



NATIONAL  
ESTUARINE  
RESEARCH  
RESERVE  
SYSTEM

# RESERVE SYSTEM MANAGEMENT PLAN GUIDELINES AND RESOURCES

2012



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# INTRODUCTION

The National Estuarine Research Reserve System (Reserve System) is a network of 28 areas representing different biogeographic regions and estuarine types within the United States that are protected for long-term research, monitoring, education and coastal stewardship. Established by the Coastal Zone Management Act of 1972, as amended, the Reserve System is a partnership program between the National Oceanic and Atmospheric Administration and the coastal states. As part of this partnership, Federal regulations, [15 C.F.R. Part 921.13](#), require reserves to have a NOAA-approved management plan that is updated every five years. National Estuarine Research Reserve management plans serve as the foundation and guide for reserve activities and collectively they describe the capacities of the Reserve System. These documents can be used as potential source documents for other partner programs, e.g. National Estuary Program and Coastal Zone Management Program, as well as national efforts e.g. National Climate Assessment. NOAA's Estuarine Reserves Division (ERD) works collaboratively with each reserve to support the development and approval of their management plan to ensure compliance with Federal regulations and alignment with national priorities and programs.

## PURPOSE OF A RESERVE MANAGEMENT PLAN

Reserves are increasingly confronted with anthropogenic and natural stressors while needing to plan for the continued protection and use of the reserve for research, education and public use. Reserves are also grappling with complex questions regarding new uses in or near reserves that may or may not be compatible with the Reserve System's mission. A thoughtful and comprehensive management plan will provide a foundation for addressing the challenges of protecting and managing a reserve. Hence, the purpose of a reserve management plan is to:

- Provide the vision and framework to guide reserve activities during a five year period;
  - Present opportunities to discuss reserve niche and strategic collaborations with partners;
  - Communicate how the reserve is addressing priority coastal management issues via their goals, objectives and strategies;
  - Highlight reserve priorities, and staff capabilities and needs, to address those priorities;
  - Demonstrate how system-wide programs are locally relevant and nationally significant;
  - Enable reserves and NOAA to track progress and realize opportunities for growth;
  - Prepare the reserves to acquire facilities construction and land acquisition funds.
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## KEY CHANGES FROM 2006 RESERVE MANAGEMENT PLAN GUIDELINES

Within the last six years almost all reserves have revised a management plan, providing significant experience and information to draw from regarding the process and content of management plans. Additionally, the Reserve System has grown and matured in the areas of strategic planning and program development and is addressing new challenges, such as climate change. This guidance aims to apply information gained and support the reserves in creating a management plan to meet today's challenges. Hence, there are several updates of note from "NERR Management Plan Guidelines 2006" including:

- This guidance promotes a **query-based approach** by providing thought-provoking questions to help reserves craft components of the management plan.
  - The Reserve System created the "2011-2016 Reserve System Strategic Plan" which outlines three focus areas: water quality, habitat protection, and climate change. While water quality and habitat protection have been a focus of the Reserve System since its inception, **climate change is a new focus**. A changing climate will have profound impacts on coastal resources, communities, and infrastructure. It will be imperative to understand impacts and consider options for adapting to and mitigating these impacts. Considering climate change in all aspects of planning and programming are emphasized and encouraged.
  - Coastal management within the context of these three focus areas is sufficiently complex and requires an **adaptive management approach**. This approach is emphasized and encouraged. Adaptive management allows for collaborative learning, application of management actions based on current knowledge, and evaluation of actions to lead to improve management and achievement of objectives.
  - Each reserve sector contributes to this adaptive management approach most effectively when expertise and assets are integrated to provide a complete assessment of the issues and solutions to coastal management challenges. The strategic plan, a key component of a management plan, illustrates how staff skills and assets can be collectively applied to meet these challenges. Creating an **integrated strategic plan** that leverages these skills and assets to address local priorities and system-wide goals is emphasized and encouraged.
  - While an integrated approach to planning is encouraged, it is still important to understand the different capacities of programs at the reserve. The **system-wide foundational** programs in research and monitoring, education and outreach, and coastal training help define reserve niche, provide context for why and how the reserve will address their coastal management issues, and support reserve goals by implementing integrated strategies. It is important to discuss these programs from a national and local context.
  - It is important to understand why the objectives within your plan have or have not been achieved during the five year period. This will inform future management choices and focus for revisions to the plan. Reserves are encouraged to **develop performance measures** to track program performance and outcomes. Performance measures should be directly related to reserve objective statements.
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- Understanding both the **natural and social context of the reserve** is necessary to effectively manage the resources. Improved coastal management starts with educated citizens making informed choices about natural resources; hence, it is essential to understand the dynamics of both natural and human communities. This focus has been built into the “Introduction to the Reserve” section.
- **References and resources** are included in each section of the guidance that provides information, tools, and further guidance for adequately addressing that topic area.

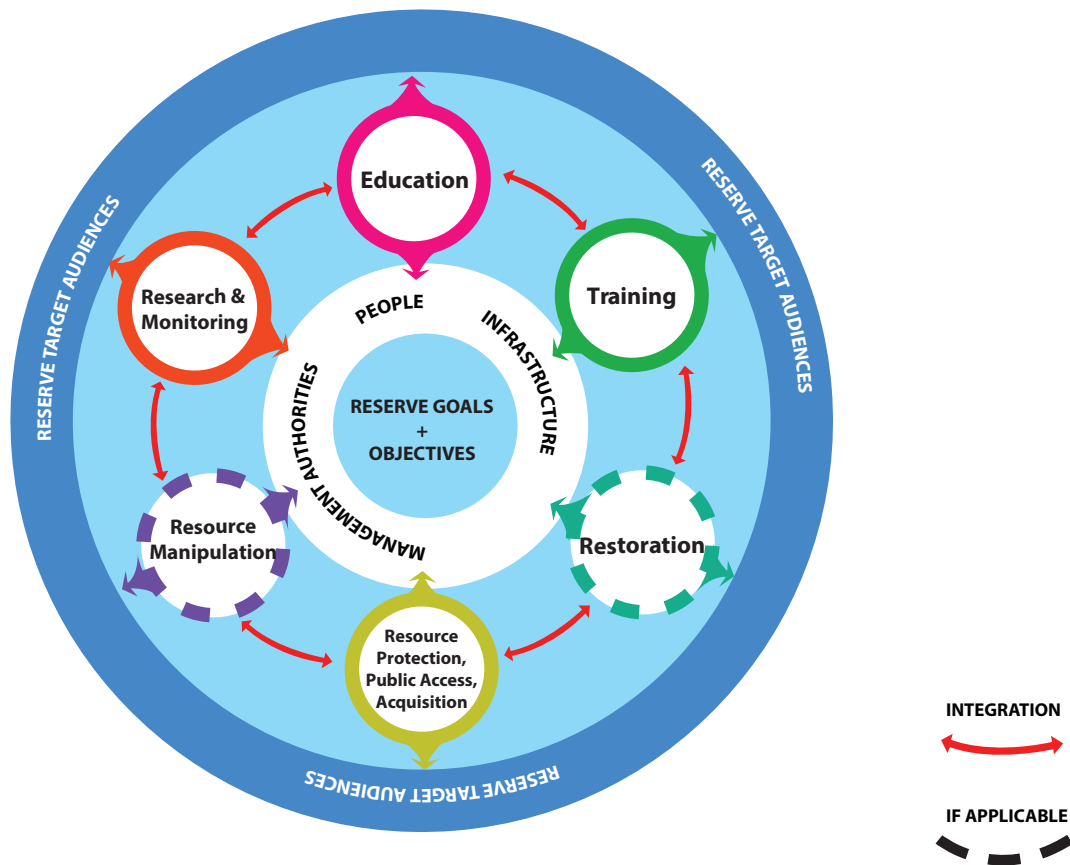
## COMPONENTS OF A MANAGEMENT PLAN

Per Federal regulations, [15 C.F.R. Part 921.13](#), management plans must describe the reserve’s most pressing coastal management issues; goals, objectives, and actions for addressing those issues; plans for administration, research, education/interpretation, public access, construction, acquisition, resource protection, and, if applicable, restoration and habitat manipulation; and include a memorandum of understanding between NOAA and the state agency.

Based on these regulations and Reserve System experience in creating and reviewing management plans, required and optional components are listed below. Details regarding required and optional information, as well as options for organizing this information can be found in Part Two: Guidance for Reserve Management Plan Components. A checklist for each required component, including subcomponents, is available at the beginning of Part Two.

Required Components	Optional Components
Executive Summary Introduction to the Reserve System Introduction to the Reserve Reserve Strategic Plan Program Foundations * Research and Monitoring Education Coastal Training Administrative Plan Resource Protection Plan Public Access and Visitor Use Plan Facility Development and Improvement Plan Acquisition Plan Resource Manipulation Plan (If applicable) Restoration Plan (If applicable) <b>Appendices:</b> •NERRS Regulations •Memorandum of Understanding between State Host Agency and NOAA •All Memorandums of Understanding between land managers within the Reserve •Federal Consistency Determination •Public involvement and comments *See Program Foundations Chapter for options regarding organization of this material	Communications Plan Volunteer Plan Vessel and Vehicle Plan Contingency or Hazard Response Plans Special Area Plans Species Lists

Figure 1 illustrates the relationship among reserve management plan components, within the context of the state and Reserve System, and how these components work together to meet reserve target audience needs. The information in the ‘Introduction to the Reserve System’ and ‘Introduction to the Reserve’ provide context for all subsequent components of the plan. The reserve strategic plan – reserve goals, objectives, and actions- is at the heart of the management plan. Reserve people (i.e. administration), infrastructure (i.e. facilities) and the management authorities that protect the reserve serve as foundations for accomplishing goals and objectives meeting the needs of reserve target audiences. Reserve research and monitoring, education, training, and stewardship sectors work together in an integrated fashion to support implementation of the strategic plan. Stewardship functions are captured within the research and monitoring, resource protection, public access, and land acquisition components, as well as optional restoration and resource manipulation components. The program foundations component captures consistent information for each system-wide program including context, capacity, delivery, needs, opportunities. And finally, it should be noted that reserve programs operate within the context of the Reserve System and state agency priorities. Evidence of alignment with these national and local priorities should be apparent throughout the plan.



**Figure 1. Relationship of Reserve Management Plan Components**



## HOW TO USE THESE GUIDELINES

These guidelines are broken into two parts. Each part uses a query based-approach to promote thinking about current status and opportunities. Some of these questions may be easy to answer, others challenging. Please address as many as possible in a robust, yet succinct way. ERD will use the questions in Part Two as a guide when reviewing the management plan.

**Part One** provides information about the process and timeline for writing a management plan, a suggested adaptive management framework for strategic planning, and how to prepare for writing an integrated strategic plan as part of the process for completing the management plan. The process and timeline provide key steps and considerations during development of the plan. The timeline provides required steps, who should undertake them and how long the steps generally take is provided. The adaptive management section provides a suggested way of thinking about the strategic planning process in a framework that supports use of baseline data and stakeholder information for which goals, objectives and actions are devised. It supports monitoring the implementation of objectives via development of targets and measures and using the information from this evaluation as a tool for collaborative learning to determine next steps, appropriate points for stakeholder engagement, and opportunities for communicating results and/or challenges. The section on preparing to write a strategic plan provides a suggested way for reserve staff to work together to understand their skills and capacities, target audiences and niche for programs and the reserve as a whole so that they can write an effective strategic plan.

**Part Two** provides specific information to support development of each component of the plan including:

■ questions to promote thinking about current status and opportunities ■ required and optional elements ■ case studies ■ references ■ tools and resources

Each management plan revision should be a close collaboration between NOAA and the reserve. The revision process should begin with a discussion between the NOAA ERD program specialist and reserve manager to discuss this guidance, approach to the plan, and timeline for completing the plan.

These guidelines can be found on the NERRS Intranet, under NERRS Guidance, Policy and Planning documents, sub-tab Management Plans. <https://www8.nos.noaa.gov/nerrs/intranet/home.aspx>

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# PART I: PROCESS AND APPROACH FOR REVISING A RESERVE MANAGEMENT PLAN

Part One provides information regarding the process, timeline, and approach for writing a management plan. All of the sections within Part One are meant to provide information to prepare and guide the reserve in developing their management plan. With regard to the process of writing a management plan, key focus areas include creating a strategy for plan revision, managing the process, confirming priorities, planning strategically, achieving integration and engaging stakeholders. A process map and timeline is included that outlines steps and staff involved. Federal requirements are clearly articulated; these include federal consistency, environmental compliance, public involvement, and the approval process.

Part One provides an overview of adaptive management including why it is a good choice for the reserve system, key elements of the approach, and suggestions for linking local and national priorities in the context of an adaptive management planning approach.

And finally, Part One concludes with tips on how to prepare to write the reserve's strategic plan. The strategic plan is a key section within a management plan that outlines the vision, mission, goals, objectives, and actions the reserve will undertake during the five year period of the plan. It is important to prepare and organize information in an integrated way prior to writing the strategic plan. A framework is suggested for how reserve staff can work together to identify program target audiences, assess skills and capacities of reserve programs, and identify reserve program niches. These steps will lead to defining the reserve's niche and creating appropriate goals, objectives and strategies for the reserve. These steps will help ensure the reserve is focusing on their unique contributions, reducing duplication, and working across disciplines to achieve desired results.

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## THE PROCESS OF WRITING A MANAGEMENT PLAN

### I. Creating a strategy for plan revision

As with any project, it will be helpful if reserves have a plan for how to approach the management plan revision. This includes a strategy for how to determine primary coastal management issues, reserve and program niche and impact, how to interact with the public throughout the process, and roles and responsibilities related to completing the plan. The next section on adaptive management provides a list of guiding questions that may be useful to help narrow the coastal management issues relevant to the reserve that also support national priorities. Writing a plan provides the opportunity to identify those issues, the impact the reserve can make in five years, and how the reserve will get there.

#### *A. Managing the Process*

Reserves may opt to develop their plans in-house, contract out, or potentially a combination of both may be applied. There are advantages and disadvantages to each approach.

If reserves choose to develop the plan without outside support, they have complete control over the process and the quality. However, it is very time consuming for the entire staff. To ensure a smooth process, reserves should assess whether their staff have the appropriate skills (writing, editing, project management, facilitation) and the time to dedicate to the project. The plan will benefit from a lead that establishes clear expectations, consistent writing assignments, and keeps the group working toward an agreed upon timeline. If chapters are to be written by separate staff, establish a common outline for those chapters before beginning to write and make sure an editor or the plan lead will be making revisions so that the document is consistent in style and voice.

Contracting out part or all of the process means that some of this work will be done by other people, saving reserve staff time. Reserve staff will still have a big time commitment to provide the content and perspectives needed, and if the reserve is unhappy with the contractor, the process can be expensive and unproductive. Interview contractors ahead of time, be clear about what you want help with (is it facilitating the strategic thinking, writing, editing, graphical support, etc.) and make sure they have the expertise to support you. Based on a 2007 survey of managers, over half of reserves employ outside expertise to complete their plans. Additional results of this survey regarding management plan process and content can be found on the NERRS intranet homepage, under NERRS Guidance, Policy and Planning documents, sub-tab Management Plans.

#### *B. Confirming your priorities*

Whether the reserve will craft the plan itself or work with a contractor, an important first step is to agree upon priorities that serve the reserve's unique niche and complement other efforts in the area. The next section "The Adaptive Management Approach" offers information and questions to facilitate thinking through the life cycle of the strategic plan and some potential first steps regarding identifying priorities:

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1. Review existing state or agency priorities, the 2011-2016 Reserve System Strategic Plan, site-specific needs assessments, program strategies, site profiles, and other planning documents.
2. Use existing advisory groups or set up a Management Plan Advisory Group to ground truth coastal management issues and niche.
3. Use surveys and/or focus groups with thought leaders, surrounding community, key partners, etc. to determine coastal management issues and niche.

### **Narragansett Bay Reserve: Finding their niche**

At the start of their management plan development process, the Narragansett Bay Reserve conducted a survey with the public and ran a series of focus groups with key partners to provide input on the niche of the Reserve in their watershed. For a description of their process and information about the questions they used, see the appendix in their 2010 Management Plan ([http://www.nerrs.noaa.gov/Doc/PDF/Reserve/NAR\\_MgmtPlan.pdf](http://www.nerrs.noaa.gov/Doc/PDF/Reserve/NAR_MgmtPlan.pdf)).

### ***C. Planning Strategically***

Once the reserve identifies the priority issues and their niche, it is time to articulate the desired impact reserve programs will make during the five year life of the plan. There are many tools available to help organizations think strategically about where they want to be and what they want to change. Examples familiar to reserves include SWOT analysis, Logic Models, Structured Decision Making, issue-based planning, etc. ERD encourages reserves to research different options for approaching strategic planning, and to choose one appropriate for the reserve. Basic steps in the process are included within the “Preparing to Write a Strategic Plan” section of these guidelines. Reserve strategic thinking should lead to goals that speak to how the reserve will influence the most critical coastal management issues of the local area and how to strengthen programs over the next five years to address gaps between current activities and what needs to be done. The strategic plan component of the management plan should not be a list of current reserve activities; reserves should articulate desired impact and how it will get there. This is often a challenging process. It is important to involve staff and key partners, as appropriate, in this process. This phase of plan development may benefit from facilitation expertise.

### ***D. Achieving Integration***

If reserve strategic goals are focused on the impact the reserve will have on priority coastal management issues in the next five years, those goals are likely to require the effort of many staff members in a coordinated way. Historically, reserves have developed goal statements specific to foundational programs like research, education, training, stewardship, etc. and integrating across these programs has been difficult to do.

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### **Chesapeake Bay, Virginia Reserve: Program based strategic planning**

The Chesapeake Bay Virginia management plan is organized by foundational program chapters. Those chapters are linked to critical coastal management issues identified in the beginning of the plan through the use of symbols. Goals and objectives in each chapter have one or more symbol next to it, indicating which coastal management issue(s) that goal or objective supports. ([http://www.nerrs.noaa.gov/Doc/PDF/Reserve/CBV\\_MgmtPlan.pdf](http://www.nerrs.noaa.gov/Doc/PDF/Reserve/CBV_MgmtPlan.pdf))

While the NOAA regulations require plans for research, monitoring, and education, reserves are encouraged to create an integrated strategic plan whereby an objective is accomplished by multiple sector specific actions/strategies. As long as actions are associated with a sector or multiple sectors, this approach meets the regulations. If reserves start with the goals related to the coastal management issues and then think about how foundational programs and staff support those goals, there is a higher chance of being able to illustrate connections between your coastal management priorities and foundational programs.

### **San Francisco Bay and GTM Reserves: Issue-based strategic planning**

The San Francisco Bay, California and GTM, FL management plans provide information on the programmatic descriptions separate from identification of issue areas with associated integrated goals, objectives and actions. This approach allows for clear leadership of actions to be provided within the context of an issue, goal and objective important to the entire reserve. ([http://nerrs.noaa.gov/Doc/PDF/Reserve/SFB\\_MgmtPlan.pdf](http://nerrs.noaa.gov/Doc/PDF/Reserve/SFB_MgmtPlan.pdf) and [http://nerrs.noaa.gov/Doc/PDF/Reserve/GTM\\_MgmtPlan.pdf](http://nerrs.noaa.gov/Doc/PDF/Reserve/GTM_MgmtPlan.pdf))

## ***E. Engaging Stakeholders***

It is important to involve key stakeholders in the management plan revision process. Think about the people that can help the reserve accomplish its goals, close working partners, groups that may be doing similar or related work, and the reserve's biggest supporters or detractors. Try to develop a plan to involve these people at appropriate stages throughout the revision. Involving existing advisory boards or creating new ones specific to helping with this task can assist reserves to refine their local role, engage the public, guide programs, tap expertise in their area, identify duplicative efforts or opportunities to partner and increase effectiveness. Be clear with the advisory board members about what their role will be, what the time commitment will be, and how their input will be used. Keeping the group or groups engaged throughout the entire process or a distinct part of the process with multiple



exchanges will enhance the value of these groups. Strive to make meetings and working sessions interactive and keep the dialogue moving from one meeting to the next.

Engaging staff throughout the management plan process is critical to success; not only in completing the document but in implementing the plan. Be clear about time expectations and deliverables with staff in the beginning of the process, use good facilitation to make sure staff views are heard and incorporated into the plan, and set up regular meetings and/or agreed upon communication avenues to make sure everyone stays on track and is aware of new developments. Understanding the many demands upon staff time and creating incentives for participation will be important.

Public involvement is not only very useful in developing a management plan, but it is also required. Reserves may choose to recruit members of the public for advisory boards or you may choose to develop a separate public involvement strategy. Engaging the public throughout the process (e.g. a kick off public meeting, a meeting to go over a draft, and a final public comment meeting) will ensure that people feel a part of the process and have an opportunity to comment on the direction of the plan as it evolves and becomes more detailed. Consider interactive ways to solicit feedback and insight from the public such as focus groups, Q and A sessions, issue mapping, etc. Many social science and advanced facilitation techniques may be helpful to you in this process. If you anticipate any contentious issues to arise, ERD should be apprised and also recommends that the reserve get a neutral facilitator or mediator involved who has experience with public conflict resolution. Several resources to support the material within this section can be found in Part Two under the Strategic Plan component of the guidelines.

## **II. Review and Approval Process**

### ***A. Timeline***

Revising a management plan may take varying amounts of time. Some will assess and modify continually, negating a large time investment when a revision is due. Others may have significant events or changes that require a more substantial time investment. Regardless, plan revisions should take ideally no more than 12-18 months. Revisions are due at the time of the previous plan's expiration date, which is five years after the current plan's notice of approval in the Federal Register. The timeline in Table 1 provides information about the expected tasks that require back and forth correspondence between the site and ERD throughout the process. Reserves are encouraged to develop a timeline for the management plan revision that includes these steps and any other steps you will need to take locally, including state requirements. ERD is a partner in completing a management plan; all correspondence and progress should be documented by both ERD and the reserve to ensure continuity of operations regardless of staff turnover.

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**Table 1. Reserve Management Plan Development Timeline**

Action	Reviewers	Time
Reserve discusses strategy for plan development and creates timeline for project with ERD liaison	Reserve ERD program specialist ERD program specialist team lead	Variable: 12- 18 months before expected completion date
Reserve submits outline to ERD liaison	ERD program specialist ERD program specialist team lead	ERD program specialist will provide consolidated comments within two weeks of receipt of outline
Reserve involves stakeholders/public to inform plan contents	Reserve/stakeholders	Throughout the revision process
Reserve identifies all Memorandums of Understanding (MOU) that require updating and works with partners to update  Note: the MOU between the state host agency and NOAA should follow the template provided in Appendix 1.	Reserve Program partners NOAA (if applicable): ERD program specialist will coordinate appropriate reviewers	Variable  Note: MOUs can take several months to review due to legal review procedures.
Reserve develops plan	Reserve Stakeholders (optional) ERD program specialist	Variable
Reserve submits drafts of chapters for preliminary ERD feedback (optional)	ERD program specialist ERD program specialist team lead (optional)	ERD program specialist provides comments within two weeks per chapter submission
Reserve submits complete draft of plan to ERD electronically	ERD program specialist ERD program specialist team lead ERD research coordinator ERD education coordinator ERD coastal training program coordinator ERD stewardship coordinator General Counsel for Ocean Service (GCOS)	ERD program specialist will provide consolidated comments within two months of receipt of draft

Action	Reviewers	Time
Reserve submits complete draft to state agency	State agency representatives	Variable
Reserve submits complete draft to Coastal Zone Management Program representative for Federal Consistency certification  Note: Please use Federal Consistency template found in Appendix 2.	Coastal Zone Management Program representative	Variable
ERD and Reserve manager/staff discuss comments on plan and resolve outstanding questions/issues based on NOAA, state agency and state CZMP reviews	ERD program specialist  Reserve manager/staff	Variable
Reserve submits final plan for approval	ERD program specialist ERD program specialist team lead ERD chief	2-4 weeks
ERD conducts National Environmental Policy Act (NEPA) review of plan and prepares findings. A programmatic Environmental Assessment and guidance for additional topic specific assessments required (in preparation) can be found in Appendix 3.	ERD program specialist  OCRM NEPA coordinator	Three months
ERD prepares a Federal Register Notice providing a 30 day public comment period on the plan and NEPA assessment	ERD program specialist ERD chief OCRM director	Two weeks
Reserve simultaneously prepares a similar notice for 30 day public comment period and posts draft plan to Reserve Website	Reserve manager/staff	Same week as above
Reserves are encouraged to hold a public meeting to brief stakeholders on the management plan	Reserve manager/staff	One day

Action	Reviewers	Time
Program specialist brief ERD chief	ERD program specialist ERD chief	One day
After the 30 day comment period, Reserve addresses all comments received and adds appendix to plan that outlines how comments were addressed. ERD amends, as applicable, the site specific environmental assessment. A template for public comment can be found in Appendix 4.	Reserve manager/staff ERD program specialist OCRM NEPA coordinator	Reserve and ERD work together to address comments within one month of receipt of comments
Reserve posts final plan on Reserve Website; ERD posts final plan on NERRS Website; Reserve submits updated boundary map to CDMO; NOAA approves final NEPA documentation.	Reserve manager/staff ERD program specialist ERD web developer OCRM NEPA Coordinator	One day
ERD prepares Federal Register Notice announcing the availability of the plan and sends to Federal Register for publication	ERD program specialist ERD chief OCRM director	Two weeks
ERD prepares and submits letter of approval to state host agency/university director cc: to appropriate state host agency and CMP representatives	ERD program specialist ERD chief OCRM director	One week

After all comments have been addressed, the plan is complete and ready for approval. NOAA will draft a Federal Register Notice announcing the availability of the approved plan. NOAA will send a letter to the state agency (cc: reserve) notifying them of the approval. The approval letter and Federal Register Notice is filed at OCRM. The day that the Federal Register Notice announcing the plan is published is the official management plan approval date. Plans should be made available on the reserve Website and will be posted on [nerrs.noaa.gov](http://nerrs.noaa.gov).

