



Ideas to Improve Management of Washington's Natural Resources

Submitted by the Natural Resources Subcabinet

September 2009

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Executive Summary

When Governor Chris Gregoire delivered her second inaugural address, she asserted that state government needs to rethink the way it delivers programs and services. This document begins a public dialogue on reforming Washington State's work in natural resources.

The impetus for having these conversations now is the recognition that these are unprecedented economic times, and that natural resource agencies, as well as its many partners, cannot ride out the recession and then revert to business as usual. Instead, the Governor challenged state officials to use this crisis to make hard decisions that increase efficiencies and reduce costs. In this environment, we must seize the opportunity to reform so we can respond to the evolving needs of this century. This is the state's moment to improve customer service and reform state government.

Governor Gregoire's and Commissioner of Public Lands Peter Goldmark's senior staff worked with Natural Resources Subcabinet (Subcabinet) members to brainstorm ideas for reforming the organization and management of natural resources agencies. This document is a presentation of 26 distinct ideas, **not a set of recommendations**. The Subcabinet will gather comments, concerns, suggestions or additional reform ideas from interested parties: the public, tribal governments, stakeholders, businesses, law makers, other government partners, exclusive bargaining representatives and agency employees. Other government partners include local governments and federal agencies. The Governor and Commissioner of Public Lands will then review this feedback before making their final decisions on reform ideas.

Understanding the Reform Ideas

The Subcabinet formed four work groups. Each work group was assigned to one of the following categories:

1. Determining effective ways to organize
2. Sharing services and resources
3. Improving environmental protection, permitting and compliance activities
4. Streamlining quasi-judicial boards

When reviewing reform ideas, several possible approaches emerged: (1) Major reorganization of agencies; (2) Innovative approaches to how agencies work together; (3) Sharing technology and resources; (4) Improving or making processes more efficient; and (5) Enhancing program or agency authority to improve customer service

The reform ideas represent a look at a range of potential challenges and opportunities, which are intended to prompt dialogue and critical thinking among affected parties for improving the organization and management of natural resources.

The ideas developed by the Subcabinet are explained in detail in this document, and are accompanied by an analysis of the benefits and drawbacks. Some of these ideas:

- Represent pathways to achieve change that may affect multiple agencies or programs, including bargaining units.
- Stand alone, focusing on a single issue.
- Will require legislative changes.
- May require up-front investments to produce long-term savings.

All of the ideas, including those offered by interested parties deserve consideration as potential strategies for making state government a more nimble and relevant partner in:

- Serving the public
- Managing and protecting resources, communities and public health
- Providing recreational opportunities
- Strengthening the state's economy

Acknowledgments

In these difficult economic times, state government leadership must identify work that can no longer be accomplished, and for work that will continue, how it can be done efficiently and effectively. The Subcabinet was asked to assume leadership of this project. This effort was completed with no new resources.

In addition to the four work groups described above, directors and staff from agencies also participated on technical and outreach teams. Their working knowledge of natural resource policy and programs was critical to the thoughtful discussions of the Subcabinet. Staff from the Governor's Office and Office of Financial Management also participated in this endeavor.

Facilitation services were volunteered by Paul Dziedzic, who did an outstanding job of organizing and guiding the Subcabinet through a series of complex discussions. Invaluable contributions were provided by David Workman who organized the development of the public outreach process, and Bari Schreiner and Laurie Dumar for their expert assistance in this document's production.

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SECTION 1: Introduction

When Governor Chris Gregoire delivered her second inaugural address, she asserted that state government needs to rethink the way it delivers programs and services. This document begins a public dialogue on reforming the state of Washington's work in natural resources.

The impetus for having these conversations now is the recognition that these are unprecedented economic times, and that natural resource agencies, as well as our many partners cannot ride out the recession and then revert to business as usual. Instead, the Governor has challenged state government officials to use this crisis and summon the courage to make hard decisions. In this environment, we must seize the opportunity to reform so we can respond to the evolving needs of this century. This is the state's moment to improve customer service and reform state government.

The ideas contained in this report are significant -- but they are just the beginning. This is not about short-term thinking, but about changing the way the state conducts its business for the long term. Natural resources agency leadership looks forward to working with interested parties: public, tribes, stakeholders, businesses, law makers, other government partners, exclusive bargaining representatives and agency employees. Other government partners include local governments and federal agencies.

We call upon all those interested in joining us in these conversations to focus on the important things natural resource agencies do and identify how agencies can "do it smarter," – including asking hard questions of how to organize state government to get things done more efficiently and effectively. We also challenged ourselves to organize and size these important functions in a way that can succeed in these difficult economic times and position Washington to be effective in handling the challenges facing our natural resources and the citizens we serve.

The effort to reform natural resources is one of six enterprise efforts to improve state government and make it more responsive, efficient and relevant in one of the most challenging economic periods in our state's history. The other efforts are in the areas of health and human services; public safety and transportation; education; central services; and economic development and energy.

Overarching goals

Governor Gregoire identified three overarching goals to guide government reform:

- Reduce the size of government
- Deliver 21st century customer service
- Streamline state agencies and operations to maximize impact of limited dollars

The Legislature in its 2009-11 operating budget directed representatives from the natural resources agencies to identify consolidation opportunities to improve service delivery and reduce costs. The budget proviso also tasked agencies to consider the experiences of other states and their organizational structures, and to submit a comprehensive written report by September 1, 2009, to the Governor and the Office of Financial Management (OFM).

Following the legislative session, Governor Gregoire and Commissioner of Public Lands Peter Goldmark requested state natural resource agency directors and their senior staffs to work during the summer of 2009 to develop ideas for reforming how natural resource agencies are organized and managed. This work group, called the Natural Resources Subcabinet (Subcabinet). The Governor's policy and financial management staff and the Commissioner's senior staff also worked with the Subcabinet.

Guiding principles

The Governor identified three criteria for what reform ideas should accomplish:

1. Improve customer service
2. Increase efficiencies by improving productivity and reducing cost
3. Advance the state's commitment to:
 - Protecting and restoring natural resources and the environment
 - Working collaboratively on natural resource issues with the state's tribal governments
 - Promoting sustainable commercial and recreational use of natural resources
 - Protecting public health

Challenges

Washington's natural resources agencies are the result of many reforms over many decades. Agency and program missions have been guided by a matrix of federal and state legislation. Many programs are supported by user fees, dedicated donations, and special taxes.

Washington's rapid population growth has placed increased pressure on the state's natural resources and increased demands on government agencies for environmental reviews, permitting and inspections, and for public use of public lands. Changes in natural resources programs must be carefully crafted to not cause harm to endangered populations or limited resources, or create bottlenecks in regulatory performance. Nor should changes unduly limit public enjoyment of public lands. Instead, the state should consider opportunities for smart growth and a green economy.

Some reform opportunities require up-front investments in order to produce long-term savings. Some ideas represent new pathways to achieve change. Other ideas are independent, focused on a single issue, and stand alone. The stand-alone ideas could be adopted simultaneously, or in sequence with other ideas. What all of the ideas have in common is that they present potential strategies for making state government more nimble and relevant in serving the public,

managing and protecting resources and communities and public health, providing recreational opportunities, and **strengthening** the state's economy.

Understanding the Ideas

The brainstormed list of ideas is not a scorecard. The ideas represent a look at a range of potential challenges and opportunities intended to prompt dialogue and critical thinking among interested parties.

The ideas developed by the Subcabinet are explained in detail in this document, and include discussion of the potential benefits and drawbacks. Embedded in this discussion are the potential changes to:

- Organizational structure
- Shared services (land management, monitoring, grants and loans and law enforcement)
- Permitting and compliance
- Quasi-judicial appeals processes

All Ideas are on the Table

The Subcabinet clarified and combined related ideas, focusing on those ideas that meet the Governor's guiding principles. The Subcabinet then put forward a range of ideas with "pros and cons," and may even be contradictory. The Subcabinet did so because, like the Governor and the Commissioner, it wants decision makers to have the benefit of a range of ideas, including those that interested parties will offer. The Subcabinet believes a mix of many ideas will produce better solutions. This document is intended to initiate the process of public discourse.

Engaging Interested Parties

In September 2009, the Subcabinet will submit an initial list of ideas to the Governor and the Commissioner for their review. At the same time, the Subcabinet will make this document available online.

Through October 28, 2009, the Subcabinet will invite comments, as well as other reform ideas. Comments and reform ideas may be sent to: resource.reform@ofm.wa.gov

To access reform documents, provide feedback on reform ideas, or submit new ideas, go to: <http://www.governor.wa.gov/priorities/reform/naturalresources.asp>

SECTION 2: Reform Process Overview

Included in the review

The budget proviso does not define which agencies or agency functions should be the subject of the review. The organizational structure for natural resources agencies is complex and comprised of three governance structures: separately-elected, independent commission, and executive. The Department of Natural Resources (DNR) reports to the Commissioner of Public Lands, a separately elected official. Several agencies are structured as commissions or boards, such as the State Parks and Recreation Commission (Parks), State Conservation Commission (SCC) and Department of Fish and Wildlife (WDFW). Still other agencies report directly to the Governor, such as the Department of Agriculture (Agriculture) Department of Ecology (Ecology) and the Recreation and Conservation Office (RCO).

In addition to these agencies, the Subcabinet's review of agencies with natural resource related responsibilities. They are:

- Department of Health (shellfish, drinking water, nuclear waste)
- Department of Commerce (growth management)
- Utilities and Transportation Commission (energy, solid waste collection rates)
- Environmental Hearings Office (EHO)
 - Pollution Control Hearings Board
 - Shoreline Hearings Board
 - Hydraulic Appeals Board
 - Environmental and Land Use Board
 - Forest Practices Appeals Board
- Growth Management Hearings Boards (GMHB)
 - Eastern Washington
 - Western Washington
 - Central Puget Sound

Due to their role in reviewing decisions made by state agencies, the quasi-judicial boards (EHO and GMHB) were reviewed separately to assure independence and integrity. Accordingly, this group launched a parallel review to identify ideas for re-organizing their organizations. This group's ideas were then incorporated into the Subcabinet's effort.

Not included in the review

State government "energy" functions weren't included in this review, as they are part of a separate review of economic development and energy.

While the following agencies are not members of the Subcabinet, activities they oversee also impinge on natural resources policies and activities. However, their activities were not included in this review.

- University of Washington (Sea Grant program)
- Washington State University (energy and cooperative extension)
- Department of Transportation (environmental programs)
- Washington Manufacturers Financing Authority (electronics recycling program)
- Energy Facilities Site Evaluation Council (permitting of large energy facilities)

Process

The Subcabinet first took a high-level approach to identifying problems and brainstorming a broad range of possible solutions. It then set up four-work groups to guide the process. Each work group was assigned to one of the following categories:

1. Determining effective ways to organize
2. Sharing services and resources
3. Improving environmental permitting and compliance activities
4. Streamlining quasi-judicial boards and appeal processes

The reform ideas identified by these work groups are described in detail in the Appendices section. Technical work groups comprised of subcabinet members, as well as technical and policy staff from agencies, developed and analyzed the reform ideas.

In addition, the Subcabinet assembled a “technical team” to develop and oversee an outreach plan to keep parties informed and invite their feedback.

SECTION 3: Other States Organizational Structure

In response to the budget proviso, the Governor's Executive Policy Office conducted a high level look at the organizational structures of other states environmental and natural resources agencies. Due to time constraints, the survey did not include an assessment or evaluation of the values of a particular type of organizational arrangement.

Single Agency Structure: Rhode Island is the only state that has all natural resources functions (including agriculture) within a single agency (Department of Environmental Management).

Two-Agency Structure: Nine states have combined their basic natural resource functions (i.e., use and conservation) and environmental protection functions (i.e., regulation of pollution impacts) into a single agency. These states also have a separate Department of Agriculture, which is not included below.

- Connecticut: Department of Environmental Protection
- Delaware: Department of Natural Resources and Environmental Control
- Georgia: Department of Natural Resources
- Iowa: Department of Natural Resources
- Kentucky: The Energy and Environment Cabinet
- Massachusetts: Executive Office of Energy and Environmental Affairs
- New Jersey: Department of Environmental Protection
- New York: Department of Environmental Conservation
- North Carolina: Department of Environment and Natural Resources
- Vermont: Vermont Agency of Natural Resources
- Wisconsin: Department of Natural Resources

Three-Agency Structure: At least ten states operate under a three-agency structure (natural resources, environment and agriculture) – the departments of agriculture are not listed below:

- California: Natural Resource Agency, Environmental Protection Agency
- Colorado: Department of Natural Resources, Environmental Protection Agency
- Illinois: Department of Natural Resources, Environmental Protection Agency
- Indiana: Department of Environment, Department of Natural Resources
- Maryland: Department of Environment, Department of Natural Resources
- Michigan: Department of Environmental Quality, Department of Natural Resources
- Minnesota: Department of Natural Resources, Pollution Control Agency
- Missouri: Department of Natural Resources, Department of Conservation
- Ohio: Environmental Protection Agency, Department of Natural Resources
- Utah: Environmental Quality Agency, Department of Natural Resources

Within these agency models, there also appears to be some variation in the amount of autonomy exercised by individual departments or functions within the agencies. In some states such as Vermont and Massachusetts, the authority structure for individual functions appear to be more centralized than other states such as California where departments (or individual functions) appear to have more authority.

In this survey, no information was gathered regarding governor versus commission authority, or agencies headed by a separately elected official. As mentioned earlier, agriculture is a stand-alone agency in all states surveyed except Rhode Island. Furthermore, states organize their health, energy, environment and natural resource programs in different ways. Five states have environmental duties as part of the health agency (Colorado, North Dakota, Kansas, South Carolina, and Hawaii). Other states have either separate environmental agencies and natural resource agencies, or some level of a combined environment-natural resource agency.

Among the states surveyed, the primary functional categories are identified as: natural resources and conservation; fish and wildlife; environmental protection; and other (land, parks, energy). The primary functions within agency organizational charts are: forestry, water resources, parks and recreation, fish and wildlife, lands, water quality, energy, air, waste, enforcement and compliance, drinking water, grants and funding.

Other states' reorganization efforts that have received or are receiving attention

State	Year	Proposal	Outcome
Michigan	Current	Combine Departments of Environmental Quality and Natural Resources	In progress
Massachusetts	Current	Consolidate six environmental, natural resources, and energy agencies into the Executive Office of Energy and Environmental Affairs	In progress
Maryland	Current	Consolidate Departments of Agriculture and Environment into the Department of Natural Resources	In progress
Wisconsin	2001	Divide Department of Natural Resources into two separate agencies (Conservation & Environment)	Not successful
Arkansas	2003	Reduce 50 agencies to 10, including the placement of the Department of Environmental Quality into the Department of Natural Resources	Not successful
California	2004	Consolidate numerous boards, commissions and natural resources and environmental protection agencies into two agencies	Three-agency structure
Kentucky	2005	Combine three cabinet departments under the Environmental and Public Protection Cabinet	Two-agency structure
Maine	2008	Reorganize Department of Agriculture, Food and Rural Resources, Department of Inland Fisheries and Wildlife, Department of Conservation, and Department of Marine Resources into one Department of Natural Resources	Not successful

SECTION 4: Work Groups And Ideas

The Natural Resources Subcabinet formed four work groups to guide its reform efforts. Each of those work groups were assigned to one of the following categories:

1. Determining effective ways to organize
2. Sharing services and resources
3. Improving environmental protection, permitting, and compliance activities
4. Streamlining quasi-judicial boards and appeal processes

The following tables provide a summary of the individual ideas considered for each of the four categories. Because cost information is not readily available, the *cost to implement* category is provided in terms of high, medium or low. These are qualitative rankings, where "High" means more than \$5 million; "Medium" means more than \$1 million and "Low" means less than \$1 million. The Subcabinet will re-assess the "cost to implement" after the outreach process is concluded, and after decisions are made.

In completing this analysis, the Subcabinet will use the "Status Quo" information which reflects current organizational structure costs. (See Appendix 1)

WORK GROUP 1: Determining Effective Ways To Organize

Idea Number	Title	Brief Description	Timeline to Implement	Cost to Implement	Idea Details
1-1	Two-Agency Model	Organize natural resources functions into: (1) Environmental Protection) or (2) Resource, Recreation & Land Use agencies. Assumes moving some activities into other functional areas.	Four years	High	Appendix 1-1
1-2	Three-Agency Model	Organize functions into three agencies: (1) Environmental Protection; (2) Agriculture & Natural Resource Land Management; (3) Recreation, Resource and Ecosystem Conservation.	Four years	High	Appendix 1-2
1-3	Four-Agency Model	Organize functions into four agencies: (1) Ecology, (2) Agriculture, (3) Natural Resources, or (4) Ecosystem Management & Recreation combining Department of Fish & Wildlife and State Parks.	Three years	Medium	Appendix 1-3
1-4	Five-Agency Model	Create five independent agencies and shift programs between the five to functionally align related programs. They are: 1. Environmental Protection 2. Agriculture 3. Natural Resource and Public -Land Management 4. Resource and Ecosystem Conservation	Three years	Medium	Appendix 1-4

Idea Number	Title	Brief Description	Timeline to Implement	Cost to Implement	Idea Details
		5. Environmental and Natural Resource Financial Assistance			
1-5	Unified State Vision	Create a unified vision for all natural resources agencies and establish a system to evaluate progress toward achieving agreed upon goals.	One year	Low	Appendix 1-5
1-6	Re-Align Regional Boundaries and Co-locate Regional Offices	Re-align agencies' regional boundaries. Relocate agencies' current region offices into a single, shared region office.	Boundaries: Two years; Co-locate: Up to Ten years	Medium	Appendix 1-6
1-7	Collaborate Ecosystem Based Management	Collaboratively establish goals and priorities in eco-regions around the state that contribute to the achievement of the state's overall goals and priorities.	Two years	Low	Appendix 1-7
1-8	Formalize Multi-Agency Collaboration	Establish cross-agency teams and formalize working relationships between the relevant agencies .	Two years	Low	Appendix 1-8

"High" means more than \$5 million, "Medium" means more than \$1 million and "Low" means less than \$1 million

WORK GROUP 2: Sharing Services and Resources

Idea Number	Title	Brief Description	Timeline to Implement	Cost to Implement	Idea Detail
2-1	GIS Data Consolidation & Governance	Develop a cross-agency coordinated approach to managing GIS data and services.	One year	Medium	Appendix 2-1
2-2	Citizen Science: agencies and citizens collaborate better to gather data	Coordinate environmental monitoring activities that occur in the same geographical areas, with citizens and agencies.	One year	Low	Appendix 2-2
2-3	Reclassify Natural Resources Law Enforcement	Reclassify all natural resource agency law enforcement officers to general authority law enforcement.	One year	Medium	Appendix 2-3
2-4	Combine Natural Resource Law Enforcement Programs as an Independent Agency	Upgrade DNR's law enforcement officers to general authority; Combine DNR and WDFW's enforcement programs as an independent agency	One year	Medium	Appendix 2-4
2-5	Create a Natural Resource Law Enforcement Bureau Under Washington State Patrol (WSP)	Upgrade DNR officers to general authority and reorganize them, along with WDFW's officers to WSP.	Two years	Medium	Appendix 2-5
2-6	Create a Single Grant and Loan Agency	Create a Natural Resources Financial Assistance Agency to co-locate all current grant and loan program functions.	Two years	High	Appendix 2-6
2-7	Create a Grants and Loans Coordinating Council (Inter-Agency Coordination)	Create a formal Grants and Loans Coordinating Council with the direction to create a centralized information portal and to develop common forms, procedures, protocols and performance measures.	Two years	Medium	Appendix 2-7

"High" means more than \$5 million, "Medium" means more than \$1 million and "Low" means less than \$1 million.

WORK GROUP 3: Improving Environmental Protection, Permitting and Compliance

Idea Number	Title	Brief Description	Timeline to Implement	Cost to Implement	Idea Detail
3-1	Review and Update Growth Management Act	Coordinate a review of the GMA on the occasion of the 20 th anniversary of its adoption.	Two years	Low	Appendix 3-1
3-2	Consolidate and Coordinate Permitting Pilot	Set up two pilot areas to test the efficiencies and merits of the consolidated and coordinated permitting teams.	One year	Low	Appendix 3-2
3-3	Granting Authority to do Permit by Rule and Expand Programmatic Permits	Incorporate conditions for common or routine activities in rules rather than in individual permits. Authorize programmatic permits for individuals/entities. Expand use of permit by rule for hydraulic project approvals.	Two years	Low	Appendix 3-3
3-4	Consolidate Regulation of Manure Waste	Consolidate the livestock manure regulation and oversight programs under one state agency.	One year	Low	Appendix 3-4
3-5	Targeted Delivery of Incentive-Based Programs for Landowners	Create new program to improve the coordination of service delivery of incentive-based programs for landowners in targeted areas of the state.	One year	Low	Appendix 3-5

“High” means more than \$5 million, “Medium” means more than \$1 million and “Low” means less than \$1 million.

WORK GROUP 4: Streamlining Quasi-Judicial Boards

Idea Number	Title	Brief Description	Timeline to Implement	Cost to Implement	Idea Detail
4-1	Move Select Environmental Cases to Boards with Expertise	Move select environmental appeals cases from Office of Administrative Hearings (OAH) to Boards with environmental expertise.	One year	Low	Appendix 4-1
4-2	Redesign Boards into Single Environmental and Land Use Adjudicatory Agency	Consolidate functions performed by environmental appeals boards into a single adjudicative agency containing two major quasi-judicial components: (1) Appeals of natural resources and environmental regulatory matters, and 2) Land use related appeals.	One year	Low	Appendix 4-2
4-3	Efficiency and Structure Changes for Growth Management Hearings Board	Revisit the structure of Growth Management Hearings Boards: ESHB 2338 – 7 members; 3 member panels; 6 members; SB 6083 - 5 members; 1998 Land Use Commission Study	One year	Low	Appendix 4-3
4-4	Eliminate Duplicative Administrative Review for Certain Agency Decisions	Eliminate one layer of internal administrative review for certain Ecology and DNR actions (penalties, compliance actions)	One year	Low	Appendix 4-4
4-5	Standardize Administrative Appeal Procedures and Statutes	Standardize appeal procedures across various environmental statutes (for all quasi-judicial boards)	One year	Low	Appendix 4-5
4-6	Address Separate Appeals of Shoreline Master Programs	Clarify and simplify the current dual appeal track for appeals of shoreline master programs, which in some cases are appealed to the Growth Managements Hearings Boards or in some cases to the Shoreline Hearings Board	One year	Low	Appendix 4-6

“High” means more than \$5 million, “Medium” means more than \$1 million and “Low” means less than \$1 million.

Summarizing the Result

The previous tables include a total of 26 reform ideas identified by the four work groups. When reviewing these ideas, it became apparent the ideas offered opportunities in the following areas:

1. Major Reorganization

- Two-Agency Model
- Three-Agency Model
- Four-Agency Model
- Re-align Regional Boundaries and Co-locate Regional Offices
- Collaborate Ecosystem Based Management
- Create a Single Grant and Loan Agency
- Redesign Boards into Single Environmental and Land Use Adjudicatory Agency

2. Innovative Approaches to Reorganization

- Five-Agency Model
- Unified State Vision for Natural Resources Management
- Formalize Multi-Agency Collaboration
- Create a Grants and Loans Coordinating Council

3. Sharing of Technology and Resources

- GIS Data Consolidation and Governance
- Consolidate and Coordinate Permitting Pilot
- Citizen Science: Agencies and Citizens Collaborate Better to Gather Data

4. Improving or Making Programs More Efficient

- Review and Update Growth Management Act
- Consolidate Regulation of Manure Waste
- Move Select Office of Administrative Hearings (OAH) Environmental Cases
- Efficiency and Structure Changes for Growth Management Hearings Boards
- Eliminate Duplicative Administrative review for Certain Agency Decisions
- Standardize Administrative Appeal Procedures and Statutes
- Address Separate Appeals of Shoreline Master Programs
- Combine Natural Resource Law Enforcement Programs as an Independent Agency
- Create a Natural Resource Law Enforcement Bureau under Washington State Patrol

5. Enhancing Programs/Agency Authority to Improve Customer Service

- Targeted Delivery of Incentive-Based Programs for Landowners
- Reclassify Natural Resources Law Enforcement Officers
- Granting Agency Authority to do Permit by Rule and Expand Programmatic Permits

SECTION 5: Outreach Plan

The Subcabinet developed an Outreach Plan to solicit feedback and additional ideas for reforming the organization and management of natural resources agencies.

The objectives for the first phase of the outreach effort -- July and August 2009 -- were to ensure interested parties, tribes and government partners most concerned about the agencies and their services were:

- Aware of the reform effort.
- Informed of the process and approach used to develop ideas.
- Assured that they will be heard before any decisions are made.

Although the time-limited schedule constrained the Subcabinet's ability to reach out to all interested parties, the Subcabinet made an effort to contact as many tribes, groups and governments as possible. In addition to numerous briefings and meetings, the Subcabinet sent out progress reports to those that demonstrated an interest in this work.

What we heard during our summer outreach 2009

A recurring theme that the Subcabinet heard in its summer outreach was healthy skepticism about what could be accomplished in a single summer of work -- without intense stakeholder group processes, and without public-involvement and public-hearing processes that traditionally drive natural resource decision-making.

Another theme was concerns expressed by tribal and local governments and others about having the opportunity to offer their own reform ideas -- and the opportunity to comment on any and all ideas before decisions are made.

Tribal and local governments reminded state agencies that they are governmental partners, sharing resource management and protection responsibilities, and are not "stakeholders" of the state process.

How we responded

The Subcabinet designed a public feedback and review process that will provide opportunities to review reform ideas and to provide additional reform ideas for consideration.

Outreach in September and October 2009 - the Subcabinet will:

- Provide opportunities to comment on any and all reform ideas before decisions are made.
- Collect alternate ideas for reforming natural resource management.
- Make the detailed ideas readily available online for comment.

Ideas to Improve Management of Washington's Natural Resources

Submitted by the Natural Resources Subcabinet, September 2009

- Make it easy for all interested parties to offer comments, concerns, suggestions, or reform ideas of their own.
- Make it easy for all interested parties to comment not only on the Subcabinet's reform ideas, but also on other's comments and other reform ideas that are submitted during the comment period.
- Ensure that comments, concerns and reform ideas from interested parties will be considered by the Governor and the Commissioner of Public Lands before they decide their reform priorities.

In September 2009, the Subcabinet will submit an initial list of ideas to the Governor and the Commissioner for their review. Through October 28, 2009, the Subcabinet will invite comments, as well as other reform ideas. Comments and reform ideas may be sent to: resource.reform@ofm.wa.gov

To access reform documents, provide feedback on reform ideas, or submit new ideas, go to: <http://www.governor.wa.gov/priorities/reform/naturalresources.asp>

Appendix 1 – Status Quo

Status Quo

The Status Quo reflects the current cost associated with natural resources management, and will be used as the basis for which reform ideas will be measured in determining potential costs and savings. The fiscal data provided reflects budget amounts reflected in the 2009-11 omnibus and transportation operating budgets, as well as the 2009-11 capital budget.

Natural Resources Budget Overview

For purposes of this exercise, the rollup tables below include the following agencies:

- Archaeology and Historic Preservation (DAHP)
- Columbia River Gorge Commission (CRGC)
- Department of Ecology (Ecology)
- Pollution Liability Insurance Agency (PLIA)
- State Parks and Recreation Commission (Parks)
- Recreation and Conservation Office (RCO)
- Environmental Hearings Office (EHO)
- State Conservation Commission (SCC)
- Growth Management Hearings Board (GMHB)
- Department of Fish and Wildlife (WDFW)
- Puget Sound Partnership (PSP)
- Department of Natural Resources (DNR)
- Department of Agriculture (Agriculture)

Also included in this analysis are portions of the following agencies to reflect costs associated with their natural resources related activities:

- Department of Commerce (Commerce)
- Department of Health (DOH)
- Utilities and Transportation Commission (UTC)
- Office of Regulatory Assistance Office (ORA)

2009-11 Operating Budget – All Natural Resources Agencies Combined

In most cases, budget amounts reflect 2009-11 omnibus and transportation operating budgets

	2009-11 Operating
FTE	6,253.4
General Fund-State	\$ 418,456,000
Other Funds	\$1,145,653,000
Total \$	\$1,564,109,000

Capital Budget – All Natural Resources Agencies

Budget amounts reflect 2009-11 capital budgets, both new appropriations and reappropriations

	2009-11 Capital
State Building Construction Account	\$ 631,809,000
Other Funds	\$ 976,540,000
Total \$	\$1,608,349,000

Revenue – All Natural Resources Agencies

Revenue amounts reflect 2009-11 data from the Office of Financial Management (OFM). DOH's environmental health amounts were provided by DOH's budget office.

Fund Source	2009-11 Revenues
General Fund (all types)	\$ 546,661,000
Other Funds	\$1,245,122,000
Total \$	\$1,791,783,000

Appendix 1-1

Work Group 1: Effective Ways to Organize

Idea 1-1: Two-Agency model

Problem/Issue

This idea is aimed at improving inter-agency coordination, minimizing duplicative or inconsistent approaches, and improving service delivery.

1. **Customer Service:** The current regulatory structure is complex and dispersed, which may result in inconsistent policies and/or direction to regulated entities. From the customer perspective, it can result in a need to deal with multiple agencies, with differing information needs, process requirements, and timelines. Similarly, for resource management, because the state has multiple, siloed programs, it may miss opportunities for accomplishing multiple natural resources objectives (e.g., species protection, recreation, working farm lands)
2. **Effectiveness:** The current regulatory approach to environmental problems was developed at a time when most pollution was coming out of a single, big pipe (industrial/municipal). Now we face landscape-level issues where problems originate from many small and scattered sources such as non-point water pollution or incremental habitat loss. The sources may all be small and dispersed but when you add them all up, the impact is huge. Currently, there is no single point of accountability to ensure a holistic solution. As issues emerge and evolve, we don't have the ability to respond effectively because there isn't opportunity for leadership to manage the entire problem.
3. **Limited Resources:** The current structure is not the most cost efficient and promotes duplication of services and functions.

Idea Description

The two-agency model aligns similar functions under one of two agencies:

- The Department of Environmental Regulation
- The Department of Resource, Recreation and Land Management

Agency 1: The Department of Environmental Regulation (ER)

Function: Environmental permits, land use, and other environmental issues.

The unique functions for ER include environmental permits, land use and other environmental issues such as climate change and water rights reform.

Agency 2: The Department of Resource, Recreation and Land Management (RRLM)

Function: Land and recreation management and other special issues.

The unique functions for Resource, Recreation and Land Management (RRLM) include land and recreation management. This agency would also address “special issues” such as Puget Sound restoration and salmon recovery.

Both agencies are structured to have independent Education/Outreach, Financial Assistance, Science and Monitoring programs, Support Services, and a Special Issues Division. No single model will be perfectly structured for all time, however, this model, when paired with *Formalize Multi-Agency Collaboration* (Idea 1-8), can provide for a more resilient structure that addresses problems more effectively today and into the future.

As noted on the corresponding organizational charts, some current functions are not included and are assumed to be transferred to another existing state agency or consolidated. They include:

- Department of Agriculture (Agriculture) activities, whether economic development or commercial grading of fruits, vegetables, grains, etc., would be moved to the Commerce. As an alternative, Agriculture could be maintained as a stand-alone agency.
- Department of Fish and Wildlife and Department (WDFW) and Department of Natural Resources (DNR) law enforcement functions would move to Washington State Patrol (Idea 2-5) or created as a stand-alone agency (Idea 2-4).
- The quasi-judicial organizations would not be assigned to one of the two agencies described here, but could either be consolidated or redesigned per one of the ideas under Work Group 4.

Organizational chart(s) for this idea are at the end of this appendix.

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Draft legislation to allow structural changes. Complete fiscal impact detail.	2009 – Qtr 4 2010 – Qtr 1	Natural Resources Subcabinet	Proposed legislation amending applicable statutes. FY 2010 fiscal impacts reflected in Supplemental Budget.
Identify Transition Committee Members.	2009 – Qtr 4	Natural Resources Subcabinet; Impacted agencies	Transition members identified.
Develop plans for communication, space planning and agency transitioning.	2010 – Qtrs 1- 4	Transition Team	Communication plan finalized; General Administration’s Space Planning completed for each agency involved in transition.

Develop Fiscal Notes; request necessary funding.	2010 – Qtr 4 2011 – Qtr 1	Transition Team	Funding requests (decision packages) submitted to Governor and Legislature.
Implement transition plan.	2010 – Qtr 4 2011 – Qtrs 1-4	Transition Committee	All physical moves completed.

How Idea Advances the Three Criteria (customer service, efficiencies and state’s commitments)

The two-agency model provides leadership the opportunity to create seamless regulatory and land management systems that focus on providing quality customer service. It also, through consolidation, eliminates redundant, back-office (administrative and support) functions, allows the state to provide these services more efficiently.

This idea allows leadership to be in control of all business lines that lead to high level results within their agency as opposed to only being in charge of a part of it (relying on ad-hoc linkages with other agencies).

Authority to Implement

New and amended laws will be needed. It will be necessary to work with the Code Reviser’s Office and the impacted agency staff to identify applicable laws and rules.

Measurable Benefits

At a minimum, it is envisioned that permit turnaround times will be reduced and unit cost to deliver services will be reduced. Additional measurable benefits will be defined if this idea moves forward.

Savings/Costs/Revenue

Fiscal detail is not available at this time. In order to complete the fiscal detail, the following questions or actions will need to be answered or taken:

- Which programs, processes, or current positions are being merged or eliminated, resulting in consolidations/efficiencies/savings/reduction in workforce?
- Space impacts, needs, and capacity (what facilities do agencies have now: how many people are in them, how much capacity will be available, and what needs would be unmet by existing facilities)?
- Detailed Space Planning Analysis (including addressing stranded leases issue).
- Information technology needs and changes.

Short-term cost savings: Assuming FTEs are reduced immediately, there may be some cost savings associated with salary and benefits.

Long-term cost savings:

- Fewer FTEs/cost savings resulting from merger of programs, business lines, information technology (IT) and administration.

- Lower cost to customers is possible with increased efficiencies and lower overhead costs.

