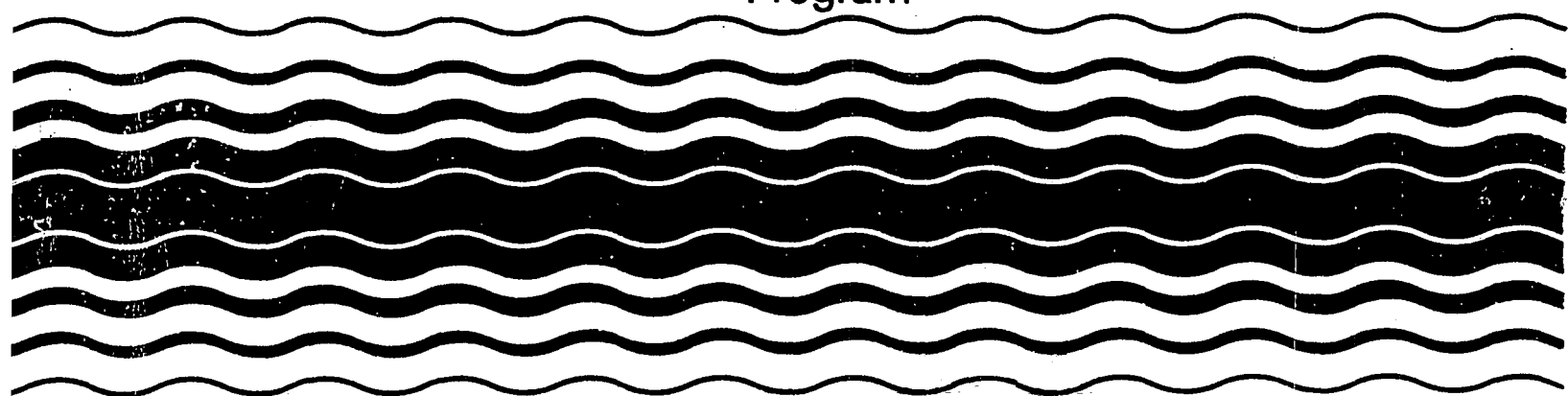




Noise

Analysis of EPA Technical Assistance to State and Local Governments

**Volume V: An Initial Assessment of
the ECHO Noise Technical Assistance
Program**



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Analysis of EPA Technical Assistance
to State and Local Governments

Volume V: An Initial Assessment of the ECHO
Noise Technical Assistance Program

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EXECUTIVE SUMMARY

BACKGROUND

This report presents a description and initial assessment of the ECHO (Each Community Helping Others) noise technical assistance program. The ECHO program was initiated by EPA's Office of Noise Abatement and Control (ONAC) in January, 1978. Technical assistance in the ECHO program is provided through a group of Community Noise Advisors (CNAs) to communities in need of noise-related technical assistance. As of September, 1979, according to ONAC, 55 communities had received, or were in the process of receiving, assistance through the ECHO program.

The ECHO program is based on a relatively simple concept, namely the use of peer match to solve a community's problems. When one community has a specific noise problem, more often than not, that problem has been faced by another community. What is required is a mechanism to match the technical assistance needs of one community with the expertise of another community. The ECHO program was developed by EPA to serve as a peer match and technical assistance delivery mechanism for the Noise Program.

While the ECHO concept is basically a more formalized approach to "good neighbor" assistance, the program rests on several principles that represent alterations to a simple good-neighbor assistance program:

- A formal matching mechanism to ensure appropriate match between needs and available expertise;
- Active attempt to develop an expanding network of capable providers;
- Subsidy of travel and out-of-pocket costs incurred by recipients and CNAs (volunteerism, however, is the foundation of the ECHO program);
- An informal quid pro quo commitment from recipient communities concerning the implementation of a noise program;
- A moderate reporting program for providers.

ECHO is managed by EPA Regional Noise Officers (RNOs). The ECHO responsibilities of the RNOs are the following:

- Publicize the ECHO program through EPA printed materials and at regional noise workshops;
- Recruit CNAs from communities in their region that can provide noise expertise and that are willing to serve as technical assistance providers;
- Serve as the principal matching mechanism.

ONAC has also contracted out a portion of the ECHO administrative responsibilities. Prior to December 1979, ONAC, contracted with two private firms -- Gordian Associates of Washington, D.C. and Ecosymetrics of Bethesda, Maryland -- to manage the paperwork associated with each of the peer matches and to disburse funds to cover peer match expenses. EPA replaced these contractors in December 1979 with the National League of Cities (NLC). The NLC brings practical experience to the ECHO program through its work in EPA's solid waste peer match program.

EPA funded the ECHO program at a \$120-140,000 level for FY 78 and FY 79. This includes the contract with Gordian and Ecosymetrics to administer the program; the costs associated with CNA expenses; and recipient community expenses. Under the ECHO program guidelines, CNAs are limited to \$3,000 in costs per peer match; recipient communities are allowed up to \$1,000 per peer match. While CNAs sometimes are dealing with 2 or 3 recipient communities at any one time, on a yearly basis they are generally only incurring \$2-3,000 in ECHO costs.

MAJOR CONCLUSIONS

- The ECHO model, based on a volunteer peer match concept is an excellent form of noise technical assistance. The ECHO model is particularly appropriate for the Noise Program because the implementation of local noise programs is essentially a voluntary effort. Lacking Federal requirements for noise programs, the volunteer aspect of the ECHO program is a suitable technique for program implementation. It is providing low cost technical assistance that is well received by recipients.
- On the whole, satisfaction with the ECHO program has been high for both Community Noise Advisors (CNAs) and recipient communities. From the point of view of the recipient communities, the assistance received has been appropriate, timely, and at the right level of effort. Virtually all of the recipient communities in our survey would like to participate again in ECHO. Sixty percent of the recipients would be willing to participate in ECHO again as CNAs.

From the point of view of CNAs, there have been very few problems, except in a couple of regions with coordination with the Regional Noise Officers (RNOs). Administrative arrangements with the former private contractors were generally excellent. The lack of excessive red tape is a key point for CNA satisfaction with the program management. Seventy percent of the CNAs in our survey planned to remain in the program.

- CNA participation in ECHO, a key to the long term success of the program, is based on two factors. In addition to the lack of administrative red tape, CNAs see ECHO as an opportunity to help communities solve noise problems on a local-to-local basis. CNAs believe that the receptivity of their peer communities is enhanced by them being a local technical assistance provider. Secondly, CNAs view ECHO as an opportunity to advance their own professional knowledge in the field.
- The ECHO program could use better management. Very little is known about the results of the assistance provided in ECHO. There is conflicting information about which communities are ECHO recipients. In addition to this tracking problem, there have been some problems with inadequate support for CNAs, namely in the area of noise measuring equipment, audiovisual supplies, and CNA recognition. ONAC is attempting to get all of the RNOs to assume most of the ECHO management responsibilities. This is occurring slowly in some of the regions.

PRINCIPAL RECOMMENDATIONS

- EPA should use the experience of the CNAs in developing State ECHO programs. CNAs are the strength of the existing ECHO program. They have a tremendous amount of practical experience to offer EPA and the States in developing the State ECHO programs. ONAC should make a formal attempt to tap the CNA experience in this effort.
- ONAC and the National League of Cities should provide more publicity about the ECHO program. Additional publicity would increase the demand for ECHO and would also provide recognition to the existing CNAs. The change in ECHO contractors to the National League of Cities (NLC) should help this aspect of the program. The NLC should actively use its communication network to publicize the program. Additional print media stories, such as the recent story in Parade magazine highlighting ECHO assistance in St. Paul, Minnesota, would be helpful to the program and quite easy for EPA to develop.
- ONAC should develop guidelines on CNA selection and recruitment. EPA has been quite fortunate in its CNA selection. Our survey indicates a highly motivated group and one that is well received by recipients. In order to ensure future CNAs, consistent guidelines need to be developed for RNO use. In addition, EPA will need to clarify the future role of the national ECHO program in order to target its CNA selection. If, for example, the national ECHO program is used to deal with very specific noise issues, then this will have obvious implications for the selection of future CNAs. If EPA is to expand the national ECHO program or to replace CNAs who leave the program, the Agency will need a pool of potential CNAs to draw upon.

- ONAC should develop guidelines in recipient community participation in ECHO. Thus far, there has not been a great demand for ECHO. As EPA stimulates demand and awareness of the program, some discrimination in recipient selection will be necessary and desirable. Some of the existing recipients' needs for noise technical assistance have been dubious. A critical issue to face in this regard is whether to require any commitments on the part of recipients. If formal commitments are not required of recipients, ONAC and the NLC, in any case, need to develop a standardized and easy to fill out form for recipients to use in requesting participation in ECHO. This appears to be an essential management tool that would aid in screening recipients, implementing an appropriate match, and in evaluating the program.
- ONAC should consider targeting a portion of ECHO to urban neighborhood noise control needs. Prior to the recent Urban Noise Initiatives, EPA did not target its technical assistance to urban neighborhoods. Given the importance of noise in urban neighborhoods and the number of people exposed to unacceptable noise levels in urban neighborhoods, EPA should seriously consider special targeting of peer match assistance to urban neighborhoods. The results of EPA's Quiet Neighborhood Self-Help project should be used to help develop an Urban ECHO Program. Such a program should be quite compatible with existing neighborhood planning groups. There is a tremendous network of neighborhood self-help groups. EPA should capitalize on these groups in developing an Urban ECHO Program. The program should be developed in conjunction with the National Association of Neighborhoods, an umbrella group for neighborhood organizations, and the HUD Office of Neighborhood Development.
- ONAC should track the progress and results of ECHO better than it presently does. EPA should institute a moderate substantive reporting procedure for both recipients and CNAs. The problem revolves around a potential burden that would be placed on a program that essentially runs on the concept of volunteerism. In light of the accountability versus volunteerism dilemma, EPA should very carefully develop standard two-page reporting forms that will at least enable the Agency to track the program and to expand the peer match network. The travel reimbursement should be used as leverage to ensure that reporting forms are completed.
- ONAC should be responsive to the support needs of CNAs. The ultimate viability of the peer match program depends on a continuing network of willing providers. EPA should recognize the free service that providers are giving to recipients. Regional awards and publicity should be developed to recognize the valuable contributions of providers. In addition, EPA should be responsive to the technical support needs of CNAs in the delivery of technical assistance. Particular areas of concern are the quality of noise measuring equipment and the availability of audiovisual equipment.

CHAPTER 1

INTRODUCTION

1.1 VIEWS OF TECHNICAL ASSISTANCE IN EPA

This report is one of a series of companion studies examining technical assistance efforts in five EPA program areas -- air, wastewater treatment, drinking water, solid waste, and noise. The project was originally mandated by the Office of Management and Budget, which requested a general examination to improve the Agency's understanding of this important but amorphous subject. The study is under the direction of the Program Evaluation Division of the Office of Planning and Management.

Throughout this study, the term "technical assistance" has been left largely undefined. It was originally thought that a concrete definition would (and should) evolve over the course of the project, but this has not happened. Instead, the original operational definition has survived: for our purposes, technical assistance is regarded as any support given to programs other than money or enforcement. In practice, this includes many things -- informal responses to questions, printed program guidance, formal training programs. The list is nearly endless, but we have come to believe that the important thing, at least for the present, is not to pigeon-hole and evaluate the elements of this wide range, but to begin to think systematically about lessons that can be shared between programs.

Because EPA is first and foremost a regulatory agency, it has tended to regard technical assistance as something of a stepchild. Over-simplified, the orthodox view is that enforcement is the most appropriate incentive to improved program performance -- to some, the only legitimate one. Where it exists, both inside and outside the Agency, this view is strongly held, and not without good reason: the ability to regulate environmental pollution and enforce against offenders is the essential element of the modern environmental movement, and EPA is its chief proponent. By comparison, "technical assistance" is often associated with a casual approach and ineffectual programs of the past: as a means of achieving program goals, it is suspected of being outside EPA's proper mode of operation, or at least not as cost-effective as enforcement. As a result, technical assistance efforts have often been submerged within programs. Important exceptions exist, such as in the solid waste and drinking water programs, but they are just that: exceptions.

While the need for such things as training, technical guidance, and administrative assistance is acknowledged even by those who take the hardest line, it is assumed that grants and other financial assistance satisfy the Agency's responsibilities in this regard, and that compliance with program requirements can thereafter be compelled through legal, administrative, or financial sanctions. Rigorous policing of programs is assumed to lead to new markets for technical assistance outside of EPA, either in the public, semi-public, or private sectors. To an extent, this is true, and this study has taken as its main theme the discovery of new mechanisms to leverage technical support for EPA programs from outside the Agency. But to the extent that TA and enforcement are viewed as direct tradeoffs, programs suffer.

Technical assistance is an alternative to enforcement in some situations, for the carrot is often more effective than the stick. For instance, to improve performance of sewage treatment plants some States have hired "circuit riders" to make routine visits to plants with operating problems. For plants with only occasional operational problems, technical assistance is often a more cost-effective method of achieving compliance than complicated enforcement approaches. In short, there are many instances in which TA serves multiple purposes, and has some irreducible functions for which enforcement and money cannot substitute.