### **III. Following the Regulations**

Specific requirements involved in revising a management plan are referenced above. Details about these requirements including MOUs, NEPA, Federal Consistency, and the public involvement and plan approval processes include:

#### **1. Memorandums of Understanding**

A memorandum of understanding between the state and NOAA regarding the federal-state relationship that expresses the long-term commitment by the state to maintain and manage the reserve in accordance with Section 315 of the Coastal Zone Management Act, 16 U.S.C. 1461, and applicable regulations, is required. Additionally, all other necessary MOUs must be included in the plan (15 CFR Part 921.13 (a)(11)). Examples of additional MOUs are those agreements between the state agency and other entities that manage land within the reserve. These agreements should ensure that all lands within the reserve are managed for the purposes by which the reserve was established and are coordinating management activities. The template for the MOU between NOAA and the reserve host agency can be found in Appendix 1.

#### **2. Federal Consistency**

If the state has a federally approved coastal management program, the final plan must include a certification that the National Estuarine Research Reserve is consistent to the maximum extent practicable with that program. This is required by our regulations; see Sections 921.13 (a), 921.4(b) and 921.30(b). To satisfy this requirement, a letter that states that the plan is consistent with goals of the state Coastal Zone Management Program must be signed by appropriate state leadership. The process and template is outlined in Appendix 2. For additional information on Federal Consistency, please see <http://coastalmanagement.noaa.gov/consistency/welcome.html>

#### **3. Environmental Compliance**

The National Environmental Protection Act (NEPA) is the tool NOAA will use to evaluate environmental compliance with applicable rules and regulations. NEPA requires federal agencies to undertake an assessment of the environmental effects of their proposed actions prior to making decisions. The NEPA review can result in one of three determinations:

- (1) If the action is unlikely to cause any environmental harm, it is qualified as a Categorical Exclusion.
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- (2) If it is uncertain if there will be environmental effects, an Environmental Assessment (EA) is conducted by NOAA.
- (3) If significant environmental effects may or will occur, an Environmental Impact Statement (EIS) must be prepared.

It has been determined via National Administrative Order 216-6 that management plans cannot be categorically excluded. It has also been determined by NOAA's General Counsel Ocean Service and NOAA's Program, Planning and Integration Division that ERD should develop a programmatic environmental assessment (PEA) to cover all reserve management plan revisions. ERD will work with OCRM's NEPA Coordinator to draft this assessment. Once this assessment is complete, it will be applied to all management plan revisions. It is anticipated the PEA will be completed during Federal Fiscal Year 2013. A boundary expansion will require an additional assessment before the plan can be approved. Plan components potentially requiring additional assessment, if and when funded by NOAA, include all construction activities (including trail development), land manipulation activities, invasive species control activities, restoration activities, and boundary changes. Each operations, construction, and land acquisition award will be assessed for environmental compliance and may require additional topic specific environmental assessments. Additional resources on NEPA can be found at <http://www.epa.gov/compliance/basics/nepa.html> and <http://www.nepa.noaa.gov/>.

#### **4. Public Involvement**

Community members are important constituents and partners to reserves. Developing a public involvement strategy for developing your management plan is important to engage the community in your work, seek their advice and expertise in your programming, and ensure that you are aware of any potential conflicts. Ideally, public input would be sought at several points in the process of developing a management plan and responses to those comments would be easily accessible to the public during the process. Management plan revisions will be published in the Federal Register Notice for a 30-day public review and comment period. The reserve is responsible for publishing an equivalent notice in the local media to provide a 30 day public comment period when the draft is done. If comments are submitted during the public review comment period, they should be addressed, as reasonable, and incorporated into the plan. These comments and a description of the entire public process should be included as an appendix of the final plan. An example can be found in Appendix 4.

#### **5. Approval Process and Compliance**

After all comments have been addressed, the plan is complete and ready for approval. NOAA will draft a Federal Register Notice announcing the availability of the approved plan. NOAA will send a letter to the state agency (cc: reserve) notifying them of the approval date. The day that the Federal Register Notice announcing the plan is released is the official management plan approval date. The plan is valid for five years from that date. The next draft plan should be submitted to NOAA's Estuarine Reserves Division prior to that expiration date. The approval letter and Federal Register Notice is filed at OCRM.

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## ADAPTIVE MANAGEMENT APPROACH TO STRATEGIC PLANNING

### About this Section

The Reserve System addresses complex coastal management issues by integrating and applying research, education, training and stewardship expertise within the current network of 28 protected areas. The Reserve System is focusing investment and expertise to address climate change, water quality and habitat protection challenges. These nationally significant issues require specific and strategic local response best achieved through adaptive management whereby improved understanding of resources leads to improved management choices and ultimately improved protection of the resources. (Williams, et.al. 2009) This section provides a suggested adaptive management framework to help reserves row in the same direction as part of a partnership program and create meaningful management plans to strategically address national and local priorities. This section briefly explains what adaptive management is, why it is a good fit for the Reserve System, and describes the key elements of adaptive management.

### I. What is adaptive management?

As defined by the National Research Council, adaptive management is “a decision process that promotes flexible decision making that can be adjusted in the face of uncertainties as outcomes from management actions and other events become better understood.” It is a structured approach for improving resource management by learning from these outcomes. (Sexton, et. al., 1999) This approach provides a practical path to linking learning with policy and implementation. (Stankey, 2005) While the concept of learning from experience and subsequently modifying behavior has been around for some time, the specific idea of adaptive management as an approach to natural resource management can be linked to the seminal work of Holling, Walters and Lee. (Holling, 1978; Walters, 1986; and Lee, 1993)

Adaptive management is much more than tracking actions and making management changes after failed policies or actions. (MacDonald, et.al., 1999) It involves exploring a number of potential actions to achieve management objectives based on current science, predicting the outcomes of those actions, implementing one or more of the actions, monitoring the success or lack thereof, and then applying the results or using that information to modify future actions. (Murray and Marmorek, 2004) Careful monitoring of outcomes both advances scientific understanding and helps adjust policies or operations as part of an iterative learning process. The iterative and collaborative learning process that emphasizes learning while doing is a key factor for success and requires partnerships of managers, scientists, educators and



**“Ecosystems are not only more complex than we think; they’re more complex than we can think.”**

**–Egler**

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key stakeholders who learn together to create sustainable resource systems. (Bormann, et. al., 2006) Adaptive management seeks insights into the behavior of ecosystems, and it draws upon theories from ecosystem sciences, economics and social sciences, engineering, and other disciplines. Its true measure is in how well it helps meet environmental, social, and economic goals, increases scientific knowledge, and reduces tensions among stakeholders. (Water Science and Technology Board, et.al. 2004)

## II. Why is adaptive management a good choice for the Reserve System?

The Reserve System has a mandate to protect and preserve estuarine environments for specific purposes and is well suited and designed to monitor and apply knowledge in a long-term capacity to improve coastal management. The Reserve System's place-based network provides an ideal platform for iterative decision-making whereby clear objectives can be identified, monitored, and adapted. Furthermore, reserves are well suited to undertake this approach given

the criteria and key elements discussed in the next section. We have a mandate, mission and institutional capacity to address many of the pressing coastal issues, such as climate change, that create implicit uncertainty in environmental conditions and hence a flexible approach to dealing with them.



**“Knowledge has to be improved, challenged, and increased constantly, or it vanishes.”**

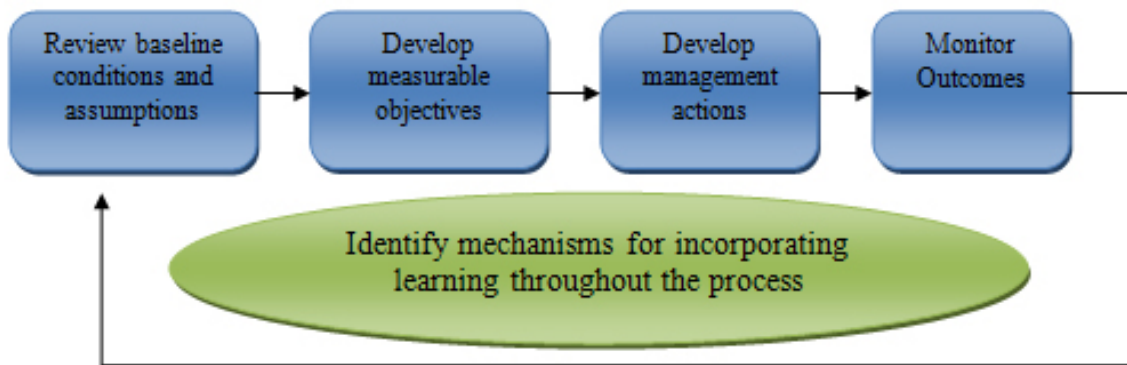
**–Drucker**

## III. Key elements of adaptive management

When applying an adaptive management approach, two key conditions should be met: 1) there must be a necessary mandate to take action in the face of uncertainty and the problem must be important enough to require action of some kind and 2) there must be institutional capacity and commitment to sustain an adaptive program, providing long-term measurement and evaluation of outcomes. (Lee, 1993; Wilhere, 2002) In addition to these two overarching conditions, there are additional elements or conditions for adaptive management to be successful. (Williams et.al. 2009) These are referenced in Figure 2 and include:

- 1) **Adequate baseline understanding and assumptions about the system** being managed as a foundation for learning. From this understanding, appropriate management objectives and actions can be determined.
- 2) **Clear and measureable management objectives** should be identified to measure progress and understand when it is appropriate to re-evaluate actions.
- 3) **Opportunities are present to select from a range of management actions** to meet objectives. The value of using current information based on prediction rather than assumption to make these determinations is important in an uncertain environment. Actions should be multi-disciplinary, participatory and should be evaluated for impacts and consequences. Additionally, where feasible, it is important to explain uncertainty using testable models- conceptual, qualitative and/or quantitative depending on capacity.

- 4) **Mechanisms for incorporating learning to inform future actions** should be used throughout the process. This assumes that the process, institutions and actions themselves are flexible enough to account for learning and the application of that knowledge. It is ideal when responses to management actions can be assessed before a decision about the next management action is made. Organizations must monitor, assess and re-evaluate.
- 5) **Monitoring can be established and maintained** to evaluate outcomes of actions. Adaptive management requires measuring the response to actions taken to determine if the program is on track to meet objectives or needs to re-evaluate actions.



**Figure 2. Adaptive Management Approach to Strategic Planning for the Reserve System**

In order to create informed objectives, it is important to understand the baseline conditions and actions that have brought the system to its current state. Reserves have resources, such as ecological characterizations, SWMP data and syntheses, and stakeholder information from Education and Coastal Training Program activities, which provide a baseline of information to create measurable objectives, implement management strategies, monitor and assess their efficacy, communicate success and/or challenges and re-evaluate to determine subsequent management actions. It is important for practitioners and stakeholders to bring concepts from different disciplines during all phases of the adaptive management process to facilitate mutual learning and commitment to sustaining the resources being managed. This promotes the ability of all parties to gain scientific, social and economic knowledge and understanding, reduce potential tensions, and provide for an iterative and collaborative learning process to improve understanding and management over time. Flexibility is important in the decision-making process to revisit management actions in response to measured outcomes. (Doremus et.al. 2001) Figure 2 above shows how adaptive management is applied to the Reserve System strategic planning framework.

## IV. Linking local and national priorities in the context of adaptive management planning

Using management plans and the concept of adaptive management is contingent on knowing what you want to achieve within the appropriate context. It is important to both understand the local reserve priorities, but also how these relate and contribute to the priorities of the state agency and the Reserve System. These priorities provide the context for reserve planning and opportunity to use the management plan to revisit the reserve niche every five years. This niche should result in work that is complementary, not duplicative, of other state and local programs. More information about defining niche within the context of local, state and national priorities is identified in the next section ‘Preparing to Write a Strategic Plan’.

The questions below, as well as the information above on adaptive management, are good starting places to help the reserve conceptualize the scope and scale of the management plan and begin thinking strategically, preparing the reserve to identify niche, goals, and objectives.

### Waquoit Bay Reserve: Aligning national and local priorities

The 2011-2016 Reserve System Strategic Plan lays out three areas for strategic focus and investment; one of these is water quality. For Waquoit Bay, this national priority is also a local priority; specifically nitrogen pollution. The communities surrounding Waquoit Bay are facing difficult decisions as they grow. Current septic systems are not doing a good enough job keeping nitrogen out of Cape Cod’s waters; and this is leading to water pollution that threatens the environment, quality of life and the livelihood of this tourist destination. Over the past twenty years, the Waquoit Bay Reserve has attracted researchers from around the world to study the sources and impacts of nitrogen in the bay. CICEET and GRF projects have concentrated on this topic, reserve led monitoring is linked to this topic, and reserve led research and synthesis of research has contributed to a wealth of information and new questions. Reserve K-12 education programs, community education programs, and CTP have focused on bringing the science of nitrogen pollution to the public and are focusing on what people can do as citizens or as decision makers to be a part of (or find) the solution. Integrated work by staff at the reserve is addressing a locally important coastal management issue that contributes directly to the national priorities of the system. To learn more visit: [www.waquoitbayreserve.org/index.aspx](http://www.waquoitbayreserve.org/index.aspx)



- What are the expectations, mandates, and important goals of the state partner?
- What are the critical ongoing/existing estuarine environmental issues locally that are not covered by the partner goals?
- What are the local emerging issues or threats that are likely to become increasingly important in the next five years?
- What science, education, training, stewardship, or leadership is needed to address the most pressing local issues relevant to the reserve?
- Who else is working on these issues near the reserve?
- What are the working relationships with key state programs on these issues, such as the Coastal Management Program?
- What topics and functions are appropriate for reserve to work on given staff strengths, limitations or constraints, infrastructure, resources, and state partner priorities?

Because of the state-federal partnership inherent to the Reserve System, this means that management plans must articulate both how reserves address local coastal management issues and how local work also contributes to the national system. The 2011-2016 Reserve System Strategic Plan focuses its core strengths of research, stewardship, education, and training on three national priorities – climate change, habitat protection, and water quality.

Nationally, we are working toward all of the objectives stated in that plan. Some will be achieved through coordinated national programs, like the System-wide Monitoring Program. Others represent a collective vision for the work individual reserves do, such as implementing research projects that use reserves as sentinel sites for detecting and understanding the effects of climate on estuaries. It is unlikely that an individual reserve will address all of the objectives in the Reserve System Strategic Plan, but it is expected that a significant portion of the reserve's work contributes to the system wide goals and objectives. The following questions will help reserves begin thinking about how to align their plan to address goals and objectives within the Reserve System Strategic Plan:

- Which Reserve System Strategic Plan objectives and strategies can the reserve address well?
- How is the reserve addressing climate change, water quality and habitat issues? How are national programs like SWMP, CTP, GRFs, NSC and KEEP contributing to the gaps, stressors, and needs identified by the reserve? Could they better support local needs?
- What are the critical stressors, information needs or gaps, etc. related to habitat, water quality, and climate at your reserve? What is your role in addressing those gaps, both as a reserve and within your programs (research, education, training, etc.)?

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## Resources

### [U.S. Fish and Wildlife Service Training at National Conservation Training Center](#)

[Introduction to Structured Decision-making](#): Training that provides an introduction to structured decision-making in the context of natural resource management challenges. The training also provides hands-on experience with decision tools, decision trees, multiple objective ranking techniques and expert panels covering critical thinking, logic, and reasoning strategies.

[Adaptive Management: Structured Decision Making for Recurrent Decisions](#): Training where adaptive management is framed within the context of structured decision making, with an emphasis on information and tools to address uncertainty regarding responses to management actions and the value of reducing uncertainty to improve management.

[Ecosystem-based Management Tools Network](#) provides focus questions, suggested reading, case studies, approaches, tools, and links to other core elements of ecosystem-based management tools network.

[Adaptive Management: A Tool for Conservation Practitioners](#) provides steps in the process and principles of adaptive management

[Adaptive Management Technical Guide](#) provides a scoping key and focus questions for successful implementation.

[Learning for Sustainability: Adaptive Management -Learning While Doing](#) provides information, guides and selected readings on the use and application of adaptive management with uncertainty – including selections on adaptive management increasing resiliency to climate change.

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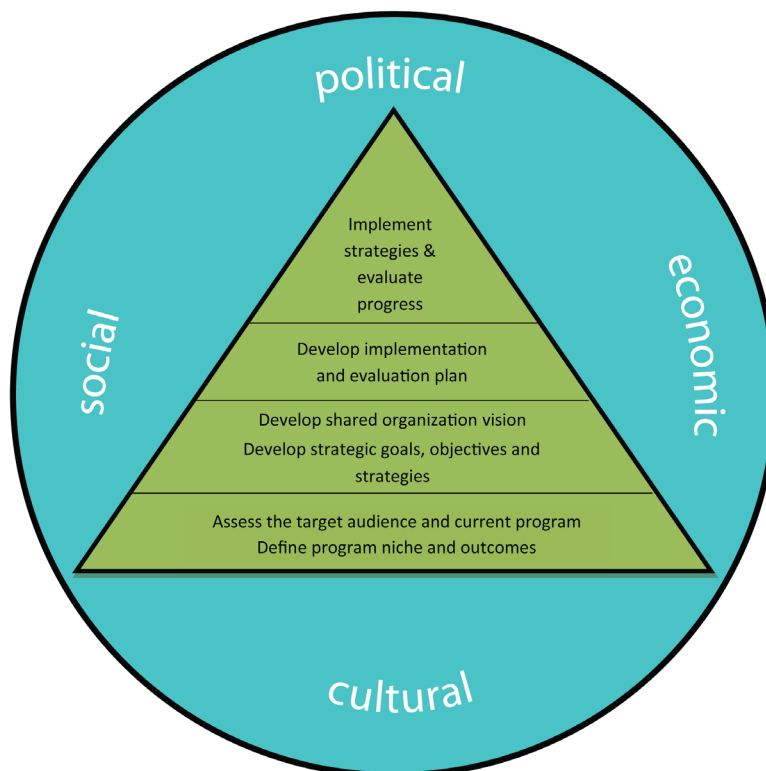
## PREPARING TO WRITE A STRATEGIC PLAN

### I. Strategic Planning Process

Strategic planning is a systematic process to assess an organization's direction and priorities. A good strategic planning process requires time and effort to gather and analyze data and trends to set a baseline of understanding; assess target audiences related to all program areas; identify organization niche and priority goals, objectives, and actions; implement actions to work towards meeting objectives; and monitor and evaluate progress towards them.

In order to do this effectively in the field of coastal management, reserves must understand and operate within the context of the social environment. This includes understanding the social, economic, political and cultural dynamics of the community in which the organization operates. Working with an understanding of these forces and engaging stakeholders from all realms throughout all stages is highly encouraged. This will be important for recognizing how the opportunities and challenges presented by the environment influence the reserve's ability to achieve its goals and objectives for its target audiences.

The strategic planning pyramid below identifies the elements of strategic planning from the initial step of assessing the target population to the final step of implementing and evaluating progress. All staff should participate in each step of this process to ensure ownership of the plan which ultimately leads to successful implementation.



**Figure 3. Strategic Planning Pyramid**

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## II. Identifying Program Target Audiences

It is important to first identify the target audiences for a program's efforts. Target audiences may be within or outside the host agency and comprised of individuals who have the ability to influence and support the reserves' major resource issues. Each program at the reserve should assess their target audiences by understanding their skills and needs, as well as the activities and products currently employed to serve that audience. It is important to understand emerging issues and needs that these audience may need to address and/or influence. This step can be accomplished via formal needs assessments, focus groups, surveys, etc. Note: the state Coastal Management Program is a key partner in identifying audiences and an audience themselves.

## III. Assessing Skills and Capacities of Reserve Programs

The next step should be to assess reserve programs skills and capacities as this will affect what can be realistically accomplished. One way to approach this step is via a SWOT (strengths, weaknesses, opportunities, and threats) analysis. Programs can answer certain questions to provide important information about program expertise, contributions to target audiences, trends, and skills the program may need in the future to be successful. (Mind Tools, 2009) Questions to inform this analysis include:

**Strengths:** What are the reserve program's unique skills and resources? What does the target audience view as the program's expertise? What trends can the program build on?

**Weaknesses:** What does the program lack that the target audience needs? What skills or resources do reserve programs need?

**Opportunities:** What can the reserve program offer that meets the needs of the target audience to effectively manage coastal resources? How are other programs addressing target audience needs?

**Threats:** Because of program weaknesses, what threatens reserve programs? What expertise do reserve programs lack to meet future target audience needs?

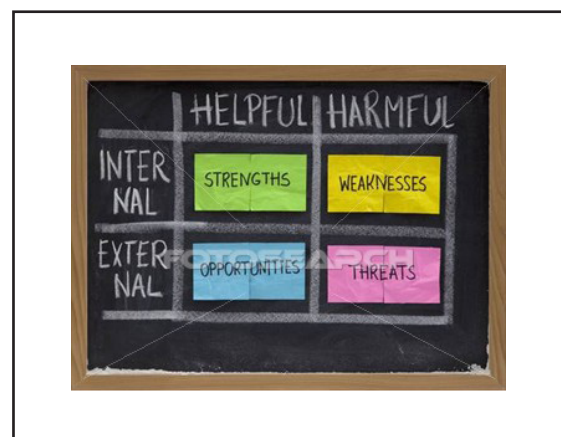


Figure 4. SWOT Chart

To complement this approach, ERD has developed questions for each system-wide program to help identify strengths, weaknesses, and opportunities to then identify the niche for each specific program relevant to reserve locales. The questions for each program are binned similarly and contain many of the same questions for consistency in approach; however, there are nuances between the programs based on the nature of the program. Additionally, suggested key documents are included as reference for each program when considering these questions.



## ***A. Research and Monitoring Program***

**Priority Issues** – What are the priority issues for your reserve that your research program can address? How did you determine them? Do they align with the broader issues being identified at your reserve for this plan? Do they align with the NERRS Strategic Plan, SWMP plan, and other System-wide documents?

**Priority Audiences** – How does the research program currently support reserve, coastal management program, local community, and regional science priorities? Who are the target audiences that interact with and benefit from the research program? How were these audiences identified? What do you know about the skills, abilities, and current level of knowledge of the target audiences?

**Program Alignment and Delivery** – How have you or do you plan to adopt and adapt system-wide programs (e.g. biological monitoring and sentinel sites)? How does the research program support and align with system-wide plans and efforts (e.g. Climate Change Initiative Implementation Plan, System-wide Monitoring Program Plan, Research and Monitoring Plan, Community Education efforts)? What major activities will the research program implement that will address the priority issues identified above within the next 5 years? How does the research program work with and build upon other programs/initiatives at the reserve and within the Reserve System (i.e. provide information for education products or programs)?

**Program Needs and Gaps** - What are the major program needs and gaps that may or may not be able to be addressed during the period of this management plan? How will these needs and gaps affect research programming and subsequent impacts to the research program?

**Program Impacts** – What are the major impacts and outcomes you envision as a result of research activities? What will human and natural communities gain from these activities?  
**Current and Anticipated Partnerships** - Who are your partners and why do you partner with them? Who do you hope to partner with in the future? Do you partner with NOAA offices, other than ERD? If so, please describe. If not, are there opportunities to build partnerships?

**Program Monitoring and Evaluation** – How do you evaluate the success of your research program? What are your expected outcomes?

**Dissemination of Program Results** – How do you plan to communicate program impacts and results? Please be reminded that the current Reserve System Research Database provides you a method by which you can aggregate research projects to share. In this section, we are also interested in knowing what other mechanisms you have to disseminate program results and information beyond the audience immediately involved in the activities of the project, e.g. conferences, journal publications, newsletters, social media, etc.

### **Supporting Documents:**

We recommend consultation of the following documents: 2011-2016 Reserve System Strategic Plan, Climate Change Implementation Plan, Research and Monitoring Plan, System-wide

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Monitoring Program Plan, and Reserve System Sentinel Sites Program Guidance, Coastal Management Program Section 309 Assessment and Strategies.

## ***B. Education Program***

**Priority Issues** – What are the priority issues for your reserve that your education program can address? How did you determine them? Do they align with the broader issues identified within the management plan and 2011-2016 Reserve System Strategic Plan? What recommendations from your MA and NA will you implement that will further your goals to grow, strengthen and/or expand a K-12 program in your area (district, county, coastal area, state, region, etc.)?

**Program Context** – What have you learned since the last management plan that has affected this plan? What have you learned, after completing a market analysis and needs assessment, which has affected this plan? Information on current and projected population data is also important in setting programmatic context. What is your program’s geographic scope? What is the total population of the audience you plan to target? What percentage of that population do you plan to target within the next 5 years? What do you know in terms of (1) your current reach (number of counties, districts, and in-land areas), (2) the areas you plan to target with your distinct programs and (3) why?

**Priority Audiences** – Who are the target audiences that interact with and benefit from the education program? How were these audiences identified? What do you know about the skills, abilities, and current level of knowledge of the target audiences? Are underserved and underrepresented populations a target audience for your programs? Most reserves can lump their education programs into one or several of the following program categories, serving different target audiences: professional development programs, students programs, public outreach programs, and/or community education programs. Please consider how best to distinguish these target audiences and the differences in how you plan to serve them in this section of the management plan.

