

EXECUTIVE SUMMARY

**ENVIRONMENTAL
LEADERSHIP REPORT**

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*Environmental Activism
in Maryland*

ELLEN L. FRAITES
*University of Maryland
Coastal and Environmental Policy Program*

MAY 1991

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Ellen L. Fraites
Project Director

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For more than thirty years, the national environmental movement has been a compelling force throughout the American political system. No single event or issue created the environmental movement; it was forged by day-to-day concern and action in different places, at different times, for different reasons. The driving energy behind this activism is manifested in the thousands of environmental interest groups and organizations throughout the country. These individuals and organizations have played an important role in the growth and endurance of the environmental movement, in educating the public of the seriousness of environmental problems, and in creating a national environmental consciousness and a consensus for government action.

Maryland's environmental movement has evolved similarly over the past thirty years, from daily environmental actions and events that are rooted in the varied ways citizens encounter their surroundings. Whether expressed as a desire to save the Chesapeake Bay, or to preserve a natural habitat or a concern over the human health effects of toxic pollutants, environmental activism has brought changes in our values and in our society.

In Maryland, environmental advocacy and education have helped generate a large body of environmental legislation and provoked significant changes in government institutions, private businesses and individual households. Maryland's environmental community, though not the sole influence in these changes, has helped bring about an increased environmental consciousness and the institutionalization of environmental concern in Maryland. It is the role of this diverse community of nonprofit environmental advocacy and education interest groups and organizations in shaping Maryland's environmental response that is the focus of the Environmental Leadership Forum.

The Environmental Leadership Forum, a project sponsored by the University of Maryland System's Coastal and Environmental Policy Program (CEPP) and jointly funded by the Abell Foundation and the Beldon Fund, has as its chief goals to gain insight into the patterns of interaction among Maryland's environmental organizations and how these patterns influence the articulation of environmental problems, the ultimate choice of solutions and the evolution of social values. It focuses on six broad objectives: (1) to profile Maryland's environmental community; (2) to understand the ways in which the community functions and develops strategies; (3) to examine widely held perceptions about the environmental community; (4) to explore social and organizational practices which influence coalition building and community interaction; (5) to discuss and examine the issues and challenges facing the environmental movement and the community itself, and to explore the community's capacity to respond to these challenges; and (6) to present different ways of thinking about environmental leadership.

The Environmental Leadership Report examines the growth of environmental concern in Maryland and the different ways this concern is organized, viewed and expressed inside and outside of the community. In their responses to survey questions and interviews, more than

200 environmental activists, educators, organization heads, staff, volunteers, trustees and citizen members give a detailed picture of the accomplishments, frustrations, aspirations and challenges of Maryland's environmental community. In considering the ebb and flow of environmental activism in Maryland, the Environmental Leadership Report assesses the record of achievement of the environmental community in advancing environmental policies, mobilizing political support, and educating the public; it identifies improvements in coordination, communication and professionalism and recent successes in political action efforts; but it also observes a lack of attention to long-range environmental problem-solving and the dual challenges of broadening the political base and fostering a deeper environmental ethic within the public.

Conclusions

The Environmental Leadership Report examined comparative data and interview responses from environmental activists, policymakers and representatives of business, academic and other relevant interest groups and the public. This information yielded insights concerning how Maryland's environmental community operates within the context of the environmental movement and how patterns of interaction influence the solution of environmental problems and evolution of social goals. Key themes emerged regarding the role of environmental advocacy, coalition-building, social responsibility and environmental ethics. These themes form the basis for the final conclusions of the Environmental Leadership Report.

■ **The environmental community must broaden its base of support to build political power and momentum and to elevate the environmental priority within the public.**

Strong consensus was expressed that the environmental community needs to rely more on coalition-building in the legislative and political arenas to establish productive working relationships to address environmental issues. The success of Maryland's environmental community in expanding the political base through local political action efforts was noted and viewed as a strong priority for future activism. Many feel that the environmental community must make a concerted effort to develop collective strategies and build working relationships with these state and local political leaders.