One of the most important reasons for technical assistance is that EPA programs are new, and must to a certain extent be considered still experimental. They often deal with completely new areas of regulation (e.g., hazardous waste) or deal with complex, novel and cross-cutting issues (e.g., the air and water programs). For the most part, it is virtually impossible for the private market or other sectors of government to respond in a timely way to the technical support needs of State and local programs. Furthermore, the extent of the market for this type of assistance is often small: whereas the engineering support for POTWs can draw off the experience of the established engineering profession, which has an extensive academic and professional infrastructure, engineering support for PSD permitting in the air program cannot easily piggy-back on existing professional expertise. Not only is the mix of skills required new and evolving, but the total number of permittees is evidently not high enough to support widespread professional development. In such areas EPA is virtually the only reasonable source of technical support.

Another general area of concern regarding EPA's technical assistance obligations concerns the working relationships it hopes to establish or maintain. Although the delegation of certain programs carries with it certain obvious benefits for States (federal money, local control), for the most part these delegations are discretionary, and may revert back to EPA in the event of substandard program performance. To an extent, then, State and local governments are operating as adjunct staff to the federal government, and the use of sanctions (financial, administrative, even legal) becomes intrinsically undesirable.

While some theorizing along these lines about the nature of technical assistance is appropriate, and for budgetary purposes necessary, it will hereafter be kept at a minimum in this volume. Needs for technical assist-

ance spring mainly from the details of programs, and therefore should be studied in context rather than in abstract.

1.2 HISTORY OF THE PROJECT

The Program Evaluation Division (PED) originally set out five program areas for examination. They were air, publicly-owned treatment works (POTWs) operations, drinking water, solid waste, and noise. PED originally developed and experimented with, under separate contract, a large scale telephone survey that would determine technical assistance needs across these five program areas. The results of this survey were to be used by USR&E in State and local field visits to explore needs in greater depth.

It quickly became evident that the initial telephone survey project was too ambitious to be performed within the project schedule. It was decided to reverse the order, substituting field visits for the telephone survey to serve the general needs of an assessment function. The field visits were also used to examine successful models of technical assistance outside of EPA. While the results that could evolve from a limited number of cases could not approach the statistical level of significance that a larger survey could, other benefits existed: in particular, USR&E field staff could dig deeper into the many potential needs of State and local programs, especially after prior consultation with EPA's program offices to determine the most likely issues of interest.

Following the initial round of field visits, which were performed in the summer of 1979, detailed write-ups and summary memoranda were prepared. These covered all the technical assistance topics that surfaced in the field interviews, and were circulated both within PED and to the program offices. USR&E and PED prepared recommendations for further analysis, and the program offices were invited to choose among these to reflect their own priorities. Once the program offices had indicated the direction in which they wanted further research to go, USR&E undertook the following:

- 1) Developed survey instruments to test possible new TA initiatives. Reflecting the program priorities of the EPA offices, USR&E compared the results of the field work (showing State and local TA needs and preferences) with major program objectives for the next several years. Survey instruments and a sampling plan were prepared for each of the five areas of concern, and interviews were scheduled with appropriate parties to refine and analyze possible improvements to EPA technical assistance efforts. Two considerations guided the preparation of these survey instruments (OMB#: 158-S-79009):
 - They emphasized TA delivery outside of EPA. Given the likelihood of increasing budget constraints on EPA's technical assistance resources, we wanted to maximize the participation of the private sector, other forms of government, and semi-public institutions (non-profit, professional associations, etc.).

- They maximized opportunities to make cross-program evaluations.

Every effort was made to make use of the then-existing understanding of the lessons each program could offer to others, and to prepare the ground for more systematic comparison of TA themes across programs after the interviews were complete.

- 2) Conducted in-depth interviews with appropriate parties.
For each of the five program areas, between 50 and 100 separate telephone interviews were conducted with relevant TA recipients, providers, or outside observers. These included EPA regional personnel, State and local officials, consultants, non-profit groups, and others as necessary. Results were tabulated and compared where necessary, but some of the information solicited was analyzed qualitatively only.

Volume VI: Summary of Results includes the conclusions and recommendations of all five program analyses, along with general conclusions about EPA's TA programs and the possibility of future cross-program evaluations. Volumes I-V cover each of the programs separately.

1.3 SCOPE OF THIS REPORT

This report, Volume V, presents a description and an initial assessment of the ECHO (Each Community Helping Others) noise technical assistance program. ECHO, begun in January, 1978, is based on a peer match concept. It is funded by ONAC, managed by EPA Regional Noise Officers, and coordinated by a public interest group, the National League of Cities. The League only began coordinating the program in December, 1979. During the period of this study, June-November, 1979, ECHO was administered by two private contractors, Gordian Associates of Washington, D.C. and Ecosymetrics of Bethesda, Maryland.

The ECHO program was selected for study in the Noise Program for a number of reasons. First, of all it is one of the first formal technical assistance activities directed at local communities by ONAC. The Quiet Communities Program (QCP), an intensive demonstration of noise assessment and noise program implementation, was begun in 1977 but it is largely limited to a few demonstration communities. Both ECHO and QCP represent formal recognition on the part of EPA that noise abatement will primarily occur because of local efforts -- not just Federal and State regulations. Prior to ECHO and QCP, EPA's noise abatement approach was based on product regulation activities authorized by the 1972 Noise Control Act (P.L. 92-574). Since the passage of this Act, EPA has been in the process of setting noise emission standards on a number of major new products, such as motorcycles, construction equipment, and electrical equipment. EPA recognized, however, that Federal standard-setting activity will not abate noise without supplementary State and community noise control programs. ECHO is one of the EPA programs to stimulate the development of local noise programs.

EPA and the Congress recognized the importance of State and local noise programs on a much broader scale with the passage of the Quiet Communities Act of 1978. This Act authorizes EPA to establish a program of research, demonstrations, grants, and technical assistance to aid States and communities in developing noise abatement programs. Many of the technical assistance programs authorized by this Act were not in place when this study began. Many of the grants, however, allocated under the Quiet Communities Act have been awarded to States to develop ECHO-like programs at the State level. Thus, a second reason for studying ECHO was to learn lessons from the program before its concept was formally wholesaled to all of the States.

Finally, a central theme throughout our overall study of EPA's technical assistance efforts has been an examination of programs that emphasize technical assistance delivery outside of EPA. ECHO, while managed by EPA, depends on very little EPA funding support. One of the basic premises of the ECHO peer match concept is the development of a network of local noise experts. As communities receive noise assistance from another local noise expert, the recipient community becomes a potential provider of technical assistance. One of the goals of ECHO is to develop a continuously expanding network of technical assistance providers. This concept is in the mainstream of EPA's current thinking on alternative technical assistance providers.

CHAPTER 2

BACKGROUND

2.1 NOISE AS A PROBLEM

Noise is often defined as unwanted sound. Obviously, noise is a relative problem for every individual and depends, to a great extent, on one's exposure to sound and one's emotional state. Most people would not object to a dripping faucet in the house while they were involved in other activities; but a dripping faucet while one is trying to sleep is aptly considered to be a torture.

Noise is also considered a necessary by-product of an expanding society--"the price paid for living in a modern world." Indeed many urban dwellers become totally acclimated to urban noise and consider certain noisy activities to be signs of a vibrant city.

In the last decade, however, noise has become recognized as a legitimate environmental problem. At a minimum, there is a growing recognition that noise is an environmental factor affecting the quality of people's lives. Because noise is highly correlated with population density, urban areas, in particular, have recognized noise as a factor important in their neighborhoods. Somewhat surprising to urban experts has been the notoriety given to noise by urban dwellers. The Department of Housing and Urban Development has conducted an annual housing survey in selected central cities since 1973. HUD has found that noise is ranked as the most frequently mentioned undesirable neighborhood condition each year. Between 40-50% of respondents reporting neighborhood problems have cited noise. Noise was also cited as one of the main reasons by people who wanted to leave their neighborhoods. (Council on Environmental Quality). Noise consistently ranked higher than the following other objectionable neighborhood conditions: heavy traffic, crime, commercial and industrial development, litter, street repair, street lighting, and odors, deteriorated housing, and abandoned buildings.

Concern for noise has also taken on a new dimension in recent years, namely the health-related impacts of noise. Of particular concern is hearing loss due to excessive exposure on the job. Workers in agriculture, mining, construction, industry, and transportation are particularly vulnerable to hearing loss effects of noise. Recent estimates claim that about 10% of the country's population is exposed to noise of duration and intensity such that permanent hearing losses would occur (Council on Environmental Quality). There is also growing evidence suggesting a connection between cardiovascular problems and noise. Noise is considered to be one of many causes of stress and thus the link to hypertension and possible heart problems. Noise-related stress can also effect behavior patterns, learning patterns, and daily activities. A number of studies have

shown the effects of noise on school children. (Council on Environmental Quality). The learning patterns of children can be permanently affected by a noisy environment.

EPA has conducted a number of recent studies to document noise sources. EPA assessed the status of State and local noise control efforts in 1971, 1974, and 1978. Concurrently respondents in the most recent EPA survey were asked to rate noise problems from 14 specific noise sources. As seen in Exhibit 2-1, vehicular sources are prominent. While industrial sources tend to be more of a problem in the larger urban areas, transportation-related problems (except for aircraft) are common to all communities. As highway traffic volumes increase, noise from mobile sources will increase. At the present time, about 13.5 million people in the U.S. are exposed to transportation or recreation vehicular noise at a level that is dangerous to their hearing. Vehicle projections indicate that the number of cars will increase from 84 million in 1977 to 130 million by 1985; trucks are expected to increase to 28 million from 17 million (Jack Faucett Associates). Similarly, the number of people adversely affected by aircraft is expected to double by the year 2000. Noise exposure is also expected to increase in the construction area--a 50% increase is expected to occur in the number of person-hours of exposure to construction noise by the year 2000. ("Toward a National Strategy for Noise Control", EPA).

While transportation-related sources clearly dominate as noise problems, it is often the combination of many small sources that will affect an area's overall noise levels. Thus, communities are often concerned with the control of non-vehicular activities ranging from night clubs and other entertainment areas to barking dogs and lawnmowers.

2.2 NOISE CONTROL EFFORTS

2.2.1 Federal Government

Background

Noise control at the Federal level is spread across several agencies. Workers on the job are protected from excessive noise by the Occupational Safety and Health Administration (OSHA). Using EPA research, OSHA has been developing noise exposure limits for industrial workers. The Federal Aviation Administration (FAA) has prime responsibility for issuing noise limits for aircraft. The Federal Railroad Administration of the Department of Transportation enforces regulations developed by EPA for railroads involved in interstate commerce. In addition to a number of agencies developing regulations and enforcing them, there are a number of agencies peripherally involved in noise activities. The Federal Highway Administration (FHA), for example provides financial assistance

EXHIBIT 2-1

COMMUNITY RATING OF VARIOUS NOISE
SOURCES AS A SIGNIFICANT PROBLEM*

Rating	Noise Source	No. of Communities	Percentage of Responding Communities
1	Motorcycles	368	68%
2	Trucks	353	65
3	Automobiles	315	58
4	Railroad Operations	226	42
5	Buses	188	35
6	Aircraft	188	35
7	Animals	170	31
8	Construction Equipment	151	28
9	Public & Private Entertainment	147	27
10	Industrial Activities	145	27
11	Garbage Compactors	124	23
12	Recreational Vehicles	79	15
13	Home Power Equipment	69	13
14	Public Service Vehicles	63	12

SOURCE: "State and Local Noise Control Activities",
Office of Noise Abatement and Control, Environmental
Protection Agency, May, 1979, p. 2-12.

*Based on 524 responses.

for the construction of noise barriers along Federal highways. The FAA earmarks money each year to help airports develop and implement noise control strategies. In all HUD funded residential construction, HUD requires noise planning measures.

Despite this Federal involvement, EPA has the principal charge to control noise in the country. Two major pieces of legislation are administered by EPA: the 1972 Noise Control Act (PL 92-574 as amended by PL 94-301) and the 1978 Quiet Communities Act (PL 95-609).

The 1972 Noise Control Act directs EPA to identify noise sources which affect public health and to establish regulations for products identified as major sources. Under the Act, EPA is authorized to set noise emission standards for new equipment in four categories:

- construction equipment
- transportation equipment
- motors and engines
- electrical or electronic equipment

Since 1972, EPA has identified the following products as "major sources":

- medium and heavy trucks
- motorcycles
- buses
- garbage trucks
- wheel and crawler tractors
- portable air compressors
- jack hammers
- rock drills
- power lawnmowers
- truck refrigeration units

Noise emission standards for portable air compressors and for medium and heavy trucks became effective in January, 1978. Standards for garbage trucks have been adopted but will not become effective until October, 1980. EPA's implementation period for developing and finalizing rules on the other sources stretches out until the mid-1980's. The major theme of the 1972 Act has been to control noise emissions from selected major product sources. This is a wise strategy given the difficulty that 50 States and thousands of localities would have trying to develop their own emission standards.