Pros

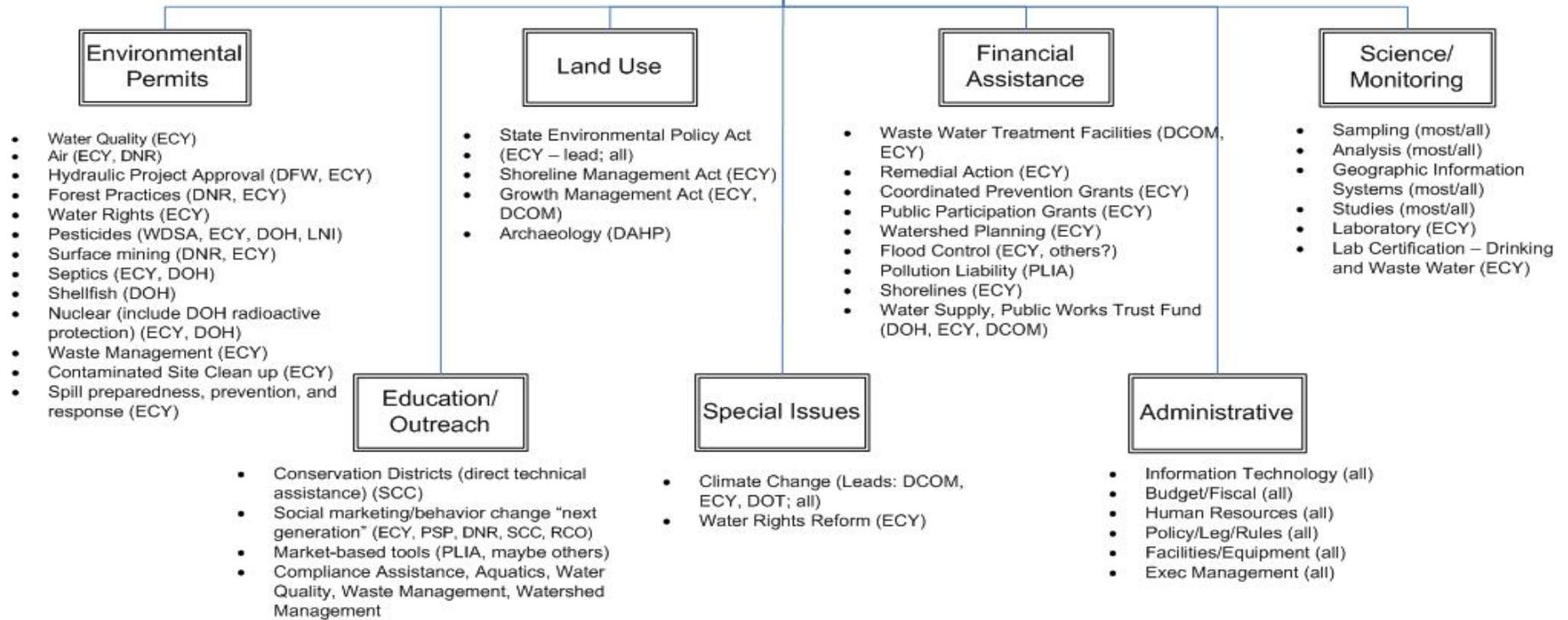
- Improves customer service: fewer inconsistent policies, simpler permitting processes, and less duplication.
- Increases accountability.
- Fewer commissions and boards.
- Conducive to prioritizing activities.
- Monitoring and outreach better coordinated.
- Better integration of the Growth Management Act, Shoreline Management Act, and other land-use regulatory systems, improving environmental outcomes.
- Potential for keeping intact the Department of Agriculture with minor tweaking.
- Allows for quasi-judicial agencies to consolidate separately.
- IT and other central, back-office functions would be consolidated.
- May see reduction in number of full-time staff (FTEs), reducing costs.
- Maximizes ability to maintain and take care of state-owned land and facilities.

Cons

- Duplication is not entirely eliminated (e.g., administration, financial assistance).
- Doesn't necessarily improve efforts like salmon recovery.
- Could create more middle management and up-front costs to implement.
- May see reduction FTEs, resulting in more employees losing jobs.
- May lose historical knowledge and/or technical skills through staff reductions.
- May complicate relationship with collective bargaining units, tribal governments, federal government, and others.
- Agencies that have incompatible IT platform, or who haven't made the necessary IT investments may have high costs to convert.
- Public health functions considered for consolidation include those that have a direct tie to environmental monitoring and/or environmental protection. If functions are moved out of DOH, it may complicate the current public health support structure.

**Two-Agency Model
Agency #1**

Department of Environmental Regulation (ER)
Function: Environmental permits, land use and other environmental issues



Legend:
 DAHP – Department of Archeology and Historic Preservation
 DCOM – Department of Commerce
 DFW – Department of Fish and Wildlife
 DNR – Department of Natural Resources
 DOH – Department of Health
 DOT – Department of Transportation
 ECY – Department of Ecology
 LNI – Department of Labor and Industries
 PARKS – Parks and Recreation
 PSP – Puget Sound Partnership
 RCO – Recreation and Conservation
 SCC – State Conservation Commission
 WSDA – Washington State Department of Agriculture

Note: Some current functions are not included in either agency, but will instead be transferred to another state agency or consolidated. They include:
 * Department of Agriculture economic development activities would be moved to the Department of Commerce
 * Department of Fish and Wildlife and Department of Natural Resources law enforcement functions would move to Washington State Patrol
 * The quasi-judicial organizations would not be assigned to one of the two agencies described here, but would either be consolidated or moved to the Office of Administrative Hearings.

**Two-Agency Model
Agency #2**

Department of Resource, Recreation & Land Management
Function: Land and recreation management and other special issues.

Land and Resource Management

- State Lands (DNR, DFW, PARKS)
- Farmlands (SCC)
- Hunting (DFW)
- Fishing/Hatcheries (Commercial and Recreation) (DFW)
- Fire Prevention & Suppression (DNR)
- Shellfish Management (DNR, DFW)

Recreation Management

- State Parks (PARKS)
- Watchable Wildlife Sites (DFW)
- Public Access (DNR, PARKS, DFW)
- Recreation (Public access, hunting, fishing) (DNR, PARKS, DFW)
- Natural Heritage, Natural Resources Conservation Areas, Natural Area Preserves (DNR)

Financial Assistance

- Conservation Grants (RCO)
- Aquatic Lands Enhancement Account Program (DNR, RCO)
- Fish Passage (DFW, DNR, RCO)
- Conservation Easements (DNR, SCC)

Science & Monitoring

- Sampling (most all)
- Analysis (most all)
- Geographic Information Systems (most all, not PARKS)
- Studies (most all)

Education/ Outreach

- Conservation Districts (SCC)
- Firewise Communities (SCC, DNR)
- Urban Forestry (DNR)

Special Issues

- Puget Sound Restoration (PSP = lead; all)
- Salmon Recovery (WDFW = lead; most all)

Administrative

- Information Technology (all)
- Budget/Fiscal (all)
- Human Resources (all)
- Policy/Leg/Rules (all)
- Facilities/Equip. (all)
- Exec. Management (all)

Legend:
 DAHP – Department of Archeology and Historic Preservation
 DCOM – Department of Commerce
 DFW – Department of Fish and Wildlife
 DNR – Department of Natural Resources
 DOH – Department of Health
 DOT – Department of Transportation
 ECY – Department of Ecology
 LNI – Department of Labor and Industries
 PARKS – Parks and Recreation
 PSP – Puget Sound Partnership
 RCO – Recreation and Conservation
 SCC – State Conservation Commission
 WSDA – Washington State Department of Agriculture

Note: Some current functions are not included in either agency, but will instead be transferred to another state agency or consolidated. They include:
 * Department of Agriculture economic development activities would be moved to the Department of Commerce
 * Department of Fish and Wildlife and Department of Natural Resources law enforcement functions would move to Washington State Patrol
 * The quasi-judicial organizations would not be assigned to one of the two agencies described here, but would either be consolidated or moved to the Office of Administrative Hearings.

Appendix 1-2

Work Group 1: Effective Ways to Organize

Idea 1-2: Three-Agency Model

Problem/Issue

Numerous state agencies are involved with environmental protection and natural resources management. This creates questions and sometimes confusion about who is managing each issue, as well as concerns about overlaps in agency functions. Also, the current organization reflects a structure inherited from the last century, organized around single issue categories (e.g., water quality, water quantity, air quality, waste management, resource use/management); whereas there's an emerging need to manage across individual program boundaries, including ecosystem-based management. Also, given population and development pressure, there's an increased need to focus on conservation as well as use (sustainability). In an era of projected budget shortfalls, we must look for new ways to reduce costs through consolidation so that primary efforts on behalf of the state's environment and natural resources are protected.

Idea Description

This idea expands on the two-agency model by maintaining and expanding the role of the separately elected lands commissioner. This idea creates three independent agencies and shifts programs between the three to functionally align related programs. The three agencies would be:

1. Environmental Protection
2. Agriculture and Natural Resource Land Management
3. Recreation, Resource and Ecosystem Conservation

Agency 1: Environmental Protection Agency (EPA)

Function: Manage pollution impacts and land use.

Agency 2: Agriculture and Natural Resource Land Management Agency (ANRLM)

Function: Manage, support, and promote Washington's conservation lands and working lands (including programs that regulate practices on these working lands).

Our state, because of its history as a land grant state, has a separately elected lands commissioner. Other states, particularly in the south, have a separately elected Agricultural Commissioner. This idea builds on that concept by having a separately elected commissioner be the head of a combined Agriculture and Natural Resources Agency. This agency consolidates programs aimed at working lands, both state-owned and privately-owned.

The Agriculture and Natural Resource Land Management Agency would contain:

- Programs that are at the Departments of Agriculture (Agriculture) and Natural Resources (DNR)
- The habitat lands managed by Department of Fish and Wildlife (WDFW)

Ideas to Improve Management of Washington's Natural Resources

Submitted by the Natural Resources Subcabinet, September 2009

- Conservation Lands (natural areas and natural resources conservation areas)
- Landowner technical assistance provided by State Conservation Commission (SCC)
- Certain regulatory programs related to working lands
- All forest fire prevention and control programs

Agency 3: Recreation, Resource and Ecosystem Conservation Agency (RREC)

Function: Manage the public resources (fish and wildlife), manage and support recreation, regulate hydraulic approvals, and address ecosystem-based management and recovery.

This consolidated agency would:

- Include the current ecosystem approaches (Puget Sound Partnership, Biodiversity Council, Invasive Species Council, Natural Heritage Program, Salmon Recovery, and Monitoring).
- Be responsible for conserving fish and wildlife species including the setting of hunting and fishing seasons and managing the state’s fish hatcheries.
- Work with the state’s fisheries co-managers in managing the fish and wildlife resources.
- Include certain resource protection regulatory programs (hydraulics approvals).
- Include all the resource protection science activities necessary for effective resource conservation programs.
- Manage all recreation facilities and programs, including state parks, boating access sites, rustic forest campgrounds and watchable wildlife sites.
- Provide leadership and accountability for all natural resource and recreation grant programs, including development of common systems, processes, protocols and performance measurements.
- Provide recommendations for consolidating funding sources into more flexible funding pots to leverage state and local funding and address statewide priorities.

In addition to the three agencies described above, a newly consolidated Environmental Hearings Office (see ideas from Work Group 4) may be kept as a separate agency due to its quasi-judicial functions.

Currently, the Department of Archaeology and Historic Preservation (DAHP) is considered an environmental/natural resources agency and is a member of the Subcabinet. If this idea is implemented this agency would be moved out of the environment/natural resources Subcabinet and be considered for consolidation through the work of another enterprise effort. Also, this idea does not recommend moving any public health programs out of the Department of Health (DOH).

Organizational chart(s) for this idea are at the end of this appendix.

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Discuss/refine 3-agency proposal	2009 – Qtr 4	Natural Resources Subcabinet	Detailed conceptual draft of proposal
Draft legislation to allow structural changes. Complete fiscal impact detail.	2009 – Qtr 4 2010 – Qtr 1	Natural Resources Subcabinet	Proposed legislation amending applicable statutes. FY 2010 fiscal impacts reflected in supplemental budget
Identify Transition Committee Members	2009 – Qtr 4	Natural Resources Subcabinet; Impacted agencies	Member list
Develop plans for communication, space planning and agency transitioning	2010 – Qtrs 1-3	Transition Committee	Communication plan finalized and implemented in order to keep affected parties informed; General Administration’s Space Planning completed for each agency involved in transition
Implement transition plan	2010 – Qtr 4 2011 – Qtrs 1, 2	Transition Committee	All physical moves completed

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

This idea has the potential to advance all three criteria. It reduces numerous natural resources agencies to three primary “go-to agencies” and directors. This will add a new clarity of function and accountability for those outside of state government as well as those who work within it. By consolidating programs where there is overlap, by cutting administrative layers and overhead, and developing a new “shared services” infrastructure, efficiencies will be achieved.

Authority to implement

New statutory authority is needed.

Measurable Benefits: Measurable benefits will be defined if this idea moves forward.

Savings/Costs/Revenue:

Fiscal detail is not available at this time. In order to complete the fiscal detail, the following questions or actions will need to be answered or taken:

1. Which programs, processes, or current positions are being merged or eliminated, resulting in consolidations/efficiencies/savings/reduction in workforce?
2. Space impacts, needs, and capacity (what facilities do agencies have now: how many people are in them, how much capacity will be available, and what needs would be unmet by existing facilities)?

3. Detailed Space Planning Analysis (including addressing stranded leases issue).
4. Information technology needs and changes.

Long-term cost savings:

1. Fewer FTEs/cost savings resulting from merger of business, IT, administration
2. Lower cost to customers is possible with increased efficiency, lower overhead costs.

Short-term cost savings:

Assuming FTEs are reduced, cost savings associated with salary and benefits, and program consolidations would be realized.

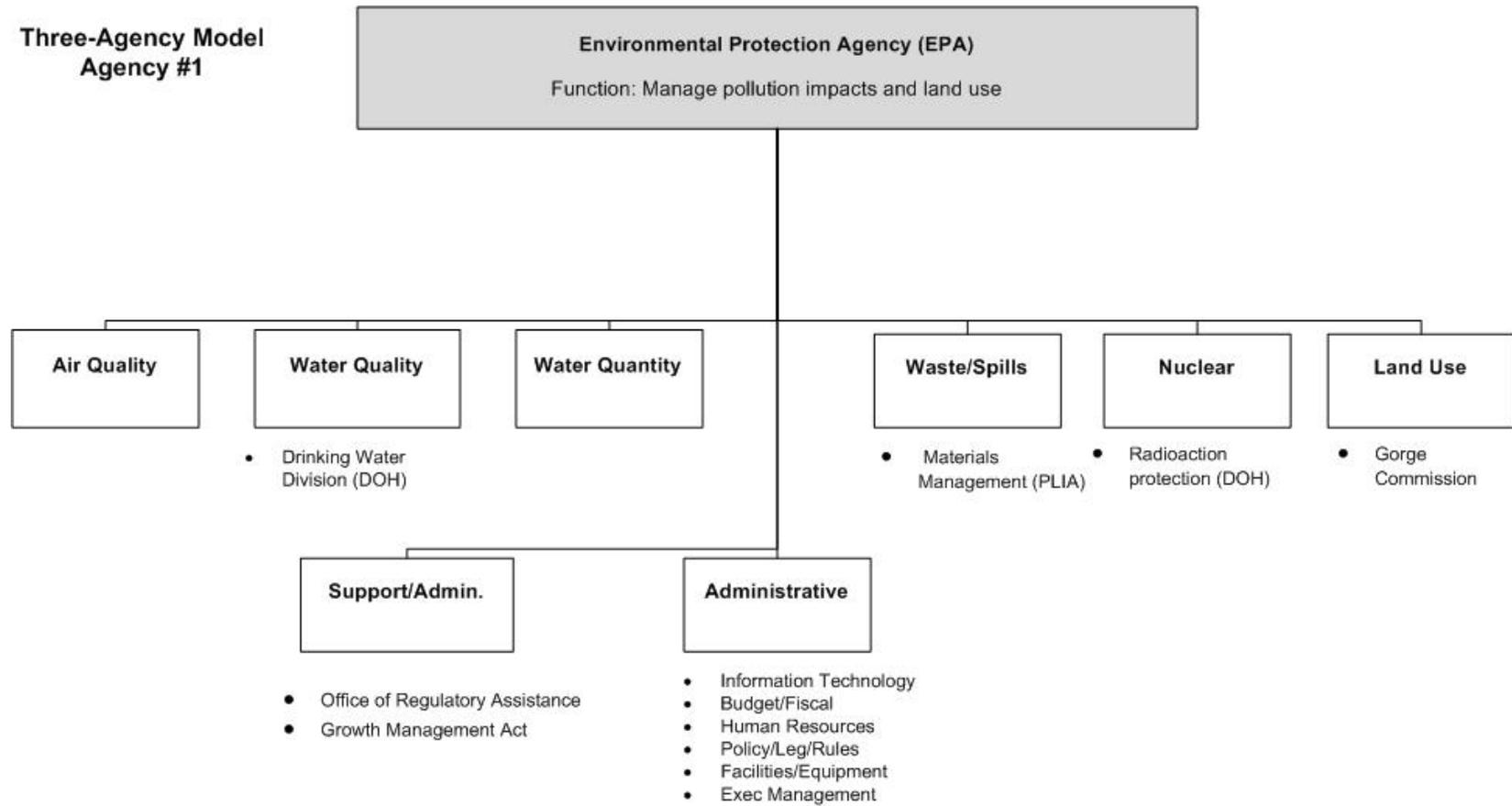
Pros

- Simplifies the state's environmental and natural resources management structure, and clarifies accountability issues for employees, customers and stakeholders.
- Results in functional alignment of agencies that is streamlined.
- This idea has the potential to:
- Results in significant cost savings or cost avoidance by eliminating layers of top management, reducing public employment and mid-level management, consolidating functions, and by developing a "shared services" infrastructure.
- Improves developing and implementing priorities or recreation and outdoor education management.
- Improves Tribal access to address resource, recreation and outdoor education issues with the state.

Cons

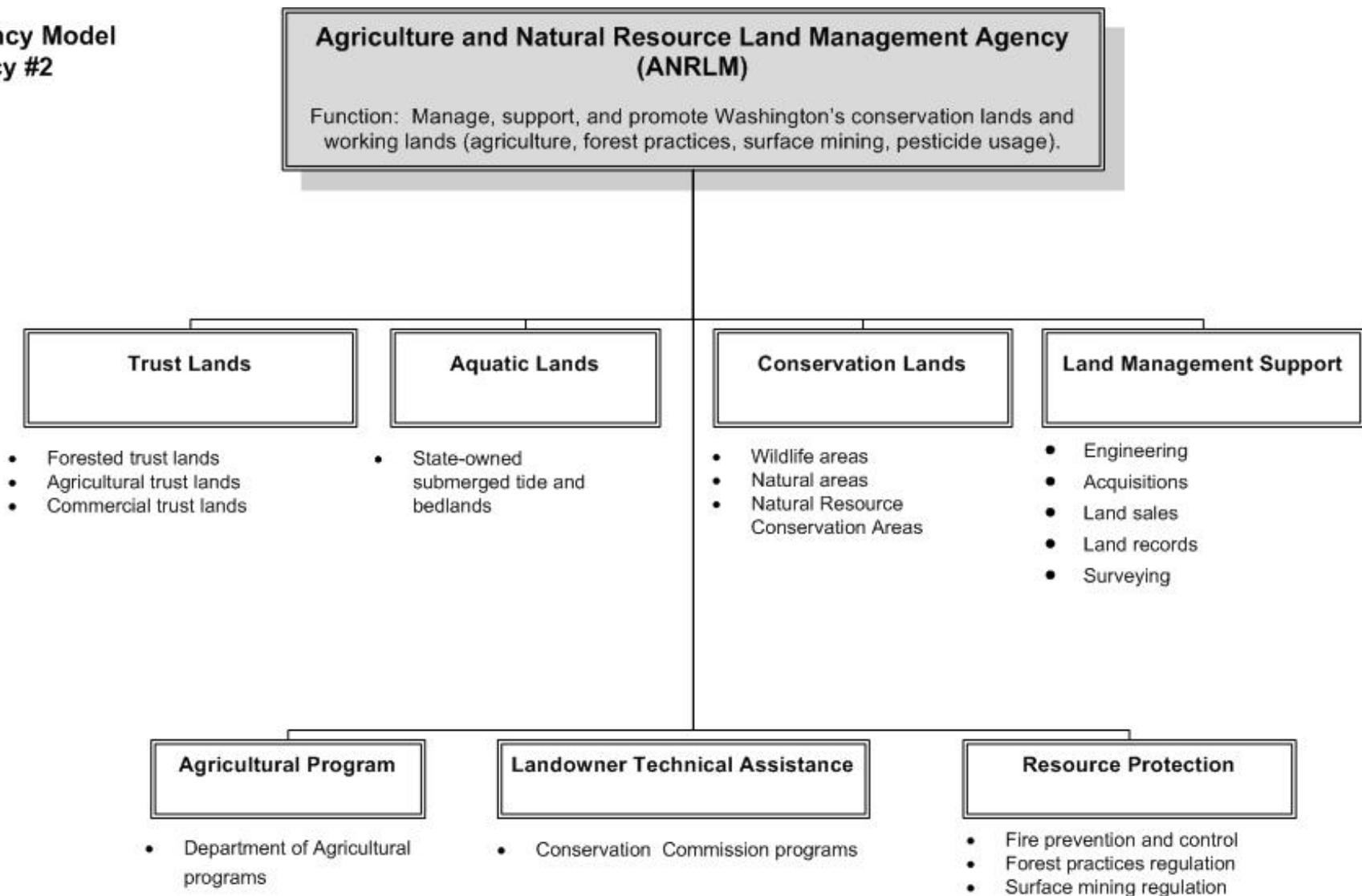
- Causes disruption for employees and programs and external stakeholders (e.g., recreation community, fishing and hunting advocates; tribal sovereigns; conservation districts).
- Stakeholders who historically have felt influence or control of public practices may feel disenfranchised within a larger organization.
- Larger agencies could create new layers of mid-management to minimize the number of direct reporting relationships in the new structure.
- Consolidation may have an unintended but real result in that certain activities may cost more money and minimize net benefits.
- Some programs (most recently the Puget Sound Partnership) were created to highlight a critical issue or priority and focus may be lost in a larger agency.
- There's a lack of clarity regarding the state's role in "tourism" that is not adequately defined yet.
- Agencies may lose some valuable talent under consolidation, and some employees will move into positions they are not optimally suited for.

**Three-Agency Model
Agency #1**

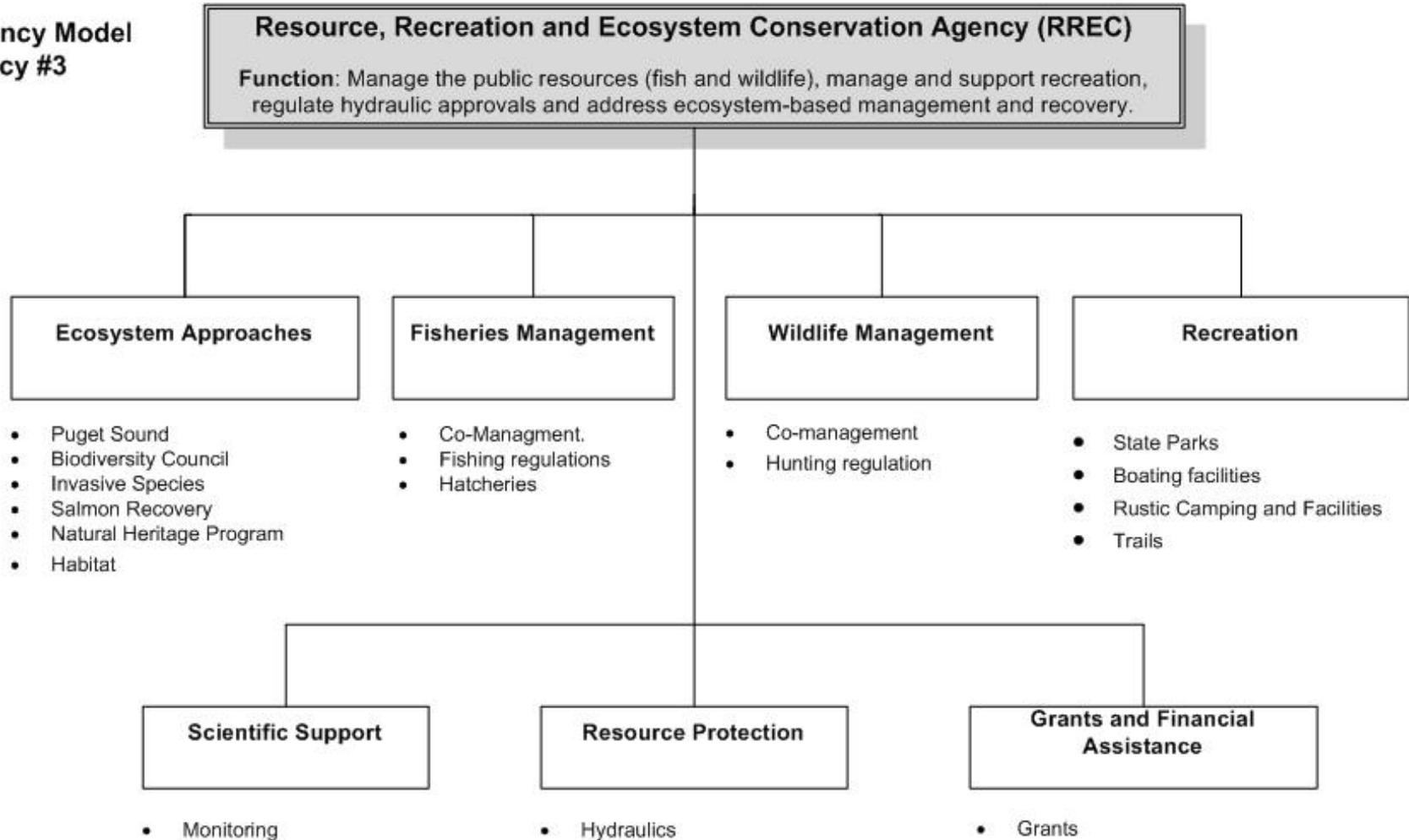


Legend:
 DOH – Department of Health
 PLIA – Pollution Liability Insurance Agency

**Three-Agency Model
Agency #2**



**Three-Agency Model
Agency #3**



Appendix 1-3

Work Group 1: Effective Ways to Organize

Idea 1-3: Four-Agency Model

Problem/Issue

Numerous state agencies are involved with environmental protection and natural resource management. This creates questions and sometimes confusion about who is managing each issue, as well as concerns about overlaps in agency functions. In addition, the current organization reflects a structure inherited from the last century, organized around single issue categories (e.g., water quality, water quantity, air quality, waste management, resource use/management), whereas there's an emerging need to manage across individual program boundaries, including ecosystem-based management. Also, given population and development pressure, there's an increased need to focus on conservation as well as use (sustainability). In an era of projected budget shortfalls, we must look for new ways to reduce costs through consolidation so that primary efforts on behalf of the state's environment and natural resources are protected.

Idea Description

Under this idea there would be four Natural Resources Agencies:

1. The Department of Ecology (Ecology)
2. The Department of Agriculture (Agriculture)
3. The Department of Natural Resources (DNR)
4. An "Ecosystem Management and Recreation" Agency

Ecology, Agriculture and DNR would basically keep their current organization structure. The State Parks and Recreation Commission (Parks) and Department of Fish and Wildlife (WDFW) would be combined into a new "ecosystem management and recreation" agency. The two governing commissions would be combined into one (an alternative idea is to put both agencies under the authority of the Governor and make a single commission advisory). A few individual programs would shift among these four primary agencies for consolidation purposes, and smaller environmental and natural resource agencies would be placed within one of these four primary agencies.

The newly consolidated Environmental Hearings Office (Idea 4-2) would be kept as a separate agency due to its quasi-judicial function. The Department of Archaeology and Historic Preservation (DAHP) would be moved out of the environment and natural resources subcabinet and be considered for consolidation through the work of another enterprise effort.

The next level of consolidation under this idea would be to examine certain sub-functions of the agencies. These sub-functions may be divided depending on how they are categorized (e.g., some of shellfish may go to Ecology, and some may be retained at Department of Health (DOH); some of Parks' functions may go to a non-natural resources agency or functions of a non-natural resources agency may be pulled into the reorganized natural resources agencies.)

Also, separate functions will need to be analyzed to identify how they relate to other agency functions. For example, enforcement for WDFW is integrally tied to the agency's technical assistance, conservation of species, and management of fish and wildlife populations. Performance of these functions could be compromised significantly if enforcement were to be placed in another agency. The DOH also has issues that need to be analyzed if this idea is explored further. Given the specialized roles of the Recreation and Conservation Office's (RCO) grant management program, Puget Sound Partnership's umbrella-role for managing the Puget Sound ecosystem, and the State Conservation Commission's technical assistance role, these functions may need to be "walled off" to a certain degree if they are incorporated into a larger agency.

It is important to note that agency reorganization is connected to policy objectives. In the preliminary consideration of this idea, the following policy reorganization issues were raised:

- Should DNR-managed trust lands be managed on a multiple use basis where conservation and recreation use can be given stronger emphasis? This would minimize the differences between the land management objectives of DNR and WDFW, which manages explicitly for habitat, conservation and wildlife-oriented recreation objectives.
- The natural "resources" structure inherited from the past places emphasis on use, whether for commodity production and income or through harvesting fish/shellfish and wildlife "resources." Given the press of development and population growth, a question is whether reorganization should prioritize conservation objectives over use.
- Another issue is whether there should be a stronger tie between the state's environment as a "natural resource" and tourism and economic well-being. As currently organized, the state's natural resources and environmental management structure is separated from the economic values that can be increased through such initiatives as the cultivation of a "Washington brand" in nature-based tourism or through a comprehensive incentive program to keep agricultural and forest lands intact.

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
Discuss/refine 4-agency proposal	2009 – Qtr 4	Subcabinet	Conceptual Draft of Proposal
Draft legislation to allow structural changes. Complete fiscal impact detail.	2009 – Qtr 4 2010 – Qtr 1	Subcabinet	Proposed legislation amending applicable statutes. FY 2010 fiscal impacts reflected in Supplemental Budget
Identify Transition Committee Members	2009 – Qtr 4	Subcabinet; Impacted agencies	Member list
Develop plans for communication, space planning and agency transitioning	2010 – Qtrs 2, 3	Transition Team	Communication plan finalized and implemented in order to keep affected parties informed; General Administration’s Space Planning completed for each agency involved in transition
Implement transition plan	2010 – Qtr 4 2011 – Qtrs 1, 2	Transition Committee	All physical moves completed

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

This idea has the potential to advance all three criteria. It reduces numerous agencies to four primary “go-to agencies” and directors. This will add a new clarity of function and accountability for those outside of state government as well as those who work within it. By consolidating programs where there is overlap, by cutting administrative layers and overhead, and developing a new “shared services” infrastructure, efficiencies may be achieved. By keeping three agencies the way they are currently organized, the disruption of existing agency programs will be minimized. However, creating the fourth primary agency (Ecosystem Management and Recreation) will offer the potential to effectively address 21st century realities (e.g., population and development pressures; geographic-based management requirements). This will result in better protection of the state’s environment and natural resources.

Authority to Implement

New statutory authority is needed.

Measurable Benefits

Measurable benefits will be defined if this idea moves forward.

Savings/Costs/Revenue

Fiscal detail is not available at this time. In order to complete the fiscal detail, the following questions or actions will need to be answered or taken:

1. Which programs, processes, or current positions are being merged or eliminated, resulting in consolidations/efficiencies/savings/reduction in workforce?
2. Space impacts, needs, and capacity (what facilities do agencies have now: how many people are in them, how much capacity will be available, and what needs would be unmet by existing facilities)?
3. Detailed Space Planning Analysis (including addressing stranded leases issue).
4. Information technology needs and changes.

Long-term cost savings:

- Fewer FTEs/cost savings resulting from merger of business, IT, administration.
- Lower cost to customers is possible with increased efficiency, lower overhead costs.

Short-term cost savings:

- Assuming FTEs are reduced, some cost savings will be realized.

Pros

- Simplifies the state's environmental and natural resources management structure along certain common functions, and clarifies accountability issues for customers and stakeholders.
- Consolidates current natural resources agencies into four agencies, resulting in a functional alignment that is streamlined. Additionally, it addresses an increased need to manage for recreation and cross-cutting programs that are largely ecosystem based.
- Results in significant cost savings or cost avoidance by eliminating layers of top management, reducing public employment and mid-level management, consolidating functions, and by developing a "shared services" infrastructure.
- Improves consistency among and across recreation and outdoor education site facilities and services, including standards of operation, providing information, assessing fees, making requests for public assistance through volunteerism and donations, etc.
- Improves developing and implementing priorities for recreation and outdoor education management.
- Improves tribal access to address resource, recreation and outdoor education issues with the state.

Cons

- Will cause disruption for internal employees, programs and stakeholders.
- Stakeholders who historically have felt influence or control of public practices may feel disenfranchised within a larger organization.
- Most WDFW lands falls under conservation recreation. May be difficult to classify whether it fits in a land management agency or a new ecosystem management and recreation agency. Likewise, this model can imply that state forest and range lands are

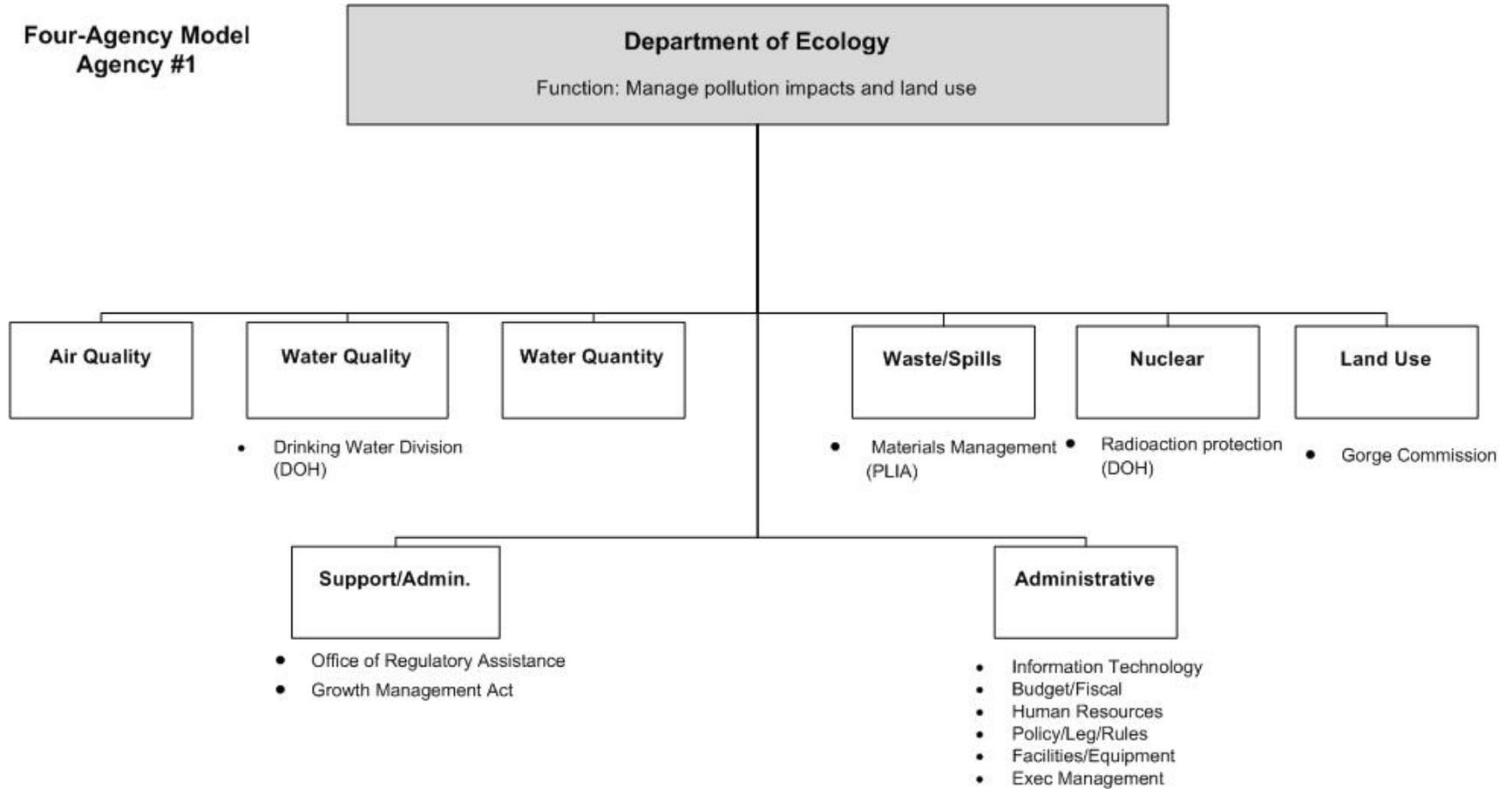
Ideas to Improve Management of Washington's Natural Resources

Submitted by the Natural Resources Subcabinet, September 2009

focused only on land management or commodity production, and not on conservation, recreation and ecosystem management. However, DNR manages lands on an ecosystem basis, and for conservation and recreation objectives.