The popularity and persistence of environmentalism suggests that it is becoming a populist movement, but many feel it is hampered by perceptions of elitism, racial bias and unresponsiveness to concerns of urban and rural poor. Consensus was expressed that the environmental community must incorporate a broader social and economic diversity and place more emphasis on communication and interaction with civil rights activists, minority and community development leaders and those organizations and institutions working for social change.

■ **Maryland's environmental community must initiate a continuing long-range policy dialogue, both inside and outside the community, to identify, summarize and communicate a vision of Maryland's environmental future.**

Strong consensus exists within the environmental community that the national environmental movement is at a crossroads: the environmental response has been inadequate, and generally environmental policies and activism are not addressing root causes of pollution and resource depletion. Many express concern that real progress is constrained by the vastness and complexity of the environmental situation and that existing efforts are not able to keep pace with pollution problems, the cumulative impacts of economic development and new ecological challenges.

While the majority believe that root causes must be addressed and environmental concern must be given greater priority both within the law and society, there is little formal discussion of long-range policy alternatives nor a collective strategy to achieve this goal. Some believe a wholesale transformation of the economic structure and social and political culture is needed, wherein energy dependency on fossil fuels, throwaway consumerism and destruction of the resource base are replaced by resource conservation, recycling and preservation. While these ideas signal an emerging consciousness that society must become a sustainable society, there does not seem to be a common vision or set of shared goals to build a sustainable society.

Finally, some within the community express concern that the environmental movement is centered more on narrowly focused legislative efforts to influence the current economic system, which values short-term economic profits more than environmental protection and resource conservation, rather than becoming a catalyst and activated force for fundamental social change. Other members of the environmental community believe that the kind of social, economic and political transformation needed can only be accomplished on a national scale and that Maryland's environmental community does not have sufficient resources to challenge the present direction of economic policy and politics. More work is needed to generate ideas and proposals and to build public interest and support.

■ **There is a critical need for independent, comprehensive and multidisciplinary environmental policy research and analysis.**

Agreement was expressed by environmental activists and policymakers that there is a strong need for comprehensive environmental policy research and development and an independent policy analysis capability which takes view of long-term environmental trends and considers resource management and environmental improvement and protection issues in a more integrated, interdisciplinary framework. There is a perception that environmental problems are often addressed in a fragmented and oversimplified manner and thus, environmental policies are shortsighted. Further, some question whether environmental activists and policymakers have the ability to find innovative solutions to future environmental challenges.

Most environmental organizations do not have the resources to undertake comprehensive policy analysis and research on a systematic basis. While some question whether environmental organizations and government agencies should attempt to undertake objective policy research, since they have ideological and political biases, there is consensus that more focused, objective monitoring of environmental conditions and environmental progress is needed. Also, comprehensive analysis and research which examines the totality of Maryland's environment situation, and considers economic development, transportation and energy policies and funding requirements is also needed.

Many feel that the perceived short-sightedness of environmental policy is further exacerbated by the lack of an ongoing dialogue with science and academic policy specialists and the limited use of cooperative problem-solving techniques for addressing environmental problems. Others feel that the lack of opportunities for systematic thinking about environmentalism diminishes the policy response. Environmentalism is usually only discussed in an intellectual framework in terms of issues, strategies or some aspect of policymaking, rather than within a broader ideological framework that questions how environmentalism fits with one's concept of the future or the relationship of humanity with nature.

■ Chronic undersupport of Maryland's environmental community affects both the short-term outcomes and long-term direction of the environmental agenda and limits the ability of the community to form coalitions and build public support.

Maryland's environmental community is predominantly a non-professional volunteer force, whose ability to assemble policy information, technical data and legal opinions and to communicate with the public and media all depend on voluntary effort. The fact that most groups have been able to muster sufficient energy and dedication to compensate for the lack of resources is demonstrative of their commitment and talented resourcefulness. Yet, the lack of resources and staffing constrains a group's ability to address new issues or form coalitions to take action on similar fronts or to build campaigns to solve the problem at a higher level. Consequently, most organizations can only address the most urgent problems; they may have limited time to address policy research, media strategies, building cooperative efforts to address long-range problems and monitoring government programs and private sector compliance.