**Program Alignment and Delivery** – How have you or do you plan to adopt and adapt system-wide programs, for example, K-12 Estuary Education Program, and incorporate it as part of your educational programming? How does the education program support and align with system-wide plans and efforts (e.g. Climate Change Implementation Plan, SWMP Plan, Research and Monitoring Plan)? What major activities will you implement that will address the priority issues you identified above within the next 5 years? What methodologies do you plan to employ in your program? How do you work with and build upon other programs/initiatives at the reserve and within the Reserve System (i.e. specific reserve research products that are used)?

**Program Needs and Gaps** – What are the major program needs and gaps that may or may not be able to be addressed during the period of this management plan? How will these needs and gaps affect potential programming and subsequent impacts?

**Program Impacts** – What are the major impacts and outcomes you envision as a result of education activities? What will human and natural communities gain from these activities? What is the desired change in the target audience’s behavior?

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**Current and Anticipated Partnerships** - Who are your partners and why do you partner with them? Who do you hope to partner with in the future? Do you partner with NOAA offices? If so, please describe. If not, are there opportunities to build partnerships? We highly recommend outlining project partners such as curriculum coordinators, school principals, state science teacher associations, teachers, supervisors, department chairs, state science supervisors, among other key education administrators.

**Program Monitoring and Evaluation** – How do you evaluate your success? Have you developed a logic model for your program? Do you have an evaluation plan in place? What are your expected outcomes within the next 5 years?

**Dissemination of Program Results** – How do you plan to communicate program impacts and results? Please be reminded that the current Reserve System Performance Measure Database provides you a method by which you can share your success stories and program results with other reserves. In this section, we are also interested in knowing what other mechanisms you have to disseminate your stories beyond the audience immediately involved in the activities of the project. Are you planning to present at local, regional or national education conferences? If so, which ones? Do you have a newsletter? Do you use social media to communicate? Will you publish your results in a journal, if so, which one(s)?

**Other Considerations:**

Guiding principles used in the design and implementation of reserve education programs:

- Educate about estuaries holistically to include ecological, cultural, historical, and scientific related facts and concepts
- Promote a sense of stewardship and individual responsibility
- Address coastal issues from a local, state, regional, national, and global perspective
- Approach estuary education through a perspective that includes watersheds, and biogeographic regions
- Increase understanding and appreciation of the Reserve System, research conducted at reserves and the use of System-wide Monitoring Program data

**Supporting Documents:**

We recommend consultation of the following documents: 2011-2016 Reserve System Strategic Plan; K-12 Estuary Education Program (KEEP) Framework document; Teachers on the Estuary Program Description Community Education Framework Document; Education Sector Performance Measurement Guidance; and the NOAA Education Strategic Plan 2009-2029. For your reference, all approved Education Program Descriptions can be found on the Reserve System Intranet. Additional reserve system guiding documents that may be appropriate references in this section include the Climate Change Implementation Plan, System-wide Monitoring Program Plan, Reserve System Sentinel Sites Program Guidance. Coastal Management reference documents include the Coastal Management Program Section 309 Assessment and Strategies.

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### *C. Coastal Training Program*

The CTP Program Strategy should provide much of the substance of this section, especially if the Program Strategy was developed in an integrated manner with other reserve programs and assets.

**Priority Issues** – What are the priority issues for your reserve that your coastal training program can address? How did you determine them? Do they align with the broader issues identified within the management plan and 2011-2016 Reserve System Strategic Plan?

**Program Context** – What have you learned since the last management plan that has affected your ideas for this plan? What have you learned, after completing a market analysis and needs assessment, which has affected your ideas for this plan? What is the geographic scope for the program and why?

**Priority Audiences** – Who are the target audiences that interact with and benefit from the CTP? How were these audiences identified? What do you know about the skills, abilities, and current level of knowledge of the target audiences?

**Program Alignment and Delivery** – How have you or do you plan to adopt and adapt system-wide programs (e.g. CTP)? How does the coastal training program support and align with system-wide plans and efforts (e.g. Climate Change Implementation Plan, SWMP Plan, Research and Monitoring Plan, Community Education) What major activities will you implement that will address the priority issues you've identified within the next 5 years? What methodologies do you plan to employ in your training? How do you work with and build upon other programs/initiatives at the reserve and within the Reserve System (i.e. specific reserve research products that are used)?

**Program Impacts** - What are the major impacts and outcomes you envision as a result of training activities? What will human and natural communities gain from these activities? What is the desired change in the target audience's behavior?

**Program Needs and Gaps** - What are the major program needs and gaps that may or may not be able to be addressed during the period of this management plan? How will these needs and gaps affect potential programming and subsequent impacts? What training gaps are identified and required to address issues in the next 5 years?

**Current and Anticipated Partnerships** - Who are your partners and why do you partner with them? Who do you hope to partner with in the future? Do you partner with NOAA offices? If not, how might you build better partnerships in the future?

**Program Monitoring and Evaluation** – How do you evaluate the success of your CTP? Have you developed a logic model for your program? What are your expected outcomes?

**Dissemination of Program Results** – How do you plan to communicate program impacts and results? Please be reminded that the current Reserve System Performance Measure

Database provides you a method by which you can share your success stories and program results with other reserves. In this section, we are also interested in knowing what other mechanisms you have to disseminate your stories beyond the audience immediately involved in the activities of the project. Are you planning to present at local, regional or national conferences? If so, which ones? Do you have a newsletter? Do you use social media to communicate? Will you publish results in a journal? If so, which ones?

### **Supporting Documents:**

We recommend consultation of the following documents: 2011-2016 Reserve System Strategic Plan, Climate Change Implementation Plan, System-wide Monitoring Program Plan, and Reserve System Sentinel Sites Program Guidance, and Coastal Management Program Section 309 Assessment and Strategies. For your reference, all approved CTP Program Strategies can be found on the Reserve System Intranet.

## **IV. Developing Reserve Program Niches**

Assessing the information above allows **each program to develop their niche**, the intersection where the capabilities and activities of the program are uniquely suited to meet the needs of the target audience (Figure 5). This information should be shared with all reserve staff, ideally in a meeting where all programs are present and can explain the information and discuss how they can work together collectively.

### **Reserve Niche**

The unique suite of functions the reserve provides to meet target audience needs that are not met by others.

### ***Where's stewardship?***

Due to the complexity and variability of how stewardship programs are focused and operated at each reserve, this program has not been identified as system-wide program with specific program niche questions as was done for research, education and coastal training. Stewardship functions are captured within the research and monitoring, resource protection, public access, and land acquisition components, as well as optional restoration and resource manipulation components of a management plan. The skills and assets of the stewardship staff are applicable and inter-related to all other components of reserve management. Figure 1, Relationship of Reserve Management Plan Components, illustrates how the functions of stewardship are manifested in the planning paradigm. Reserves should answer questions for the stewardship program similar to those for research and monitoring, education, and training.

### ***What about other programs?***

This guidance is only focusing on the system-wide programs for the reserve system. While there are several other programs at the reserve that will contribute to this strategic planning process, ERD is only providing thought questions for those programs with consistent

processes, protocols and evaluation mechanisms. It is highly advised that additional programs come together and ask similar questions to determine program niche. The approach should be appropriate and flexible for each reserve's structure.

## V. Developing the Reserve Niche

When each program understands their niche, the reserve can synthesize these niches to **develop the niche of the reserve**. The program's combined efforts meet the needs of a wider, complete target audience. It is important to understand the unique role the reserve will play in meeting target audience needs as there may be several providers offering similar products and services. It is beneficial to either partner with other organizations or focus unique skills and services of the reserve to meet specific target audience needs.

Questions to inform niche development include:

What will the target audiences needs be in the future? Which target audience needs can be filled by other organizations? Based on program

strengths, which needs can the programs best meet? What are the unique products and services the reserve offers that the target audiences cannot get elsewhere?

## VI. Developing Shared Vision and Mission Statements & Goals, Objectives and Actions

Once a shared organizational niche is determined, the reserve will develop a shared vision, mission, goals, objectives and actions, culminating into the strategic plan. This is further discussed in Part II in the Strategic Plan element.

**Figure 5. Organization Niche**





# PART II: GUIDANCE FOR RESERVE MANAGEMENT PLAN COMPONENTS

Part Two provides information for developing each component of a reserve management plan. Each section provides guidance and supporting references, resources, and case studies to help illustrate the content required for that component. Each section contains a checklist of required and optional elements, questions to inform those elements, as well as resources and references to support crafting the elements. An overall elements checklist is provided where optional elements are indicated by ♦. This checklist is not meant to serve as a table of contents for the plan, but may be used as such.

Organization of required components, and elements within components, may be ordered to suit the reserve's needs. All required elements must be included in the plan and follow a logical progression so that they can be easily identified and understood. The questions provided in each section are meant to be thought provoking. Some may be easy to answer within the plan, others may prove more challenging. Reserves should address these questions to the best of their ability and use them as a guide.

With regard to the program foundations component, elements within this component can be organized in one chapter or within separate chapters for Research and Monitoring, Education, and Training depending on how the reserve decides to organize the plan. With regard to the strategic plan, it should be clear which sector is leading an action. It is suggested that each objective be lead by a sector to coordinate multi-sector actions and evaluate progress. Reserves may choose how they would like to organize information within the strategic plan and program foundations element.

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## Required and Optional Elements Checklist

◆ indicates an optional element

<p><b>Executive Summary</b></p> <ul style="list-style-type: none"> <li>_ Plan purpose and scope</li> <li>_ Reserve context               <ul style="list-style-type: none"> <li>_ Acreage</li> <li>_ Location of reserve</li> <li>_ Boundary modification (if applicable)</li> </ul> </li> <li>_ Priority coastal management issues</li> <li>_ Reserve niche and goals</li> <li>_ Reserve program descriptions</li> </ul> <p><b>Introduction to Reserve System</b></p> <ul style="list-style-type: none"> <li>_ Mandatory Text</li> </ul> <p><b>Introduction to the Reserve</b></p> <ul style="list-style-type: none"> <li>_ History and local management</li> <li>_ Ecological attributes               <ul style="list-style-type: none"> <li>_ Geomorphology</li> <li>_ Hydrology</li> <li>_ Climate and weather</li> <li>_ Key habitats and species</li> </ul> </li> <li>_ Social attributes and values               <ul style="list-style-type: none"> <li>_ Population demographics</li> <li>_ Jobs and employment trends</li> <li>_ Ecosystem service valuation ◆</li> </ul> </li> <li>_ Archaeological and cultural resources               <ul style="list-style-type: none"> <li>_ Archaeological sites</li> <li>_ Cultural sites or resources</li> <li>_ Value of resources</li> </ul> </li> <li>_ Threats and Stressors               <ul style="list-style-type: none"> <li>_ Natural and anthropogenic stressors</li> <li>_ Climate phenomena and impacts</li> <li>_ Reserve sensitivity to impacts</li> <li>_ Reserve vulnerability ◆</li> </ul> </li> <li>_ Boundary description               <ul style="list-style-type: none"> <li>_ Core and buffer rationale</li> <li>_ Boundary maps</li> <li>_ Core and buffer</li> <li>_ Land ownership</li> <li>_ Habitat types</li> <li>_ Land use type</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>_ Targeted watershed map including land use and land cover               <ul style="list-style-type: none"> <li>_ Boundary expansion rationale and GIS layers (if applicable)</li> </ul> </li> </ul> <p><b>Reserve Strategic Plan</b></p> <ul style="list-style-type: none"> <li>_ Vision</li> <li>_ Mission</li> <li>_ Priority coastal management issues</li> <li>_ Goals, objectives, and actions</li> <li>_ Performance measures for each objective ◆</li> </ul> <p><b>Program Foundations</b></p> <p><b>Research and Monitoring</b></p> <ul style="list-style-type: none"> <li>_ Mandatory system-wide text</li> <li>_ Program Context</li> <li>_ Program Capacities</li> <li>_ Program Delivery</li> <li>_ Needs and Opportunities</li> <li>_ Research related objectives and actions ◆</li> <li>_ Monitoring and evaluation strategies ◆</li> </ul> <p><b>Education</b></p> <ul style="list-style-type: none"> <li>_ Mandatory system-wide text</li> <li>_ Program Context</li> <li>_ Program Capacities</li> <li>_ Program Delivery</li> <li>_ Needs and Opportunities</li> <li>_ Education related objectives and actions ◆</li> <li>_ Monitoring and evaluation strategies ◆</li> </ul> <p><b>Training</b></p> <ul style="list-style-type: none"> <li>_ Mandatory system-wide text</li> <li>_ Program Context</li> <li>_ Program Capacities</li> <li>_ Program Delivery</li> <li>_ Needs and Opportunities</li> <li>_ Training related objectives and actions ◆</li> <li>_ Monitoring and evaluation strategies ◆</li> </ul>
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<p><b>Administrative Plan</b></p> <ul style="list-style-type: none"> <li>_ Organizational framework</li> <li>_ Current staffing and needs</li> <li>_ Strategic partnerships</li> <li>_ Advisory committees</li> <li>_ Administrative objectives and actions</li> <li>_ Volunteer plan ♦</li> <li>_ Vessel and vehicle plan ♦</li> <li>_ Communication plan ♦</li> </ul> <p><b>Resource Protection Plan</b></p> <ul style="list-style-type: none"> <li>_ Management Authorities</li> <li>_ Allowable and unallowable uses</li> <li>_ Map of allowable uses</li> <li>_ Surveillance and enforcement capacities</li> <li>_ Resource protection challenges</li> <li>_ Resource protection objectives and actions ♦</li> <li>_ Monitoring and evaluation strategies ♦</li> </ul> <p><b>Public Access and Visitor Use Plan</b></p> <ul style="list-style-type: none"> <li>_ Current public access</li> <li>_ Map of public access points</li> <li>_ Public access challenges</li> <li>_ Public access and visitor experience opportunities</li> <li>_ Public access objectives and actions ♦</li> <li>_ Monitoring and evaluation strategies ♦</li> </ul> <p><b>Facility Development and Improvement Plan</b></p> <ul style="list-style-type: none"> <li>_ Purpose of facilities</li> <li>_ Current facilities</li> <li>_ Map of facility locations</li> <li>_ Facility challenges and gaps</li> <li>_ Planned facilities, facility upgrades, and exhibits</li> <li>_ Climate and non-climate stressors</li> <li>_ Facility descriptions</li> <li>_ Operations and maintenance manual as appendix ♦</li> <li>_ Long-term facility plan as appendix ♦</li> </ul>	<p><b>Land Acquisition Plan</b></p> <ul style="list-style-type: none"> <li>_ Reserve Acquisition Values</li> <li>_ Priority Acquisition Areas</li> <li>_ Description of acquisition areas</li> <li>_ Map of acquisition areas</li> <li>_ Prioritization process</li> <li>_ Climate and non-climate stressors</li> <li>_ Map of non-ecological acquisition values within priority areas ♦</li> <li>_ Priority Areas Acquisition Strategy</li> <li>_ Tract acquisition strategy</li> <li>_ Tract ecological and/or programmatic values</li> <li>_ Preferred methods for establishing state control</li> <li>_ Fair market value estimates</li> <li>_ Potential acquisition partners</li> <li>_ Funding sources</li> <li>_ Estimated acquisition timeline</li> <li>_ Map detailing land uses on public and private tracts outside the reserve boundaries ♦</li> <li>_ Management and/or stewardship considerations for acquisition priorities ♦</li> <li>_ Description of collaborative process used in joint acquisition projects ♦</li> </ul> <p><b>Resource Manipulation Plan (if applicable)</b></p> <ul style="list-style-type: none"> <li>_ Current and proposed resource manipulation activities</li> <li>_ Map of manipulation activities</li> <li>_ Permitting/approval requirements</li> <li>_ Climate and non-climate stressors</li> <li>_ Current and potential partners</li> <li>_ Impacts of activities</li> <li>_ Monitoring and evaluation strategies ♦</li> </ul> <p><b>Restoration Plan (if applicable)</b></p> <ul style="list-style-type: none"> <li>_ Priority restoration areas</li> <li>_ Description of restoration areas/habitats</li> <li>_ Map of restoration areas</li> <li>_ Climate and non-climate stressors</li> <li>_ Prioritization process and criteria</li> <li>_ Priority restoration projects</li> <li>_ Acres and outcomes</li> <li>_ Partners</li> <li>_ Monitoring and evaluation strategies ♦</li> </ul>
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## EXECUTIVE SUMMARY

### About this Section

The executive summary should provide an overview of what readers will find in the plan, identifying all elements per Federal Code of Regulations 15 CFR 921.13. It should define the purpose and scope of the plan, describe reserve context, identify priority coastal zone management issues the reserve will address, and provide an overview of the goals and objectives, as well as indicate the programs employed to address the goals and objectives.

### Plan Contents

#### I. Plan Purpose and Scope

This section should illustrate the purpose and scope of the plan and provide the national and local context for the plan. This section should outline:

- The lifespan and geographic scope of the plan
- The priorities, general approach and how the reserve will measure progress
- The intersection with state, regional and local partner goals, plans and programs

#### II. Reserve Context

This section should describe reserve location and administrative structure to provide a sense of place and context for reserve work. This section should outline:

- Reserve designation date, acreage, general location, and lead state agency
- Primary influences on the reserve (see Figure 3)
- Reserve's role in addressing coastal management issues and context within system
- Expansion, if applicable, including acres added, where it will be added, value of the addition, and the total acreage of the reserve after the boundary expansion

#### III. Coastal Management Issues and Reserve Goals

This section should outline the priority coastal management issues the reserve is addressing, as well as identify the reserve's niche, and goals.

#### IV. Reserve Programs

This section should provide a brief overview of reserve programs and how they will broadly contribute and coordinate to achieve the goals. (See Figure 1, page 4)

#### Executive Summary

- \_Purpose and Scope
- \_Reserve Context
  - \_Designation date and acreage
  - \_State agency
  - \_Location of reserve
  - \_Boundary modification (if applicable)
- \_Priority coastal management issues
- \_Reserve Niche
- \_Reserve Goals and Objectives
- \_Reserve Programs

## INTRODUCTION TO THE NATIONAL ESTUARINE RESEARCH RESERVE SYSTEM

### About this Section

The following text should be included verbatim in the management plan to ensure that all reserves are consistently describing the framework for the Reserve System. This section includes information about the goals of the Reserve System, how reserves are designated and described, and how they work administratively as single units and as a system.

### Plan Contents

This section contains mandatory text which must be used verbatim in the plan to ensure a level of consistency when discussing the Reserve System.

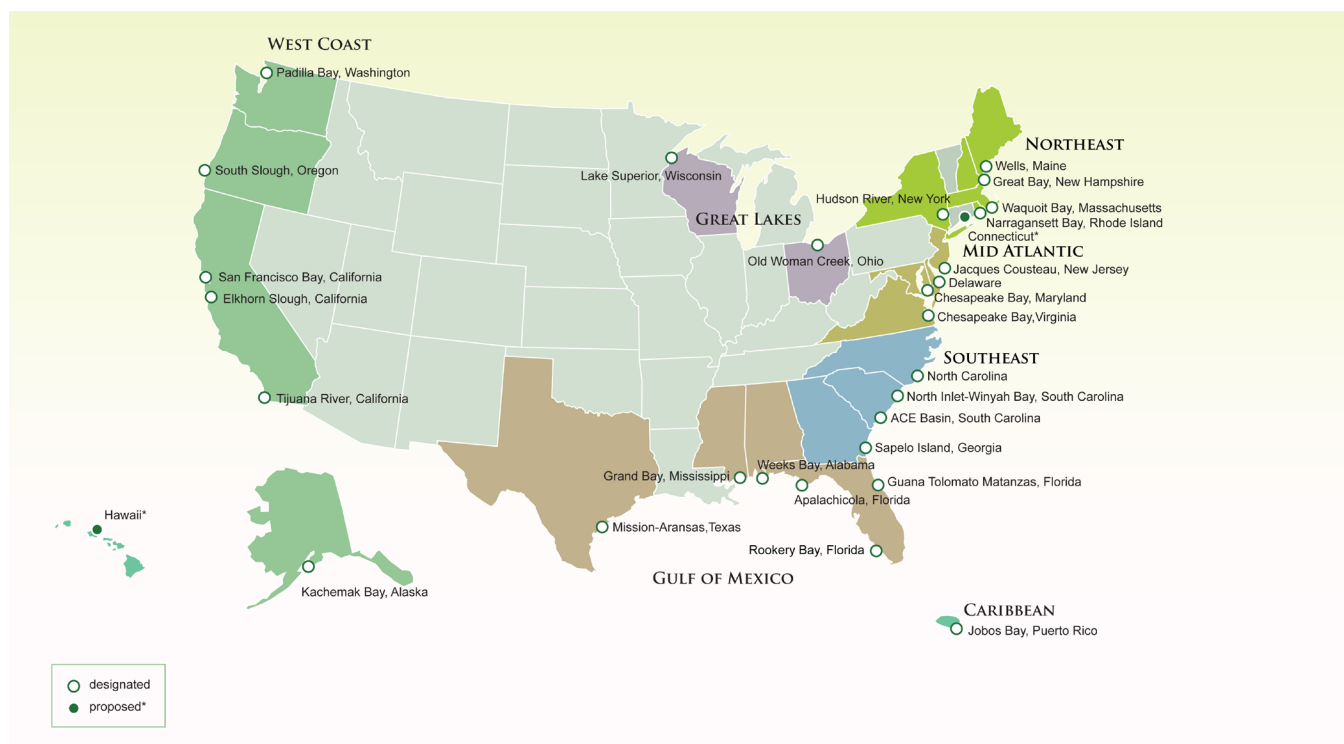
**(Mandatory text begin)**

### Introduction to the National Estuarine Research Reserve System

The National Estuarine Reserve System was created by the Coastal Zone Management Act of 1972, as amended, to augment the National Coastal Zone Management Program which is dedicated to comprehensive, sustainable management of the nation's coasts.

The Reserve System is a network of protected areas representative of the various biogeographic regions and estuarine types in the United States. Reserves are established for long-term research, education and interpretation to promote informed management of the Nation's estuaries and coastal habitats. (15 C.F.R. Part 921.1(a)) The Reserve System currently consists of 28 reserves in 23 states and territories, protecting over one million acres of estuarine lands and waters. (Figure 6) The Reserve System is a partnership program between the National Oceanic and Atmospheric Administration (NOAA) and the coastal states. NOAA provides funding, national guidance and technical assistance. The state partner manages reserve resources on daily basis working collaboratively with local and regional partners.

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**Figure 6. National Estuarine Research Reserve System Map**

## National Estuarine Research Reserve System Strategic Goals

Estuaries are biologically rich, economically valuable, and highly vulnerable ecosystems. The vision and mission of the Reserve System reflect the importance of these systems within our communities.

**Vision:** Resilient estuaries and coastal watersheds where human and natural communities thrive.

**Mission:** To practice and promote stewardship of coasts and estuaries through innovative research, education, and training using a place-based system of protected areas.

The program goals, per Federal regulations 15 C.F.R. Part 921.1(b), outline five specific goals for the Reserve System:

1. Ensure a stable environment for research through long-term protection of National Estuarine Research Reserve resources;
2. Address coastal management issues identified as significant through coordinated estuarine research within the System;
3. Enhance public awareness and understanding of estuarine areas and provide suitable opportunities for public education and interpretation;
4. Promote Federal, state, public and private use of one or more Reserves within the System when such entities conduct estuarine research; and



5. Conduct and coordinate estuarine research within the System, gathering and making available information necessary for improved understanding and management of estuarine areas.

These foundational goals are complemented by those that are systematically set by the program every five years. Strategic planning has been an integral part of the National Estuarine Research Reserve System for nearly twenty years. The planning process is designed to bridge national program direction with local coastal management needs through a representative and participatory process that supports NOAA's mission of science, service, and stewardship. The 2011-2016 Reserve System Strategic Plan focuses reserve core strengths of research, education, and training on three core issues: climate change, habitat protection, and water quality. The Reserve System Strategic Plan Goals are:

- 1. Protected Places:** Estuaries and coastal watersheds are better protected and managed by implementing place-based approaches at reserves.
- 2. Science:** National Estuarine Research Reserve System scientific investigations improve understanding and inform decisions affecting estuaries and coastal watersheds.
- 3. People:** National Estuarine Research Reserve System education and training increases participants' environmental literacy and ability to make science-based decisions related to estuaries and coastal watersheds.

## Biogeographic Regions and Boundaries of the National Estuarine Research Reserve System

NOAA has identified eleven distinct biogeographic regions and 29 subregions in the United States, each of which contains several types of estuarine ecosystems (15 C.F.R. Part 921, Appendix I and II). When complete, the Reserve System will contain examples of estuarine hydrologic and biological types characteristic of each biogeographic region. As of 2012, the Reserve System includes 28 reserves and two states in the process of designating a reserve.

Reserve boundary size will vary greatly depending on the nature of the ecosystem. Boundaries must include an adequate portion of the key land and water areas of the natural system to approximate an ecological unit and to ensure effective conservation. Reserve boundaries encompass areas for which adequate state control has or will be established by the managing entity over human activities occurring within the reserve. Reserve boundaries include a "core" area which is comprised of key land and water encompassing resources representative of the total ecosystem, which if compromised could endanger the research objectives of the reserve, as well as a "buffer" area designed to protect the core area and provide additional protection for estuarine-dependent species, including those that are rare or endangered. Buffer areas may also include areas necessary for facilities required for research and interpretation. Additionally, buffer areas are identified to accommodate a shift of the core area as a result of biological, ecological or geo-morphological change which reasonably could be expected to occur. (15 C.F.R. Part 921.11 (c)(3))

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## National Estuarine Research Reserve Administrative Framework

The process for federal designation of a National Estuarine Research Reserve has many steps and involves many individuals and organizations. While each reserve is a partnership program between NOAA and a coastal state, there are many entities that collaborate to support designation of a reserve. Other partners include federal and state agencies, non-profit groups, universities and members of the local community. For more information on the designation process see [nerrs.noaa.gov/background](http://nerrs.noaa.gov/background).