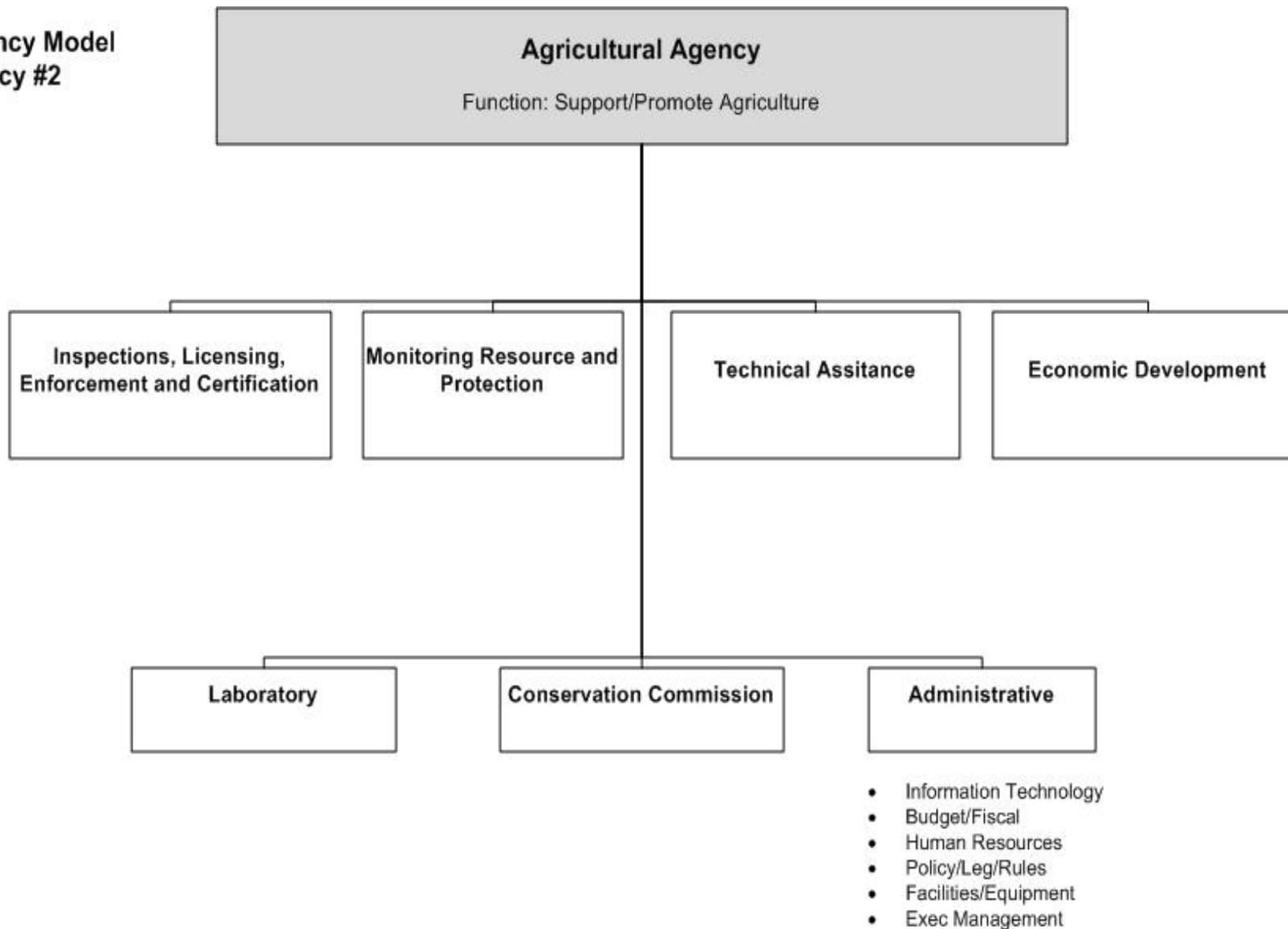
- WDFW managed lands come with “strings attached” hampering transfer to another (or newly created) agency. Of the 960,000 acres managed by the agency, 500,000 acres is owned by WDFW.
- Given the central role of co-management activities involving fisheries, the role of the WDFW director is particularly important in fulfilling government-to-government negotiations with tribal sovereigns on fisheries management issues. Nesting the fish management role within an agency with a larger mission may undermine the director’s role.
- Larger agencies could create new layers of mid-management to minimize the number of direct reporting relationships in the new structure.
- Consolidation may have unintended consequences in that certain activities may cost more money, minimizing net benefits.
- Some programs such as Puget Sound Partnership were created to highlight a critical issue or priority and focus may be lost in a larger agency.
- There’s a lack of clarity regarding the state’s role in “tourism” that is not adequately defined yet.
- Agencies may lose some valuable talent under consolidation, and some employees will move into positions that they are not optimally suited for.
- Moving public health functions into a natural resources or environmental agency will complicate the public health support structure for these policy and technical activities by splitting it into two agencies.
- The public health focus of programs in a natural resources or environmental agency may be minimized due to competing or higher priorities.

**Four-Agency Model
Agency #1**

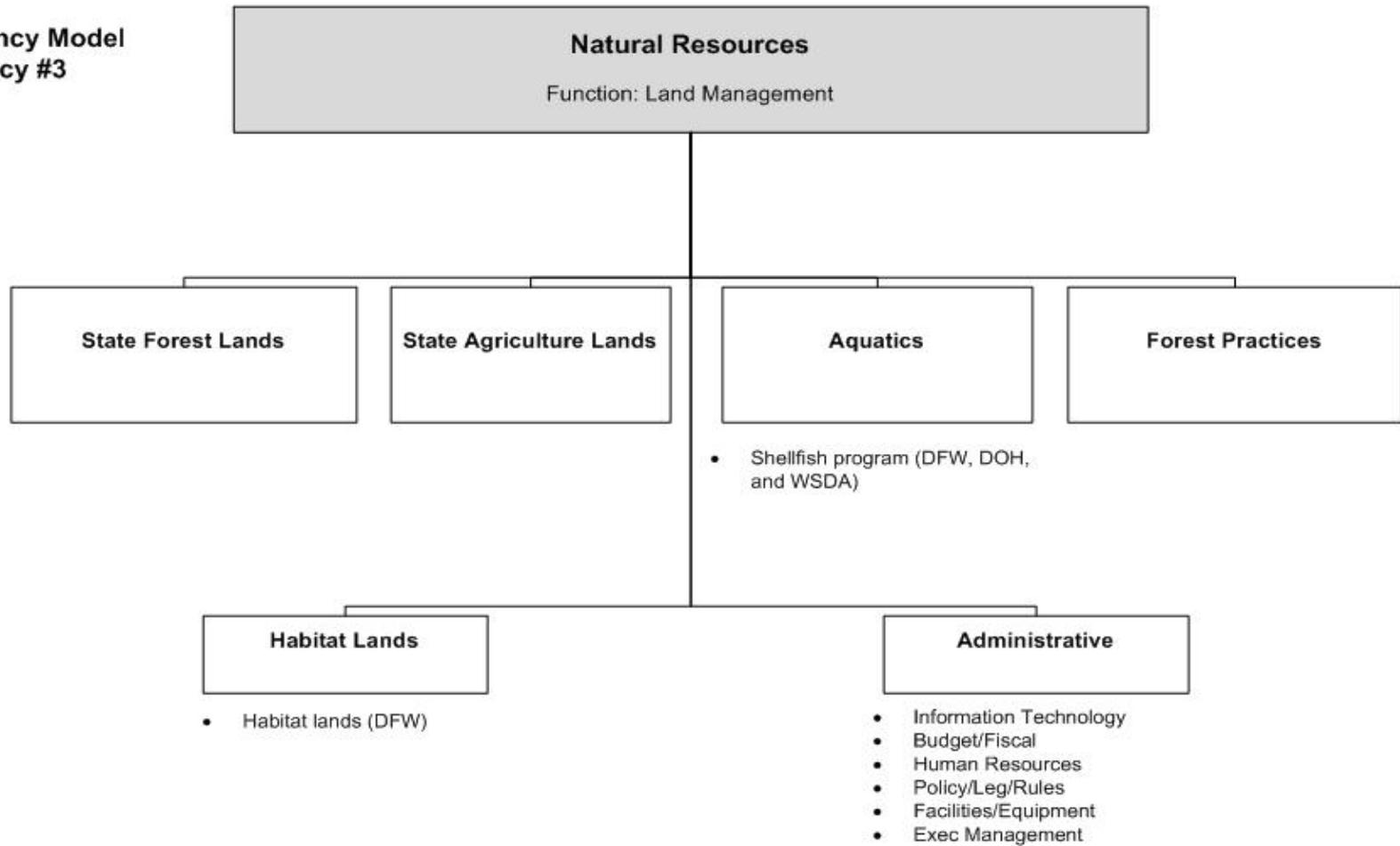


Legend:
 DOH – Department of Health
 PLIA – Pollution Liability Insurance Agency

**Four-Agency Model
Agency #2**

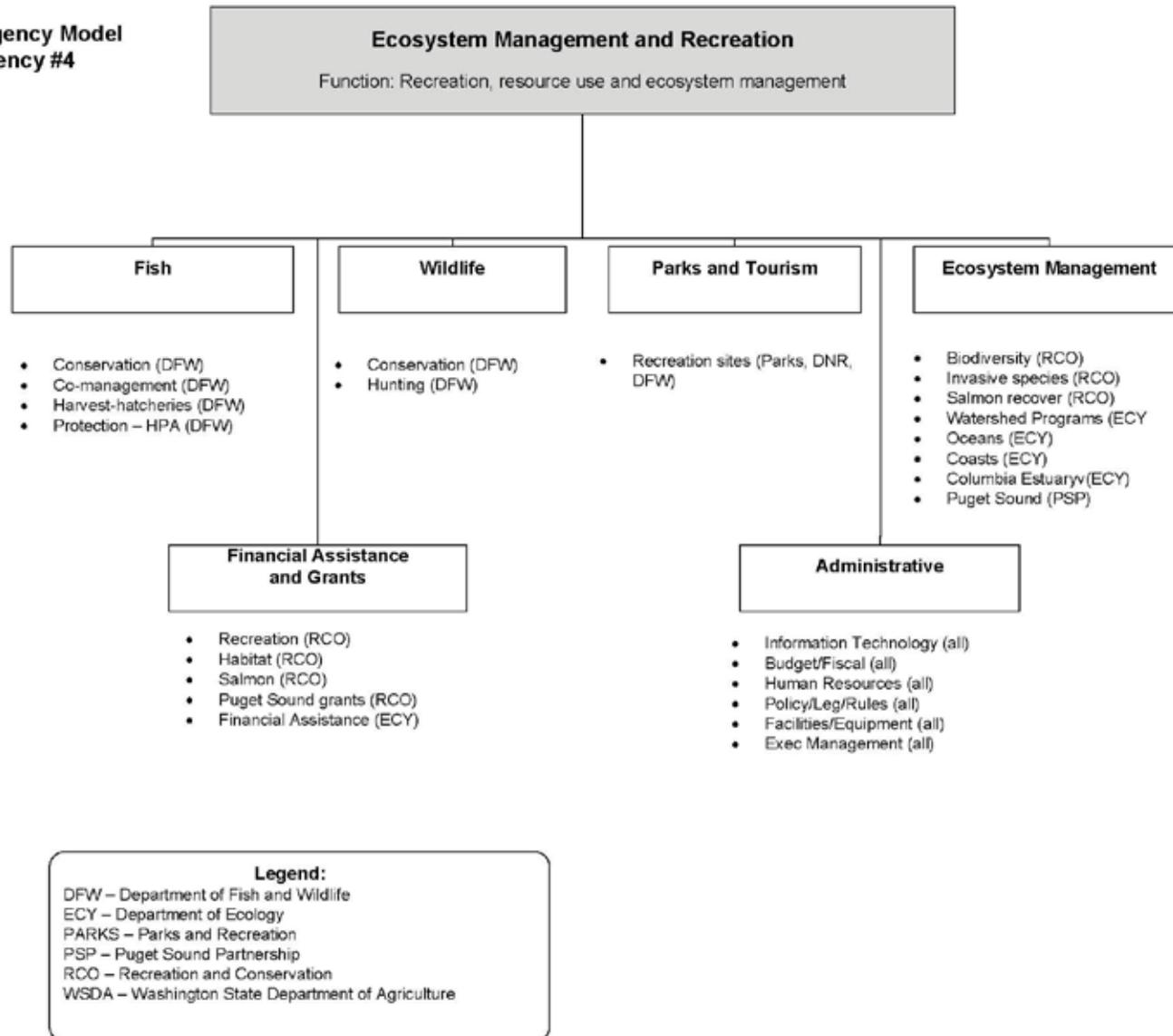


**Four-Agency Model
Agency #3**



Legend:
 DFW – Department of Fish and Wildlife
 DOH – Department of Health
 WSDA – Washington State Department of Agriculture

**Four-Agency Model
Agency #4**



Appendix 1-4

Work Group 1: Effective Ways to Organize

Idea 1-4: Five-Agency Model

Problem/Issue

Numerous natural resources agencies are involved with environmental protection and natural resources management. This creates questions and sometimes confusion about who is managing each issue, as well as concerns about overlaps in agency functions. Also, the current organization reflects a structure inherited from the last century, organized around single issue categories (e.g., water quality, water quantity, air quality, waste management, resource use/management); whereas there's an emerging need to manage across individual program boundaries, including ecosystem-based management. Also, given population and development pressure, there's an increased need to focus on conservation as well as use (sustainability). In an era of projected budget shortfalls, we must look for new ways to reduce costs through consolidation so that primary efforts on behalf of the state's environment and natural resources are protected.

Idea Description: This idea creates five independent agencies and shifts programs between the five to functionally align related programs. The five agencies would be:

1. Environmental Protection Agency
2. Agricultural Agency
3. Public Land Management Agency
4. Resource and Ecosystem Conservation Agency
5. Environmental and Natural Resources Financial Assistance Agency

Agency 1: Environmental Protection Agency

Function: Manage pollution impacts and land use

Agency 2: Agricultural Agency

Function: Support and promote agriculture

The Agriculture Agency would be as described in the four agency option except that the Conservation Commission programs would be located in the (Resource and Ecosystem Conservation Agency).

Agency 3: Public Land Management Agency

Function: Manage state-owned lands

The Public Land Management Agency would include the following programmatic land categories:

- State-owned forest lands

- State-owned conservation lands (wildlife areas, natural areas, natural resource conservation areas)
- Recreation lands (state parks, rustic campgrounds, boat launches, etc)
- State-owned aquatic lands; and state-owned agricultural lands

This agency would consolidate basic support functions of a land manager such as land acquisition and disposal, survey, engineering, landowner records, etc. It would also include certain regulatory programs (e.g., forest practices and surface mining) and the state's wildfire prevention and control efforts.

Agency 4: Resource and Ecosystem Conservation Agency

Function: Manage public resources (fish and wildlife), regulate natural resources activities, and address ecosystem-based management and recovery

This agency would:

- Include the current ecosystem approaches:
 - Puget Sound Partnership
 - Biodiversity Council
 - Invasive Species Council
 - Conservation Commission
 - Natural Heritage Program
 - Salmon Recovery
 - Monitoring
- Have certain resource regulatory programs (e.g., implementing the Hydraulic Projects Approval program).
- Be responsible for conserving fish and wildlife species, including setting of hunting and fishing seasons and managing fish hatcheries.
- Work with state fisheries and wildlife co-managers in managing fish and wildlife resources.
- Have all resource protection science necessary for effective conservation programs.

Agency 5: Environmental and Natural Resources Financial Assistance Agency

Function: Leadership and accountability for all natural resources and environmental grant and loan programs

This agency would provide the leadership and accountability for development of common grant and loan systems, processes, protocols and performance measurements. It would also provide recommendations for consolidating certain pots of funding into larger more flexible funding pots that can better leverage state and local funding resources and address statewide priorities.

In addition to the five agencies described above, a newly consolidated Environmental Hearings Office (Idea 4-2) would be kept as a separate agency due to its quasi-judicial functions.

Currently, the Department of Archaeology and Historic Preservation is considered an environmental/natural resources agency and is a member of the Subcabinet. If this idea is

implemented this agency would be moved out of the Natural Resources Subcabinet and be considered for consolidation through the work of another enterprise effort. This idea does not recommend moving any public health programs out of the Department of Health.

Organizational chart(s) for this idea are at the end of this appendix.

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Draft legislation to allow structural changes. Complete fiscal impact detail	2009 – Qtr 4 2010 – Qtr 1	Natural Resources Subcabinet	Proposed legislation amending applicable statutes. FY 2010 fiscal impacts reflected in Supplemental Budget
Identify Transition Committee Members	2009 – Qtr 4	Natural Resources Subcabinet; Impacted agencies	Member list
Develop plans for communication, space planning and agency transitioning	2010 – Qtrs 1-3	Transition Team	Communication plan finalized and implemented in order to keep affected parties informed; General Administration’s Space Planning completed for each agency involved in transition
Implement transition plan	2010 – Qtr 4 2011 – Qtrs 1, 2	Transition Committees	All physical moves completed

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

This idea has the potential to advance all three criteria. It reduces numerous natural resources agencies to five primary “go-to agencies” and directors. This will add a new clarity of function and accountability for those outside of state government as well as those who work within it. By consolidating programs where there is overlap, by cutting administrative layers and overhead, and developing a new “shared services” infrastructure, efficiencies will be achieved.

Authority to Implement

New statutory authority is needed.

Measurable Benefits

Measurable benefits will be defined if this idea moves forward.

Savings/Costs/Revenue

Fiscal detail is not available at this time. In order to complete the fiscal detail, the following questions or actions will need to be answered or taken:

1. Which programs, processes, or current positions are being merged or eliminated, resulting in consolidations/efficiencies/savings/reduction in workforce?
2. Space impacts, needs, and capacity (what facilities do agencies have now: how many people are in them, how much capacity will be available, and what needs would be unmet by existing facilities)?
3. Detailed Space Planning Analysis (including addressing stranded leases issue).
4. Information technology needs and changes.

Long-term cost savings

- Fewer FTEs/cost savings resulting from merger of business, IT, administration.
- Lower cost to customers is possible with increased efficiency, lower overhead costs.

Short-term cost savings

- Assuming FTEs are reduced immediately, will there be some cost savings associated with salary and benefits.

Pros

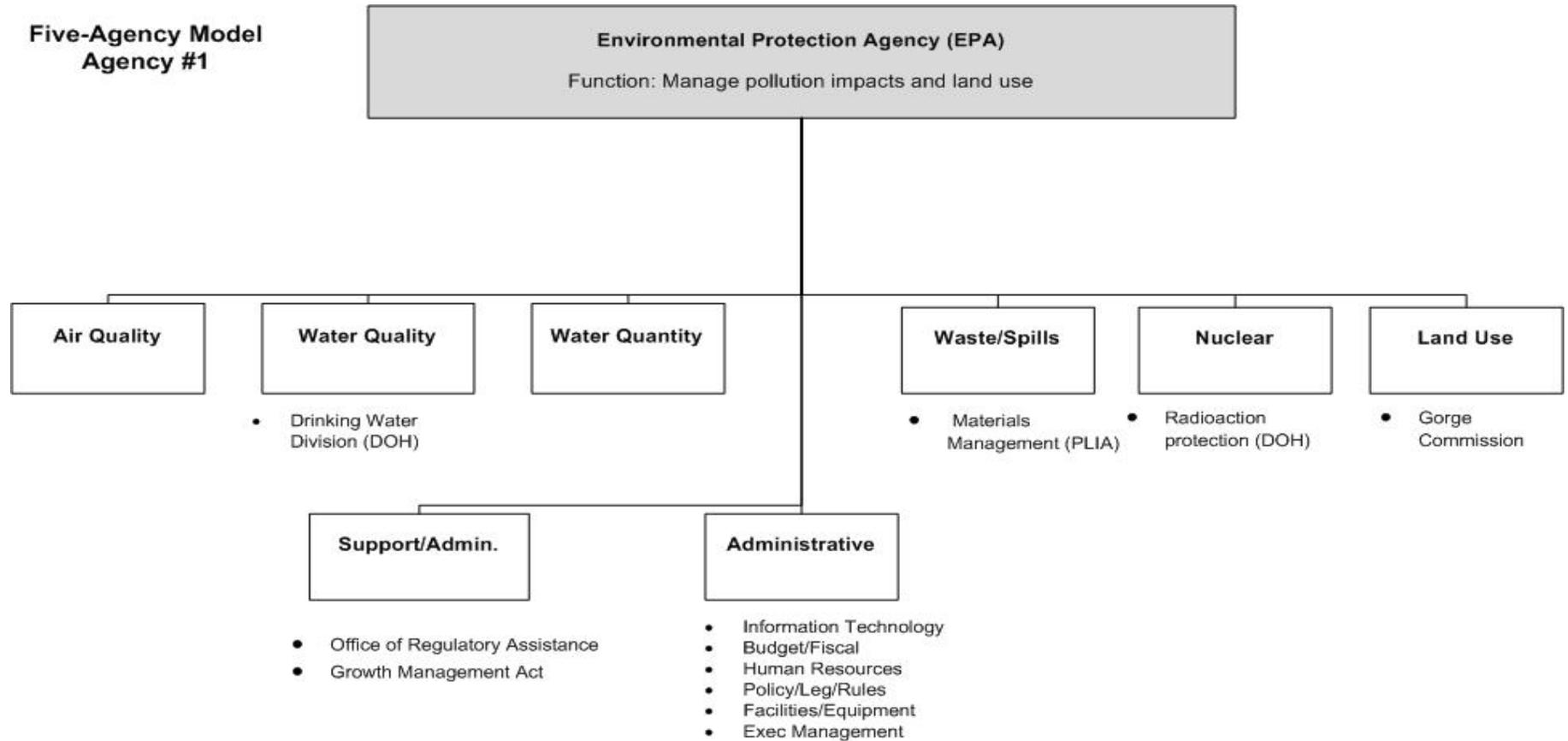
- Simplifies the state's environmental and natural resources management structure along certain common functions, and clarifies accountability issues for employees, customers and stakeholders.
- Results in significant cost savings or cost avoidance by eliminating layers of top management, reducing public employment and mid-level management, consolidating functions, and by developing a "shared services" infrastructure.
- Improves developing and implementing priorities for recreation and outdoor education management.
- Improves Tribal access to address resource, recreation and outdoor education issues with the state.

Cons

- May cause disruption for internal (employees and programs) and external stakeholders (e.g., recreation community, fishing and hunting advocates; tribal sovereigns; conservation districts; private enterprise and forest practices boards and other public/private partnerships).
- Stakeholders who historically have felt influence or control of public practices may feel disenfranchised within a larger organization.
- Larger agencies could create new layers of mid-management to minimize the number of direct reporting relationships in the new structure.
- Consolidation may have unintended consequences in that certain activities may cost more money and minimize net benefits.
- There are less savings due to back office functions because this five-agency structure includes small agencies which do not all have significant back office functions.
- Some programs such as Puget Sound Partnership were created to highlight a critical issue or priority. Such focus may be lost in a larger agency.

- There's a lack of clarity regarding the state's role in "tourism" that is not adequately defined yet.
- Agencies may lose some valuable talent under consolidation, and some employees will move into positions they are not optimally suited for.

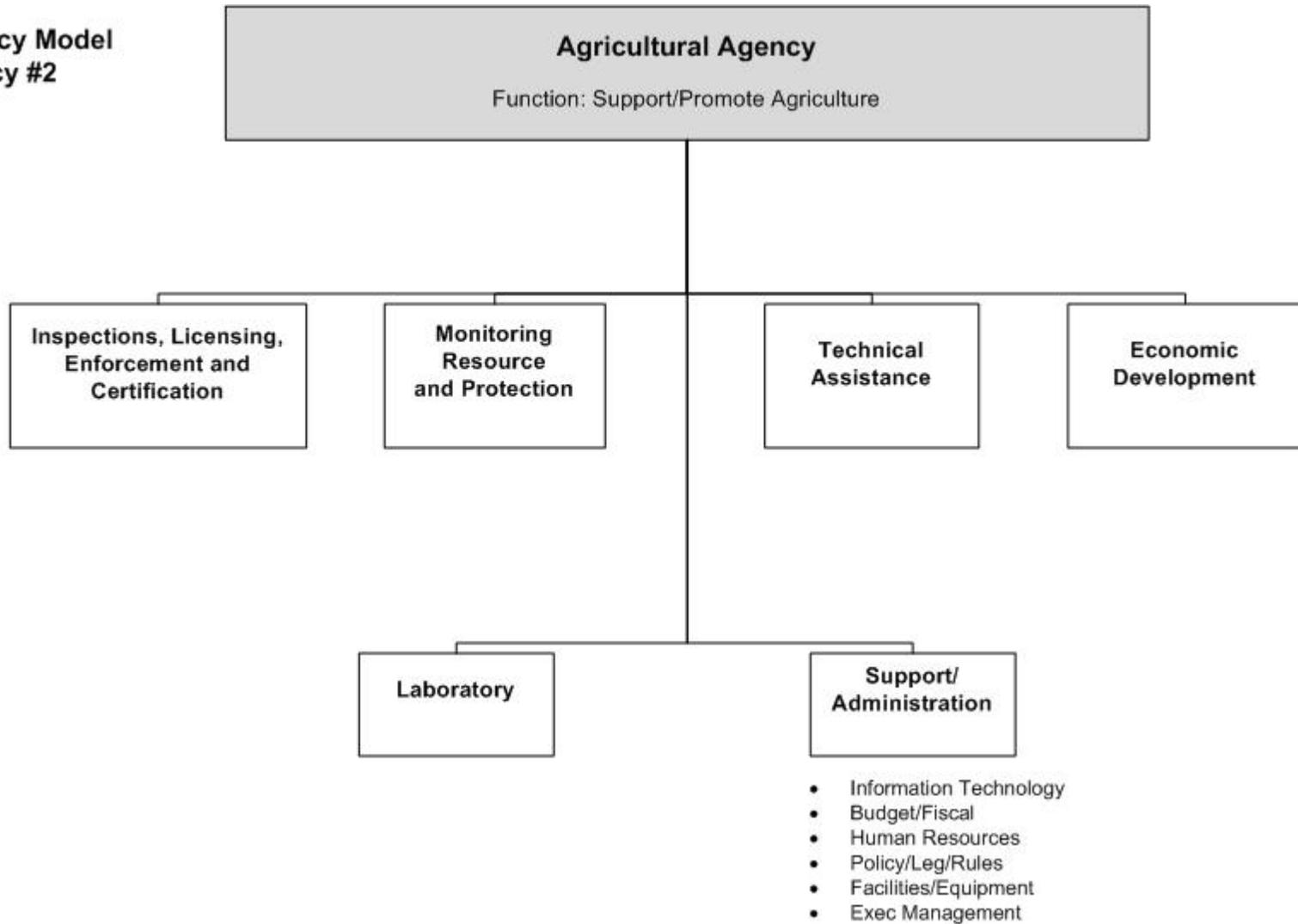
**Five-Agency Model
Agency #1**



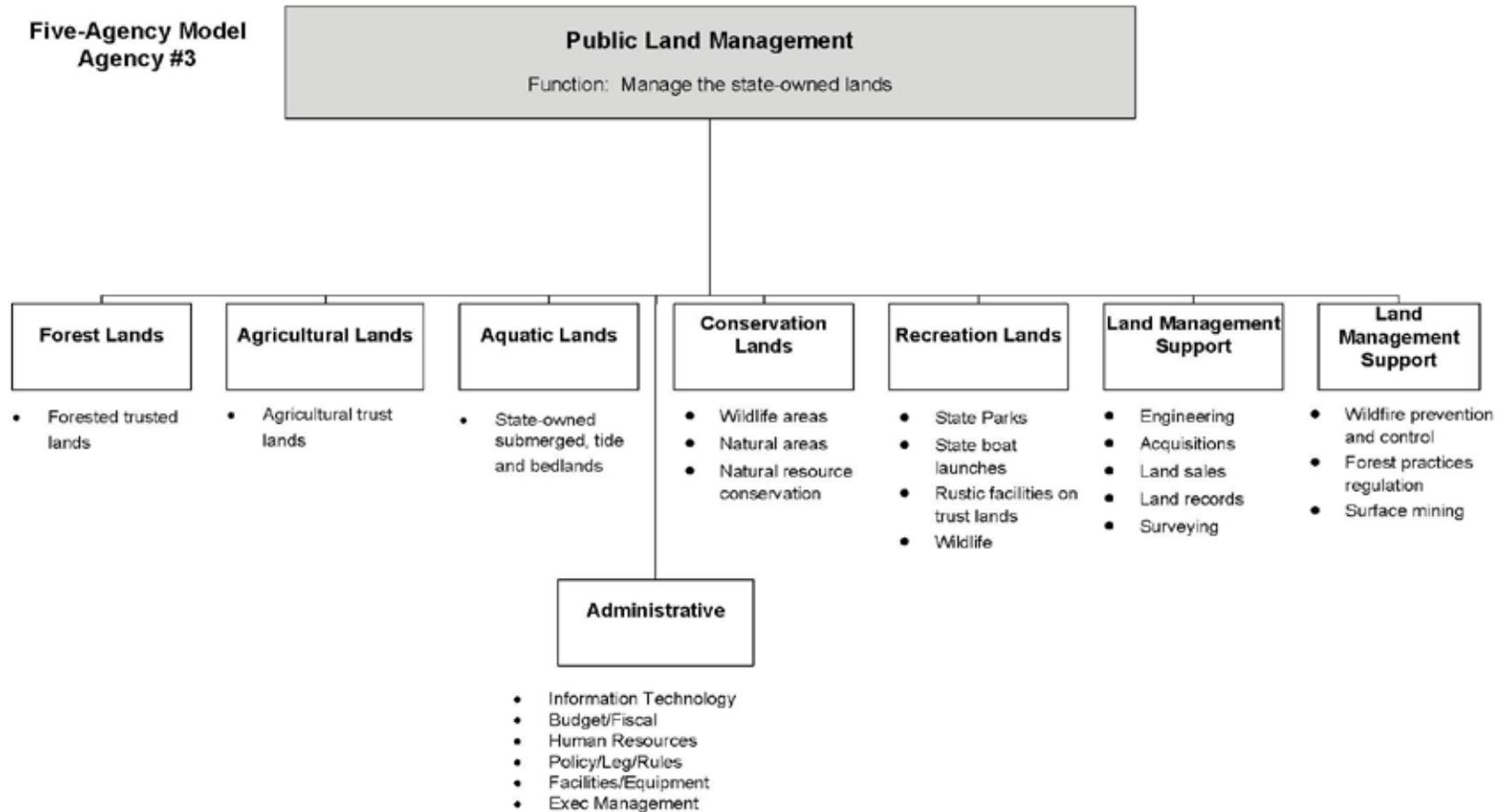
Legend:

DOH – Department of Health
PLIA – Pollution Liability Insurance Agency

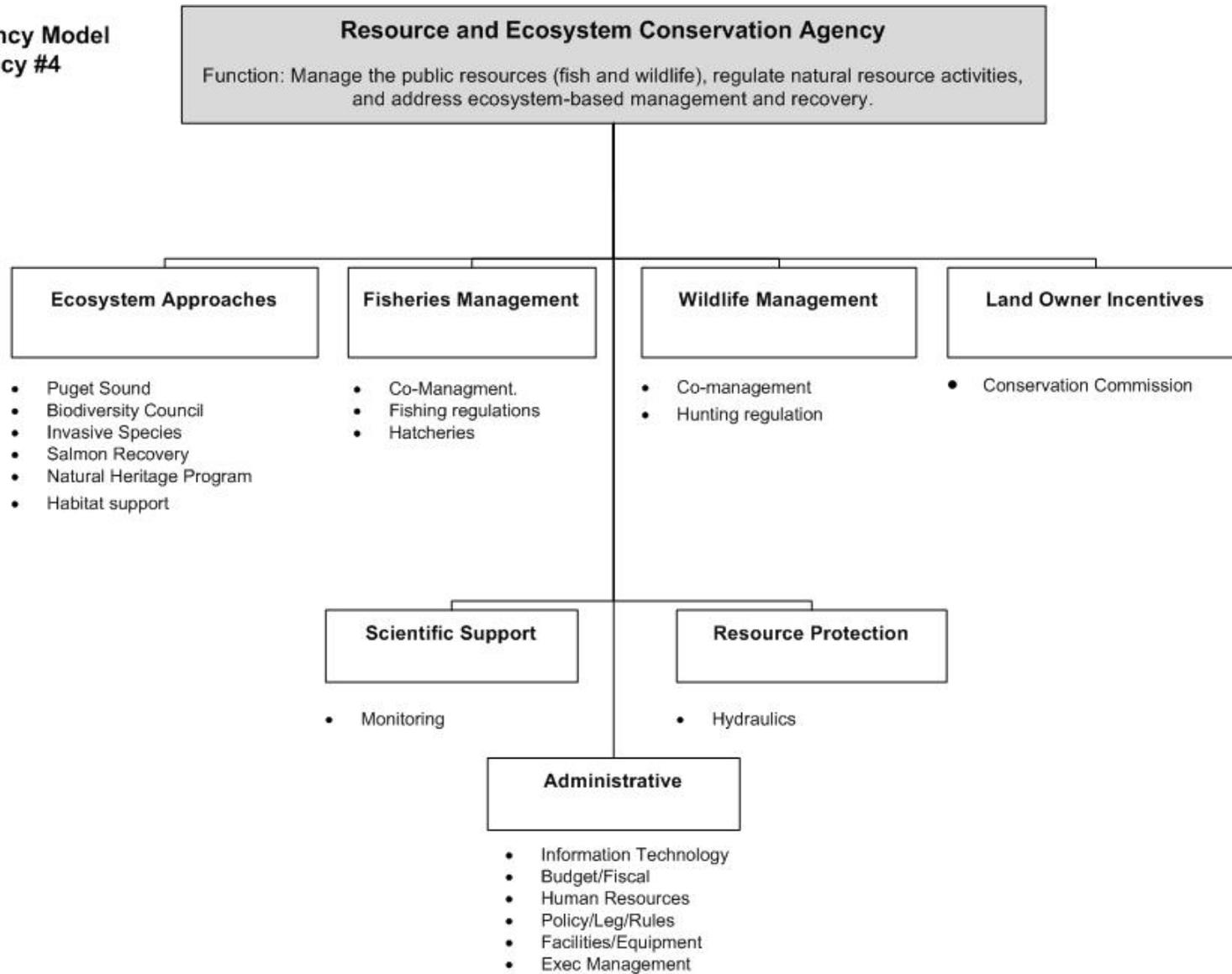
**Five-Agency Model
Agency #2**



**Five-Agency Model
Agency #3**



**Five-Agency Model
Agency #4**



**Five-Agency Model
Agency #5**

Environmental and Natural Resources Financial Assistance Agency
Function: Leadership and accountability for all natural resources and environmental grant and loan programs

Recreation grants
(including acquisition, development, and maintenance)

Conservation grants
(including acquisition, restoration, and technical and financial assistance)

Land use planning grants

Enforcement, public education and outreach grants

Infrastructure grants and Loans

Regulatory and Clean Up Grants and Loans

Economic Development grants and loans

Administrative

- Information Technology
- Budget/Fiscal
- Human Resources
- Policy/Leg/Rules
- Facilities/Equipment
- Exec Management

Appendix 1-5

Work Group 1: Effective Ways to Organize

Idea 1-5: Unified State Vision

Problem/Issue

Natural resources in Washington State are managed by numerous agencies. Each agency has its own specific mission and goals and several have unique governance structures: Department of Natural Resources (DNR) is managed by an independently elected official and State Parks and Department of Fish and Wildlife (WDFW) each have a commission.

Although there are several structures in place to formally, and informally, coordinate among these agencies, conflict and competition does occur in day-to-day management activities. This creates inefficiencies in management and less-than-optimal environmental results.

Each agency has a unique history and reason it was established. Regardless of the number of natural resources agencies, not all agencies are striving to manage natural resources as if they were part of the same agency working to achieve a unified vision and set of measurable goals.