The disposition on the part of government and private foundations to support larger policy efforts and specific projects rather than grants to support administration support and training was deemed a problem by many organizations. While there is strong consensus that Maryland's environmental movement benefits from having a mix of grassroots advocacy and education groups and larger, statewide, more policy-oriented organizations and that these organizations can effectively complement each other, concern was expressed that the needs for grassroots organizations are not given sufficient attention.

■ The major challenge facing Maryland's environmental movement is instilling a deeper environmental ethic within the citizenry.

There is a strong environmental public spirit in Maryland as evidenced by tremendous support for environmental programs and policies, public polls and dramatic growth in the environmental community. Increased public environmental concern and environmental awareness has not translated into an environmental ethos however.

Many feel that the Chesapeake Bay restoration effort has been successful in creating a strong sense of identity among the populace in terms of social responsibility for protection of the environment. This heightened consciousness, however, is not sufficiently deep to inspire the necessary changes in values, behaviors and lifestyles.

There is strong consensus that a concerted educational campaign is needed to convey the urgency of the environmental situation and to challenge the present direction of economic policy and politics. The focus of this educational program must be on individual responsibility and environmental ethics. Many believe that to change individual attitudes and behaviors and to convince citizens to act in environmentally responsible ways requires more emphasis on public participation in determining environmental goals, social responsibility and environmental ethics.

A Profile of Maryland's Environmental Community

The Environmental Leadership Report confirmed that Maryland's environmental community possesses a diversity which reflects a broad spectrum of the state's environmental resources and encompasses a vast and varied array of environmental education and advocacy groups with differing interests, issues, ideological beliefs, agendas, goals and strategies. It also suggested that the extent of this diversity does not appear to be recognized by outsiders, nor does it seem to be fully appreciated and utilized by the community to achieve its goals. The Report reaffirmed the importance of marshalling this diversity into a powerful asset and expanding upon grassroots efforts through coalition-building to attack problems on many levels.

While the diversity within Maryland's environmental community was demonstrated in terms of organizational structure, functions performed, management capabilities and issues addressed by environmental organizations, the Report also revealed that Maryland's environmental community primarily consists of small, volunteer groups with operating budgets of less than \$10,000 whose stated purpose is to educate and advocate environmental policy and government reform.

Few Maryland environmental groups have the professional expertise or management capabilities to train or empower their members or build their financial resources. Most groups struggle with limited resources, overwhelming workloads and overtaxed volunteer staffs. While the majority compensate for the lack of resources with the creative energy and

devotion of committed grassroots activists, some groups report that the level of volunteer support is lessening and that more financial support is necessary in order to survive and to grow. Even among the larger organizations, lack of resources and staffing constrains a group's ability to address new issues or form coalitions to take action on similar fronts.

The chronic undersupport of the environmental community has serious implications. While training in substantive policy disciplines related to environmental policy -- specifically, economics, ecosystem science and law -- were considered high priority needs by the majority of activists and all other groups surveyed, the ability of most environmental groups to provide or pay for training was very limited. Moreover, in day-to-day operations, most groups can only address the most urgent problems. Policy analysis capabilities and collective efforts to address long-range problems are constrained by the lack of resources. Also, chronic undersupport reduces the community's opportunities for building more broad-based cooperative strategies or negotiating environmental issues with policymakers, government officials and other interests.

At the same time, many inside and outside of the environmental community noted the growth and positive change within the community over the past twenty years in terms of the number and size of environmental groups, as well as enhanced professionalism, credibility and influence. The leaders of Maryland's environmental organizations meet regularly with key government officials, and the scale of advocacy has expanded due to both greater opportunities for citizen participation in government decision-making and improved collaboration and coordination within the environmental community.

The majority of organizations have as their top priority issues related to water resources, wetland habitat and natural areas protection. While the data suggests that the community is more oriented to Chesapeake Bay related issues, the consensus is that the diversity of organizations assures sufficient representation and advocacy across a broad range of issues. The most significant growth in the environmental community occurred during the 1980s, responding to several factors including the Chesapeake Bay restoration effort and the heightened public interest in national environmental issues. More recent changes within the community, over the last two years, have been the increase in the number of land preservation trust organizations and political action groups at the local government level.

