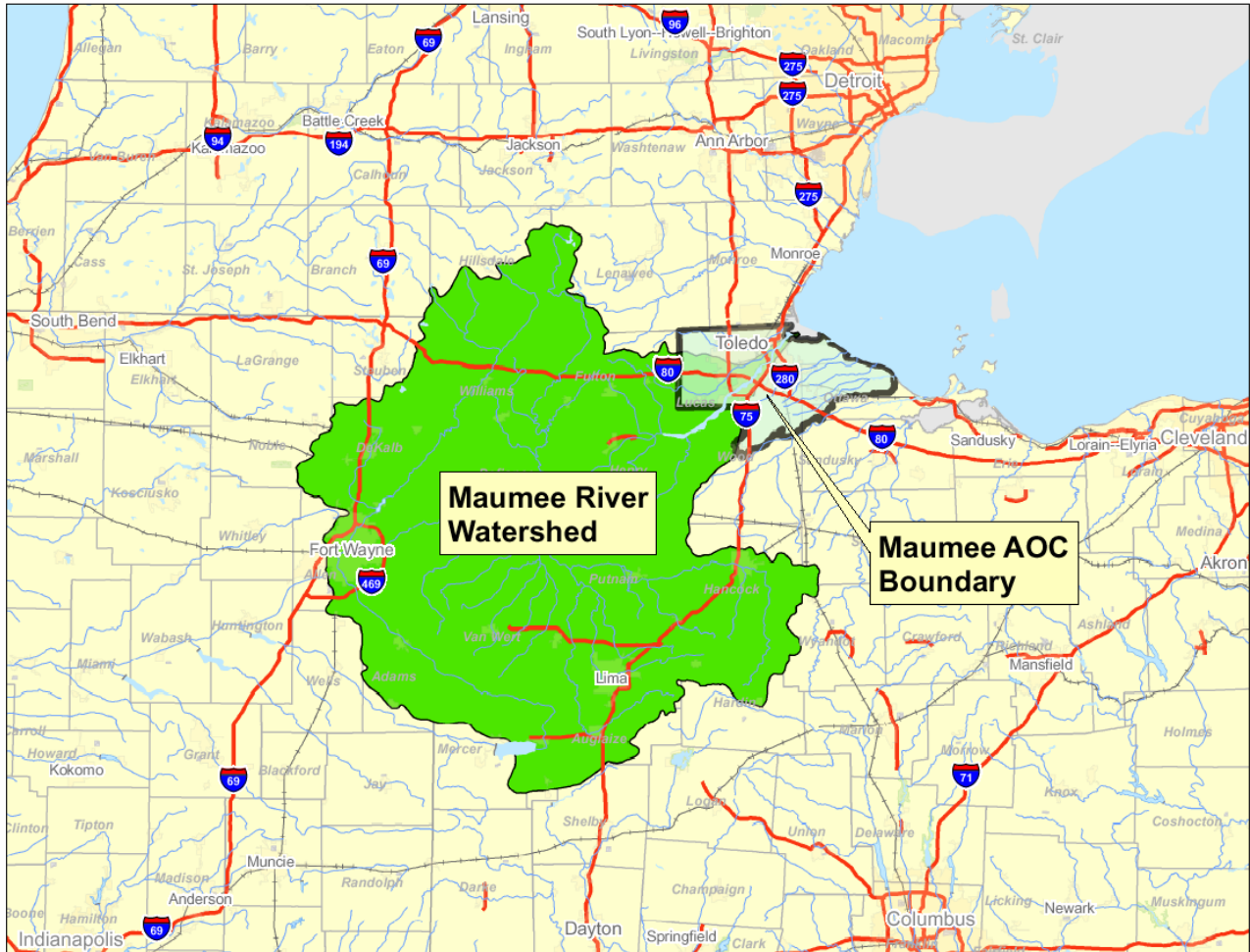


ORGANIZATIONAL SELF-EVALUATION AND CAPACITY ASSESSMENT OF MAUMEE RAP COMMITTEE: FINAL REPORT

Submitted to the Ohio Environmental Protection Agency

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Appendix A: RAP Committee: Past and Present

1.0 EXECUTIVE SUMMARY

The purpose of this project was to conduct an Organizational Self-Evaluation and Capacity Assessment of the Maumee RAP Committee, and to help determine its structure, capabilities, and limitations, including how the committee should be structured/organized to become the most efficient and effective organization for improving the Maumee Area of Concern. The project consisted of a review of the available RAP related documents and the history of the Maumee RAP organization, an evaluation of the present committee structure and relationships, interviews with select stakeholders, and a stakeholder workshop in which a proposed Mission Statement and proposed organizational structures were reviewed and refined, leading to the recommendations contained in Chapter 6 of this report.

Project recommendations (Chapter 6) include:

- Development of a new Mission Statement for the Maumee RAP Committee
- Development of a revised Maumee RAP Committee organizational structure that includes a Board of Directors and a more streamlined RAP Committee that will allow for faster response to issues that may arise that need timely action by the committee
- Development of a committee structure that focuses the organization more on projects and less on administration and focuses the technical aspects of the RAP implementation within the committee
- Establishment of a short term Action Group philosophy that will enable volunteers to focus their attention on activities/issues of interest to them and provide for a defined timeframe of commitment to the RAP implementation projects
- Transition to a stand alone 501 (C)(3) committee that is no longer housed within the Toledo Area Council of Governments structure

The recommendations in this report are designed to reinvigorate the implementation of projects through a more efficient and sustainable Maumee RAP Committee. This, in conjunction with the newly developed prioritization metric, will foster a more directed effort that will move the Maumee Area of Concern to fishable and swim-able conditions for the benefit of current and future generations.

2.0 RAP COMMITTEE: ORGANIZATIONAL HISTORY AND STRATEGIC PLANNING

The Maumee RAP Committee (Maumee RAP) has been working for nearly twenty years to improve the environment and quality of life in the Maumee Area of Concern (AOC). The Maumee RAP Committee and its Action Groups have been organized and reorganized on several occasions over this time period to accomplish the task set before them at that time. For example, the original assessment of environmental conditions in the AOC required the skill of technical experts and agencies with knowledge of background conditions and the ability to determine the extent of the degradation. The original committee that developed the *Investigation Report for the Lower Maumee River Area of Concern* was under the Toledo Metropolitan Area Council of Governments (TMACOG) organizational structure. The 74 member Remedial Action Plan Advisory Committee was organized into seven major subcommittees to address the environmental concerns in the Maumee AOC. The investigation report was utilized by the Ohio Environmental Protection Agency (OEPA) to develop the Stage 1 Remedial Action Plan (RAP). The Stage 1 RAP was primarily an assessment document that laid out the problems and impaired beneficial uses within the AOC. This document was completed in 1990 by the original RAP organization established in 1987 and accepted by the International Joint Commission (IJC) in 1992.

The first significant organizational review of the RAP Committee occurred in 1991 following completion of the Stage 1 RAP. The organization needed to shift their emphasis from planning to implementation as they began pursuing development of the Stage 2 RAP and associated implementation recommendations/projects as well as beginning to implement specific projects within the AOC (reference *Activities and Accomplishments in the Maumee AOC 1991-2001 (2002)*). This reorganization resulted in the formation of an organizational structure, still under the auspices of TMACOG, consisting of a main Maumee RAP Committee with 21 elected stakeholder members and several subgroups. Subgroups, or action groups, were issue oriented. This 1991 reorganization was the last major organizational change in the Maumee RAP although some additional minor restructuring occurred in 1997.

In mid-1996 the members of the Maumee RAP began to consider their progress in respect to the activities outlined in the *Recommendations for Implementation* Report. With the tenth anniversary of the first Maumee RAP public meeting approaching, it was decided that a strategic plan should be developed to establish future goals, guide future activities, and make it easier to define the accomplishments of the organization.

A Strategic Planning Design Team was appointed by the Maumee RAP Implementation Committee (MRIC) to create the process to develop this strategic plan. They identified several basic issues or concerns to be addressed in the plan. The process also identified the crucial roles of each of the MRIC action groups in both formulation and implementation of this strategic plan.

