

1 Chapter 15: Place-Based 2 Opportunities for Nature in the US

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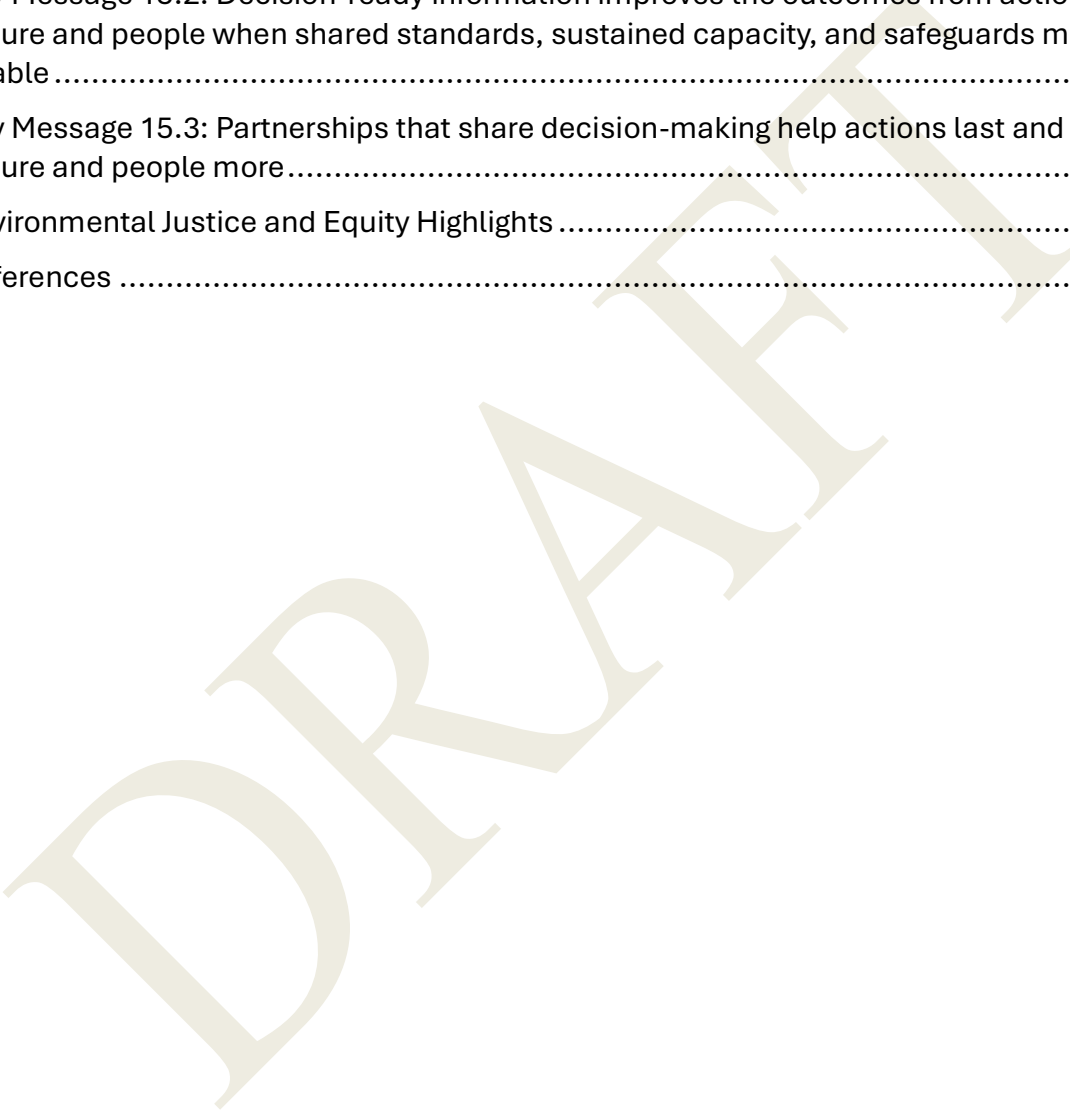
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1 Summary

2 Nature and people in the United States are connected. Actions that support nature can
3 reduce risks, support local economies, and improve health and well-being (see Chs. 12–
4 14). Many laws, investments, and stewardship efforts have improved air, water, and wildlife
5 in many places, but nature continues to decline, and benefits and harms are not evenly
6 shared across communities (see Chs. 5–10) (1). The overarching opportunity described
7 here is to improve how place-based actions are carried out and the policy and governance
8 approaches that help those efforts last, spread, and accumulate nationally. Place-based
9 actions such as floodplain reconnection, wildlife crossing retrofits, and neighborhood
10 green infrastructure are more reliable when affected people help shape decisions. We
11 highlight three place-based practices that help these actions work well: coordinating
12 across connected land and water, using decision-ready information, and building
13 participatory partnerships with shared decision-making: (1) Partners can coordinate built
14 projects and nature-based actions across connected land and water so that water,
15 materials, and wildlife can move through the landscape and investments reinforce one
16 another. (2) Partnerships can identify and use decision-ready information to help set clear
17 goals for shared measures, document methods, and track progress (2,3). (3) Partnerships
18 work best when affected residents help set priorities, share decision authority, and stay
19 involved through implementation, with clear responsibilities and long-term stewardship
20 (see Chs. 5, 11) (4,5). These practices are easier to repeat when policies, incentives, and
21 other levers across Tribal, state, and federal levels clarify responsibilities, pay for
22 coordination and upkeep, and track outcomes and harms by place and population,
23 including who benefits and who bears costs. Shared information systems also help when
24 they protect privacy and set fair rules for Indigenous data and knowledge (6–8). Repeating
25 these practices in key parts of connected systems helps local actions add up, while
26 tracking results in standardized ways makes it easier to learn and correct problems early
27 and illuminate the broader national picture of how nature is faring.

28 Background

29 Over the arc of US history, many laws and policies have aimed to support thriving nature
30 and a healthy environment for people. Examples include the Clean Water Act, Clean Air
31 Act, Endangered Species Act, National Environmental Policy Act, and Coastal Zone
32 Management Act. Major public investments and programs also shape land and water
33 management, including Farm Bill conservation programs and infrastructure investments.
34 These efforts have helped improve air and water quality in many places and support
35 recovery of some species and entire ecosystems. Many examples of what has worked, and
36 why, are described in this Assessment (see Ch. 4: Bright Spots). Even so, nature continues
37 to decline in many ways across the United States, with impacts that vary by place and by
38 who benefits and who bears costs (see Chs. 5–8). Major drivers of declines in nature, such
39 as land conversion, pollution, invasive species, and climate-related stressors continue,
40 and many chapters describe response options tailored to those drivers and impacts (see
41 Chs. 9, 10, 12, 14). This chapter focuses on opportunities, meaning ways to improve how

1 place-based actions (local efforts) are carried out, and the regional and national enabling
2 policy and governance supports that help those efforts persist, spread, and add up
3 nationally.