Policy Reform and Environmental Decision-Making

The majority of those surveyed within the community believe that political action efforts and lobbying elected and other government officials are the most effective strategies for influencing the formulation of environmental public policy. Indeed, over the last ten years the community has achieved an impressive record of legislative success. While this record was acknowledged by many, others questioned whether there is too much focus on legislative remedies to environmental problems, rather than comprehensive, environmental problem-solving.

Some challenged the disposition towards legislative remedies rather than working consensually with other interests to develop objectives, set priorities and plan long-range strategies. There is a perception that the environmental community tends to oversimplify complex issues and problems, by characterizing legislative action symbolically to popularize the environmental issues. Concern was expressed that this strategy tends to polarize the environmental debate and makes it difficult to build productive working relationships.

Many expressed the opinion that there is little communication and cooperation between members of the scientific community and academic policy specialists and environmentalists. Also emphasized was the lack of resources for policy research and long-range environmental strategies. The lack of support, limited communication and the disposition towards single issue legislative advocacy rather than more comprehensive environmental problem-solving, all underscored the need for more comprehensive environmental policy research and development. Many saw the need for an independent policy analysis capability for monitoring long-term environmental trends and resource management and environmental protection issues in a more integrated, interdisciplinary framework.

Building the Political Base

Over the past two decades, several environmental organizations and individual activists have worked to expand political opportunities across the state to gain more political leverage and to anchor the episodic outpourings of grassroots support manifest during specific legislative issue campaigns into a more permanent political base of support. State and local political action efforts have grown in number, sophistication and aggressiveness since the late 1970s, gaining respect and political clout. Opinion was expressed that the recent strong showing by environmental candidates in numerous jurisdictions will likely encourage greater participation in electoral politics and increased recruitment of environmental candidates. Many believe, however, that political action efforts will need to be significantly expanded and strategically implemented to make the environment a defining issue within the electorate.

Maryland's environmental movement has mobilized hundreds of people from different regions of the state, across class, race and gender lines to take action in their communities. Nevertheless, many feel the environmental community must incorporate broader social and economic diversity and undertake an extensive, sustained effort to recruit minority activists and to develop linkages with those working for social change.

Some environmental organizations have minority recruitment and environmental education strategies and programs, but most acknowledge more investment is needed. Many feel there needs to be more emphasis on connecting environmental issues with social welfare and economic security concerns and strategies, and greater sensitivity to the potential for environmental solutions to create inadvertent social and economic dislocations.

Finally, a strong consensus emerged that to connect with a broader audience and build political clout, there must be more emphasis on coalition-building with a greater diversity of interests on a broader range of environmental problems. In addition, this consensus called for continued support of environmental education and for improved environmental news coverage in the media.

Environmental Issues, Ideas and Future Challenges

The Environmental Leadership Report affirmed that growth management and restoration of the Chesapeake Bay are considered the major environmental priorities for environmental activists and policymakers. Waste reduction, air pollution and forest preservation were secondary priority issues facing Maryland, whereas human population growth and growth management, energy conservation and production, waste reduction, toxics control and air pollution were the most important environmental issues facing the nation.

More effective land use controls were supported by the majority of those interviewed because of the inadequacy of existing state and local environmental management efforts in protecting sensitive habitats and natural areas from the cumulative impacts of development. The urgency of the growth management issue was emphasized by many who believe that existing controls do not offer sufficient protection to protect the Chesapeake Bay watershed from the future anticipated growth surge. Others emphasized the need for controls to halt the loss of agriculture and forest lands, as well as the rural character of the Eastern Shore and western Maryland.

A Citizens Poll confirmed that the greatest environmental concern for the public is water quality. Air quality, clean-up of toxic waste and growth management were viewed as secondary priorities. Also the poll indicated that the public believes Maryland needs stronger environmental protection laws and that most environmental problems are associated with industry. While government responsibility was determined as the key element in solving environmental problems, a strong majority of the public also noted that actions by individual citizens are important in improving the environment.