A Strategic Planning Kickoff was held at Walbridge Park on February 7, 1997. The action groups began by listing their accomplishments and their frustrations. They then clearly defined their individual action groups' purpose statements followed by initial and tentative drafts of their short and long term goals and actions.

Over the next several months of regular action group meetings, many individuals, businesses, governments, and organizations worked together to refine and expand these goals and actions. At each monthly meeting of the MRIC and/or the MRIC Steering Committee these refinements and suggestions were reviewed and discussed. From this dialogue and these suggestions, each action group developed its own goals and activities.

The resulting *1997 Maumee RAP Strategic Plan* final report included the following:

- Reaffirmed that the Maumee RAP is a partnership of local governments, businesses, industry, and citizens of Northwest Ohio along with state and federal governments.
- Outlined the roles of MRIC, its action groups, and periodic reporting procedures in the following manner:
 - Maumee RAP Implementation Committee (MRIC)
 - Provide general oversight to RAP implementation
 - Coordinate activities
 - Assure the restoration of water quality and impaired beneficial uses
 - Serve as advocate for the AOC
 - MRIC Steering Committee
 - Responsible for the overall direction of the RAP process
 - Serve as a forum for the action groups
 - MRIC Action Groups
 - Focus on solutions to water quality problems within the AOC
 - Establish goals, identify potential barriers, and identify help needed to accomplish the goals
- Developed the short- and long-term goals/objectives of various Issue and Watershed Action Groups, their potential barriers, and outlined what help they need
- Identified Support Action Groups as overarching umbrella groups that would coordinate with various Issue and Watershed Action Groups. These Support Groups included:
 - Finance Action Group
 - Public Outreach and Education Action Group
- Identified the need to review the Strategic Plan annually and updated every two to four years

The 1997 Strategic Plan report concluded by highlighting selected 1996 Maumee RAP Activities and Accomplishments.

2.1 Current Project: Need for an update in Strategic Planning

Compilation of the *Activities and Accomplishments in the Maumee AOC 1991-2001* (2002) by the Maumee RAP documented how much had already been done toward restoring the AOC, but also highlighted what was still needed. A major component of RAP is to determine when a waterway or a particular beneficial use in an AOC has been restored. Under the RAP process, achieving set targets is referred to as delisting. The Maumee RAP completed their Stage 2 RAP in 2006 and has also adopted the delisting criteria associated with the State of Ohio *Delisting Targets for Ohio Areas of Concern* (2005). This *Stage 2 Plan* has received "Full Endorsement Pending" status from the State of Ohio's watershed plan program and will be fully endorsed with the completion of a Coastal Nonpoint Source Pollution Management Measures section. The *Stage 2 Plan* is currently under review by Ohio

EPA as an official Maumee RAP Stage 2 Report, and will require additional prioritization of implementation activities before it is submitted to U.S.EPA for review.

While the overall Mission and Goals of the organization will not change significantly as a result of these two actions, the actions do necessitate a review of the organizational structure of the Maumee RAP once again as they enter into a new phase of restoration activities within the Maumee AOC. This project is designed to provide an objective self-evaluation and capacity assessment of the current Maumee RAP organization, including its structure, capabilities, and limitations, and provide suggested modifications, if necessary, to assure that the organization is in the best position possible to become the most effective, efficient, and sustainable organization possible for improving the Maumee Area of Concern.

This project involved several tasks including:

- review of past organizational development and changes over the history of the Maumee RAP
- conducting a workshop on October 12, 2006 with key stakeholders within the AOC for their review and input on possible changes to organization Mission and structure
- development of the recommended Mission and organizational options included in this report utilizing the results of the above two tasks

This strategic and organizational planning will be captured in Volume 3 of the *Stage 2 Plan* which is expected to be submitted to Ohio EPA along with other requested changes in 2007.

3.0 SETTING THE MISSION STATEMENT

3.1 Current Statement

Based upon the 1997 Maumee RAP Strategic Plan document, the current mission statement of Maumee RAP is the following:

“The Maumee River Remedial Action Plan is a community effort to restore the health and beauty of the Maumee River Ecosystem for the benefit of all who live here”.

3.2 Input from the Stakeholder Retreat

During the October 12, 2006 Stakeholder Retreat, the following suggested guidelines for evaluating a RAP Mission Statement were received from the three stakeholder work groups:

- Use simple language
- Outline watershed-wide versus community-wide goals
- Have a series of goals and objectives
- If possible, differentiate between watershed and AOC
- Indicate that it is a community based partnership
- Indicate that the goal is to restore health of the AOC by restoring Beneficial Use Impairments (BUIs)
- Eliminate acronyms

The three work groups also developed three suggested mission statements as outlined below:

Group 1: “The Maumee Remedial Action Plan Committee is a community-based partnership working to restore the health of the Maumee River ecosystem for the benefit of present and future generations”.

Group 2: “The Maumee Remedial Action Plan Committee will plan, encourage, implement, and monitor actions to restore the Maumee Area of Concern to fishable and swimmable standards by minimizing and eventually eliminating current beneficial use impairments”.

Group 3: “The Maumee Remedial Action Plan Committee will lead a community effort that encourages, implements, and monitors actions to restore waters and aquatic habitats in the Maumee Area of Concern to fishable and swim-able standards”.

Finally, the work groups also indicated that the RAP Committee should focus their efforts on the following:

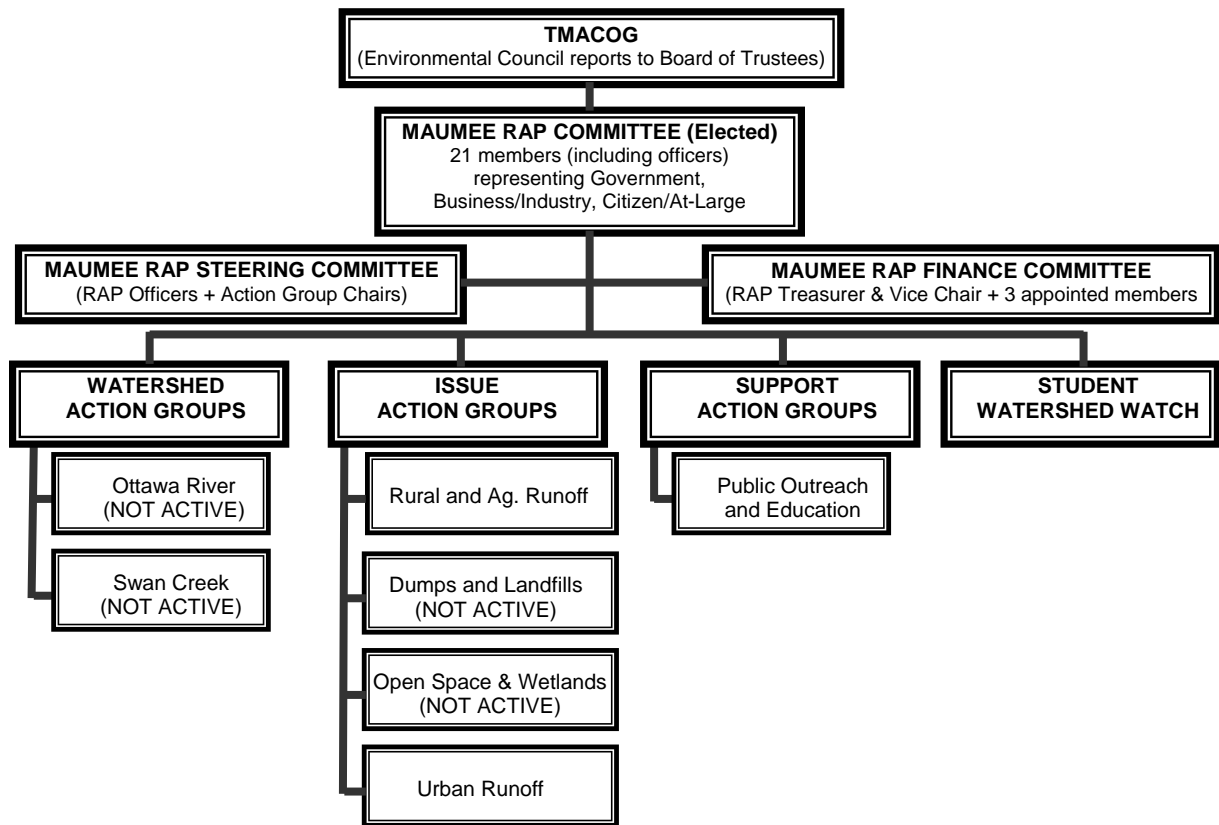
- Be an advocate for all matters related to restoration of the Maumee AOC
- Provide necessary leadership within the Maumee AOC community to assure that restoration moves forward
- Recruit additional volunteers as necessary to provide a wide stakeholder base and provide for additional individuals to share the workload