4 This chapter is written for people who make, shape, fund, and live with nature decisions:
5 community groups, individuals, Tribes, local and regional governments, state and federal
6 agencies, businesses, nongovernmental organizations, public health and healthcare
7 partners, educators, youth-serving organizations, and philanthropic partners. Rather than
8 try to list every action and actor needed to address the drivers of nature loss or its thriving,
9 this chapter focuses on the conditions that help many different actions work better, last
10 longer, and reach more people and places.

11 Place-based actions are local efforts such as restoration, stewardship, protections,
12 invasive species management, pollution controls, infrastructure improvements, and
13 nature-based solutions. Place-based actions matter because they are where people
14 experience nature in day-to-day life; build relationships and meaning through work,
15 recreation, learning, and cultural practice; and where they gain benefits in well-being (see
16 Ch. 5: Connection and Ch. 13: Health and Well-Being). These relationships between nature
17 and people are also often linked to stewardship and collective efforts to protect valued
18 places (see Ch. 5: Connection). Place-based work is also where tensions can arise over
19 access, uses, safety, and trade-offs, because places carry different meanings and values
20 for different people (see Ch. 11: Culture). For these reasons, actions work better when
21 people affected by them help shape priorities, roles, and follow-through, including working
22 through what to allow, where, and for whom and respecting Indigenous groups' rights and
23 responsibilities (see Ch. 11: Culture).

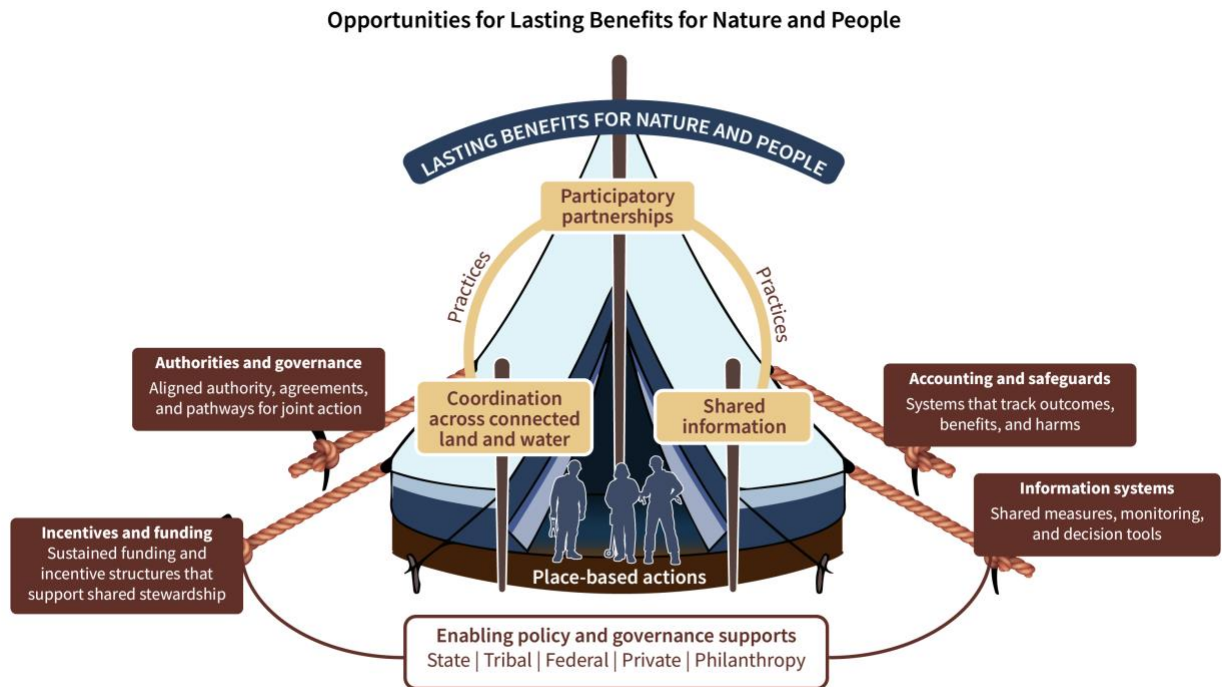
24 Three place-based practices support these actions: *Coordination across connected land*
25 *and water* means planning and investing so actions add up across upstream and
26 downstream places. *Decision-ready information* means information people can use now,
27 not just store, because it is timely, comparable, and tied to clear goals. *Participatory*
28 *partnerships* mean people affected by decisions help shape priorities, roles, and follow-
29 through, including how benefits and trade-offs are handled over time. Examples of how
30 these practices show up in real places are described across the Assessment, including in
31 discussions of the bright spots that document what has worked and why (see Ch. 4: Bright
32 Spots).

33 Nevertheless, local practice alone is not sufficient to scale results. Therefore, we also
34 describe four policy and governance enabling factors (the “supports” in Figure 15.1) that
35 support local-scale actions and help their success persist and spread: authorities and
36 governance, incentives and funding, accountability and safeguards, and information
37 systems (5,9). These enabling factors include setting minimum standards and providing
38 coordination when needed while still leaving room for solutions that fit local contexts. They
39 also make it easier to deliver health benefits from nature, many of which depend on
40 coordination, sustained capacity, and shared information across sectors (see Ch. 13:

1 Health and Well-Being). Authorities and governance at state, regional, national and Tribal
2 levels shape what is allowed and who has a seat at the table and whether affected
3 communities have real authority and resources to participate, not only a chance to
4 comment (10,11). This includes respecting the place-specific rights, responsibilities, and
5 knowledge systems of Indigenous groups, including where access rules, stewardship
6 authority, and culturally significant practices are central to outcomes (see Ch. 5:
7 Connection and Ch. 11: Culture). Incentives and funding, also at these broader governance
8 levels, shape what is affordable to do well, including who can pay for coordination, long-
9 term upkeep, and staffing. Standards and expectations that are broadly applied for
10 accountability and safeguards make benefits and harms visible over time and reduce the
11 chance that burdens are shifted to others. Safeguards matter in part because benefits
12 depend on real access: whether places are safe, welcoming, affordable, and usable and
13 whether rules and infrastructure inadvertently exclude valued practices (see Ch. 11:
14 Culture and Ch. 13: Health and Well-Being). Finally, information systems make it possible
15 to compare results across places and learn over time while protecting privacy and sensitive
16 knowledge.