Upon designation, the reserve implements the approved management plan and is eligible for NOAA financial assistance on a cost-share basis with the state. A reserve may apply to NOAA's Estuarine Reserves Division for funds to help support implementation of the management plan largely funding operations, research, monitoring, education/interpretation, training, stewardship, development projects, facility construction, and land acquisition. Management plans provide a vision and framework to guide reserve activities during a five year period and enable the reserves and NOAA to track progress and realize opportunities for growth. Each management plan contains the reserve goals, objectives, and strategies supported by programs focused on research and monitoring, education and outreach, training, and stewardship. They also outline administration, public access, land acquisition and facility plans and needs, as well as restoration and resource manipulation plans, if applicable. Reserves are increasingly confronted with complex questions regarding new uses in or near reserves that may or may not be compatible with the Reserve System's mission. A thoughtful and comprehensive management plan provides a foundation for addressing these challenges to protect and manage reserve resources wisely and ensure the public and coastal decision-makers value and protect coastal resources.

The Estuarine Reserves Division of the Office of Ocean and Coastal Resource Management (OCRM) administers the Reserve System. The Division establishes standards for designating and operating reserves, provides support for reserve operations and system-wide programming, undertakes projects that benefit the Reserve System, and integrates information from individual reserves and programs to support decision-making at the national level. Additionally, OCRM periodically evaluates reserves for compliance with Federal requirements and with the individual reserve's Federally-approved management plan, as mandated under Section 312 of the Coastal Zone Management Act (15 C.F.R. Part 921.40).

The Estuarine Reserves Division currently provides support for four system-wide programs: the System-Wide Monitoring Program, the K-12 Estuarine Education Program, the Graduate Research Fellowship Program, and the Coastal Training Program. They also provide support for initiatives focused on the Reserve System's priorities: climate change, water quality and habitat protection.

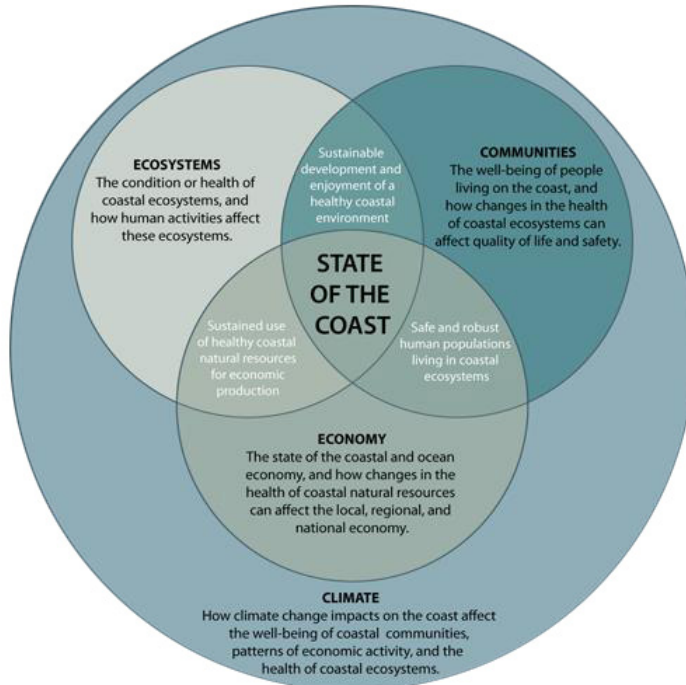
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## INTRODUCTION TO THE RESERVE

### About this Section

Estuaries are valuable to our nation's ecosystems, communities and economies. Figure 7 illustrates the three sectors of influence on coastal resources and how their intersections impact the state of the coast. Reserves consider all three of these sectors in their efforts to protect coastal resources. In an effort to provide context for reserve strategic actions, it is important to outline the geographic and administrative context for the reserve, and provide information about reserve ecosystems (ecological attributes) and reserve communities and economies (social attributes and cultural resources). It is important to understand the inextricable link between natural resources and humans as it greatly influences program management and decision making. By understanding the human context, we can better understand relationships between humans and natural resources and in turn use this information to develop appropriate education materials, research questions, decision-making tools, etc. to improve coastal ecosystem management.



**Figure 7. State of the Coast**

It will also be important to understand threats and stressors facing the reserves and how these stressors may impact or alter these sectors and hence influence actions and decisions. It is important to understand all of these aspects as they define the landscape of the reserve and the basis for creating a meaningful management plan.

The purpose of this section is to provide:

- Overview of history of reserve designation and general administrative structure;
- General description of the reserve's ecological and social attributes, and ecosystem values;
- Description of climate phenomena, impacts, exposure and adaptive capacities of populations and ecosystems to the extent practicable; and
- Description of the reserve boundary, adjacent impacts, and expansion if applicable.

The description of the social setting should provide a general overview of key demographic attributes including population; ocean and coastal related jobs, employment trends and gross

domestic product; hazards exposure. Other key attributes important to consider could be public health and ethnicity. It will be advantageous to identify social trends and projections and how these social attributes may be affected by climate change. And finally, the boundary description should clearly delineate core and buffer areas, habitats and land types, and ownership. All required elements are detailed within the plan contents section and data sources are provided in the resources section on page 48.

## Plan Contents

### I. History and Local Management of the Reserve

This section should describe the impetus for and parties involved in the designation, as well as brief overview of process undertaken to designate and rationale for lands included within the reserve. It should also describe the lands identified for protected status and if there were acquisitions made specifically during the designation process. This section should also include the general management structure for the reserve, the state agency and department responsible for management, and land management partners.

### II. Ecological Attributes and values

The description of the natural setting should provide a general overview of the location and extent of key physical and environmental attributes of the reserve including geography, geology, hydrology, biological resources, climate, and weather. This information should be a brief snapshot of the reserve's ecological characterization, site profile.

Geography and geology includes general description of the topography and geomorphology that creates the unique reserve ecosystem, as well as general geological setting, in addition to

## Introduction to the Reserve

- \_History and local management
- \_Ecological attributes
  - \_Geomorphology
  - \_Hydrology
  - \_Climate and weather
  - \_Key habitats and species
- \_Social attributes and ecosystem values
  - \_Population demographics
  - \_Jobs and employment trends
  - \_Value of ecosystem services ♦
- \_Archaeological and cultural resources
  - \_Archaeological sites
  - \_Cultural sites or resources
  - \_Value of resources
- \_Threats and Stressors
  - \_Natural and anthropogenic
  - \_Climate phenomena and impacts
  - \_Reserve sensitivity to impacts
  - \_Reserve vulnerability ♦
- \_Boundary description
  - \_Core and buffer rationale
  - \_Boundary maps
  - \_Core and buffer
  - \_Land ownership
  - \_Habitat types
  - \_Land use type
  - \_Targeted watershed map including land use and type
  - \_Boundary expansion rationale and GIS layers (if applicable)

classification. Hydrology within the watershed should be characterized by describing the average tidal conditions the reserve experiences, the major inputs of fresh and salt water to the estuary, and any water quality or quantity issues potentially affecting the reserve. The reserve's climate and weather should be characterized by describing the climate regime the estuary is situated in, key weather patterns (e.g., El Niño, hurricanes) that may influence the reserve, and weather trends the reserve experiences. Trends can be gathered from reserve SWMP data and may include average annual minimum and maximum air temperature range and average annual rain fall. The reserve's biological resources should be characterized by describing the key habitats, based on the Reserve System habitat classification scheme, within the reserve. A map should be included that identifies the habitats within the reserve boundary, as well as targeted watershed if possible. The most common animal and plant species in the reserve should be identified, as well as key species of importance or concern, including those that may be endangered or threatened, should be identified.

### **III. Social Attributes and Values**

Understanding the social framework within the reserve and in areas adjacent to the reserve will help to inform our ability to manage coastal resources and protect the reserve. A basic understanding of the social framework within the reserve's targeted watershed or defined geographic area of interest should include a brief description of population demographics, jobs and employment trends and social vulnerabilities, such as large populations of aged or low income residents. Understanding that a socially vulnerable population will be vulnerable no matter what the threat is an important factor to consider when framing issues and targeting education materials. Population demographics can be characterized by population density, age, gender, ethnicity, education level and housing information. Ocean and coastal related jobs can be described by reviewing jobs by sector and job trends which are integrally related to gross domestic product for the area.

Reserve natural resources provide a myriad of ecosystem services which have values both market and non-market. Market values are the values of ocean and coastal resources directly observed in the markets –employment in coastal industries. Coastal economies are measured by establishment -place of business, wages, and GDP (National Ocean Economics Program, 2011). As example, we may look at fisheries and tourism as industries we can measure. Non-market values are those values not directly observed in the market (e.g. clean water and healthy fish populations). The only option for assigning dollar values to them is to rely on non-market valuation methods. (King, et.al, 2000) It is important to quantify these ecosystem values where we can. The reserves provide high biodiversity, scenic beauty, and recreational opportunities, all of which contribute tremendous economic value to society and are worthy of protection. Many of the tools to assess non-market values are highly technical. Try to use available resources, like the data provided by the National Ocean Economics Program and state studies, to describe these values relative to your reserve.

### **IV. Archaeological and Cultural Resources**

In addition to biological and social resources, the reserve may contain archaeological, cultural and historical resources that provide information and research opportunities about past settlements. These resources provide a sense of place and historical context and should be identified and

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preserved as much as possible. It will be important to collaborate with the state archaeologist or State Historic Preservation Office, and state maritime archaeologist if one exists.

This section should provide a brief overview and description for the archaeological and cultural resources within the reserve, including the value and general location of these resources. If an evaluation of these resources has been done, please include information about priority sites and any efforts to protect them.

## V. Threats and Stressors

While reserves were designated under the premise that they are relatively pristine, representative estuarine ecosystems, they are and will likely be increasingly exposed to human and environmental stressors that must be understood in order to manage and adapt to changing conditions. This section should describe the priority stressors on the reserve.

### A. Natural and Anthropogenic Stressors

There are natural and anthropogenic threats and stressors affecting all reserve environments. Each reserve is subject to different stressors depending on their geographic location and juxtaposition to urban and rural communities, as well as exposure to weather and climate related hazards. This section should address threats to both biological and social resources within and adjacent to the reserve. Threats such as sedimentation, nonpoint source pollution, invasive species, population growth, episodic storm events, flood exposure, etc. all provide unique challenges and should be described thoroughly to provide background and impetus for the focus of the reserve's strategic plan.

### B. Climate Change Phenomena and Impacts

Coastal societies and ecosystems are dependent upon unique resources and subject to unique hazards that inland landscapes may not be exposed to and hence understanding these dependencies and threats is imperative for proper management. Climate change has and will exacerbate existing stressors and create a domino of effects within natural and social systems.

This section should provide an overview of the expected climate change phenomena and impacts the reserve will face, as well as an overview of results from efforts that have been made to understand the current and projected impacts of climate change on the natural and social landscape of the reserve. For general information on climate phenomena and expected changes and impacts, please see *Appendix 6 Summary of Climate Change Phenomena with Observed and Projected Changes* and *Appendix 7 Summary of Observed and Projected Regional Climate-related Changes*.

Reserves should use available data, see Resources section below, to support this section, and are encouraged to mine local data and information sources to further augment this description. Per the resources below, reserves should describe flood exposure and assess impacts to human and ecological communities, as well as infrastructure within the flood zone. Reserves should assess land cover changes, and associated flood exposure, within the floodplain, as well as the risk and impacts of natural disasters on reserve resources.



### *C. Reserve Sensitivity and Vulnerability to Climate Change*

As we try to understand and plan for the impacts of climate change on natural resources and communities, it is important to be aware of the general sensitivity, exposure and adaptive capacity of our natural resources and the communities that depend on them. The Intergovernmental Panel on Climate Change defines vulnerability as a function of the sensitivity of a system to climate changes, its exposure to those changes,

and its capacity to adapt to those changes. (IPCC, 2007) Understanding the risks to populations and ecosystems provides important information for crafting effective conservation strategies to protect coastal resources. By understanding general ecosystem vulnerability, reserves can make better decisions on appropriate adaptation approaches: a) build resistance to stressors, i.e. ecosystems can withstand disturbance b) enhance resilience, i.e. ecosystems can recover from disturbance without significant loss of function or c) anticipate and facilitate ecological transitions.

The Reserve System Climate Change Implementation Plan (CCIP) objective 'NERRS assess community and ecological sensitivity and vulnerability to climate change' sets a course for over half of the reserves in the System to understand vulnerability assessment methods by 2015 and hopefully be able to apply those to assess the ecological and social vulnerabilities of reserve ecosystems and communities. Additionally, a study is currently underway to assess the relative sensitivity of ecological and social attributes to climate change stressors which will serve as a basis for in-depth vulnerability assessments and provide an understanding for how to blend social and ecological data.

#### **1. Ecological and Social Sensitivity**

If reserves have not conducted a comprehensive vulnerability assessment of ecosystems and communities, existing data and information that describes natural resource sensitivity and exposure within the reserve should be included. The Reserve System's National Climate Sensitivity Analysis should be a resource for this data. The Climate Sensitivity Analysis project is analyzing existing SWMP and national census data to determine relative reserve ecosystem and social sensitivity to climate change stressors across the Reserve System. A final report will be late fall.

From an ecological perspective, SWMP variables in the climate sensitivity analysis are being analyzed to determine their relative response to climate stressors such as precipitation and sea level rise. SWMP data in this report cover the years 1995-2011 for most reserves and indicate that there is temporal and spatial variability across the country in how different reserves respond to climate stressors such as precipitation. This report can help reserves understand how sensitive their reserve is to climate stressors relative to other reserves in the region and country.

Not considering climate change in management is akin to traveling in unknown territory without a map- one is not likely to arrive at the desired destination. --Scanning the Conservation Horizon

From a social perspective, a modified Social Vulnerability Index (SOVI) will be used to determine relative sensitivity of reserves to climate impacts based on the geographic area of interest defined by each reserve. The University of South Carolina Hazards and Vulnerability Research Institute created a Social Vulnerability Index (SOVI) which finds that social vulnerability to hazards, including climate change, can be explained by approximately nine significant components including socioeconomic status, elderly and children, rural agriculture, housing density, black female-headed households, gender, service industry employment, unemployed Native Americans, and infrastructure employment. (Cutter, 2006) Social attributes linked to hazards can provide an understanding of potential social vulnerabilities. Understanding dependent or at risk populations within and surrounding reserves such as the very young or old, those dependent on marine economies, those dependent on weather-based economies, etc. foster understanding of community sensitivity and ultimately vulnerability. By better understanding these attributes and trends, reserves can develop targeted research and education activities to promote resilient natural resources and communities.

For general information on reserve sensitivity, please refer to Appendix 8 National Estuarine Research Reserve System Climate Sensitivity Analysis. If feasible, provide information on focus areas for the reserve and potential for adaptation.

## **2. Reserve Vulnerability**

For those reserves that have completed and/or will complete a vulnerability assessment prior to the revision of their management plan, include a summary of the assessment. Reserves with the capacity to do so are encouraged to conduct a vulnerability assessment prior to updating the management plan, as it will affect the scope and scale of research, education and stewardship activities. For more information about the general process for conducting a vulnerability assessment, please see Appendix 9 Conducting a Reserve Vulnerability Assessment. If a vulnerability assessment cannot be done prior to revising the management plan, it is advisable to incorporate these efforts into the plan objectives and strategies. These efforts will provide valuable information for applying adaptive management principles.

## **VI. Reserve Boundary**

This section should describe the reserve in the context of the state, region, and watershed. The reserve should identify the type of estuary it is (e.g. coastal plain, bar-built, deltaic system, tectonic, fjord) and the major physical attributes that define the reserve.

### ***A. Core and Buffer***

The boundary should be clearly defined and a description of how core and buffer areas were determined should be included. Adequate control, by the managing entity (ies), over human activities occurring within all areas of the reserve boundary must be established. (15 CFR 921.11 (c)(3)) Reserve boundaries will encompass two areas: key land and water or core zone, and a buffer zone. These different areas will likely require differing levels of control.

Core designated areas must be “vital to the functioning of the estuarine ecosystem that it must be under a level of control sufficient to ensure the long-term viability of the reserve

for research on natural processes.” Key land and water areas, which comprise the core area, are those ecological units of a natural estuarine system which preserve, for research purposes, a full range of significant physical, chemical and biological factors contributing to the diversity of fauna, flora and natural processes occurring within the estuary. The determination of which land and water areas are “key” to a particular reserve must be based on specific scientific knowledge of the area. A basic principle to follow when deciding upon key land and water areas is that they should encompass resources representative of the total ecosystem, and which if compromised could endanger the research objectives of the Reserve. Buffer zones protect the core area and provide additional

protection for estuarine-dependent species, including those that are rare or endangered. When determined appropriate by the state and approved by NOAA, the buffer zone may also include an area necessary for facilities required for research and interpretation. Additionally, buffer zones should be established sufficient to accommodate a shift of the core area as a result of biological, ecological or geomorphologic change which reasonably could be expected to occur.

In order to objectively and systematically delineate these areas ‘within’ reserve boundaries, the step-wise review of the data layers was derived by a NERRS workgroup and may help reserves define these areas. These areas may shift over time and should be reviewed and validated as appropriate and when reserves will be adding land to the boundary.

- 1)Habitat types that comprise the “estuarine system” (core) versus “non-estuarine system” (buffer).
- 2)Levels/types of control/protection status. For example, those areas with state and federal protection, preserve or refuge, would provide higher level of protection which should be afforded in core areas.
- 3)Public trust areas.
- 4)Potential areas of impact from climate change to help understand potential shifts of core and subsequently, buffer.

### ***B. Land Ownership and Type***

Land ownership and land use type should be described for all areas within the boundary. The number of acres should be attributed to each land owner. Federal lands already in protected status may not comprise a majority of the key land and water areas of a reserve, per 15 CFR 921.1(g). Land use adjacent to the reserve should also be identified with description of potential impacts and challenges. A map should be included that identifies land ownership within and adjacent to the reserve boundary.



**Figure 8. North Inlet-Winyah Bay Core and Buffer**

### *C. Boundary Modifications*

If a reserve plans to expand the boundary, they should propose to do so at the time of their management plan revision. While a boundary can be expanded outside of this process, it is not recommended unless circumstances necessitate this.

Reserves may expand their boundary to include those lands and/or waters that are necessary to protect the ecological units of the natural estuarine system for research purposes. Areas adjacent to these key land/waters that are essential to maintain the integrity of the ecological unit may also be incorporated into the boundary. An important consideration is the potential for habitat migration due to climate change. The lands/waters identified for inclusion in the boundary must either be contiguous to the original boundary or the plan must demonstrate how these areas are necessary for reserve research and/or education programs. Additions should not be proposed for inclusion until they meet the criteria below:

- 1) Boundary should encompass an adequate portion of the key land and water areas of the natural system to approximate an ecological unit
- 2) Adequate state control of the site(s) must be established
- 3) Site should be suitable for long-term research and be important for education and interpretive efforts.

It is also desirable if climate change factors are assessed and integrated into boundary modification decisions to consider potential habitat and species migrations.

The reserve must include the following if proposing to modify the boundary:

- Describe the proposed lands to be added or deleted by defining the location, acres, habitats, and existing uses. State the total acreage of the new boundary, after explaining why lands and/or waters are proposed for addition or deletion.
- Provide a map depicting original boundary and new (expansion or contraction) boundary
- Provide a brief history of the additional lands (if expanding)
- Provide the rationale for expansion – the benefits these lands and/or waters provide to the reserve from an ecological and/or programmatic perspective.
- Depict core and buffer on the new boundary map
- Identify land ownership and type on the new boundary map
- Identify how lands will be managed and the responsible parties for management
- Identify how lands will be used, e.g. value to program efforts, public access, etc.

Additionally, an MOU must be drafted between the state agency and the with land managing partners if different from the state agency to affirm that the lands will be managed in accordance with Reserve System regulations. The MOU must be included as part of the management plan revision in an appendix.

***Please note that GIS layers for boundary additions should be submitted to ERD so that Coastal Change Analysis Program data can be updated.***

## References

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National Ocean Economics Program (2011) Market and Non-Market Overview, Accessed from [oceanomics.org](http://oceanomics.org)

National Center for Coastal Ocean Science (2011) Experts Evaluate “Indicators of Well-being” Needed to Monitor Communities Impacted by the Deepwater Horizon Disaster. Posted on March 18, 2011. <http://coastalscience.noaa.gov/news/?p=1615>

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## Resources

### *Natural Data Sources*

[Benthic Cover Data](#) provides nearshore benthic habitat polygons derived from aerial optic or swath acoustic imagery as part of NOAA's Digital Coast.

[Coastal Change Analysis Program \(C-CAP\)](#) data is a source of coastal land cover and change information, including inventories of intertidal areas, wetlands, and adjacent uplands, for use in GIS. Also see the C-CAP Land Cover Atlas to explore the data on-line and print summary data sheets.

[Coastal LIDAR](#) provides data sets contributed by many different entities and groups, distributed in user-specified formats, resolutions, and datums as part of NOAA's Digital Coast. Also see the Topobathy Data Inventory to see where high-resolution elevation data is available for coastal and marine areas.

[Geospatial One Stop](#) provides geospatial data from several federal agencies applicable to understanding coastal biophysical landscapes.

[National Estuarine Research Reserve Site Profiles](#) characterize the environmental features, habitat types, species distribution, biological communities and current research available as well as research gaps for each reserve.

National Estuarine Research Reserve Climate Sensitivity Analysis Project characterizes the biophysical and social sensitivity of reserves to climate change (TBD November 2012)

### Social Data Sources

There are several existing sources of information that provide socio-demographic information for Reserve targeted watersheds. While the targeted watersheds may not include all of the human communities that relate to and/or impact the reserve, they provide a standard database of information for reserves. Additional site specific data is encouraged to complete a picture of the socio-demographic landscape appropriate for each reserve.

[NOAA's Spatial Trends in Coastal Socioeconomics \(STICS\)](#) Web site holds a plethora of information to assist you in describing the social and economic landscape within reserve targeted watersheds. The Web site contains demographic information from the U.S. Census Bureau, personal income and employment from the Bureau of Economic Analysis, demographic projections developed by Woods and Poole Economics, Inc., and marine recreation from the National Survey on Recreation in the Environment. The Quick Report Tool on the STICS Website offers a map-based interface to quickly determine estimates of demographic and economic characteristics, many of which are clipped to the reserve targeted watersheds. STICS offers:

[Census data](#) is available by state coastal zone boundary and includes population, population density, race, sex, age and household information. You can also clip this data by zip code.

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[Bureau of Economic Analysis data](#) is available for NERRS targeted watersheds and includes population, personal income, per capital personal income and earnings by industry.

[Woods and Poole Economics, Inc.](#) data is available for NERRS targeted watersheds and includes projections to 2040 for population, population density, race, sex, total employment and earnings, personal income, household income and total food service and retail sales.

[National Ocean Economics Program](#) coastal economy data is available for NERRS targeted watersheds and includes number and types of industries, numbers employed per industry, wages per industry, Gross Domestic product per industry.

[NOAA's Economics: National Ocean Watch](#) describes six economic sectors that depend on the oceans and Great Lakes including living resources, marine construction, marine transportation, offshore mineral resources, ship and boat building, tourism and recreation. Annual time series data are available for 448 coastal counties, 30 coastal states, and the nation, derived from the Bureau of Labor Statistics and the Bureau of Economic Analysis. The economic indicators include establishments, employment, wages, and GDP. Also see the ENOW Explorer for easy on-line exploration of the data.

[NOAA's Coastal County Snapshots](#) turns complex data into easy-to-understand stories and includes charts and graphs to illustrate relationships. The data is organized by coastal state and county and provides information on flood exposure including county demographics, infrastructure, and environment within the flood zone; ocean jobs including economic value of jobs depending on ocean and Great Lakes resources; and wetland benefits such as how they contribute to safer, cleaner, and more productive coastal communities.

[NOAA's State of the Coast Web site](#) provides quick facts and detailed statistics through interactive visualizations that highlight what we know about coastal communities, ecosystems, and economies, as well as how climate change might impact the coast. Information about communities includes populations living in coastal watershed counties from 1970 projected to 2030 and water uses and sources in coastal counties for each state from 1985-2005. Coastal economy data includes coastal gross domestic product from 1999-2010 state recreation fishing data from 1981-2009 and commercial fishing data from 1950-2010, information on the top 150 ports, and energy production estimates from 1960-2009. This site also includes ecosystem statistics on coastal ecosystem health, invasive species, nutrient pollution, contaminants and wetlands, as well as information on climate vulnerability. There is an index for coastal vulnerability to sea-level rise; populations in the 100 year flood zone for 2000-2020, including those at elevated risk such as the aged and impoverished; and 2010 federally insured assets.

[Social Vulnerability Index for the United States](#) was developed by the Hazards and Vulnerability Research Institute at the University of South Carolina and synthesizes 32 socioeconomic variables, which the research literature suggests contribute to reduction in a community's ability to prepare for, respond to, and recover from hazards. The data were culled from national data sources, primarily those from the United States Census Bureau. Scores for variables identify visually those counties most and least vulnerable. The numerical social vulnerability score contends that 9 significant components explain 76% of the variance in the data. Among them

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are socioeconomic status, elderly and children, rural agriculture, housing density, black female-headed households, gender, service industry employment, unemployed Native Americans, and infrastructure employment.