- Represent the community in all Maumee AOC matters and with regard to membership within the organization
- Implement actions leading to restoration
- Facilitate meetings of the RAP as well as public meetings within the AOC
- Provide a planning forum to stimulate short and long range plans leading to AOC restoration
- Recommend actions necessary to delist/restore the AOC
- Set examples for the organization and individuals who are interested in working on environmental issues within the AOC
- Prioritize actions necessary leading to delisting/restoration of the AOC
- Educate the “public” regarding the AOC
- Allocate resources appropriately
- Acquire additional resources as needed
- Monitor progress towards goal and restoration/delisting
- Partner with other groups to build synergy
- Build consensus among the various organizations involved in Maumee AOC restoration/delisting
- Communicate within the Maumee RAP, among the various organizations, and to the public regarding the AOC and celebrations associated with progress toward delisting/restoration, and
- Coordinate activities among all the groups involved in the Maumee AOC

4.0 DEVELOPING A NEW ORGANIZATIONAL STRUCTURE

4.1 Current Structure

The current Organizational Structure of Maumee RAP Committee is presented below.



As indicated in section 2.0, the current Maumee RAP structure has been essentially unchanged since the 1991 reorganization. Minor restructuring occurred in 1997 following the development of the Maumee River Remedial Action Plan Strategic Plan. There have also been several meetings among Maumee RAP, TMACOG, and Ohio EPA to clarify and enhance the roles and working relationships among the three organizations. The first of these organizational relationship meetings occurred from April through August 1998. The main purpose of this set of meetings was to clarify the identity of the RAP and the nature of the structure under which it was functioning. The conclusions and recommendations from this study group were captured in the *OEPA/Maumee RAP/TMACOG Report to the Ohio Environmental Protection Agency, the Toledo Metropolitan Area Council of Governments Executive Committee, and the Maumee RAP Implementation Committee* (1998). The recommendations included:

- Reaffirmation of the current Maumee RAP Mission Statement
- Change the name of the organization from the Maumee RAP Implementation Committee to Maumee RAP to improve their functional identity

- Promote the term “Maumee RAP” to make it a household word
- Develop a set of graphic and other standards that would be used universally in all matters involving the Maumee RAP/AOC
- That there was a need to actively improve the communication between the Maumee RAP and the TMACOG Board/Executive Committee and that accomplishing this improvement was a shared responsibility between the two organizations

The report also clarified that the Maumee RAP and the Maumee RAP Steering Committee coordinates the activities of the RAP Action Groups and that the role of the TMACOG Environmental Council is to channel communications between Maumee RAP and the Executive Committee of TMACOG.

In September 2002, the Relationship Committee met again to review the existing relationship document and to further discuss issues related to the interactions among Ohio EPA, TMACOG, and Maumee RAP regarding the Maumee AOC. In June 2003, the Ohio Environmental Protection Agency (Ohio EPA), the Toledo Metropolitan Area Council of Governments (TMACOG), and the Maumee RAP Committee agreed to clarify the relationship of these organizations with the goal of making the Maumee RAP more effective. Key recommendations made at the end of that process are outlined below, and help clarify the RAP Committee’s current relationship with TMACOG and Ohio EPA:

- Decision Making
 - Independent Actions:
 - Maumee RAP action groups are able to and encouraged to undertake any activity or support any position when it is consistent with the goals, purposes and actions of the Maumee RAP as outlined in any Maumee RAP approved document.
 - Action groups should keep the Maumee RAP Committee informed about activities of the group.
 - Partnered Actions:
 - There are at least three ways to handle a controversial issue:
 - Hold an educational meeting with presentations/discussions of varying opinions about the issue.
 - Work toward consensus with all parties involved. This will result in the action group, the Maumee RAP Committee, and/or TMACOG and Ohio EPA taking joint action.
 - Take a firm position and, if appropriate, initiate a resolution in accordance with Maumee RAP documents and operating procedures.
 - The Maumee RAP Steering Committee should act as a Quick Response Team (QRT) to manage an issue on short notice that is sensitive or politically difficult.
- Funding
 - TMACOG will be the fiscal agent for the Maumee RAP and representatives from Ohio EPA and TMACOG will be ex-officio members of the Maumee RAP Finance Committee.
 - Budgeting:
 - The Maumee RAP Finance Committee will be responsible for financial issues as outlined in the most recently approved Maumee RAP Operating Procedures.
 - Ohio EPA and TMACOG should report their financial support of staffing for Maumee RAP to the Maumee RAP Finance Committee annually.

- Fund Raising
 - Ohio EPA staff time and the Ohio EPA logo and name may not be used for fund raising purposes. The logo will not appear on any fundraising literature.
 - The TMACOG logo will appear on fundraising literature to verify the fact that TMACOG provides 501(c)3 status for the Maumee RAP.
- Communication
 - Communication between the Maumee RAP, Ohio EPA and the TMACOG will be a shared responsibility
 - TMACOG should recognize Maumee RAP volunteers.
 - Maumee RAP members should be encouraged to attend TMACOG General Assemblies and other TMACOG activities to seek opportunities to discuss Maumee RAP issues.
 - Members of the TMACOG Board, Executive Committee and Environmental Council should be encouraged to attend Maumee RAP activities.
 - The Maumee RAP, Ohio EPA, and TMACOG should encourage participation by elected officials in Maumee RAP activities.
- Interaction
 - The organizations (their boards, councils, committees and actions groups) should comply with the methods of interaction that are detailed in the most recently approved Maumee RAP Operating Procedures.
 - TMACOG and Ohio EPA will share responsibilities for staffing Maumee RAP committees and action groups. The division and extent of these shared responsibilities should be reviewed as necessary.

The Maumee RAP is now in the process of providing an objective self-evaluation and capacity assessment of the current Maumee RAP organization, including its structure, capabilities, and limitations, and providing suggested modifications, if necessary, to assure that the organization is in the best position possible to become the most effective and efficient organization possible for improving the Maumee Area of Concern. ECT was commissioned by the Ohio EPA to assist the Maumee RAP in this effort by reviewing past organizational structures and obtaining stakeholder input toward development of a recommended organizational structure that best suites moving forward in delisting/restoring the Maumee AOC.

4.2 Input from the Stakeholder Retreat

During the October 12, 2006 Stakeholder Retreat, the three work groups recommended that the Organizational Structure needs to accommodate the following:

- Motivate volunteers
- Raise funds
- Prioritize and facilitate projects within the AOC
- Identify next steps
- Be efficient with resources
- Focus people's time on projects not administration

- Be an action oriented organization
- Coordinate all restoration activities within the AOC
- Educate the public regarding the needs of the AOC and accomplishments toward restoration/delisting
- RAP Committee members should serve as the chair of the Action Groups to improve overall committee connectivity
- Ensure Action Groups are narrowly focused and not long-standing

4.3 Proposed Organizational Structure

During the October 12, 2006 Stakeholder Retreat, the three work groups underscored the following as additional needed information before a specific recommendation is reached:

- Need to consider the costs of space needs, administrative needs, etc
- Need to talk to additional potential partners such as Ohio Lake Erie Commission, Toledo Area Metroparks, and The University of Toledo
- Explore if the RAP could be a nonprofit entity but still be a part of TMACOG
- Explore if the RAP could be a nonprofit but simply rent space from TMACOG

The workgroups also indicated that the ultimate organizational structure should reflect creation of a Board of Directors operating through a Steering Committee that oversees the activities of specific action groups designed to address issues within the Maumee AOC.