Idea Description

Washington's natural resources agencies would adopt a Unified State Vision focused on defined environmental outcomes. The centerpiece of the Unified State Vision must include:

- Collaboration rather than conflict and competition
- Environmental outcome oriented management
- The highest possible value for the investment in management activities

The experience of the Puget Sound Partnership demonstrates that such collaboration cannot be accomplished in a generic sense. Simply stating that we should coordinate and collaborate in the abstract will not work because the multitude of players, jurisdictions, and stakeholders is overwhelming. However once broad environmental goals are agreed to and specific actions are developed it becomes relatively simple to coordinate and collaborate around a specific policy or project (for example, removal of the 5-mile dike around the Nisqually delta).

Environmental outcome oriented management depends upon agreement among stakeholders on a complete set of ecosystem goals. Ecosystems are a complete community of living organisms, including the non-living materials of their surroundings. Each goal is associated with measurable indicators so stakeholders can determine if progress is being made toward achieving the goals.

Developing the Unified State Vision

1. **Create a unified state vision, mission, goals and outcomes for natural resources management in the state through strategic planning.**
 - a. Agree on a unified state vision and mission for all natural resources agencies.
 - b. Establish a comprehensive set of goals that address all key elements of ecosystems including a healthy economy and human health and well-being. This set of goals should also address processes and functions related to water quantity and quality, land use and habitat, biodiversity, air quality and climate change.
 - c. Develop measurable indicators or outcomes for each goal. These indicators will allow the state and its successors to track whether the state (not individual agencies) is meeting those goals, These indicators will provide the basis for environmental outcome-based management across Washington State.

The planning process used to develop the Unified State Vision should be strategic and at a high enough level to allow each agency to synchronize their own missions and goals with those of the state. Each agency will likely need to adjust their own mission and goals so that they recognize the need to collaborate with other natural resources agencies to achieve the common goals of the state.

The development process should also recognize the variability in ecosystem types and conditions around the state and allow for different values placed on ecosystem services by citizens in different parts of the state.

2. Identify a Common Set of Environmental Threats

Use the best available information to identify and prioritize top threats that delay or prevent the achievement of statewide natural resources goals.

- a. Understand the relationship between these threats and the goals so that management activities with the highest potential magnitude of positive impact are prioritized by all state agencies.
 - b. Align state agency activities so that threats with the highest level of urgency are addressed first. (How imminent is the threat; will it result in an irreversible loss; how resilient are the resources that are affected?)
 - c. Attempt to address threats at their origin instead of reacting after the damage has been done.
 - d. Anticipate and prevent problems before they occur, and plan for extreme events.
3. **Prioritize and Synchronize Effective Management Strategies**

Use strategies that have a reasonable certainty of effectiveness. Each state natural resources agency should evaluate the strategies they use to address threats to the environment within their jurisdiction. The effectiveness of each strategy should be

evaluated based on individual actions and combinations of actions that address the same threats.

- Management strategies should:
 - Have a realistic expectation that they will be effective in addressing the identified threat.
 - Be designed so they can be measured, monitored and adapted.
 - Be cost effective in making efficient use of funding, personnel and resources.
 - Be evaluated to ensure that actions taken to address one problem do not cause harm to other ecosystem processes, functions and structure.

- Management strategies and decisions about the use of resources should err on the side of caution to avoid irreversible ecological consequences.

4. Collaboration to achieve goals

State agencies should involve other entities with management authority and resources in the development of goals and environmental outcomes. Collaboration with these entities, including Tribes, federal agencies, and local agencies, is critical given that achievement of ecosystem goals will depend on the efforts of all managers in the eco region. In addition, collaboration often results in synergy, which means greater environmental outcomes per dollar or level of effort.

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
Issue Executive Order aligning natural resources agency missions and goals with a unified state vision	2009 Q4	Governor's Policy Office	Executive Order
Draft legislation requiring natural resources agencies align their missions, goals and management strategies with a unified state vision	2010 Q1-Q2	Natural Resources Subcabinet	Legislation
Develop state natural resources unified state vision, mission, goals and outcomes	2010 Q2	Natural Resources Subcabinet	Unified state vision, mission, goals and outcomes
Identify and rank threats to achievement of goals	2010 Q2	Natural Resources Subcabinet	Agreement on key threats
Align agencies' missions and goals with unified state mission and goals	2010 Q3	Affected Agencies	Agency missions and goals aligned with the state mission and goals

Task	Timeframe	Lead Entity	Deliverable
Prioritize management strategies to address threats and achieve goals	2010 Q3-Q4	Natural Resources Subcabinet	Prioritized list of management strategies that address all threats; develop budget proposals reflecting state priorities
Align goals and priorities within regional offices	2010 Q3-Q4	Natural Resources Subcabinet	Goals aligned with regional offices identified
Identify opportunities for collaboration to achieve state natural resource management goals	2010 Q-4	Natural Resources Subcabinet	Opportunities for collaboration identified

How Idea Advances the Three Criteria (customer service, efficiencies, state's commitments)

Customer Service

- Provide a platform to streamline regulatory functions.
- Help citizens understand the intention behind environmental regulations.
- Obtain broad support for full implementation of environmental regulation and management.

Efficiencies

- Enable state agencies to work toward a common set of goals, minimizing conflict, competition, and redundancy between state agencies.
- Ensure highest level of environmental outcomes for money and effort spent.
- Verify that prioritized management strategies are being implemented fully and achieving expected environmental outcomes.

State's Commitments

- Processes are better aligned to achieve environmental goals: This idea would encourage the development of comprehensive ecosystem goals at the state level that will enable environmental outcome based natural resource management. It would also support the development of collaborative ecosystem based management systems at the eco regional level.
- Working lands (agriculture, forest practices, surface mining, pesticide usage) are maintained: Ecosystem management recognizes the contribution that working lands can make to human well-being as well as environmental protection. Healthy working lands are integral to healthy ecosystems.
- We will get better outcomes because state agencies will be aligned with each other: This idea has the potential to create synergy between state agencies and between state agencies and other levels of government including Tribes, federal agencies, and local

governments. Environmental management will be driven by measurable environmental outcomes and local priorities.

- Ecological values are linked to economic growth: This idea would result in a clear and cohesive set of ecological goals that include human well-being goals. The goals, threats, and management strategies should consider the outcomes related to ecosystem services most valued by the citizens of Washington. A healthy environment supports a healthy and sustainable economy.

Authority to Implement

The Governor could issue an executive order to start the process for agencies to develop and align to a Unified State Vision. The Governor may also choose to request that the Commissioner of Public Lands collaborate on the process. Legislation could be requested to formalize the management of natural resources agencies around a common mission and set of goals to provide greater long-term stability and predictability for agencies.

Measurable Benefits

Measurable benefits will be defined if this idea moves forward.

Savings/Costs/Revenue

Long-term cost savings:

Long-term cost savings will result from increased efficiencies in the implementation of a Unified State Vision. Duplication of effort between agencies would be eliminated or minimized. Time spent resolving conflict or taking redundant actions would be minimized.

Short-term cost savings:

In the short-term, staff time will be required in order to develop a Unified State Vision.

Pros

- Agencies would be working toward the same mission, goals and outcomes.
- Conflict, competition and redundancy would be reduced or eliminated.

Cons:

- Each agency will have to adjust its mission, goals and outcomes to synchronize with a Unified State Vision.
- There are no immediate cost savings.

Appendix 1-6

Work Group 1: Effective Ways to Organize

Idea 1-6: Re-align Regional Boundaries & Co-locate Regional Offices

Problem/Issue

Washington State's natural resources agencies have different numbers of regions. Depending on the agency, regional offices often are located in different cities. Regional boundaries do not coincide, and do not reflect Washington State's eco-regions. An eco-region is a relatively large geographic area within Washington State, like Puget Sound, that has topographical and ecological characteristics that differentiate it from other eco-regions.

Idea Description

Re-align the regional boundaries of Washington State's natural resources agencies. Re-alignment of the boundaries would be informed by eco-region classifications. However, there are not as many agency regions (3-5) as there are eco-regions (up to 9). Therefore, when setting new agency boundaries, it may be necessary to deviate from eco-region boundaries for practical reasons, such as, alignment with local government jurisdictions. Over time, agencies would combine and relocate their current regional offices into regional offices made up of multiple agency employees, supported by shared work centers as necessary. Agencies that do not currently operate in a regional manner would not have to reorganize if this idea was implemented. *The specific eco-region classifications that would be used to guide this idea have not yet been selected.*

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Gather input	2009 – Qtr 4	Natural Resources Subcabinet	Gather input from citizens, stakeholders, and governments that: <ul style="list-style-type: none"> a. Will help Determine whether to recommend this idea to the Governor and the Commissioner of Public Lands, and b. If recommendation moves forward, further develop this idea.
Recommendation	2009 – Qtr 3	Natural Resources Subcabinet	Determine whether to recommend this idea to the Governor and the Commissioner of Public Lands

How Idea Advances the Three Criteria (customer service, efficiencies, state's commitments)

Improves Customer Service. Customers save time and money because all of the state natural resources agencies with which they need to interact are located in the same office. Confusion and uncertainty about where to contact a natural resources agency are reduced.

Increases Efficiencies. Common regional boundaries and co-located regional offices improve interagency coordination. The number of buildings housing natural resources agencies is reduced. Co-located personnel share facilities, transportation services, and information technology and communications infrastructure. Co-location strengthens interagency working relationships.

Advances the state's commitment to:

- a. Protect and restore natural resources and the environment,
- b. Work collaboratively on natural resources issues with the state's Tribal governments,
- c. Promote sustainable commercial and recreational use of natural resources, and
- d. Protect public health.

Improved interagency coordination and stronger working relationships enhance the state's ability to attain natural resources goals. A unified organizational structure for service delivery improves the state's ability to collaborate with Tribal governments. Regional boundaries that better reflect Washington State's eco-regions promote ecologically coherent solutions to regional problems. This provides a greater likelihood that commercial and recreational uses can be sustained. Policies and programs flow more consistently from an organizing principle of ecosystem health.

Authority to Implement

Authority to implement this option exists under current law; no new law is needed.

Measurable Benefits

Costs of delivering natural resources services are reduced. Additional measurable benefits will be defined if this idea moves forward.

Savings/Costs/Revenue

Long-term cost savings: Long-term savings result from reductions in personnel, facilities, vehicles, and infrastructure. It is not possible to credibly estimate these savings until a specific organizational model is described and resourced.

Short-term cost savings: Short-term savings result from reductions in personnel, facilities, vehicles, and infrastructure minus one-time costs of relocating resources. It is not possible to credibly estimate these savings until a specific organizational model is described and resourced.

Pros

- Improves interagency coordination
- Strengthens interagency working relationships
- Reduces long-term costs of service delivery
- Agencies that do not operate in a regional manner can continue to operate this way

Cons:

- Some agencies and stakeholders may be vested in current organizational geographies and reluctant to change
- One-time costs of co-locating regional offices and work centers
- The number of regions varies by agency. The cost to standardize the regions may actually increase staff
- May reduce customer service in some areas
- May require significant cross-training efforts and expenditures

Appendix 1-7

Work Group 1: Effective Ways to Organize

Idea 1-7: Collaborative Ecosystem Based Management

Problem/Issue

Each natural resource agency has a unique mission and set of goals. In addition, each agency has established their own regional structure designed to organize their work and interact with their customers in ways that best enable them to achieve their missions. This has resulted in some duplication of effort and infrastructure between state natural resources agencies. The lack of common goals has led to a degree of competition and conflict in state natural resources management.

Idea Description

The idea would result in state agencies collaboratively establishing goals and priorities in eco-regions around the state that contribute to the achievement of overall state goals and priorities. An eco-region is a relatively large geographic area within Washington State, like Puget Sound, that has topographical and ecological characteristics that differentiate it from other eco-regions.

Ecosystem-Based Collaboration complements the Unified State Vision idea (Idea 1-5). It recognizes that the importance of various components of ecosystems will vary by eco-region across the state. Although not dependent on a realignment of agency regional boundaries, ecosystem-based collaboration would benefit from the Re-align Regional Boundaries and Co-locate Regional Offices idea (Idea 1-6).

State natural resources agency managers in each eco-region of the state will identify:

- A set of measurable goals
- Key threats to achievement of those goals
- A prioritized list of management actions to achieve those goals

This work will be based in part upon the foundation of existing watershed programs that address the condition of the eco-region. State agencies would incorporate existing state agency efforts that contribute to the achievement of eco-regional goals into the eco-regional framework. The eco-regional goals should clearly contribute to achievement of the state-wide goals. Key stakeholders including tribes, local governments, watershed groups, and others should be given the opportunity to contribute to the establishment of the eco-regional goals and priorities.

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
State agencies and regional office managers align missions, goals and outcomes, including obtaining key stakeholder input	2010 Q3-Q4	Natural Resources Agencies	Eco-regional goals and priorities for each eco-region
Verification that eco-regional goals and priorities support state-wide goals and priorities	2011 Q1	Natural Resources Subcabinet	Approved eco-regional goals and priorities for all areas of the state
Track implementation of management actions and monitor environmental outcomes	On adoption of eco-regional goals; ongoing	Natural Resources Agencies	Monitoring and tracking reports

How Option Advances the Three Criteria (customer service, efficiencies state’s commitments)

Customer Service

- Provides a unified set of eco-regional agency goals and priorities that are understood and supported by local citizens.
- Provides a platform to streamline regulatory processes.
- Helps citizens understand the intention behind environmental rules and develop broad support for full implementation of environmental rules and management

Efficiencies

In the long-term, collaborative ecosystem management would result in:

- The use of science and local planning and prioritization processes to focus state efforts.
- Monitor implementation of commitments and management actions by state agencies and others to ensure value is received for dollars spent.
- Monitor to ensure that the agreed upon management activities are producing valued and targeted environmental outcomes which will lead to resources being dedicated to the most effective actions.
- Prioritize, manage and make available scientific research and monitoring data so the most value is realized from limited science budgets.

State's Commitments

- Processes are better aligned to achieve environmental goals: This idea would encourage the development of comprehensive ecosystem goals at the eco-regional level that will enable environmental outcome based natural resources management.
- Working lands (agriculture, forest practices, surface mining, pesticide usage) are maintained: Ecosystem management recognizes the contribution that working lands can make to human well-being as well as environmental protection. Healthy working lands are integral to healthy ecosystems.
- Will we get at least as good or better outcomes: We will get better outcomes because state agencies will be aligned with each other and with citizens in each eco-region. Environmental management will be driven by measurable environmental outcomes and local priorities.
- Ecological values are linked to economic growth: Collaborative ecosystem management will enable state agencies to better protect the environment even with high rates of population and economic growth. Healthy economies depend on a healthy environment.

Authority to Implement

This idea can be implemented under existing law with low levels of additional funding.

Measurable Benefits

This idea will:

- Prioritize management actions that provide the highest value for dollars and effort spent.
- Enable managers to identify redundancies and inefficiencies between different levels of government. Once remedied this would result in cost savings.
- Enable the identification of ineffective management strategies that could be adjusted or discontinued resulting either in cost savings or focus on management strategies that more effectively address desired outcomes.

Savings/Costs/Revenue

Long-term cost savings: Long-term cost savings would be the same for other ideas included in this document. In addition, this idea would result in more efficient attainment of environmental outcomes.

Short-term cost savings: This idea would require low levels of funding and medium levels of staff time to coordinate eco-regional agency goals and priorities.

Pros

- Uses existing plans and programs to establish management.
- Maximizes value of public services per tax dollar by focusing on the most important things.
- Clarifies state agency roles and responsibilities enabling a more effective and responsive relationship with the public.
- Synergistic collaboration between tribal, federal, and local governments as well as other stakeholders that will add value to state efforts and reduce unproductive competition and conflict between resources managers.
- Increase ability of professional staff in small agencies to focus on core functions.

Cons

- Would require additional funding to develop collaborative ecosystem management proposals in each eco-region.
- Some agencies (e.g., Agriculture) conduct work that cannot be divided effectively by region or eco-regionally. In such cases, the creation of eco-regional divisions has the potential to result in artificial partitions that may undermine efficiency.
- Where eco-regional boundaries do not coincide with county political boundaries, local jurisdictions may require additional activity to deal with multiple state agencies/eco-regions.
- Some stakeholders and users groups could feel disenfranchised by focusing primarily on ecosystem based management, especially if human dimensions are not clearly included in the eco-regional goals.
- This idea might not save any state dollars nor be cost neutral. Additional start up funds would be necessary to establish the goal and priority setting process in each eco-region.

Appendix 1-8

Work Group 1: Effective Ways to Organize

Idea 1-8: Formalize Multi-Agency Collaboration

Problem/Issue

This idea is aimed at improving inter-agency coordination, minimizing duplicative or inconsistent approaches, and improving service delivery.

Idea Description

This idea would identify specific areas with a need for cross-agency collaboration or coordination and formalize the networking between the relevant agencies. It could be as simple as formalizing the Natural Resources Subcabinet, with key staffing responsibilities and year round scheduled meetings. It could also build on existing forums such as the statutorily created Habitat and Recreation Lands coordinating group (HRLCG), or the Invasive Species Council (ISC). Both of these entities are established in statute.

The HRLCG works to coordinate the land acquisition plans of the land managing and funding agencies. The ISC works to strengthen the prioritization of effort and deployment of resources to control or eradicate invasive species across agencies with current authority over part of the overall problem.

These cross agency groups (with, in some cases, federal, local, and citizen involvement) have dedicated employees, budgets, and missions that focus on strategy, coordinated responses and shared responsibilities. These opportunities work best when they are structured, and with a clear mission. Some work best at the employee level, whereas the strategic or decision-making opportunities may work best at the director or deputy level.

These structured collaborations occur when the delivery of services is integrated among all organizations involved in their delivery, with the goal to increase service efficiency. In a structured collaboration organization, groups and/or individuals go one-step beyond just exchanging information and explicit knowledge. They interact with each other to better align their individual efforts. The participating organizations still remain *independent* entities, but are willing to make changes in the way they deliver their services. Leadership is focused on guiding the integration process through planning, joint projects and other mechanisms that encourage others to work in a collective manner.

The work group assigned to this idea brainstormed a list of topics that could benefit from a structured collaboration approach. In listing these topics, the work group does not intend to discount the wide array of existing inter-agency work groups. At some point, an inventory of existing staff level, inter-agency work groups should be developed so that those that continue to serve important coordinating roles continue and those that don't are discontinued. The work group also discussed how to maintain and encourage those working relationships that have evolved in more ad-hoc ways.

The work group identified two groupings of areas for structured collaboration: policy groups and technical groups. The list below is a brainstormed list, with a need for a cabinet process for prioritizing and identifying new groups or terminating old groups. They also discussed how there is a hierarchy of formality, depending on each topic area.

Policy Areas/Groups

- Cabinet (level: directors)
- Invasive Species (existing statutory group. Level: program managers/ policy leads)
- Specific hot policy issues: energy issues, climate change, Columbia River, water rights reform (level: directors or policy leads)
- Legislative liaisons (existing ad hoc during session; level: legislative liaisons)
- Big Projects: SR 520, federal stimulus (level: directors)
- Salmon Recovery and Watershed Health (level: directors or policy leads)
- State-Tribal group (level: directors)
- Biodiversity Council (existing council by executive order; level assistant directors)
- Permit Streamlining (level: directors or deputies)
- Puget Sound State caucus (level: policy leads)

Technical Groups

- Grant management coordination (level: program managers)
- Landowner incentives (level: program managers)
- State land acquisitions and dispositions (existing statutory group. Level: program managers)
- Grant funding for state programs (level: assistant directors)
- Boating programs (existing ad hoc group of agency program managers)
- Big projects (example: SR 520; level: permit managers)
- Regional managers group of all natural resources agencies (level: region managers)
- GIS providers (level: GIS managers)
- Monitoring and Data Management (one statutory group exists; one ad hoc data group exists. Level monitoring or data managers)

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Identify key functions or issues to be coordinated; identify key objectives for coordinating around issues/functions	2009 – Qtr 4	Natural Resources Subcabinet	Description of high priority issues and key functions for coordination. Identification of key objectives.
Identify relevant agencies for coordination effort.	2009 – Qtr 4 2010 – Qtr 1	Natural Resources Subcabinet	List of necessary agencies for each issue and/or function

Ideas to Improve Management of Washington's Natural Resources

Submitted by the Natural Resources Subcabinet, September 2009

Task	Timeframe	Lead Entity	Deliverable
Identify structures to implement coordination, e.g., established council, interagency team, etc.	2010 – Qtr 2	Relevant Agencies	Descriptions of the types of structures best suited for the particular issue/function
Identify and create mechanisms to develop and maintain structures, e.g., Interagency Agreements, Executive Order	2010 – Qtrs 2, 3, 4	Relevant Agencies	Description of how to create and then sustain each coordinating structure

How Option Advances the Three Criteria (customer service, efficiencies, state commitments)

Customer Service:

- Overall increased service efficiency. Relevant agencies are in the same room having the same discussions. More cohesive responses to customers and delivery of services.
- Customers have one stop or point of contact for specific issues.

Efficiencies:

- Reduced duplication as each agency is aware of the efforts of another, plays a specific role in a coordinated network and helps assure the agencies are working from the same strategic direction.
- Priorities for specific issues and functions would be established by an interagency group, so all agencies are working towards and from the same list of priorities.

State's Commitments:

- A more strategic and less fragmented approach to addressing key issues. Should result in better and more sustainable outcomes for the resource.
- Will include all relevant perspectives on an issue in one forum/process. Helps to ensure that there is a broader perspective given to a particular issue, so that working lands (agriculture, forest practices, surface mining), natural resources and economic impacts are considered collectively.
- Provides a single forum on specific issues to allow for clearer communication with tribal governments.

Authority to Implement

These collaborative efforts can be established by Memorandum of Understanding (MOU), by executive order, or by legislation. Those established by statute, Executive Order or MOU tend to be more formalized, whereas those that are formed in an ad hoc manner tend to have less commitment and structure.

Measurable Benefits

Decision making and developing implementation paths for key decisions would occur with the relevant agencies. There would be an agreed-upon understanding of the expectations across

agencies. Communication and planning would happen on the front-end of development and implementation. This would result in less inefficiency on the back end. Specific measurable benefits will be defined as this idea moves forward.

Savings/Costs/Revenue

Before fiscal impacts could be determined, the focus and issues of the structured collaboration (formalizing multi-agency collaboration, Idea 1-8) efforts would need to be identified. For example, a Natural Resources grants coordinating group might require one level of effort while a formalized Natural Resources Subcabinet would require another.

Pros

- Same directive across agencies on specific issues or functions
- Same expectations for each of the agencies on those issues and functions
- Less duplication among agency efforts
- Easier to communicate decisions – better communication overall
- Creates accountability for the state as a whole, versus not just one agency or another

Cons

- Runs the risk of coordinating for sake of coordinating i.e., will coordination produce greater efficiencies and better results
- May be difficult to reach consensus on issues and functions needing coordination.
- Inherent conflicts may still exist because of different citizen constituencies and agency objectives served.
- Would need to ensure adequate resources and staff
- Could take some time to get in place

Appendix 2-1

Work Group 2: Sharing Services and Resources

Idea 2-1: GIS Data Consolidation and Governance

Problem/Issue

Washington's Natural Resource and Transportation agencies were early adopters and leaders in the use of Geographic Information System (GIS) technology. GIS technology is currently used by Washington State agencies to inventory, capture, analyze, manage, and map information about the location and characteristics of Washington's natural and human built environment. This information is used to manage natural resources, protect Washington's environment, and to ensure public safety.

Unlike many other states, Washington State has developed a business-driven, decentralized approach to deployment of GIS data and services. Over time this decentralized approach has served agencies well but has led to a substantial duplication of effort. More problematic is the fact that the natural resources agencies each have different GIS data and are making regulatory and resource-restoration decisions on differing versions of what should be a common set of GIS data. Natural resources agencies are also duplicating effort to host GIS hardware and software resources.

Opportunity exists to develop a common set of shared GIS data, services, and map products that would be used by agencies, the regulated community, and the public. A state GIS office could be established to coordinate and manage this common set of functions and provide a common infrastructure for hosting shared services and applications.

Idea Description

Washington would develop and support an enterprise approach to managing GIS data and services to:

- Reduce the duplication of effort
- Streamline access to information
- Work collaboratively on environmental protection
- Support consistent decision making

This can be achieved by revisiting the [Approved Information Services Board – Geographic Information Technology Conceptual Enterprise Architecture](#) and implementing several of the key elements listed below.

Formalize GIS Data Stewardship (Formalize agency data ownership and upkeep responsibilities for Washington State common GIS data and services).

Agency data steward(s) would be designated for each of the common GIS data sets listed below. The agency data steward will be responsible for:

- Developing the necessary business processes to document the data
- Defining data change management business rules
- Defining data security policies
- Developing procedures for co-incident registration
- Confirming policies for data retention and archiving
- Defining required data currency
- Defining procedures for data correction and enhancement

In addition, any data services based on these GIS data shall similarly have a designated steward agency with responsibilities similar to those for data stewardship.

- **Hydrography** – surface water features such as lakes and ponds, streams and rivers, canals, oceans, and shorelines.
- **Ortho-Imagery** – georeferenced imagery prepared from an aerial photograph, satellite image, or other remotely sensed data.
- **Transportation** – georeferenced transportation facilities (roads, rail, transit, ferries, air, and non-mechanized transportations nodes). Proposed steward - DOT
- **Elevation** - data provides information about terrain and refers to a spatially referenced vertical position above or below a datum (standardized) surface.
- **Cadastral/Parcels** - the geographic extent of public and private land holdings.
- **Geodetic Control** - the common reference system for establishing the position (coordinates) of geographic data.
- **Governmental Units** - the geographic areas of government including the boundaries for counties, cities, municipalities, school districts, fire districts, etc.
- **Geographic Names** – officially designated names of geographic features, places and cultural sites.

Framework data sets are critical to the success of any reform effort and tackling the resource needs for their development and maintenance will need to be addressed.

Provide Shared GIS Infrastructure (computer servers, storage, network connections, etc for hosting common GIS data and services at a single location).

A single point of access for common GIS data and services will reduce the confusion presented by each agency hosting its own GIS data and services. A single point of access shall be created with sufficient capacity and redundancy to accommodate current and expected agency and public access requirements. External stakeholders will be better served by a single point of data discovery and data access.

Create a Washington State GIS Program Office (Provide staff, funding and governance to operate a single state GIS Office).

The office would be responsible for running the shared infrastructure, coordinating GIS data and software purchases, managing business agreements between stakeholders, securing

ongoing funding for the upkeep of the shared services, coordinating GIS data acquisition projects, and serving as the GIS point of contact for external stakeholders. The Natural Resources agencies would contribute resources to the GIS Program Office based on the agency's capacity and its strategic priorities. Additional funding for infrastructure and FTEs may be needed.

Tasks/Timeframes/Leads/Deliverables:

Concurrent Tasks (1,2 & 3)	Timeframe	Lead Entity	Deliverable
1a. Framework Data Sets: Provide the governance and technical infrastructure needed to support the maintenance of critical base data (listed above). Staff supporting the framework would remain in the steward agencies. The shared GIS infrastructure will make the framework datasets available at a common source.	2010 – Qtrs 1-3	GIS Agencies	Establish formal governance and data stewards for each framework data set. Establish a common link to framework datasets.
1b. Framework Data Sets: Obtain funding necessary to support the completion of the active framework dataset efforts. The Hydrography data consolidation effort is an example of a framework project that requires a substantial amount of funding to merge multiple agency datasets into a single dataset.	On-going	Steward agencies will lead these efforts.	Consistent data sets that are maintained in one location with a reduction in storage and maintenance redundancies. Decision packages and grants developed/pursued.
2. Shared Geospatial Services: Provide infrastructure needed to support providing shared geospatial services to a wide range of government and stakeholder clients.	2010 – Qtrs 1-3	Departments of Natural Resources (DNR), Health (DOH), and Ecology (Ecology)	List of services available on the consolidate infrastructure identified. Additional services established over time and at agencies that can support their services. Service Level Agreements (SLA) will be established outlining service delivery, custodianship and change management processes.
3. Expand Current Portal Infrastructure: Take existing orthoimagery portal and add the	2010 – Qtrs 1-2	Departments of Information Services (DIS)	Infrastructure capabilities to support additional data and web services.

Concurrent Tasks (1,2 & 3)	Timeframe	Lead Entity	Deliverable
hardware and software resources needed to support framework data sets and shared services		and Fish and Wildlife (WDFW)	
4. Program Office: Planning and Organization Phase: Expands existing orthoimagery governance structure to support framework data and shared services. Establish formal and binding relationship between state agencies through the establishment of SLA's and Memorandum of Agreement (MOA) to provide staffing support to the program office.	2010 – Qtrs 1-2	DIS, ECY, DNR, DFW, etc.	Signed SLA's agreeing to allocate resources including staffing of the GIS Program Office. FTE's will reside in the respective agencies but an agreed upon level of support will be made available to the Program Office.

How Option Advances the Three Criteria (customer service, efficiencies, state commitments)

The GIS Data Consolidation and Governance idea:

- Advances customer service by providing a common presentation of GIS services and a central point of contact for external entities desiring information about the state's GIS resources, standards and protocols.
- Increases efficiencies through the reduction of duplicate data sets maintained by multiple agencies. It also improves GIS data quality through the shared use and maintenance of common framework datasets.
- Advances the protection of the environment by consolidating and integrating natural resources GIS data in a common, shared GIS data library, with data stewardship identified and supported. Due to the current GIS data fragmentation across multiple agencies, it is difficult and tedious to assess conditions of an ecosystem.
- Advances sustainable commercial endeavors by reducing the burden on the regulated community. Currently GIS-based regulatory information is fragmented across multiple agencies, forcing permit applicants to seek information from multiple sources. Once these data are assembled by the applicant, inconsistencies between the data sets cause confusion and further delays. By maintaining a single data source, with clearly defined governance, the state will reduce the burden on the applicant, while providing more accurate and consistent permit conditions.

Assessments of public health, whether it's medical service delivery, contaminant risk assessment or issues of environmental justice, all depend on accurate GIS data. By providing a single source of accurate, timely and documented GIS data this idea supports such assessments whether during an emergency response or long-term study.

Authority to Implement

This idea can be handled administratively. No changes in statute are required.

Measurable Benefits

Benefits include:

- Provides an adaptable framework for developing solutions that operate across agencies.
- Facilitates design of flexible, reliable, scalable, and secure systems that are more responsive to changing business needs.
- Allows agencies to add systems and manage the lifecycle of current systems while supporting enterprise investment and design decisions.

The proposed business architecture is intended to support a single approach to managing and operating certain GIS activities as enterprise initiatives. This approach:

- Defines business processes that facilitate integration and reuse of GIS data and application components across the enterprise.
- Brings more clarity to how stakeholder groups relate and work together to achieve an enterprise approach to certain GIS issues.
- Makes use of existing information technology policy and governance structures to achieve the GIS enterprise architecture vision.

A fully functional GIS Program Office would provide the following benefits:

- Facilitate a single enterprise view of GIS framework data.
- Increase state agencies' capacity to fully support informed public policy and decision making.
- Help resolve natural resources, environmental, public safety and other complex multi-jurisdictional problems.
- Address multiple objectives of Washington State's Strategic Information Technology Plan.

Measures of success for a GIS Program Office would be:

Objective	Measure	Standard
Provide high quality shared GIS data to agencies and external stakeholders	Number of shared GIS data sets available from shared GIS infrastructure	Framework GIS data layers identified above: Hydrography; Ortho-Imagery; Transportation; Elevation; Cadastral/Parcels; Geodetic Control; Governmental Units; Geographic Names
Provide high availability shared GIS services to agencies and external stakeholders	Number of GIS services available from shared infrastructure	Current agency services; Ortho Portal image services; ECY Location Finder geoprocessing service; DOH address services.
Establish a governance structure for shared datasets, services and operations	Fully defined roles and responsibilities for all Program Office partners	Data and services are developed, managed, maintained and made available for access and distribution.
Establish a stable funding source for a GIS Program Office	Fully defined funding at a sufficient level to operate the GIS Program Office	A fully functional GIS Program Office with a stable and sufficient funding structure.
Establish a State GIS Portal with sufficient storage capacity for Framework and other shared GIS datasets	Successful deployment of shared GIS Datasets to a central repository	Shared GIS datasets available for access by state Agencies and other stakeholders on demand.
Provide infrastructure for hosting shared GIS services and applications	Successful hosting of shared GIS services and applications	Shared services and applications available for consumption by state agencies and other stakeholders on demand.
Establish partnerships with other state, federal, and local government entities to promote shared datasets and other GIS standards	The GIS Program Office is a functional partner with other state, federal, and local government GIS governance entities	Participate with state, federal and local government entities in the management of Framework datasets, common geospatial standards, and the provision of common geospatial services.
Position state GIS operations under the larger umbrella of Washington State Information Technology (IT) standards	The GIS Program Office complies with and promotes Washington State IT standards	State GIS operations are in full compliance with state IT standards.

Savings/Costs/Revenue

Estimated savings \$231,000/year from the following:

Note: Data costs for each of the agencies to maintain their individual framework data layers is not included. This is where most of the savings can occur.

Short-term cost savings: (short-term defined as 2 years)

- Reduced GIS software and infrastructure costs for all state agencies by having a central entity capable of negotiating enterprise license agreements with GIS vendors (smaller agencies would likely realize the greatest savings on a per/user basis as they gain the pricing advantage of the larger state enterprise)
- Reduced GIS software/hardware costs by providing a shared infrastructure (data storage and backup, servers, software, network)
- Eliminate redundant data storage costs
- There will be some short-term increase in costs for agencies as they need to retool business processes, shift resources and adjust their GIS priorities to work in concert with the common data stewardship and shared infrastructure approach

Long-term cost savings: (long-term defined as beyond 2 years)

- Reduce or eliminate errors caused by inconsistent GIS data
- Reduced GIS staff costs associated with:
 - Developing GIS services and applications
 - Creating and maintaining framework datasets
 - Administering database infrastructure

Costs

Costs for the shared infrastructure, GIS Program Office, and each of the common, shared GIS data layers are listed separately below. The shared infrastructure costs are based on leveraging the existing hardware & software hosting the current Ortho-Image Portal.

Shared Infrastructure Short Term Costs (startup during FY2011):

- **Hardware/Software costs \$ 433,000 one-time startup in FY2011** (includes purchase of servers, software, & hosting costs)

Shared Infrastructure Long Term Costs (beginning FY2012):

- **Hardware/Software support costs including hosting costs: \$212,000/year**

GIS Program Office Staffing Short Term and Long Term Costs (to operate shared infrastructure starting in FY 2011):

- **Staffing Costs \$254,000/year** (ITAS4 +ITAS5, GIS database administrator + senior GIS analyst)

Common GIS Data

This can be done incrementally to avoid duplicity of agency data investments rather than each agency acquiring and managing duplicate data sets.

Hydrography	Short –Term Costs for 2009-2011 biennium	Long-Term Costs for 2011-2013 biennium	Long Term Costs Beyond 2011-2013
Hydrography Data reconsolidation and conversion to National Hydrographic Dataset (NHD)	\$1,467,976 (includes staff, contractors, & regional clearinghouse costs)	\$2,937,667 (includes staff, contractors, & regional clearinghouse costs)	\$336,934 / biennium (includes staff & regional clearinghouse costs)

Ortho-Imagery – Enhance current data portal investment.	Short –Term Costs for 2009-2011 biennium	Short –Term Costs for 2009-2011 biennium	Long Term Costs for 2011-2013 biennium	Long-Term costs for 2011-2013 biennium	Long-Term costs 2013-2015 biennium
Ortho-Imagery cost to complete/implement 18" color project data with 6-year cycle	\$800,000	\$160,000	\$800,000	\$160,000	\$160,000

Transportation	Short Term Costs for 2009-2011 biennium	Long Term Costs for 2011-2013 biennium	Long Term Costs for 2013-2015 biennium
Transportation cost to implement	\$846, 000 (already funded)	\$852,000 (not funded)	
Transportation cost to maintain & update	\$270,000 (partially funded)	\$472,000 (not funded)	\$472,000 (not funded)

Cadastral/Parcels	Short Term Costs for 2009-2011 biennium	Long Term Costs for 2011-2013 biennium	Long Term Costs for 2013-2015 biennium
Cost to complete/implement including scanned parcel geometry in non-GIS counties, hardware & software for counties to maintain data	\$442, 000		
Cost to maintain & update (collect, document, normalize, quality control, & distribute)	\$680,000	\$640,000	\$600,000

Cadastral/Parcels	Short Term Costs for 2009-2011 biennium	Long Term Costs for 2011-2013 biennium	Long Term Costs for 2013-2015 biennium
Cost to Complete/implement data (implement service through a portal, hardware, software, contractor)		\$75,000	

Total short-term, long-term, and partial long-term costs associated with implementing the common GIS Data listed in the table above.