Opinion concerning the future direction of the environmental movement is less clear. The majority of activists surveyed believe that the environmental movement has gained maturity both in terms of institutionalization and popular support, but that the environmental response has fallen short of its goals. Many within the community believe that existing approaches to environmental problems address the symptoms of environmental decline, not the root causes. In spite of improvements in certain areas and significant governmental investment, there is concern that the environmental effort is not able to keep pace with pollution problems and the magnitude of environmental threats and ecological challenges.

Many believe that environmental protection must be given greater priority both within the law and society, and that fundamental changes in the social and political culture are needed to redefine institutions and change social values. Some suggest that society must undergo

a profound shift towards resource conservation and ecologically sustainable development. These ideas do not appear to receive much formal discussion. Moreover, there exists neither a common vision nor unifying set of goals and strategies to build a sustainable society.

Finally, most environmental activists feel that the major challenge facing Maryland's environmental movement is instilling a deeper environmental ethic within the public. There is a strong environmental public spirit in Maryland as evidenced by popular support for environmental programs and policies and the dramatic growth in the environmental community. This was further demonstrated by the poll wherein a strong majority of citizens indicated a willingness to pay for environmental improvement and stated that environmental protection would define their position on a political candidate. Nevertheless, most environmental activists believe that this strong environmental public spiritedness is not sufficiently deep to inspire changes in values, behaviors and lifestyles and that a concerted educational campaign focused on individual responsibility and environmental ethics is needed.

Maryland's Environmental Achievement

Maryland's environmental movement has grown from a collection of local issues and concerns to a set of governmental policies, programs and institutionalized values. Encompassing a wide range of interests -- from the restoration of the Chesapeake Bay to the regulation of surface mining -- and a multiplicity of actors, organizations and institutions across the state, Maryland's environmental movement has articulated a new set of values based on the concern for the integrity of natural systems and a belief in the desirability of public policies that promote environmental quality and transformed them into laws, regulations, policies and social thinking. Over the past two decades, the environmental movement has demonstrated its political stamina and skill, emerging as a significant force in Maryland politics.

Today, environmentalism is pervasive in business, schools, community associations, civic groups, churches, social clubs and grocery stores. There are new ways of doing business, shopping, farming, gardening, housekeeping and greater awareness of the persistence of toxic chemicals, throwaway consumerism and ecological limits. The professionalization of environmental concern has produced new careers in law, science, engineering, business and agriculture. And everywhere one can see an abundance of environmental information in newspapers, books, television, films and bumper-stickers.

Maryland's environmental community has been the creative energy behind this movement. Working together, this growing community of activists and locally based groups have organized and focused the diffuse interests emerging from an intensified appreciation for the natural environment and increasing concern for environmental pollution. Individually, these groups may have different motivations, constituencies and strategies, but often they have rallied together to achieve shared environmental goals and objectives. Collectively, they have aroused and mobilized an environmental constituency.

Even more importantly, Maryland's environmental community has radically changed the way government and the public view the environment. Across the state, in front of numerous government councils and zoning boards, environmental activists have argued that environmental quality be incorporated as a new dimension to community life -- whether it is defined in terms of less industrial development, cleaner neighborhoods or more protection for natural environment areas. Environmental concern has become part of our civic consciousness; environmental quality is viewed as essential to our quality of life.

Maryland's environmental community has attempted to cultivate a deeper ecological understanding within the public. Focusing on environmental education as an integral part of shaping public attitudes and building upon the broadbased affinity for the Chesapeake Bay, Maryland's environmental activists, educators, and policymakers have begun to profoundly transform the public's way of looking at the world and one's place in it. Earlier beliefs in the resilience of environmental systems and limitless natural resources and the potential for boundless economic prosperity and technological progress have been tempered by a more sober outlook which emphasizes the shortsightedness of resource depletion, the vulnerability of natural life systems and the potential for irreparable and irreversible ecological damage. Economic and environmental health have begun to be seen as parts of the same whole.

The same education that is teaching Maryland's citizens rudimentary ecological concepts is also teaching them the value of individual and concerted action in solving environmental problems. Becoming involved is the key to achieving successful environmental outcomes.