Based on input from the workgroups and historic organizational structures the ECT Team is recommending the following options for the Maumee RAP organization:

4.3.1 Maintain the Existing Organizational Structure: Under this set up, minimal changes will be affected in the current organizational structure of the RAP Committee.

4.3.2 RAP Committee with a Board of Directors: The following set-up is proposed here-in:

Board of Directors: The Board of Directors will provide overall direction and consultation to the Maumee RAP Steering Committee. The Board will consist of approximately 9 members representing high level business and governmental organizations within the AOC and surrounding area. Suggested membership would include the Office of the Mayor of Toledo, the Chairman of TMACOG, the Toledo-Lucas County Port Authority, Toledo Metroparks, and representatives from major Toledo business concerns (BP Oil, Sun Oil, DaimlerChrysler, Waste Management, etc.). The Board would meet semiannually or as requested by the Steering Committee and would be responsible for:

- Maumee AOC advocacy
- Establishing overall policy and direction for the Maumee RAP
- Obtaining funding for major restoration/delisting projects within the AOC
- Elevating recognition of the Maumee RAP and the Maumee AOC within the community

Maumee RAP Steering Committee: The Maumee RAP Steering Committee will consist of approximately 12 members representing the AOC stakeholders. Four members will be citizen-at-large

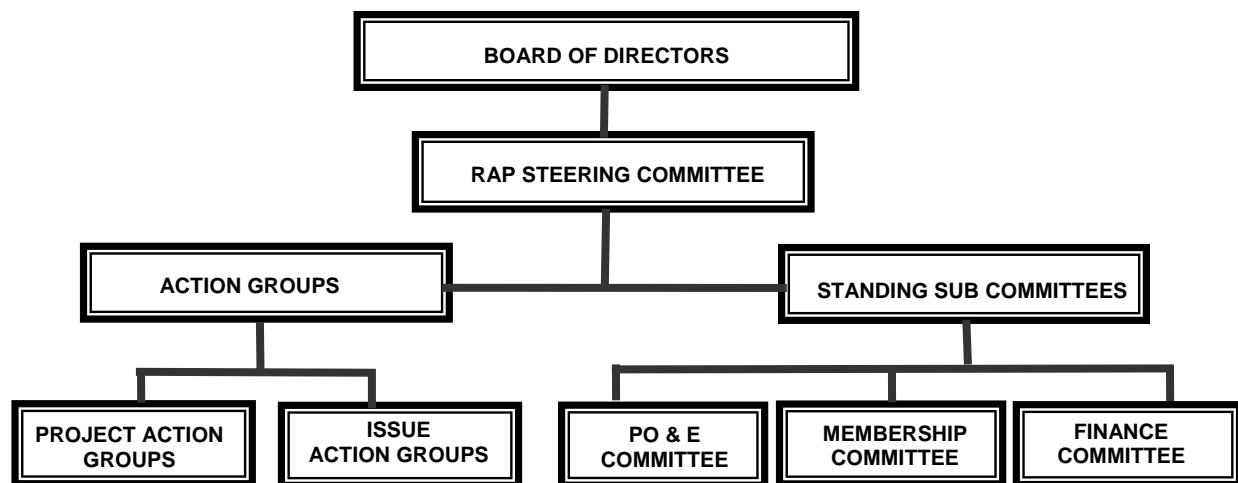
members appointed by active environmental groups and citizen organizations within the AOC. Four members will represent private/public school districts and universities/colleges within the AOC. Four members will represent local cities, villages, and townships within the AOC with the exception of the City of Toledo. Steering Committee officers will be elected by the committee and serve for a renewable two year term. Officers will consist of a Chairperson, Vice-Chairperson, Treasurer, and Secretary. Maumee RAP Steering Committee duties and responsibilities will include, but not be limited to:

- Maumee RAP advocacy
- Pilot and Champion restoration/delisting projects within the AOC
- Develop clearly defined goals and objectives for the RAP/AOC
- Serve as the liaison between the AOC and the federal, state, and local organizations involved in the AOC
- Develop annual report cards to the community and regulatory agencies regarding progress and activities associated with delisting/restoration in the Maumee AOC
- Develop the Maumee RAP documents and shepherd their approval
- Sponsor fund raising events and campaigns within the AOC and surrounding communities
- Sponsor annual Maumee River clean-up events
- Chair Maumee RAP Action groups and subcommittees
- Develop annual operating budgets for the Maumee AOC programs

Maumee RAP Subcommittees/Action Groups: Action groups will be “issue oriented” and/or project oriented and established for the length of time necessary to address a specific issue within the AOC. Standing subcommittees will be formed to address Membership, Finance, and Public Outreach/Education. All Action Groups and Subcommittees will be chaired by Maumee RAP Steering Committee members and will report organizationally to the Maumee RAP Steering Committee.

Staff Positions: The majority of the Maumee RAP activities and organization will be staffed by volunteers. Paid part-time staff positions will consist of a Volunteer Coordinator and a Grant Writer.

Ex-officio Members: The RAP Coordinators from Ohio EPA, US EPA, a TMACOG representative, a representative from Ohio DNR, and a representative from the Ohio Lake Erie Commission will be non-voting ex-officio members of the Maumee RAP. The Maumee RAP Chairperson and the Ohio EPA RAP Coordinator will also be non-voting ex-officio members of the Board of Directors.



4.3.3 RAP Committee without a Board of Directors: Maumee RAP Committee: The Maumee RAP Committee will consist of approximately 12 members representing the AOC stakeholders. Four members will be citizen-at-large members appointed by active environmental groups and citizen organizations within the AOC. Four members will represent private/public school districts and universities/colleges within the AOC. Four members will represent local cities, villages, and townships within the AOC. The RAP Committee officers will constitute a Steering Committee or Executive Committee. RAP Committee officers will be elected by the committee and serve for a renewable two year term. Officers will consist of a Chairperson, Vice-Chairperson, Treasurer, and Secretary. The Steering Committee duties and responsibilities will generally consist of:

- Maumee RAP advocacy
- Serving as a rapid response group for making timely decisions regarding RAP matters where there is insufficient time to convene the entire Maumee RAP Committee
- Providing recommendations to the Maumee RAP Committee regarding overall policy and direction for the Maumee RAP
- Organize and facilitate Maumee RAP Committee meetings
- Develop annual operating budgets for the Maumee AOC programs
- Advise the Maumee RAP Committee on proposed policies and regulations that may affect the Maumee AOC and/or the RAP Committee

Maumee RAP Committee duties and responsibilities will include, but not be limited to:

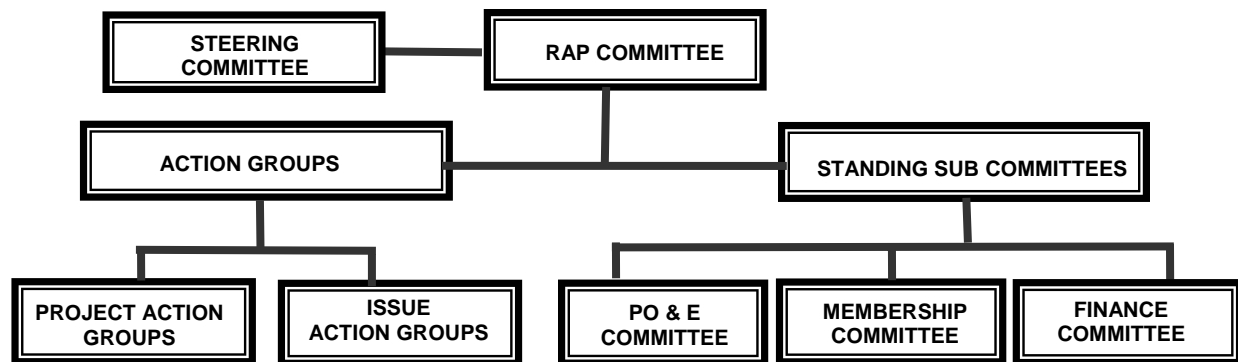
- Maumee RAP advocacy
- Pilot and Champion restoration/delisting projects within the AOC
- Develop clearly defined goals and objectives for the RAP/AOC
- Serve as the liaison between the AOC and the federal, state, and local organizations involved in the AOC

- Develop annual report cards to the community and regulatory agencies regarding progress and activities associated with delisting/restoration in the Maumee AOC
- Develop the Maumee RAP documents and shepherd their approval
- Sponsor fund raising events and campaigns within the AOC and surrounding communities
- Sponsor annual Maumee River clean-up events
- Chair Maumee RAP action groups

Maumee RAP Subcommittees/Action Groups: Action groups will be “issue oriented” and/or project oriented and established for the length of time necessary to address a specific issue within the AOC. Standing subcommittees will be formed to address Membership, Finance, and Public Outreach/Education. All Action Groups and Subcommittees will be chaired by Maumee RAP Committee members and will report organizationally to the Maumee RAP Committee.

