

Appendix 2: Consultant's Report for the CNPCP Advisory Panel

Summary Report

Expert Advisory Panel Program Review & Input

Prepared by: Bluestem Communications

Prepared for: Illinois Coastal Management Program

I. ADVISORY PANEL OVERVIEW

Purpose & Goals

The Illinois Coastal Management Program (ICMP), a department within the Illinois Department of Natural Resources (IDNR), retained Bluestem Communications (Bluestem) to assist with facilitating an Advisory Panel of experts to provide input into the development of the Illinois Coastal Nonpoint Source Pollution Control (CNPC) Program. This new CNPCP will be implemented jointly by ICMP and the Illinois Environmental Protection Agency (IEPA). Specifically, ICMP sought to identify the following:

- Input into the unfilled niche(s) that the new CNPCP could address
- How best the CNPC could provide technical assistance to local governments and the public to implement management measures
- A blueprint for a continued process for CNPC program coordination with stakeholders into the future

Participants

Bluestem worked with staff from ICMP and IEPA to identify a panel of experts who work in the Illinois Coastal Zone on issues related to stormwater management and nonpoint source pollution or otherwise manage these issues. Invitations were extended to 22 professionals representing regulatory agencies, land management agencies, stormwater management agencies, municipal departments, municipal planning agencies and local nonprofit organizations working on these issues. The final Advisory Panel comprised the following group of volunteers:

Name	Organization
Lyman Welch	Alliance for the Great Lakes
Richard Nichols	Association of Illinois Soil and Water Conservation Districts
Dan Cooper	Chicago Park District
John Quail	Friends of the Chicago River
Dan Injerd	Illinois Department of Natural Resources - Office of Water Resources
Amy Walkenbach	Illinois Environmental Protection Agency (IEPA)
Ders Anderson	Openlands - Lake Calumet Watershed Group
Stacy Meyers	Openlands
Michael Adam	Lake County Health Department

Name	Organization
Patty Werner	Lake County Stormwater Management District
Mike Prusila	Lake County Stormwater Management District
Abby Crisostomo	Metropolitan Planning Council
John Murray	Metropolitan Water Reclamation District
Josh Lott	National Oceanic and Atmospheric Administration
Reggie Greenwood	South Suburban Mayors and Managers Association
Janette Marsh	U.S. Environmental Protection Agency - Region 5

II. ADVISORY PANEL FACILITATION

Providing Input

The Advisory Panel met five times from January 2014 - June 2014 in a series of workshops designed to answer three specific questions:

- What gaps currently exist in our region's efforts to reduce nonpoint source pollution?
- How can the CNPCP best contribute to filling those gaps?
- How can the CNPCP best complement the efforts already being made to decrease nonpoint source pollution and improve Lake Michigan's water quality?

Appendix 2.1 includes the meeting agendas and notes from each of the Advisory Panel meetings. In addition to the questions above, the Panel assisted with the development of a survey sent to a broader group of stakeholders in the region, and identifying the most pressing needs (i.e., prioritization).

Survey

After several months of working to identify on-the-ground needs and potential solutions, the Advisory Panel assisted with the development of a survey sent to a broad group of regional stakeholders, with 20 people participating in the survey. The survey was designed to assist with

prioritization of issues and solutions, and was geared toward municipal representatives, regulatory agency staff, public utility staff and local nonprofit partners.

III. INPUT AND OUTCOMES

Addressing Source Categories and Management Measures

In an effort to ensure that the CNPCP will consider and address all of the Management Measures identified by Source Category, the Advisory Panel first reviewed each Source Category, and how other State Coastal Programs have addressed those particular Management Measures. Then, through a series of facilitated workshops, the Panel identified all of the on-the-ground gaps in nonpoint source pollution management within the Illinois Coastal Zone. This was done by reviewing each of the Management Measures identified within each Source Category – with the exception of the Agriculture and Forestry categories – and discussing where current management needs exist, and to the extent possible, identifying potential solutions to address those gaps. Appendix 2.2 includes summary charts of the needs and solutions identified by the Advisory Panel, within each Source Category.