Building an environmental consciousness within the citizenry and recasting the political, economic and social culture to embrace a new set of values, attitudes and beliefs has been the environmental community's greatest achievement. Ironically, anchoring this consciousness and deepening the resolve to act in support of these values and to sustain this commitment remains the environmental community's greatest challenge.

Methodologies

A methodological approach was designed to obtain comparative data on environmental activism and the effectiveness of Maryland's environmental community from several distinct groups including the environmental community, governmental policymakers, special interest groups, the media and the public. During the period from June through November 1990 information was gathered in five phases:

1. The Environmental Community Profile (ECP) was sent to 500 environmental activists, staff, volunteers, trustees and members in Maryland, and 204 responded. The questions explored individual views concerning environmental community interactions, training resources, attitudes, effectiveness of the environmental movement, future challenges and issues facing Maryland and the nation.

2. **The Environmental Organization Profile (EOP)** was sent to 175 environmental organizations in Maryland, and 85 responded. It sought information from an organizational perspective only and asked organization heads to identify organization functions, activities, structure, membership and funding sources.
3. **The Special Interest Group Survey** included interviews with 60 representatives of appropriate government, academic and business institutions, relevant constituencies and the media concerning the performance of the environmental community. Individuals who have either worked with the environmental community or have knowledge of environmental issues and the public policy process were asked about substantive issues, ideology and their perspectives concerning the evolution of Maryland's environmental movement.
4. **The Environmental Activist Survey** conducted follow-up interviews with 40 environmental activists to enable staff to gain a deeper understanding of the issues that emerged from the questionnaires.
5. **A Citizen's Public Poll** was a random survey seeking citizen views on the environmental movement, environmental activism and environmental issues. The November survey of Maryland residents consists of 250 completed interviews.

The project also enjoyed the guidance of a 10-member advisory committee, a distinguished group of national environmental organization, academic, business community and government leaders in relevant fields. Overall, the questionnaire data, public poll results, the survey responses and in-depth discussions with committee members enabled project staff to reach consensus on major findings.

The Environmental Leadership Report has generated detailed findings related to policy reform efforts and legislative strategies, education and communication activities, training and management needs and perceptions of environmentalism. Also, these findings include the survey results from environmental activists, policymakers, related interest groups and the public concerning the major environmental policy issues, trends and future challenges confronting Maryland's environmental movement. A statement of these major findings is included at the end of this statement.

The conclusions and major findings as well as the body of the Environmental Leadership Report are intended to provide greater insight into the role of Maryland's environmental community in the formulation of environmental public policy and the challenge of advancing the environmental ethic within the social and political culture. It is hoped that further research and thinking beyond what is presented in this report will act as an impetus for Maryland's environmental leaders and policymakers to come together to create new kinds of thinking and new ways of living to assure our environmental future.

Major Findings of the Environmental Leadership Project

■ *One.* The last twenty years have seen a considerable jump in the number and size as well as the professionalism, credibility, and influence of many of Maryland's environmental organizations. Today, the leaders of Maryland's environmental organizations meet regularly with top government officials and the scale of advocacy has increased due to both greater opportunities for citizen participation in government decision-making and improved collaboration and coordination among individuals and organizations within the environmental community.

■ *Two.* Communication and cooperation within the community has improved in the last decade, in part through increased use of more effective communications and computer technology but also because of increased emphasis on statewide networking and communications. Nevertheless, many from both within and outside of the community feel that the level of collaboration and coordination within the community could be significantly increased and that external communications could be improved.

■ *Three.* The great diversity of Maryland's environmental organizations generates sufficient synergistic representation and advocacy across a broad range of issues. Many believe, however, that the environmental community's reliance on legislative remedies to environmental problems, chronic undersupport, and single-issue advocacy have contributed to a shortsightedness of environmental policy. A number of the participants stated that more attention to comprehensive environmental decision-making and long-range planning is needed. Further, the importance of independent, comprehensive policy research and development was emphasized. Support was expressed by many environmental activists and policymakers for the development of an independent policy-analysis capability that takes into account long-term environmental trends and focuses on longer term resource management, environmental protection strategies, and root causes of pollution and resource degradation to improve the environmental policy-making.