Despite these regulatory initiatives, EPA perceived the need for assistance to States and communities in developing their own noise control programs. There are two major issues controlling the need for local noise programs. First, there are numerous nuisance noise activities at the local level that are not covered by Federal regulatory programs. More importantly, local noise programs are needed to complement the Federal regulatory activities. Federal regulations will not achieve permanent noise reduction unless local programs are in place to ensure that equipment is maintained. A classic example is the case where consumers modify manufacturer-installed motorcycle noise controls. The Quiet Communities Act (QCA) also enabled EPA to provide grants to States and local governments for noise programs. This was not possible under the 1972 legislation.

The Quiet Communities Act

Prior to the 1978 Act, EPA supplemented its noise regulatory and research activities with a number of technical assistance initiatives designed to strengthen local noise programs. In conjunction with the Council of State Governments, a model local and State noise ordinance was developed and has been widely distributed. EPA has also developed noise training manuals for beginning noise technicians and community decision-makers. For many years, EPA has provided technical assistance directly to communities through its regional offices. One of the major activities of the Regional Noise Officers has been to provide advice to State and local governments on the use of noise measurement instruments. The regional offices have also had a limited noise equipment loan program and have evaluated the reliability of local noise monitoring systems.

Throughout the 1970's EPA has sponsored workshops and seminars for local and State personnel. Most of these workshops focused on public education and measurement techniques. EPA initiated its first full-scale community noise demonstration program in 1977 in Allentown, Pennsylvania. This program, called the Quiet Communities Program (QCP), encompasses an intensive and comprehensive noise control program for a community. Additional QCP's are presently under way.

The ECHO program, the principal focus of this report, was begun in early 1978. The basic concept of ECHO, as more fully described in Chapter 3, is to use the volunteer services of a motivated group of noise experts to provide assistance to other communities in need of technical assistance.

Despite the vast array of technical assistance delivery mechanisms available prior to the 1978 Act, EPA has expanded its program efforts significantly with the Quiet Communities Act. This expansion is based on the conclusion that EPA itself would not be able to meet a goal of having 400 community and 40 State noise control programs in place by 1985. As of 1979 there were approximately 13 active State programs and 50 local programs.

Reliance on the ECHO program and on regional office-initiated assistance did not appear to be sufficient to develop the number of new State and local programs that EPA would like. Consequently, a major theme of the 1978 Act was to involve other actors to expand and institutionalize the noise program. In conjunction with the Regional Noise Offices, ONAC has developed a far-reaching and extensive program under the QCA. The Act authorized EPA to fund and enter into several types of cooperative agreements that are managed by the RNO's (Environmental Protection Agency, August, 1979):

STATES:

EPA's cooperative agreements with States are basically of two kinds:

- agreements in which EPA assists in the planning, start-up and implementation phases of new noise control programs.
- agreements in which EPA assists in facilitating the expansion of existing programs currently being conducted.

LOCAL GOVERNMENTS:

EPA is entering into cooperative agreements with selected local governments for the purpose of establishing effective noise control programs. Under these agreements, local governments contribute a certain amount of financial and staff resources to the effort. In most cases, cooperative agreements with local governments constitute a start-up activity, after which the programs are to be maintained by the local entities.

TECHNICAL ASSISTANCE CENTERS:

EPA is entering into cooperative agreements with 10 universities and private organizations to establish regional technical centers

to assist State and local noise programs. The regional centers will help in providing on-site technical assistance to State and local programs, providing training to State and local officials, and providing expertise to communities in the process of initiating noise control programs. See Exhibit 2-2 for a list of the Centers.

States and Regional Technical Assistance Centers are intended to become the key technical assistance institutions under EPA's present noise strategy. RNO's will continue to provide some direct assistance, but their time will become increasingly involved with the management of the other new technical assistance initiatives.

DEMONSTRATION GRANTS:

EPA has awarded grants (managed by ONAC) to States, local governments, and public and private organizations in order to demonstrate the need for noise control and to provide strategies for dealing with major noise sources. The demonstration grants include studies of air and surface transportation, urban neighborhood self-help programs, and Buy Quiet products initiatives.

Of the 16 grants recently awarded to States, 8 are specifically intended to develop and demonstrate statewide ECHO programs. This represents a major shift in emphasis for ONAC and has major implications for the existing national ECHO program. About \$300,000 has been awarded to these 8 states to develop the State ECHO programs. This is more than was spent on the national ECHO program in FY78 and FY79. The rationale for developing State ECHO programs appears to be based on the following factors:

- The existing national ECHO program reached only a purported 51 communities in 2 years and would not, by itself, meet EPA's goal of 400 local noise programs by 1985;
- ECHO programs at the State level are feasible because a range of noise issues are typically found in any one State;
- State ECHO programs will give States one-to-one experience with local governments in their States as well as practical noise administration experience.

The recent cooperative grants in the States are intended to demonstrate the feasibility of a statewide ECHO program. Development of State ECHO programs across the country will require assistance from the RNOs, the existing ECHO participants, and the new Regional Technical Assistance Centers.

EXHIBIT 2-2

EPA REGIONAL NOISE TECHNICAL ASSISTANCE CENTERS

<u>REGIONS</u>	<u>UNIVERSITY</u>
1	University of Hartford
2	Rutgers University
3	University of Maryland
4	North Carolina State University
5	Illinois Institute of Technology Research Institute
6	University of Texas, Dallas
7	University of Iowa
8	University of Colorado
9	University of California Berkeley
10	University of Washington

2.2.2 Existing State Programs

EPA considers that only 13 States have adequate noise control programs, i.e. adequate legislation and sufficient manpower. Manpower and funding have long plagued State noise programs. EPA's 1978 survey revealed, for example, that only 15 of 40 responding States and Territories reported personnel who devoted at least 20 percent of their time to noise control activities. States have also been in a quandary as to their proper role what with the Federal-local relationship being a complementary partnership for noise control. While EPA has taken the lead in product regulation, States are in a position to regulate any products that EPA does not. The States also have been leaders in developing noise controls for industrial land use activities. More importantly, and this is recognized in the 1978 Quiet Communities Act, States have a potentially key role in providing technical support to local noise programs.

In the 1978 EPA survey, States were asked to identify their most significant problems in enforcing noise control programs. The four key problems identified by the States in order of priority were:

- Lack of manpower
- Inadequate budget
- Lack of political support
- Lack of citizen support

Political support is an important factor for the States. As of 1977, the total noise budget for all the State noise programs was \$5.6 million. Over half of this was attributable to California. EPA's 1978 survey indicated that the average State noise budget was only \$81,000. The lack of a political and environmental constituency in large part explains this resource problem. Noise control at the State level is a voluntary exercise. This is in sharp contrast to other environmental programs that have emerged in the 1970's, such as drinking water and solid waste, which have been characterized by State conformity to Federal program guidelines. Given the competing resource demands from mandatory environmental programs, States have elected to generally give noise control only token support.

EPA's present strategy addresses this problem in a number of ways. First, EPA has used the Quiet Communities Act to strengthen and develop a core number of State programs to serve as a basis for developing other State programs. Secondly, the institution of the Regional Technical Assistance Centers will help to develop citizen and environmental constituencies in the States. This bottom-up support will presumably help to bolster State noise initiatives.

Finally, in 1977 EPA initiated a State Noise Assignee Program. Its goal is to assist States or localities to provide technical assistance and needed manpower support for essential State projects. The State Assignee Program allows the Federal government to hire a limited number of professionals and technicians, and assign them, through the Regional Offices, to State and local noise abatement agencies. The assigned period is of two years. A primary

objective of the program is for a high percentage of assignees to continue working for State and local noise agencies upon the completion of their terms of appointments.

States assignees are considered Federal employees, and therefore need to be appointed, following the same procedures used to hire all new Federal workers. A prospective assignee would need to be on the appropriate register of the Civil Service Commission's Regional Office with jurisdiction over the area where the assignment will be made.

Full costs of the assignee's salary and fringe benefits are assumed by the Federal Government, but the assignee works full time under direct State supervision. States pay travel expenses.

States that want to participate submit a standard work plan to the Regional Noise Officer. The RNO will either approve or disapprove the request on the basis of selection criteria developed by ONAC headquarters. States are chosen to maximize achievement toward ONAC's 1985 goal of effective noise programs in 40 States and 400 communities.

Eight Regions have assignees in one State each; only Regions II and VI have no participating States. The number is low because EPA has only 10 slots with assignee funds. The States are:

Region I	Connecticut
Region II	New York
Region III	Maryland
Region IV	Florida
Region V	Michigan
Region VII	Iowa
Region VIII	North Dakota
Region IX	California
Region X	Washington

Regional noise officers provide on-going support to the State Assignee, particularly during the start-up phase. To the extent possible this includes necessary training and on-site technical assistance.

2.2.3 Local Noise Programs

As discussed above, local noise programs can potentially play a significant role in noise abatement in several ways. They can enforce the continued compliance of Federally mandated new product regulations; they can control land use-related noise activities; and they can play a major role in enforcing "in-use" controls.

In-use controls regulate products already in use, in contrast to controls on new products. In addition to having specific noise emission controls (as opposed to nuisance laws which require a qualitative assessment of wrongdoing), successful local programs have instituted various other noise controls. Denver, Colorado, for example uses "area and time restrictions" to route trucks away from certain areas of the City during night and early morning hours. For new development, careful land planning can be effective in segregating noisy uses from areas susceptible to noise, such as schools, and nursing homes. Site and landscape planning techniques can effectively muffle noise emissions from certain activities.

According to EPA's 1978 survey for communities, the principal obstacles faced in enforcing noise control programs are the following in order of rank:

- Inadequate budget
- Lack of manpower
- Untrained personnel
- Lack of effective legislation

Communities appear to differ from States in that they have a larger problem with untrained personnel. To some extent, however, this is a function of inadequate local funding.

The problem of inadequate budgets for local noise programs is dramatized by the following data from the 1978 EPA survey:

- Only 25 percent of the communities responding to the survey had an official noise budget.
- Only 37 communities of 562 responding to the survey reported per capita budgets of \$.15 or more; 12 of these were in California.
- 200 communities responding to the survey that have existing noise legislation do not have any noise equipment to assess noise problems or enforce noise emission standards.

Typically, local noise personnel share responsibilities with other departments in municipal government. The local health department and police department are the two most likely local departments to have personnel with some responsibility for noise control. Approximately 80 percent of the personnel working in noise activities at the local level are police who are involved in enforcing motor vehicle noise violations and investigating other noise complaints. The resource problem at the local level is illustrated by the following finding from the 1978 EPA survey: out of 562 community responses, only 67 (about 12 percent of the sample) had personnel who specifically devote 20 percent or more of their time to noise control activities.

Because of the relatively modest commitment to noise at the local level, technical assistance needs of local personnel are comprehensive. EPA's 1978 survey revealed the following:

EXHIBIT 2-3

TECHNICAL ASSISTANCE TO MUNICIPALITIES

"Which Of The Following Areas of E.P.A. Assistance Would Be Of Significant Value To Your Noise Control Effort In Meeting Legislative And Programmatic Needs: Most Important".

JURISDICTION	ASSISTANCE AREA	YES	PERCENT
Municipal	Personnel training/	178	54
	Effective noise control methods	172	52
	Noise control program guidelines	158	48
	Noise measurement instrumentation	155	47
	Enforcement procedures	149	45

Sample Size (330)

Source: E.P.A., Environmental Noise Control Program Survey, 1978 (Preliminary Data, March, 1978).

Two themes emerge from these results: (1) local noise technical assistance needs are broad-based and comprehensive; (2) these needs are in large part fundamental and basic types of needs rather than State-of-the art. As communities gain experience in noise control and their local program develops, their technical assistance needs generally shift towards more specific and difficult noise control issues. The large amount of basic needs that presently exist at the local level reflects the rather limited state of development that most local noise programs are in.

Finally, it is useful to reiterate a point made at the beginning of this chapter. While noise is probably a problem in every community in the country, more people are effected by noise problems in the larger cities. The HUD findings on urban neighborhood noise reflect this. EPA's 1978 survey confirms this -- noise is a growing concern in communities with an average population density greater than 2,500 persons per square mile. EPA is gradually recognizing the need to consider the special noise control needs of the urban neighborhood. As part of his Urban Noise Initiatives policy announced in August, 1979, President Carter called for a Quiet Neighborhood Self Help Program. In its

recent grant awards under the Quiet Communities Act, EPA awarded a demonstration grant to the National Association of Neighborhoods to undertake a Quiet Neighborhood Self-Help project to organize a neighborhood noise communication network and to develop the capacity of individual neighborhoods to address noise issues. In addition, the City of Portland, Oregon's Bureau of Neighborhood Environment was awarded a grant to demonstrate the effectiveness of using neighborhoods as an appropriate geographical level to identify and control noise problems. These represent encouraging EPA initiatives given the number of people exposed to urban noise problems.