CNPCC Capacity

Due to the complexity of nonpoint source pollution and its management, many of the gaps and solutions overlap. Further, the CNPCP in practice will seek to address nonpoint source pollution from a comprehensive approach, so the team further distilled the gaps and potential solutions from the lens of actual capacity of ICMP and IEPA. The capacities of ICMP and IEPA were broken down into several categories, to help identify just how the CNPCP could participate in the solutions:

Technical Assistance

ICMP and IEPA staff have limited expertise and capacity with regard to some specific issues identified as gaps or on-the-ground needs. However, the agencies can serve as facilitators, educators and resources for technical information pertaining to rules and regulatory guidance. To that extent, in this category, the CNPCP could focus efforts to:

- Host workshops, develop instruction manuals or provide staff expertise to help agencies or municipalities implement on-the-ground projects
- CMP does not currently have staff capacity to provide technical assistance for some of the identified issues, but fostering partnerships to host workshops are a viable option

- IEPA currently produces instruction manuals and provides workshops, but has limited capacity to do so

Coordination/ Clearinghouse

ICMP and IEPA staff participate in regional planning groups and maintain a presence in the region with agency partners and other organizations. The CNPCP could serve as a repository for information, data, materials and other resources, in an effort to ensure access to and coordination among the various agencies and organizations working in the Illinois Coastal Zone. In this category, the CNPCP could:

- Provide a leadership role to bring together agencies to build communication and share resources about specific issues
- Convene task forces, consortiums or otherwise facilitate stakeholder groups to ensure consistency among them

Regulatory

ICMP has no regulatory authority in the State of Illinois, and IEPA has limited capacity and regulatory authority. It is unlikely the CNPCP would focus heavily on taking regulatory action. However, the CNPCP could include limited capacity and can perform the following functions:

- Provide guidance on regulatory issues
- Enforce legislation or ordinances

Information Sharing, Data Inventories, Research & Resource Sharing

ICMP and IEPA staff regularly research and develop or otherwise work with datasets. Such information is highly valuable for municipal agencies or other organizations without the same technical capacity. As such, the CNPCP could function to:

- Gather and distribute data from multiple agencies and organizations
- Organize data collection processes
- Provide mapping services or coordination
- Share data with other organizations
- Develop inventories or helpful/ required research

Planning & Implementation (Funding for)

ICMP and IEPA each manage grant programs with established priorities and focus. Such programs fund partners to plan and implement programs or projects that address nonpoint source pollution. The agencies could focus priorities for the following grant programs toward projects that will address nonpoint source pollution issues (such as green infrastructure implementation and watershed planning):

- Provide financial assistance through the ICMP Coastal Grants Program

- Provide financial assistance through IEPA grant programs, such as the 319 Watershed Planning and Implementation grants
- To some degree, focus State Revolving Funds to green infrastructure projects

Outreach/Education (Funding for)

ICMP and IEPA each have grant programs that could fund the following work within the Illinois Coastal Zone:

- Develop and distribute educational materials
- Build stakeholder lists
- Share funding information and other resources
- Conduct outreach

Addressing the Needs

The following table represents the full list of gaps, as identified by the Advisory Panel, organized by the capacity category (described above) under which they may be addressed. The table is organized with an identified need, its potential solution within the CNPCP, the Source Category under which it was originally identified as a gap, and the CNPCP staff that would likely take the lead in implementing the solution.

PLANNING & IMPLEMENTATION			
Identified Need/Gap	Potential Solution	Source Category	CNPC Lead Staff
Not capturing boaters that do not have dock slips at the Clean Marinas	CMP already funds IL/IN Sea Grant Clean Boat project - continue funding	Marina	CMP
BMPs not implemented on private or public properties with ravines	319 program can provide funding if there is a conservation easement	Hydromodification	IEPA
Lots of places to improve and connect hydrology in wetland areas	319 program can fund wetland hydrology	Hydromodification	IEPA
Protection and management of riparian lands	Grants for restoration projects	Wetlands	CMP
More comprehensive planning at watershed scale; develop, adopt,	Funding for 319 plans (ongoing)	Urban Areas	IEPA