■ *Four.* There is a strong environmental public spirit in Maryland as evidenced by tremendous support for environmental programs and policies, and the dramatic growth in the environmental community. The majority of the public polled acknowledged the individual's role in improving the environment and expressed a willingness to pay for the costs of clean-up efforts. Increased public environmental concern and environmental public-spiritedness, however, has not translated into an environmental ethos. There is widespread agreement that the environmental movement has not been successful in convincing citizens to make life-style changes and to act in environmentally responsible ways. This suggests that more emphasis upon public consideration of environmental goals, social responsibility and environmental ethics is needed.

Major Findings, continued

■ *Five.* The consensus from inside and outside of the environmental community is that while environmentalism has become more of a populist movement, it is limited significantly by the failure to reach a social and economic mainstream and to harness and motivate the public's increased environmental concern effectively. The majority feel that environmentalists need to improve liaisons and build coalitions with a broader social and economic diversity including civil rights activists, minority and community development leaders, and those organizations and institutions working for social change.

■ *Six.* Maryland's environmental community primarily consists of small, volunteer advocacy organizations with annual budgets of less than \$10,000. Chronic underfunding is regarded by most environmental activists as the community's most serious problem though not all grassroots advocacy organizations aspire to become larger, staff-intensive operations. The majority of organizations decry the lack of resources for collective strategies and organizational development and operational planning to improve performance and goal attainment.

■ *Seven.* Lack of resources restricts the abilities of organizations and activists alike to provide or participate in formal education and training programs. Generally, most environmental activists have virtually no formal training in disciplines that relate to environmental policy nor do they have training in leadership or organizational development, mediation, and problem-solving skills, nonprofit organization management, or subjects relating to community development and social change. There was overwhelming consensus that there needs to be more education and training opportunities in natural and social science disciplines related to environment and ecology. Also, there was consensus that there needs to be more interaction with academic disciplines and more structured forums for environmental problem-solving.

■ *Eight.* Environmental political action efforts have gained respect and political clout. This past year, a number of local level political action groups were organized and the majority of them had very successful outcomes. Many feel that this increase in political action efforts and the strong showing by environmental candidates in numerous local elections will likely encourage environmental organizations to work toward greater participation in electoral politics and political parties and increased recruitment of environmental candidates.

Major Findings, continued

■ *Nine.* There is very little interaction between members of the scientific community and academic policy specialists and environmentalists. Some have suggested that environmental activists have worked more closely with the scientific community in the past, bringing science and policy knowledge into the political public policy-making arena. Consensus on both sides is that communication and cooperation today is very limited.

■ *Ten.* Policy dialogue between members of the environmental community and the government, business, and agriculture communities is very limited. According to many business and government officials, the relationships tend to be adversarial. Also, many environmental activists and government officials described their working relationship as perfunctory and distrustful. Many outside the community, and some environmental activists, believe that environmental policy formulation persists in a reactionary mode which precludes long-range planning and cooperative problem-solving. Within the environmental community, however, there is some debate over the value of cooperation versus more adversarial advocacy.

■ *Eleven.* Growth management and restoration of the Chesapeake Bay are considered the major environmental priorities for environmental activists and policymakers, while the issue of greatest environmental concern for the public is water quality. Some activists and policymakers outside of the environmental community feel that resource management-related issues (i.e., the Bay) receive too much emphasis in Maryland, and issues relating to environmental public health and energy policy should receive more attention. The majority of activists believe that Chesapeake Bay has played a significant role in shaping the public's perception of the environment and inspiring a sense of collective responsibility.

■ *Twelve.* Strong consensus exists within the environmental community that the environmental response has been inadequate and that generally environmental policies and environmental activism are not addressing root causes of pollution and resource depletion. Strong consensus exists that environmental concern must receive a higher priority. Although many environmentalists believe that nationally we should move toward becoming a sustainable society, very few are able to articulate that concept or identify action strategies to implement it.