- Total Short-term cost: \$4,236,976 for 2009-2011
- Total Long-term cost: \$5,544,667 for 2011-2013
- Partial Long-term cost: \$1,488,934 for 2013-2015

Pros

Improves Customer Service by:

- A central point of contact to the Washington State GIS enterprise for external entities desiring information about the state's GIS resources, standards and protocols
- Improved GIS data quality by shared use and maintenance of common framework datasets
- Common presentation of GIS services

Increases efficiencies by:

- Reducing stakeholder frustration with inconsistent data obtained from multiple sources
- Reducing staff effort needed to resolve conflicts caused by inconsistent GIS data
- Reducing staff effort (currently spent maintaining the same GIS data in multiple places)
- Streamlining infrastructure (storage of data, service hosting, software licensing)

Advances the State's commitment to protecting and restoring natural resources and the environment by:

- Establishing a single, authoritative source for natural resources GIS datasets
- More effective use of limited resources for protecting the environment

Cons

- Existing agency business workflows may need to be modified.
- Scarce agency funding and resources may limit ability to effectively participate.
- Upfront time will be needed to create the business agreements and to merge disparate data sets.
- To create a Washington State GIS Program office and governance structure to manage a shared infrastructure and data sets may require additional funding for infrastructure upgrades and FTEs to support the ongoing program office work.

Appendix 2-2
Work Group 2: Sharing Services and Resources
Idea 2-2: Citizen Science - Agencies and Citizens
Collaborate to Gather Data

Problem/Issue

Multiple agencies conduct diverse environmental monitoring that requires unique expertise. Opportunities exist to increase efficiency through better coordination among agencies and increased use of citizen volunteers.

Idea Description

This idea seeks to enhance coordination among agencies that do environmental monitoring and increase the use of citizen volunteers. Volunteers will work under the guidance of trained professionals and observe standard protocols for data collection and management. These citizen volunteers will not replace agency staff, but can significantly enhance the amount of data which can be collected by expanding the geographic reach of our monitoring programs. The effort will take advantage of ongoing environmental monitoring activities that are scheduled in advance, involve simple protocols and target the same areas for repeated sampling.

This idea will build a *Citizen Science Network* that will serve all natural resources agencies and promote more coordination between agencies with respect to ongoing monitoring projects.

This idea would:

- Develop a centralized monitoring calendar and map that are updated regularly.
- Develop a citizen volunteer monitoring project in Puget Sound that builds on efforts already underway.
- Use the existing volunteer monitoring program for shellfish biotoxins developed by the Washington State Department of Health (DOH) as a model for expanding citizen monitoring to other agencies.

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Develop centralized environmental monitoring calendar and map	2 months	Recreation Conservation Office (RCO)	Centralized environmental monitoring calendar and map
Scope a new Citizen Science project in Puget Sound	3 months	RCO and Puget Sound Partnership (PSP)	Project proposal
Identify a Citizen Science Network	4 months	RCO	Network of potential citizen science organizations
Develop and execute new	18 months	RCO	Volunteer sampling data

Task	Timeframe	Lead Entity	Deliverable
Citizen Science project			submitted to agencies
Evaluate project	22 months	RCO	Evaluation and recommendations to improve and/or expand

How Option Advances the Three Criteria (customer service, efficiencies, state commitments)

Better coordination among agencies and enhanced use of citizen volunteers to gather environmental data will:

- Improve coordination among state agencies conducting monitoring programs in the same geographic region.
- Enhance monitoring capacity by engaging citizen volunteers for some routine monitoring programs that rely on easily implemented, standard protocols.
- Improve the state’s understanding of the status of Washington’s natural resources.
- Engage Washington’s citizens in their public resources.
- Improve the connections between those who study, monitor, and manage natural resources (scientists and managers) and members of the public (via existing volunteer and outreach organizations).

Authority to Implement: No statutory change would be required to implement this idea.

Measurable Benefits

The value of coordinated monitoring among agencies and using citizens to gather data has a proven track record.

The value of citizen volunteers is exemplified by long-standing programs such as the National Weather Service Cooperative Observer Program and the Breeding Bird Surveys that have gathered extensive meteorological and bird data for decades. Locally, DOH and salmon recovery groups use volunteers to collect data on shellfish biotoxins, water quality and habitat restoration. A recent survey identified over 30 citizen science programs working in the Puget Sound region alone. This idea will work to link and leverage the work of these existing programs and to the extent possible, align them with natural resources agency priorities.

Collaboration between agencies saves money when schedules for different monitoring projects in the same geographic area are coordinated and resources shared (e.g. boat time). Examples include bacteria sampling along Puget Sound shorelines by DOH that routinely includes several tribes, local health departments, shellfish industry, and Department of Natural Resources (DNR). The Department of Ecology (Ecology) coordinates with the University of Washington to monitor water quality in the Strait of Juan de Fuca so that both can use the data for water quality modeling. Ecology and DOH share the BEACHES program that assists citizens in monitoring swimming beaches for bacterial contamination. The Washington State Department of Fish And Wildlife (WDFW regularly coordinates with federal government, tribes and local governments on fish population assessments.

Better coordination among agencies and expanded use of citizen volunteers will result in:

- More comprehensive data
- Nearer to real-time management
- Greater investment by the public in science and management processes and decisions
- Lower costs on select monitoring projects

Savings/Costs/Revenue

Long-term cost savings: Long-term cost savings could be significant if projects are chosen carefully to make sure they are appropriate for agency collaborators and volunteers to successfully collect and report data. Ongoing costs for training, data quality assurance and data management will continue when using volunteers.

Short-term cost savings: Short-term savings will be muted or not realized due to start-up costs for the demonstration project, costs for training volunteers and oversight of expanded monitoring efforts.

Pros

- Reduces costs of gathering data in some situations, particularly from a long-term perspective
- Expands the reach of monitoring
- Potential to expand data collection and geographic coverage of monitoring programs for a comparatively small investment to support citizen volunteers
- Excellent outreach and education tool
- Integrates communities into the missions of natural resources agencies

Cons

- Requires capital and ongoing costs; training and data management will significantly reduce savings in some cases
- There will be a learning curve in how we expand and network these programs most effectively and efficiently
- Not all environmental monitoring is suitable for citizen volunteers

Appendix 2-3

Work Group 2: Sharing Services and Resources

Idea 2-3: Reclassify Natural Resources Law Enforcement

Problem/Issue

Washington State natural resources agencies manage more than six million acres of public lands, in the form of uplands, tidelands, wetlands, riparian habitat, aquatic reserves, campgrounds, wildlife areas, watersheds, water access sites and state park facilities. An increased general authority law enforcement presence is needed to address criminal activities and safeguard Washington State citizens, their public lands, facilities and natural resources.

Use of public lands, facilities and natural resources continues to increase each year. (The state's population has increased by 20 percent since 1993)

Trends indicate an increase in illegal use of these lands, declines in the health of our resources, and much more. Examples include:

- Lands trespass and theft of forest products
- Drug usage/dealing activities
- Marijuana plantations (seizures more than doubled last year)
- Clandestine methamphetamine labs
- Commercial harvests of polluted shellfish
- Large-scale fish and wildlife poaching
- Illegal off-road vehicles
- Illegal firearms operation
- Aquatic violations
- Invasive species
- Human and wildlife interactions
- Marine fish and shellfish resources

Enforcement Staffing in Natural Resources Agencies

Since 1993, the number of WDFW officers has decreased by 18 percent. The 2008 WDFW staffing study conducted by the International Association of Chiefs of Police concluded that WDFW's enforcement program should be increased by 124 commissioned personnel. DNR currently has one chief and seven natural resource officers who patrol more than six million acres of land. WSDA currently has three limited authority investigators who deal mainly with civil infractions and investigations. State Parks has previously contracted with Washington State Patrol (WSP), counties and WDFW to perform general authority law enforcement services within select parks during "peak usage" periods. WDFW officers actively patrol and address criminal activities in remote and urban settings where little or no general authority law enforcement is present. Due to their limited resources, DNR and Parks both rely heavily on other law enforcement agencies.

Agency Limited Enforcement Authorities

- Under Revised Code of Washington (RCW) 10.93.020, Parks and DNR are designated as limited authority Washington law enforcement agencies. Consequently park rangers and investigators are designated as limited authority peace officers. Due to its limited authority designation, DNR has had to establish interagency agreements with each county sheriff. Having a general authority designation would eliminate the need for 39 separate interagency agreements. DNR investigators also respond to wildfires involving negligence and arson. Having limited authority limits their authority.
- Under RCW. 10.93.020 WDFW is designated as a general authority law enforcement agency with its officers designated as general authority Washington peace officers. WDFW officers have statutory authority to enforce criminal and civil laws in state parks and DNR-owned lands (restrictions on WDFW enforcement authority on Park properties or DNR lands only pertains to a small number of specific Parks and DNR Washington Administrative Code (WAC)).
- WSDA investigators have limited authority and their current scope of work is based generally on civil, not criminal, infractions and investigations.
- Park Rangers are currently limited to enforcement within the boundaries of Washington's 121 state parks and are unable to contribute to law enforcement responses on other state lands.
- Criminal activities frequently cross boundaries (e.g. the crime begins within State Park boundaries and ends on county property, DNR land, etc. NRLE officers need the authority to enforce statutes in any jurisdiction.

Idea Description

Maintain existing law enforcement positions within DNR, Parks, Agriculture and WDFW, but revise statutes to allow general authority peace officer status. Also, create a new statute to allow the natural resources law enforcement officers (NRLE) authority to enforce each other's WACs.

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Identify positions eligible for reclassification	2009 – Qtr 4	DNR, DFW, WSDA, Parks	List of eligible employees
Draft/propose legislation and WACs	2009 – Qtr 4 2010 – Qtr 1	DNR, DFW, WSDA, Parks, Department of Personnel	Legislation/Revised WACs
Positions reclassified through Department of Personnel and agency human resources	2010 – Qtrs 3, 4	DNR, DFW, WSDA, Parks, Department of Personnel	Reclassifications completed
Eliminate interagency agreements (IAG) as needed	2010 – Qtr 4	Affected Agencies	IAGs eliminated

How Idea Advances the Three Criteria (customer service, efficiencies and state commitments)

Improved Customer Service

- More general authority officers would be available to:
 - Respond to all types of violations
 - Respond to and assist other law enforcement entities
 - Respond to public safety incidents
 - Respond to and assist with natural disasters, search and rescue, homeland security and domestic terrorism incidents
 - Response times will improve
 - Officers would be deployed more efficiently during “peak usage”
 - Increased presence of Officers on state lands will help deter criminal activity
 - Increased Efficiencies:
 - Officers would all have authority to enforce each other’s WACs. This will reduce the need to call the appropriate entity to respond to specific criminal activities that are currently outside of their authority.
 - Officers would be general authority peace officers with statewide jurisdiction. This would eliminate the need for interagency agreements with other law enforcement agencies.
 - Would consolidate law enforcement training, uniforms, supplies, vehicles/vessels, equipment, evidence handling, and radio/computer dispatch.

State Commitments:

- a. Protecting and Restoring Natural Resources and the Environment
 - More officers will be available to educate the public.
 - Increased officer presence will allow officers to respond to all types of resource-related violations in a timely manner to help prevent further environmental damage from criminal activities.
- b. Working Collaboratively on Issues with the State's Tribal Governments
 - Standardizing natural resources law enforcement efforts with the same general authority would improve communications and information sharing with local, tribal and other federal agencies, thus providing the most comprehensive service to our citizens.
- c. Promoting Sustainable Commercial and Recreational Use of Natural Resources
 - Standardized rules, education and enforcement would greatly improve communication and collaboration with commercial and recreational user groups.
 - Educational programs would provide greater outreach opportunities for our communities.
 - A central intelligence repository for tracking all incident reports that occur on state natural resources lands could be developed and the data used to identify criminal activity and develop programs aimed at education and enforcement.
- d. Protecting Public Health
 - An increased presence of general authority officers that are crossed-trained in parks, fish and wildlife, agriculture and natural resource related issues will serve to enhance communication and intelligence sharing to assist in the identification and prevention of potential health risks.
 - An increased number of officers with statewide jurisdiction will be available to respond more quickly to:
 - Natural resources violations
 - Public safety incidents
 - Natural disaster, search and rescue, homeland security, and domestic terrorism incidents

Authority to Implement

Amendments to RCW 10.93.020 should be evaluated with the Office of the Attorney General and with individual agencies.

Measurable Benefits

Specific measurable benefits will be identified if this idea should be adopted.

Savings/Costs/Revenue:

Savings:

- Standardized training for all NRLE Officers through Criminal Justice Training Center (CJTC) will transfer training costs from State Parks to CJTC’s base budget.
- Management and administration of interagency contracts with County Sheriffs (DNR currently has 39 interagency contracts) will no longer be necessary.

Costs:

- Additional costs associated with position reclassification. Following are the current classifications and average salaries (benefits not included) for NRLE personnel:

Agency	Average Salary
WDFW: Fish and Wildlife Officer	\$73,260
PARKS: Park Ranger 1 – 4	\$54,100
AGRICULTURE: Investigator 2, 3	\$50,685
DNR: Natural Resource Investigator	\$46,836

Pros

An increased number of general authority NRLE officers with statewide jurisdiction would be available to:

- Respond to natural resources related violations, natural disaster, search and rescue, homeland security and domestic terrorism incidents.
- Assist local law enforcement agencies, improving customer service and response times
- Help address criminal activities and safeguard Washington State citizens, their public lands, facilities and natural resources.
- Enforce each all WACs and state laws, promoting standardization, continuity, collaboration, and cooperation among the agencies.
- Utilize each other’s staff for coordinated emphasis patrols.

Cons

- Reclassifying positions will result in higher training, salary and benefit and retirement costs.
- Upfront monies will be needed to implement this idea.

Appendix 2-4

Work Group 2: Sharing Services and Resources

Idea 2-4: Combine Natural Resource Law Enforcement Programs into one Agency

Problem/Issue

Washington State natural resources agencies manage more than six million acres of public lands, in the form of uplands, tidelands, wetlands, riparian habitat, aquatic reserves, campgrounds, wildlife areas, watersheds, water access sites and state park facilities. An increased general authority law enforcement presence is needed to address criminal activities and safeguard Washington State citizens, their public lands, facilities and natural resources.

Use of public lands, facilities and natural resources continues to increase each year. (The state's population has increased by 20 percent since 1993)

Trends indicate an increase in illegal use of these lands, declines in the health of our resources, and much more. Examples include:

- Lands trespass and theft of forest products
- Drug usage/dealing activities
- Marijuana plantations (seizures more than doubled last year)
- Clandestine methamphetamine labs
- Commercial harvests of polluted shellfish
- Large-scale fish and wildlife poaching
- Illegal off-road vehicles
- Illegal firearms operation
- Aquatic violations
- Invasive species
- Human and wildlife interactions
- Marine fish and shellfish resources

Enforcement Staffing in Natural Resources Agencies

Since 1993, the number of WDFW officers has decreased by 18 percent. The 2008 WDFW staffing study conducted by the International Association of Chiefs of Police concluded that WDFW's enforcement program should be increased by 124 commissioned personnel. DNR currently has one chief and seven natural resource officers who patrol more than six million acres of land. WSDA currently has three limited authority investigators who deal mainly with civil infractions and investigations. State Parks has previously contracted with Washington State Patrol (WSP), counties and WDFW to perform general authority law enforcement services within select parks during "peak usage" periods. WDFW officers actively patrol and address criminal activities in remote and urban settings where little or no general authority law enforcement is present. Due to their limited resources, DNR and Parks both rely heavily on other law enforcement agencies.

Agency Limited Enforcement Authorities

- Under Revised Code of Washington (RCW) 10.93.020, Parks and DNR are designated as limited authority Washington law enforcement agencies. Consequently park rangers and investigators are designated as limited authority peace officers. Due to its limited authority designation, DNR has had to establish interagency agreements with each county sheriff. Having a general authority designation would eliminate the need for 39 separate interagency agreements. DNR investigators also respond to wildfires involving negligence and arson. Having limited authority limits their authority.
- Under RCW. 10.93.020 WDFW is designated as a general authority law enforcement agency with its officers designated as general authority Washington peace officers. WDFW officers have statutory authority to enforce criminal and civil laws in state parks and DNR-owned lands (restrictions on WDFW enforcement authority on Park properties or DNR lands only pertains to a small number of specific Parks and DNR Washington Administrative Code (WAC)).
- WSDA investigators have limited authority and their current scope of work is based generally on civil, not criminal, infractions and investigations.
- Park Rangers are currently limited to enforcement within the boundaries of Washington's 121 state parks and are unable to contribute to law enforcement responses on other state lands.
- Criminal activities frequently cross boundaries (e.g. the crime begins within State Park boundaries and ends on county property, DNR land, etc. NRLE officers need the authority to enforce statutes in any jurisdiction.

Idea Description

The idea combines one limited authority natural resource law enforcement program (DNR Natural Resources Officers) and one general authority natural resource law enforcement program (WDFW Enforcement Officers) into a single combined natural resource law enforcement “parent” agency. The “parent” agency could either be a new independent agency or a program under an existing agency. (Department of Agriculture Investigators and State Park Rangers, also defined as limited authority officers, were excluded from being folded into the new agency because of their unique and multi-faceted functions.)

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
Statutory review & amendments (WAC & RCW revision)	FY2010	WDFW, DNR	Draft Legislative bill
Scoping for organizational structuring and administrative flow chart	FY2010	WDFW, DNR	Approved organizational flow chart
Draft policies regarding	FY2011	WDFW, DNR	Finalized policy manual

specialized units within the "parent" agency			
Equipment needs assessment and consolidation options, including deployment plan	FY2011	WDFW, DNR	Standardized equipment list and acquisition plan
Budget needs assessment and proposed revenue source for deficiencies or needed enhancements	FY2011	WDFW, DNR	Capitol and operational proposal
Training assessment, standardized training integration action plan and implementation plan	FY2012	WDFW, DNR	Action plan identifying training deficiencies, implementation plan, and timeline
Final integration/transitional action plan	FY2012	WDFW, DNR	Agreed upon action plan
Finalized integration of officers	FY2013	WDFW, DNR	Consolidated natural resources enforcement program

How Option Advances the Three Criteria (customer service, efficiencies, state commitments)

Improved Customer Service: This idea would:

- Provide citizens with a single point of contact for all statewide natural resources law enforcement issues.
- Increase the number of general authority NRLE Officers with statewide jurisdiction.
- Improve response times.
- Deploy officers more efficiently during "peak usage."
- Help deter criminal activity.

Increased Efficiencies:

- The integrated NRLE Officers would all have authority to enforce WDFW and DNR WACs, thereby eliminating the need to dispatch officers from another agency in response to different types of natural resources violations.
- All of the integrated officers would be general authority Washington peace officers with statewide jurisdiction, eliminating the need for maintenance and negotiation of interagency agreements with other law enforcement agencies.
 - The officers could oversee the Law Enforcement, Education and Outreach divisions of the state's boating safety programs, improving law enforcement integration and coordination with the state's local boating safety entities.
 - Budget efficiencies may be gained from having statewide general authority peace officers in one agency, such as combined training, evidence handling and storage, accreditation, records management, dispatch and administrative functions.

State Commitments:

a. Protecting and Restoring Natural Resources and the Environment

- An increase in the number of general authority NRLE Officers would be available to educate the public about protecting and restoring Washington's natural resources.
- The increased law enforcement presence will promote quicker response times.

b. Working Collaboratively on Natural Resource Issues with the State's Tribal Governments

- Consolidating natural resources law enforcement efforts would improve communications and information sharing with tribal and other federal agencies.

c. Promoting Sustainable Commercial and Recreational Use of Natural Resources

- Standardized regulation, education and enforcement would improve communication and collaboration with commercial and recreational users.
- Educational programs would provide greater outreach opportunities for our communities.
- A central intelligence repository for tracking all incident reports that occur on state natural resources lands could be developed. The data could be used to identify criminal activity and thus provide efficient law enforcement responses and proactive patrols.

d. Protecting Public Health

- Having officers cross-trained will serve to enhance communication and intelligence sharing. This will assist in the identification and prevention of potential health risks.
- Having officers with statewide jurisdiction will allow for better response time

Authority to Implement

Statute and WAC changes will be needed.

Measurable Benefits

Measurable benefits will be defined if this idea moves forward.

Savings/Costs/Revenue:

Savings

Opportunities for both long-term and short-term cost savings exist through:

- Standardization of uniforms, equipment, training, communications (radios, dispatch), evidence handling and storage, policies and procedures, records management and administration.
- Standardization of resources such as equipment (vehicles, vessels, etc.), facilities, Information Technologies (IT) infrastructure, administrative processes and staff.

Costs

Initial start-up costs for:

- Training, including costs to meet statutory requirements.
- Capital purchases to ensure standardization of uniforms, equipment and radio communication devices.
- Technological upgrades (e.g. mobile data terminals, software, etc.) to ensure standardization among the integrated NRLE officers.
- Administrative integration of new FTE's into the "parent" agency.

Position classifications may change with a general authority designation, which may have additional costs associated with it. Following are the current classifications and average salaries (benefits not included) for Natural Resource Law Enforcement personnel:

Agency	Average Salaries
WDFW: Fish and Wildlife Officer	\$73,260
DNR: Natural Resource Investigator	\$46,836

Revenue Changes

There would need to be a shift of funding and the associated FTEs from DNR and WDFW, to the new agency.

Pros

- Increased public and natural resources protection.
- Improved communications and intelligence gathering and sharing.
- A central intelligence repository for tracking all incidents that occur on natural resources lands would be developed. The data could be used to identify criminal activity and thus provide programs aimed at education and enforcement. Reliable performance measures could then be implemented help reduce damage to our natural resources.
- Some budget efficiencies may be gained from having all NRLE officers in one agency.
- Better evidence handling and storage, and better records management, and dispatch.
- Officers would be accredited.
- Better sharing of resources and equipment.
- Provides opportunity to consolidate programs such as statewide boating activities, geoduck harvest enforcement and investigation of wildland fires.
- Could result in a more direct focus on law enforcement activities. (Other non-enforcement functions such as problem wild life, deer and elk damage, special trapping permits, and nuisance wildlife could be removed from natural resources law enforcement duties.)
- Becoming an accredited law enforcement agency instills statewide confidence and respect. Additionally, an accredited law enforcement agency frequently sees a reduction in litigation and liability insurance costs. WDFW is currently accredited by WASPC and recognized by CALEA and in the process of becoming fully accredited in 2010. By integrating DNR law enforcement, they would become accredited as well, and would assume the same benefits as WDFW Enforcement.

Cons:

- Loss of focus of current individual law enforcement missions. The possibility exists that DNR officers could lose focus of their current, unique missions if they are consistently utilized for fish and wildlife enforcement activities or vice-a-versa.
- Impact to relationships with stakeholders and other law enforcement officers.
- Reclassifying positions will result in higher training, salary and benefit and retirement costs.
- Upfront monies will be needed to implement this idea.

Appendix 2-5

Work Group 2: Sharing Services and Resources

Idea 2-5: Create Natural Resource Enforcement Bureau under Washington State Patrol

Problem/Issue

Washington State natural resources agencies manage more than six million acres of public lands, in the form of uplands, tidelands, wetlands, riparian habitat, aquatic reserves, campgrounds, wildlife areas, watersheds, water access sites and state park facilities. An increased general authority law enforcement presence is needed to address criminal activities and safeguard Washington State citizens, their public lands, facilities and natural resources.

Use of public lands, facilities and natural resources continues to increase each year. (The state's population has increased by 20 percent since 1993)

Trends indicate an increase in illegal use of these lands, declines in the health of our resources, and much more. Examples include:

- Lands trespass and theft of forest products
- Drug usage/dealing activities
- Marijuana plantations (seizures more than doubled last year)
- Clandestine methamphetamine labs
- Commercial harvests of polluted shellfish
- Large-scale fish and wildlife poaching
- Illegal off-road vehicles
- Illegal firearms operation
- Aquatic violations
- Invasive species
- Human and wildlife interactions
- Marine fish and shellfish resources

Enforcement Staffing in Natural Resources Agencies

Since 1993, the number of WDFW officers has decreased by 18 percent. The 2008 WDFW staffing study conducted by the International Association of Chiefs of Police concluded that WDFW's enforcement program should be increased by 124 commissioned personnel. DNR currently has one chief and seven natural resource officers who patrol more than six million acres of land. WSDA currently has three limited authority investigators who deal mainly with civil infractions and investigations. State Parks has previously contracted with Washington State Patrol (WSP), counties and WDFW to perform general authority law enforcement services within select parks during "peak usage" periods. WDFW officers actively patrol and address criminal activities in remote and urban settings where little or no general authority law enforcement is present. Due to their limited resources, DNR and Parks both rely heavily on other law enforcement agencies.

Agency Limited Enforcement Authorities

- Under Revised Code of Washington (RCW) 10.93.020, Parks and DNR are designated as limited authority Washington law enforcement agencies. Consequently park rangers and investigators are designated as limited authority peace officers. Due to its limited authority designation, DNR has had to establish interagency agreements with each county sheriff. Having a general authority designation would eliminate the need for 39 separate interagency agreements. DNR investigators also respond to wildfires involving negligence and arson. Having limited authority limits their authority.
- Under RCW. 10.93.020 WDFW is designated as a general authority law enforcement agency with its officers designated as general authority Washington peace officers. WDFW officers have statutory authority to enforce criminal and civil laws in state parks and DNR-owned lands (restrictions on WDFW enforcement authority on Park properties or DNR lands only pertains to a small number of specific Parks and DNR Washington Administrative Code (WAC)).
- WSDA investigators have limited authority and their current scope of work is based generally on civil, not criminal, infractions and investigations.
- Park Rangers are currently limited to enforcement within the boundaries of Washington's 121 state parks and are unable to contribute to law enforcement responses on other state lands.
- Criminal activities frequently cross boundaries (e.g. the crime begins within State Park boundaries and ends on county property, DNR land, etc. NRLE officers need the authority to enforce statutes in any jurisdiction.

Idea Description

Combine one limited authority law enforcement program (DNR Natural Resource Officers), and one general authority law enforcement program (WDFW Officers) and place them under the authority of the Washington State Patrol (WSP).

- All officers would become general authority Washington peace officers, and report to WSP's Enforcement Chief.
- All officers who do not have a Basic Law Enforcement Academy (BLEA) certificate would be required to attend BLEA and/or Criminal Justice Training equivalency. (Specialized NRLE training would need to be developed to ensure expertise in all areas of natural resource law enforcement under WSP.)
- State equipment resources, record keeping/database management and evidence handling efforts would be consolidated under the WSP umbrella.
- State equipment, vehicles, evidence handling and storage, communication/dispatch and record keeping/database management would be shared and consolidated under WSP.

Department of Agriculture Investigators and State Park Rangers, also defined as limited authority officers, were excluded from being folded into the new agency because of their unique and multi-faceted functions.

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
Statutory review & amendments (WAC & RCW revision)	FY2010	WSP,WDFW, DNR	Draft Legislative bill
Scoping for organizational structuring and administrative flow chart	FY2010	WSP,WDFW, DNR	Approved organizational flow chart
Draft policies regarding specialized units within the "parent" agency	FY2011	WSP,WDFW, DNR	Finalized policy manual
Equipment needs assessment and consolidation options, including deployment plan	FY2011	WSP,WDFW, DNR	Standardized equipment list and acquisition plan
Budget needs assessment and proposed revenue source for deficiencies or needed enhancements	FY2011	WSP,WDFW, DNR	Capitol and operational proposal
Training assessment, standardized training integration action plan and implementation plan	FY2012	WSP,WDFW, DNR	Action plan identifying training deficiencies, implementation plan, and timeline
Final integration/transitional action plan	FY2012	WSP,WDFW, DNR	Agreed upon action plan
Finalized integration of officers	FY2013	WSP,WDFW, DNR	Consolidated natural resource enforcement program

How Option Advances the Three Criteria (customer service, efficiencies, state's commitments)

Improved Customer Service:

- Having natural resources enforcement under WSP would provide Washington's citizens with one initial point of contact for all statewide law enforcement issues.
- There will be an increased number of general authority law enforcement officers with statewide jurisdiction to respond to natural resources violations.
- Response times would improve.
- NRLE Officers can be deployed more efficiently during "peak usage" periods to effectively address natural resource and public safety issues.
- Increased presence of NRLE Officers on state lands will help deter criminal activity,

Increased Efficiencies:

- WDFW and DNR Officers would all have the authority to enforce each other's WACs.
- Officers would be utilized and deployed more efficiently during "peak usage" periods.
- Would eliminate the need for interagency agreements with other law enforcement agencies.
- Some budget efficiencies may be gained from combined training, evidence handling and storage, accreditation, records management, dispatch and administrative functions.
- More opportunity to educate the more than 1,100 existing WSP Troopers on how to better enforce the state's natural resources laws and rules.
- A merger may allow for additional funding of NRLE Officers. Funds through the Department of Homeland Security and other federal grant programs.
- Having all general authority peace officers in one agency may result in a more directed focus on law enforcement activities

State Commitments

Protecting and Restoring Natural Resources and the Environment

- More general authority NRLE Officers would be available to educate the public.
- Increased enforcement presence will promote quicker response times.

Working Collaboratively on Natural Resource Issues with the State's Tribal Governments

- Consolidating enforcement efforts would improve communications and information sharing with tribal and other federal agencies.

Promoting Sustainable Commercial and Recreational Use of Natural Resources

- Standardized regulation, education and enforcement would improve communication and collaboration with commercial and recreational users.
- Educational programs would provide greater outreach opportunities.
- A central intelligence repository for tracking all incident reports, to be used to identify criminal activity.

Protecting Public Health

- Having officers cross-trained will serve to enhance communication and intelligence sharing. This will assist in the identification and prevention of potential health risks.
- Having officers with statewide jurisdiction will allow for better response time

Authority to Implement

Amendments to statutes and WACs would be needed.

Measurable Benefits

Measurable benefits will be defined if this idea moves forward.

Savings/Costs/Revenue

- Short-term cost savings: Standardized uniforms, equipment, training, communications (radios, dispatch), evidence handling and storage, policies and procedures, records management and administration.
- Sharing of resources such as equipment (vehicles, vessels, etc.), facilities, Information Technology (IT) infrastructure, administrative processes and staff.
- Possible reduction of duplicative administrative FTEs at the first line supervisor, management and executive levels.

Long-term cost savings: To be determined, but the short-term savings identified above would mostly continue.

Initial start-up costs:

- Training officers. This also includes training costs to meet statutory requirements for general authority peace officer status.
- Capital purchases for uniforms, equipment and radio communication devices.
- Technological upgrades (e.g., mobile data terminals, software, etc.).
- Administrative integration of new FTEs into WSP.
- Position re-classifications, including a shift in pension costs. Following are the current classifications and average salaries (benefits not included) for Natural Resource Law Enforcement personnel:

Agency	Average Salaries
WDFW: Fish and Wildlife Officer (\$73,260
DNR: Natural Resource Investigator	\$46,836

Revenue Changes

There would need to be a shift of funding, including associated FTEs from DNR and WDFW to WSP.

Pros

- Increased public and natural resources protection.
- Improved communications and intelligence gathering and sharing.
- A central intelligence repository for tracking all incidents that occur on natural resources lands would be developed. The data could be used to identify criminal activity and thus provide programs aimed at education and enforcement. Reliable performance measures could then be implemented help reduce damage to our natural resources.
- Some budget efficiencies may be gained from having all NRLE officers in one agency.
- Better evidence handling and storage, and better records management, and dispatch.
- Officers would be accredited.
- Better sharing of resources and equipment.
- Provides opportunity to consolidate programs such as statewide boating activities, geoduck harvest enforcement and investigation of wildland fires.
- Could result in a more direct focus on law enforcement activities. (Other non-enforcement functions such as problem wild life, deer and elk damage, special trapping permits, and nuisance wildlife could be removed from natural resources law enforcement duties.)
- Becoming an accredited law enforcement agency instills statewide confidence and respect. Additionally, an accredited law enforcement agency frequently sees a reduction in litigation and liability insurance costs. WDFW is currently accredited by WASPC and recognized by CALEA and in the process of becoming fully accredited in 2010. By integrating DNR law enforcement, they would become accredited as well, and would assume the same benefits as WDFW Enforcement.

Cons:

- Loss of focus of current individual law enforcement missions. The possibility exists that DNR officers could lose focus of their current, unique missions if they are consistently utilized for fish and wildlife enforcement activities or vice-a-versa.
- Impact to relationships with stakeholders and other law enforcement officers.
- Reclassifying positions will result in higher training, salary and benefit and retirement costs.
- Upfront monies will be needed to implement this idea.

Appendix 2-6

Work Group 2: Sharing Services and Resources

Idea 2-6: Create a Natural Resources Financial Assistance Agency

Problem/Issue

Grant, contracts and loan programs reside within multiple units in each of the existing natural resource agencies. Although agencies and their grants and loan programs may have similar policy goals, there is no mechanism to promote consistency between agency's award criteria, performance measures or processes. Each program and agency has different systems, documents, protocols and processes for administering grant and loans. Grant and loan recipients often raise concerns about the amount of work it takes to identify opportunities for grants and loans, learn the various systems, duplicate information and deal with conflicting requirements. As a result, policy makers and applicants perceive that the current state grant and loan system requires applicants (and policy makers) to "hunt" through an overly complex system of potential funding sources to provide the "package" of financing needed to execute projects.

Individual pots of funding are inflexible, have unique funding authorities, time frames, match requirements, eligibility standards and priorities. This creates a system of funding natural resources projects and programs that is not adaptable to the priorities of the state as a whole or to the needs of individual grant recipients.

Idea Description

This idea would create a single *Natural Resources Financial Assistance Agency* to co-locate all the current grant and loan program functions, employees and budgets. This one agency would be responsible for developing common processes for administering financial assistance, such as:

- A single web-based portal for customer access to information about the availability and processes of natural resource related grants, loans and other financial incentives
- Consolidation or creation of common forms like applications, contracts and payment requests
- Standardization of tracking and reporting data bases
- Coordinated oversight and compliance of contractual obligations
- Development of consolidated and program-specific performance measures

The creation of a single agency will also:

- Streamline and improve customer services and maximize the value of the funding resources
- Better align state investments with natural resource goals and priorities to improve environmental outcomes
- Maximize the value of available budgets by creating flexibility across funding sources

Ideas to Improve Management of Washington's Natural Resources

Submitted by the Natural Resources Subcabinet, September 2009

- Streamline and clarify funding processes

This agency would develop an enterprise data management system so that all data would be entered and tracked in the same system:

- Policymakers would have access to statewide data on grants and loans opportunities and funded projects.
- Shared data would be available to non-natural resources agencies such as the Department of Archaeology and Historic Preservation (DAHP) for compliance with Section 106 of the National Parks Service regulations and statewide economic development organizations.
- Creates a virtually paperless system.
- Reduces duplicate data entry by staff and clients.
- Data tracking and performance measurement elements would be more accurate and timely.

The new agency should draw from best practices of existing programs, and develop protocols for coordination with program functions. In addition, it could isolate any necessary changes to statutes to eliminate inconsistent statewide policy goals. As linkages begin to occur, a natural progression would be to consolidate disparate pots of funding for similar users, environmental outcomes and functions. Eventually the system could lead to a system that manages agreements based on level of risk (higher management oversight for recipients with a poor track record), rewarding grant recipients who do a good job, and directing grant management assistance to assist poor performers in improving their track record.