National Estuarine Research Reserve Sensitivity Analysis Data (TBD)

### *Climate Data Sources*

[Climate Wizard](#) provides a user friendly way to access leading climate change information and visualize the impacts anywhere on Earth. The user can choose a state or country and can assess how climate has changed over time and project what future changes are predicted to occur in a given area. You can view historic temperature and rainfall maps, view future predictions of temperature and rainfall, and download climate maps.

[Ecoclim](#) is a series of almost 10,000 future climate surfaces downscaled to 10km<sup>2</sup> resolution for the terrestrial surface of Earth. Ecoclim data are available either globally or clipped to seven major zoogeographic regions –so very broad scale, but perhaps useful for big picture overview. Another tool that does not operate on a GIS platform, but Web interface, is Climate Wizard.

[NOAA's Sea Level Rise and Coastal Flooding Impacts Viewer tool](#) shows how various levels of sea level rise will impact coastal communities. The current project areas include Mississippi, Alabama, and parts of Texas and Florida, with additional coastal counties to be added in the near future. Visuals and the accompanying data and information cover sea level rise inundation, uncertainty, flood frequency, marsh impacts, and socioeconomics.

[PRISM climate mapping system](#) PRISM (Parameter-elevation Regressions on Independent Slopes Model) is a unique knowledge-based system that uses point measurements of precipitation, temperature, and other climatic factors to produce continuous, digital grid estimates of monthly, yearly, and event-based climatic parameters. PRISM data sets are recognized world-wide as the highest-quality spatial climate data sets currently available.

[Sea Level Rise Affecting Marshes Model](#) simulates the dominant processes involved in wetland conversions and shoreline modifications during long-term sea level rise. It is a complex decision tree incorporating geometric and qualitative relationships is used to represent transfers among coastal classes. The process accounts for inundations, erosion, overwash, saturation, and accretion. It is applied to 26 land categories derived from the National Wetlands inventory and covers a span from dry land to open water. Model incorporates IPCC projections as well as fixed rates of sea level rise to create sea level rise scenarios.

[U.S. Global Change Research Program](#) provides regional and sectoral climate change information and data, as well as a resource library for better understanding of climate science and climate impacts.

[WorldClim](#) is a set of global climate layers (climate grids), including past observed data, past modeled data, and future modeled data with a spatial resolution of a square kilometer. They can be used for mapping and spatial modeling in a GIS or other computer programs.

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## THE STRATEGIC PLAN: ADAPTIVE MANAGEMENT THROUGH ISSUE BASED PLANNING

### About this Section

Per the Federal Code of Regulations 15 CFR 921.13 (a)(1), management plans are required to identify management issues, reserve goals and objectives, and actions for meeting the goals and objectives. These items should be embodied in the strategic plan element of the management plan. The strategic plan will provide direction and structure for the reserve to take cohesive action towards meeting objectives over the next five years. This section outlines the elements of the strategic plan; these include vision, mission, coastal management issues, goals, objectives, and actions. There should be a clear link between the issues outlined and the goals and objectives created to address them. The objectives will form the basis for evaluation of progress and success, and the actions will inform how the plan is implemented. Examples, resources, and case studies are provided to support the reserve strategic planning process. Part I of the Management Plan Guidelines provides direction and advice on a process for developing many of the elements within the strategic plan, please refer to Part I prior to crafting the strategic plan.

### Plan Contents

#### I. Reserve Vision

The reserve vision statement is the overarching description of what the reserve would like to achieve or accomplish. Vision statements should be forward looking and reflect how the reserve wants to be distinguished.

Example: Vibrant estuaries cherished by their communities –San Francisco Bay Reserve

#### II. Reserve Mission

The reserve mission statement should describe the reserve's core purpose and focus, the reserve's reason for existence. This is a short static statement written in the present tense that describes the organizations unique contributions.

Example: To provide a basis for informed stewardship of estuaries in Southwest Florida through research and education – Rookery Bay Reserve

#### III. Reserve Coastal Management Issues

Part I of this document provides guidance on identifying and selecting reserve priority issues, and Part II provides important information about stressors on the reserve to consider as described in the 'Introduction to the Reserve.' This section should be a succinct culmination and prioritization

#### Strategic Plan

- \_ Vision
- \_ Mission
- \_ Priority coastal management issues
- \_ Reserve goals, objectives, actions
- \_ Performance measures for each objective ♦

of issues for the reserve. The most pressing and pertinent coastal management issues facing the reserve need to be identified in order to develop relevant goals and meaningful objectives. Reserve issues should be included that relate to one of the issue areas identified in the 2011-2016 Reserve System Strategic Plan. There are many ways to arrive at determining the primary challenges including research findings, needs assessments, focus groups, surveys, etc. All reserve staff should be involved in the process to engage stakeholders and identify the most pressing issues the reserve will address.

#### **IV. Creating Relevant Goals**

A goal is a broad statement of what the organization plans to do and/or enable in the future. Goals should advance the mission of the program. They may be written for a five year time frame or longer, but ultimately, they should be written so that significant progress toward meeting them can be achieved. During a plan revision, it may be common for goals to remain the same, but objectives and actions to change given the amount and type of progress made towards that goal.

Goals should be written to address the most pressing coastal management issues, be based on the reserve niche, and be supported by the program. A manageable number of goals, approximately 3-6, should be written to capture the breadth and depth of the reserve's niche. Part I of this document encourages an integrated strategic planning process whereby multiple programs contribute to the development and achievement of goals. Hence, all reserve programs should contribute their skills and expertise to developing and accomplishing reserve goals.

#### **Tips for Writing Goals**

- Goals describe a desired future state that the organization attempts to realize.
- Goals should reflect conditions that can be changed and addressed via programs.
- Goals should be directional and leave room for continual improvement. Use words that identify improvement –increase, improve, reduce, etc.

#### **Example Goal Statements**

- Reduce the impact of watershed land use on reserve resources
- Improve natural biodiversity within the reserve
- Reduce the impact of invasive species and habitat loss on reserve biodiversity

#### **V. Creating Meaningful Objectives**

An objective is a specific statement of expected results that contribute to the goal(s). Objectives establish the standards of achievement in terms of some measure of improvement in existing condition. Reserves should strive to create SMART objectives: specific, measurable, attainable, relevant and time-bound. They should be results oriented and reflect the desired changes in the target audience, resource, or organization. These statements are the most important statements in strategic planning and focus should be placed first on ensuring they are attainable and measurable within the time period of the plan. Objectives are the measuring stick towards the goals; the reserve should be able to quantitatively measure progress based on these statements

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which can then be communicated to stakeholders and leadership. Writing good objectives takes judgment and skill; and devoting the necessary time and effort pays off in better planning, better results, and effective evaluation of progress. Each goal may have several objective statements. While objectives will likely require several skill sets, or sector skills, to accomplish, it is advisable that one sector take leadership for each objective, ensuring the coordination of integrated, multi-sector actions and evaluation of progress. It is at this level, where adaptive management becomes important to implement. Certain actions may not be yielding the desired result and may need to be tweaked. As understanding of an issue increases, more appropriate strategies may need to be employed. It will be important for the objective lead to understand if the actions are effective or alternatives are required. Hence, it is suggested that objectives have a designated sector lead to track progress.

### Tips for Writing SMART Objectives

- “Specific” means using strong action verbs to focus on what you want to do. Statements reflect clearly “what” needs to be done, “why” it’s important, “who” is doing it, and “when” it will be done.
- “Measurable” means ensuring that there is a quantitative way to measure the change the reserve wants to realize.
- “Attainable” means that they need to stretch the organization, but not so far that people lose motivation. They should be realized within the five year period of plan.
- “Realistic” means having the appropriate resources including the right people with the right skills, money, equipment, and capacity.
- “Time-bound” means they should create motivation and urgency to accomplish them within the five year period of the plan.

### Example Objective Statements

Who/What <i>Target</i>	Change <i>Action Verb</i>	<i>In What</i> <i>Expected results</i>	By When <i>Time Frame</i>
Local community planners	improve	their capacity to write climate change adaptation plans	within 1 year
Watershed management	are developed to	coordinated conservation strategies focused on sustainable ecosystems	by 2013
Unauthorized activities	are reduced	on the trail system to promote safe user experiences	by 2014

## VI. Creating Clear Actions

Actions should support achievement of the objectives. An action statement explains “how” an objective will be met. Actions may be undertaken by one or multiple sectors, but should be coordinated by the objective lead, so that as new information arises about the impacts of the actions, management decisions can be adjusted or maintained. Sector leads for each action should be indicated. Adaptive management focuses on learning and adapting, through partnerships between reserve staff, resource managers, coastal decision-makers and stakeholders, who learn together how to create and maintain sustainable resource systems. It is more than monitoring activities and changing direction when failure arises. When developing actions, several alternatives should be explored, the outcomes of these alternatives should be predicted based on the current state of knowledge and then using professional judgment, those actions that are predicted to be the most effective should be written into the plan. During the course of the plan, evaluation of results should be ongoing to adapt when necessary.

### Tips for Writing Actions

- Actions describe how you work and what you are working on
- Actions describe collaborations and mechanisms for achieving work products

### Example Action Statements

- Provide training to community planners on understanding vulnerability and developing adaptation plans focused on protecting resources within the reserve targeted watershed.
- Partner with land owners within the reserve to identify existing conservation strategies, their compatibility with one another, and options for improvement
- Coordinate with county land partners to place signs in high traffic areas of the trail system to increase public awareness of authorized activities

## VII. Developing Practical Performance Measures

Performance measures track if and how well a program is meeting its objectives and ultimately its mission. They provide data on trends and can inform future plans, policy and program budgeting. They provide a quantitative means to communicate those trends and progress toward objectives to key audiences. In addition to the Reserve System national performance measures developed to track Reserve System progress, reserves are encouraged to develop site specific performance measures and targets for reserve objectives will help quantify progress and facilitate communicating success to key stakeholders.



“ If you can’t measure it, you can’t manage it.” –Kaplan



At least three measures that relate to high priority management plan objectives should be identified, per guidance from the National Policy and Evaluation Division (NPED). If during a management plan revision, goals and objectives on which the measures and targets are based were deleted or significantly changed; or if it was no longer possible to collect any data at all for some extenuating circumstance, then NPED, ERD, and the reserve will work to identify a new measure and target. During an evaluation, NPED will still look at the original measure and target and also at the status of the new measure and target.

While the above measures are the only ones required, it is advisable that performance measures and associated targets are established for as many objectives as possible. Performance measures should help the reserve understand the key benefits of their activities to specific audiences and should illustrate why the programs matter and to whom. It is important to have a baseline, set targets, and identify the unit of measurement and how it will be counted. If baseline data isn't available, it may be more appropriate to collect data for a baseline than establish measures, so that measures can be created in the future.

#### Example performance measures:

<p><b>Objective:</b> Local community planners will improve their capacity to write climate change adaptation plans by 2017.</p>	<p><b>Strategy:</b> The Reserve's Coastal Training Program will develop targeted workshops promoting the understanding and use of climate change science and monitoring, including information gained from the Reserve sentinel site monitoring, to inform adaptation activities.</p>	<p><b>Performance Measure:</b> Number of new targeted workshops that build coastal decision-maker capacity and promote the use of recent research results that address climate change impacts and adaptation alternatives.  Performance Measure: Number of new targeted workshops that build coastal decision-maker capacity and promote the use of recent research results that address climate change impacts and adaptation alternatives.</p>	<p><b>Target:</b> Ten workshops focused on building coastal decision-maker capacity to use and apply climate data and information to develop adaptation alternatives.</p>
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## Resources

**Program Development and Evaluation:** Provides knowledge, skills and tools to design and implement projects that have measurable impacts on a target audience. Tools include models that provide situational analysis, priority setting, program action – the logic model – and evaluation.

<http://www.csc.noaa.gov/training/> and [www.uwex.edu/ces/pdande/evaluation/evallogicmodel.html](http://www.uwex.edu/ces/pdande/evaluation/evallogicmodel.html) and [www.uwex.edu/ces/pdande/progdev/index.html](http://www.uwex.edu/ces/pdande/progdev/index.html)

**NOAA's Conducting Needs Assessments Course:** Provides an on-line self-guided course offering an introduction to needs assessments and how to conduct one.

**NOAA's Meaningful Evaluation Course:** Provides an understanding of all elements of program and project evaluation so programs can develop evaluation plans.

**NOAA's Focus Groups, Facilitation, and Engagement Publication:** Provides information on conducting focus groups, facilitating effective meetings, survey design and delivery, preparing to write your strategic plan, stakeholder engagement, understanding risk behavior, and resiliency planning.

**NOAA's Preparing to Write Your Strategic Plan Publication:** Provides a multi-step process to systematically assess the direction and priorities of an organization, as well as tools and job aids for assessing target populations, performing SWOT assessments, developing niche, and identifying program outcomes.

**All About Strategic Planning:** Provides information, guidance, and tools about the benefits and process of strategic planning.

**Strategic Planning in the Public Sector:** Provides information and examples of process and approaches to strategic planning.

**Stakeholder Involvement:** Environmental Protection Agency provides information on stakeholder involvement evaluation and research including lessons learned, barriers and innovative approaches to stakeholder involvement.

**Perspectives on Strategic Planning in Public Sector:** Report on strategic planning approaches, philosophies and processes to achieve desired results.

**Mind Tools, Ltd.:** Provides information about how to undertake a SWOT analysis, discover new opportunities, as well as manage and/or eliminate threats. Mind Tools also provides information about strategy tools, project management, problem-solving, team management and communication skills.

**Structured Decision-making:** Provides an organized approach to identifying and evaluating creative options and making choices in complex decision situations.

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## RESERVE SYSTEM PROGRAM FOUNDATIONS

### About this Section

Each reserve contributes to Reserve System-wide programs and priorities, as well as defines local programs and priorities to address site specific needs and issues. It is important to understand the key elements of system-wide program that contributes to national and local efforts. These efforts are captured in the reserve's strategic plan goals and objectives, and these programs support the achievement of the goals and objectives. Because ERD is encouraging an integrated approach to the strategic plan portion of the management plan (i.e. issue-based goals), this means that each program may be leading several objectives to support each goal.

This section provides a standard format for describing the system-wide and local efforts for each system-wide program, including mandatory text covering system-wide efforts and key questions to organize information on program context, capacity, delivery, needs, opportunities as well as the objectives and strategies from the strategic plan led by that program. Part I 'Preparing to Write a Strategic Plan' section two 'Assessing Skills and Capacities of Reserve Programs' discusses how reserves may conduct program SWOT analysis. Information within each program category- context, capacity, delivery, needs and opportunities- should be readily available if the programs undertake a SWOT analysis. Reserves should respond to all of the questions below to the best of their ability given the unique stage and nature of their reserve. This information should provide readers a clear picture of program capacities and focus, as well as how the program is supporting achievement of reserve goals and objectives. Together they create a complete picture for how the system works nationally and locally.

While stewardship is a sector program at many reserves and there are national efforts to support stewardship functions, this section concentrates on those sectors with system-wide programs. Foundational capacities for stewardship vary across sites and will be captured within research and monitoring, as well as the resource protection, land acquisition, public access and visitor use components, and if applicable, the restoration and/or resource manipulation components.

Each program description can be organized in separate chapters or be culminated into a single "Program Foundations" chapter. If reserves choose to create a sector based strategic plan (i.e. sector based goals), each of these descriptions should be included with that sector based goal chapter.

<b>Program Foundations</b>		
<b>Research and Monitoring</b>	<b>Education</b>	<b>Training</b>
_Mandatory system-wide text	_Mandatory system-wide text	_Mandatory system-wide text
_Program Context	_Program Context	_Program Context
_Program Capacities	_Program Capacities	_Program Capacities
_Program Delivery	_Program Delivery	_Program Delivery
_Needs and Opportunities	_Needs and Opportunities	_Needs and Opportunities
_Research related objectives and actions ♦	_Education related objectives and actions ♦	_Training related objectives and actions ♦
_Monitoring and evaluation strategies ♦	_Monitoring and evaluation strategies ♦	_Monitoring and evaluation strategies ♦

## Plan Contents

### I. Research and Monitoring Program

#### (Mandatory text begin)

The National Estuarine Research Reserve System's mission provides that reserves are protected and managed to afford opportunities for long-term research. Research at each reserve is designed to fulfill the Reserve System goals as defined in the regulations (15 C.F.R Part 921(b)):

- Address coastal management issues identified as significant through coordinated estuarine research within the System;
- Promote Federal, state, public and private use of one or more reserves within the system when such entities conduct estuarine research;
- Conduct and coordinate estuarine research within the System, gather and making available information necessary for improved understanding and management of estuarine areas.

To sustain these System goals, the 2011-2016 Reserve System Strategic Plan outlines research objectives that support the focus areas of climate change, habitat protection, and water quality:

- Expand capacity to monitor changes in water quality and quantity, habitat, and biological indicators in response to land use and climate change drivers.
- Improve understanding of the effects of climate change and coastal pollution on estuarine and coastal ecology, ecosystem processes, and habitat function.
- Characterize coastal watersheds and estuary ecosystems and quantify ecosystem services to support ecosystem-based management of natural and built communities
- Increase social science research and use of social information to foster coastal stewards that value and protect estuaries.

The Reserve System's research and monitoring programs provide the scientific basis for addressing coastal management challenges. Reserve research and monitoring activities provide valuable information about estuarine resources to increase understanding and awareness of their importance to a variety of audiences including scientists, resource managers, educators, and the general public.

### Reserve System Research Programs

Currently, there are two Reserve System-wide efforts to fund estuarine research. The Graduate Research Fellowship Program supports students to produce high quality research in the reserves that directly addresses coastal management challenges. The fellowship provides graduate students with funding for 1-3 years to conduct their research, support reserve programs, and disseminate results to the coastal management community. Projects must address coastal management issues of local and national significance; support the reserve's management plan priorities; and be conducted at least partially within one or more reserves.

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Research is also funded through the National Estuarine Research Reserve System Science Collaborative, a partnership between NOAA and the University of New Hampshire. The Reserve System Science Collaborative is a program that focuses on integrating science into the management of coastal natural resources. Currently administered through the University of New Hampshire, the program integrates and applies the principles of collaborative research, information and technology transfer, graduate education, and adaptive management with the goal of developing and applying science-based tools to detect, prevent, and reverse the impacts of coastal pollution and habitat degradation in a time of climate change. The program is designed to enhance the Reserve System's ability to support decisions related to coastal resources through collaborative approaches that engages the people who produce science and technology with those who need it. In so doing, the Science Collaborative seeks to make the process of linking science to coastal management decisions, practices, and policies more efficient, timely, and effective and share best practices and examples for how this can be done.

### Reserve System Monitoring Program

The System-wide Monitoring Program provides standardized data on national estuarine environmental trends while allowing the flexibility to assess coastal management issues of regional or local concern and is guided by the Reserve System-wide Monitoring Program Plan. The principal mission of the monitoring program is to develop quantitative measurements of short-term variability and long-term changes in water quality, biological systems, and land use/land cover characteristics of estuaries and estuarine ecosystems for the purposes of informing effective coastal zone management. The program is designed to enhance the value and vision of the reserves as a system of national references sites and focuses on three ecosystem characteristics:

1. **Abiotic Characteristics:** Abiotic measurements are supported by standard protocols, parameters, and approaches that describe the physical environment including weather, water quality, hydrological, and sediment related parameters. The monitoring program currently provides data on water temperature, specific conductivity, percent saturation of dissolved oxygen, pressure, pH, turbidity, salinity, concentration of dissolved oxygen, and pressure corrected water depth. Meteorological data include air temperature, relative humidity, barometric pressure, wind speed, wind direction, rainfall, and photosynthetically active radiation (PAR). In addition, the program collects monthly nutrient and chlorophyll a samples and monthly diel samples at one SWMP data logger station. Data is Federal Geographical Data Committee compliant and available via the *Reserve System Centralized Data Management Office*.
  2. **Biotic Characteristics:** As funds are available, reserves are focusing on monitoring habitats and biodiversity.
  3. **Watershed and Land-use Classifications:** The Reserve System is examining the link between watershed land use and coastal habitat quality by tracking and evaluating changes in coastal habitats and watershed land use/cover. This element is guided by the *Reserve System Habitat Mapping and Change Plan*.
-

Building on these foundational elements, the Reserve System is developing a network of sentinel sites and the capacity to assess the impact of sea level/lake level changes and inundation on the diverse set of coastal vegetative habitats represented in the system. Reserves are implementing a suite of activities, as described in the 2012 Reserve System Sentinel Site Guidance Document, to assess the relationship between vegetative communities (marsh, mangrove and submerged aquatic vegetation) and sea level. Reserves are adding surface elevation tables and monitoring pore water chemistry along vegetation monitoring transects and linking their system-wide monitoring program to a network of specialized spatial infrastructure to allow precise measurement of local sea level and lake level changes and subsequent impacts to key habitats. The Reserve System is working in partnership with NOAA's National Geodetic Survey and the Center for Operational Oceanographic Products and Services to support the development of sentinel sites.

**(Mandatory text end)**

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**Research Program Context**

- A. What is geographic scope of your program?
- B. What information has been gained by the program since the last management plan?
- C. Who are the target audiences for the research developed at the reserve?
- D. How would the research community surrounding the reserve be characterized?
- E. What are the most pressing research issues and questions that the reserve will address and how do they align with the Reserve System Strategic Plan?

**Research Program Capacity**

- A. What staff, facilities, infrastructure, etc. support your research program currently?
- B. What partners will you work with to accomplish your research?

**Research Program Delivery**

- A. How will the reserve locally implement the system-wide programs (e.g. SWMP, GRF) and national programs (e.g. NSC) and priorities (e.g. NERRS Climate Change Initiative)?
- B. How will the reserve implement local and regional monitoring and research?
- C. How will the research program support other functions at the reserve?
- D. How will the research program support or be influenced by other programs at the reserve?
- E. How does the reserve evaluate the research program currently? Will this change in the next five years?
- F. What are the major outcomes the research program wants to achieve? What research and/or monitoring contributions will be made to the scientific or management community?

**Research Future Needs and Opportunities**

- A. What are the research needs and priorities identified by local stakeholders?
- B. What is the nexus between those needs and projected capacity in the next five years?
- C. What are the limitations of the research program? What are the opportunities?

**Research Related Objectives and Strategies**

- A. List research objectives from strategic plan
  - B. List research strategies that will advance those objectives from the strategic plan
-

## II. Education Program

**(Mandatory text begin)**

The National Estuarine Research Reserve System's mission includes an emphasis on education, interpretation, and outreach. Education at each reserve is designed to fulfill the Reserve System goals as defined in the regulations (15 C.F.R Part 921(b)):

- Enhance public awareness and understanding of estuarine areas and provide suitable opportunities for public education and interpretation;
- Conduct and coordinate estuarine research within the system, gathering and making available information necessary for improved understanding and management of estuarine areas.

To sustain these System goals, the 2011-2016 Reserve System Strategic Plan outlines education objectives that support the focus areas of climate change, habitat protection and water quality:

- Enhance the capacity and skills of teachers and students to understand and use Reserve System data and information for inquiry-based learning; and
- Increase estuary literacy and promote active stewardship among public audiences through the development and delivery of tools and programs addressing climate change, habitat protection, and water quality.

The Reserve System provides a vehicle to increase understanding and awareness of estuarine systems and improve decision-making among key audiences to promote stewardship of the nation's coastal resources. Education and interpretation incorporate science-based content into a range of programs and methodologies that are systematically tailored to key audiences around priority coastal resource issues.

Reserves conduct formal and informal education activities, as well as outreach activities that target culturally diverse audiences of educators and students, environmental professionals, resource users and the general public. Education and public programs, interpretive exhibits and community outreach programs integrate elements of Reserve System science, research and monitoring activities and ensure a systematic, multi-faceted, and locally focused approach to fostering stewardship.

The reserves system is committed to preparing tomorrow's future leaders with the knowledge and understanding of our nation's oceans and coasts to be responsible stewards. To fulfill this commitment, the Reserve System has created the K-12 Estuarine Education Program (KEEP) to increase the estuary literacy of students, teachers and the general public. The KEEP Program helps students and teachers learn about essential coastal and estuarine concepts, develop data literacy skills and strengthen their critical thinking, team building, and problem solving skills. K-12 and professional development programs for teachers include the use of established coastal and estuarine science curricula aligned with state and national science education standards and frequently involves both on-site and in-school follow-up activity.

Community education and outreach is another priority for the Reserve System. Community education programs foster behavioral change to promote resource conservation. These programs work with audiences whose choices directly impact the integrity of our estuaries and their associated watersheds.

**(Mandatory text end)**

**Education Program Context**

- A. What is geographic scope of your program?
- B. What information has been gained by the program since the last management plan? (e.g. from market analysis and needs assessments or other assessments)
- C. Who are the target audiences for reserve education programming, identifying population and reach, and why were they selected? Distinguish audiences among professional development programs, students programs, public outreach programs, and/or community education programs.
- D. What are the priority issues for your reserve that your education program can address and how do they align with the Reserve System Strategic Plan?

**Education Program Capacity**

- A. What staff, facilities, infrastructure, etc. support your education program currently?
- B. What partners will you work with to accomplish your education program?