implement more 319 plans			
Monitoring/follow up on implementation of watershed plans	319 program staff	Urban Areas	IEPA
Implementation of green infrastructure practices	Provide grants for green infrastructure implementation	Urban Areas	CMP
	Illinois Green Infrastructure Grants (IGIG) - not available anymore/on hiatus	Urban Areas	IEPA
Daylighting storm sewers	319 program funding	Hydromodification	IEPA
TECHNICAL ASSISTANCE			
Identified Need/Gap	Potential Solution	Source Category	Agency
Repair and maintenance of new or existing structures (seawalls, piers)	Develop operating and maintenance procedures and guidelines	Hydromodification	IEPA
Protection and management of riparian lands	Technical assistance about easements and acquisition	Wetlands	CMP
More comprehensive planning at watershed scale; develop, adopt, implement more 319 plans	New joint ICMP/IEPA staff person to focus on outreach/education	Urban Areas	CMP/ IEPA
Knowledge gap about boat sewage discharge	Provide legal information; workshops	Marina	CMP/ IEPA
Consistent standards for monitoring and maintenance of BMPs	Operating/guidance manuals (such as Illinois Urban Manual)	Urban Areas	IEPA
Integration of sustainable design practices	Operating/guidance manuals (such as Illinois Urban Manual)	Urban Areas	IEPA
Provide more guidance to local governments on the use of best management practices	Provide guidance and practical assistance	Urban Areas	CMP
Consistent and regular maintenance of grey infrastructure	Operating/guidance manuals	Urban Areas	IEPA
COORDINATION/CLEARINGHOUSE			
Identified Need/Gap	Solution	Source Category	Agency

BMPs not implemented on private or public properties with ravines	Coordinate with IEPA 319 planning	Hydromodification	CMP/IEPA
Several existing ravine restoration programs	Coordinate among programs	Hydromodification	CMP
Coordinate with riparian landowners re management of lands	Coordinate with agencies	Wetlands	CMP
Additional water quality monitoring of the watershed and strategic placement of monitors	Organize a consortium to bring together agencies conducting monitoring	Urban Areas	CMP/IEPA
Coordination of mapping efforts and assistance with implementing restoration plans		Wetlands	CMP/IEPA
Coordinate with public agencies such as MWRD on restoration projects		Wetlands	CMP
Coordinate with Chicago Wilderness and forest preserve districts or FPD on restoration projects		Wetlands	CMP/IEPA

REGULATORY

Identified Need/Gap	Potential Solution	Source Category	Agency
Regulation of stormwater discharges into ravine systems	IEPA regulates program but not where discharges; develop legislation (long-term)	Urban Areas	IEPA
Improved/more specific stormwater regulations to address redevelopment and retrofits	Implement post construction stormwater standards	Urban Areas	IEPA
Use of salt (roads, sidewalks, parking lots)	Create a licensing program (EX: Minnesota)	Urban Areas	IEPA
Management of snow	Enforcement of existing regulations (can't put in lakes and rivers, etc.)	Other	IEPA

INFO SHARING/INVENTORIES/RESEARCH/DATA COLLECTION

Identified Need/Gap	Potential Solution	Source Category	Agency
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Collapsing sea walls that are holding back contaminated land and brownfields	Create inventory or survey of landscape for brownfield and/or contaminated sites in coastal zone	Other	IEPA
Several ravine restoration programs	Help prioritize restoration projects with technical tools; inventory of sensitive areas; priority locations	Hydromodification	CMP
Lots of places to improve and connect hydrology in wetland areas	Help prioritize restoration projects with technical tools; inventory of sensitive areas; priority locations	Hydromodification	CMP
Inventory of restoration opportunities	Create inventory; gather data	Wetlands	CMP
	319 watershed plans identify projects	Wetlands	IEPA
Protect sensitive ecological areas	Create data inventory	Urban Areas	CMP
Identify baseline of priority pollutants	Create data inventory	Urban Areas	CMP
Assessment of public vs private ownership, to increase restoration on privately owned properties	Create data inventory	Wetlands	CMP
Clean Marinas program does not cover commercial marinas (Navy Pier, Windella boats, water taxis, Calumet marina)		Marina	CMP
Outdated/incomplete inventory of ravine restoration programs	Create comprehensive inventory and make available on website (NOT A PRIORITY)	Hydromodification	CMP
Consistent standard for monitoring and maintenance of BMPs	Create operations/maintenance guidelines	Urban Areas	IEPA
Mapping restoration opportunity areas	Mapping/data collection	Wetlands	CMP
OUTREACH/EDUCATION			
Identified Need/Gap	Potential Solution	Source Category	Agency
Enforcement of fish waste regulations (to help with gull programs)	Part of Clean Marinas program	Marina	CMP
Clean Marinas program does not cover commercial marinas (Navy Pier, Windella boats, water taxis, Calumet)	CMP to conduct outreach re BMPs	Marina	CMP