This idea would require a significant commitment of time and resources, to develop a shared data management system. Other significant systematic changes would also need to occur. Implementation should not be done incrementally, although a narrower list of consolidated grants could be developed for a smaller single agency.

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
Direction from Governor to reorganize	6 months	Governor's Policy Staff	Statewide Grants/Loan System
Legislation to create new agency	2011 session	OFM/Gov's Staff	RCW
Funding identified to create the Grants, Contracts and Loans enterprise data management system	1-3 years	OFM/Affected Agencies	New data management system
Interagency agreements to transfer duties	6-12 months	Each agency	IAGs

Task	Timeframe	Lead Entity	Deliverable
Physical moves	1+ years	New agency	Agency established
Standardized forms	12 – 18 months	New Agency	Reduction of duplication in multiple systems. Streamline processes.

How Option Advances the Three Criteria (customer service, efficiencies, state’s commitments)

Customer Service

Providing a central grant and loan agency provides clients with:

- Easy, self-service access to current information on grants and loans
- On-line reports for stakeholders and citizens
- On-line submission of grant applications
- Payment requests, applications, progress reports, etc.

Standardized forms will allow recipients to streamline their own internal processes and not have to accommodate each individual agency’s form requirements. *The entire form does not have to change. They can be combined while still retaining individual sections from existing forms that are unique to different programs.*

Grants recipients would have one portal to search for legislative changes (RCWs and WACs) that impact their projects or funding eligibility. Citizens and applicants would have access to funding opportunities and funded projects at the local and regional level. This may increase public participation opportunities for programs requiring public participation as part of their award processes. Policymakers would have access to statewide data on grant and loan opportunities and funded projects.

Shared data would be available to non-natural resources agencies (such as DAHP for compliance with Section 106 of the National Parks Service regulations) and statewide economic development organizations.

Efficiencies

Locating personnel in one agency with one focus creates the ability to organize by functions for a more efficient and coordinated process.

Keeping track of paperwork generated by financial assistance programs is one of the greatest challenges. Several agencies have already moved to a paperless process. Creating an entirely paperless system would:

- Address the “where’s the paper” problem directly
- Reduce paper and printing costs
- Improve accountability and sustainability goals

Having consistent archiving protocols and processes will improve the accountability for fiscal stewardship of public investments.

Generally each agency has their own in-house data system to manage their grants; some have multiple systems. Over the past several years, OFM has been working on the development of an enterprise data system, although the project is currently on-hold. A central system would eliminate these legacy systems, although time and funding will be necessary to transition to the new system. A central system will also reduce duplicate data entry by staff and clients into various systems, databases and spreadsheets. Data tracking and performance measurement elements would be more accurate and timely.

State's Commitment

Creating a central grant and loan agency would provide greater flexibility to direct resources to the highest priority of natural resource preservation and enhancement projects and programs.

Agencies receive frequent requests from local governments, legislators and interested public about the amount of grant or loan money spent in a certain geographic locations or by subject matter. A central data system will assist in tracking grants and loans that impact common locations, performance measures, priorities of government, governor initiatives, etc. The data retrieval will be faster and more accurate.

Authority to implement: Legislative authority and funding would be required to implement a central grant and loan agency. There may be some federal programs that require specific forms to be used for their programs and may require specific authority to transfer delegated authority.

Measurable Benefits:

- Access to information
- # of common forms
- # of self service reports
- Elimination of duplication
- Better data available

Savings/Costs/Revenue

Long-term cost savings: Long term cost savings would result from reductions in paper and printing costs, elimination of duplicate data entry, improved reconciliation with statewide accounting systems, and staffing associated with back office functions. There are increased costs associated with development, maintenance and management of the IT systems.

Short-term cost savings: In the short-term there would be costs associated with the development and use of the shared data management system, common documents, protocols and systems. Savings would occur over the long term. And for natural resources agencies, savings would accrue largely in dedicated accounts rather than the state general fund.

We are unable to provide specific fiscal details at this time.

Pros

- A web site portal would provide customers, policy makers, and the public a single point to acquire information on state grants and loans and links to appropriate programs.
- Enterprise data management system – prevents duplicative data entry, better quality data and more accountability.
- Common business practices for enhanced customer service and reduced cost of both state and client administration.
- Greater funding flexibility to meet priorities and maximize the value of funding resources.
- Improved accountability for public funds at the state and local level, as well as federal-delegated programs.
- Increased ability to identify and correct conflicting statutes and policies governing grants and loan programs.
- Increased ability to respond to natural disasters and emerging issues because it will be quicker and more efficient to approve funding.
- A paperless system will save paper and printing costs

Cons

- New systems (like the web portal and an enterprise data management system) will take up front resources – staff, time and money – to develop. Developing a system or even a common website will take time and the benefits won't be seen immediately.
- This approach may highlight deficiencies and needs that require additional funding to fix, such as a common application or data base, and would require a number of years to address systemic issues.
- There will be initial losses in efficiency by both agency staff and customers as they adapt to the new system, practices and protocols. Efforts would be necessary to coach staff and customers to adopt any new approaches.
- Enterprise data systems are expensive to develop and require on-going maintenance, upgrades and enhancements to remain viable.
- There will be issues with federal funding programs that will require effort and time to work through.
- Funding programs will be disconnected from operational programs and could lose effectiveness if not well coordinated.

Appendix 2-7

Work Group 2: Sharing Services and Resources

Idea 2-7: Creating a Natural Resources Grants and Loans Council

Problem/Issue

It is inefficient and costly for Washington State customers to search out grant and loan opportunities. It is also inefficient for customers who deal with multiple grant or loan programs to navigate the different, and sometimes conflicting, requirements, applications, forms, award criteria and time frames. Processes, policies and procedures are different, causing duplicative efforts and expense for customers. Even when agencies have similar policies, there is no mechanism to promote consistency between award criteria, performance measures, or processes.

Developing common procedures and processes, aligning functions and having a single point of contract administration would bring more consistency between various grants and loan programs with similar recipients. This would reduce the complexity in the grant, loan and contracting processes.

Idea Description

This idea would create a formal Natural Resources Grants and Loans Council with the direction to create a centralized information portal and to develop common forms, procedures, protocols and performance measures. Under the Council, grants and loans remain located in multiple, dispersed natural resources agencies, but some of the current grant programs would be aligned along functional lines. Programs with common functions would be grouped and then located in the appropriate natural resources agency. (See diagram at the end of this appendix). An additional aspect could be the consolidation of "back office" functions into one common group to administer contracts for all natural resource grants and loan programs. This idea could be combined with any of the other reorganization ideas or could be a stand-alone idea. The three elements to this idea include:

1. Creation of a formal Natural Resources Grants and Loans Council
2. Evaluation, consolidation, and co-location of natural resources grants programs
3. Centralized "back office" functions and technical assistance

Creation of a formal Natural Resources Grants and Loans Council

The first element would be to create an effective inter-agency Grants and Loan Council of agencies who distribute natural resource grants and loans or other financial incentives. This Council would:

- Create a website (portal) to list all natural resources grant and loan opportunities. It would be searchable by agency, program, natural resource issues and eligible applicants. Publishing grant and loan opportunities and other announcements on this website

would assist potential applicants by eliminating the need to search multiple agency internet sites. This will reduce the possibility that someone will miss an opportunity to receive financial assistance. The current federal, centralized website (Grants.gov) is a particularly useful model that could be replicated.

- Create an email list to send out notices about new and updated grant and loan opportunities and other announcements.
- Recommend policy or legislative changes to combine or relocate the management of certain pots of funding, funding criteria and timeframes.
- Develop common, streamlined processes based on best practices between agencies and grant and loan programs.
- Develop and standardize forms (e.g. applications and payment requests), procedures, protocols and performance measures.
- Assist in and oversee the creation of a new enterprise data management system.

Longer-Term Opportunities:

- Mandatory use of an enterprise data management system would have the highest impact. A shared data management system would:
 - Result in better data, improved reporting and better understanding of decisions by stakeholders.
 - Create a near paperless process, allowing applications, progress reports and payment requests to be submitted on-line.
 - Make it easier to manage grant and loan recipients based on their track record, rewarding grant recipients who do a good job and tracking poor performers. This will assist employees in providing riskier recipients with more oversight and technical assistance.
 - Create a virtually paper free system.
 - Allow for quicker retrieval of and more accurate data that can be used for information requests and examining grant and loan programs in the state.

Evaluation, coordination and consolidation of grants and loans programs

This idea would involve the evaluation of all natural resources grant programs. It would also involve consolidating grants and loan programs along functional lines and co-locating similar functional programs into the appropriate natural resources agency.

When reorganizing these programs it is recommended that the following functional groups are used:

- Recreation (including acquisition, development, and maintenance)
- Conservation (including acquisition, restoration, and technical and financial assistance)
- Land use planning
- Enforcement, public education and outreach
- Infrastructure
- Regulatory/Clean up

- Economic Development

Next steps - identifying which functional group should be managed by which agency

Should all the recreation grants be management by the Recreation and Conservation Office (RCO) or State Parks or another agency? To ensure the consolidation would result in actual service delivery improvement, we would need to consult closely with the stakeholders and agencies. Combine administrative “back office” functions and technical assistance into one centralized unit. The third element of this idea would combine administrative “back office” functions for grants and loans management and technical assistance into one or more centralized units.

These units would:

- Be responsible for the steps that occur after grants or loans are awarded, from processing payments, monitoring compliance, and completion/closeout.
- Encompass all funding programs within an agency and/or like programs that may reside in multiple program areas.
- Use common cover letters, forms and processes to package and send new contracts to the client.
- Use standard monitoring practices to assure compliance with state and/or federal requirements.
- Streamline processes for approving reimbursement of eligible costs.
- Work in conjunction with agency fiscal offices to resolve financial issues, review invoices and statements on loan contracts and to receive and account for repayments in the Agency Financial Reporting System (AFRS) in a uniform manner.
- Working as a liaison with the funding programs or agencies' approving the grant or loan contracts for scope changes, time extensions, budget revisions and help to resolve contractual issues.
- Maintain the official contract file through the administrative closeout process and ensure all required reports are completed.

Agencies current financial functions would benefit from this collaboration also by having single points of contact on financial issues related to contracts, grants and loans.

This idea may involve internal reorganization to consolidate contracts management within a unit, or an interagency agreement if more than one agency is involved.

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
Sort the grant inventory by functional group	One month	Each agency	Revised matrix
Identify special relationships between current grant managers, programs, and stakeholders that could impair any programmatic transfers	Two months	Recreation and Conservation Office (RCO), with each agency's input	Revised matrix
Identify current grant management systems and determine whether transfers of programs could be accomplished or if new systems would be needed	Two months	Commerce, with each agency's input	Memo
Recommend appropriate agency to manage each grant program or functional group	Dependant on agency structure plus one month	RCO, with each agency's input	Memo/revised matrix
Identify costs and savings of re-aligning grant programs along functional lines	Oct 15	Office of Financial Management (OFM) with each agency's input	Fiscal note
Identify timeline, budget and process for grant re-alignment	October 30	OFM with each agency's input	Timeline and estimated budget
Define definition of contract administration functions and technical assistance functions	6 to 12 months	Each agency	Functional definitions
Develop protocols for coordination between programs, field and contracts staff	6 to 12 months	Each agency	Protocols
Develop state wide grant and loan system (enterprise data management system)	2+ years	OFM	Statewide Grants/Loan System
Standardized application, payment request, other forms, etc.	6-12 months	Each agency	Standard documents
Create a state wide portal for grant and loan application announcements	1+ years	OFM	Website with links to application information
Increase participation in existing systems and protocols	3-12 months	Each agency	Reduction of duplication in multiple systems; streamlined processes.

How Idea Advances the Three Criteria (customer service, efficiencies, state's commitments)

Improves customer services

- Reduces the complexity of working with different programs, forms and processes
- Reduces workload for the customer
- Reduces the time between customer's request for payment and receipt of payment - reducing costs for customers
- Frees up program staff time to work on policy issues and to respond to emerging issues
- Standardizes and manages data more efficiently
- Improves the audit compliance potential
- Improves the response time to internal and external customers

Efficiencies

- Uses common forms and IT systems
- Reduces costs of service delivery
- Combines similar functions within centralized units
- Consolidates similar programs and reduces duplication
- Increases efficiencies and improves auditing compliance and response times to internal and external customers.
- Creates an environment for interagency coordination and planning
- Results in a paperless system
- Eliminates the incompatible legacy systems and reduces data entry errors

State's commitments

Agencies get requests all the time from local governments, legislators and interested public about the amount of grant or loan money spent in certain geographic locations or by subject matter. The enterprise data management system will assist in tracking grants and loans that impact:

- Common locations
- Performance measures
- Priorities of government
- Governor initiatives

Coordination and collaboration on policy leads to a more cohesive delivery of services among all agencies, improves services and reduces client frustrations. Creating a more centralized system increases the opportunity for coordination between various grant managers working on similar efforts and between recipients. A more centralized or coordinated approach creates the opportunity for more standardization of other documentation such as standard terms and conditions.

Authority to implement

Without detailed legal analysis, it is assumed that it would be easier to re-align state funded

programs and more difficult to re-align federally-funded programs. Overall, many of the elements in this idea can be implemented administratively. It is assumed that some re-alignment could occur by Memorandum of Understanding (MOU), although major re-alignment will require legislation and funding (for an enterprise data management system). It is unclear at this time how easily federal programs can be aligned with a statewide natural resources grants and loans program.

Measurable Benefits

This idea will improve the ease in which our customers can access information about the various grant and loan programs. One of the biggest hurdles to re-alignment is the various legacy data management systems that exist. (Previous work on developing an enterprise system was put on hold. However, it was determined that it would take upwards of 6 years to migrate the various grant programs into this new system.)

Time between submittal of payment request and receipt of payment will be reduced creating cost savings for customers. Response time for information, signature requests and the grants life cycle itself (application, approval, project completion, amendment and close out) will improve reducing delays to the customer.

Savings/Costs/Revenue

The biggest cost to re-aligning the grant programs is the development of the enterprise data management system. Previous work on developing an enterprise system was put on hold.

Short-term cost savings

In the short term, there would be costs associated with the development and use of common documents, protocols and systems. Costs would be incurred for data migration and information technology systems.

Long-term cost savings

Savings could occur by consolidating some programs and reducing staff. Until details are known about which programs move where, it is unknown what the savings might be. If one data management system were developed, IT support for the dozens of current systems would be reduced. If common forms were used, time and cost savings would be seen by our customers. Savings would result from:

- Reductions in paper and printing
- Elimination of duplicative data entry
- Improved reconciliation with statewide accounting systems
- Staffing associated with the consolidation of contracts administration and technical assistance functions

Pros

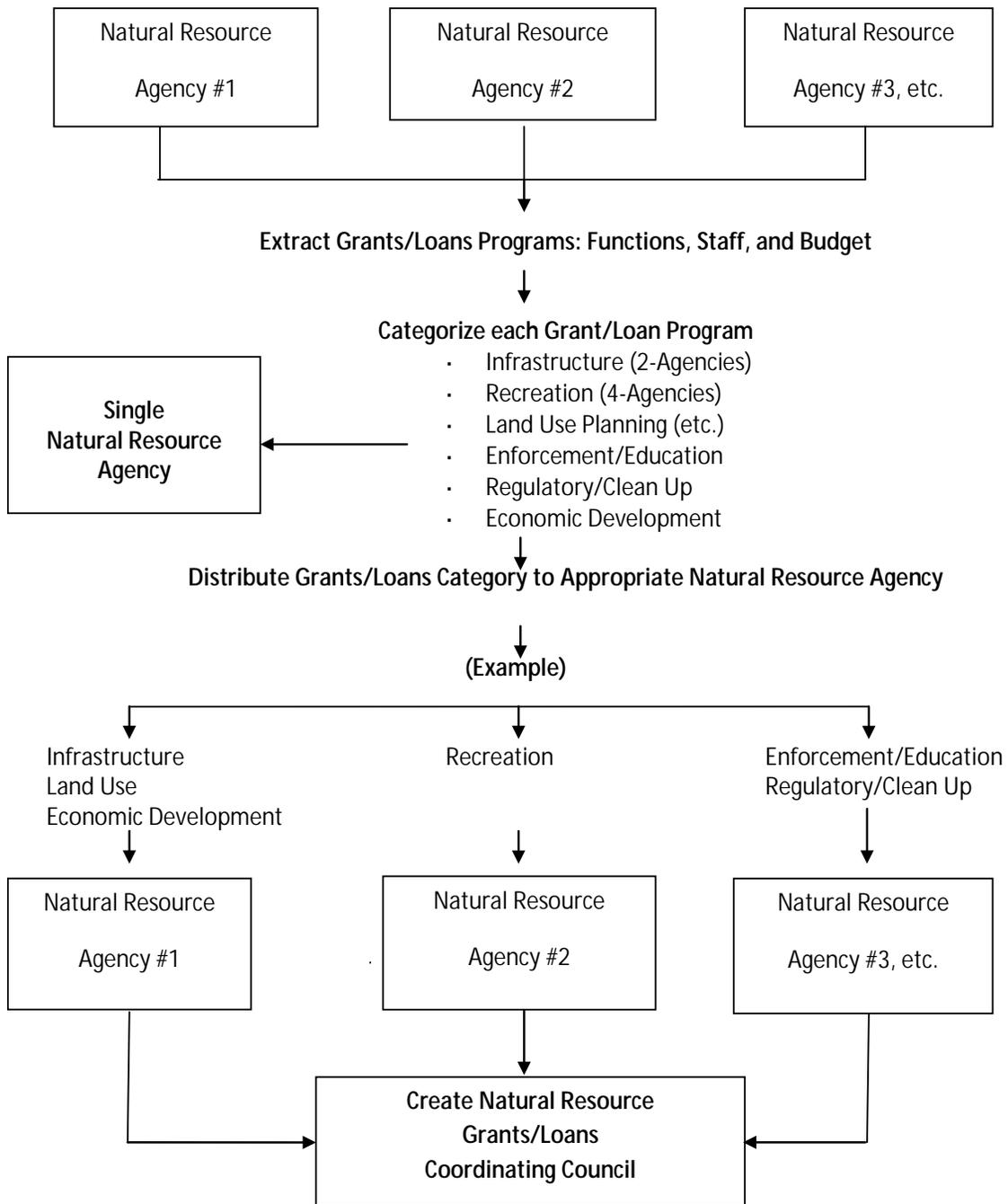
- Reduces complexity of working with different programs, forms and processes.
- Reduces workload for the customer.
- Increases efficiencies and improve response times.

- Provides customers with a single point of contact.
- Customers receive reimbursements and draws more quickly.
- Streamlining grant management processes, using common forms and IT systems creates efficiencies and reduces costs of service delivery.
- Reduces duplication of effort found within and between agencies.
- Fosters development of creative links between grant programs to aid recipients in finding the best fit for their project.
- Agencies current financial functions would benefit from this collaboration also by having single points of contact on financial issues related to contracts, grants and loans.
- Creating a common data management system will allow employees to go to a virtually paperless system.

Cons

- Workload, time and cost associated with creating commonality among data and systems
- Potentially significant shift of employees among agencies
- Could initially be confusing to experienced grant or loan applicants
- Some grant programs may not be able to be moved because of federal or legal requirements
- New systems take time to get up and running
- May require additional funding to implement
- Ongoing maintenance on enterprise systems may be costly
- Customers may not be able to use or take advantage of on-line systems, would potentially add technical assistance needed for those customers
- Would require significant commitment of time and substantial resources to create an enterprise grant management system. (Implementation should not be done incrementally.)

Shared Services – Grants/Loans



Front End: Policy. Planning, application, contract management, programmatic contract compliance

Back End: Contract execution, contract administration, fund distributions, loan repayments procedural compliance, contract amendments

Grants and Loans List

Program Name	Agency	Purpose	Recipient(s)	Website	Source of Funds
Aquatic Weeds Management Fund	Ecology	Reduce freshwater aquatic weeds and to manage the problems	Local Governments	http://www.ecy.wa.gov/pubs/9452.pdf	Aquatic Weeds Management Fund
Centennial Clean Water Grant/Loan Program	Ecology	Planning, design and/or construction of water pollution control facilities, stormwater activities, on-site septic system repair and replacement	Cities, counties, tribes, conservation districts and some qualified non-profits	http://www.ecy.wa.gov/pubs/0810013.pdf	Water Quality Account, State Building Construction Account and State and Local Toxics Account
Clean Diesel Program	Ecology	Install emissions control technology on heavy-duty diesel vehicles and equipment	Public fleets, including cities, counties, municipal associations, public utility districts, port and transit authorities and state agencies	http://www.ecy.wa.gov/pubs/ecy070194.pdf	Local Toxics Control Account
Columbia River Basin Water Management Program	Ecology	Water storage and conservation projects and studies on Columbia River	Open	http://www.ecy.wa.gov/programs/wr/cwp/cr_08fund.html	Columbia River Water Supply Development Account
Coastal & Estuarine Land Conservation Program	Ecology	Public land acquisition projects that preserve lands with significant ecological and conservation values	Tribes, cities, counties, federal and state agencies and others.	http://www.ecy.wa.gov/programs/sea/welands/stewardship/celcp_2010.html	NOAA Coastal and Estuarine Land Conservation Grant
National Wetlands Conservation Grant Program	Ecology	Acquire, restore, and enhance wetlands of coastal States and the trust territories	Tribes, cities, counties, federal and state agencies and others	http://www.ecy.wa.gov/programs/sea/welands/stewardship/nwcgp.html	U.S. Fish and Wildlife Service (USFWS) Grant
Coordinated Prevention Grants	Ecology	Local governments to plan and implement solid and hazardous waste management plans	Local Governments	http://www.ecy.wa.gov/pubs/0907005.pdf	State Taxable Building Construction Account
Federal Clean Water Act Section 319 Nonpoint-Source Grant Program	Ecology	Nonpoint source pollution control plan projects	Cities, counties, tribes, conservation districts; some qualified non-profits	http://www.ecy.wa.gov/pubs/0810013.pdf	Aquatic EPA Section 319 Grant
Flood Control Assistance Account Program Grants	Ecology	Projects that prevent flood damage to local governments	Local Governments	http://www.ecy.wa.gov/programs/sea/grants/fcaap/index.html	Flood Control Assistance Account Program
Flood Damage Prevention Grants	Ecology	Flood damage prevention grants for construction projects	Local Governments	http://www.ecy.wa.gov/programs/sea/grants/flooddamageprevention/index.html	Washington State Legislature 2009-11 Capital Budget, Section 3055
Local Air Authority Pass through Grants	Ecology	Pass through funding to Local Clean Air Agencies	WA Local Clean Air Agencies	http://www.ecy.wa.gov/programs/air/local.html	EPA Performance Partnership Grant
Local Source Control Program Grants	Ecology	Help small businesses control, reduce or eliminate toxic pollution sources	Small businesses	http://www.ecy.wa.gov/programs/hwtr/lso/index.html	General Fund
NW Straits Marine Conservation Initiative	Ecology	Protect and restore the waters, resources and environment of the NW Straits 7 regions of Puget Sound through education, restoration and conservation projects	Local Governments	http://www.nwstraits.org/PageID/194/default.aspx	NOAA Coastal Zone Management Grant
PM (Particulate Matter) 2.5 Grants	Ecology	PM 2.5 chemical speciation program	Local clean air agencies		EPA Particular Matter PM 2.5 Ambient Air Monitoring Grant

Program Name	Agency	Purpose	Recipient(s)	Website	Source of Funds
Public Participation Grants	Ecology	Educate public about environmental issues around State	Non-profit public interest groups, public-interest organizations, and groups of three or more unrelated individuals	http://www.ecy.wa.gov/pubs/0807020.pdf	Local Toxics Control Account
Remedial Action Grants	Ecology	Clean up hazardous waste	Local Governments	http://www.ecy.wa.gov/pubs/0707032.pdf	Local Toxics Control Account
School Bus Replacement Grants	Ecology	School bus replacement to reduce diesel emissions	School districts	http://www.ecy.wa.gov/pubs/ecy070335.pdf	Local Toxics Control Account
Shoreline Master Programs	Ecology	Regulate new development and use of shorelines along rivers and larger streams, lakes and waterfronts	Local Governments	http://www.ecy.wa.gov/programs/sea/sma/guidelines/index.html	NOAA Coastal Zone Management Grant
Stream Flow Gaging Grants	Ecology	Development, data retrieval and maintenance of stream gage operation	Watershed planning groups	http://www.ecy.wa.gov/watershed/docs/2009_11_wspigrp_10012008.doc	Water Quality Account and State General Fund
Washington State Water Pollution Control Revolving Fund Loan Program	Ecology	Wastewater or stormwater treatment facilities, nonpoint source pollution control projects and comprehensive estuary conservation and management programs	Cities, counties, tribes, conservation districts and some qualified non-profits	http://www.ecy.wa.gov/pubs/0810013.pdf	EPA Capitalization grant, state match, and interest and loan repayments
Watershed Implementation Grants	Ecology	Implement shoreline plan along rivers and larger streams, lakes and waterfronts	Cities, counties, tribes, conservation districts	http://www.ecy.wa.gov/quality/forums/2008/watershed_plan.pdf	Water Quality/State General Fund Accounts
Watershed Planning Grants	Ecology	Regulate new development and use of shorelines along rivers and larger streams, lakes and waterfronts	Cities, counties, tribes, conservation districts	http://www.ecy.wa.gov/watershed/grant_bitranguid.html	Water Quality/State General Fund Accounts
Wood Stove Change Out	Ecology	Wood stove change out and education	WA Local Clean Air Agencies	http://www.ecy.wa.gov/programs/air/indo_or_woodsmoke/wood_smoke_page.htm	Wood Stove Education/Enforcement
Pump-out Grant Program	Parks	Marine sanitation facilities		http://www.parks.wa.gov/boating/pumpoutgrants.asp	Federal money from the Clean Vessel Act
Winter Recreation Sports Grant Program	Parks	Groom trails, plow parking lots, signage, mapping, law enforcement and education		http://www.parks.wa.gov/winter/grants/default.asp	Fuel taxes, Sno-Park permits
Enforcement	Parks	Overtime, education, boat maintenance and education and to purchase boats and motors	Local law enforcement agencies		
No Child Left Inside Grant Program	Parks	Education and recreation youth programs to help get our children back outside to learn about and enjoy nature		http://www.parks.wa.gov/NoChildLeftInside/	
Aquatic Land Enhancement Account	RCO	Preserve and protect aquatic lands while providing low impact public access	Any division of local or state government, Native American tribes	http://www.rco.wa.gov/rcfb/grants/alea.htm	Proceeds from geoduck harvest and other activity on state owned aquatic lands
Boating Facilities Program	RCO		Municipal sub-divisions (cities, towns, counties, port, recreation, park and school districts); Tribal governments; State agencies	http://www.rco.wa.gov/rcfb/grants/bfp.htm	

Program Name	Agency	Purpose	Recipient(s)	Website	Source of Funds
Boating Infrastructure Grant	RCO	Enhance motor boat access and facilities	Counties, cities and towns; state agencies, Port districts, tribal governments, private marinas and nonprofits w/facilities open to general public	http://www.rco.wa.gov/rcfb/grants/big.htm	Motor vehicle fuel taxes paid by boaters
Estuary and Salmon Restoration Program	Administering agency: RCO receives appropriation, managed with WDFW/PSP.	Protect and restore natural shorelines and estuaries in Puget Sound	State, federal, local, or tribal agencies, non-governmental or pseudo-governmental organizations and private or public corporations	http://www.pugetsoundnearshore.org/esr/p.htm	
Family Forest Fish Passage Program	RCO (managed with WDFW and DNR)	Help private land owners provide fish passages	Small forest landowners		State bonds
Firearm and Archery Range Recreation Program	RCO	New or improved shooting/archery ranges open to public	Municipal subdivisions (cities, towns, counties, and port, park, recreation, and school districts); private nonprofit organizations, state agencies	http://www.rco.wa.gov/rcfb/grants/farr.htm	Portion of fees on concealed weapons
Land and Water Conservation Fund	RCO	Land and facilities to support individual active participation in outdoor recreation	Counties, cities and towns; park districts, port districts, tribal governments, state agencies	http://www.rco.wa.gov/rcfb/grants/lwcf.htm	Royalties on off-shore oil and gas leases
Non-highway Off-Road Vehicle Account	RCO	Facilities for users of non-highway roads, facilities for off-road vehicles, hikers, equestrians, and other trail users	Municipal subdivisions; state agencies, tribal governments, federal agencies	http://www.rco.wa.gov/rcfb/grants/nova.htm	Portion of state motor vehicle fuel taxes
Puget Sound Acquisition and Restoration	RCO receives appropriation, managed with PSP	Preserve, protect and enhance salmon habitat in Puget Sound			
Recreational Trails Program	RCO	Maintenance of backcountry trails	Nonprofits; municipal subdivisions (cities, towns, counties, ports, park & recreation, school districts); state and tribal agencies, federal agencies	http://www.rco.wa.gov/rcfb/grants/nrtp.htm	Federal fuel taxes
Salmon Recovery Grants	RCO	Preserve, protect and enhance salmon habitat	Municipal subdivisions (cities, towns, counties, and special districts such as ports), park and recreation, conservation, and school); Tribal governments; Private landowners; State agencies; Nonprofits	http://www.rco.wa.gov/srfb/grants/salmon_recovery.htm	State bonds
Washington Wildlife and Recreation Program	RCO	Acquire land and develop facilities for outdoor recreation and habitat conservation	Municipal subdivisions (cities; towns; counties; and port, park and recreation, and school districts); state agencies, Tribal governments	http://www.rco.wa.gov/rcfb/grants/wwrp.htm	State bonds

Ideas to Improve Management of Washington's Natural Resources

Submitted by the Natural Resources Subcabinet, September 2009

Program Name	Agency	Purpose	Recipient(s)	Website	Source of Funds
Youth Athletic Facilities	RCO	New, improved, and better maintained outdoor athletic fields, courts and facilities for youth and communities	Cities, counties, and qualified non-profits	http://www.rco.wa.gov/rcfb/grants/yaf.htm	Initial one-time donation by Seahawks' "team affiliate"
Aquatic Lands Enhancement Account Volunteer Cooperative Grant Program	WDFW	For qualifying individuals, who undertake projects that benefit state's fish and wildlife resources		http://wdfw.wa.gov/volunter/vol-7.htm	
Cooperative Endangered Species Conservation Fund	WDFW	"Traditional" Conservation Grants and the "Non-traditional" Habitat Conservation Plan Land Acquisition, Habitat Conservation Planning Assistance and Recovery Land Acquisition Grants		http://wdfw.wa.gov/grants/section6/2009requests.htm	
Fisheries Restoration and Irrigation Mitigation Act of 2000	WDFW	Provides USFWS to create a voluntary fish screen construction program for water withdrawal projects in Idaho, Oregon, Washington and western Montana		http://wdfw.wa.gov/recovery/frima_application-07.htm	
Landowner Incentive Program	WDFW	Financial assistance to private landowners for benefit of at-risk species on their lands		http://wdfw.wa.gov/lands/lip/index.htm	
Partnerships for Pheasants	WDFW	Annual cash rental payments to landowners who plant and maintain high quality habitat for pheasants and allow public hunting		http://wdfw.wa.gov/grants/pheasants/index.html	
Grants to Wildlife Rehabilitators Project	WDFW	Helps support licensed wildlife rehabilitators by compensating them for care of sick and injured wildlife		http://wdfw.wa.gov/grants/wildlife_rehabilitators/	
Capital Program Proviso grants	Commerce	Infrastructure and programs		http://www.commerce.wa.gov/site/307/default.aspx	Capital Budget
Community Development Block Grants	Commerce	Water, sewer roads, community facilities grants		http://www.commerce.wa.gov/site/314/default.aspx	US Dept of Housing and Urban Development
Community Revitalization Economic Board	Commerce	Water sewer, transportation, port facilities loans and grants	Local Governments, special purpose districts, federally recognized Indian tribes, municipal organizations and quasi-municipal organizations	http://www.commerce.wa.gov/site/64/default.aspx	
Public Works Trust Fund	Commerce	Water, sewer, roads planning loans, construction loans		http://www.commerce.wa.gov/site/358/default.aspx	Public Works Assistance Account
Growth Management	Commerce	Emerging issues grants, update grants, buildable land grants		http://www.commerce.wa.gov/site/375/default.aspx	General Fund
Drinking Water State Revolving Fund	DOH	Loans to public water systems for capital improvements aimed at increasing public health protection	Group A Community Water Systems	http://www.doh.wa.gov/ehp/dw/our_main_pages/dwsrf.htm	Drinking Water State Revolving Fund
On-site Local Management Plan	DOH	12 Puget Sound counties to develop and implement on-site sewage plans	Puget Sound Local Health Jurisdictions	http://www.doh.wa.gov/ehp/sf/default.htm	General Fund State

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Program Name	Agency	Purpose	Recipient(s)	Website	Source of Funds
Recreational Shellfish and BEACH Activities	DOH	13 marine counties to recruit, train and supervise volunteers; collect samples for biotoxin monitoring; fecal pollution/ illness investigation and reporting, for recreational shellfish	Local Health Jurisdictions	http://www.doh.wa.gov/ehp/sf/default.htm	General Fund State
Harmful Algae Blooms	DOH	Several counties to enhance surveillance of risk factors and health effects of blooms	Local Health Jurisdictions	http://www.doh.wa.gov/ehp/oeas/default.htm	Federal Grant
Salmon Recovery and Watershed Grants	PSP	Operation of salmon recovery and watershed planning groups	Local governments, lead entity salmon recovery organizations, watershed planning groups	-	General Fund Federal EPA
Public Education and Volunteer	PSP	Public education and volunteer programs.	Local organizations and governments, education, communication and outreach network partners	-	General Fund State
Specialty Crop Block Grant Program	Agriculture	Enhance the competitiveness of specialty crops	Representative agricultural groups and commissions	-	USDA
Agricultural Fair Grants	Agriculture	Funds capital construction projects for county fairs	Agricultural fairs and youth shows	-	
Federal State Marketing Improvement Program	Agriculture	Agricultural market research and demonstration projects	Representative agricultural groups and commissions	-	USDA
Riparian/Habitat Open Space Program ROSP/HOSP	DNR	Funding to purchase conservation easements for qualified forest landowners		http://www.dnr.wa.gov/BusinessPermits/Topics/SmallForestLandownerOffice/Pages/fp_sflo_frep.aspx	
WA State Forest Legacy Program	DNR			http://www.dnr.wa.gov/BusinessPermits/Topics/ConservationTransactions/Pages/forest_legacy.aspx	
Spokane Rathdrum	DNR	Assist state and private landowners with forest health issues			
Forest Health Monitoring	DNR	Help locate, anticipate and plan for mitigating insect and disease issues			
Forest Health Western Bark Beetle Mitigation	DNR	Mitigate impacts of WBB infestations			
Forest Health Pilot Demonstration	DNR	Stevens County pilot to develop landscape-level approach to forest health management			
Urban Forestry	DNR	Promote urban forestry, provide technical assistance to cities in managing urban forests, implement Tree City USA program			
Western States Fire Manager Wildland Urban Interface	DNR	Assistance for community wildfire planning, education and fuels treatment			

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Program Name	Agency	Purpose	Recipient(s)	Website	Source of Funds
Volunteer Fire Assistance	DNR	Rural fire districts and department to meet basic needs for equipment, training and fire prevention			US Forest Service
Rural Fire Assistance	DNR	Provides 50% match for purchases of personal protective equipment and general equipment			Department of the Interior
Ready Reserve	DNR	Wildland firefighting training to fire districts			Department of the Interior
National Fire Plan Community Assistance	DNR	Assistance for community wildfire planning, education and fuels treatment			
Cooperative Endangered Species Conservation Fund Land Acquisition Grants	DNR	Sub grants to land trust and local government partners to acquire lands to protect habitat for federally listed, threatened and endangered species in support of the HCPs			
Western States Fire Grants	DNR	Cost-sharing for fuels reduction treatments on non-federal lands			US Forest Service
US Forest Service Stewardship Grants	DNR	On-site technical assistance and content input for Forest Stewardship Plans			US Forest Service
Compliance Monitoring Program	DNR	Support the implementation/ compliance of the Forest Practice Rules			
Forests and Fish Adaptive Management Program	DNR	Conduct research and monitoring related to forest practices rules for aquatic resources in support of the Forests and Fish Adaptive Management Program (AMP)			
FFR Implementation	DNR	Implement forest practices rules for aquatic resources in support of the Forests and Fish AMP			
Forest/Fish Support Account (FFSA)	DNR	Provides support of Forests and Fish activities including adaptive management and monitoring			

Appendix 3-1

Work Group 3: Improving Environmental Protection, Permitting and Compliance

Idea 3-1: Update of Growth Management Act After Twenty Years

Problem/Issue

The Growth Management Act (GMA) was originally adopted in 1990. It was a major shift in state policy, establishing statewide goals in land use planning carried out by cities and counties. To this day, it remains one of only three statewide, comprehensive growth management laws in the country (Oregon and Florida are the others). In the 20 years it has been in effect, there have been numerous reviews and studies, by private and public sector entities, examining its effects. The Department of Commerce (Commerce) documented many of these efforts in the appendices to its 2008 report, "*Meeting the Growth Management Challenge: The Washington State Growth Management Act Effectiveness Report.*" (Available at <http://www.commerce.wa.gov/site/1137/default.aspx>)

These reports reflect a wide support for the goals and policies of the GMA, but identify a number of outstanding issues with its application and implementation. There is clearly a common set of issue areas that have been repeatedly identified across a broad set of parties. These include:

- Protection of natural resources and critical areas
- Clearly defining urban and rural areas
- Infrastructure provision and economic development
- Affordable housing and processes for updating local plans
- Appeals processes
- And others

There is currently a great deal of confusion about where to appeal certain land use decisions. Especially appeals involving shoreline development because those are subject to the Shoreline Management Act (SMA). Judicial decisions have not provided needed clarity.