Staff Positions: The majority of the Maumee RAP Committee activities and organization will be staffed by volunteers. Paid part-time staff positions will consist of a Volunteer Coordinator and a Grant Writer.

Ex-officio Members: The RAP Coordinators from Ohio EPA, US EPA, a TMACOG representative, a representative from Ohio DNR, and a representative from the Ohio Lake Erie Commission will be non-voting ex-officio members of the Maumee RAP Committee. The Ohio EPA RAP Coordinator will also serve as an ex-officio member of the RAP Steering Committee.



4.4 Organizational “Housing” of the Maumee RAP

As a part of the October 12, 2006 Retreat, the three workgroups were asked to consider where the Maumee RAP should be “housed” organizationally. They were asked to consider three options:

- Remain as a subcommittee under TMACOG
- Be organizationally independent and not under any other organization
- Partner with another environmentally oriented organization

4.4.1 RAP Committee as a part of TMACOG, and physically located at TMACOG

During the October 12, 2006 Stakeholder Retreat, the three work groups underscored the following as positives of being under the TMACOG umbrella:

- Helps with funding provides a safety net for the Maumee RAP organization
- Organization and administration support such as office space etc
- Existing relationships of potential donors with TMACOG helps
- Free exposure to TMACOG constituents
- Matching funds and grant writing experience related benefits
- TMACOG reputation and recognition

The three work groups underscored the following as negatives of being under the TMACOG umbrella:

- Very high administrative costs
- Negative views of TMACOG may actually hurt the Maumee RAP
- No long-term staff support exists beyond 2007
- Judging by the number of grants it gets, TMACOG seems to get far more benefits from the RAP committee than the other way around
- Perception that the RAP is a government run entity instead of a community based organization

4.4.2 Partnering with another environmentally oriented organization

During the October 12, 2006 Stakeholder Retreat, the three work groups underscored the following as positives of being under the umbrella of some other organization (such as Ohio Lake Erie Commission):

- If carefully chosen, gain from parent's credibility and potential synergy
- If carefully chosen, matching funds and grant writing experience related benefits
- Increased perception of the Maumee RAP as an environmental organization rather than a governmental organization

The three work groups underscored the following as negatives of being under a different organization's umbrella:

- Potential loss of funding
- Logistical/administrative needs may be harder to fill
- Unknown administrative overhead costs

4.4.3 RAP Committee as a 501 c(3) and without any specific physical location

During the October 12, 2006 Stakeholder Retreat, the three work groups underscored the following as positives of being an independent organization:

- Likely less administrative overhead costs
- Potential for more interest from charity foundations
- Opportunity to build a new reputation

- Overall organizational picture will be easier to understand
- Make its own decisions
- Totally focused on mission
- Non-governmental image

The three work groups underscored the following as negatives of being an independent organization:

- Potential loss of funding
- Potential loss of members
- Logistical/administrative needs will be harder to fill
- Possibly more difficulty in obtaining grant match monies

5.0 FUTURE SUSTAINABILITY OF THE RAP COMMITTEE

The Maumee RAP Committee and its Action Groups are on the verge of another major paradigm shift as the work of the RAP Committee changes from study, problem definition, and restoration project identification to project implementation. It is this anticipated change that has brought about the need to reevaluate the mission and organizational structure of the organization. However, in looking to position for maximum effectiveness in the implementation of lasting improvement to the Maumee AOC, it is necessary to be cognizant of the role TMACOG has played in current revenues and expenditures for the Maumee RAP, and to consider future potential sources of revenue as well as considerations in maintaining a viable professional staff and vibrant volunteer support. These topics were discussed at the October 12, 2006 Retreat and are summarized in the following sections.

5.1 Current Revenues and Expenditures

The current relationship between TMACOG and the Maumee RAP produces benefit to both parties. Below, the extent of the benefit to each party is looked into by reviewing the financials of the RAP Committee.

The Maumee RAP Committee began fundraising efforts in 2003. Figure 5.1 shows the sources of revenue to the Maumee RAP for the first three year period of fundraising activities from 2003 through 2005. During this period, the annual revenues provided by TMACOG have reduced significantly. During the same period, ODNR grant funding has also been reduced by about 10% each year for a total of 30%. These reductions have been offset in part by an increase in funding from other sources, such as grants and public or private donations, which have increased substantially.

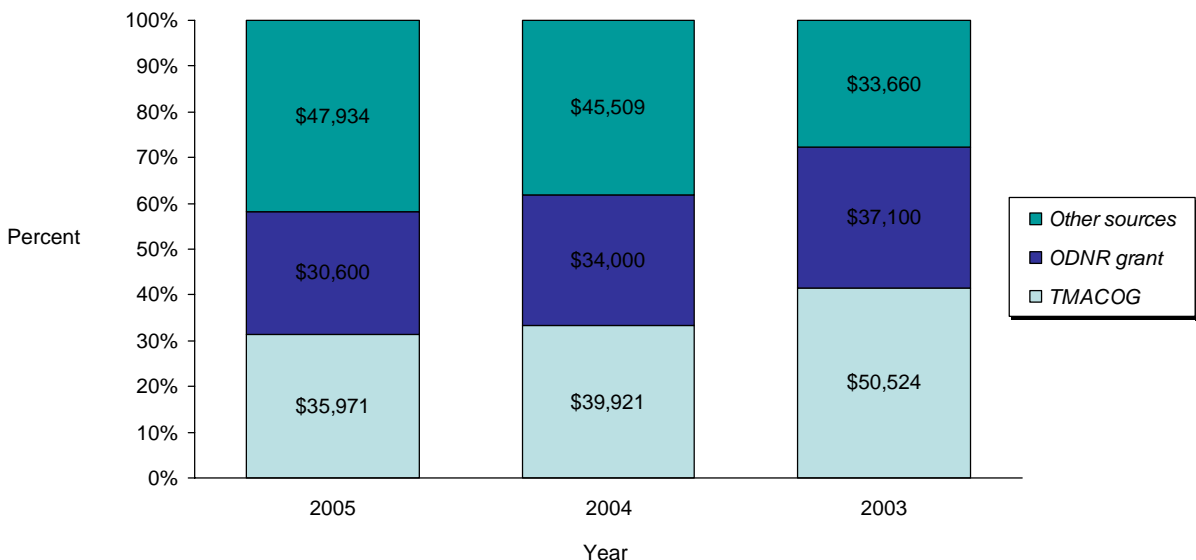


Figure 5.1: Sources of Revenues to Maumee RAP

As shown in Figure 5.2, both non-personnel administrative and support personnel costs have remained relatively constant for the three year period. In 2003, the RAP incurred significant graphics and printing charges (part of Non-personnel: programmatic overhead), which was substantially reduced in 2005.

Support personnel costs consist, in its entirety, of the salaries and fringe benefits of TMACOG support staff working on behalf of the RAP Committee, and a majority of the non-personnel administrative expenses are also directed towards general TMACOG operations.