17 Figure 15.1 provides a simple roadmap for how these pieces fit together. It shows how
18 place-based practices achieve lasting benefits when they are supported by policy and
19 governance enabling factors across multiple levels of decision-making, including state,
20 Tribal, and federal governments and agencies, as well as nonprofits. The Key Messages that
21 follow describe each place-based practice in turn and point to the often cross-cutting
22 enabling supports that help these practices persist, spread, and deliver durable benefits.
23 Local work is more durable when higher-level policies and governance make it easier to
24 collaborate, provide stable capacity, and supply backbone systems for accountability and
25 learning.

1 **Figure 15.1. Place-Based Practices and Enabling Policy and Governance Supports That**
 2 **Help Actions Last and Spread**



3
 4 **Lasting benefits depend on place-based practices and enabling supports that help**
 5 **actions persist and spread.**

6 *Place-based actions happen in specific places, but lasting benefits depend on both place-*
 7 *based practices and enabling policy and governance supports that help effective efforts*
 8 *start, persist, spread, and add up across places. The canopy represents lasting benefits for*
 9 *nature and people. The platform represents place-based actions. The poles represent three*
 10 *place-based practices that help actions work well: coordination across connected land*
 11 *and water, shared information, and participatory partnerships with shared decision-*
 12 *making. The outer tent ropes represent enabling policy and governance supports across*
 13 *levels of decision-making, including state, Tribal, and federal governments and agencies, as*
 14 *well as nonprofits. These supports include authorities and governance, incentives and*
 15 *funding, accounting and safeguards, and information systems. Figure original to The Nature*
 16 *Record.*

17 **Key Message 15.1: Coordinating decisions and investments across**
 18 **connected land and water delivers lasting benefits**

19 *Because land, water, and air connect places from headwaters to coasts, across*
 20 *landscapes, and downwind, choices made upstream, nearby, or upwind can affect*
 21 *flooding, water quality, habitat, and health in other places (very well established).*
 22 *Communities, governments (state, Tribal, and federal), and partners (e.g., nonprofits,*

1 *industry) get better results when they plan built projects and nature-based actions together*
2 *and coordinate across boundaries so that roads, stormwater systems, shorelines,*
3 *wetlands, streams, and habitat connections work as one system supported by clear roles,*
4 *aligned funding, safeguards, and shared information (well established). Many small*
5 *projects that restore broken connections, when repeated in enough places and targeted to*
6 *key parts of a network, can add up to big region-wide benefits over time, including*
7 *floodplain reconnection, barrier removal in streams, distributed green infrastructure in*
8 *cities, and migration corridor actions that maintain movement across jurisdictions (well*
9 *established).*

10 State of Knowledge 15.1

11 Ecological connectivity describes how water, organisms, and materials move through land
12 and water systems and how those movements shape flooding, water quality, habitat, and
13 biodiversity across places (12,13). It includes connections across water networks (from
14 headwaters to coasts), across land (such as migration routes and dispersal across habitat
15 networks), and across air (such as nitrogen or sulfur depositions and wildfire smoke that
16 affect ecosystems downwind) (14–17).

17 The policy and governance enabling supports for this practice include clear authorities and
18 governance that allow coordination across boundaries, incentives and funding that make
19 joint planning possible, accountability and safeguards that prevent shifting harms to
20 others, and shared information systems that help partners target investments and track
21 outcomes over time. This is where the “local practice” and the “enabling supports” meet:
22 Local partners align projects on the ground, while broader rules, funding, and shared
23 systems reduce the friction and fill the gaps that no single place can solve alone.
24 Coordination is easier when planning, permitting, and funding are set up to support
25 projects that cross boundaries, such as multi-jurisdiction watershed restoration, regional
26 habitat networks, and transportation projects that reconnect wildlife movement routes.
27 When incentives reward shared outcomes (like reduced flood risk, improved habitat
28 function, or fewer wildlife–vehicle collisions) rather than isolated project outputs, agencies
29 and partners have clearer reasons to align road, stormwater, shoreline, wetland, and
30 stream investments across jurisdictions. Coordination is easier to sustain when partners
31 share decisions and responsibilities over time and rules and safeguards are in place (see
32 KM 15.3).

33 Connections Across Water, Land, and Air

34 Water flows downhill, carrying sediment, nutrients, contaminants, and many organisms. As
35 a result, headwaters, wetlands, rivers, and coasts function as one connected system.
36 Choices about land cover, drainage, and restoration upstream can change flooding, water
37 quality, and habitat conditions downstream, including in estuaries and coastal waters
38 (18,19) (see Ch. 14: Risk and Security). These linkages change with storms, seasons, and
39 drought. Long-lasting benefits depend on keeping natural pathways (e.g., floodplains,
40 wetlands, and riparian vegetation) and built pathways (e.g., culverts, stormwater networks,

1 and shoreline structures) working together, rather than treating them as separate projects
2 (18,19) (see Ch. 14: Risk and Security).

3 These connected pathways extend across land. Habitat networks across the landscape
4 influence whether plants and animals can move, recover, and persist as conditions change
5 (20). Roads, fences, and development can break habitat networks and disrupt migrations
6 and dispersal. Place-based actions that restore terrestrial connectivity include protecting
7 key habitat linkages, restoring “stepping-stone habitats” (small, isolated patches that
8 enable wildlife movement between larger patches), and installing wildlife crossings
9 (overpasses, underpasses, and culvert retrofits) in the right places. Corridors can, on
10 average, increase movement between habitat patches (21), and combining crossing
11 structures with fencing can substantially reduce wildlife mortality (Figure 15.2) (22). Across
12 this Assessment, examples of barrier removal, culvert upgrades, fish passages, and wildlife
13 corridors show how targeted local projects can restore connectivity when repeated across
14 enough places (see Ch. 4: Bright Spots).

15 **Figure 15.2. From Policy to Practice: Coordinated Action to Reconnect Big-Game**
16 **Migration Corridors in the Western US**



**FIGURE UNDER
DEVELOPMENT**

17

18 **When states and federal agencies work from the same plan, wildlife corridors can be**
19 **protected and restored at scale.**

20 *(a) National and regional policy align priorities across 11 western states. (b) A coordinated*
21 *implementation pathway links movement mapping, shared priority-setting, cross-boundary*

1 *coordination, and targeted investments. (c) Reported outcomes include millions of acres of*
2 *improved habitat, wildlife-friendly fencing, coordination meetings, and monitoring/research*
3 *efforts. Figure original to the Nature Record.*

4 Air also connects places. Air pollution and nitrogen and sulfur deposition can travel far
5 beyond their source locations and affect soils, forests, and waters when they settle back to
6 the ground (18). Wildfire smoke can travel long distances and affect ecosystems and
7 communities downwind, including altering stream and lake conditions through changes in
8 chemistry and light (23). In cities, impervious surfaces and storm-drain networks can move
9 runoff quickly into streams and coastal waters, increasing flood peaks and transporting
10 pollutants. Urban trees and parks can provide modest air quality benefits in addition to
11 other co-benefits (24). Coordinating investments in roads, drainage, shorelines, parks,
12 trees, and wetlands helps reduce flood risk, improve water quality, support habitat, and
13 avoid shifting problems downstream or into neighboring jurisdictions.