This same set of issues was also evident during Commerce's extensive meetings with partners and stakeholders during the summer of 2009. Participants also identified the emergence of climate change and extreme fiscal concerns as major statewide issues related to the GMA. However, the proposed solutions to GMA issues vary considerably depending on the perspective of the proposers. Many of these issues have been the subject of repeated legislative proposals, which have not been approved. There is no benchmark or performance measures program providing data that the state could use to measure progress toward the GMA's policy goals. Thus, cities and counties continue to wrestle with these major issues without clear legislative direction or performance measures. This results in local controversy and, in some cases, lengthy and expensive appeals processes.

Idea Description

This idea calls for new legislation in 2010 that will mandate a review of the GMA on the occasion of the 20th anniversary of its adoption. The legislation would direct the Governor's policy and budget staff to coordinate the review, which would include representation from:

- Both Legislative party caucuses in the Senate and House of Representatives
- All state agencies that have programs affected by local GMA planning
- Local governments
- Key statewide stakeholder groups

The new legislation would direct the review to start with a thorough analysis of past reports and recommendations conducted by the state and other entities. Some examples of these reports include and can be accessed through the Department of Commerce, Growth Management Program:

- Land Use Study Commission Final Report
- Growth Management Housing Task Force
- Growth Strategies Commission, Regulatory Reform Task Force, and Land Use Study Commission (1990s)
- GMA Work Group (2003-04)
- Governor's Land Use Agenda (2005-06)
- Northwest Assembly, University of Washington (May 2005)
- GMA Benchmarking System Report, University of Washington (February 2005)
- *Meeting the Growth Management Challenge: The Washington State Growth Management Act Effectiveness Report*, Dept. of Commerce, 2008

This analysis would be combined with a stakeholder input process to scope the issues identified for further analysis and recommendations. This analysis must incorporate a fact-finding approach to collect the available data on key issues (e.g., for issues regarding GMA appeals, data on number and type of appeals and the resulting decisions).

The review process would result in specific recommendations for statutory amendments and/or other actions to:

- Clarify requirements for cities and counties under the GMA
- Reduce lengthy appeals
- Strengthen links among state policy goals such as economic development and environmental protection
- Provide for a state-wide benchmark system to measure progress
- Improve efficiency of local planning and permitting processes

While this idea sets out a process for review of the GMA, it should be read in conjunction with other ideas in this document that provide opportunities to address issues of immediate concern under the GMA. (See ideas in Work Group 4)

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Draft legislation establishing process for GMA review	2010 legislative session	Governor's Policy Office	Draft legislation
Conduct review and develop recommendations for final report	Dec ember 2011	Governor's Policy Office	Final report

How Option Advances the Three Criteria (customer service, efficiencies, state's commitments)

Improve customer service

Multiple state agencies providing technical and financial assistance to local governments could do so with confidence and clarity, better aligning various state policy goals such as economic development and environmental protection. State and local governments would spend less time on appeals of city and county actions under GMA, allowing more resources to be devoted to proactive resolution of local policy issues to implement state policy goals.

Increase efficiency

Cities and counties would more efficiently spend state grant funds because they would have clearer direction and data from a statewide benchmark program to identify focus areas for planning and policy work. State agency staff would be more efficient in providing technical assistance programs. Local permitting processes could be more efficient and better aligned with policy goals of local and state government.

Advance the state's commitments

This idea would:

- Protect and restore natural resources and the environment by improving local plans and permitting processes in terms of their consistency with state policy goals.
- Protect public health by providing a clearer path to local governments for planning and permit decisions that may implicate public health.
- Benefit state and local government in coordinating with tribal governments to meet their concerns.
- Promote sustainable commercial and recreational use by giving project proponents clarity on how local governments plan for and permit these uses. This clarity would provide certainty for those users, reducing costs for their operations.

Authority to Implement

This idea could result in new legislation addressing GMA (RCW 36.70A) and possibly other related statutes such as Shoreline Management Act (RCW 90.58) or State Environmental Policy Act (RCW 43.21C)

Measurable Benefits

The number and length of appeals of city and county actions under the GMA. Additional benefits will be defined if this idea moves forward.

Savings/Costs/Revenue

Long-term cost savings:

- Reduced costs for local and state governments due to more efficient planning processes and potentially fewer and shorter appeals.
- Reduced timelines for local permitting. This should benefit private and public investment in developing facilities that meet local plans.
- Reduced costs and timelines, for all parties involved, due to the availability of better data that can be used for future policy discussions.

Short-term cost savings: There may not be significant short-term savings while implementing benchmark system, and while local governments are updating plans and permitting processes to meet new, clarified GMA provisions.

Pros

- Clarifies GMA requirements
- Reduces number of lengthy appeals
- Strengthens links among state policy goals such as economic development and environmental protection
- Provides a benchmark system to measure statewide progress toward GMA policy goals
- Improves efficiency of local planning and permitting processes
- Reduces time and effort addressing chronic issues in state legislative process

Cons

- Cost of conducting the review and reporting process
- Specific and well-understood problem areas that could be addressed by more minor legislative action at this time are not addressed, and an opportunity may be lost.
- Issues identified will not result in consensus recommendations or recommendations that clearly address the issues through this process
- Cost of establishing and maintaining a benchmarks system to measure progress toward GMA policy goals
- Conducting a review of GMA while many local governments are in the process of updating their local comprehensive plans and development regulations could result in more confusion at the local level. This could cause some cities and counties to miss their required update deadlines, making them ineligible for some state grants and loans
- **Legislative changes that may result from this process may lead to legal appeals**

Appendix 3-2

Work Group 3: Improving Environmental Protection, Permitting and Compliance

Idea 3-2: Pilot for Consolidated and Coordinated Land Development Permits

Problem/Issue

Development permitting is complicated. The current myriad of laws was created over the course of decades in an ad hoc, some would say haphazard, manner. Multiple agencies at the state level, as well as federal and local agencies, have a role in deciding whether and how new development proposals will be allowed. Agencies work independently on their own specific permits or issues, sometimes sequentially, sometimes concurrently, but often without significant input from or connection to other agencies with jurisdiction. Permit applicants must provide duplicate information about the project on each separate application, and they then face multiple public notice and appeal processes.

Occasionally, conflicts arise when one agency imposes a condition or requires a change that affects something also regulated by another agency. Communication between the reviewing agencies is difficult due to dispersed locations and the sequential process for most permitting processes. This communication gap allows some applicants to “shop” for answers, which creates unnecessary conflict between agencies and slows permit review. At the least, the communication gap is a frustration for both applicants and reviewers. Each agency has its own forms and application filing requirements, computer tracking systems, public notice requirements, and internal decision-making processes. These systems are not integrated electronically and are currently unable to share information. The system today is individual and disparate. We are not set up to consider all issues in one place and find the best overall outcome.

Idea Description

Vision: A permit applicant provides one set of information and any required updates to a single project review team that manages a consolidated and coordinated process for the project as a whole. The team includes local, state and federal representatives, makes all required decisions, and uses consistent or complementary procedures, standards and language.

This idea pilots, in selected geographic locations (perhaps defined by watershed or other eco-region), consolidated and coordinated permitting systems. These efforts will take guidance from two existing efforts, the Multi-Agency Permitting (MAP) Team for State transportation projects and the Integrated Project Review and Mitigation Tool (iPRMT) initiative. The idea also tests an extension of those ideas through the use of pilot rule making, the interlocal cooperation act, and interagency agreements to have state (and perhaps local) agencies share permitting functions by delegating permit functions to a single authority. The agencies would, to the extent possible through pilot rulemaking, align their respective procedural requirements and develop uniform conditions in connection with substantive standards.

Two models would be tested, and the experiences would be compared.

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Submitted by the Natural Resources Subcabinet, September 2009

Model 1: Coordinated decision making

This model would “coordinate” decision-making on permits, consistent with the existing MAP Team efforts, but starting early in the local government review process. For defined types of projects in the pilot test areas, project teams would work together to fully coordinate their permit review efforts. Each agency would issue its respective permits. Unified conditions and procedural requirements based on the pilot rules would be used whenever possible. A single application would be reviewed by the full MAP team, which would include representatives from each local, state or federal agency with jurisdiction.

Today’s MAP team limits its work to State Transportation Department projects. Under the expanded model, a wider range of projects would be reviewed. Depending on the eco-region or watershed selected, a focus on habitat restoration projects would be possible. Public works projects as well as private sector projects could be managed through the full MAP Team process.

Model 2: Consolidated decision making

This model would “Consolidate” decision-making. Through the use of interlocal and interagency agreements agencies would share staff. A single staff person would be able to do project review for two or more of the participating agencies. When possible, authority for decision-making, inspection and monitoring would be delegated to one set of staff (delegated permitting team). This team would exercise authority on behalf of all the agencies. This delegated permitting team would be smaller than the full MAP Team. With full delegation of authority, a single decision could cover multiple required permits.

In both the “coordinated” and “consolidated” models, elements of the existing iPRMT program would be incorporated. iPRMT allows the creation of an electronic application form and supports online, collaborative review. Some projects would receive “virtual iPRMT review.” Others would require face-to-face team collaboration. Expansion of iPRMT functions would allow cross-agency and cross-jurisdiction data collection and reporting about permit review, environmental impacts, project activity, mitigation requirements, inspection results, and cumulative impacts to the entire pilot area (watershed or smaller eco-region). A status report covering each required permit or approval, as well as inspection and monitoring reports, could be created for the project as a whole. The project status information and rolled up summaries for all projects in the pilot could be accessible online to agencies, applicants and the public.

As noted above, composition of the coordinated or consolidated teams would vary depending on which agencies or jurisdictions have authority and whether any shared or delegated authority is used. Assuming local and federal government are willing partners, project review could include:

- All local land use requirements including State Environmental Policy Act (SEPA), shorelines, critical areas, clearing and grading, and related site plan approvals
- Hydraulics project approvals (Department of Fish and Wildlife)

- Water quality certifications (§401) (Department of Ecology(Ecology))
- National Pollution Discharge Elimination System (NPDES) - construction general permits (Ecology)
- Coastal zone management certifications, and shoreline variance or conditional use approvals (Ecology)
- Forest practices approvals (Department of Natural Resources (DNR) or local government)
- Use or lease of state owned aquatic lands (DNR)
- § 404 and § 10 permits (Army Corps of Engineers)
- § 106 review under federal Historic Preservation Act (Army Corps of Engineers)
- Endangered Species Act consultation with US Fish and Wildlife and National Marine Fisheries Service

The pilots would be limited to two geographic areas to adequately test the merits of coordinated and consolidated permitting and to ensure we have sufficient capacity to

- Establish new procedures, create pilot rules and adopt agreements as needed
- Train staff
- Adapt or expand electronic tools and linkages
- Monitor the decision making processes
- Compare the results between the two approaches

By working in defined eco-regions or watersheds the pilots will be able to capture important data about the cumulative impacts of development and mitigation or restoration projects. The pilots could include an emphasis on projects that implement priority habitat restoration or conservations efforts. We recommend at least one Puget Sound area region be selected. It will also be important to have the teams work on a full range of other projects, including private development projects, to ensure the pilots work with a wide range of project types.

But for a long history of failed efforts, this idea might have been called one-stop permitting. Whether looking at a full local, state and federal “coordinated” MAP Team process, or a more “consolidated” process with a delegated permitting team, the process will happen in one place with one group of reviewers. In either case, a single team would manage the local, state and federal approvals required for new development.

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Find willing local and federal government partners to work on idea	Nov – Dec 2009	Office of Regulatory Assistance (ORA), DFW, Ecology	Commitment from local and federal agencies
Legal and administrative review for how to structure teams	3 rd and 4 th Qtr FY 2010	ORA, Ecology, DFW	Structured team

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Task	Timeframe	Lead Entity	Deliverable
Select two eco-regions with willing local and federal partners	3 rd Qtr FY 2010	ORA, Ecology, DFW	Select eco regions
Complete any needed interagency agreements or interlocal agreements to support staffing for MAP Teams and delegated permitting teams	4 th Qtr FY 2010	ORA, Ecology, DFW	Agreements are completed
Training and familiarization with new processes and authorities	1 st Qtr FY 2011	ORA, Ecology, DFW	Training completed
Begin coordinated and/or consolidated permitting	End of 1 st Qtr FY 2011	ORA, Ecology, DFW	Projects in review

How Option Advances the Three Criteria (customer service, efficiencies, state's commitments)

Customer Service: Customer service is improved because applicants have one team to work with and can submit most or all of their materials and paperwork at one time to one place. Applicants can be assured that when one agency wants a change to the project, the other agencies will know about it. Conflicts between agencies will be reduced. To the degree that pilot rule-making results in a uniform application, public notice and decision-making process, applicants and the public will have an easier time finding out and following the status of all relevant permit or review actions. Sharing data and other information through iPRMT and connected GIS systems will also make it easier for the applicant, the public, and all the reviewing agencies to find out what kinds of development activities are proposed or underway in the given eco-regions.

Efficiencies: Sharing information between agencies early in the process, and providing consistent information and feedback to applicants has been proven to increase efficiency in the permit review process. For projects where review or decision-making authority can be shared or delegated, those staff members relieved from team participation will be able to review other projects or devote time to mitigation, inspection, enforcement or needed applicant/public education. Using online systems to prepare and submit application materials can be expanded beyond the limited use currently provided within the iPRMT initiative. If shared or delegated authority is used, the online review system would allow easy monitoring and input or oversight. A single process for all procedural requirements (application submittal, notice and comment, decision making, other comment or appeal periods) will eliminate duplication and save time and money for applicants and agencies. To the degree online data is retrievable by individual agency permit tracking and monitoring systems, agencies will save the time spent today entering this data by hand.

Advancing state commitments: Today's permitting system is expensive and unpredictable. All indications are that it does not produce the results we need. Sustainable commercial and recreational development occurs, but such development arguably is the exception, not the rule. This idea results in better environmental outcomes from a newly constructed permit process with early and consistent coordination between local, state and federal agencies. It provides a basis for cross-agency and cross-jurisdiction monitoring and reporting on the full range of environmental issues involved in development permitting. By streamlining the permit process and relying on shared experience and authority at the review teams, agencies would be able to allocate more time to monitoring. They would be able to evaluate the effectiveness of the permit, rather than merely pushing permits through the system.

Authority to Implement

Most of this idea can be implemented administratively:

- The Interlocal Cooperation Act, Revised Code of Washington (RCW) 39.34, supports agreements between state agencies, with local governments, and with the federal government (to the extent allowed by federal law) for the exercise of joint powers. MAP Teams, data sharing, and delegation or shared responsibility for inspection and monitoring can be done today.
- Pilot rule-making can be accomplished under the state Administrative Procedures Act, RCW 34.05.310. This would allow the creation of consistent or uniform conditions, criteria, forms, and application processes for state agency permit review in the test areas that may be different from those requirements effective for that agency in the rest of the state.
- A range of options exists for how to work with federal agencies. Further analysis is needed. Possibilities include using existing authorities from the Intergovernmental Personnel Act (IPA) to share staff, or assuming some responsibility for § 404 Clean Water Act permitting currently done by the Corps of Engineers. (Not all § 404 permitting can be delegated.) Using the pilots to advance and ultimately adopt regional general permits is another possibility that can likely be done within existing authorities.

Measurable Benefits

- Efficiency and effectiveness of development project reviews
- Data on project review turn-around times
- State and local transportation projects tracking permitting timelines
- Baseline data

Savings/Costs/Revenue

More efficient permit review, particularly if electronic application submittal and data sharing are provided, will result in cost savings over time.

COSTS

There will be staffing and information technology expenses associated with this project.

Pros

- Applicants get a unified permit process
- The permit process is more transparent and understandable (because it happens all in one forum)
- Inspection, monitoring and other data can be shared more easily
- Teams can share expertise to assist with development of new programmatic or general permits that cover more than one agency, applicant or jurisdiction

Cons

Expense:

- MAP Teams have been expensive. Time consuming to bring teams together.
- Building data sharing, inspection and monitoring functions is outside the scope of the current iPRMT initiative.
- Local governments may have concerns that the state is mandating new processes or requirements without providing funding.
- To make this idea work as well as it can, federal agency participation would be best. It can be time consuming to work out new arrangements with federal agencies. If special provisions or amendments to the Clean Water Act (or other federal statutes) were desired, this too would be time-consuming and uncertain.
- WDFW and DNR are both working on Habitat Conservation Plans (HCPs) with federal agencies. Assuming these are approved in the future, any changes to conditions, criteria or permit processes would need to fit in with those future HCPs.

Appendix 3-3
Work Group 3 Improving Environmental Protection,
Permitting and Compliance
Idea 3-3: Granting Authority to do Permit by Rule and
Expand Programmatic Permits

Problem/Issue

The efficiency and effectiveness of regulatory programs are in need of improvement. The Department of Fish and Wildlife (WDFW) issues about 4,500 Hydraulic Project Approval (HPA) permits each year for work that uses, obstructs, diverts or changes the natural bed or flow of state waters to ensure the proper protection of fish, shellfish and their habitats.

Aside from limited permit by rule authority, there is little distinction made in law between the permitting requirements for complex projects with a high potential for adverse impact to fish life, versus relatively routine hydraulic projects with highly predictable and manageable potential impacts. Therefore, WDFW staff and applicants are potentially spending more time and resources on HPAs for which potential impacts are well understood and mitigation options are proven and effective. Those resources could be better spent on the more complex projects with a higher potential for adversely affecting fish, shellfish, and their habitats.

WDFW has been granted permit by rule authority for mineral placer prospecting and mining and for aquatic weed control. This has resulted in the decrease of thousands of individual HPAs since the Legislature enacted those authorities. In addition, WDFW has developed programmatic HPAs for hydraulic projects with predictable impacts as a means of streamlining the permitting process and better focusing staff time. WDFW has reduced hundreds of individual HPAs each year by working with specific entities to develop programmatic HPAs.

Idea Description

Under this idea, WDFW seeks to expand its permit by rule authority and use of programmatic HPAs. These efforts can greatly reduce the permitting burden for hydraulic project proponents and can better focus WDFW staff time to pre-permit site visits, compliance inspections, and effectiveness monitoring, which will lead to improved resource protection.

WDFW would set the criteria and then select the project categories that would be candidates for permit by rule and for expanded programmatic HPAs. Criteria would be based on factors such as:

- Numbers of HPAs issued for the project type
- The extent to which impacts are understood
- Whether there are geographic differences in the nature of the project or impacts
- Whether proven and effective mitigation options exist

For activities identified as appropriate for permit by rule, regulatory conditions would then be set by administrative rule, and subsequently published in pamphlet form. Applicants would need to provide notification and project location details before receiving coverage under the pamphlet. With some modification to the existing system, this could be done through a web-based portal to the Hydraulic Permit Management System. This would enable targeting of subsequent compliance inspections for these projects and for individual permits that have a higher risk for resource impacts.

For the activities identified for programmatic HPAs, WDFW would contact interested applicant groups with a relatively high volume of the same hydraulic projects. WDFW would work upfront with those entities to develop a single programmatic HPA that would cover that applicant for all of their projects that meet the conditions of that HPA.

Some project types and entities that WDFW is considering for expanded programmatic HPAs include:

- A programmatic HPA for Department of Natural Resources (DNR) to cover forest practices activities on state trust lands
- A programmatic HPA for Green Diamond Resource Company to cover water-crossing structures
- Programmatic HPA for state, county and city agencies for maintenance activities associated with water crossings, overwater structures and bank protection structures

It is expected that permit by rule authority and expanded use of programmatic HPAs could reduce by thousands the total number of HPAs issued over a five year period.

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
Draft legislation that grants WDFW to permit by rule and programmatic HPAs, including criteria for applicable project types and rule making procedures	September 2009	WDFW	Draft legislation
Agency develops list of candidate project types for permit by rule and programmatic HPAs	Spring 2010	WDFW	List of project types for permit by rule and programmatic HPAs.
Form rule-making advisory committees for highest priority projects and solicit applicants for programmatic HPA development	Spring 2010	WDFW	Advisory committee memberships and scopes of work; list of potential applicants for programmatic HPAs.
Rule adoptions and	Winter	WDFW	Adopted rules and issued

negotiation of programmatic HPAs	2010/11		programmatic HPAs.
Pamphlet notification procedure production	Spring 2011	WDFW	Pamphlets and notification procedures
Repeat process for further permits by rule and programmatic HPAs	Spring 2011	WDFW	Adopted rules and issued programmatic HPAs
Evaluate streamlining benefit and resource protection effectiveness of permit by rule and programmatic HPAs	April 2014	WDFW	Report on streamlining benefit and effectiveness

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

Improves customer service: Both permit by rule and pamphlet HPAs, and programmatic HPAs improve customer service by reducing the number of individual permits that applicants need to obtain, which saves time and resources. This would also increase consistency between projects, providing applicants with predictable permit conditions. Pamphlets produced for permit by rules can also include useful associated technical assistance material that helps proponents complete their projects.

Increases efficiencies: This idea reduces the need to review similar, individual hydraulic projects, which saves staff time. The ability for permit by rule applicants to notify WDFW of their activities electronically will also save staff time. The staff time made available from these activities can be used to conduct compliance and effectiveness monitoring and site visits.

Advances the state’s commitment: This idea is designed to maintain fish life protection by only instituting permit by rule and programmatic HPAs for hydraulic project types for which the potential impacts are generally well understood, consistent and manageable. Further, programmatic HPAs will have monitoring and reporting requirements to help ensure that resource protection is not compromised. Staff efficiencies will be used to put more effort into compliance and effectiveness to improve the environmental outcome.

Authority to Implement Idea

For the HPA program, Revised Code of Washington (RCW) 77.55 will need amendment to allow for expanded use of permit by rule and programmatic HPAs. The effectiveness of this idea would be greatly enhanced if the maximum timeframe for an HPA was increased from five years to ten years and if civil authority for enforcement of HPAs was expanded.

Measurable Benefits

- Number of HPAs issued each year relative to previous (or base) year
- Maintenance
- Repairs and minor upgrades of water crossings
- Bank protection structures
- Installation of relatively routine overwater structures, such as docks in lakes

Savings/Costs/Revenue

There will be some initial costs related to planning, negotiation, rule making and development of a pamphlet issuance process, including modifications to the Hydraulic Permit Management System, to provide for applicant notification of pamphlet HPA use.

Long-term cost savings:

The above costs will be offset by the subsequent reduction in individual permit issuance work, although this in turn will be offset by increased compliance work. Thus overall the process will be close to revenue neutral for the state, but environmental outcomes will be improved and applicants will save time and effort in obtaining permit coverage.

Short-term cost savings: There will be no short-term cost savings.

Fiscal details

Fiscal detail is not available at this time. In order to complete the fiscal detail, the following questions or actions will need to be answered or taken:

1. Information on size of project work group (FTE & associated support) to ascertain candidate project types for permit by rule and programmatic permits.
2. Ongoing costs for work group staff to develop rules and programmatic permits and costs to support the public involvement process and eventual publication costs, including development of web-based tools to enable permit distributions/issuance.

Pros

- Reduces number of individual HPAs that need to be issued.
- Streamlines the permit issuance process, reducing the time and resources spent to produce application materials for multiple projects of the same project type.
- Improves consistency and predictability for the permit applicant, as customers will know exactly what is expected before they begin planning for projects covered under permit by rule or programmatic HPAs.
- Allows for more site visits, compliance checks and effectiveness monitoring for projects that may have a higher potential to produce adverse impacts.

Cons

- Requires upfront rule-making, programmatic HPA development and pamphlet HPA production costs.
- Eliminates site-specific project review for projects covered under the pamphlets and programmatic HPAs, which could result in unanticipated impacts to fish life.
- The effectiveness of the compliance inspections may be less than desired without expanded civil authority for enforcement of HPAs.

Appendix 3-4
Work Group 3 Improving Environmental Protection,
Permitting and Compliance
Idea 3-4: Consolidate Regulation of Manure Waste

Problem/Issue

There is a complicated regulatory scheme for managing manure to keep it out of Washington waters. Responsibility is shared by the Department of Agriculture (Agriculture) and Department of Ecology (Ecology). Local conservation districts also have a role; they approve dairy nutrient management plans.

Agriculture regulates dairies under the Dairy Nutrient Management Act, Revised Code of Washington (RCW) 90.64. This law gives conservation districts approval authority for dairy nutrient plans.

Ecology regulates non-dairy animal operations sometimes called “Confined Animal Feeding Operations (CAFO)” under the federal Clean Water Act and the state’s Water Pollution Control law, RCW 90.48.

Having several agencies involved in regulating animal manure can be confusing for the farm and livestock operators, the public, and sometimes for staff. It requires ongoing coordination related to inspections, compliance, monitoring, and reporting.

Idea Description

This idea places animal manure regulation and oversight (including nutrient management plan approval) under one state agency. The two agencies agree that consolidation of authority into one agency would reduce complexity and confusion.

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

The three criteria are addressed in the section on *Pros and Cons*.

Task/Timeframe/Lead/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Draft legislation	December 2009	Affected Agencies	Draft legislation
Implement legislation	July 2010	Affected Agencies	Implementation completed

Authority to Implement

Consolidating authority into a single agency would require amendments to state rules and laws.

Pros/Cons

Pros and Cons are listed for two ideas: place program under (A) Department of Agriculture or (B) Department of Ecology.

A. Place under the Department of Agriculture:

This was the legislative intent when the Legislature passed ESSB 5889 and moved the dairy management act, CAFO permitting and management of other animal manure to Agriculture in 2003. However, Agriculture was not provided the additional authority needed to protect Water Quality under RCW 90.48 Water Pollution Control Act or authority to get Environmental Protection Agency approval as a delegated program under the Clean Water Act. For this idea to work, Agriculture would have to get legislative authority first, and then they would have to seek federal Clean Water Act delegation authority for the CAFO permit.

I. Improve customer service

- a. Makes clear which agency is responsible for manure management.
- b. Allows flexibility to respond to emerging issues by placing responsibility and authority with one agency.
- c. Provides a single agency contact for the regulated industry and public for livestock related issues.
- d. Places water quality oversight of agricultural activities at agricultural agency to enhance communication with regulated community and the public.

II. Increase efficiencies

- a. Lowers cost of service – currently a lot of resources going toward coordination among agencies.
- b. Avoids duplication –two different agencies won't be looking at the same information.
- c. Consolidates regulation and oversight of livestock and dairy activities in one agency.

III. Advances the state's commitments

- a. Tribes will understand which agency to coordinate with.
- b. Agriculture is required to protect water quality.
- c. Consistent with Agriculture's mission of environmental protection and strategic goals of protecting public health, protecting natural resources and ensuring safe and legal distribution of fertilizers.

B. Place Under Department of Ecology

This would place all animal manure management for protection of Water Quality in the agency responsible for protecting water quality. Would require the legislature to put the dairy nutrient management activities back over at the Department of Ecology.

I. Improve customer service

- a. Will make it clear which agency is responsible for manure management.
- b. Allows flexibility to respond to emerging issues by placing responsibility and authority with at one agency.
- c. Places water quality oversight at the Water Quality agency. Reduces confusion to public and regulated community.

II. Increase efficiencies

- a. Lowers cost of service – currently a lot of resources going toward coordination among agencies.
- b. Avoids duplication –two different agencies won't be looking at same information.
- c. Lines up more directly with Ecology's Mission.
- d. Ecology already has delegated federal authority to issue permits under the Clean Water Act and Under the State Water Pollution Control Act.

III. Advances the state's commitments

- a. Tribes will understand which agency to coordinate with.
- b. Consistent with Ecology's stated mission is to protect public health.

Appendix 3-5
Work Group 3 Improving Environmental Protection,
Permitting and Compliance
Idea 3-5: Targeted Delivery of Incentive-Based Programs
for Landowners

Problem/Issue

Currently several natural resources agencies at the state, local and federal levels deliver incentive and/or technical assistance programs to landowners. These programs are sometimes delivered in a disconnected fashion where there is limited linkage to other agencies activities or other related incentive programs. These programs are also offered in an opportunistic approach, that is the landowners contact the agency for assistance, or projects are proposed as funding is available. Rarely are these programs aligned and targeted to comprehensively address a natural resources problem.

In the current budget climate, many state agencies have reduced their ability to deliver incentive-based programs or technical assistance to landowners. This is repeated at the local level as county budgets are also being cut. These reductions are not reflective of a lack of commitment by these entities, but are simply the result of reduced resources.

Recent controversies over the implementation of local land use rules through critical areas ordinances have caused concern as to whether these are effective tools to not only protect these resource but also to restore them to proper function.

Finally, many of our state's natural resources continue to experience negative impacts from landowner activities. Although there are many local and watershed based activities to address these problems, the conditions remain. Many of these activities can be easily addressed through incentive programs if the landowner is made aware of them.

Idea Description

Under this idea, the State Conservation Commission (SCC) would implement a program to leverage and improve the coordination of service delivery of existing incentive-based programs for landowners towards resolving environmental issues in targeted areas of the state. The WSCC would work with the conservation district in selected areas to convene a local group of stakeholders and governmental and tribal agencies to develop a focused, comprehensive approach to systematically deliver incentive programs to landowners.

Conceptually, this approach would use conservation districts and their relationship with landowners to be the point-of-contact for incentive programs. The district would then coordinate with state, federal, local and tribal agencies to provide the appropriate incentive program to the landowner. The district would develop a land management plan with the landowner that will identify how resource impacts will be addressed. The district, in cooperation with the other entities in the local group, will track progress in a parcel-by-parcel approach. The district will then report to the SCC Commission on the progress of the local

activities and whether these actions are resulting in real changes and improvements in the system.

The SCC Commission currently consists of:

- Four state agencies: Department of Natural Resources (DNR), Department of Agriculture (WSDA), Ecology, and Washington State University (WSU) Extension
- Four representatives of conservation districts
- Two governor appointees
- WDFW, Natural Resources Conservation Service (NRCS) and the Farm Services Administration (FSA) participate as observers.

Under this idea, it is recommended that WDFW be added to SCC’s Commission as a full member, and there be another governor appointment added.

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
Development of conceptual approach for agency review and comment.	By Oct 09	SCC; Participating Agencies	Finalized program implementation plan for review and approval by the full Commission
Stakeholder involvement and input.	Aug-Sept 09	SCC	Draft program plan
Completion of decision package for supplemental funding	Sept 09	SCC	Supplemental funding plan for initial program development
Identification of target watersheds or sub-basins	Nov-Dec 09	SCC; Participating Agencies; Key Stakeholders	Up to 4 target watersheds or sub-basins identified
Begin implementation of service delivery program in targeted areas	Jan 2010	SCC	Initial local groups developed to begin program implementation

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

Customer Service: The delivery of multiple agency landowner incentive programs will be dramatically improved by coordinating these programs in a targeted area, with a focused parcel-by-parcel service delivery approach. Rather than a landowner needing to approach various state, local and federal agencies individually, the conservation district will go to the landowner with information about all of the incentive programs available. The district will then work with the landowner to develop a land management plan using the programs that work for the landowner. This approach will reduce frustration for the landowner who historically has had to deal with several different agencies.

Efficiencies and Effectiveness: The current approach of each agency delivering landowner incentive and technical assistance programs is no longer cost effective in today's budget climate. By coordinating the delivery of these programs at the local level through a single point of contact (the conservation district), and targeting them to the landowners who actually want them, agencies will be more efficient and effective in implementing their programs. Agencies should realize cost savings through the reduction in the number of landowner visits. Local governments will also benefit from this targeted approach for similar reasons.

By targeting incentive and technical assistance programs to address specific problems, and by monitoring the system for changes, we can demonstrate whether these programs are being effective in accomplishing their programmatic goals.

Advances the state's commitment to:

- Protect and enhance natural resources by targeting incentive and technical assistance programs to landowners to help them address specific issues relating to inputs to resources. In some cases, implementation of incentive programs will allow us to get restoration programs on-the-ground where regulatory approaches (i.e. critical area ordinances) may not be effective. Also, this option incorporates monitoring of the effectiveness of the incentive and technical assistance programs so their impact on the system can be measured and changes made if necessary.
- Improve collaboration among governmental entities at all levels, including tribal governments. A tribal representative currently serves on the SCC. Tribes would be involved in any local group organized by the conservation district. Coordination among the agencies would also be accomplished at the SCC Commission, where all the key agencies currently participate. Other agencies can be brought in as needed.
- Encourage the sustainable use of natural resources. With the incorporation of a monitoring plan as part of the incentive service delivery approach, improvements to the system will be measured.
- Target vulnerable areas for shellfish protection and water quality. This idea will create landowner incentive programs to address public health issues.

Authority to Implement

- No statutes will need to be changed. The SCC and conservation districts have existing authority to implement this idea. All relevant agencies have statutory authority to implement their programs and these authorities will not be changed; only the method of implementation will be changed.
- One possible statutory change would be the inclusion of WDFW and one additional Governor's appointment to the SCC Commission.

Measurable Benefits

This idea will target the implementation of incentive programs to areas where there is a natural resources need. As part of this process, specific measurable goals and objectives will be developed at the local level that will measure not only improvements in the environment, but also progress on implementation of, and landowner participation in, incentive programs. This information will allow agencies to modify service delivery approaches as needed to meet the target objects for both outcomes and outputs.

Because this idea will utilize incentive programs from all levels of government (and non-governmental entities where appropriate) and deliver these programs in a targeted and coordinated fashion, agencies will realize efficiencies in costs and in staff time. These efficiencies will be measurable based on baseline measures of existing service delivery and program use.

Finally, by coordinating the delivery of incentive programs with the implementation of targeted resource monitoring the effectiveness of the program with respect to improvements in the natural system can be measured. This information can then be used to adjust program delivery as needed.

Savings/Costs/Revenue:

Fiscal detail is not available at this time.