REFERENCES: CHAPTER 2

Council on Environmental Quality. Environmental Quality: The Tenth Annual Report of the Council on Environmental Quality. Washington, D.C. 1979.

U.S. Environmental Protection Agency. "State and Local Noise Control Activities". Washington, D.C. May, 1979.

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U.S. Environmental Protection Agency. "Toward a National Strategy for Noise Control". Washington, D.C. April, 1977.

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CHAPTER 3

DESCRIPTION OF THE ECHO PROGRAM

3.1 BACKGROUND

The ECHO program was started by EPA's Office of Noise Abatement and Control (ONAC) in January, 1978. Assistance in the ECHO program is provided through a group of Community Noise Advisers (CNAs) to communities in need of noise-related technical assistance. According to EPA, 55 communities had received assistance or were in the process of receiving assistance through the ECHO program as of the Fall of 1979. These communities are listed in Exhibit 3-1. As discussed later in Section 4.1, however, the actual number of ECHO recipient communities is open to debate. As of the Fall, of 1979, there were 26 CNAs. Their names and location are shown in Exhibit 3-2.

The ECHO program is based on a relatively simple concept, namely the use of peer match to solve a community's problems. When one community has a specific noise problem, more often than not, that problem has been faced by another community. What is required is a mechanism to match the technical assistance needs of one community with the expertise of another community. The ECHO program was developed by EPA to serve as a peer match and technical assistance delivery mechanism for the Noise Program.

While the ECHO concept is basically a more formalized approach to "good neighbor" assistance, the program rests on several principles that represent alterations to a simple good-neighbor assistance program:

- A formal matching mechanism to ensure appropriate match between needs and available expertise;
- Active attempt to develop an expanding network of capable providers;
- Subsidy of travel and out-of-pocket costs incurred by recipients and CNAs (volunteerism, however, is the foundation of the ECHO program);
- An informal quid pro quo commitment from recipient communities concerning the implementation of a noise program;
- A moderate reporting program for providers.

EXHIBIT 3-1

EPA LIST OF ECHO RECIPIENT COMMUNITIES*

REGION 1:

Cambridge, Massachusetts
Greenwich, Connecticut
Durham, Connecticut
Hartford, Connecticut
Shelton, Connecticut
Portland, Maine
Salem, Massachusetts
Springfield, Massachusetts
Fiskeville, Rhode Island

REGION 2:

Bergenfield, New Jersey
Morristown, New Jersey
Harding Township, New Jersey
Wharton, New Jersey

REGION 3:

Catasauqua, Pennsylvania
Bethlehem, Pennsylvania
South Whitehall Township, Pennsylvania
Lehigh County, Pennsylvania
Quakertown, Pennsylvania
Boyertown, Pennsylvania
Easton, Pennsylvania
Portsmouth, Virginia
Virginia Beach, Virginia
Norfolk, Virginia

REGION 4:

Kingsport, Tennessee
Johnson City, Tennessee
Selma, Alabama
Charleston, South Carolina
Florence, South Carolina
Charlotte, North Carolina
Cary, North Carolina
Savannah, Georgia
Cumberland County, North Carolina

REGION 5:

St. Francis, Wisconsin
Germantown, Wisconsin
Cedarburg, Wisconsin
Plymouth, Wisconsin
Butler, Wisconsin
Madison, Wisconsin
Muskego, Wisconsin
Waukesha County, Wisconsin
Gary, Indiana

REGION 6:

Taos, New Mexico

REGION 7:

St. Louis County, Missouri
Kansas City, Kansas
Council Bluffs, Iowa
Des Moines, Iowa

REGION 8:

Sioux Falls, South Dakota
Rapid City, South Dakota
Casper, Wyoming

REGION 9:

Tempe, Arizona
Scottsdale, Arizona
Coronado, California
Reno, Nevada

REGION 10:

Anchorage, Alaska

*As of September, 1979

EXHIBIT 3-2

ECHO COMMUNITY NOISE ADVISORS*

REGION 1:

Geoffrey Boehm
Boston, Massachusetts

Melvin J. Schneidermeyer
State of Connecticut

Paul R. Willis
Brookline, Massachusetts

REGION 2:

Richard Christie
Rockaway, New Jersey

Carl Dornbush
Pomona, New York

REGION 3:

Dr. Donna Dickman
Metropolitan Council of Governments
Washington, DC

Jeff Everett, Cindy Clark
Allentown, Pennsylvania

Pete Nicholas
Norfolk, Virginia

REGION 4:

Frank Habelka
Daytona Beach, Florida

Robert Jones
Tampa, Florida

I. Newton Vaughn
Huntsville, Alabama

Jesse O. Borthwick (former)
State of Florida

Four person team (rotating assignment)
Sarasota County, Florida

REGION 5:

Ronald Begue
West Allis, Wisconsin

Robert Dalquist
Grand Rapids, Michigan

Lon Loken
Bloomington, Minnesota

Sam Hearring (former)
Evansville, Indiana

Robert Pearce (former)
Saginaw, Michigan

REGION 6:

Patrick Fowler
Garland, Texas

REGION 7:

James Cornelia
Sioux City, Iowa

John Spell
Clayton, Missouri

Dick McElvain (former)
Lincoln, Nebraska

REGION 8:

James V. Adams
Boulder, Colorado

Richard Ranck
Salt Lake City, Utah

Joseph Zunic
Colorado Springs, Colorado

REGION 9:

James Dukes
San Diego, California

REGION 10:

Paul Herman
Portland, Oregon

*As of September, 1979

These principles are more fully discussed in the sections below.

3.2 PROGRAM MANAGEMENT AND OPERATION

3.2.1 Management Responsibilities

The ECHO program in its present form has both centralized and decentralized management components. Prior to December, 1979, ONAC contracted with two private firms -- Gordian Associates of Washington, D.C. and Ecosymetrics of Bethesda, Maryland -- to manage the administrative aspects of the program. They split responsibility for managing specific CNAs. Their purpose was to manage the paperwork associated with each of the peer matches and to disburse funds to cover peer match expenses.

For each peer match, a standard contract is signed between the private contractor and the CNA (and the recipient community if they are expected to incur reimbursable expenses). A standard agreement is shown in Appendix A. As noted, the only requirement in these agreements is a reporting one. Reimbursable costs include: telephone calls, travel, and lodging and meals.

Our discussions with CNAs indicated that both Gordian and Ecosymetrics also served a very supportive role for many CNAs. In cases where EPA Regional Noise Officers (RNOs) were not very active in the ECHO program, the private contractors provided a continuing interest in the CNA's activities.

EPA replaced the contractors in December, 1979 with the National League of Cities (NLC). Because of its wide network of members, the NLC, according to EPA, is in a better position to publicize the program. In addition, the NLC is also one of the public interest groups involved in EPA's solid waste peer match program. Thus, it brings practical experience to the ECHO program.

The other key actor in ECHO program management is the Regional Noise Officer. The RNOs have several ECHO responsibilities:

- Publicize the ECHO program through EPA printed materials and at regional noise workshops;
- Recruit CNAs from communities in their region that can provide noise expertise and that are willing to serve as technical assistance providers;
- Serve as the principal matching mechanism.

As seen in Exhibit 3-2, there has been mixed success among regions in recruiting CNAs. According to ONAC, the extent to which RNOs promote the ECHO program varies considerably from region to region. While some RNOs actively promote ECHO activities and conduct continuing efforts to get community participation, others serve in a passive role and act only upon community requests. Our fieldwork to some of the EPA regions explained part of the problem. There is literally only one noise person in some of the regions and the RNO's other noise activities often preclude an active ECHO role. These other activities include: providing technical assistance (both on-site and by phone) directly to communities; holding regional noise work-

shops; reviewing noise impacts in environmental impact statements; and, more recently, assisting ONAC in developing State noise programs and the Regional Noise Technical Assistance Centers.

3.2.2 Matching Process

The manner in which CNAs are matched with recipient communities can be described as somewhat varied. This partly accounts for our difficulty in determining the actual number of ECHO recipient communities. Our fieldwork and phone survey suggested the following ways in which matching has actually occurred:

Case 1: In this case, the Regional Noise Officer develops the match between CNA and the recipient community. This occurs after a community has specifically sought out EPA for ECHO assistance or EPA has suggested the ECHO program to a potential recipient community. In this case, whether the RNO actively or passively connects with the potential recipient community, he is involved in the matching process.

Case 2: In this situation, the potential recipient community is already aware of the CNA and CNA's technical assistance activities. There are several variations that seem to be occurring if the recipient community directly contacts the CNA:

- A. The CNA may provide phone assistance or send materials.
- B. CNA contacts RNO about situation or suggests to the potential recipient community to contact the RNO.
- C. CNA bypasses RNO and directly contacts the private contractor to request a contract to serve the community. In this case, the recipient community is under no contract and receives no money; the CNA is reimbursed for expenses.

In case 2-c, CNAs are exercising the peer match without the active involvement of the RNO. This occasionally occurs in spite of the general terms of the ECHO agreements between the CNA and the private contractor. This occurs in some cases because of lack of interest on the part of some RNOs or because RNOs have delegated the screening decision to the CNA.

3.2.3 Funding

EPA funded the ECHO program at a \$120-140,000 level for FY 78 and FY 79. This includes the contract with Gordian and Ecosymetrics to administer the program; the costs associated with CNA expenses; and recipient community expenses. Under the ECHO program guidelines, CNAs are limited to \$3,000 in costs per peer match; recipient communities are allowed up to \$1,000 per peer match. While CNAs sometimes are dealing with 2 or 3 recipient communities

at any one time, on a yearly basis they are generally only incurring \$2-3,000 in ECHO costs. Under the National League of Cities administration of ECHO an attempt is going to be made to allocate roughly \$7,000/year to each EPA region to cover CMA and recipient community costs. Money not spent in one region by the last quarter of the year could get transferred to another.

About half of the money spent on ECHO in FY 78 and 79 was spent on administrative costs for the private contractors. It is quite apparent from this fact, from the overall ECHO allocation, and from the individual ECHO grant amounts that ONAC's goals for the program have been extremely modest.

3.2.4 Recipient Community Commitments

According to ONAC, not all communities that have requested ECHO assistance have received it. Earlier in the ECHO program, RNOs were encouraged to attempt to get potential recipient communities to commit themselves to implementing a noise program. In particular, EPA wanted communities to implement a local noise ordinance that would enable the community to enforce national motor vehicle noise emission standards.

While no formal commitments have been obtained from recipient communities, and communities are no longer required to even informally commit themselves to enact a noise ordinance, our fieldwork in one community, Charleston, South Carolina, revealed strong pressure from EPA. Charleston became involved in ECHO in 1978 after it requested information on noise problems from the EPA regional office. The Regional Noise Officer from Region IV visited officials in the Charleston Planning Department and explained the ECHO program. Following this meeting, Charleston entered the ECHO program.

After Charleston entered the program, EPA Region IV loaned the city sound measuring equipment and conducted 2 one-day seminars on noise problems and abatement techniques. EPA also helped the planning department evaluate highway noise problems in Charleston. Jesse Borthwick of Tampa, Florida was designated as Charleston's ECHO Community Noise Advisor. Soon after he was designated the CNA, Borthwick made a presentation to the city's planning department on noise control's relation to land use planning. In addition to this aid, EPA paid for a Charleston planner's trip to noise conferences in Chicago and St. Petersburg, Florida.

Although there was never any serious intention on the city's part to establish a comprehensive noise ordinance, planning department officials participated in the ECHO Program to get help in conducting a city-wide noise survey and a noise-oriented attitudinal survey of city residents. EPA and ECHO representatives assisted the planning department in conducting these surveys, which reconfirmed the department's contention that there were no serious noise problems in Charleston which could be controlled by a comprehensive noise code.

Despite these survey findings, EPA and ECHO representatives kept up pressure on the city to enact a noise code. At this point, because the

planning department and other city officials saw no need for a noise code, the city of Charleston withdrew from the ECHO Program.

Instead of enacting a noise code, the planning department in its land use plan for the city, suggested land use configurations which would hopefully prevent serious noise problems from arising. For example, the current land use plan and accompanying zoning regulations restrict industrial activities from locating in or near residential areas. Only a few noise problems have arisen to date, and they have been handled by public nuisance laws.

EPA's push for Charleston to adopt a noise control ordinance, according to city officials in Charleston, most likely stems from the fact that outside of Florida, there are very few cities or counties in EPA Region IV with such controls.

The peer match concept is also based on the notion of an ever-expanding network of providers. EPA, however, does not require any commitment from recipient communities in terms of serving as a future provider. According to ONAC, a few of the present stable of CNAs were former recipient communities. In general, however, there has not been a concerted effort to have former recipient communities become providers.

3.2.5 CNA Background

There is no one type of background that is consistent among Community Noise Advisers. This is not surprising considering the various kinds of noise problems that afflict communities. There appear to be four types of community officials that are serving as CNAs -- health department officials, general "environmental specialists," police officers, and building inspectors.