14 Planning and Funding Projects to Work Together

15 Many decisions that affect ecological connectivity are made through built projects, such as
16 roads, culverts, stormwater systems, shoreline protection, and wastewater upgrades.
17 Other decisions involve nature-based actions, such as restoring wetlands and floodplains,
18 reconnecting streams, and protecting coastal habitats. Better results are often achieved
19 when built and nature-based projects are planned and funded together so they work as one
20 connected system (25,26). This includes coordinating across boundaries, because water,
21 flooding, and habitat do not stop at jurisdictional lines. When coordination is missing,
22 “good” local projects can create preventable harms elsewhere. For example, levees that
23 reduce flood risk in one place can raise flood depths and expand flooded areas in other
24 places along a river network (27). Along coasts, parcel-by-parcel shoreline armoring can
25 protect one property while increasing erosion risks for nearby unarmored properties
26 through wave deflection and other spillovers (28).

27 In practice, cross-boundary coordination is easier when enabling supports reduce the
28 friction that no single place can solve alone. Authorities and governance can make it easier
29 to use shared plans, align permitting, and clarify who can do what across boundaries.
30 Incentives and funding can align timelines and budgets, including covering the real costs of
31 coordination and long-term maintenance. Accountability and safeguards can make trade-
32 offs visible over time, so benefits are not gained by shifting risks or costs to others.
33 Information systems can support shared maps, consistent monitoring, and learning across
34 projects and jurisdictions. Many “bright spot” efforts described elsewhere in the
35 Assessment, such as dam removal, culvert upgrades, fish passages, and wildlife crossings,
36 depend on this kind of coordinated planning, durable funding, and shared information to
37 scale beyond single projects (see Ch. 4: Bright Spots).

38 Urban settings show parallel needs for coordination. Stormwater, transportation, parks,
39 and redevelopment decisions are often funded and managed through different programs
40 and timelines. Integrated planning approaches help align investments over time and

1 combine gray and green infrastructure (e.g., vegetation buffers around concrete irrigation
2 channels) in ways that reduce flooding and improve water quality while also supporting
3 access to shade and cooler neighborhoods (29–31). Coordination also improves follow-
4 through, because the benefits of green and gray systems depend on consistent
5 maintenance, clear roles, and transparent reporting of what is working where. In practice,
6 coordinating these investments helps projects reinforce one another and makes it easier
7 for communities to see how decisions were made and how benefits and risks are expected
8 to change.

9 Cumulative Benefits of Many Local Projects

10 Many actions that restore broken connections happen at local scales, but their benefits
11 can add up when they are repeated in enough places and targeted to the most important
12 parts of a network. For example, floodplain reconnection can reduce flood peaks and
13 improve habitat and water-quality functions, with larger benefits when reconnection
14 occurs in multiple locations and is coordinated with upstream and downstream
15 management (31–33). Similarly, removing or upgrading barriers like undersized culverts and
16 dams can reconnect stream networks; coordinated prioritization can target locations that
17 reconnect large portions of a network efficiently (34,35). In cities, green infrastructure can
18 also deliver larger benefits when it is implemented broadly and maintained over time,
19 reducing stormwater stress and improving receiving-water quality (30,36). Finally, across
20 the western US, migration corridor mapping shows where many local actions repeated
21 along a route (e.g., wildlife-friendly fencing, road-crossing structures, and targeted habitat
22 protection) collectively maintain functional connectivity across jurisdictions for migratory
23 ungulates (37,38). Together, these examples show a consistent pattern: Coordinated,
24 repeated local projects in connected systems can produce region-wide improvements over
25 time.

26 Description of Evidence Base

27 There is converging evidence that connected systems transmit effects across places,
28 leading to confidence that the finding that choices made in one area or system affect other
29 areas or systems is *very well established*. For water, long-running observations and
30 process studies show that upstream land cover, drainage, and restoration influence
31 downstream flooding, water quality, and habitat through river networks (see Ch. 14: Risk
32 and Security). For land and biodiversity, large-scale synthesis work drawing on broad
33 datasets and long-term fragmentation experiments shows that breaking connections
34 across landscapes changes ecological conditions and persistence over time (17), and a
35 recent synthesis summarizes strong, multi-study evidence that organism movement and
36 connectivity are foundational to ecological function across scales (16). For air pathways,
37 empirical studies document downwind ecosystem responses to wildfire smoke and related
38 atmospheric transport, including measurable changes in lake conditions during smoke
39 events (14). The evidence that coordination improves outcomes and that misalignment
40 creates spillovers is *well established* and comes from governance scholarship that

1 explains why cross-boundary problems often require shared rules, roles, and
2 accountability (5,9). It is also supported by empirical studies that quantify unintended
3 consequences when actions are not coordinated, such as levee-driven flood-risk spillovers
4 along river networks (model-based network analyses) (27) and shoreline armoring that
5 shifts erosion risk to nearby properties (econometric evidence) (28). Evidence that the
6 cumulative effects of many small actions can add up to large effects at broader scales is
7 *well established* and draws on meta-analyses that show that corridors, on average,
8 increase movement between habitat patches and that road mitigation reduces wildlife
9 mortality most when crossing structures are paired with fencing (21,22). Network
10 prioritization studies and empirical evaluations show how targeting key nodes (such as
11 barrier removals or upgrades) reconnects large portions of stream networks efficiently
12 (34,35). Movement ecology studies using telemetry and corridor mapping show how
13 coordinated actions along migration routes can maintain functional connectivity across
14 jurisdictions for migratory ungulates (37,38). Together, these evidence types support high
15 confidence that connected-system effects are real and widespread, that coordination and
16 enabling supports reduce spillovers and improve follow-through, and that cumulative
17 benefits emerge when local actions are repeated at sufficient scale and in the right places.