marina)			
Voluntary program – how to get all marinas (lakefront and river) certified?	More education and outreach; Part of Clean Marinas program	Marina	CMP
Interstate coordination to make sure boaters are aware of other state programs, regulations	Coordinate with Great Lakes Clean Marina program	Marina	CMP - in progress
Asphalt sealants	Provide more guidance about what types of sealant to use at point of purchase	Marina	CMP/IEPA
Balance sand management and erosion control; coordinate local control with federal and state programs	Work with local communities to provide more info about state and federal programs; outreach to local communities	Hydromodification	CMP
Guidance on ravine restoration and new structures on the shoreline	Provide better communication about existing programs and resources to communities and municipalities	Hydromodification	CMP
Protection and management of riparian lands	Education and outreach programs to riparian landowners	Wetlands	CMP
Use of salt (roads, sidewalks, parking lots)	Education and outreach about use and alternatives	Urban Areas	CMP/IEPA
Urban wildlife and nuisance control (gulls, pets)	Education and outreach about management tactics	Urban Areas	CMP/IEPA
Lack of knowledge about Clean Marinas program	Additional outreach; in progress	Marina	CMP
Provide more guidance about maintenance facilities	Additional outreach; in progress	Marina	CMP
Working with architects/landscape architects (ex: Chicago River projects with Studio Gang)		Wetlands	CMP

IV. RECOMMENDATIONS

Top Issues Identified

Over the course of the months in which the Advisory Panel met, several issues received a lot of attention. While all of the gaps identified are very important, some of the issues already have

clear agencies or organizations leading efforts to provide solutions, while others have no clear leaders yet identified and/ or need additional support in the short term. Currently, the issues of greatest need for support (in no particular order) were identified as:

- Coordination among the many agencies working in the Illinois Coastal Zone
 - Need for more streamlined or integrated permitting processes
 - Wetlands data, for example, is often inconsistent among various agencies or organizations; need a consistent method or dataset for the Coastal Zone
 - Coordinating with the IEPA 319 funding program cycles to ensure planning and implementation projects are receiving priority in sync
 - Coordinating among IDNR offices to ensure issues and processes are being managed consistently
- Water quality monitoring
 - Monitoring is extremely important to track progress, but continually underfunded
 - Monitoring results are not shared effectively, when available, and need better reporting standards
- Stormwater BMP maintenance
 - Many agencies and organizations are installing BMPs, but the long term maintenance and management is not monitored or enforced
 - Consistency in maintaining and monitoring installed BMPs also lacks; not all owners using the same methods or guidelines
 - Illinois Urban Manual is dense and difficult to interpret, but an easier guide could be beneficial
- Green infrastructure (GI) implementation
 - Good planning and siting of GI opportunities exists, but funding and will to implement is limited
- Addressing the actual pollutants causing nonpoint source pollution
 - Cleaning up/ capping brownfields – especially in the Calumet region – where pollutants are exposed and directly polluting the waterways
 - Regulating the chemicals in or use of asphalt sealants (i.e., parking lots at marinas, etc.)
 - Controlling the amount of road salt used in the Coastal Zone

To address the needs above, the CNPCP would use a mix of the capacity categories to implement solutions, based on workplan capacities within the two implementing agencies. The Advisory Panel identified the above issues as having the most pressing needs over the next three to five years.

Several gaps or needs identified currently have good momentum and leaders, but could also benefit from additional support. For the following gaps, the CNPCP could provide funding to

those leaders – municipal and nonprofit partners – through its grant programs for education and outreach, or other efforts currently being initiated by those groups.

- Ravines restoration and maintenance
 - Need for an updated inventory of ravine projects
 - Need for better regulation of stormwater discharges to ravines
- Urban wildlife and nuisance control
- Clean Marinas program expansion
 - The CNPCP inherently addresses the Marinas Source Category through its Clean Marinas program; the program is well funded and developed, but could be expanded or include additional outreach
- Lack of baseline data, information or inventories
 - The causes of nonpoint source pollution are well documented and known, but several issues lack baseline data for evaluating progress
 - Several issues have leaders but could use updated inventories or assessments, such as restoration opportunities, approved watershed plans and priority projects, and areas to improve and connect hydrology in wetland areas

Stakeholder Survey

The Advisory Panel assisted with the development and distribution of a survey to a broader stakeholder group; of that, 20 people took the survey. The full list of survey questions and results can be found in Appendix 2.3. Following are the highlights from the responses received.