Health department officials appear to be the leading source of CNAs based on our survey of CNAs. As discussed in Chapter 2, these types of officials account for most of the noise officials who spend at least 20% of their time in noise-related activities. Since almost 80% of local noise officials are policemen, it is not surprising that some of the CNAs are policemen. CNAs with a police background bring special expertise to ECHO in motor vehicle noise enforcement. While motor vehicle noise is the most widespread local noise problem, EPA is also concerned about getting communities to think about noise in a more comprehensive fashion. Health department specialists tend to have a broader exposure to noise issues and control techniques than most police officers. Thus, from EPA's point of view, a CNA with a public health background is generally more suited to ECHO recipient communities that involve comprehensive assessments and control strategies.

In situations, however, where the recipient community's needs are fairly narrow and well-defined, it may be appropriate to use CNAs with narrow experience, say in motor vehicle noise enforcement or noise ordinance development. As discussed in Chapter 2, local noise assessment and control needs vary greatly, and sometimes specialists are sufficient instead of CNA generalists.

As a peer match provider network is developed, specialists will, presumably, emerge. In the meantime, with the CNA network being so small, EPA's strategy of using noise generalists as CNAs is a sound one.

3.3 ECHO TECHNICAL ASSISTANCE

The CNAs provide technical assistance to recipient communities through three techniques -- on-site visits, phone discussions, and printed materials. Generally, each peer match involves all three techniques. On-site visits often are two-way in nature. Generally, however, the CNA visits the recipient community more often than the reverse. The amount of on-site time spent with the recipient community averages about 4½ days per peer match. Printed materials include EPA materials that the recipient community had not previously received as well as local ordinances and studies from the CNA's community.

CNAs provide a variety of technical assistance as seen in Exhibit 3-3. We asked the CNAs in our phone survey (discussed in Chapter 4) to indicate the types of technical assistance that they typically provide in a peer match. As Exhibit 3-3 illustrates, CNAs generally provide more than one type of technical assistance in any given peer match. The list reflects the broad skills that a CNA must have. In addition it reveals the diverse types of technical assistance needs of the existing recipient communities.

These one-to-one peer match technical assistance efforts are periodically supplemented by workshops and seminars. ECHO money has been sometimes used, for example, to pay for the travel costs to send a recipient community to an EPA workshop on a specific noise issue. In addition, CNAs and ONAC staff periodically meet as a group to exchange experiences and discuss ECHO management issues and concerns.

EXHIBIT 3-3

TYPES OF TECHNICAL ASSISTANCE TYPICALLY PROVIDED
BY CNAS IN ECHO PEER MATCHES*

Technical Assistance	# of times mentioned
• Training in use of noise measuring equipment	7
• Assistance in drafting noise control legislation	6
• Education of public officials	5
• Assistance in designing and doing a noise survey	5
• Training in control techniques for specific noise problems	5
• Design of a public education program	5
• Guidance in developing an overall noise program	4
• Design of a noise attitudinal survey	3
• Guidance in implementing noise programs	3

* Based on interviews with 10 CNAs.

CHAPTER 4

SURVEY ISSUES AND FINDINGS

4.1 SURVEY APPROACH

4.1.1 Sampling Considerations

In order to obtain a comprehensive understanding of the ECHO process, we decided to survey both providers, i.e., Community Noise Advisers (CNAs) and recipient communities. A survey of both of the principal parties in the peer match transaction would enable us to determine recipient's satisfaction with the technical assistance provided, but would allow us to probe the difficulties associated with providing volunteer technical assistance. We felt that the volunteer nature of the ECHO program was one of the most important issues to explore. On the one hand, ECHO's volunteerism is a critical ingredient in EPA's proposed noise technical assistance strategy -- the volunteer aspect will potentially enable noise technical assistance to be delivered at low cost. On the other hand, the volunteer nature of the ECHO program potentially constrains the ability of a CNA to provide technical assistance because of the demands of the CNAs own local noise program.

As discussed below, we decided to use a semi-structured survey rather than a highly-structured questionnaire format. This would enable the respondents to provide us with more detail about their ECHO experience. A phone survey interview guide was developed that would require a 45-60 minute interview. Given this approach and project budget constraints, our initial desired number of survey respondents was thirty. In order to allocate this number of surveys among CNAs and recipient communities, we obtained lists of CNAs and recipient communities from ONAC. Those lists were shown in Exhibits 3-1 and 3-2 respectively. ONAC's lists, given to us in September, 1979, indicated 26 CNAs and 55 "official ECHO program recipients."

Given the approximate 2:1 ratio of recipients to CNAs, we elected to survey 20 recipients and 10 CNAs. In terms of the CNAs, we sought to basically stratify our sample along EPA regions. Our discussions with ONAC indicated that there was considerable variation among the regions in the administration of the ECHO program. We also sought some CNAs who had been in the program since its inception. We chose 10 providers at random from Regions II-IX since we had already interviewed a CNA in Region I and Region X did not have a CNA at the time of our survey. We chose 3 CNAs from Region III since our earlier discussions with ONAC revealed a fairly active amount of ECHO interest in the region.

For the recipient communities, two factors were considered in stratifying our sample: EPA regions, and size and type of community. Again, we wanted the survey sample to capture any regional difference in the ECHO program. Our review of technical assistance needs from our own fieldwork and from various EPA and HUD surveys suggested a crude correlation between certain types of noise issues and size and type of community. As discussed in Chapter 2, the noise problems of urban neighborhoods differ from those of small towns and from those of suburbanizing communities. We attempted to obtain a fairly equal distribution of recipients with small town, suburbanizing community, and older urban area being our three categories.

The selection of our desired sample was complicated by two problems. First of all, the existing distribution of ECHO recipient communities is virtually devoid of older urban areas despite the prominent noise problems generally attributed to many urban neighborhoods. The predominant type of ECHO recipient community is the small-to-medium size city -- communities generally in the 25,000 to 200,000 population range. The second issue that we faced in obtaining our survey sample concerned involvement in the ECHO program. When we called potential survey communities, we discovered a rather surprising number of communities which had never formally participated in the ECHO program. When this pattern began to develop, we contacted all of the 55 communities on the ONAC list and discovered that only 38 claimed to have received peer match assistance under the ECHO program. Of the 17 communities who hadn't officially participated in ECHO, three explanations were provided: 1) 7 had actually received assistance from a CNA but had not signed a contract with an ECHO contractor and had not incurred any ECHO-related expenses; 5 had "entered" the ECHO program but had not yet begun the peer match; and 5 had never heard of ECHO. It appears from our survey that a portion of the ECHO recipient communities are participating in the ECHO program unaware that they are receiving ECHO assistance.

The number of actual ECHO recipient communities is probably far greater than the list EPA provided us. As discussed in Chapter 3, the matching mechanism is quite varied. Some CNAs are providing ECHO technical assistance without the RNOs or ONAC being aware of the peer match.

4.1.2 Sample Distribution

The actual CNAs surveyed are shown in Exhibit 4-1. We feel this is a very representative sample of the CNA universe in terms of their length of participation in the ECHO program, their background, and the number of communities that they assisted.

Exhibit 4-2 indicates the recipient communities surveyed by USR&E. We were not able to achieve our goal of 20 survey respondents because of difficulties in finding communities who had participated in ECHO. Since many of the respondents had not yet finished their ECHO involvement, we also had difficulty in selecting communities with completed ECHO experiences. Finally, some communities were simply not willing to be surveyed.

EXHIBIT 4-1

COMMUNITY NOISE ADVISORS
SURVEYED BY USR&E

Region	CNA	# of Communities Assisted Through ECHO*
II	Richard Christie Health Department Rockaway, NJ	2
III	Donna Dickman Metropolitan Washington Council of Governments Washington, DC	4
	Cindy Clark Bi-City Board of Health Allentown, PA	10
	Peter Nicholas Health Department Norfolk, VA	7
IV	Robert Jones Hillsboro County Environmental Protection Commission Tampa, FL	1
V	Ronald Bueque Health Department West Allis, WI	12
VI	Patrick Fowler Department of Environmental Management Garland, TX	1
VII	James Cornelia Police Department Sioux City, IA	3
VIII	James Adams Environmental Protection Office Boulder, CO	2
IX	James Duke Building Inspection Department San Diego, CA	1

*Officially Conducted ECHO Peer Matches as of
September, 1979

EXHIBIT 4-2

ECHO RECIPIENT COMMUNITIES
SURVEYED BY USR&E

REGION	ECHO RECIPIENT COMMUNITY
I	Portland, ME
	Stamford, CT
II	Bergenfield, NJ
III	South Whitehall Township, PA
	Easton, PA
	Virginia Beach, VA
IV	Charlotte, NC
	Cumberland County, NC
	Kingsport, TN
	Savannah, GA
V	Madison, WI
VI	Taos, NM
VII	Kansas City, KS
	Des Moines, IA
VIII	Rapid City SD
	Sioux Falls, SD
IX	Tempe, AZ

4.1.3 Survey Instrument

Two separate survey instruments were developed. In general, the surveys addressed the specific experiences of the providers and recipients of technical assistance. The survey which addressed providers of technical assistance was structured in such a way as to cover broad as well as specific ECHO issues, and was, as a result, more extensive than the recipient survey which addressed one particular ECHO experience.

Particular attention was paid to the cohesiveness of the two survey instruments. To ensure integration, parts of each questionnaire were similar to the other, and other parts were complementary. This enabled us to learn about the same aspect of the program from two different perspectives. The actual survey instruments are contained in Appendix B .

The CNA survey explains all aspects of the ECHO process -- the manner in which the CNA got involved in ECHO; the interactions with the RNOs, recipient communities, and other actors; and the CNA's own evaluation of the ECHO program. Of particular concern to the study team was the matching mechanism and the type of technical assistance that was provided.

The recipient survey focused on the ECHO process for the one peer match that the recipient experienced. We were interested in how recipients found out about ECHO; how and when assistance requests were delivered; and how assistance needs were defined. The bulk of the survey was structured similarly to the CNA survey. We asked about details of the matching process; the type of assistance received; and satisfaction with the ECHO program.

Both surveys were basically semi-structured -- recipients and CNAs provided their own responses rather than reacting to an interviewer's pre-defined response. In general, respondents were quite talkative and open about the program.

4.2 SURVEY RESULTS

4.2.1 Community Noise Advisor Participation

Most of the CNAs heard about the ECHO program from their Regional Noise Officers. This occurred in 7 of the 10 cases. RNOs sought these CNAs because of their reputation and demonstrated expertise in local noise issues. Nine of the ten CNAs have been responsible for implementing noise controls in their community. The remaining one was in the process of doing so. Virtually all (9 of 10) CNAs had worked with the RNOs in previous noise matters prior to their joining the ECHO program. In a number of cases, the RNO was instrumental in helping the CNA to implement a noise control program in the CNA's own community.

One of the reasons for the selection of CNAs appears to be their previous technical assistance experience. Nine of the ten CNAs had provided some type of noise technical assistance to other communities prior to their ECHO involvement. One CNA indicated, in fact, that the ECHO model was developed from his own technical assistance activities in his State. The main reasons prompting

CNAs to participate in ECHO are the following:

- The belief that noise is a major pollutant and that there is a real need for local noise controls;
- The belief that they are in a much better position than EPA to help communities because their interests are more compatible with the needs of local governments;
- The fact that there are very few noise experts at the local level;
- The ability to increase their own knowledge of noise control programs.

In summary, RNOs are playing a key role in the selection of CNAs; the CNA selections appear to be based on a good understanding of the CNA's capabilities; and the CNAs participation is well-motivated.

4.2.2 Recipient Community Participation

The Regional Noise Officer also appears to be playing a major role in publicizing the ECHO program to those communities with noise technical assistance needs. Almost 60% of the recipient community respondents (10 of the 17) heard about ECHO from the RNO. The remainder of the recipient communities heard about ECHO through a variety of means; EPA materials (2); State (2); EPA workshop (1); and private citizen (1).

We also asked recipients what specific problems precipitated their interest in receiving technical assistance. Two issues -- noise ordinances and vehicular noise -- emerged as seen below:

EXHIBIT 4-3

Reasons for Seeking ECHO Assistance

Noise Issue	# of Recipient Communities
• Establish or strengthen noise ordinance	6
• Vehicular noise	4
• Industrial noise	2
• Discos	2
• No specific noise problem	3

Not too surprising was the response of the three communities who had no specific noise problems. This finding confirmed one of our findings from the fieldwork, namely that demand for ECHO assistance thus far varies from region to region. Some RNOs are actively seeking to recruit ECHO participants. In some cases, communities without self-perceived noise assistance needs are participating in ECHO.

There does not appear to be any consistent criteria used by RNOs in selecting recipient communities or urging these communities to participate in ECHO. As mentioned in Chapter 3, at one time RNOs attempted to obtain some type of commitment from recipient communities to implement noise controls. Our survey results indicated that only 3 of the 17 recipient community respondents had been urged by EPA to commit themselves prior to ECHO involvement to implement specific noise controls. Two communities also indicated that EPA had requested a good faith pledge from them to serve as a future CNA. In short, there is inconsistent guidance being provided by some of the RNOs to potential recipient communities.