18 Key Message 15.2: Decision-ready information improves the 19 outcomes from actions for nature and people when shared 20 standards, sustained capacity, and safeguards make it usable

21 *Outcomes from actions for nature and people can be tracked more effectively when
22 monitoring is linked to decisions, uses appropriate standards, and is sustained over
23 time (very well established). Decisions improve when data and analysis make trade-
24 offs visible—including who benefits, who bears costs or harms, and how certain the
25 evidence is—and when they are supported by clear reporting and privacy
26 safeguards (well established). Peer learning, training, and technical support make it
27 easier for people to use information, learn what works, and adjust actions (well
28 established).*

29 State of Knowledge 15.2

30 Decision-ready information is designed for a specific situation, delivered in a timely
31 fashion, and documented so it can be checked and updated (Figure 15.3). Information is
32 necessary, but it is rarely sufficient on its own. In equity terms, this also means setting
33 explicit distributional goals and measuring outcomes by place and population, not only in
34 aggregate (8,11). Information improves outcomes most when decision processes and
35 institutions make it usable, trusted, and acted on, including shared standards and
36 infrastructure, sustained capacity, and safeguards that protect people, sensitive
37 knowledge, and knowledge systems (3,39–42). This Key Message highlights three practical
38 elements of decision-ready information in environmental management: tracking outcomes
39 with shared measures so that actions can be evaluated and adjusted over time; comparing

1 benefits, costs, risks, and who is affected so that trade-offs are visible and reviewable; and
2 investing in peer learning, training, and technical support so that lessons spread across
3 places and persist through turnover and change. These practices are easiest to sustain and
4 spread when national policies and programs support common measures and reporting
5 expectations, long-term monitoring and support roles, and shared systems that reduce the
6 need for each community to rebuild methods from scratch.

7 **Figure 15.3. From Data to Decisions: How the Chesapeake Bay Program Turns**
8 **Monitoring into Action and Learning**



9 **FIGURE UNDER
DEVELOPMENT**

10 **Clear, public dashboards help partners choose actions, track results, and adjust when**
11 **progress stalls.**

12 *The Chesapeake Bay Program’s Bay Barometer dashboard is an example of decision-ready*
13 *information in practice. (a) A small set of outcomes is summarized in an easy-to-scan*
14 *dashboard view (status, trend, and target timing), with links to detailed indicator pages and*
15 *data sources. (b) A simplified “indicator card” shows the types of information that make*
16 *results transparent and reviewable, including what is measured, the time period, targets,*
17 *data sources, updated timing, and notes about methods or uncertainty. (c) A simple*
18 *learning loop shows how partners use updates to continue actions when results are on*
19 *course, accelerate or refine actions when results are off course, improve monitoring when*
20 *results are uncertain, and then track again as conditions change. Figure original to The*
21 *Nature Record.*

1 Tracking Outcomes

2 Tracking outcomes is most useful when it starts by explicitly addressing three questions:
3 what is the decision being made, what are the outcomes that matter, and what is the
4 smallest set of measures that can show whether the actions are helping? National
5 synthesis guidance on ecological indicators and conservation monitoring emphasizes
6 explicit objectives, clear baselines, and consistent methods so that results can be
7 interpreted and compared over time (2,43). The US National Climate Assessment defines
8 indicators as observations or data that provide insights into how a system is changing over
9 time, and it emphasizes regular updates and clear documentation (44). Tracking should
10 include both what was done and what changed, because measuring activity without
11 outcomes limits learning and can create false signals of success (43,45). For example, for a
12 floodplain project, indicators could include flood peak changes, water-quality measures,
13 and whether nearby residents can safely access the site.

14 Shared measures and standards make monitoring easier to do and easier to compare
15 across places. When communities and agencies can draw from common measures, clear
16 documentation about methods, and shared data formats, they spend less time inventing
17 new indicator sets and more time using information to guide action. This is also what
18 allows learning to spread across projects and jurisdictions, because results are
19 comparable and can be combined to show patterns (39). Sustained staffing and funding
20 are the make-or-break enablers: without long-term capacity for monitoring and data
21 stewardship, tracking becomes a short-lived project deliverable rather than an ongoing part
22 of a decision-making process (2,46). When federal agencies and partners maintain shared
23 measures and data standards, local projects can reuse proven method across places and
24 focus on decisions, not rebuilding protocols each time (39,40).

25 Comparing Benefits, Costs, and Who Is Affected

26 Information improves outcomes when it helps people compare options in ways that are
27 clear, documented, and meaningful to a specific decision. Comparisons work best when
28 they define what counts as a benefit, cost, risk, or burden; specify the time horizon; and
29 identify who is affected. This includes where impacts fall across neighborhoods, workers,
30 resource users, and upstream, downstream, or downwind communities, as well as how
31 effects differ across groups that have faced disproportionate exposure to harms
32 (3,11,47,48). Comparisons are also more useful when they show what was measured, how
33 it was measured, and how uncertainty was handled so that claims can be checked and
34 updated as new information becomes available (3,39).

35 This is where enabling supports matter. Because incentives can reward reporting
36 successes more than reporting harms, credibility depends on clear documentation and
37 independent review, including shared indicator definitions, required metadata, and routine
38 checks that compare reported results to underlying data (2,45,49–51). Clear reporting
39 standards and review processes set at state or federal levels can make comparisons more
40 consistent across projects and places. Shared measures and decision-support tools at

1 regional, state, or federal levels help local projects avoid rebuilding methods from scratch
2 and make results more comparable across jurisdictions. Safeguards are also essential
3 because some information is sensitive or can be misused, including personal data,
4 location-specific information that could increase risk, and Indigenous or community
5 knowledge shared under agreed-upon conditions (39,40,52). Comparisons are more likely
6 to be trusted and used in decisions when reporting expectations, data governance, and
7 safeguards are clear and supported by funding, as well as by staffing for analysis and
8 facilitation.

9 Learning from Others and Technical Support

10 Peer learning and peer networks help environmental actions spread and improve by
11 allowing people to share practical know-how, adapt approaches to local contexts, and
12 avoid repeating mistakes (53–56). In environmental management, this kind of learning
13 often happens through communities of practice and other peer networks that connect
14 practitioners across jurisdictions, agencies, and community organizations. These networks
15 support learning that is grounded in experience, keeps pace with changing conditions, and
16 carries forward despite staff turnover (53–55).

17 Hands-on technical support strengthens peer learning by helping people interpret
18 information, apply methods consistently, and tailor actions to place-specific constraints
19 and goals. Practical approaches include peer exchanges, mentorship and buddy programs
20 between communities, regional learning hubs, and trusted intermediaries who translate
21 evidence into locally relevant options and next steps (40,56,57). Training and
22 environmental education can further strengthen this learning loop by building skills and
23 confidence to interpret results, ask informed questions, and connect learning to action and
24 evaluation rather than awareness alone (58,59).

25 These local practices spread further when enabling supports make networks durable and
26 easy to use. Stable funding and staffing for facilitation, technical assistance, and
27 coordination are often the difference between a one-off exchange and an ongoing learning
28 system (40,54). Shared technology platforms and simple templates for documenting
29 lessons learned can lower the effort required to participate and make it easier to transfer
30 approaches across places, especially when programs explicitly value learning and
31 improvement over time (39,55). Safeguards for sensitive knowledge and privacy, as well as
32 shared decision-making processes, are addressed in Key Message 15.3 and are important
33 complements to learning networks when information sharing could pose risks or create
34 mistrust.