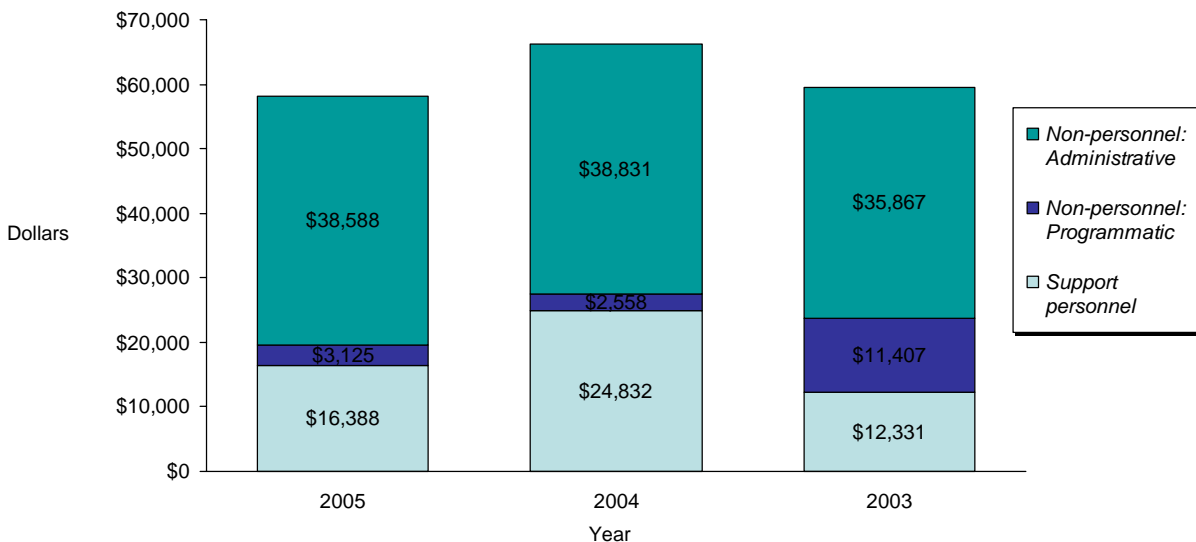


Figure 5.2: Administrative Overhead: Key Support Staff and Other Expenses

TMACOG provided substantially smaller portion of the administrative budget of the Maumee RAP in 2005 when compared to 2003. This significant drop in TMACOG’s share of administrative budget is due to enhanced success of the RAP Committee in generating funds from various events that the Committee coordinates and hosts.

Overall, the trend has been for more funding from sources other than from ODNR and TMACOG, and assuming the current leadership of the RAP Committee stays in place, there is no reason to conclude that this trend will change in the future, particularly as the emphasis will be on individual project implementation.

5.2 Input from Stakeholders

5.2.1 Staffing Related Input

During the October 12, 2006 Retreat, stakeholders expressed the opinion that the professional staff of the Maumee RAP organization should consist of an Administrator and a Grant Writer. This would be true regardless of whether the organization was a part of a parent organization, as is currently the case, or if the Maumee RAP was a stand alone 501(c)(3) non-profit organization. It was also recognized that a fundraiser would be critical, but this could be a part-time or volunteer position.

5.2.2 Volunteers Related Input

A strong organized volunteer force will be critical as the Maumee RAP moves forward. The stakeholders at the October 12 Retreat recognized that to build a sustainable cadre of volunteers, a structure would have to be built that provided recognition and personal satisfaction. The following points were emphasized:

- Volunteers must receive a sense of real, or perceived personal gain from their service
- Volunteers must be provided with real, hands-on opportunities
- Volunteer skills must be matched with specific projects of organizational needs
- There must be a clear focus on a specific project or task to achieve personal buy-in
- An organizational newsletter would be desirable, not only to inform the public, but to celebrate successes and to recognize volunteers

The October 12, 2006 Retreat recommended the establishment of a Volunteer Coordinator. This could be a volunteer position, responsible for:

- Maintaining a list of actual/potential volunteers
- Insure follow-through – maintaining contact with all actual and potential volunteers
- Issuing formal notification of volunteer opportunities
- Identifying the specific skill sets needed for a volunteer opportunity, prepare “job description”
- Publicize specific volunteer needs / opportunities

Finally, it was recognized that students would be a potential source of volunteer assistance. The Maumee RAP organization should establish and maintain communications with the area colleges and universities. Volunteer programs could be established that provide for:

- Individual student opportunities
- Class opportunities to complement coursework
- Actual assignments / tasks that would integral to the curriculum and would result in class credit

5.2.3 Funding Related Input

The stakeholder at the October 12, 2006 Retreat recognized that fund raising efforts would have to be increased in the future, particularly since actual project implementation would be more costly. It was suggested that as an independent, non-governmental non-profit organization, more funding sources may be available for Maumee RAP projects. The following sources were suggested as possible funding sources, some of which have been successful grantees in the past:

- Governmental organizations
 - Ohio EPA grants
 - Ohio DNR grants
 - US EPA/GLNPO grants
- Private Foundations
 - Stranahan and Toledo Community Foundation
 - MINIGNER Foundation
 - Joyce Foundation
 - Kellogg Foundation
- Other granting organizations
 - GLAHNF (Tip of the Mitt)
 - NFWL foundation
- Fund raising letters of support

- Contributions from local Corporations
 - BP
 - Sun Oil
 - DaimlerChrysler
 - General Electric
- Fee based programs (water bills, etc.)

6.0 CONCLUSIONS AND RECOMMENDATIONS

Based on a review of the organizational history and present organizational structure of the Maumee RAP, coupled with the input received during the October 12, 2006 Stakeholder Retreat, the ECT Team makes the following recommendations to the Maumee RAP Committee:

6.1 Mission Statement

The current Maumee RAP Committee Mission Statement should be revised as follows:

“The Maumee River Remedial Action Plan Committee is a community based organization whose primary responsibility is to advocate, prioritize, implement, and monitor actions to restore water and aquatic habitats within the Maumee Area of Concern to fishable and swimmable conditions for the benefit of current and future generations”.

This proposed Mission Statement:

- focuses on the goals and objectives of the Maumee RAP Committee
- clearly identifies the committee as a community based partnership among all the AOC stakeholders
- establishes the role of the Maumee RAP Committee

The ECT Team also recommends that the current committee name of “Maumee RAP” be changed to “Maumee RAP Committee” to clearly differentiate between the Maumee RAP process and the committee. Even the people attending the Stakeholder Retreat exhibited some deal of confusion regarding generating a proposed Mission Statement as to the “mission” of the RAP program vs. the “mission” of the committee.

6.2 Maumee RAP Committee Organization

While it may have made operational sense to have the original committee that developed the *Investigation Report for the Lower Maumee River Area of Concern* established as a committee of TMACOG, after 20 years the need for the Maumee RAP to continue to be housed within TMACOG is not present. Within the U.S. Great Lakes Basin, the Maumee RAP Committee is the only currently active RAP committee that is organized within an existing regional planning agency.

The present arrangement of having the Maumee RAP within TMACOG appears to have resulted in a substantial financial burden on the Maumee RAP and also affects its annual fund raising campaign. The financial burden has been to support the various administrative functions and overhead associated with TMACOG operating costs. These costs include some financial support toward salaries of TMACOG support personnel who, per our interviews with several stakeholders, do not appear to have direct duties associated with the Maumee RAP. The amount of overhead that must be included in grant applications takes away from what can be applied directly to RAP assessment and implementation projects, as well as presents a potential deterrent to some grant applications requirements. From the perspective of fund raising, since the RAP is located within TMACOG, the perception is that the RAP Committee is a government organization instead of a community based

partnership. There is also concern that some of the decision making potential of the RAP Committee is restricted by being subject to the processes governing the way TMACOG conducts business.