**Education Program Delivery**

- A. How will the reserve locally implement and/or align with the system wide programs (e.g. KEEP, SWMP, GRF), national programs (e.g. NSC) and priorities (e.g. NERRS Climate Change Initiative)?
- B. What major activities will the education program implement and what methodologies will it employ?
- C. How will the education program support or be supported by other programs at the reserve?
- D. How will the education program deliver and disseminate results?
- E. How does the reserve evaluate the education program currently? Will this change in the next five years?
- F. What major impacts or outcomes does the education program want to achieve and what behavior change does the reserve wish to influence?

**Education Future Needs and Opportunities**

- A. What are the education needs identified via assessment or by local stakeholders?
- B. What is the nexus between those needs and projected capacity in the next five years?
- C. What are the limitations of the education program? What are the opportunities?

**Education Related Objectives and Strategies**

- A. List education objectives from strategic plan
  - B. List education strategies that will advance those objectives from the strategic plan
-

### III. Coastal Training Program

(Mandatory text begin)

The National Estuarine Research Reserve System's mission includes an emphasis on education and interpretation. The Reserve System recognizes it has a responsibility to educate coastal decision makers and supports the Reserve System goals, as defined in the regulations (15 C.F.R Part 921(b)), through the Coastal Training Program:

- Enhance public awareness and understanding of estuarine areas and provide suitable opportunities for public education and interpretation;
- Conduct and coordinate estuarine research within the system, gathering and making available information necessary for improved understanding and management of estuarine areas.

To sustain these System goals, the 2011-2016 Reserve System Strategic Plan outlines coastal training objectives that support the focus areas of climate change, habitat protection and water quality:

- Increase estuary literacy and promote active stewardship among public audiences through the development and delivery of tools and programs addressing climate change, habitat protection, and water quality.
- Improve the capacity and skills of coastal decision makers to use and apply science-based information in decisions that affect estuaries and coastal watersheds.

The Coastal Training Program provides up-to-date scientific information and skill-building opportunities to coastal decision-makers responsible for making decisions affecting coastal resources. Through this program, reserves ensure that coastal decision makers have the knowledge and tools they need to address local critical resource management issues.

Coastal decision makers are defined as individuals whose duties include making decisions that affect the coast and its resources. The target decision maker groups vary according to reserve priorities, but generally include groups such as local elected or appointed officials, managers of both public and private lands, natural resource managers, coastal and community planners, and coastal business owners and operators. They may also include groups such as farmers, watershed councils, professional associations, recreation enthusiasts, researchers, and more.

Reserves are uniquely positioned to deliver of pertinent information to local and regional decision-makers given their place-based nature. Coastal Training Program coordinators know the local people, places, and science are able to skillfully convene training participants and experts to address coastal management issues. Coastal Training Programs are built upon solid and strategic program documents, including an analysis of the training market and assessment of audience needs. Coordinators then work with the results to identify how their program can best address local and Reserve System priority issues.

Partnerships are integral to the success of the program. Reserves work closely with state coastal management programs, Sea Grant Programs, NOAA Coastal Services Center and a host of local partners in determining key coastal resource issues, target audiences, and expertise to deliver relevant and accessible programs.

(Mandatory text end)

**Training Program Context**

- A. What is geographic scope of your program?
- B. What information has been gained by the program since the last management plan? (e.g. from market analysis and needs assessments or other assessments)
- C. Who are the target audiences for reserve coastal training opportunities and why? What do you know about the skills, abilities, and current level of knowledge of the target audiences?
- D. What are the priority issues for your reserve that your education program can address and how do they align with the Reserve System Strategic Plan?

**Training Program Capacity**

- A. What staff, facilities, infrastructure, etc. support your training program currently?
- B. What partners will you work with to accomplish your training program?

**Training Program Delivery**

- A. How will the reserve locally implement and/or align with the system wide programs (e.g. KEEP, SWMP, GRF), national programs (e.g. NSC), and priorities (e.g. NERRS Climate Change Initiative)?
- B. What major activities will the training program implement and what methodologies will it employ?
- C. How will the training program support or be supported by other programs at the reserve?
- D. How will the training program deliver and disseminate results?
- E. How does the reserve evaluate the training program currently? Will this change in the next five years?
- F. What major impacts or outcomes does the training program want to achieve and what behavior change does it wish to influence?

**Training Future Needs and Opportunities**

- A. What are the training needs identified via assessment or by local stakeholders?
- B. What is the nexus between those needs and projected capacity in the next five years?
- C. What are the limitations of the training program? What are the opportunities?

**Training Related Objectives and Strategies**

- A. List training objectives from strategic plan
  - B. List training strategies that will advance those objectives from the strategic plan
-

## ADMINISTRATIVE PLAN

### About this Section

The administrative plan is a required element of a management plan and should outline staff roles in administration, research, education, and surveillance and enforcement, per the Federal Code of Regulations 15 CFR 921.13 (a)(2). The administrative plan should outline the means and support necessary to implement the goals and objectives of the reserve. It should provide an overview of the organizational and administrative framework that governs management of the reserve, address the roles and responsibilities of staff, as well as identify strategic partnerships and advisory committees. In effect, the administrative plan supports all other components in the reserve management plan; objectives and actions do not need to be integrated into the strategic plan element given this section will support achieving all reserve goals and objectives.

Specifically the administrative plan should include: an organizational framework; staffing plan; a description of strategic partnerships and advisory committees; and administrative plan objectives and actions. Optional elements could include: volunteer plan; vessel and vehicle plan; communications plan, and additional information about administrative initiatives of the state and reserve that impact the future of reserve operations.

### Plan Contents

#### I. Organization Framework and Management Authorities

This section builds on the ‘Introduction to the Reserve’ component to provide more information about the state agency administrative structure and management authorities. This section should highlight the mission of the agency and why it is an appropriate match to host the reserve. An organizational chart outlining the current location of the reserve within the state agency aligned with NOAA’s management structure should be included; see Figure 9. Additionally, an organizational chart of the reserve should be included.

If applicable, this section should capture any changes in the host agency since designation and the reasons for those changes. It should also include all information about state law, codes, or management authorities that impact the administration of the reserve.

#### **Administrative Plan**

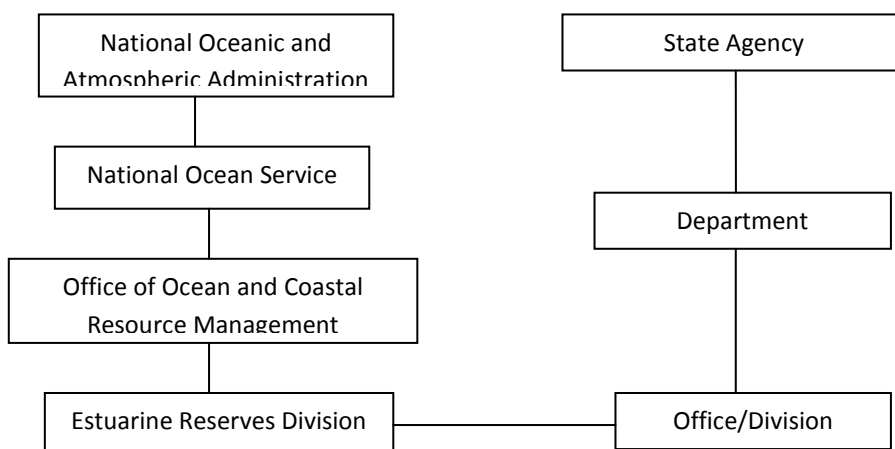
- \_Organizational framework
- \_Organizational charts
- \_Current staffing and needs
- \_Strategic partnerships
- \_Advisory committees
- \_Administrative objectives and actions
- \_Volunteer plan ♦
- \_Vessel and vehicle plan ♦
- \_Communications plan ♦



## II. Current Staff and Needs

This section should clearly outline the number of staff employed to support reserve programs, as well as their roles and responsibilities. Indicate if employees are full-time, part-time or seasonal and the location of their primary office. Include an administrative chart to visually represent the reserve's staff positions, administrative structure and oversight. If applicable, indicate strategies to secure state funding for core staff positions.

**Figure 9. Organizational Relationship**



Include detailed information about anticipated staffing needs to better support the mission of the reserve and projected program developments. Outline the roles and responsibilities of these anticipated positions, the goal-based justifications, and reference any supporting documents that recommend these staffing needs (i.e. internal reviews and evaluations findings). If available, include information on how these future positions would be funded.

## III. Strategic Partnerships

The administration of a reserve occurs through a collaborative process involving a variety of agencies and organizations at various levels of engagement. Strategic partnerships are those that leverage specific resources to carry out core functions of the reserve and are often associated with facilities, enforcement, or staffing. This section should not be an exhaustive list of all reserve partnerships, but instead briefly describe key partnerships. If applicable, this section could include information about the reserve's Friends group, in particular the role and responsibility of the group in supporting the mission of the reserve.

All Memoranda of Understandings should be included in the appendix of the management plan. If there is a need to compile a complete list of all organizations the reserve current partners with, it should also be included as an appendix.

## IV. Advisory Committees

Reserve advisory committees are composed of local community stakeholders and assist in guiding the policies and management of the reserve. This section should detail the roles, membership and expectations of the reserve's advisory committee. For example, do committee members provide feedback and recommendations on site management and implementation strategies; assist in seeking support for Reserve programs; represent the interests of users of the Reserve and its' products, expected to discuss relevant issues with the community and so on. If applicable, provide information about sub-committees or task forces.

Optional additional information about the advisory committees could include:

- How are members appointed and how long do they serve
- General meeting structure (i.e. open to the public) and frequency of meetings
- How are decisions made (i.e. consensus)
- Information about the general composition of the committee by
  - A list of the specific organizations/users represented on the advisory committees or
  - A list of members and affiliations from a prior year

## V. Objectives and Actions

The objectives and actions developed for the administrative plan should ensure the administrative, operational and financial capacities of the reserve are adequate to effectively implement the goals of the Reserve. Administrative objectives assist in the management of the reserve by addressing the operational needs and plans to maintain and train staff, maintain vessels and facilities, complete administrative processes, as well as work in the community through strategic partnerships and advisory committees. Actions should be designed to effectively and efficiently utilize the existing administrative, infrastructure, fiscal, and human resources.

The objectives and actions developed here likely support and are related to achieving all of the reserve goals and objectives. Hence, they do not need to be integrated into the strategic plan. Reserves should clearly describe why these were crafted and how they move the reserve forward in meeting their goals and objectives. However, reserves may choose to integrate these objectives and actions if administrative issues are a central focus for the next five years. In ERD's experience, we have found that reserves find it difficult to merge these types of objectives with programmatic objectives because they are central to supporting the entire plan.

### North Carolina Reserve: Administrative Goal and Objectives

The North Carolina management plan developed a goal and several objectives that support the administration and operations of the Reserve. In their Administrative Plan chapter they outline strong, relevant activities that will help them achieve their objectives. Reserves may choose to develop an administrative goal or they can simply list objectives within this component that directly support objectives within the strategic plan. ([http://www.nerrs.noaa.gov/Doc/PDF/Reserve/NOC\\_MgmtPlan.pdf](http://www.nerrs.noaa.gov/Doc/PDF/Reserve/NOC_MgmtPlan.pdf)).

## VI. Optional plans that support programs and program management

### *A. Volunteer Plan*

A volunteer plan can provide guidance for how a volunteer program builds connections with the community and supports reserve programs in meeting their goals and objectives. Volunteers are an invaluable resource to reserves. Considerations for creating a volunteer plan include:

#### **Planning for volunteers**

Prior to starting a volunteer program, it is important to assess needs that can be filled by volunteers and determine how the reserve will support the program as it does take a budget and expertise to run an effective program. It will be important to create and market clear position descriptions, including qualifications, purpose, timeframe, expected outcomes and evaluation criteria (if applicable). It will also be important to establish policies and procedures for administration and volunteers so that everyone is clear about what needs to happen before a volunteer can begin and while working.

#### **Recruiting and organizing volunteers**

Once the reserve establishes why the program should exist and clear functions that can be performed by volunteers, it is time to recruit, screen, interview and place volunteers in appropriate positions aligned with their ability, expertise and interest. It will be important to plan for the number of volunteers that can be adequately monitored and supported. Organizing teams of volunteers for certain areas can be useful to manage volunteers and provides them a network of people with similar interests to maintain engagement and give support to each other. It will be important to consider how the reserve will orient and train volunteers to perform duties and feel safe and productive when doing so. Once trained and performing duties, it will be important to ensure proper supervision, support and evaluation of efforts.

#### **Supervising, evaluating and retaining volunteers**

Supervising volunteers takes time and attention to ensure they are effective, safe and happy. It will be important to outline steps for developing an evaluation system to determine whether the complement of volunteers continues to be suited to the reserve. It will also be important to identify ways to recognize the volunteer contributions as this helps to develop a bond with the reserve and ensure continued contribution.

### *B. Vessel and Vehicle Plan*

A reserves fleet of vehicles and vessels can be critical to supporting reserve objectives and activities. A fleet infrastructure plan could help determine when craft need to be repaired and/or replaced, overseeing maintenance and repair work, procuring new craft and associated equipment, training staff in the proper use and safety protocols for each type of craft and associated equipment, and keeping required records for all fleet craft. If applicable, please identify policies for vehicles, including hybrids and additional energy saving plans.

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## *C. Communication Plan*

It is critical to communicate the importance and impacts of reserve efforts, as well as deliver key messages to key audiences regarding protecting and valuing the coastal resources reserves protect. See general areas appropriate for a communications plan below. For assistance in crafting a plan, key messages, and/or identifying key communication opportunities, contact the OCRM communications director. Considerations for crafting a communications plan include:

### **Objectives and target audiences**

Developing clear, measurable objectives is critical to the success of your communication plan. Think about what you want your communications activities to accomplish which directly relates to who you need to be communicating about what – for example, do you want to generate excitement, build awareness, educate on priority issues, maintain positive information flow, secure support for specific initiatives or projects? Identify who you want to communicate to will help articulate approach and how they want to receive information. It will be important to prioritize between primary audiences and others to achieve primary objectives.

### **Approach**

It will be important to determine what methods the reserve will employ to reach target audiences. Questions that may help inform approach include: What types of communication media will the reserve use? Will a mix be useful for various objectives? Who will be involved in a successful approach to both internal and external communications? How much time will be focused on various elements?

### **Key messages, tactics, and costs**

Key messages are important to create. Remember to address who, what when, where, why and how to convey key information to influential audiences. Messages should be clear, benefit-oriented, and written so that target audiences will understand and relate. It will be important to develop a plan for how to communicate with target audiences and how often. Consider the types of tactics that will be most effective – print, electronic, in-person. It is important to choose substance over flash. Communication messages must be simple, clear, direct and audience-focused - no matter how slickly they are packaged - or they won't be read, heard or understood. It will be wise to set a budget for developing and employing communications strategies and products.

### **Timeline and evaluating success**

It will be important to identify key times for targeting messages – are there key times when audiences are more receptive and/or seeking information to make decisions, how long will various efforts be pursued, how will you know when you've reached success? In order to understand the last question, it will be helpful if tangible success measures are identified- are you looking for a percentage change in audience behavior, are you hoping for increased financial support, etc.? Whether successful or not, it will be important to engage audiences solicit feedback on how to better engage and communicate with them.

## RESOURCE PROTECTION PLAN

### About this Section

The resource protection plan is a required element of a management plan, per the Federal Code of Regulations 15 CFR 921.13. The general provisions provided by 15 CFR 921.1 state reserves shall be open to the public to the extent allowed by state and federal law, multiple uses are allowed to the degree compatible with reserve purpose and use levels prescribed in the management plan. Additionally, regulations note that the management plan shall identify uses requiring a state permit, as well as areas where uses are encouraged or prohibited. Protecting the resources of the reserve serves as the foundation for all programmatic efforts and is central to the success of the reserve. It is important for reserves to protect the ecological unit representative of key land and waters within each biogeographic region and maintain it in the face of human and natural stressors that are continually increasing.

This plan should provide a description of the authorities which protect the reserve, allowable and unallowable uses per those authorities, uses requiring a permit, and surveillance and enforcement strategies to ensure appropriate use of the reserve.

### Plan Contents

#### I. State Management and Statutory Authorities

The protection of the reserve relies on state management and regulatory authorities. This section should describe all authorities (federal, state, local and tribal (if applicable)) related to the protection and use of reserve resources. It should include a complete description of rules and regulations that govern access and activities on reserve property. It should also identify key partners in developing and upholding these authorities.

Questions to inform this section include: What are the state, federal, and local regulatory authorities in place to protect the reserve? What rules govern uses and when were these developed? What partners were and/or are involved in maintaining these regulations?

#### Resource Protection Plan

- \_Management Authorities
- \_Allowable and unallowable uses
- \_Map of allowable uses
- \_Surveillance and enforcement capacities
- \_Resource protection challenges
- \_Resource protection objectives and actions ♦
- \_Monitoring and evaluation plan strategies ♦

#### II. Allowable and Unallowable Uses

This section should describe all allowable and unallowable uses within the reserve, based on the

above authorities, and where they may/may not occur respectively. A map and/or table that provide an overview of these uses are encouraged. Any uses requiring a permit should be identified. A rationale should be provided regarding why there are restrictions in certain areas. Pre-existing uses that occurred prior to designation should be discussed and evaluated if those uses are still occurring to determine compatibility with intent of reserve.

Questions to inform this section include: What are the allowable and unallowable uses in the reserve? Why are these uses allowable and/or unallowable? How were these designations determined? Where do these uses occur? Are there pre-existing uses that are still occurring and are they compatible with the intent of the reserve? If not, how will the reserve resolve these uses? Are there additional policies in development that may limit access in certain areas? When will these be likely to be implemented? Is there a mechanism to communicate allowable uses to users of the reserve?

### **III. Surveillance and Enforcement**

This section should describe the personnel and strategies dedicated to enforcing the management authorities to ensure appropriate uses of the reserve. The plan should clearly outline how violations to specific uses will be addressed via the enforcement network with jurisdiction over these resources. Key partnerships and other land owner protection plans that support the management and protection of the reserve should be described and included within an appendix if directly protecting reserve lands.

Questions to inform this section include: What agencies are responsible for surveillance and enforcement of rules regarding use within the reserve boundary? What is the relationship between the state agency and enforcement officials? Is there a plan in place for surveillance and enforcement? Is there a clear line of communication between applicable reserve staff and enforcement officials? What are the key partnerships important to protecting the reserve? What role do these partners play?

### **IV. Resource Protection Challenges**

Maintaining adequate control of reserve resources can be challenging for a variety of reasons. This section should identify uses outside reserve boundaries that potentially impact reserve resources. It should describe how existing authorities and processes protect the reserve and how the reserve interfaces with these uses, e.g. is the reserve involved in reviewing permits for certain activities that may impact the reserve.

Questions to inform this section include: What activities occurring outside or within the reserve boundary impact or may potentially impact reserve resources? How does the reserve ensure these activities are not detrimental to the reserve? How do staff members interface with local entities to monitor and/or approve activities which may impact the reserve? Will reserve staff members be involved in permit review for activities occurring adjacent to the reserve?

### **V. Objectives and Actions**

Like the administrative plan, this plan provides a foundational capacity to support the overarching goals and objectives within the strategic plan and be supported by other program

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efforts. If applicable, the reserve can decide to incorporate specific objectives related to resource protection within the strategic plan or they can stand alone as foundational to all other elements within the strategic plan.

## **VI. Monitoring and evaluation**

In order to effectively monitor whether resources are adequately protected, reserves must consider the following questions: What resource indicators does the reserve use to ensure ecosystem health? How will you monitor allowable and unallowable uses and adjust strategies to ensure protection? What are the frequency, timing and location of those monitoring activities? How does the reserve detect change in both resource and social indicators?

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## PUBLIC ACCESS AND VISITOR USE PLAN

### About this Section

The public access plan is a required element of a management plan, per the Federal Code of Regulations 15 CFR 921.13. Public access can be defined as the ability of all members of the community to pass physically and visually to, from, and along the ocean shore, other waterfronts, and over public lands. The ability to enjoy the oceans, bays and rivers is directly related to the ability to reach them. A public access plan must try to allow for the long-term public use and enjoyment of the water and shoreline while minimizing damage to the resources. Depending on the geographic proximity and current access available to visitors, reserves may want to consider topics such as public transit, bike trails, ADA accessibility for all visitor facilities, and signage to ensure visitors can locate accessible areas and follow necessary rules for using resources wisely.

This plan should discuss public uses, opportunities, and challenges within the reserve. Objectives and actions should support public access and positive visitor experiences while maintaining adequate long-term protection of reserve natural and cultural resources.

### Plan Contents

The following are key elements to be included within this section of the management plan. Discussion in response to the elements below should be addressed to the best of the reserve's ability given the unique stage and nature of the reserve.

#### I. Current Public Access

This section should include general information about where and how visitors, researchers, and other interested parties can access the reserve. This section should also include all relevant information and data that supports acceptable limits for public access or carrying capacity. Carrying capacity is the type and level of visitor use that can be accommodated while sustaining the desired resource and visitor experience conditions in the reserve. Visitor experience includes the perceptions, feelings, and reactions a person has while visiting the reserve.

Questions to inform this section include: What are reserve hours of operations and fees? Where are the land and water access points? What is the rationale for current public access structure? What purpose do these access points serve and to whom i.e. target audiences for access? Why are they relevant and important? Which public uses are permitted at these access points? What specific programs support access opportunities? What access is permitted to historical and or cultural areas of significance within the reserve?

#### Public Access and Visitor Use Plan

- \_ Current public access
- \_ Map of public access points
- \_ Public access challenges
- \_ Public access and visitor experience opportunities
- \_ Public access objectives and actions ♦
- \_ Monitoring and evaluation strategies ♦

If the reserve has conducted carrying capacity studies, the following questions should be addressed: What is the reserve's current carrying capacity? What are the reserve's limits of acceptable change in addressing carrying capacity? Does the reserve have any statistics regarding current attendance records, visitor use impacts and/or results of carrying capacity studies?

## **II. Public Access Challenges**

This section should include an overview of challenges to provide public access and maintain adequate control and protection of natural and cultural resources. Studies on carrying capacity and surveys on visitor use can serve as foundations for future action.

Questions to inform this section include: What and where are the challenges in balancing public access and protection of natural resources? What specific impacts has the reserve seen from these challenges? Does the reserve anticipate exacerbation of these impacts? What changes in demographics do you predict for the future? How do those changes impact planning for the future? Will climate change impacts provide public access challenges? Will these impacts potentially change the nature of access in certain areas? Are there particular species of concern potentially impacted by large groups visiting the reserve at particular times of the year, e.g. breeding season, growing season?

## **III. Public Access Opportunities and the Visitor Experience**

While balancing information from current uses and challenges, this section should describe the future opportunities to increase or decrease access to specific areas of the reserve.

Questions to inform this section include: Who are reserve future target audiences? What has been learned since the last management plan that provides input for this plan? What specific policies will impact education, stewardship, research, and monitoring programs? Is the reserve trying to increase, reduce, limit public access and visitor use, and why? What are the primary themes that communicate the significance of the reserve to visitors? What strategies does the reserve implement to ensure that those interpretative themes are communicated? How does the reserve connect outdoor visitor use experiences to indoor exhibits?

## **IV. Objectives and Actions**

If applicable, this section should provide an overview of the strategic plan objectives and actions that relate to public access and visitor use. It will be important to consider the role of education, interpretation and outreach in managing public access and visitor use.

If applicable, discuss indicators and procedures for monitoring and evaluating these actions to determine if public access should be altered in the future.

## **V. Monitoring and Evaluation**

In order to effectively monitor and evaluate the success of restoration habitats, consider the following questions: Has habitat function and structure been established to meet targets? Has biodiversity been established to meet targets? What are the long-term monitoring plans? Were methods used appropriate for meeting targets? Were new protocols used and if so were they effective in meeting targets?

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## Resources

[NOAA's Managing Visitor Use in Coastal and Marine Protected Areas Course](#): Provides participants with tools to identify and define unacceptable visitor use impacts to natural resources and visitor experiences. Participants of this course will be able to understand the human dimensions of coastal and marine management, apply recreation and visitor use management planning frameworks, identify visitor use issues, including visitor-resource and visitor-visitor impacts, craft a clear problem statement, develop measurable indicators for monitoring impacts and management and set standards for impact acceptability, and implement visitor use monitoring methods and management strategies and tactics.

[Managing Visitor Impacts in Parks: A Multi-Method Study of the Effectiveness of Alternative Management Practices](#): Provides recommendations for outdoor recreation management within protected areas such as parks.

[Monitoring and Management of Recreation in Protected Areas: the Contributions and Limitations of Science](#): Provides examples of significant contributions of science to visitor monitoring and management. It covers the related scientific purposes of explanation, causation, prediction and assessment.

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## FACILITY DEVELOPMENT AND IMPROVEMENT PLAN

### About this Section

The facilities plan is a required element of a management plan, per the Federal Code of Regulations 15 CFR 921.13. Reserve facilities provide functional space for reserve work and programming, and serve as the face to the public providing venues for learning and serving as a learning tool themselves. Reserve facilities must face all of the pressures that come with working and building in the coastal zone including withstanding storms, surge, erosion, and elements of wind, salt, sand, humidity among others. Additionally, a changing climate will exacerbate these pressures resulting in increased erosion, frequency and intensity of storm events and associated surge, sea-level rise and associated salt water intrusion. These challenges require reserves to build facilities that will withstand these pressures and serve their intended purpose for the life-cycle of the structure. ERD is encouraging reserves to build new and improve existing facilities so that they are sustainable and resilient.