35 Description of Evidence Base

36 This Key Message draws on multiple evidence streams, including long-standing guidance
37 and syntheses on ecological indicators and monitoring design, widely used decision-
38 analysis approaches in natural resource management, and a large body of research on
39 knowledge exchange, learning networks, and boundary-spanning support. Evidence is

1 strongest, and assessed to be *very well established*, for the first statement, which focuses
2 on tracking outcomes, and shows that information is most useful when it is linked to
3 explicit objectives, measured consistently over time, and documented in ways that support
4 comparison and review (2,3,46). At the same time, uncertainty remains high in complex
5 social and ecological systems where multiple drivers, time lags, and shifting baselines
6 make it difficult to attribute observed changes to specific actions, reinforcing the need for
7 long-term, comparable monitoring designs that track both actions and outcomes across
8 scales (29,43,59). Evidence is also strong, and assessed as *well established*, for the
9 importance of comparing benefits, costs or harms, and who is affected. Decision-science
10 scholarship and environmental justice research show that trade-offs and distributional
11 outcomes can differ across groups and places and that making these patterns visible
12 supports legitimacy and follow-through (11,48,60). However, confidence is limited by gaps
13 in consistent methods and indicators for tracking who benefits, who bears costs, and who
14 has access to decision processes across different community contexts, as well as by
15 weaknesses in comparability when metrics and documentation vary across reporting
16 frameworks (2,3,40,45,49,50). Syntheses on knowledge exchange consistently find that
17 peer networks and hands-on support increase the likelihood that people correctly interpret
18 information, adapt approaches, and retain lessons through turnover and changing
19 conditions (39,40,54,55). Even so, results vary across contexts because the effects of
20 decision-support and learning-oriented practices depend on process design, institutional
21 capacity, and whether participants have time, support, and authority to act on what is
22 learned (4,40,52,54,61). As a result, this finding is assessed to be *well established*.

23 **Key Message 15.3: Partnerships that share decision-making help** 24 **actions last and benefit nature and people more**

25 *Partnerships are more likely to deliver lasting local benefits when communities, including*
26 *Indigenous groups, help set priorities early and have real decision-making roles throughout*
27 *planning, implementation, and follow-up (very well established). Partnerships last longer*
28 *and adapt better when roles and decision authority are clear, when agreements set*
29 *expectations and ways to resolve conflicts, and when funding supports coordination,*
30 *facilitation, and long-term stewardship (very well established). Partnerships are more*
31 *trusted and durable when safeguards protect sensitive knowledge and privacy, and when*
32 *partners track who benefits, who bears costs, and how trade-offs change over time (well*
33 *established).*

34 **State of Knowledge 15.3**

35 Participatory partnerships are local practices. They happen in specific places where
36 communities, agencies, and other partners work together to set priorities and make
37 decisions. These partnerships are more likely to succeed and be repeated in more places
38 when broader systems support them. State, federal, and Tribal policy and governance can
39 enable local partnerships by creating clear pathways for shared decision-making and by
40 aligning incentives and funding to pay for participation, coordination, and long-term

1 stewardship (62–66). Partnerships also tend to work better when they build on trusted
2 conveners, co-develop processes, and invest the time it takes to build trust, even when
3 mistrust is high at the start (67). Combining scientific information with Indigenous and
4 Local Knowledge can yield guidance more usable for local contexts, but this depends on
5 whether policies and rules create space for that knowledge to shape choices (41,68,69).
6 Information systems that support these efforts are addressed in Key Message 15.2.

7 Participatory Partnerships and Shared Decisions

8 Participatory partnerships include people who live with the outcomes of an action. They
9 help define priorities, choose actions, and decide what success means (4,52,70). In this
10 chapter, shared decisions mean more than outreach. It means that partners have
11 meaningful influence over which options are considered, which trade-offs are acceptable,
12 and which choices are made, from early stages through planning, implementation, and
13 follow-up (71–73). Across many cases, participatory approaches are more likely to improve
14 governance outcomes when communication is sustained and when partners have real
15 decision roles, not only opportunities to comment after options are set (65,66).

16 State and federal policy can make shared decision-making easier to do well and easier to
17 repeat across places by clarifying when and how partners can share authority at key
18 decision points and by funding participation and coordination as part of the work (5,62–64).
19 These supports help participatory partnerships move from one-time engagement to
20 durable, implementable decisions.

21 Examples of participatory partnerships include the Chumash Heritage National Marine
22 Sanctuary (Box 15.1) and the restoration of wetlands in the Lower Ninth Ward of Louisiana
23 (Box 15.2). Participatory Manureshed Action Networks provide another example. These
24 networks bring together animal and crop farmers, manure haulers, and conservation
25 professionals to test regional nutrient-management pathways that can reduce nutrient
26 pollution while lowering costs (69).

27 **Box 15.1. Shared Waters, Shared Wisdom: Indigenous-Led Conservation in California**

28 The designation of the Chumash Heritage National Marine Sanctuary off California’s
29 central coast is a strong example of inclusive, community-led conservation. This 4,543-
30 square-mile sanctuary, the 17th national marine sanctuary in the United States, is
31 particularly groundbreaking because it was one of the first to be proposed for protection by
32 an Indigenous community, the Northern Chumash Tribe, after a decade of advocacy.

33 Tribal leadership was central. Fred Collins of the Northern Chumash Tribal Council initiated
34 the nomination in 2015; his daughter, Violet Sage Walker, continued the effort with support
35 from the community and conservation partners. This multigenerational, community-led
36 movement reflects decision-making grounded in lived experience, Traditional Knowledge,
37 and a strong sense of place. The sanctuary’s management promotes co-stewardship

1 between the Federal Government and Indigenous communities, allowing Tribal values and
2 ancestral knowledge to guide the care of the area.

3 The sanctuary aims to protect diverse marine ecosystems and cultural sites from industrial
4 threats while also supporting sustainable tourism, recreation, and fishing practices. Local
5 universities and Tribal institutions will contribute research and public education, helping
6 grow ocean stewardship. Inclusive processes like these can deliver multiple benefits for
7 people and nature. Co-management will evolve over time; this openness to learning
8 underscores that participatory governance is an ongoing, shared responsibility. The
9 Chumash Heritage National Marine Sanctuary offers a practical example of how inclusive
10 governance can improve follow-through and deliver multiple benefits. Transferable
11 elements include Tribal-led vision, early engagement with agencies, clear co-stewardship
12 roles, and a plan for ongoing learning and monitoring.