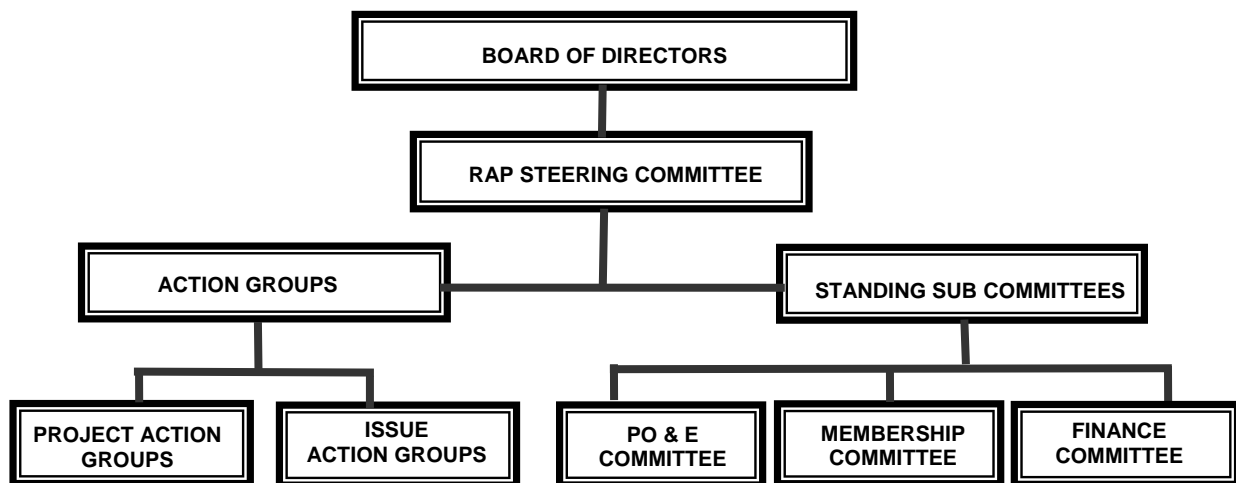
TMACOG does provide facilities to host meetings of the Maumee RAP Committee and its various Action Groups, but there are many of the current RAP committees throughout the Great Lakes that meet at various committee members' venues such as municipal buildings, academic buildings, and private companies. Meeting at such locations within the AOC on a rotational basis also further illustrates the community based nature of the organization and limits the image that the Maumee RAP is tied to a particular agency.

It should also be noted that as of October 2007 the current watershed coordinator position housed at TMACOG will no longer receive state funding support. This TMACOG position has provided support services and program delivery for some Maumee RAP activities.

It is therefore the recommendation of the ECT Team that the Maumee RAP Committee divests itself from the TMACOG organization, but maintains its close and long time relationship via TMACOG involvement as a RAP Committee member, and participation on subcommittees or action groups. It is also recommended that the Maumee RAP continues to pursue establishing itself as an independent 501(c)(3) organization in order to assist with its efforts at fund raising, including the annual campaign and securing grant support for projects and activities. The Maumee RAP Committee should be a stand alone, independent organization that partners and is loosely associated with all other reputable agencies, groups, and individuals working within the Maumee AOC.

6.3 Maumee RAP Committee Structure

The ECT Team recommends that the Maumee RAP Committee adopt the structure outlined in section 4.3.2 of this report.



This structure has several advantages in that:

- The Board of Directors concept will directly involve the most influential AOC area leaders in the Maumee RAP activities
- The Board of Directors concept will place more of the day-to-day functional activities at the RAP Committee level and provide overall guidance and priority setting at the Board level.
- The Board of Director concept will provide additional status and credibility for the new independent Maumee RAP Committee and provide a greater opportunity for generating grant match funds
- Streamlining the RAP Committee and reducing the number of members will allow for faster response to issues that may arise that need timely action by the Committee
- The proposed organizational structure focuses the organization more on projects and less on administration
- The proposed RAP Committee membership focuses the technical aspects of RAP implementation within the RAP Committee
- Developing limited duration issue based Action Groups rather than standing Action Groups will allow for volunteers to focus their attention on activities/issues they are most interested in and let them see that there is a limit to their commitment
- The ex-officio membership delineation fosters communication within and outside the RAP Committee structure

7.0 REFERENCES

1. RAP Financial Reports, Years 2003, 2004, and 2005.
2. Maumee Area of Concern Stage 2 Watershed Restoration Plan – Volume 1 and 2 (Draft January 2006)
3. Activities and Accomplishments in the Maumee Area of Concern 1991-2001
4. Maumee River Remedial Action Plan Strategic Plan 1997
5. Maumee River Remedial Action Plan – Stage One Investigation Report – October 1990
6. Toledo Metropolitan Council of Governments – Maumee RAP Committee Operating Procedures – February 10, 2005
7. Maumee RAP Graphic and Publication Standards – 2003
8. Ohio EPA/TMACOG/Maumee RAP Relationship Report – June 2003

APPENDIX A
RAP COMMITTEE: PAST & PRESENT

A.1 Historical Perspectives

A.1.1 Background

The Maumee River begins in Ft. Wayne, Indiana, and travels more than 130 river miles to Lake Erie, 105 miles of which are located in Ohio. The Maumee has the largest drainage area of any Great Lakes river with 8,314 square miles. The Maumee Area of Concern (AOC) does not include the entire Maumee River watershed, and is nearly 775 square miles with portions of Swan and Ottawa creeksheds within it. It includes the lower reach and tributaries, as well as some of the neighboring watersheds. The boundaries of the Maumee AOC were originally identified as the area extending from the Bowling Green water intake near Waterville along the Lower Maumee River at river mile 22.8 downstream to Maumee Bay. The area includes direct drainage into the waters that are within Lucas, Ottawa and Wood counties. This includes Swan Creek, Ottawa River (Ten Mile Creek), Duck Creek, Otter Creek, Grassy Creek, Cedar Creek, and Crane Creek. In 1992, this area was extended to the east to include Turtle Creek, Packer Creek, and the Toussaint River. The Maumee Area of Concern (AOC) covers 775 square miles.



Students from throughout the Maumee AOC sample streams each fall as a part of the Student Watershed Watch.

A.1.2 Beneficial Use Impairments

When the Maumee AOC was designated, it was primarily due to the large problem of agricultural runoff. However, upon further investigation it was discovered that there were more problems than just agricultural non-point source pollution. Such problems include the old dumps or contaminated industrial sites, combined sewer overflows, and disposal of dredged materials.

When AOCs were designated, delisting was based upon restoration of 14 beneficial use impairments (BUIs) for an entire AOC. According to the Maumee RAP Stage 1 Investigation Report, the following 10 of the 14 beneficial use impairments needed to be addressed in the Maumee AOC:

- Restrictions on Fish and Wildlife Consumption
- Eutrophication or undesirable algae
- Restrictions on drinking water
- Degradations of fish and wildlife populations
- Beach closings
- Fish tumors
- Degradation of aesthetics

- Degradation of benthos
- Loss of fish and wildlife habitat
- Restrictions on dredging

This report did not identify impairments by watershed because the only means of delisting in 1990 was through a total restoration of the entire AOC.

Since an incremental approach to delisting was adopted in 2001 by the U.S. Policy Committee, the Maumee RAP, with the help of other community partners, has re-evaluated the 1990 BUIs identified in the Maumee RAP Stage 1 Report. This re-evaluation was conducted based on data and information available in the late 1980s/early 1990s and resulted in a BUI Summary Table for each watershed in the Maumee AOC. From these new tables the Maumee RAP will be able to better determine progress toward restoration of a watershed and/or a beneficial use.

A.1.3 Delisting Targets

The Maumee RAP has adopted the Delisting Targets for Ohio Areas of Concern (Ohio EPA, June 2005).

A.1.4 RAP Development and Status

The Maumee RAP process began on October 1, 1987, when the Ohio Environmental Protection Agency (EPA) (Ohio's statewide RAP coordinator) and the Toledo Metropolitan Area Council of Governments (TMACOG), the local coordinator for the Maumee RAP, held the first public meeting. In 1988, the Maumee RAP Advisory Committee was formed including representatives from all levels of government, business and industry, universities and other interested individuals. The Advisory Board completed problem definition with the submission of the Maumee RAP Stage 1 Report to Ohio EPA in 1990. Stage 1 of the RAP process was officially concluded in March 1992 when the Maumee RAP Stage 1 (1990) was reviewed and accepted by the IJC.



The Ravine Park wetlands, downstream of Hecklinger Pond, on Duck Creek are slated for a wetland restoration project starting in 2006.

After Stage 1 was finished, the Advisory Board was abolished and the Maumee RAP Implementation Committee (MRIC) was formed to oversee all the restoration activities of Stage 2. MRIC developed the Maumee RAP Recommendations Report (1991) to guide them through the implementation of Stage 2, however this report was never submitted to the IJC as an official Stage 2 Report.