4.2.3 Matching Process

Method

Since RNOs initially informed 10 of the 17 recipient communities in our sample about ECHO, not surprisingly, RNOs also played a key role in suggesting the appropriate CNA for the ECHO peer match. Of the 17 recipients, RNOs suggested the appropriate CNA in 15 cases. In cases where a recipient seeks out the RNO or the RNO suggests the ECHO concept to a community, the potential recipient appears to have very little say in the selection of a peer.

There is no specific procedure for potential recipients to articulate their requests for ECHO assistance. This was apparent from our survey. When asked how they requested ECHO participation, responses were as follows; phone requests (10), oral presentation (9), and written requests (2). Although 10 of the 17 recipients claimed to have given a detailed description of their noise needs, only one was requested to provide specific types of information to the RNO. In addition, only 3 of the recipients were requested to provide specific information to the CNA.

Our interviews with the CNAs, who reviewed their matching experiences from a much larger sample of recipients, revealed a more diverse matching process. As indicated in Chapter 3, many recipient communities seek out specific CNAs; in turn, CNAs often suggest ECHO to potential recipients. Some of these CNA-recipient community matches totally bypass the RNO who may or may not be informed of the match by the CNA. These instances appear to be directly related to the RNO involvement in ECHO. Two of the ten CNAs perceived their RNOs very unfavorably because of the lack of the RNO commitment to ECHO.

When approached by a potential recipient community for assistance, CNAs exercise considerable judgement as to how to proceed. In addition to deciding whether to inform the RNO of the potential match, CNAs first decide whether to supply assistance at all. Next they decide whether to supply assistance formally through ECHO. Our CNA respondents indicated that they had collectively

supplied ECHO-like assistance outside of the ECHO program in 13 cases. The CNA's decision to provide this "outside" assistance is based on the following factors: the community's location; the extent of assistance requested; the potential CNA costs involved in providing the assistance; and the ability of the CNA to fit the timing of the assistance within the CNA's schedule.

Matching Flexibility

CNAs generally indicated that when RNOs approached them to provide a peer match that the primary considerations were geographical match and the availability of the CNA. Because of the relatively few CNAs available and because of the modest demand for the ECHO program in some regions (according to ONAC), it has not been necessary to use a highly structured matching process.

As long as CNAs are primarily generalists with capabilities in a number of areas, "appropriate matches" will not be a significant issue. Our survey would seem to confirm this hypothesis: only 2 of the 17 recipient communities (12%) felt that they had been matched with the wrong provider. Similarly, only one CNA was dissatisfied with the choice of a recipient community with which he had been matched. Another factor that appears to have influenced these successful matches is the type of technical assistance being sought (see Chapter 3). The technical assistance needs of our recipient sample are broad enough that needs can be fulfilled relatively easily.

While the compatibility of needs and expertise has not yet become a problem in ECHO matches, it would seem reasonable to presume that recipient community needs will become more specific and special over time as local noise programs move beyond the program development stage. Ideally, the number of CNAs with special expertise will grow concomitantly. It would also seem inevitable that some of the existing CNAs will want to advance their interests and activities into special areas, such as noise assessment, control strategies, or enforcement.

Timeliness

In general, timeliness was excellent. When potential recipient communities sought out EPA, the RNO response varied between one week and a month. From the time of requests to actual matches with CNAs, the average elapsed time was about a month. Finally, once a match was made, the CNA typically was in contact with the recipient community within two weeks. In the few cases, where delays were perceived, there was no discernible pattern. RNOs, CNAs, and the recipient communities themselves were all cited by the recipient communities as the problem.

4.2.4 Technical Assistance Process

Prior to the first meeting between the CNA and the recipient community, there is generally one or two informal phone conversations. Because there is generally little in the way of a written statement of technical assistance need from the recipient community, not surprisingly, there is very little assistance provided until the first visit between the peers. In fact, the first visit is primarily a reconnaissance effort to assess and define needs and to develop an assistance plan.

Most of the technical assistance effort takes place in the recipient community. Typically, on-site time averages about four-and-one-half days. Phone discussions are also an important part of the technical assistance effort as well as the exchange of written materials.

A rather surprising finding was the total time period for the technical assistance. Seven of the ten CNAs felt that the ECHO process for a community attempting to implement a comprehensive noise program should take about 6-12 months. The opinion was that ECHO shouldn't accompany the recipient community throughout the implementation process, but should initially "get a community off the ground." Periodic follow-up should then be provided. Contrary to this opinion and to the one-year time limits written into ECHO contracts, the actual peer matches appear to sometimes drag on for up to a year and a half to two years. There were a variety of reasons for this length of time: changes in scope of assistance; problems with EPA measurement equipment; CNA problems in getting time away from own community responsibilities; staff turnover in the recipient community; and difficulty in communities deciding when CNA responsibilities ended. This extension of time with a community has meant that CNAs are generally juggling two or more ECHO efforts at any one time.

As discussed in Chapter 3, CNAs provide several types of technical assistance in any given peer match. In virtually all cases, thus far in the ECHO program, a noise measurement survey is involved. Generally, this involves training the recipient community in the use and calibration of the equipment; the design of a survey strategy; and the evaluation and interpretation of results. Beyond this assessment stage, the peer communities will decide how to control noise sources. For the CNA this presentation and analysis of results may require public meetings with community officials and residents in the recipient community.

The development of a noise control strategy and noise ordinances in ECHO is guided by several considerations: public awareness of noise issues; enforcement capability of the community; and willingness of the community to spend community resources to deal with noise problems. The CNA at this point may assist the community with one or more of these issues. For example, a public education program may be designed; noise control ordinance written; or enforcement strategy designed. The CNA's role at this point is also dependent on how much time has already been spent on the community and the goals of the peer recipient official.

A surprising number of CNAs and recipient communities were open to the idea of having more than one CNA per technical assistance effort. Eight out of ten CNAs questioned thought it was a good idea, and six recipient communities out of seventeen would have liked to have more than one CNA participate in their technical assistance effort. The CNAs felt that team situations should be possible when necessary in order to allow for the sharing and complementing of expertise that they might lack.

The recipient communities felt that such a team system would diversify the types of technical assistance supplied and would add more flexibility to the program. Considering the differing degrees of expertise amongst the CNAs, it would seem that such a system would benefit both CNAs and recipient communi-

ties. It would lighten the workload for some CNAs who are general experts and would broaden the perspectives of CNAs who have more specialized expertise. Recipient communities would gain exposure to a number of approaches to problem solving.

Funds to cover ECHO peer match costs seem to be adequate. In a few cases, CNAs and recipient communities incurred costs, by negligence, that were not reimbursable under ECHO. Three of the CNAs indicated that they have occasionally encountered opposition from their community with regard to the time spent away from their community. More importantly, 6 of the 10 CNAs felt the devotion of their time might become a significant issue in the future. In addition, virtually all of the CNAs mentioned that their ECHO activities would not be possible if they did not work on their own time, vacation time, or weekends. Time away from their community is also aggravated by ECHO-related activities, such as conferences, workshops, and CNA regional meetings. In short, there is a constant tension in ECHO between providing quality technical assistance and the volunteer aspect of the program.

Recipient communities and CNAs both felt that a number of aids from EPA would enhance the ECHO process. The following items were mentioned by CNAs:

- Better noise measuring instruments; some of the present EPA equipment is cheap and too crude for certain situations;
- Audiovisual equipment for public education activities;
- A procedural handbook for CNAs and recipient communities.

Recipient communities wanted exposure to different noise meters and a handbook on how to conduct a technical noise survey.

4.2.5 ECHO Evaluation

On the whole, satisfaction with the ECHO program is high for both CNAs and recipient communities. As already mentioned, most all (15 of 17) recipient communities felt their CNA was an appropriate match; 16 of the 17 recipient communities found the CNA's level of effort also appropriate for their need; 15 of the 17 recipients expressed a desire to use ECHO again if necessary. Timeliness also appears to be adequate for the needs of the recipient communities.

We asked both recipients and CNAs what they thought the most attractive aspects of the program were. Recipients cited several points, but the three most prominent were the following:

- ECHO fulfilled a specific noise assistance need;
- ECHO is an effective way to deal with local noise problems;
- The program involves locals helping locals, instead of the Federal government having a major role.

CNAs, on the other hand, also felt that ECHO offered personal gains. In addition to verifying the recipients feelings that ECHO was an effective way to deal with local noise issues, they believe ECHO enables them to improve their own expertise in the field. In addition, the CNAs were almost unanimous in stating that ECHO should stay on a volunteer basis with a minimal amount of red tape. Seven of the ten CNAs indicated that they had no plans to leave ECHO -- they would like to participate indefinitely. Only one was considering dropping out of the program because of dissatisfaction with EPA (because of a lack of RNO support).

While CNAs generally gave ECHO high marks, they pointed to a number of shortcomings in the program:

- Clear and specific guidelines are needed for basic ECHO procedures and goals, namely:
 - identifying and selecting appropriate recipient communities,
 - matching recipients with CNAs,
 - identifying responsibilities of recipients;
- Stronger support from EPA Headquarters is needed in terms of equipment and publicity about the program;
- CNAs do not feel Headquarters is aware of how much they are doing; feel that Federal recognition of ECHO has been minimal;
- More consistent communication is needed between CNAs, RNOs, ONAC, and ECHO contractor; regional and national CNA meetings were considered good but an on-going communications mechanism is needed among CNAs and between CNAs and EPA.

Whereas the shortcomings identified by CNAs were virtually consensus items, no clear pattern emerged from recipient responses on ECHO's shortcomings. Issues cited by a few recipients included insufficient funding, problems with understanding contractual arrangements, and the lack of EPA goals for the peer matches. One good indication of recipient's satisfaction with ECHO is their willingness to participate as a CNA in the future. Twelve of the seventeen (70%) indicated that they would consider being future CNAs.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

5.1 GENERAL NOISE PROGRAM CONCLUSIONS

- EPA's present attempt under the Quiet Communities Act to shift technical assistance responsibility to States and to Regional Noise Technical Assistance Centers (RNTACs) represents a good strategy. Given the continued demand on ONAC and Regional Noise Officers, EPA cannot be expected to provide technical assistance directly to communities. The development of the RNTACs as noise extension centers, in particular, is a creative strategy in EPA technical assistance. Our fieldwork to several of these RNTACs before their official designation as RNTACs indicated a high degree of motivation and commitment for providing noise technical assistance and a favorable response from community recipients. This strategy will capitalize on the long-standing service function of university extensions in this country. In developing this strategy, EPA should seek to have each RNTAC develop a special area of noise expertise (e.g. Health effects research and police training in noise enforcement) in addition to their general responsibilities.
- The development of both State noise programs and local noise programs will continue to be plagued by the low priority noise problems receive relative to other environmental issues. In addition to its direct program development efforts in State programs, EPA will have to devote more resources on creating a noise constituency. The RNTACs should help in this regard. In general, however, more public education by EPA is needed to create a demand for and support for noise programs. In particular, publication of hard medical data is needed to be used as political leverage. Community and State decision-makers are hard to convince about the importance of noise control because of competing environmental demands and because development is often equated with progress. EPA should also continue to encourage States and localities to make creative use of volunteer and shared labor as well as intergovernmental personnel loans.
- ONAC presently has the most diverse and most comprehensive technical assistance program in EPA. This presents both problems and opportunities. ONAC's stable of technical assistance providers is diverse -- RNOs, State programs, RNTACs, and CNAs under the ECHO program. In addition, the types of delivery

mechanisms are varied -- manuals and other materials, equipment loan, workshops, phone discussions, on-site visits, formal classes, and demonstration programs. While these represent an impressive technical assistance capability, there is a high potential that ONAC's technical assistance efforts will be plagued by major coordination problems.

Our discussions with both ONAC, the RNOs, CNAs in the ECHO program, and other local communities indicated an existing and small amount of coordination problems among the programs. Coordination problems have manifested themselves in several ways: CNA questions about how the National ECHO program will interface with State ECHO programs; the lack of coordination between the Quiet Neighborhood Self Help project and the existing ECHO program; the lack of clearcut policy guidance from ONAC on which mechanisms and providers are most suited to different types of State and local noise technical assistance issues.

- One of the most critical needs of ONAC is to relate the findings of its 1978 State and local noise survey on technical assistance needs with its present and near future technical assistance capabilities. This step will enable ONAC to begin to sort out technical assistance responsibilities and develop a coordination strategy. The findings of the survey suggest local needs, in particular, are fundamental, broad-based, and common across communities. Ordinance development, noise measurement and police enforcement of motor vehicle emissions, for example, appear to be basic needs common to all local noise programs. Where possible, these issues should be addressed in large gatherings instead of on a one-to-one basis. The RNTACS & EPA regional and State workshops are more appropriate mechanisms for providing basic technical assistance on these issues than the ECHO program in its present format.
- ONAC should reconsider the emphasis on the overall goal of developing 40 State and 400 local noise programs by 1985. In addition, policy initiatives and technical assistance should focus more directly on urban neighborhood noise problems. Because it is generally impractical to measure the performance of the EPA Noise Program in terms of ambient conditions, ONAC has chosen to articulate a performance goal that stresses the quantity of State and local noise programs. First of all this goal, while seemingly specific, is ambiguous. What constitutes a "noise program?" What type of noise ordinance, what noise issues regulated by local government, what level of manpower, what per capita spending level, what enforcement mechanisms constitute a noise program? These are difficult issues for EPA to pass judgement on for a particular community. Thus it will be difficult for EPA to define when they have reached their program development goal.