13 For more information on the Chumash Heritage National Marine Sanctuary, see
14 <https://chumashsanctuary.org/>.

15 **Figure 15.4. Humqaq (Point Conception) and Kelp Forest**

(a) Humqaq (Point Conception)



(b) Kelp forest



16

17 *(a) Humqaq (Point Conception), California, a site of great cultural significance to Chumash*
18 *Peoples, along the coast of Chumash Heritage National Marine Sanctuary. Spellings of the*
19 *Indigenous place name vary across Chumashan languages and writing systems. Photo:*
20 *Robert Schwemmer/NOAA. (b) Giant kelp (*Macrocystis pyrifera*) at Cojo Anchorage near*
21 *Humqaq, in Chumash Heritage National Marine Sanctuary. For Chumash Peoples, kelp*
22 *forest waters are important fishing grounds and areas that connect people and place.*
23 *Photo: Robert Schwemmer/NOAA.*

24 [END BOX 15.1 HERE]

25 **Written Agreements and Long-Term Support**

26 Written agreements and shared-authority frameworks give partners a replicable way to
27 share responsibility and document who decides what, how conflicts are handled, and how

1 decisions can be revisited as conditions change (Boxes 15.1 and 15.2). For partnerships
2 with Indigenous governments, agreements should recognize Tribal sovereignty, specify
3 decision authority and consent processes, and delineate how knowledge and data will be
4 used, protected, and credited (6). When agreements are written clearly, they can be
5 adapted and reused across contexts, helping successful approaches spread (74–76).

6 The US Forest Service’s Shared Stewardship strategy is one example. It describes a
7 national approach in which the Forest Service and states identify shared priority
8 landscapes, agree on outcome-focused goals, and coordinate actions across ownership
9 boundaries (74). States, Tribes, and federal agencies can support this kind of work by
10 creating structures that make coordination routine, such as joint committees, dedicated
11 partnership staff roles, and shared planning processes (75–77). Early assessments suggest
12 that these institutions can increase capacity for larger projects that cross jurisdictional
13 boundaries over time (76,77). Many cross-boundary efforts use polycentric governance, in
14 which multiple, connected decision-making groups at different scales operate under
15 shared goals and rules. This structure can improve coordination while still allowing actions
16 to fit local conditions, and it can support learning and adjustment over time (5,78–80).

17 Sustaining these partnerships over many years also requires steady funding, experienced
18 people, and institutions built to last. Pairing project dollars with multiyear support for
19 staffing, maintenance, and coordination can help protect benefits that build slowly and
20 strengthen them as conditions change (see Ch. 12: Economy and Ch. 14: Risk and
21 Security). State and federal agencies and other funders can enable sustained partnerships
22 by investing in the organizations that do the ongoing work, including training, small grants,
23 technical assistance, and the networks that connect local stewards with agencies and
24 funders (81,82). Funders can also simplify applications and reporting and pay for core
25 operating capacity alongside project dollars, including basic administrative needs such as
26 financial management and reporting (81,82). In cities, these supports can help stewardship
27 groups maintain parks, street trees, community gardens, and shorelines while also building
28 the social ties and shared capacity that make follow-through more likely (81,83). Stable
29 funding and staffing help partnerships endure across project cycles and leadership
30 changes.

31 **Box 15.2. Reclaiming the Lower Ninth Ward and Accompanying Land: A Community-
32 Driven Case Study in Wetlands Restoration**

33 The Sankofa Community Development Corporation (CDC), founded in 2008 by Rashida
34 Ferdinand with support of Lower Ninth Ward residents, is restoring approximately 40 acres
35 of wetlands in New Orleans, Louisiana. After the tragic consequences of Hurricane Katrina,
36 local leaders pursued restoration to reduce flood risk, improve water storage, and create
37 community benefits in a neighborhood that experienced severe flooding and long-term
38 disinvestment.

39 Through a Cooperative Endeavor Agreement with the City of New Orleans, Sankofa gained
40 rights to the site and has worked to transform it from an area of blight and illegal dumping

1 to a vast ecological wonder with Louisiana native wildlife, flora, and fauna returning to the
2 area. In addition to 40 acres of restored wetland ecosystem, more than 100 bird species
3 have returned to the area, which also serves as a living laboratory for green infrastructure.
4 The area also boasts the capacity to store 8 million gallons of stormwater and contains
5 10,000 square feet of urban vegetable and pollinator gardens, with more planned.

6 Community participation is central to this restoration effort. Historically marginalized
7 residents are actively engaged in planning and executing the restoration work, shifting away
8 from the traditional dynamic where external experts dictated local projects. Through
9 educational workshops and hands-on involvement, organizations like Sankofa CDC
10 empower residents, highlighting their rights and crucial role in shaping a resilient and
11 sustainable future. Restoration activities offer more than ecological benefits: They foster
12 emotional healing, alleviate fears of environmental threats, and rekindle a deep community
13 connection to the land.

14 Sankofa works with city, state, and federal partners on site design, permitting, and
15 infrastructure coordination, as well as with nonprofits and training programs to support
16 environmental education and workforce development. Keeping coordination simple and
17 roles clear has helped the project move from planning to implementation and
18 maintenance. Sankofa is also working in cooperation with the EPA, the Deep South Center
19 for Environmental Justice, and LA Green Corps to bring environmental justice resources to
20 the project in the form of education, advocacy, and workforce development. In addition,
21 Sankofa has received approval from Norfolk Southern Railroad to develop the area, with
22 plans to remain off the railroad's right-of-way and create a barrier between public access
23 and the railroad.

24 Community participation is central to this effort. Residents help shape priorities, review
25 plans, and guide how the site will be used and maintained. Workshops and hands-on
26 activities build local capacity to participate in decisions and support long-term
27 stewardship. Project partners also emphasize practical safeguards, such as local hiring,
28 community benefits commitments, and attention to displacement risk, so that restoration
29 benefits accrue to existing residents over time (84,85). By bringing together local residents,
30 nonprofit organizations, academic institutions, and government agencies, this restoration
31 project embodies a collaborative model for addressing climate crises, restoring
32 ecosystems, and ensuring that local voices inform decision-making. In the words of
33 Rashida Ferdinand, founder and CEO of Sankofa, "We believe in uplifting healthy
34 environments for everyone and that real change happens when we practice equity and
35 justice for all, through respect, resource investments, and mission-aligned partnerships"
36 (86).

37 For more information on the Sankofa Community Development Corporation, see
38 <https://sankofanola.org/>.

39 [END BOX 15.2 HERE]

1 Accountability and Safeguards

2 Partnerships are more trusted and durable when safeguards protect sensitive knowledge
3 and privacy and when partners can see how benefits and burdens are shared over time
4 (41,42,85,87–90). For example, rights- and benefit-sharing arrangements are practical
5 rules, written or customary, that specify who has access, who has decision authority, and
6 how benefits and burdens are shared. Clear rules support accountability because they
7 make it easier to explain decisions, reduce conflict, and follow through when conditions
8 change. When communities help collect and interpret exposure and impact information
9 through participatory research, the resulting evidence is often more usable and more likely
10 to influence decisions, especially when agencies recognize the data and provide clear rules
11 and safeguards for how it is used (88,90,91).