Following the development of the Maumee RAP Strategic Plan in 1997, the Maumee RAP developed a new logo and MRIC changed its name to the Maumee RAP Committee. Although the name changed, the membership remained the same. It is still comprised of 21 members, including 7 representatives from government, 7 from business/industry and 7 citizens/nonprofit, including a Chair, Vice-chair, and Treasurer.

The Maumee RAP Committee submitted their Stage 2 Report for the Maumee AOC in January 2006. It is expected that once this report is approved, the Maumee RAP will once again go through organizational changes to better align with the plan and facilitate its implementation.

Significant RAP Milestones

- **2006:** Maumee Area of Concern Stage 2 Watershed Restoration Plan completed.
- **1997:** Maumee RAP Strategic Plan published.
- **1991:** Maumee RAP Recommendations for Implementation - Volume 4 and Maumee RAP Recommendations for Implementation - Executive Summary
- **1990:** Maumee RAP Stage 1 Investigation Report published. Stage 1 Appendices.
- **1987:** Maumee RAP organization formed.

A.1.5 Recent Progress and Achievements: RAP Implementation

Since the Maumee RAP launched into Stage 2 with the formation of the Maumee RAP Implementation Committee in 1991, activities to improve the AOC have been varied in size and focus. The Maumee RAP Committee and its extensive partnerships have made great progress toward achieving the goals of restoring the Maumee Area of Concern to "fishable and swimmable" condition. Annual summaries of the Maumee RAP Committee and Action Group activities, as well as a 10 year summary of the Activities and Accomplishments in the Maumee Area of Concern (1991-2001) are available.

2006

- Conditional approval of Maumee Area of Concern Stage 2 Watershed Restoration Plan under Ohio Watershed Initiative.
- Begin Restoring Wetland Habitat in Duck Creek Watershed project in conjunction with City of Toledo SEP on Duck Creek.

2005

- Released draft Maumee Area of Concern Stage 2 Watershed Restoration Plan for comment

- Report released for Phase 1 of Developing an Ecological and Human Health Risk Assessment for Duck and Otter Creeks [US EPA \$50,000, match \$13,939] Phase 1 compiled existing sediment and water quality data into GIS and database, identified data gaps and limitations, completed screening Human Health Risk Assessment, and drafted SAP/QAAP for Phase 2 water and sediment sampling.



Sampling along the Toussaint River for the TMDL. TMDLs are expected in several Maumee AOC watersheds through 2008-09.

- Report released on the Maumee Bay Bacteria Study that was conducted from 2003-2005 by the University of Toledo Lake Erie Center, the U.S. Geological Survey, and the Toledo Metropolitan Area Council of Governments (TMACOG). The three-year study was to improve our understanding of the sources of E. coli bacteria impacting Maumee Bay, their movement, and survival. The study is funded by the Ohio Water Development Authority (OWDA), the City of Oregon, and the City of Toledo; with matching funds provided by the partner agencies.
- Completed GIS Septic System Inventory for Lucas County and began a similar project for Wood County Health Dept records.
- US EPA RV Mudpuppy conducted additional sampling in the Ottawa River and Sibley Creek to narrow remediation hot spots for Great Lakes Legacy Act proposal.

2004

- Provided assistance to Ohio EPA in creating Delisting Targets for Ohio's AOCs.
- Began development of Maumee AOC Stage 2 Watershed Restoration Plan.

- Submitted Great Lakes Legacy Act proposal to US EPA for Ottawa River LaGrange St. Remediation for one site costing \$1.2 million to remediate (possibility of expanding the scope to five sites, \$6.5 million. Made a presentation in Sept 2004 to Legacy Act Review Committee in Chicago.
- Conducted a Stream and Septic System Monitoring Study [ACE WRDA 401 \$76,151, match \$76,151]. Black and Vetch sampled 50 locations in the Maumee AOC for bacterial concentrations. Lucas and Wood County Health Depts. followed up by looking at 100 home sewage systems.
- Began a GIS Septic System Inventory [LEPF \$50,000, match \$67,130] by conducted QA/QC on the 12,600 scanned Lucas County Health Dept septic system records for Lucas County, then indexing, scanning and validated septic system records
- The City of Toledo began planning the implementation of the \$500,000 Duck Creek Wetland SEP as outlined in the US EPA Consent Order issued December 2002.



Clean Your Streams is an annual streambank cleanup event that draws over 500 people and collects nearly 10,000 pounds of trash each fall from Maumee AOC waterways.

2003

- Completed the Maumee River Watershed Wetlands Protection and Enhancement Planning Project which created a new revised wetlands inventory and classification map for Lucas County portion of the Maumee AOC.
- Report released for Developing a Wetlands Identification and Restoration Plan for Duck and Otter Creek Watersheds [US EPA \$70,000, match \$8,000] that included detailed field surveys of 4 wetland sites in Duck Creek and 5 wetlands sites in Otter Creek and includes conceptual site plans and cost for restoration of all nine sites.
- Collaborated with 16 local jurisdictions to conduct Give Water a Hand; a residential education campaign that included mailing a series of six tip cards quarterly (Jan 04-Apr 05) to every household in partnering jurisdictions throughout the region. Newspaper, television, and cinema advertisements were also used to promote the issues. Copies of the tip cards, posters, press releases, and advertisements are available for downloading on the Maumee RAP web site.

2002

- Released 10 Years of Activities & Accomplishments the Maumee Area of Concern (1991-2001).

- Hosted the International Joint Commission Science Advisory Board review of the Maumee RAP. The Maumee RAP conducted a bus tour of 3 projects in AOC and each Action Group did activity presentations. A public meeting was conducted by the Maumee RAP, including presentations on RAP Partnerships and a public discussion on the Maumee RAP. RAP Staff attended the Science Advisory Board meeting to provide additional information, as requested.



Removal of the Camp Miakonda Dam on the Ottawa River in December 2002.

- Completion of Reevaluation Study for Recreational/Navigational Dredging of the mouth of the Ottawa River by the City of Toledo in collaboration with the U.S. Army Corps of Engineers.
- Completed a major log jam removal and streambank stabilization project at Wildwood Metropark in collaboration with U.S. Fish & Wildlife Service.
- Sediment survey and dam removal project at Boy Scout Camp Miakonda in collaboration with U.S. Fish & Wildlife Service.

A.1.6 Community/Local RAP Group Involvement

The Maumee RAP was created after the first public meeting in October 1987. It has grown and changed over the years, but has always been a public-private partnership working to restore the health of our area's waterways to fishable and swimmable conditions.

The Maumee RAP involves a diverse cross-section of environmentally concerned businesses, industries, government agencies, non-profit organizations, educators, and citizens. The Maumee RAP Committee makes the official decisions for the organization and provides general program oversight. The Maumee RAP Committee has action groups (or sub-committees) that are integral to the progress of the Maumee RAP. These action groups address specific issues that affect the Maumee AOC, such as open space, wetlands, agriculture, rural, and urban concerns. There are two action groups utilizing a comprehensive watershed approach to improving Swan Creek and the Ottawa River. The Maumee RAP has focused on public outreach and education. This focus is ongoing and primarily coordinated through its own action group.

Since that initial public meeting, a great deal of information has been compiled and developed concerning the Maumee AOC. The Maumee RAP continues to advocate and/or directly sponsor programs and activities to address the projects and issues throughout the Maumee AOC. These occurred from both within the RAP structure by the action groups and outside through community partners.

Some of the active partners in the Maumee RAP are listed below:

Business & Industry

- BP Oil; Daimler Chrysler; General Motors; Eastman & Smith; Sunoco; Weston Solutions, Inc.; Waste Management; etc.

Government

- Various cities/counties; Ohio-EPA; Lake Erie Commission; TMACOG; US Army Corps of Engineers; US EPA; University of Toledo; Bowling Green State University; Toledo Metroparks; Toledo Zoo; Toledo Public Schools; etc.

Nonprofit Organizations & Community Organizations

- Duck & Otter Creeks Partnership; Maumee Bay Bacteria Task Force; Ottawa River Restoration Team; Local private schools and colleges; concerned/interested citizens; etc.