Publications/2011%20Legislation.pdf>

2010. *Cooperative approaches and ecosystem markets needed to conserve Chesapeake's watershed lands*. Chesapeake Bay Commission and Chesapeake Conservancy. Dec 13.
<http://www.chesbay.us/Land%20Conservation/Press/Report%20Release.pdf>

2010. *At the Federal Level: Chesapeake Bay Commission plans to seek Federal funds for state's conservation work*. Chesapeake Bay Commission and Chesapeake Conservancy.
<http://www.chesbay.us/Land%20Conservation/Press/At%20the%20federal%20level.pdf>

2010. *In Maryland: New report spurs proposal to reduce Pressure to sell inherited farms*. Chesapeake Bay Commission and Chesapeake Conservancy.
<http://www.chesbay.us/Land%20Conservation/Press/In%20Maryland.pdf>

2010. *In Pennsylvania: Legislators consider enhancement of stewardship on conserved lands*. Chesapeake Bay Commission and Chesapeake Conservancy.
<http://www.chesbay.us/Land%20Conservation/Press/In%20Pennsylvania.pdf>

2010. *In Virginia: Bay delegates say Virginia needs stable funding for land conservation*. Chesapeake Bay Commission and Chesapeake Conservancy.
<http://www.chesbay.us/Land%20Conservation/Press/In%20Virginia.pdf>

Chesapeake 2000. Signed June 28 2000.
http://www.epa.gov/region03/chesapeake/grants/2014Guidance/Attachment1_Chesapeake_2000_Agreement.pdf

1992. *Chesapeake Bay Agreement 1992 Amendments*. Signed August 12.
<http://www.chesbay.us/Publications/Archive%20Publications/1992%20Bay%20Agreement%20Amendments.pdf>

1987 *Chesapeake Bay Agreement*. Signed December 15.
<http://www.chesbay.us/Publications/Archive%20Publications/1987%20Bay%20Agreement%20PDF.pdf>

1985. *CHESAPEAKE BAY COMMISSION – ESTABLISHING*. Act of Jun. 25, 1985, P.L. 64, No. 25 Cl. 32. <http://www.legis.state.pa.us/WU01/LI/LI/US/PDF/1985/0/0025..PDF>

1983. *The Chesapeake Bay Agreement of 1983*. Signed December 9. <http://www.chesbay.us/Publications/Archive%20Publications/1983%20Bay%20Agreement.pdf>

1980. *Report of the Chesapeake Bay Legislative Advisory Commission to the Governors of Maryland and Virginia, the General Assembly of the Commonwealth of Virginia and the General Assembly of the State of Maryland*. Richmond, Va. : Commonwealth of Virginia.