12 For partnerships that involve Indigenous communities, safeguards must recognize Tribal
13 sovereignty and the right of Tribes to set the terms for consent, use, and stewardship of
14 Indigenous Knowledge and data (6,92). Indigenous data sovereignty work emphasizes that
15 governance is not only about whether information is shared but also about who controls it,
16 how it is interpreted, how it is credited, and how it benefits the people and places it comes
17 from (6,92). Efforts to create shared standards for data collection and reporting are most
18 effective when they allow diverse approaches in order to respect Indigenous or local
19 knowledge systems (41,42). These safeguards are especially important when knowledge is
20 sensitive, when benefits and burdens are uneven, or when historical harms have created
21 high mistrust (see Chs. 2, 9, 11).

22 State and federal governments can strengthen accountability and safeguards by setting
23 clear expectations in programs, permits, grants, and reporting systems (91). Examples
24 include requiring benefit- and burden-tracking as part of project reporting (including who
25 benefits, who bears costs, and how trade-offs change over time); requiring privacy and
26 data governance plans that specify permissions, protections, credit, and consent
27 processes; funding independent facilitation and community participation so that
28 safeguards are workable in practice, not only on paper; and establishing accessible
29 processes for resolving concerns and documenting how input shaped decisions (6,62).
30 When Indigenous Knowledge or Tribal data are involved, agencies can adopt policies and
31 review processes that align with CARE principles (collective benefit, authority to control,
32 responsibility, and ethics) and then use FAIR principles (findable, accessible,
33 interoperable, and reusable) only where sharing is appropriate and consented to (6,7).
34 Using these standards early helps set clear expectations before data are collected or
35 shared (6,7).

36 Description of Evidence Base

37 The finding that partnerships are more likely to deliver lasting local benefits when
38 communities help set priorities early and have real decision-making roles is *very well*
39 *established* because it is supported by multiple syntheses and reviews across many cases
40 and sectors, including participation and co-production research that repeatedly links

1 sustained engagement and meaningful influence to improved governance outcomes and
2 follow-through (52,65,66,71,72). These syntheses are reinforced by widely used
3 participation and public engagement frameworks that distinguish outreach from shared
4 authority and clarify how process design affects outcomes (62,73). The finding that
5 partnerships last longer and adapt better when roles and decision authority are clear is
6 also assessed as *very well established* because it is supported by collaborative governance
7 scholarship and social–ecological systems research that converges on the importance of
8 clear roles, agreed procedures, conflict resolution, and sustained capacity for joint action
9 (5,63,64,80), together with applied evaluations and program evidence on cross-boundary
10 stewardship and long-term support models (74–77,81–83). The finding that partnerships
11 are more trusted and durable when safeguards are in place is assessed as *well established*
12 because it is supported by research in community-engaged environmental health and
13 environmental justice showing that community-involved tracking of exposures and impacts
14 can produce more usable evidence and increase influence on decisions, especially when
15 institutions recognize the data and set clear rules for its use (85,87–91). There is also
16 rapidly developing scholarship and standards for Indigenous data sovereignty and
17 governance that specify consent, authority, and protections when Indigenous Knowledge
18 or Tribal data are involved (6,7,62,92).

19 Environmental Justice and Equity Highlights

20 This chapter treats fairness and meaningful involvement as part of what “success” looks
21 like for nature decisions, not as an add-on. Long histories of unequal protection and
22 disproportionate exposure to environmental harms mean that some communities start
23 with higher risks and fewer options; as such, equity often requires repair and protection,
24 not only inclusion (10). In practice, that means asking early and explicitly who benefits,
25 who might face trade-offs, who has access to options, and who is included in decisions,
26 and then using those answers to shape project design, funding, and follow-through (1).
27 Because equity goals are easiest to lose at implementation, fair outcomes depend not only
28 on good intentions and good information but also on enabling supports, including clear
29 governance, sustained funding, safeguards, and shared information systems that make
30 progress visible and course correction possible.

31 Connected Systems, Shared Benefits

32 Because land and water are linked from headwaters to coasts, actions that reduce risk or
33 restore habitats in one place can shift burdens or create new barriers in another.
34 Coordination across connected systems is therefore also a fairness issue: It helps prevent
35 the downstream movement of flooding or pollution, and it makes it easier to target
36 investments where needs are high and options are limited (see Chs. 6, 7, 12, 14). Planning
37 built and nature-based projects together can also improve who can access benefits (such
38 as clean water, cooler neighborhoods, and flood protection), especially when long-term
39 operations and maintenance are funded rather than assumed. This equity “throughline” is
40 strengthened when higher-level authorities and funding programs support cross-boundary

1 coordination and require attention not only to where burdens may be shifted but also to
2 where benefits are claimed.

3 Decision-Ready Information with Guardrails

4 Tracking progress supports fair outcomes when results are reported in ways that show both
5 totals and distributions, by place and population, while also protecting privacy and
6 sensitive information. Shared measures, clear metadata, and verification reduce
7 incentives for selective reporting, make it easier to compare outcomes across projects and
8 support course correction when benefits are not reaching intended groups (see Ch. 12:
9 Economy and Ch. 14: Risk and Security) (45,49). Data governance is part of these
10 guardrails; the CARE Principles clarify expectations for permission, collective benefit, and
11 authority to control for Indigenous data and knowledge, and they complement FAIR
12 practices that improve findability and reuse for many types of data (6,93). These guardrails
13 help keep information usable while respecting rights and reducing risk of harm from
14 misuse, and they work best when supported by federal or state information systems and
15 reporting expectations so that each community does not have to invent standards and
16 protections from scratch.

17 Shared Decision-Making That Lasts

18 Partnerships extend benefits when communities and Indigenous Peoples are involved early
19 and throughout, when roles and decision authority are clear, and when agreements specify
20 how concerns will be addressed and how benefits and trade-offs will be handled over time
21 (see Ch. 2: Equity and Ch. 9: Drivers). Practical tools exist to support benefit-sharing and
22 follow-through, including community benefits agreements in development and
23 infrastructure contexts, but they work best when communities have time, staffing, and
24 technical support to participate as true partners rather than unpaid reviewers (84,94).
25 Equity safeguards can also be concrete and practical, for example, local hiring, community
26 benefit commitments, and attention to displacement risk so that benefits accrue to
27 existing residents over time (84,94). These outcomes are more likely when enabling
28 supports, including funding for participation and facilitation and clear accountability
29 expectations, make shared decision-making feasible in practice, not only promised in
30 principle.

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