#### Facility Development and Improvement Plan

- \_Purpose of facilities
- \_Current facilities
- \_Map of facility locations
- \_Facility challenges and gaps
- \_Planned facilities, facility upgrades, and exhibits
  - \_Climate and non-climate stressors
  - \_Facility descriptions
- \_Operations and maintenance manual as appendix ♦
- \_Long-term facility plan as appendix ♦

Supporting material is provided in ***Appendix 10 Planning for Sustainable Facilities*** that expounds on how to assess vulnerability of potential investments, principles for sustainability and resiliency including examples and options, and sustainable building codes and rating systems. Building principles are discussed in detail and considerations, references and resources are provided to help reserves think about how to incorporate sustainable principles into facility planning. Please note that the supporting material for this guidance is more robust than other plan elements because it also supports planning requirements for the NOAA Programmatic Framework for Considering Climate Change Impacts in Coastal Habitat Restoration, Land Acquisition and Facility Development Investments.

This plan should discuss the reserve's philosophy on sustainable building, purpose and description of existing facilities, facility challenges and gaps, and plans for new facilities, facility upgrades, and exhibits. Like the administration plan, facilities support reserve operations and reserve staff ability to meet objectives and actions within the strategic plan. Reserves may either choose to craft specific objectives for this plan that do not need to be incorporated into the strategic plan, or they may simply identify facility priorities. Either approach is acceptable, but there should be a clear link between facility plans and the achievement of reserve goals and objectives.

### Plan Contents

#### I. Purpose of Facilities and Construction Philosophies

This section should describe the overall purpose and vision for what the facilities on the reserve campus will help achieve. Reserves may see themselves as centers for regional excellence in providing services; they may be local experts with a lower profile; and/or they may have facilities that showcase sustainable building approaches and practices. Green or sustainable building is the practice of creating structures and using processes that are environmentally responsible and resource-efficient throughout a building's life-cycle from siting to design, construction, operation, maintenance, renovation and deconstruction. Building in this way reaps not only environmental, but economic and social benefits.

This section should describe the philosophies that the reserve ascribes to, as well as the state laws, regulations and initiatives that support sustainable building.

Questions to inform this section include: What are the values of reserve facilities to the staff and public? What are the general reserve philosophies around construction, operations and maintenance of reserves facilities? What state laws, regulations, and/or initiatives support sustainable building? What elements of sustainability are most important for the reserve to achieve?

## II. Description of Current Facilities

This section should describe each facility on the reserve campus. Descriptions of stationary and travelling exhibits should be included.

Questions to inform this section include: What is the purpose of the facility? Where is it located? When was it constructed? What are the components within the facility (if applicable)? How is the facility used and by whom? Is there visitor use and capacity data to support these facilities? How does the facility employ sustainable building principles? Are there plans to upgrade the facility to improve sustainability and operational efficiency? If so, these should be described generally in this section, but more specifically in the “Planned Facilities and Facility Upgrades” section as appropriate.

A map should be included that identifies the location of all current facilities. Additionally, include photos of major facilities.

## III. Facility Challenges and Gaps

This section should describe the projected challenges that facilities will face whether that is from age, use, natural or anthropogenic stressors including climate impacts and provide a rationale and basis for new facility siting and upgrade priorities.

Questions to inform this section include: How old are the current facilities? Which ones are in need of repair? How old are the current systems within the building? What can be done to make them more efficient and supportive? What are the major stressors likely to affect facilities? Will increased precipitation, lake or sea level change, or frequency and intensity of storms be likely scenarios? Are facilities prepared for potential impacts?

This section should also describe the current facility gaps and needs as demonstrated through some form of needs assessment. These needs should be grounded in data – capacity, visitor use, functional needs, etc. – that identify the challenges that if overcome support the vision of the program and are consistent with elements of a standard reserve and sustainable reserve guidelines. (Dewberry Design, 2004) Much of this data may come from the needs and gaps information identified in the “Program Foundations” section.

Questions to inform this section include: What are the key programmatic technical and structural needs for reserve operations? What staff, visitor or stakeholder needs are not currently being met? What are the projected needs of those audiences? How can the reserve increase operational efficiency and reduce resources to meet those needs?

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## IV. Planned Facilities

This section should describe the facility and/or facility upgrades that the reserve wants to undertake during the period of the management plan that meets the identified needs stated above. Detailed explanation of these facilities should include considerations for siting (if applicable), sustainable design principles and climate change impacts. Please refer to information generated from the ‘Introduction to the Reserve’ component to inform development of this section.

### A. Climate and non-climate stressors

In order to effectively plan for new facilities and/or the most appropriate facility upgrades, reserves need to consider siting for optimal sustainability, survivability and accessibility while also thinking hard about projected use and utility for staff and partners.

Questions to inform this section include: What are the major stressors likely to affect siting of new facilities? Will increased precipitation, lake or sea level change, or frequency and intensity of storms be likely scenarios? Will temperature ranges be shifting? What type of scenario planning has the reserve done to appropriately site new facilities? What are the results of that work? What are the projected uses and lifespan for the facility?

Hence, part of planning for future facilities, should include the following:

- Identification of the projected climate change impacts that will affect the investment. Stressors and their subsequent impacts that should be addressed include changes in precipitation, air temperature, change in sea level or lake level, and changes in storm frequency and intensity. Please refer to **Appendix 6 Summary of Observed and Projected Regional Climate-related Changes** and **Appendix 7 Summary of Climate Change Phenomena with Observed and Projected** changes, as well as local information relevant to understanding infrastructure sensitivity, exposure and/or vulnerability. Climate data and scenario tools focusing on sea level change can be found in the “Introduction to the Reserve” resources section as well as in **Appendix 10 Planning for Sustainable Facilities**.
  - Identification of the life span of the project based on these scenarios and projected utility. It is the responsibility of project principals to identify the methods used to determine the life span of the project based on scenarios and expected utility of the structure. However, a 30 year life span is suggested for all major facilities.
  - Gauging the extent to which the projected impacts will affect project objectives and benefits over the life span of the project. By reviewing all of the factors above, determine the risk and appropriate investment for long-term facility projects, as well as potentially shorter-term upgrades and improvements in existing facilities.
  - Making determinations about the extent of the climate impacts over time based on one or more climate change scenarios. We advise applying a multi-scenario analysis based on recommendations outlined by the National Research Council, the US Global Change Research Program, and the Intergovernmental Panel on Climate Change.
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## B. Facility descriptions

Identify each project in order of priority and describe why the project is a priority for the reserve. In order to describe these projects accurately, pre-work and planning will likely be a necessity. If the reserve has already developed a facility master plan, please draw from this document. For each project describe the following:

- Purpose and estimated life of the facility.
- Sustainability goals, targets and evaluation mechanisms.
- Elements of the project that support Reserve System Sustainable Building Principles.
- Cost estimate for each proposed facility which include associated costs for environmental assessment, if applicable. An environmental assessment will need to be prepared if the project occurs on undisturbed land and/or if it is expected to have significant effects on the environment. Each project will be evaluated on a case by case basis.
- Description of associated signage and/or exhibits that describe the sustainable principles and features of the building if open to the public.
- Description of forecasted maintenance costs and state commitment to supporting these costs.

The Reserve System Sustainable Building Principles, adopted from “Guiding Principles for Federal Leadership in High Performance and Sustainable Buildings” set forth in the Federal Leadership in High Performance and Sustainable Buildings Memorandum of Understanding (2006), are discussed in detail along with examples in *Appendix 10 Planning for Sustainable Facilities*. With regard to addressing bullet three above, please refer to Appendix 10 which contains supporting information corresponding directly with the questions below related to each building principle.

### Reserve System Sustainable Building Principles

- Integrated design & sustainable siting
- Water efficiency
- Energy efficiency
- Materials and resource conservation
- Indoor environmental quality
- Operational efficiency

### 1. Integrated design and sustainable siting

All projects should employ a collaborative, integrated planning and design process that starts at the earliest stages of the design process, includes a variety of expertise relevant to each stage, and maintains an integrated project team throughout all stages of the project considering the lifecycle of the project.

Questions to inform integrated design include: Will a collaborative integrated planning and design process be used? Will performance goals for the green principles be established for the project? What are there constraints to sustainable building? Are there local ordinances that will make this challenging?

The coastal zone presents a harsh environment for facilities and climate change will present new and exacerbate existing stressors. Projects should account for climate change impacts, as well as elements such as natural light, habitat preservation, stormwater, and factors affecting accessibility.

Questions to inform siting include: Are potential sites for future facilities at risk to climate impacts and/or natural hazards? Are potential sites for future facilities confined to the reserve buffer areas? What are the state and local considerations for reserve facility siting? Are you considering the full spectrum of lighting needs and impacts? How do you plan to protect existing native habitat or restore a site with native species? How do you plan to address stormwater discharges on the site? Are you considering implementing LID practices for stormwater? Are you considering proximity to community features and transportation issues?

### **Mission-Aransas Reserve: Building Sustainably on the Texas Coast**

In 2011, the Mission-Aransas Reserve celebrated the opening of its new Estuarine Research Center on the UTMSI campus. Several years in the making, the Reserve coordinated a collaborative approach bringing together an interdisciplinary team of engineers, architects and reserve staff to design and construct a headquarters and research facility to withstand harsh coastal conditions (i.e., high winds, salt, torrential rains and storm surges) and meet specific sustainability goals. Their first challenge was working within a culture where facilities development practices and norms did not necessarily incorporate green principles.

To address conditions on the coast, the facility is designed to sacrifice the ground floor housing non-critical building functions, an exterior rated to handle 130mph winds and using concrete additives to prevent chloride penetration to name a few. In addition, the grounds are being irrigated by air conditioning condensate and rainwater captured from the roof to reduce impacts on municipal water systems. During the construction, 83% of the construction waste was recycled and 82% of the materials used originated in Texas. Taken together, the project team incorporated sustainable design and construction practices that qualified for LEED Silver certification.

Throughout the project, the Reserve found that building sustainability with low carbon footprints is difficult to do on the coast. However, commitment from all the partners to sustainable designs and practices was critical to achieving a facility that is durable, versatile and sustainable. For more information, contact the Mission-Aransas Reserve.

## 2. Water efficiency

Water is a precious commodity and given availability and infrastructure stressors, we must decrease the amount of water used and increase dependence on water that is collected, used, purified, and reused on-site. Try to employ water saving mechanisms as much as feasible.

Questions to inform water efficiency include: How will you incorporate xeriscaping? Are you being strategic in use of turf areas as part of the facility landscaping? How will you incorporate efficient irrigation systems and schedules? What water use reduction practices will you incorporate?

## 3. Energy efficiency

Buildings in this country use a significant amount of energy most of which is produced from nonrenewable, fossil fuel resources which are contributing to greenhouse gas impacts. It is imperative that reserves reduce their energy demands. It is worth re-emphasizing an integrated project team since reducing energy demand requires a team including a variety of building experts to do this effectively.

Questions to inform energy efficiency include: How will you ensure an integrated planning team and process? How will you set energy efficiency targets and measure them? How will you reduce heating, cooling and lighting loads? How will you employ renewable or high-efficiency energy sources? How will you identify efficient HVAC and lighting systems? How will you reduce non-regulated energy consumption? How will you optimize system controls?

### Great Bay Reserve: Stepping out on Geothermal and Solar

The Great Bay Reserve broke new ground for the New Hampshire Public Works Department as the first state facility to install a geothermal system. Due to the NHPWD's lack of experience and the fact that they had to go with the lowest bidder who then subcontracted out various parts, the system was delivered with multiple challenges which required time and money to fix. A key lesson here is to do as much homework as possible to make up for the experience your agency may lack. While states must follow certain contracting rules, at a minimum, try to ensure that there is one company, ideally one with local expertise, to manage the entire project to ensure a seamless product and installation. On the flip side, the solar roof was a great success because they hired a local contractor who designed and installed the system. The bid process was a success as well since they bid for solar with a roof component vs. bidding for a building with a geothermal component. The reserve is already seeing about 20% energy saving. The roof is projected to last about 40 years, almost twice that of an asphalt roof. Beyond energy and materials savings, staff and visitors love coming to a green building. For more information, contact the Great Bay Reserve.

#### **4. Materials and resource conservation**

Preventing and recycling waste reduces depletion of natural resources, creates less pollution by reducing manufacturing and transportation-related emissions, uses less energy and water compared to many virgin material product manufacturing processes, and reduces greenhouse gasses by using less energy for manufacturing and transportation. It is important to purchase products and employ processes that do not pollute or unnecessarily contribute to the waste stream, do not adversely affect health, and do not deplete limited natural resources.

Questions to inform material and resource conservation include: Do you have a plan for managing construction waste? Have you evaluated environmental trade-offs for materials and resources? Have you considered recycled materials and deconstruction assemblies as much as possible? Have you considered using renewable, locally produced and low energy materials to the full extent possible?

#### **5. Indoor environmental quality**

Indoor environmental quality encompasses indoor air and water quality, aesthetics, ergonomics, acoustics, lighting, and electromagnetic frequency levels. It is important to value decisions about these items and engage building occupants in making these decisions, as well as allow for personal control of these items where practicable.

Questions to inform indoor environmental quality include: How will you achieve a comfortable and healthy air and water quality for occupants? How will you reduce pollutants inside the facility? How will you ensure a productive work environment?

#### **6. Operational efficiency**

Operational Efficiency will be a direct result of taking all other sustainable building principles into account for new buildings. A whole building design approach ultimately yields the best returns in reduced impact to the environment, efficient operation, and effective work environment.

Questions to inform operational efficiency include: Have you identified operational efficiency targets, especially for energy and water efficiency? Have you created a schedule for assessing those targets? Have you developed an operations and procedures manual so that systems can be cared for appropriately? Have you identified personnel to monitor and maintain the facility?

#### **V. Facility Upgrades**

All reserves should try to evaluate where sustainability can be improved for each facility on the reserve campus. Where possible, audits to assess water and energy inefficiencies should be performed to understand usage and options for minimizing usage. This information should Directly inform efforts to address the Reserve System sustainable building principles.

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Questions to inform this section include: What are the most significant energy and water sinks at the reserve? What actions can be implemented to reduce energy and water usage? What actions can be taken to address the other sustainable building principles, including exterior work associated with landscaping/xeriscaping? What are the sustainability goals and targets for these specific upgrades? How will the reserve evaluate the efficacy of the improvements over time? How will the reserve maintain upgrades and ensure systems and improvements remain efficient?

## VI. Exhibits

Reserve exhibits provide important passive and active learning opportunities for a variety of visitors about the dynamic processes and benefits of estuaries, as well as the pressures they are under and what the public can do to protect these resources. Exhibits should be theme based, address reserve priority issues, and convey the reserve's key messages. Exhibits should be evaluated periodically to determine how to incorporate new information and best engage audiences.

This section should include a general description and cost estimate for new exhibits and/or exhibit upgrades based on some form of needs assessment. When possible, use sustainable materials, and where applicable discuss sustainable building principles.

Additionally, interpretive materials and signage can be found both inside facilities as well as outside within demonstration sites, land trails, water trails, amphitheaters, etc. Consider the range of experiences available to visitors, and provide description of planned outdoor interpretive materials and/or exhibits. Cost estimates should be included and these activities should also be based on projected visitor use needs and impacts.

## References

Dewberry Design Group Incorporated (2004) National Estuarine Research Reserve System Standard Reserve

Dewberry Design Group Incorporated (2004) National Estuarine Research Reserve Sustainable Design Guidelines

Note: A full suite of references, tools, and resources can be found in **Appendix 10** regarding building codes and standards, climate change tools, and sustainable building principles.

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## LAND ACQUISITION PLAN

### About this Section

The land acquisition plan is a required element of a management plan, per the Federal Code of Regulations 15 CFR 921.13. Estuaries, and their associated habitats, offer numerous and diverse benefits to society and natural systems. Some of these benefits include storm buffers to protect property from hurricanes; nurseries for commercially important marine species; areas for to enjoy for recreation and aesthetics. However, human development has significantly eliminated or degraded the habitats that provide those societal values. To address the conservation of coastal habitats, the U.S. Commission on Ocean Policy in 2004 recommended that each state identify priority coastal habitats and develop plans, in partnership with willing landowners, federal agencies and others, for coastal and estuarine land conservation.

NOAA supports this recommendation through several acquisition investment tools under the Coastal Zone Management Act (CZMA) of 1972, as amended, including the Coastal Resource Improvement Program authorized under Section 306A, the Coastal and Estuarine Land Conservation Program under Section 307A, and the Reserve System Land Acquisition and Construction Program under Section 315. Each of these programs provides an opportunity to conserve coastal habitats.

This plan should identify ecologically key land and water areas for acquisition, prioritize these areas according to their relative importance for specific values, and describe strategies for establishing adequate long-term state control over these areas.

### Plan Contents

#### I. Acquisition Values

This section should describe the reserve's acquisition values. These values will form the basis of an acquisition plan. Essentially, the reserve needs to identify those ecological, historical, conservation, cultural, recreational, and other values that are important when considering future acquisitions. These values should be connected to the reserve's management plan goals and objectives.

Questions to inform this section include: What broad acquisition values are important to the reserve? Do the acquisition values match the reserves' management goals and objectives? Has the reserve considered non-ecological values?

#### II. Priority Acquisition Areas

This section should describe priority areas targeted for potential future acquisitions. To support the identification of these priority areas, the reserve must include a description of the criteria used to prioritize areas, the prioritization process used, and any additional factors that influenced the selection of these areas. These areas do not need to be at the parcel level, but at a level appropriate for the reserve.

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## A. Descriptions of Priority Acquisition Areas

The description of each priority area should include key habitats, existing ecological value, and proposed value to the reserve's ecological unit and/or programming. A map should be included of all acquisition areas, within the context of the reserve boundary to understand if priorities are contiguous and/or connected to the reserve via water corridor. Each target acquisition area description must be sufficient to reference when developing potential land acquisition grant applications.

Questions to inform this section include: Are the acquisition areas adjacent to existing reserve boundaries (core or buffer)? Is there sufficient existing information available to describe each area? What are the key habitats within each area? How are these areas contributing to protecting and/or enhancing the ecological unit and/or programming at the reserve? Does the reserve have the capability to produce high quality maps of the areas? What key values are supported through the targeted areas?

### Optional Elements for Priority Acquisition Areas

The reserve could enhance their priority area descriptions by including maps of important non-ecological acquisition values within priority areas. This supporting visualization could identify important cultural resources; access pathways, consumptive and non-consumptive recreation uses, historic structures, education potential, etc.

## B. Prioritization Process and Criteria

The reserve should describe the prioritization process used to identify and rank the acquisition areas. Key to this process is the identification of ranking criteria. The criteria developed by a reserve should incorporate climate and non-climate factors into the prioritization process. These criteria are typically created by the reserve staff with input from partners, the reserve advisory board and are linked tightly to objectives within the reserve strategic plan. Benefits of creating criteria include:

### Land Acquisition Plan

- \_Reserve Acquisition Values
- \_Priority Acquisition Areas
  - \_Description of acquisition areas
  - \_Map of acquisition areas
  - \_Prioritization process
  - \_Climate and non-climate stressors
    - \_Map of important non-ecological acquisition values within priority areas ♦
- \_Priority Areas Acquisition Strategy
  - \_Tract acquisition strategy
  - \_Tract ecological and/or programmatic values
  - \_Preferred methods for establishing state control
    - \_Fair market value estimates
    - \_Potential acquisition partners
    - \_Funding sources
    - \_Estimated acquisition timeline
    - \_Map detailing land uses on public and private tracts outside the reserve boundaries ♦
    - \_Management and/or stewardship considerations for acquisition priorities ♦
    - \_Description of collaborative process used in joint acquisition projects ♦

- Help reserve managers, staff and partners visualize the conservation priorities
- Provide a strategic approach to conserving ecosystem functions and services
- Improve ecosystem and community resilience to climate and weather impacts
- Leverage partners in support of reserve priorities
- Improve the management of investment risks

Questions that inform this section include: Has the reserve identified a process or strategy for acquiring new areas? What ranking criteria does the reserve use for prioritizing acquisition areas? Is the prioritization process linked to the reserve management plan or other conservation priorities within the state? Has the reserve sought the input of the Reserve Advisory Board or other stakeholders? Has the reserve developed criteria that account for climate and non-climate factors?

### C. Factoring Non-Climate and Climate Stressors into Acquisition Planning

Historically, acquisition planning looked at a variety of anthropogenic and natural stressors to support the prioritization process. Given the limited resources of states and land trusts, this process is useful in identifying targets of future land conservation investments. Some of the types of stressors considered in the past include the threat of development, invasive species, land zoning, etc. Climate related stressors have not been commonly factored into this process.

In 2010, OCRM and the Office of Habitat Conservation jointly developed the NOAA Programmatic Framework for Considering Climate Change Impacts in Coastal Habitat Restoration, Land Acquisition and Facility Development Investments which identifies a framework for considering climate change impacts in planning and decision-making for coastal investments in restoration, facilities development and land acquisition. This framework provides that new or updated acquisitions plans that are part of reserve management plans must integrate climate considerations.

Reserves should create a set of climate considerations or criteria that are reflected in the prioritization of acquisition areas. Climate related criteria developed by the reserve should be applied equally to the prioritization process rather than outweighing other values or factors. When factoring in climate stressors the reserve should also consider short and long-term impacts. Some examples of climate stressors used to develop criteria might include changes in relative sea or lake levels; changes in storm intensity, and changes in precipitation patterns. (CELCP Guide, 2011)

#### Example Climate Stressor-Impact Links for Acquisition

Stressor	Short-term Impact	Long-term Impact
Sea Level Rise	↑ Inundation, ↑ coastal erosion, Δ salinity, functional Δ in habitats	disappearance of habitats, Δ species diversity, functional Δ in habitats, habitat migration
Storm Intensity	↑ storm surge, ↑ coastal erosion	damage to key habitats, Δ species diversity
Storm Intensity	↑↓ drought, Δ salinity, Δ sediment and pollutant loadings, ↑ flooding	Δ water quality, Δ species diversity, functional Δ in habitats

In addition to impacts, reserves should value any potential ecological benefits derived from climate stressors. Benefits could include creating habitat migration corridors, creating refugia for sensitive species, and buffering for storms.

When identifying and describing climate and non-climate stressors, consider the following questions to inform this section: What climate stressors are most relevant to the reserve? What are the potential short and long-term impacts linked to the stressors? How will already identified acquisition priorities be impacted by climate stressors? How can the reserve maintain the ecological unit with key acquisitions? Are there other climate change planning documents applicable to the reserve acquisition plan? What adaptive benefits or values are important to the reserve when addressing climate impacts? What climate criteria are considered in the prioritization of acquisition areas?

**Example prioritization criteria for climate change considerations include:**

- Degree of sensitivity of the area to locally relevant climate change impacts
- Impact to area's primary acquisition values
- Resilience of the area to climate impacts that could include:
  - Connectivity of habitats to allow for species migration
  - Protect key ecosystem features that play a significant role in maintaining system functions and natural processes
  - Conserve habitat and species diversity
  - Reduce anthropogenic stressors to existing habitats and conservation values
- Exposure to climate impacts over time. This could mean a 30 year time horizon but ideally a 50 or 100 year time horizon should be considered.
- Elevation, especially important in coastal areas impacted by sea level change

What non-climate stressors are most relevant to the reserve? What are the potential short and long-term impacts linked to the stressors or threats? How will already identified acquisition priorities be impacted by these stressors? What adaptive benefits or values are important to the reserve when addressing non-climate impacts? What non-climate criteria are considered in the prioritization of acquisition areas?

### Example prioritization criteria for non-climate considerations include:

- Immediate threats of development
- Impact to area's primary acquisition values
- Resilience of the area to anthropogenic impacts that could include:
  - Connectivity of habitats to allow for species migration
  - Protect key ecosystem features that play a significant role in maintaining system functions and natural processes
  - Conserve habitat and species diversity
- Exposure to invasive species impacts over time.
- Existing zoning practices
- Visitor uses impacts

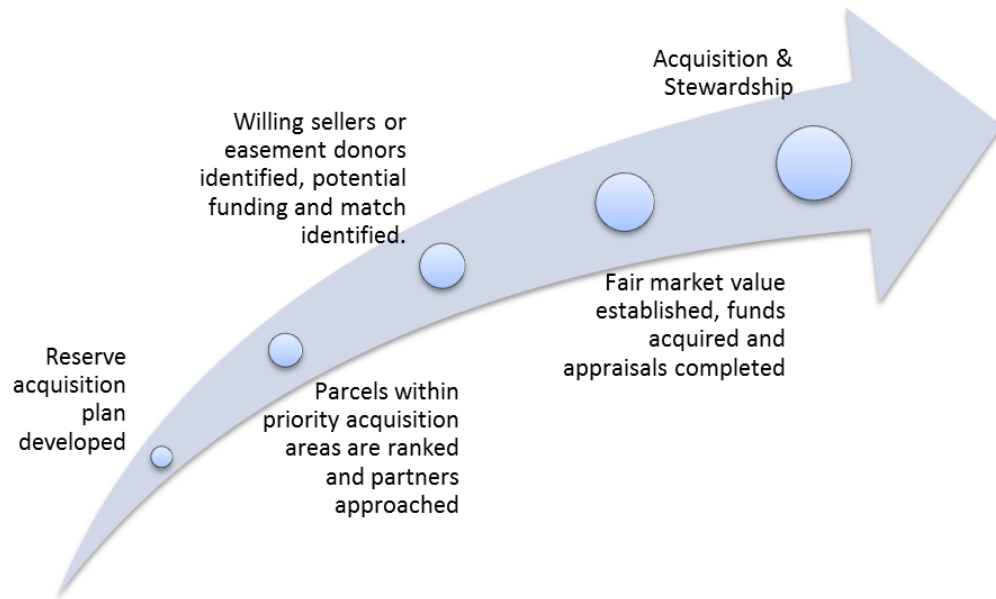
### III. Priority Areas Acquisition Strategy

Once priority acquisition areas have been established, the reserve should consider how it will acquire lands and waters within an acquisition area. Tracts within larger areas identified should be identified to the best of the reserve's ability. Ranking priority tracts targeted for acquisition provides reserves the opportunity to efficiently allocate limited acquisition resources to land or waters that best support ecological functions and/or programmatic goals and objectives laid out in the management plan. A table or list of the ranked areas should be included in the plan.