- The top issues that respondents feel need attention in the short term were:
 - Implementing natural infrastructure methods (57.9%)
 - Protection of sensitive ecological areas (36.8%)
 - Water quality monitoring (31.6%)
 - Nutrient loading and management (31.6%)
- Most respondents said that funding (through grant programs) would be the most useful way to address the top issues; the second most useful tool would be better coordination among agencies.
- In the open ended questions, respondents made the following suggestions:
 - Need for consistency between municipal ordinances for stormwater management
 - Need for more natural lawn care to reduce pesticide and nutrient use
 - Methods for meeting TMDL coliform limits for stormwater
 - Reducing impervious surfaces in the Coastal Zone
 - Grant funding for full time staff to address issues

Capacity Categories

As outlined above, the CNPCP will have several capacity tools to use in addressing the identified nonpoint source pollution solutions. Of the six capacity categories – Technical Assistance, Coordination/ Clearinghouse, Regulatory, Information Sharing/ Inventories/ Research/ Data Collection, Planning & Implementation (Funding for), and Education & Outreach (Funding for) – the Advisory Panel and survey respondents identified the top services the CNPCP could provide. Both the Advisory Panel and the survey respondents said the biggest need for assistance was funding. This indicates a strong priority for the CNPC program to provide funding (via grants) to programs and projects that address nonpoint source pollution, most importantly for the particular issues identified above and high priority. In addition, the Advisory Panel stressed a need for better coordination among agencies, specifically as that relates to permitting processes and rotating funding program priorities to complement each other. Further, the survey respondents highlighted the need for assistance with data collection and inventories as well as technical assistance.

Based upon the above-noted input, the CNPC should consider focusing its efforts on serving the role of providing funding, agency coordination, and data and information sharing focused on implementing and monitoring natural (green) infrastructure techniques, water quality monitoring and nutrient load management.

Looking to the Future

The above information represents the current needs, as of the completion of the Advisory Panel workshop series in June 2014. The CNPCP will flourish beyond the short term view of three to five years in which these needs were identified; as such regular stakeholder engagement to track progress and needs should be built into the Program. This ensures real time evaluation and program revisions as may be needed. To accomplish this, CNPCP staff should consider the following strategy for future engagement.

1. Annual Stakeholder Survey
 - a. This process generated a list of stakeholders in the Illinois Coastal Zone; that list should be maintained and added to as staff in the region conduct projects or otherwise engage with practitioners in the field.
 - i. Stakeholder list to not only include municipal partners, nonpoint source pollution managers and affected landowners, but also the business community.
 - b. Advisory Panel members should be recruited to assist with survey development and distribution.
 - c. The survey should focus on key information needs about the CNPCP, such as: gauging how effectively stakeholders feel the Program has identified and

addressed needs; polling for new or emerging trends or issues related to nonpoint source pollution; and assessing gaps or needs consistently not being met.

2. Advisory Panel Annual Meeting
 - a. A group of engaged expert advisors has guided this process and their current level of commitment should be recognized as opportunity for support and coordination.
 - b. The CNPCP should convene the Advisory Panel on an annual basis to share best practices, discuss emerging trends and develop the broader stakeholder survey identified above.
3. CNPCP Workshops
 - a. Workshops are a great way to engage stakeholders and practitioners in the region; to the extent the CNPCP will host technical assistance workshops, these should be considered excellent opportunities for engagement.
4. Five Year Programmatic Needs Assessment
 - a. After the fifth year of CNPCP implementation, ICMP should reconvene the Advisory Panel to evaluate the program's overall focus and effectiveness. At that point, ICMP should establish with the Advisory Panel a regular schedule for evaluation and assessment of the CNPCP and its focus.
 - b. The goal of the five year assessment would be to revisit priorities to ensure the most current priority areas are always being addressed and to look at strategic planning and staff capacity to implement the program.