More importantly, the number of local programs is not necessarily a good indication of EPA program performance. It certainly shouldn't be EPA's sole indicator for community noise control accomplishments. A supplementary performance issue is the number of people exposed to harmful levels of noise. In this regard, EPA should focus a great more attention on urban neighborhood noise problems.

5.2 MAJOR ECHO PROGRAM CONCLUSIONS

- The ECHO model, based on a volunteer peer match concept, is an excellent form of noise technical assistance. The ECHO model is particularly appropriate for the Noise Program because the implementation of local noise programs is essentially a voluntary effort. Lacking Federal requirements for noise programs, the volunteer aspect of the ECHO program is a suitable technique for program implementation. It is providing low cost technical assistance that is well regarded by recipients.
- On the whole, satisfaction with the ECHO program has been high for both Community Noise Advisors (CNAs) and recipient communities. From the point of view of the recipient communities, the assistance received has been appropriate, timely, and at the right level of effort. Virtually all of the recipient communities in our survey would like to participate again in ECHO. Sixty percent of the recipients would be willing to participate in ECHO again as CNAs.

From the point of view of CNAs, there has been very few problems, except in a couple of regions with coordination with the Regional Noise Officers (RNOs). Administrative arrangements with the former private contractors were generally excellent. The lack of excessive red tape is a key point for CNA satisfaction with the program management. Seventy percent of the CNAs in our survey planned to remain in the program.

- CNA participation in ECHO, a key to the long term success of the program, is based on two factors. In addition to the lack of administrative red tape, CNAs see ECHO as an opportunity to help communities solve noise problems on a local-to-local basis. CNAs believe that the receptivity of their peer communities is enhanced by them being a local technical assistance provider. Secondly, CNAs view ECHO as an opportunity to advance their own professional knowledge in the field.
- In terms of number of communities reached, ECHO has had a moderate amount of success. The number of ECHO recipient communities, 50-75, depending on how official ECHO participation is defined, represents a modest number of recipients. ECHO, because of its one-on-one nature is not conducive to rapid and wide-scale provision of technical assistance at its present level of funding. As a larger network of CNAs is developed, either through State-level ECHO programs or through an expanded national ECHO program, the ECHO approach would be able to reach a greater number of recipient communities in a shorter period of time. This is based on the assumption that existing CNA retention levels are maintained.

- There has not been an imbalance in supply-demand relationships so far in ECHO. There presently exists adequate numbers of CNAs to serve the number of communities seeking ECHO assistance, according to ONAC. While this has had a favorable impact on not overburdening CNAs, the small amount of demand for ECHO indicates that ECHO publicity has not been very effective. Another impact of the small demand for ECHO has been the relative ease in matching recipient communities with CNAs.
- The ECHO program could use better management. Very little is known about the results of the assistance provided in ECHO. There is conflicting information about which communities are ECHO recipients. In addition to this tracking problem, there have been problems with inadequate support for CNAs, namely in the area of noise measuring equipment, audiovisual supplies, and CNA recognition. ONAC is attempting to get all of the RNOs to assume most of the ECHO management responsibilities. This is occurring slowly in some of the regions.

5.3 ECHO PROGRAM RECOMMENDATIONS

- EPA should clarify how the national ECHO program will be coordinated with the proposed State ECHO programs. There is a small amount of concern from the CNAs about their role in ECHO as EPA develops the State programs. This concern is based on the belief that the major emphasis in noise peer matches in the future will be in the State ECHO programs. Given the present feeling among many CNAs that ONAC does not provide them with sufficient support, publicity, and recognition, EPA should clarify the future role of the existing CNAs.

In addition to satisfying CNA's concerns in this matter, EPA needs to develop a policy on State/national ECHO coordination in order to maximize the effectiveness of the two efforts. Geographic and type-of-assistance considerations are possible ways to stratify the workload between States and the national program.

- EPA should use the experience of the CNAs in developing State ECHO programs. CNAs are the strength of the existing ECHO program. They have a tremendous amount of practical experience to offer EPA and the States in developing the State ECHO programs. ONAC should make a formal attempt to tap the CNA experience in this effort.
- ONAC and the National League of Cities should provide more publicity about the ECHO program. Additional publicity would increase the demand for ECHO and would also provide recognition to the existing CNAs. The change in ECHO contractors to the National League of Cities (NLC) should help this aspect of the program. The NLC should actively use its communication network to publicize the program. Additional print media stories, such as the recent story in Parade magazine highlighting ECHO assistance in St. Paul, Minnesota, would be helpful to the program and quite easy for EPA to develop.

- ONAC should develop guidelines on CNA selection and recruitment. EPA has been quite fortunate in its CNA selection. Our survey indicates a highly motivated group and one that is well received by recipients. In order to ensure future CNAs, consistent guidelines need to be developed for RNO use. In addition, EPA will need to clarify the future role of the national ECHO program in order to target its CNA selection. If, for example, the national ECHO program is used to deal with very specific noise issues, then this will have obvious implications for the selection of future CNAs. If EPA is to expand the national ECHO program or to replace CNAs who leave the program, the Agency will need a pool of potential CNAs to draw upon.
- ONAC should develop guidelines in recipient community participation in ECHO. Thus far, there has not been a great demand for ECHO. As EPA stimulates demand and awareness of the program, some discrimination in recipient selection will be necessary and desirable. Some of the existing recipients' needs for noise technical assistance have been dubious. A critical issue to face in this regard is whether to require any commitments on the part of recipients. If formal commitments are not required of recipients, ONAC and the NLC, in any case, need to develop a standardized and easy to fill out form for recipients to use in requesting participation in ECHO. This appears to be an essential management tool that would aid in screening recipients, implementing an appropriate match, and in evaluating the program.
- ONAC should consider targeting a portion of ECHO to urban neighborhood noise control needs. Prior to the recent Urban Noise Initiatives, EPA did not target its technical assistance to urban neighborhoods. Given the importance of noise in urban neighborhoods and the number of people exposed to unacceptable noise levels in urban neighborhoods, EPA should seriously consider special targeting of peer match assistance to urban neighborhoods. The results of EPA's Quiet Neighborhood Self-Help project should be used to help develop an Urban ECHO Program. Such a program should be quite compatible with existing neighborhood planning groups. There is a tremendous network of neighborhood self-help groups. EPA should capitalize on these groups in developing an Urban ECHO Program. The program should be developed in conjunction with the National Association of Neighborhoods, an umbrella group for neighborhood organizations, and the HUD Office of Neighborhood Development.
- ONAC should continue to hold CNA conferences to improve the technical assistance delivery process. EPA's meetings for ONAC have been well-received because of the sharing of experiences that it allows. More regional meetings should be held (to avoid expenses and time associated with more national meetings). These meetings should be more highly structured than past meetings. The meetings should be used to train CNAs in technical assistance delivery and in new developments in the noise control field. The specific experiences of CNAs should be formally incorporated into the conference agenda.

- ONAC should consider flexible technical assistance arrangements in ECHO where appropriate. In order to make the most out of CNA peer match efforts, EPA should consider developing areawide (multi-community) recipients for some peer matches. This would make ECHO more cost-effective and would be quite appropriate for basic and broad technical assistance issues, such as noise surveys, instrument use, and the like.

Conversely, EPA should consider using teams of CNAs for some complicated peer matches. This would be particularly attractive when travel costs were minimal. A panel of experts would be quite effective in certain situations and was received in concept by the CNAs in our survey.

- ONAC should track the progress and results of ECHO better than it presently does. EPA should institute a moderate substantive reporting procedure for both recipients and CNAs. The problem revolves around a potential burden that would be placed on a program that essentially runs on the concept of volunteerism. In light of the accountability versus volunteerism dilemma, EPA should very carefully develop standard two-page reporting forms that will at least enable the Agency to track the program and to expand the peer match network. The travel reimbursement should be used as leverage to ensure that reporting forms are completed.
- ONAC should be responsive to the support needs of CNAs. The ultimate viability of the peer match program depends on a continuing network of willing providers. EPA should recognize the free service that providers are giving to recipients. Regional awards and publicity should be developed to recognize the valuable contributions of providers. In addition, EPA should be responsive to the technical support needs of CNAs in the delivery of technical assistance. Particular areas of concern are the quality of noise measuring equipment and the availability of audiovisual equipment.

APPENDIX A
ECHO CONTRACT FORM

AGREEMENT
BETWEEN
GORDIAN ASSOCIATES INC.
AND

FOR THE REIMBURSEMENT OF COSTS INCURRED
IN THE "EACH COMMUNITY HELPS OTHERS" (ECHO) PROGRAM

I. General Terms:

The Environmental Protection Agency has selected _____ of the _____ to be a community noise advisor in the "Each Community Helps Others" (ECHO) program. The purpose of this program is to help state and local governments to implement effective noise abatement and control programs. To accomplish this, EPA is enlisting the services of persons who are experts in the implementation of community noise control programs, called community noise advisors. Through the ECHO program, they will be available to advise cities and states, called recipient communities, that are in the process of instituting or upgrading noise abatement and control programs.

The Environmental Protection Agency has executed a contract (no. 68-01-4888) with Gordian Associates Inc. which provides that Gordian execute and manage subcontractual agreements with the community noise advisors. The agreement between Gordian and the community noise advisor is for the reimbursement of expenses which are incurred by the community noise advisor in the course of the ECHO program. The costs of travel, subsistence, and telephone calls are reimbursable expenses.

Soon after the agreement between the community noise advisor and Gordian is signed, the community noise advisor, representatives of the recipient community, and a representative of the EPA Regional Office will meet to develop an implementation plan for the recipient community. This plan will include an estimation of the number of trips which the community noise advisor will make during the course of the project and the total number of days which she/he will be traveling. When the project has begun, the community noise advisor will submit brief progress reports by telephone after each trip.

When the community noise advisor has begun work on a project, within the limits of the implementation plan the community noise advisor will function independently and without restraint by Gordian, except with respect to the reimbursement of his/her expenses as provided for in this agreement. It is the intent of the agreement that the community noise advisor have the status of an independent contractor and not that of an employee of Gordian or the Federal Government.

II. Reimbursable Costs

The community noise advisor will be reimbursed only for the cost of travel and subsistence which the community noise advisor incurs directly in the performance of the ECHO program. Reimbursable costs are limited to those costs which are listed on the attached information sheet (Form A). The total reimbursable costs during the performance period of the agreement will not exceed \$3,000.

III. Method of Reimbursement

With the implementation plan which has been developed by the community noise advisor, the recipient community and the EPA regional representative, the community noise advisor will submit to Gordian an estimation of the number of days which the community noise advisor will be traveling. Based on this information, Gordian will estimate the total reimbursable costs of the project, which will be held by Gordian as a travel advance, and the estimated cost of each trip will be sent to the community noise advisor prior to the trip. If the initial travel estimation is not sufficient to bring the project to completion, the community noise advisor, in conjunction with the EPA regional representative, will revise the initial estimation and submit a revised estimation to Gordian. Based on this information, Gordian will revise the estimated reimbursable costs for the project; and the revised amount will be held by Gordian as a travel advance for disbursement to the community noise advisor prior to each trip. Within one month after each trip, the community noise advisor will remit to Gordian the unspent balance of the travel advance for that trip. Gordian will remit to the community noise advisor all additional reimbursable costs for each trip within one month of receipt by Gordian of a properly completed Form B for that trip. (Form B is attached to this agreement.)

IV. Term of Agreement

This agreement will be effective for a period of (1) year from the date of execution, or until EPA Contract Number 68-01-4888 between Gordian and EPA expires, whichever date is sooner. This agreement may be extended by mutual agreement for an additional period not to exceed one (1) year. Either party may terminate this agreement or any renewal thereof by giving the other party written notice of his/her intention to do so.

- Printed Name and Title

GORDIAN ASSOCIATES INCORPORATED

(signature and date)

COMMUNITY NOISE ADVISOR

(signature and date)

FORM A

REIMBURSABLE COSTS FOR THE EACH COMMUNITY HELPS OTHERS (ECHO) PROGRAM

I. General

The CNA and the project staff of the RC are entitled to reimbursement for certain costs resulting from their travel. These costs include the costs of transportation, lodging, meals, fees, tips, communications, local transportation, and others. Reimbursement of all costs will be on the basis of actual subsistence under a fixed ceiling; in other words, the traveler will be asked to account for the costs which (he/she) incurs. In addition to the cost of travel, the CNA and the RC project staff will be reimbursed for the costs of all project-related telephone calls.