The reserve should describe the strategy or process used for establishing long-term protection to ensure a stable environment for research and education within acquisition areas. These strategies may be stated generally as they may be applied to all acquisition areas; however, if knowledge of a particular strategy is applicable to specific smaller areas or tracts, then that should be identified. If applicable, any required state level acquisition strategies should be described in this section.

It will also be important to understand how these acquisition strategies are consistent with federal and state requirements and processes, as well as if acquisition projects are consistent and complementary to other federal and state acquisition program plans, e.g. Coastal and Estuarine Land Conservation Plans. The coordination with the state CELCP plan should be specifically discussed, as well as coordination with other relevant conservation plans linked to reserve land-owning partners.

*Note: The reserve may choose to not identify specific parcels to target for future acquisition under the plan. These parcels can be grouped together into tracts or subareas for the purpose of creating an acquisition strategy. In most cases, reserves choose not to identify targeted parcels due to local considerations.*



For each ranked priority area, and if possible, the tracts within the larger area, the following should be identified and described:

- Acquisition strategy
- Ecological and/or programmatic values
- Preferred method for establishing state control should
- Fair market values within acquisition areas
- Potential acquisition partners
- Potential funding sources
- Acquisition timeline; and other supporting information, as applicable

Questions to inform this section include: Has the reserve discussed pros and cons of various processes or strategies for acquiring new tracts/areas? Does reserve staff understand different mechanisms for acquisition? Has the reserve considered the subsequent stewardship of areas and parcels targeted for acquisition? What is the reserve's timeline for acquisition of selected priority areas within a 5-year timeframe? How does "core" verse "buffer" impact acquisition planning? Who are the reserve's potential partners or sources of match for acquisition projects?

### A. Tract Acquisition Strategy

The reserve should briefly describe the strategy or process used for establishing long-term protection to ensure a stable environment for research and education. Various strategies may be of value; for example, reserves could focus at a landscape scale (i.e. Green Infrastructure) or use a threat-based approach, using reserve stressors like land conversion or development as a key attribute.



## B. Tract Ecological or Programmatic Values

The reserve should describe the ecological or programmatic values for the tracts within each prioritized area, or per area as applicable. Identifying these values for individual tracts will help the reserve rank tracts for future acquisition opportunities.

## C. Preferred Methods for Establishing State Control

According to Reserve System regulations, a reserve must establish adequate state control over new areas acquired for inclusion into the reserve boundary. Specifically, per 15 CFR 921.13:

In selecting a preferred method(s) for establishing adequate state control over areas within the proposed boundaries of the reserve, the state shall perform specific steps for each parcel determined to be part of the key land and water areas (control over which is necessary to protect the integrity of the Reserve for research purposes), and for those parcels required for research and interpretive support facilities or buffer purposes.

- (A) Determine, with appropriate justification, the minimum level of control(s) required [e.g., management agreement, regulation, less-than-fee simple property interest (e.g., conservation easement), fee simple property acquisition, or a combination of these approaches]. This does not preclude the future necessity of increasing the level of state control;
- (B) Identify the level of existing state control(s);
- (C) Identify the level of additional state control(s), if any, necessary to meet the minimum requirements identified in paragraph (a)(7)(i)(A) of this section;
- (D) Examine all reasonable alternatives for attaining the level of control identified in paragraph (a)(7)(i)(C) of this section, and perform a cost analysis of each; and,
- (E) Rank, in order of cost, the methods (including acquisition) identified in paragraph (a)(7)(i)(D) of this section. (ii) An assessment of the relative cost-effectiveness of control alternatives shall include a reasonable estimate of both short-term costs (e.g., acquisition of property interests, regulatory program development including associated enforcement costs, negotiation, adjudication, etc.) and long-term costs (e.g., monitoring, enforcement, adjudication, management and coordination). In selecting a preferred method(s) for establishing adequate state control over each parcel examined under the process described above, the state shall give priority consideration to the least costly method(s) of attaining the minimum level of long-term control required.

As a result, the reserve will need to identify the method(s) or mechanism(s) of acquisition which the state proposes to use to establish adequate long-term state control over areas targeted for acquisition. Some of the acquisition mechanisms potentially available to reserves include:

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- Fee Simple - absolute title to land, free of any conditions, limitations, restrictions, or other claims against the title, which one can sell or pass to another by will or inheritance. A fee simple title has a virtually indefinite duration.
- Conservation Easement – a legal agreement between a landowner and a land trust or government agency that permanently limits uses of the land in order to protect its conservation values. It allows landowners to continue to own and use their land, and they can also sell it or pass it on to heirs. Examples of acquired easement rights include riparian, subsurface mineral, agricultural, residential development, viewshed, and groundwater.
- Donation - An outright donation of land to a trust or federal, state, or local governments that may provide the donor with a charitable income tax deduction and a reduction in the value of one's taxable estate.

### **Mission Aransas Reserve: Stewardship Considerations at Fennessey Ranch**

As part of the designation of the Mission-Aransas Reserve in 2006, a conservation easement was acquired on a private working ranch that allows multiple uses including hunting, fishing, nature tours, and cattle ranching, among others. Supporting these diverse business ventures, the ranch includes diverse habitats from freshwater wetlands, riparian corridors and coastal prairie. All these habitats support a wide range of fauna and flora, including over 400 species of birds.

The conservation easement provides the legal foundation for the collaborative management of the property between the Reserve and the property owners. A joint management plan was developed that allows for the generation of revenue from compatible uses and ensures that the conservation values of the ranch will continue to support wildlife, biodiversity, as well as, reserve research and education opportunities well into the future. For more information: <http://www.missionaransas.org>

## **D. Fair Market Value Estimates**

Reserves should look at the fair market value of any property interest within the prioritized acquisition areas. Ownership and fair market values of tracts can be stated in general terms within the plan. It is recommended that individual tract ownership not be identified.

## **E. Potential Acquisition Partners**

The reserve should identify potential acquisition partners. These could include a variety of interested local, regional, or national land trusts (e.g., The Conservation Fund, The Nature Conservancy, Weeks Bay Foundation, The Elkhorn Slough Foundation), state land management agencies, municipalities, local governments, and reserve Friends groups. Partners can be valuable assets to a reserve by

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providing real estate expertise, conducting property appraisals, contacting willing sellers, offering financial and legal assistance, and monitoring easement properties among others.

### **Weeks Bay Reserve: Leveraging Partners to Acquire Land**

In 2010, a diverse partnership secured the acquisition of 820 contiguous acres of forested wetland habitats adjacent to the Weeks Bay Reserve. A diverse coalition comprised of the Conservation Fund, Weeks Bay Foundation, Baldwin County Commission, Alabama Forever Wild through the Alabama Department of Conservation and Natural Resources (ADCNR), and the National Oceanic & Atmospheric Administration (NOAA) contributed to the success of the project. To acquire the property for conservation purposes, ADCNR brought together funding from different sources including NOAA, Forever Wild, and Coastal Impact Assistance Program. Working with ADCNR, the local and national land trusts became the contracting entity with the willing seller. In that role, they researched the title and completed an appraisal of the property. Without the contributions of the various partners, the Reserve would have not been able to acquire property. The resulting federal, state, local and land trust partnership has made a significant contribution to the conservation of coastal habitats and contributes to improved public access, water quality, and opportunities for research and education. These partnerships were the key factor to implementing the largest addition to the Reserve since its designation in 1986.

## **F. Funding Sources**

The reserve should identify potential sources of acquisition funds. These could include potential sources of matching funds. Funding sources could be federal, state, foundation, or private. Common examples of funding sources are provided in the tools and resources section.

## **G. Estimated Acquisition Timeline**

The plan should include a schedule estimating the time required to complete the process of establishing adequate state control over parcels within priority acquisition areas.

### **Optional Elements Supporting Priority Area Acquisition Strategy**

The Reserve could enhance their priority area descriptions by including optional maps detailing the range of land uses on public and private parcels within the reserve watershed and priority acquisition areas. Looking towards the future, the reserve should detail some of the potential management and stewardship considerations for areas or tracts post-acquisition. These management considerations should link to the reserve's management plan and restoration plan (if applicable). In addition to looking at potential partners, the reserve could also detail the collaborative process it plans to implement with those partners for joint acquisition projects.

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## References

National Oceanic and Atmospheric Administration (May 2010). [Programmatic Framework for Considering Climate Change Impacts in Coastal Habitat Restoration, Land Acquisition, and Facility Development Investments](#).

U.S. Commission on Ocean Policy (2004) *An Ocean Blueprint for the 21st Century - Final Report*. Washington, DC, 2004. ISBN#0-9759462-0-X

## Tools and Resources

[NOAA's Habitat Priority Planner](#): A GIS tool to help identify and prioritize areas for conservation, restoration, and planning.

[NOAA's Sea Level Rise and Coastal Flooding Impacts Viewer](#) shows how various levels of sea level rise will impact coastal communities. The current project areas include Mississippi, Alabama, and parts of Texas and Florida, with additional coastal counties to be added in the near future. Visuals and the accompanying data and information cover sea level rise inundation, uncertainty, flood frequency, marsh impacts, and socioeconomics.

## *Funding Opportunities*

[U.S. Department of Agriculture - Forest Legacy Program](#): Grants available to help landowners, state and local governments, and private land trusts identify and protect environmentally important forest lands that are threatened by present and future conversion to non-forest uses. The Forest Legacy Program is designed to assure that both traditional uses of private lands and the public values of America's forest resources are protected.

[U.S. Fish and Wildlife Service's North American Wetland Conservation Act Program](#): Grants are available to fund conservation of wetlands and wetland-dependent fish and wildlife (waterfowl) through acquisition, restoration and/or enhancement. Grants may be provided directly to state, local governments, and non-profit organizations. This program strongly prefers to fund diverse conservation partnerships.

[U.S. Fish and Wildlife Service's Coastal Wetland Grant Program](#): Grants are awarded to Great Lakes and coastal states and trust territories for projects that restore, acquire, manage, or enhance coastal lands and waters. Projects must provide for the long-term conservation of such lands and waters and the fish and wildlife dependent on them. The Coastal Grants Program gives priority to the restoration of barrier islands associated maritime forest, coastal wetlands ecosystems, endangered species, anadromous fish species and to the building of financial and cooperative, private and governmental partnerships.

[U.S. Fish and Wildlife Service's Endangered Species Recovery Lands Program](#): Grants are provided to states and territories for acquisitions of habitat that support approved recovery plans.

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**Natural Resources Conservation Service's Grant Programs:** The NRCS has a number of cost-share/grant programs that involved acquisition of conservation easements including the Conservation Reserve Program, Wetland Reserve Program, and Conservation Reserve Enhancement Program. The Wetland Reserve Program provides technical and financial assistance to eligible landowners to address wetland, wildlife habitat, soil, water, and related natural resources concerns on private lands in an environmentally beneficial and cost-effective manner. The program provides an opportunity for landowners to receive financial incentives to enhance wetlands in exchange for retiring marginal land from agriculture. This program involves the establishment of permanent or 30-year conservation easements or restoration cost-share funds.

**NOAA's Coastal and Estuarine Land Conservation Program:** Grants to state and local governments to purchase significant coastal and estuarine lands, or conservation easements on such lands, from willing sellers.

**NOAA's National Estuarine Research Reserve System PAC:** Grants to state host agencies of reserves to support land acquisition for projects identified in approved reserve management plans.

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## RESOURCE MANIPULATION PLAN

### About this Section

The resource manipulation plan is an optional element of a management plan, per the Federal Code of Regulations 15 CFR 921.13, and should be included when resource manipulation activities are occurring within the buffer areas of the reserve. Resource manipulation can occur only in the reserve buffer and refers to long-term pre-existing (prior to designation) manipulation for reasons not related to research or restoration. Most often resource manipulation is occurring for the benefit of human communities. Examples of resource manipulation activities include regulation of water flow, sediment management, timbering, or aquaculture. These activities should be reviewed to ensure they are not preventing the reserve from serving its designated purpose.

#### Resource Manipulation Plan (Optional)

- \_Current and proposed resource manipulation activities
- \_Map of manipulation activities
- \_Permitting/approval requirements
- \_Climate and non-climate stressors
- \_Current and potential partners
- \_Impacts of activities

This plan should identify and describe priorities for resource manipulation, influence of stressors on these activities, requirements for conducting them, justification for continuing them, and resources and partners devoted to them.

### Plan Contents

#### I. Current and Proposed Resource Manipulation

This section should describe the reserve's current or planned resource manipulation activities. Each activity, current or planned, should generally support the reserve's management plan goals and objectives and not create any negative impact to resources. In addition, expected outcomes of the resource manipulation activities should be described generally. Outcomes could be ecological, social, or economic in nature and should not be detrimental to the ecology of the reserve. Given that reserves have limited resources, the reserve should prioritize what activities they will implement or continue over the 5-year management planning period.

The reserve should justify why the current and planned resource manipulation activities are useful and/or at minimum, not detrimental to reserve resources. It will be helpful to reference local, state, or federal priorities or plans that support these activities and are important to the reserve. A reserve boundary map should be provided that spatially references the current and planned resource manipulation activities and key resources or habitats important to these manipulations.

Question to inform this section include: What are the reserve's current or proposed resource manipulation activities? How are the activities identified connected the reserve's management



plan goals and objectives? What are the priorities for the reserve and why? What are the potential benefits of conducting resource manipulation activities? At what scale are these manipulations occurring? What local, state, and/or federal authorities or priorities support current and proposed resource manipulation activities?

## **A. Factoring Non-Climate and Climate Stressors into Resource Manipulation Planning**

The reserve should consider stressors that may impact resource manipulation activities, including climate considerations that factor into prioritizing these activities. When available, incorporate downscaled climate model information and other climate trend information to support the prioritization process. Incorporating these considerations into the prioritization process will help the reserve create a matrix of place-based climate related impacts to reserve resources or habitats associated to resource manipulation activities.

Questions to inform this section include: What climate stressors could impact resource manipulation activities? Are these impacts beneficial or harmful to key reserve resources or habitats? Will resource manipulation activities enhance resilience to climate stressors?

## **B. Current and potential partners**

Briefly identify reserve partners that support current or planned resource manipulation activities. Partners may be key players in achieving successful activity outcomes.

## **C. Permitting or Approval Requirements**

The reserve should briefly describe any permits or other regulatory or administrative requirements for resource manipulation activities within reserve boundaries. Permits or regulatory requirements will vary based on each activity. An example of a permit could include an incidental take permit issued by USFWS for certain species.

Questions to inform this section include: Have you contacted regulatory officials within your state or county to inquire about permitting requirements for resource manipulation activities. If the reserve is not the primary party responsible for land stewardship or management, have those entities been included in the development of the proposed activity? What state and federal permitting or regulatory requirements apply to current and proposed manipulation activities?

## **D. Impacts of Resource Manipulation Activities**

Any time resources are manipulated by humans, opportunities exist for ecological disturbance beyond intention. These activities should be closely monitored for intended and unintended consequence to ensure that key reserve resources are protected.

Questions to inform this section include: Do the manipulation activities have the potential to negatively impact key land and water areas or habitats? Are resource manipulation activities occurring in areas considered for core area expansion? How will the reserve monitor these activities and their impacts?

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## RESTORATION PLAN

### About this Section

The restoration plan is an optional element of a management plan, per the Federal Code of Regulations 15 CFR 921.13. Most reserves have habitats that are in less than pristine condition due to land use and/or climate-related impacts. Restoration offers the opportunity for reserves to return habitat to its natural functioning, and in doing so, inform the practice of restoration through a hypothesis-

“Here is the means to end the great extinction spasm. The next century will, I believe, be the era of restoration in ecology.”  
E.O.Wilson

driven restoration design. Restoration planning should take advantage of the full suite of reserve programmatic capability to the extent possible and address climate and anthropogenic stressors in considering the resilience, and hence prioritization, of restoration activities. Within the Reserve System, reserves span the spectrum of restoration needs from relative intact systems with no readily apparent need for restoration, to those altered where restoration may be the only way to achieve original function. The level of detail and priorities identified in this plan will depend on where a reserve is along this continuum.

This plan should describe restoration priorities, process for determining those priorities, influence of stressors on the priorities, project details (if available), and a monitoring strategy. Background on restoration ecology and the Reserve System Restoration Science Strategy is provided as context for the plan contents section.

### What is Restoration Ecology?

Restoration ecology is the scientific study and practice of renewing and restoring degraded, damaged, or destroyed ecosystems and habitats in the environment by active human intervention and action, within a short time frame site using targeted actions to achieve relatively self-sustaining ecological conditions. The Society for Ecological Restoration defines ecological restoration as an “intentional activity that initiates or accelerates the recovery of an ecosystem with respect to its health, integrity and sustainability.” (Society for Ecological Restoration, 2004) The practice of ecological restoration encompasses a wide scope of projects such as restoration of hydrology, regarding, shoreline erosion control, reforestation, local seed sourcing, removal of non-native species, re-vegetation of disturbed areas, stream bank modifications, reintroduction of native species, as well as habitat and range improvements for targeted areas within reserves.

### What is restoration science in the Reserve System?

In 2002, a multi-disciplinary group of Reserve System staff and outside restoration experts developed a Restoration Science Strategy that takes advantage of the unique capabilities of the Reserve System within individual reserves and the System. The goal of the Strategy is to “provide the scientific bases and technical expertise to restore, enhance, and maintain estuarine ecosystems by developing and transferring effective approaches to identify, prioritize, restore, and monitor degraded or lost coastal habitat.”

The Strategy identifies a number of over-arching restoration-related questions that the Reserve System is poised to address through an inquiry-based approach to restoration. Questions posed by the plan include:

Once habitats and functions of value in estuaries are degraded, is this reversible and how? Can these functions be reversed to a pre-existing condition; are all functions restorable? When is rehabilitation to another type of habitat more appropriate than restoration?

What is the importance of topographical complexity to restoration? What is the relationship between topographical complexity and biodiversity? What is the relationship between habitat structure and function?

What do you monitor at an individual reserve that would help measure the cumulative benefit of many restoration projects? How long should projects be monitored to ensure long-term success? What steps should be involved in restoration projects? What level of effort is appropriate? What are the tradeoffs between tremendous effort up front and small efforts over a longer period of time?

Additional considerations include ecosystem services. Considering the value of coastal resources and potential climate impacts and other stressors effects on these values, how can ecosystem services be maintained or enhanced to increase resilience of habitats and communities? What services are most beneficial to the reserve and surrounding natural and human communities? How will climate impacts generally be factored into restoration decisions?

The Strategy promotes collaboration among reserves to address many of these questions and hence, contribute to scientific literature and policy development. The Reserve System can play a national role by developing innovative technology and methods of evaluating restoration performance, serving as local reference sites, translating and transferring restoration information, providing scientific and technical advice to support policy and regulatory decisions, and building support for regional science coordination. A reserve's restoration plan should not only focus on restoring habitat in the reserve, but explore what role(s) the reserve's restoration or other on-site capacity can play in promoting the priorities of the Reserve System Restoration Strategy.

Reserves should follow the guiding principles for restoration set forth within the Strategy:

- Preservation and conservation of existing habitat must occur along with restoration
  - Reserve participation is voluntary and additional funding is required for implementation
  - Reserves will not support habitat manipulation that causes adverse impacts
  - A partnered approach with science and management organizations or professional
  - Integrated application of research, education, and stewardship capacities
  - Science activities will be subject to a peer review process.
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## Plan Contents

### I. Priority Restoration Areas

#### A. *Description of restoration areas*

A description of each priority habitat identified for restoration should be included which indicates why the restoration is needed to protect and maintain the ecological unit of the reserve. Additionally, the ultimate ecological condition, or general outcome, of each area should be described. A map should be included of all areas targeted for restoration. Refer to the Reserve System habitat classification system as appropriate to describe current and project future habitat states.

#### Restoration Plan

(optional)

- \_ Priority restoration areas
- \_ Description of restoration areas/habitats
- \_ Map of restoration areas
- \_ Climate and non-climate stressors
- \_ Prioritization process and criteria
- \_ Priority restoration projects
- \_ Acres and outcomes
- \_ Partners
- \_ Monitoring and evaluation strategies ♦

Questions to inform this section include: What habitats are most important to restore to ensure the integrity of the reserve's ecological unit? What are regional or national restoration-related science questions that can be informed by an inquiry-approach to restoration projects at the reserve? What restoration projects could inform broader stakeholder and/or partner needs? Is restoration to a pre-existing state obtainable and sustainable, or should manipulation to a new condition more sustainable?

#### B. *Factoring climate and non-climate stressors into restoration planning*

When prioritizing restoration areas it will be important to develop criteria that help the reserve identify those areas most important to ensuring the integrity of the reserve's ecological unit. As part of this prioritization process, it will be important to factor climate and non-climate stressors into the process to determine timing and challenges for restoration efforts. Reserve understanding of anthropogenic drivers on their reserve habitats and ecosystems varies considerably. In some cases, a reserve may have the ability to control those impacts or stressors. In those instances, the reserve should incorporate controls in project designs. Some potential stressors to consider include land use impacts such as sediment and nutrient loading, as well as physical barriers to habitat migration such as dams, roads, and levees.

Questions to inform this section include: What stressors will impact the success and resilience of reserve habitats identified to be restored? Has the reserve considered climate impacts such as change in local sea level, inundation patterns, temperature changes, soil moisture changes, precipitation patterns, and storm intensity/pattern changes?

### ***C. Prioritizing Restoration Projects***

Given limited resources, it will be important to determine what criteria and process are in place to prioritize restoration activities. It is advised that the plan outline the process the reserve will take to develop and apply identified criteria for determining restoration priorities. Criteria can be ecological and logistical in nature.

For example, the reserve may want to consider ecological criteria that address the following questions: Are there threatened and endangered species that need to be protected? Are there needs to buffer resources from storm surge? Are there rare fauna or flora communities that need to be protected? What areas are important for ensuring habitat resiliency in the face of key climate and anthropogenic stressors? Is there any information lacking that would impede restoration success?

The reserve may also want to factor in logistical criteria that address the following questions: Is there available funding to conduct the project and ensure maintenance and monitoring? Can permits be obtained? Are partnerships required to ensure project success? Are those partners committed to the project? Are volunteers integral to the success of the project?

## **II. Priority Restoration Projects**

Where enough detail is available, it is advised that project level information be included to leverage funding opportunities and share ideas with partners. Basic details for each project should include a description of the project, the intended outcome, the affected acreage, partners involved, monitoring strategy, and a site map noting the area to be restored in the context of the reserve boundary. Additionally, please note how local and/or regional policy makers, scientists, and/or restoration practitioners have been or will be involved in the design, and/or implementation of the project. To the extent possible, restoration projects should include a restoration science element that links to the [Reserve System Restoration Science Plan](#). A restoration science element may include reference site data and/or restoration-specific questions that can be examined within the context of the restoration project.

Please describe how reserve programs and assets will support the project; note how System-wide Monitoring Program data will be used, and how CTP and education program staff will be involved in project development, communication of results, and/or resulting best management practices.

Reserves may also be engaged in projects by serving as a reference site and not an active area for restoration. Please note where this is occurring and if restoration practitioners in the area are using SWMP data.

## **V. Monitoring and Evaluation**

In order to effectively monitor and evaluate the success of restoration habitats, consider the following questions: Has habitat function and structure been established to meet targets? Has biodiversity been established to meet targets? What are the long-term monitoring plans? Were methods used appropriate for meeting targets? Were new protocols used and if so were they effective in meeting targets?

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### **South Slough Reserve: Winchester Tidelands Restoration Project (WTRP)**

The Winchester Tidelands is an area within the South Slough Reserve representative of converted and degraded tidal wetlands throughout coastal Oregon and northern California. In 1993, South Slough staff assembled an advisory group of specialists from universities, local and federal agencies, NGO's, and consulting firms with expertise in restoration and estuarine ecology, tidal hydrology, fish biology, program development, project engineering, and permitting to help design a multi-phase project to test the effectiveness of a variety of restoration methods. They have published their results, including research on concepts, methods and lessons learned to increase restoration practitioner's knowledge throughout the Pacific Northwest. (<http://www.oregon.gov/DSL/SSNERR/CRMSmain.shtml>)

### **References**

Clewell, Andre; Rieger, John; and Munro, John. (2005) [Society for Ecological Restoration International: Guidelines for Developing and Managing Ecological Restoration Projects](#)

Reserve System Restoration Science Plan and Implementation Strategy (2002) available via [Reserve System Intranet](#) under Restoration.

National Marine Fisheries Service (2010) [Guidelines for Incorporating Sea Level Rise into Restoration of Tidal Wetlands in the Northeast](#) Accessed via [Reserve System Intranet](#) under Restoration.

### **Tools and Resources**

[Planning for Sea Level Rise in the Northeast: Considerations for the Implementation of Tidal Wetland Habitat Restoration Projects Workshop Report](#) (2011) NOAA's Restoration Center, Northeast Region.

[NOAA Habitat Blueprint: A framework to improve habitat for fisheries, marine life, and coastal communities](#) (2012) NOAA Office of Habitat Conservation, National Marine Fisheries Service.

[NOAA's Habitat Priority Planner](#): A GIS tool to help identify and prioritize areas for conservation, restoration, and planning.