II. Eligible Costs

A. Telephone Calls

The cost of project-related telephone calls will be assumed by the ECHO program. Specifically, the cost of phone calls to the RC, the CNA, EPA, Gordian Associates, and the CNA's or RC's own Office will be covered. For this purpose, CNAs and RCs will be issued credit cards by Gordian Associates, who will be billed directly for their usage. The CNAs and RCs are asked to keep a record of project-related phone calls, for submission to Gordian on a monthly basis.

B. Travel

1. Commercial carriers

For the purpose of the ECHO program, the term "commercial carrier" applies to airport limousines, buses, trains, and airplanes. On commercial carriers, travelers must use the most direct less-than-first-class accommodations, which will also satisfy reasonable requirements for timeliness and comfort.

2. Privately owned vehicles

a. For the convenience of the CNA or RC

Privately owned vehicles may be used instead of commercial carriers if the destination of the traveler can be reached within approximately the same time by privately owned vehicle as by commercial carrier. When a privately owned vehicle is used, the costs of mileage, parking, and tolls are reimbursable. The cost of traveling by privately owned vehicle must not exceed the cost of travel by common carrier, including transportation to and from terminals.

- b. Transportation between residence and terminal and related expenses:

Travelers may be reimbursed for the use of privately owned vehicles and related tolls in getting to and from terminals. The cost of all day parking at the airport is also allowable during the time the traveler is away.

- c. Allowable rate:

The allowable rate for privately owned vehicles is 17¢ per mile.

3. Taxicabs

Taxicabs may be used by the traveler while (he/she) is traveling for the ECHO program. Use of taxicabs includes travel to and from terminals and travel in and around the recipient community. A receipt is required when a fare of \$5.00 or more, exclusive of tip, has been paid.

C. Lodging and Meals

The maximum allowance for lodging and meals within the continental United States may not exceed \$35.00 per day. Of this amount, a maximum of \$19.00 is allowed for lodging and a maximum of \$16.00 is allowed for meals. Since subsistence is reimbursed on costs actually incurred, the traveler must keep a record of all his costs for food and lodging; receipts will be required for the purpose of reimbursement.

D. Other Allowances

There are other related costs which are reimbursable. These are divided into two categories: those not requiring approval by ONAC or the EPA Regional Office and those requiring approval. In every instance, expenses of \$5.00 or more must be supported by a receipt.

1. Costs not requiring approval

a. Communications: the cost of telephone calls and telegrams for official purposes is reimbursable. If a credit card is not used, the claim for reimbursement must show:

- (i) Local calls: the cost of each call
- (ii) Long distance calls: the points between which the service was rendered and the cost
- (iii) Telegrams: the points between which the service was rendered and the cost.

b. Tolls: the cost of tolls are reimbursed when the CNA is driving (his/her) own vehicle.

c. Transportation to and from common carrier terminal: This is a reimbursable cost in accordance with Section B.

2. Costs requiring approval

The following costs may be approved under certain conditions. For the cost to be reimbursable, approval must be received from EPA before the cost is incurred. Each instance will be considered on an individual basis.

a. Hire of meeting rooms for official use

b. Renting of an automobile

c. Registration fee for a conference or meeting.

III. Itemized Expenses

Since travel and subsistence will be reimbursed on costs actually incurred, the traveler must keep a record of all his/her travel costs. Receipts will be required for all lodging and meals and all other single items which cost over \$5.00.

Form B

TRIP EXPENSE REPORT - ECHO PROGRAM
(TO BE SUBMITTED AFTER EACH TRIP)
EPA # 68-01-4888

CNA: _____

RC: _____

Address: _____

Destination: _____

Period of Travel: _____

Purpose of Trip: _____

TRIP EXPENSES

- o Privately owned auto: _____ miles @ 17¢/mile = _____
 - tolls: _____
 - local parking: _____
- o Common carrier expense plus transportation to and from terminal:
 - Airfare: _____
 - Train: _____
 - Ground transportation: buses, airport limosines, taxes: _____
 - Terminal Parking _____
- o Lodging: _____
- o Meals: _____
- o Phone charges: _____
- o Local transportation: _____
- o Conference fees: _____

TOTAL COST OF TRIP:

Prepaid Tickets: _____
Travel Advance: _____
Balance: _____
Balance due Participant: _____
Balance due Gordian: _____

(Signature) (Date)

Payee other than signer:

Please Submit ALL Receipts over \$5.00 from your trip with this expense to: Gordian Associates Incorporated, 1919 Pennsylvania Avenue, N.W., Washington, D.C. 20006. Attn: Ms. Fran Sinkovic - ECHO Program.

APPENDIX B

USR&E ECHO SURVEY INSTRUMENTS

INTERVIEW GUIDE COVER SHEET FOR TECH NEEDS PHONE SURVEY

PROGRAM AREA: ECHO

INTERVIEW TYPE: Provider Phone Survey

1. NAME OF COMMUNITY/STATE: _____
2. INTERVIEWEE: _____
3. TITLE: _____
4. ADDRESS: _____
5. PHONE NUMBER: _____
6. INTERVIEWER: _____

INTRODUCTORY LETTER DATE: _____

FIRST CALL FOR INTERVIEW DATE: _____

CALLBACK DATE: _____

INTERVIEW COMPLETE DATE: _____

INTRODUCTION

- o Introduce yourself and USRGE
- o Confirm receipt of letter
- o Purpose of EPA project
- o Purpose of this interview

I. BACKGROUND

1. Which City Department is involved in noise control? _____

2. What noise controls did your city have prior to your involvement in ECHO:
nuisance noise _____
other (specify standards when possible):
construction _____
vehicular: motorcycles _____ buses _____
trucks _____
recreation vehicles _____
railroad _____
aircraft _____

3. Were new noise controls considered or adopted since your involvement in the ECHO program?
Yes _____ No _____ In Progress _____
4. How much money is currently being spent on noise control?

What activity most is money spent on? _____

5. Expected budget next year: _____
6. Number of Staff: _____
Full-time: _____
Part-time: _____

7. Is there a particular issue which prompted you to become involved in noise control in your community?

Yes _____ No _____

If Yes, What was the issue? _____

If No, is your background such that you are particularly aware of noise as a problem, or did you become involved while on the job? _____

II. ECHO EXPERIENCE -- THE PROCESS

Involvement

8. When and how did you first hear about the ECHO program?

9. When did you begin your first activities as a CNA?

10. Please describe the main reasons which prompted to become a CNA in the ECHO program. _____

11a. Did EPA initiate the request for your participation or did you? EPA _____ I(We) _____

How was this request for participation made, by:

Phone _____ Writing _____ Meeting _____

Please elaborate: _____

b. To your knowledge, did EPA evaluate your capability to provide noise control assistance? _____

How? _____

c. As a CNA, what commitments are required of you by EPA headquarters? By the region? (E.g., reporting requirements, testing techniques of TA, other.) _____

d. To become a CNA, did you sign a contract with EPA?

Yes _____ No _____

If Yes, what did it contain? _____

12. Did you have any experience in providing technical assistance before you became a CNA? _____

The Matching Mechanism

13. How many communities have you worked with so far through the ECHO program? _____
- _____
- _____

I would now like to ask you a number of questions about the process by which you were matched with communities in need of technical assistance.

14. How many requests were:
- EPA originated _____ Community originated via EPA _____
- Community originated w/o EPA _____

15. If EPA originated:

- a. Who got in touch with you and how:

Letter _____

Phone Call _____

Visit _____

Other _____

- b. How was a choice made about which community would receive technical assistance from you? For example:

1. Was the choice solely yours, or did EPA get involved at any stage of the process?

2. How were communities presented to you:

One at a time, as the need occurred _____

Or, a number at a time _____

Please elaborate: _____

- c. Had communities identified their assistance needs prior to contact with you? _____
- _____

How many times did you have to get in touch with a community in order to define their needs to know if you were a suitable match? _____

- d. Were communities you assisted offered a choice of community noise advisors? _____
- _____

If Yes, what was the community's role in deciding if this was the right match? _____

16. What do you do when a community requests your assistance without EPA orientation? _____
- _____
- _____

17. In your opinion, what is necessary to insure a good match between the CNA and the recipient community? For example:

- a. Is it important to have recipient community's needs well-defined at the initial stage?

Yes _____ No _____

If Yes, please explain why: _____

- b. Is it important that the provider contact the recipient community before commitment to TA is made?

Yes _____ No _____

If Yes, which were the factors which helped you determine it was a good match? _____

- c. Is EPA playing a major role in the actual matching of the recipient community with a provider once it is known who the recipients and providers are?

Yes _____ No _____

If Yes, please elaborate: _____

If not, should EPA be playing a major role in the matching of recipient community with CNA? _____

Interaction with Recipient

18. Please name the communities you have provided ECHO assistance to: _____

Please choose the most typical case history of your assistance through the ECHO program and answer Questions #s 18-22. (If there was not a typical case history, ask for both a most typical and a least typical one.)

19. Describe the form of your first contact with the recipients. Was it by:

Letter _____ Phone _____ Interview _____

What exactly was the information exchanged? _____

20. How much time elapsed from the time these communities' needs for TA were communicated to you till you were peer matched?

And, how much time elapsed from the time you were matched till TA activities actually started: _____

21. If there were delays, what were the reasons for them?

22. I am going to list various forms of noise control technical assistance and I would like you to tell me if you have provided this type of assistance to the recipient community. Also, I would like you to specify what it required of you. For example, were a number of phone calls required, or was travel to the recipient community required?

- a. Specific reference sources such as EPA materials:

Phone _____

Letter _____

CNA Visit to Community _____

Community Visit to CNA _____

Other _____

- b. Training in using measuring instruments:

How many people were trained? _____

Workshop _____

CNA Visit to Community _____

Community Visit to CNA _____

Other _____

- c. Loan of measuring instruments:

CNA Visit to Community _____

Community Visit to CNA _____

Other _____

d. Community Noise Survey:

Was it: Rough _____ Detailed _____

What was your role? _____

What was the product of the survey? _____

e. Attitudinal survey:

Letter _____

CNA Visit to Community _____

Community Visit to CNA _____

f. Workshops or classes for local officials:

How many? _____

Where did it take place? _____

g. Assistance in drafting noise legislation and/or defining noise control priorities:

Phone _____

Letter _____

CNA Visit to Community _____

Community Visit to CNA _____

Other _____

h. Guidelines for developing a noise control program:

Phone _____

Letter _____

CNA Visit to Community _____

Community Visit to CNA _____

Other _____

i. Public education program:

Phone _____

Letter _____

CNA Visit to Community _____

Community Visit to CNA _____

Other _____

j. Training in dealing with specific noise problems not necessarily via legislation, but using the help of other town departments in refining land use controls, etc.:

Phone _____

Letter _____

CNA Visit to Community _____

Community Visit to CNA _____

Other _____

k. Solving implementation problems related to program approval and implementation, and defining strategies for dealing with such problems:

Phone _____

Letter _____

CNA Visit to Community _____

Community Visit to CNA _____

Other _____

23. I would like you to assess on the average, how many on-site meetings did you have with the recipient community? _____

How long did each last? _____

How extensive were your telephone communications? _____

24. Did you have any costs as a CNA which have not been reimbursed by ECHO?

Yes _____ No _____

If Yes, please explain: _____

How much money? _____

Additional Staff: _____

Out-of-Pocket Expenses: _____

Additional Travel: _____

Materials: _____ Other: _____

25. What is the average length of time you work with a community from the time the technical assistance process starts until the community feels it can stand on its own? _____

26. What incentives does EPA offer which insure your continuity of involvement? _____

27. If none are offered, what are your incentives for providing ECHO assistance? _____

What is the total period of time you would like to spend as a provider of TA? _____

III. PROVIDER ECHO EVALUATION

28. Were there problems you repeatedly had in providing timely assistance to communities?

Yes _____ No _____

If Yes, please elaborate: _____

If there were problems of timeliness, were they due to the fact that technical assistance is very time consuming, and that within the ECHO program your time is limited?

Yes _____ No _____

- 28a. Do you think that matching a community with more than one provider of TA would be a good idea?

Yes _____ No _____

Can you please specify: _____

- b. Do you have any suggestions that could improve the matching of recipient communities with CNAs? _____
- _____
- _____
- _____
- _____

29. Is there any new procedure or technical aid you could have used yourself which would have made your TA effort a more complete and successful one?

Yes _____ No _____

If Yes, please elaborate: _____

 30. Did you meet any local obstacles in donating your time to ECHO?

Yes _____ No _____

If Yes, what were they? _____

31. Do you feel that donating your time is a problem -- or that it could become one in the long run?

Yes _____ No _____

If Yes, what compensations or institutional arrangements would you like to be provided with? _____

32a. Do you keep EPA updated on recipient communities' progress towards adopting noise controls? _____

b. What does EPA require you to report? _____

33. Have you provided technical assistance outside of the ECHO program -- in other words, assistance for which you did not get reimbursed?

Yes _____ No _____

Please elaborate: _____

34. What, in your opinion, are the major shortcomings of the ECHO program? _____

What are its most attractive aspects? _____

What are your suggestions for improvement? _____

35. Additional comments: _____