Pros

- Shift from an opportunistic to a strategic approach making the landowner incentive programs more targeted.
- Improve agency coordination of incentive and technical assistance programs.
- Increase accountability by using the Governor's GMAP accountability approach to track progress.
- Implement multiple state priorities (Governor Gregoire's Working Lands Initiative; Puget Sound Partnership's 2020 Action Agenda; Washington Biodiversity Conservation Strategy)
- Not require agency reorganization or changes to any existing agency programs.
- Allow focusing on specific resource needs and produce measured results.
- Improve agency customer service by more efficiently and effectively delivering incentive programs to landowners.
- Improve agency coordination, particularly at the local level, with a variety of entities including tribes, local and federal governments.
- The SCC currently has the statutory authority to implement this idea.

Cons

- Not a bold idea, agencies already offer incentive programs.
- Will require additional money at the local level to implement.
- Could be a lengthy startup time.

- Some stakeholders may not support if the local implementation does not include enforcement and assurance of results.

Appendix 3-6

Work Group 3 Improving Environmental Protection, Permitting and Compliance

Idea 3-6: Outcome-Based Environmental Management

Summary

The State has a unique opportunity to shift its emphasis for managing environmental resources from a single resource view to a more holistic view that integrates management of multiple resources to achieve larger ecosystem objectives. Ecosystems are a complete community of living organisms, including the non-living materials of their surroundings. This requires significant shifts in how we manage, assess and regulate resources in the face of increasing population growth.

Many of the recommendations contained in this idea were identified in one or more of several reports created by broadly representative stakeholder and expert groups including:

- The Puget Sound Partnership (PSP) topic forum on land use
- The Mitigation that Works process
- A public agency focus group regarding improving the implementation and enforcement of existing environmental regulations

Problem/Issue

Diverse stakeholders in Washington State agree that existing environmental rules should be fully implemented before new rules are considered. In addition to a higher level of protection for ecosystem goods and services valued by citizens, full implementation of existing rules would create predictability and a level playing field for permit applicants.

The complexity of rules meant to protect the environment makes it difficult for applicants to understand and comply with all of the rules. The public has a difficult time understanding permitting processes that are required for activities that may impact the environment. Once the public understands that rules may apply, they then face the complex task of figuring out what they need to do.

Federal, state and local jurisdictions all have authority to implement rules. Often, a single impact may require multiple permits or approvals from several jurisdictions and agencies. The processes for these permits and approvals are often not coordinated, resulting in confusing and sometimes contradictory permit conditions. Additionally, after an applicant receives approval to impact a resource, the agencies often do not follow up to ensure that permittees are complying with best management practices and mitigation.

Washington's natural resources exist as components of larger ecosystems. These ecosystems together form watersheds. On the largest landscape scale within the state, they comprise eco-regions. Rules aimed at protecting and managing the state's natural resources, however, focus

on single resources and not the larger ecosystems. We have separate rules to protect wetlands, floodplains, fish habitat, steep slopes, etc.

Much of the public does not understand the cumulative nature of incremental impacts to the watersheds they inhabit. They may not understand why certain rules exist, seeking exemptions for their projects because taken in isolation, their impacts may seem insignificant. Adding to this lack of a comprehensive view, agencies with permitting authority are often limited by law to protecting specific resources and not the whole ecosystem.

Idea Description

Outcome-based environmental management should be implemented by eco-regions across the entire state. Ecosystem based outcomes include things such as:

- Restoration of endangered species
- Reduction in pollution to waters of the state
- Restoration of watershed processes

Specific outcomes for each eco-region should be selected through a process involving a diverse set of stakeholders in the region and represent locally valued components of the ecosystem. Outcomes could be expressed as goals and should ultimately have measurable targets. All natural resource management decisions made within the eco-region should contribute to the achievement of desired outcomes.

Management activities focused on ecosystem outcomes would be supported by the use of watershed assessment and characterization tools. These tools can identify the:

- Most important places to protect
- Areas that have the highest potential or highest value for restoration
- Areas that are capable of accommodating higher densities of development without compromising important ecosystem processes

The state environmental management activities list below should be guided by the ecosystem outcomes selected for each eco-region:

- Education
- Incentive-based programs
- Grant and loan programs
- Planning
- Permitting
- Rules
- Compliance monitoring activities

The state should focus on three opportunity areas to effectively implement rules and achieve the desired ecosystem outcomes:

Public awareness and technical assistance

All state natural resources agencies should collaborate on educating the public about:

- The goods and services that ecosystems provide.
- How achieving ecosystem outcomes will maximize the value of those services.
- The rules meant to protect and restore ecosystem functions.
- The connection between implementing and enforcing rules and achieving environmental outcomes. In this way, citizens and regulators can understand the value of the investment.

State natural resources agencies should also:

- Provide technical assistance to individuals planning or engaged in an activity that may threaten the status of a desired outcome that is subject to environmental rules.
- Create incentive programs, such as certification of “green” contractors or builders, to encourage the voluntary use of techniques and available technologies to minimize impacts and increase the restoration of ecosystem processes.

Coordinated and predictable permit or authorization processes for proposed projects

The state should:

- Continue to operate a centralized permit assistance program to help the public navigate the complex regulatory landscape.
- Pursue opportunities that allow easy coordination between tribal, federal, state, and local governments on the review of permit applications and the selection best management practices and compensatory mitigation.
- Implement a fee-for-services approach to state permit review processes to encourage proponents to work early with permitting agencies on the production of a well-thought-out project proposal and permit application that is consistent with regulations and ecosystem outcomes and that can be approved quickly and therefore inexpensively (a lower permit review fee).
- Work with its local and federal partners to provide detailed guidance regarding avoidance and minimization of impacts to highly valuable, difficult to replace components of the ecosystem.
- Collaborate with federal and local partners to identify regional general permits or other programmatic permits or decision-making processes that can be developed that will streamline permitting for project proposals, including non-regulatory restoration proposals, in appropriate areas in watersheds.
- Work with federal partners to identify streamlining opportunities, including Best Management Practices (BMP) required to achieve a no-effect determination for projects using Endangered Species Act Section 7 and Historic Preservation Act Section 106 consultation processes.
- Decisions should be guided by watershed assessments and selected ecosystem outcomes for the eco-region.
- State agencies should develop and implement a variety of compensatory mitigation tools (including advanced mitigation, banks, and in-lieu-fee programs). These tools

can focus on restoration of components of the ecosystem that will compensate for impacts and help achieve ecosystem outcomes. These tools should provide confidence to permit writers that lost resources will be fully compensated.

Comprehensive compliance and enforcement

- State agencies with permitting authority should work together to produce standard conditions for permits that are clear, brief, and tied to environmental outcomes (i.e. Install filter fabric on storm drains *so that* dirty water is prevented from entering the stream). The state should then work with local and federal agencies to improve their permit conditions. King County recently completed a project funded by Ecology that improved the language in their environmental permits (Achieving Environmental Compliance Grant Program). They found that improving language in permit conditions is key to better outcomes in permitting.
- State permits should require performance bonds to help guarantee implementation of environmental commitments.
- State agencies should:
 - Jointly administer natural resources compliance monitoring and enforcement authorities to maximize oversight of activities that threaten our ability to achieve priority ecosystem outcomes. The state should also seek collaborative partnerships with tribal, federal, and local agencies for compliance monitoring and enforcement activities.
 - Collaborate with other agencies to educate the public about how enforcement works and how and where to report complaints.
 - Strategically target enforcement actions to deter the types of violations that pose the most threat to achieving ecosystem outcomes.
 - Collaborate to make better use of science to target compliance and enforcement resources where they will make the most difference to the eco-region.
- Revise penalties and fines for environmental violations. Fines should reflect the severity of the violation and recoup economic benefits (such as cost savings) accrued as a result of non-compliance with environmental commitments.

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Implement Collaborative Ecosystem Based Management in Eco-regions Across the State	2009-2013	Natural Resources Subcabinet	Management Plan
Conduct Watershed Assessments for all Watersheds Across the State	By 2013 Q4	Ecology	Watershed assessments
Select and Prioritize Actions	2010 Q3	Natural Resources Subcabinet	Agreement on actions
Implement Selected Actions	2014	Natural Resources Subcabinet	Better implementation and enforcement of rules, better customer service, better environmental outcomes

How Idea Advances the Three Criteria (customer service, efficiencies, state's commitments)

Customer Service

- Helps citizens understand the intention behind environmental rules and develop broad support for full implementation of environmental rules and management
- Educate citizens about regulatory requirements for actions that might pose a threat to the environment.
- Streamline regulatory processes.
- Provide more options for compensatory mitigation.
- Create a level playing field for all citizens subject to environmental rules.

Efficiencies

Streamline the regulatory process focusing first in areas subject to development pressure and the most sensitive or threatened components of the ecosystem.

State's Commitments

- Processes are better aligned to achieve environmental goals: Each of the points in this idea would, by themselves or in combination, better align regulatory processes to achieve environmental goals.

- Working lands (agriculture, forest practices, surface mining, pesticide usage) are maintained: The actions in this idea would make it more efficient and effective to regulate proposed development reducing the cost of doing business while protecting the environment at the same time.
- We will get better outcomes because state agencies will be aligned with each other and with citizens in each eco-region. Environmental management will be driven by measurable environmental outcomes and local priorities.
- Outcome based environmental management will enable state agencies to better protect the environment even with high rates of population and economic growth.

Authority to Implement

Authority necessary to implement the items contained in this idea will vary. Some items can be implemented without additional funding.

Measurable Benefits

This idea contains many of the most promising recommendations by experts in a variety of arenas for improving the environmental regulatory system. Many of these ideas will move forward without further action. However, all of these actions would benefit if state agencies work collaboratively together to achieve one set of environmental outcomes. Additional measurable benefits will be defined if this idea moves forward.

Savings/Costs/Revenue

Long-term cost savings: Depending on the ideas implemented, cost savings could be realized by state agencies and/or the regulated community.

Short-term cost savings: Implementing many of these items may initially cost the state money.

Watershed assessments for the 14 Puget Sound watersheds will cost \$1.4 million. This money has been provided by the Environmental Protection Agency (EPA) and the assessments are underway.

Pros/Cons: This will vary depending on the ideas selected.

Appendix 4-1

Work Group 4: Streamlining Quasi-Judicial Boards

Idea 4-2 Move Environmental Cases to Boards with Environmental Expertise

Problem/Issue:

The Office of Administrative Hearings (OAH) conducts hearings on appeals from the Departments of Fish and Wildlife (WDFW) and Natural Resources (DNR). OAH received a combined total of 33 cases from these two agencies over the past three fiscal years. This is a miniscule number compared to the approximately 50,000 cases that OAH receives annually.

Because the environmental cases are so few in number, the OAH administrative law judges (ALJ) have less knowledge and expertise on environmental impact issues compared to Boards which routinely adjudicate environmental appeals.

Idea Description

Move select environmental appeals from OAH to Boards with environmental expertise, such as the Environmental Hearings Office (EHO). In priority order, the select appeals that would be moved from OAH are:

- (1) General hydraulic permit appeals
- (2) Surface mining reclamation permit appeals
- (3) Derelict vessel appeals

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Draft legislation moving jurisdiction over select appeals from OAH to specific boards	2009 Q 4	OAH, EHO, Office of the Attorney General(AGO)	Legislation
Update EHO policies, website	2010 Q 2	EHO	Updated information to public

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

This would improve customer service by redirecting these cases to adjudicators with environmental expertise. It would result in as good or better decisions on those appeals where such expertise enhances confidence by the parties in the decision or appeal outcome. In some situations, related appeals of other project actions will be pending before the environmental review board(s), creating the opportunity for joint or consolidated resolution in some cases.

Authority to Implement

Revised Code of Washington (RCW) 77.55.021(4) provides that general Hydraulics Project Approvals permits (HPA) are appealable to “the department,” which in turn, normally chooses

to utilize an administrative law judge from OAH pursuant to Washington Administrative Code (WAC) 220-110-350. Therefore, redirecting HPA appeals to the EHO would require amendment of RCW 77.55.021(4) and WAC 220-110-350.

Measurable Benefits

Having these hearings conducted by a board with environmental expertise will be more efficient because the board will already have a certain understanding of the underlying principles and may have published decisions to which the parties could cite. It may also increase the credibility of the adjudicative process, by resting the final decision with an independent quasi-judicial board rather than the permitting agency itself. To the extent the parties have greater confidence in the decision-making process, they will be less likely to appeal the final decision to the courts, thereby reducing the state's litigation expenses.

Savings/Costs/Revenue

Savings to the state may result from decreased litigation costs resulting from this idea. There may also be savings to DNR and WDFW, because they would not have to pay for OAH staff costs and their own costs in those cases where the agencies make the final decision.

Pros

- Cases with environmental protection and impact issues are heard and resolved by adjudicators with expertise on these matters.
- Cases are heard in a forum where there may be related appeals of other permits related to the same project creating the opportunity for joint or consolidated resolution in some cases.
- More satisfaction with the decisions or appeal outcomes by the parties.
- Potential cost savings to the state and parties if there is less litigation.

Cons

- DNR, WDFW or some constituencies might view the loss of final decision-making authority a con.

Appendix 4-2

Work Group 4: Streamlining Quasi-Judicial Boards

Idea 4-2: Redesign Boards into Single Environmental and Land Use Adjudicatory Agency

Problem/Issue

Several, multi-member Boards hear appeals of environmental and land use matters throughout the state. Currently administrative review of environmental and natural resources agency and local government permit decisions occurs at the Environmental Hearings Office (EHO) through a number of independent Boards:

- The Pollution Control Hearings Board (PCHB)
- The Forest Practices Appeals Board (FPAB)
- The Shorelines Hearings Board (SHB)
- The Environmental and Land Use Hearings Board (ELUHB)
- The Hydraulic Appeals Board (HAB).

Additionally, three separate, independent boards address appeals of comprehensive plans under the Growth Management Act (GMA) on a geographic basis—the three Growth Management Hearings Boards (GMHBs). (See Idea 4-3.)

These environmental, natural resources and land use Boards review different natural resources agency decisions or local government actions, and have separate statutory authority and procedural requirements. Each Board has separate members, rules, procedures, forms and decisions. The EHO and GMHBs are housed in different locations. Among these various Boards there are no less than 15 Governor-appointed Board members (9 to the GMHBs, 3 to the PCHB, and 3 to the FPAB). 12 of these are full-time, salaried positions.

When more than one agency action is involved in a particular project, several different Boards may review similar or overlapping issues or related permit appeals. This is inefficient, can result in different outcomes, and can be confusing to the public. While this array of Boards offers specialization and representation of various interests, including geographic interests, significant resources are dedicated to the effort, and the process can benefit from some streamlining.

Idea Description

This idea will consolidate functions currently performed by the EHO and the GMHBs into a single umbrella adjudicative agency, with two major quasi-judicial components within it, one that handles appeals of natural resource and environmental regulatory matters, the other that addresses land use related appeals. Within each component of the umbrella agency, there are options for which Boards, or how many Boards should remain. *All options below envision placement of the Growth Management Hearings Boards within umbrella agency, but leaves the details regarding redesign of the GMHB to the separate ideas examining the GMHB's efficiency and structure.* (See idea under Work Group 4). The options for the environmental appeals

component of the new agency are listed in the order of the most aggressive reform to reform that preserves some, but not all the existing Boards.

1. **Option One (one board—most change):** This would result in the redesign of the environmental review Boards currently within the EHO so that one Board, the Natural Resource Review Board (NRRB) (or a similar named board), will review all environmental and natural resource agency decisions currently reviewed by the PCHB, FPAB, SHB, and HAB. Review of shoreline master programs would be by the GMHBs as redesigned, as a land use action. (See idea under Work Group 4) ELUHB would not be integrated into this redesigned Board, but would continue to exist as a separate board within the umbrella agency until it sunsets. (Under RCW 43.21L.030, no new requests to use the ELUHB process may be filed after December 31, 2010, effectively a sunset provision.) If the GMHBs are reduced to just one Board, the result would be an agency with just two major Board components—one addressing land use matters, and one addressing environmental and natural resource regulatory matters.
2. **Option Two (two boards):** This Option would keep the PCHB and SHB intact, but merge the cases now appealed to the HAB and FPAB into the PCHB. ELUHB would be allowed to sunset.
3. **Option Three (three boards—least change):** This Option would keep the PCHB, SHB and FPAB as separate Boards within the EHO, but merge all hydraulic appeal cases into the PCHB. ELUHB would be allowed to sunset. Again, if the GMHBs are reduced to just one Board, the result would still be a significant reduction in the overall number of Boards hearing land use and environmental matters (from 8 down to 4).

Under a separate idea, adjudicative hearings concerning select DNR and WDFW matters currently conducted by the OAH would be heard by the HAB or PCHB. (See Idea 4-1) If that idea and this EHO redesign proposal are both implemented, these appeals would be heard by the PCHB or the new NRRB.

Membership In Option One:

- The new NRRB would have three full time members qualified by experience or training in environmental or natural resources issues, and at least one member of the hearings board would be required to have been admitted to practice law in this state and engaged in the legal profession at the time of appointment.
- As is currently the case for the PCHB and FPAB, the hearings board members would be appointed by the Governor with the advice and consent of the senate, and no more than two of whom at the time of appointment or during their term could be members of the same political party.
- For shoreline cases, the NRRB would also have three part-time members, one appointed by the Association of Washington Cities and one appointed by the association of County Commissioners, both to serve at the pleasure of the Associations; and the Commissioner of Public Lands or his or her designee. This is similar to the current additional membership on the SHB, and essentially keeps that Board intact.

- As noted, the size and membership of the land use component of the new agency would be decided after the study of the GMHBs.

Options Two and Three would require no change in the appointment process or the manner of composition of the EHO Boards.

If one agency with two components (land use review board(s) and regulatory review board(s)) were created, a decision would need to be made as how to appoint or select the Chair/Director of that agency (current law has the chair of the PCHB serving as the Director of the EHO, and the chair is selected on a biennial basis by the 3 PCHB members).

Board Review

In Option One, the three full time NRRB members would have authority to hear all natural resources actions currently reviewed by the PCHB, FPAB, and HAB. The NRRB could consolidate hearings of appeals of different agency decisions for the same project. For matters currently heard by the SHB, the full time members would define by rule when participation by the three part-time members is required, and when it has the authority to use "short boards" made up of three members, at least one of whom is a member of the NRRB (based on current statutory authority).

Shoreline Master Program appeals would be reviewed by the GMHBs as redesigned by the separate reform option examining the GMHB efficiency and structure. (See Work Group 4, Idea 4-3).

The NRRB may define by rule types of decisions that an administrative appeals judge may conduct and issue an initial order, with review by the board, and may develop procedures for emergency adjudicative proceedings consistent with RCW 34.05.479 and procedures for brief adjudicative proceedings consistent with RCW 34.05 482-491. The single agency umbrella would provide administrative support for the NRRB and the GMHBs as redesigned.

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
Complete Efficiency Study of GMHBs	Oct. 2009	GMHB	Report by Triangle Associates
Draft Legislation responsive to Triangle Consultant Report and/or decisions of GMHBs on report.	2009 Q4	GMHB	Legislation
Draft Legislation collapsing certain boards within the EHO into fewer boards	2009 Q4	EHO, Office of Attorney General (AGO)	Legislation
Update rules, procedures, forms, website	2010 Q2	EHO	Rules, current website, new procedures
Identify co-location and/or	2010-2012	EHO, GMHB	Opportunities identified,

Task	Timeframe	Lead Entity	Deliverable
staffing opportunities			carried out where possible

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

Agencies would still be able to make the same natural resources actions related to protection or restoration of natural resources and the environment, but this idea would better align processes to achieve environmental goals by reducing the number and complexity of the current environmental boards that conduct administrative review of these decisions. Consolidated hearings would allow one Board to review the sometimes overlapping issues when more than one agency decision is involved in a particular project. Simplified boards, in number and function, would provide more predictability to the regulated community. Streamlined procedures, when possible, would allow for more timely and less costly decisions.

Bringing the GMHBs and Boards currently located within the EHO into one umbrella agency could advance alternative dispute resolution by having the Boards jointly focus on Alternative Dispute Resolution (ADR) as a goal, and creating a joint pool of trained mediators who could step into both land use and regulatory disputes. Granting of additional authority to administrative appeals judges to hear and decide smaller cases would bring further efficiency to Board operations.

Shifting shoreline master program review to the redesign of the GMHBs would take advantage of the planning expertise of the Growth Boards and allow possible efficiencies from consolidating overlapping planning issues with other matters being reviewed by the Growth Boards. It would also eliminate provisions that provide for some appeals going to the SHB, while similar appeals go to the Growth Boards.

Authority to Implement

Changes to the statutes that establish these Boards and current administrative review procedures would be required. Rule changes would also be necessary. If this idea goes forward, the specific statutes and rules will need to be identified.

Measurable Benefits

Multiple review boards would be eliminated, board member numbers would be reduced, and procedures simplified. Administrative appeals would still be available to the NRRB or other Boards noted in the options. Shoreline master program review would occur before the redesigned GMHB. Judicial review from Board decisions would still be available. Duplication and inconsistencies from review of overlapping issues involved in different permits review could be better addressed when consolidation of permit review is appropriate. Fewer quasi-judicial agencies and board members, simplified procedures, and appropriate consolidation likely would result in less state resources to support administrative review and improved customer service.

Savings/Costs/Revenue

Long-term cost savings: Fewer quasi-judicial agencies and board members, simplified procedures, and appropriate consolidation likely would result in long term cost savings. Some savings would also result from eliminating the confusion from filing with the wrong board.

Short-term cost savings: Short term costs might increase because of the need for legislative changes, rule-making to reflect those changes, and education of the stakeholder groups about the changes.

Pros

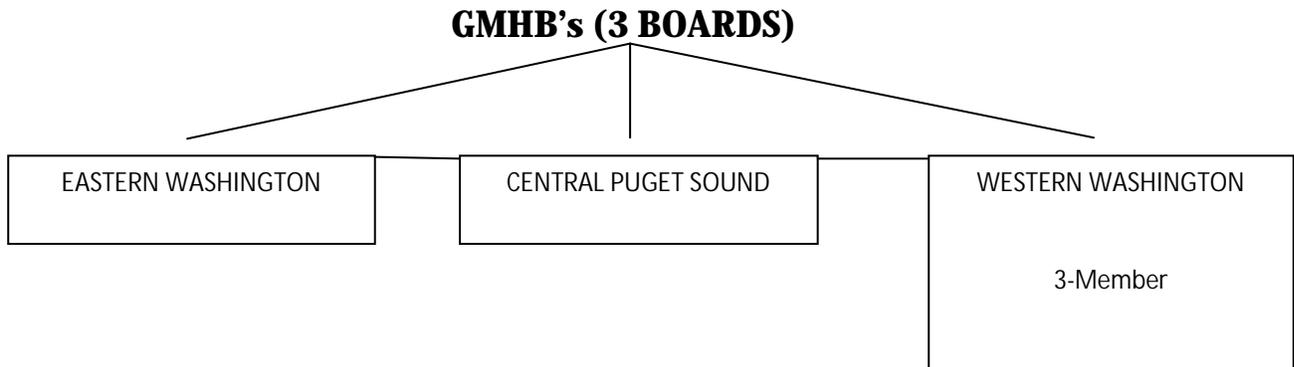
- Reduction in Number of Boards: Even with the “least change” option, the number of Boards would be reduced by 50 percent, assuming the 3 GMHBs are collapsed into one Board (4 total vs. 8 total now). (Result: PCHB, SHB, FPAB, GMHB)
- Shared services: Bringing the GMHBs, as redesigned, and the EHO, with fewer Boards, under one umbrella agency would allow for some shared services (*assuming* co-location is possible), and shrink the apparent size of government.
- Advance ADR: Combining the redesigned GMHB with the Boards of the EHO into one agency could allow for development of dispute resolution techniques and expertise that could run to the benefit of both land use and environmental and regulatory appeals, by creating a core of trained mediation judges available to both components of the new agency.
- Cost and efficiency: Assuming some redesign of the GMHBs, each option would result in fewer quasi-judicial boards and members, likely lower cost of service delivery, more efficiently use of board members, and advance more streamlined and flexible administrative appeals procedures. This would likely reduce costs to the regulated community, improve customer service, reduce complexity and eliminate confusion over where and how to seek administrative review.
- Option Three (keeps the FPAB and SHB) - preserves some key stakeholder interests: The option which keeps both the FPAB and SHB as “separate” Boards preserves well understood appeals routes to the PCHB, SHB and FPAB, but still eliminates two Boards which have a very low volume of appeals (HAB and ELUHB), or which have confusing routes of appeal (HAB). In particular, option three preserves the interest of the forest/timber industry in having an appeal Board familiar with that industry, with little cost to the State. With respect to the SHB, the EHO received authority to use smaller “short boards” for SHB appeals in the 2009 Session, but preserved county and city expressed interest in remaining as voices on this Board. We would achieve little by eliminating, or folding that Board into a larger board, particularly if those stakeholder interests remain part-time members.
- HAB needs Change: In regards to moving the Hydraulic Appeals cases out of OAH, as well as the collapse of that Board into the PCHB, there appears little controversy, and prior well-studied recommendations on aspects of this issue.

Cons

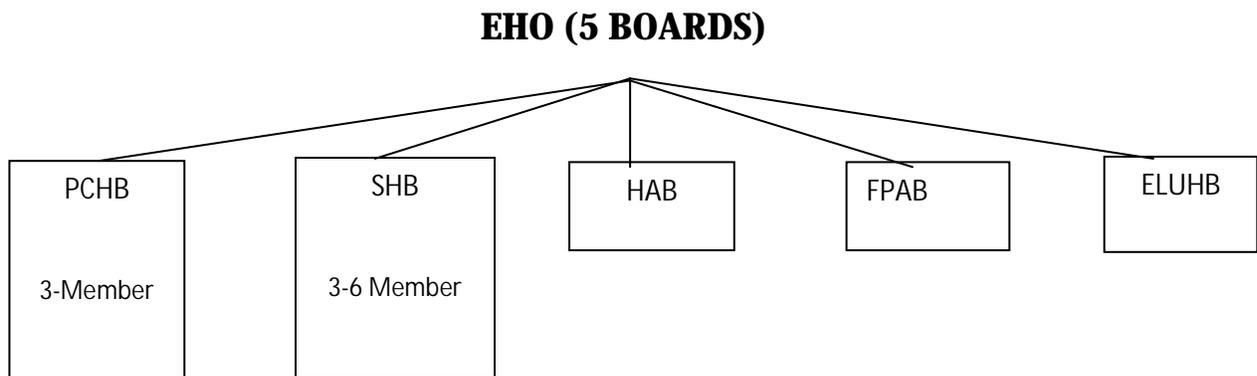
- What is really gained: Combining the GMHBs and EHO into one agency achieves little if they are not co-located for greater efficiency, and currently neither agency is in a position to do so.
- Additional staffing: Additional administrative appeals judges may be needed to handle the workload of smaller boards (both GMHBs and EHO Boards) and to advance greater use of ADR.
- Not easy: The option with the most change (Option One) would require substantial statutory changes and would also need rule changes. This would take agency resources and time to accomplish and would have multiple controversial aspects in a variety of stakeholder communities.
- Preferences for specialty Boards: Some stakeholders will strongly prefer having a particular quasi-judicial board or boards organized on a geographic or subject matter basis, in order to better advance their particular interest—both for the GMHB and EHO components of the option.
- Forest Practice Appeals issues would overtake other interests: Dissolution of the FPAB and merger into another Board could be very controversial in the forest/timber industry. Although the number of cases is small, there is keen interest in who serves on the FPAB. If forest practices appeals are merged into the larger board, the appointment process for Board members to that newly reconstituted board could become much more controversial, and driven by interests that infrequently appear before the new Board.
- Delays: It is possible that some decisions that currently go to Boards with a small caseload would take longer from the redesigned board.

Current Quasi-Judicial Organization Structures

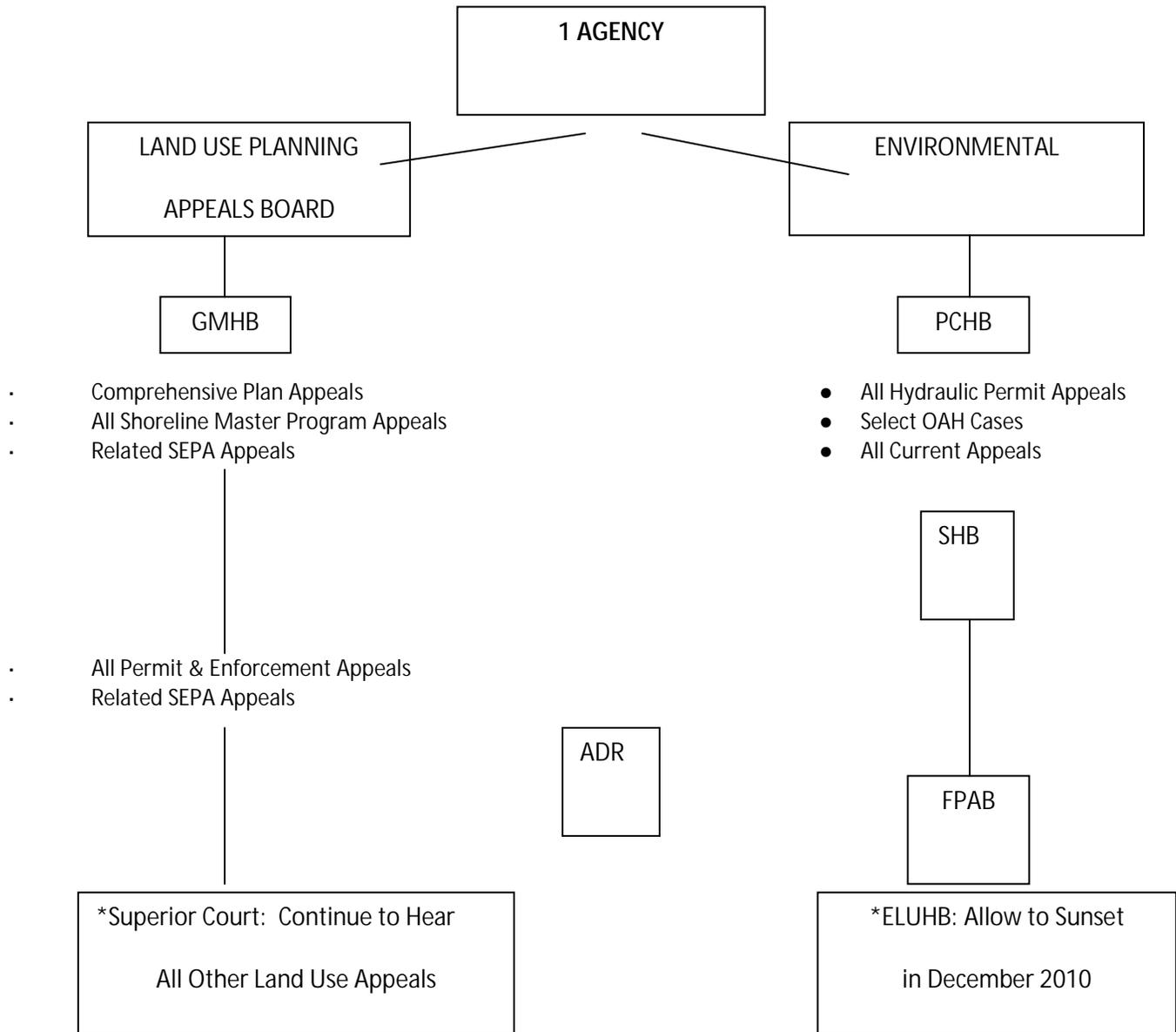
LAND USE



REGULATORY/PERMITTING



Possible Quasi-Judicial Organization Structure



Appendix 4-3

Work Group 4: Streamlining Quasi-Judicial Boards

Idea 4-3 Growth Management Hearings Boards Efficiency and Structure

Problem/Issue

Three regional quasi-judicial Growth Management Hearings Boards (GMHB) were created by the 1991 Legislature, following the adoption of the Growth Management Act (1991). To meet budget restrictions, in 2009, three administrative offices were consolidated into one office in Olympia, saving 16 percent in expenses.

The issue now is whether the three regional boards could be consolidated or their work made more efficient while maintaining the integrity of the Growth Management Act (GMA). The three boards have commissioned an efficiency study to be completed by October 15, 2009, which will identify two or more alternatives for Board restructuring. The alternatives will save costs to the state and stakeholders and preserve regional representation while implementing the Growth Management Act. The study will summarize the pros and cons of the selected alternatives.

Idea Description

It is premature to give a detailed analysis of any of the alternatives as they have not been developed nor vetted by board members, staff or stakeholders. However, the Boards have requested the consultant to:

- Assess the number of cases filed each year by region, along with other caseload indicators and trends, including compliance and remand proceedings, and resolution by settlement or mediation.
- Consider area served, number of jurisdictions (cities and counties), population, and other representational data.
- Interview participants for their perspectives on board efficiency and potential board reorganization.
- Analyze recently-discussed ideas listed below:
 1. ESHB 2338 - This 2009 legislative proposal (which died on the last day of the session) did not change the number of Board members (9) nor criteria for appointment. It did provide flexibility by allowing a Board member to serve in a different region on a pro tem basis as needed to deal with temporary absences. The bill also called for a Joint Legislative Administrative Review Committee study of further Board restructuring.
 2. Seven Members /Three-member Panels – This idea would retain the three GMA regions by retaining two Board members from each region. A seventh member would be appointed at large. Each case would be heard by a panel that consisted of two members from the region where the case arose. The third member would be chosen based on workload. The Governor’s 2005 Land Use Agenda proposed to

structure a consolidated Growth Board in this way and to fold it into the Environmental Hearings Office (EHO).

Seven Members - Two three-member panels with one 'Floating Member' – This idea would retain the three-member Eastern Washington Board and the three-member Western Board, eliminating the Central Puget Sound Board. One 'floating' Board Member, who should be a practicing attorney specializing in land use in Washington State, would be appointed with flexibility to work on any case as needed throughout the state.

3. Six Members – Two from each region – An additional idea might be whether six members on a consolidated Board, organized in case-by-case panels (each panel including two from the region where the case originated plus one other Board Member), could handle the case load without needing the seventh member.
4. Senate Bill 6083 - This 2009 legislative proposal would have created a five-member Board to hear GMA cases from the entire state. Two members would be from east of the Cascades and three from the west. Each side of the state would provide one attorney, one former local elected official, and one representative from each party. The GMA Board would be included in the EHO.
5. 1998 Land Use Commission Study – Review relevancy and the pros and cons of two recommendations from the 1998 Study to eliminate the GMHBs and (1) provide that all appeals are filed in Superior Court or (2) allow the cases to be filed directly in the Court of Appeals.

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Request for Proposal (RFP) Issued	July 31	GMHB	RFP available from Board
Proposals in /select Consultant	August 19	GMHB	Proposals/candidates
Hire consultant	August 21	GMHB	Consultant hired
Draft report to Joint Boards	Sept. 30	GMHB	Presentation to Joint Boards
Final report to Joint Boards	October 15	GMHB	Final recommendations
Include recommendation in Quasi-Judicial Reform report	November 1	EHO	Final report to Kathy Mix

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

If the caseload analysis shows that fewer board members are needed in the future, then land use appeals and decisions might be made with fewer board members. The state’s cost will be

reduced by the number of board members needed. The Boards would continue meeting their statutorily-required 180-day case deadline to deliver a decision.

Authority to Implement

A statutory change will need to be made if any of the new ideas are selected.

Measurable Benefits

The Boards will develop measureable outcomes for the selected option.

Savings/Costs/Revenue:

Not applicable at this time.

Pros/Cons

This efficiency review will give us a statewide analysis of land use cases, workload and efficiency measures. Predicting the positive outcomes will be a benefit from completing this study.

Appendix 4-4
Work Group 4: Streamlining Quasi-Judicial Boards
Idea 4-4 Eliminate Duplicative Administrative Review for
Certain Agency Decisions

Problem/Issue

Currently, certain agency decisions have more than one type of administrative review. For the Department of Natural Resources (DNR), an appeal of a forest practice *Notice to Comply* is first heard before the agency, and a DNR decision after the hearing may be appealed to the Forest Practices Appeals Board (FPAB). A person who receives a DNR forest practices civil penalty may request DNR for remission or mitigation and then appeal that decision to the FPAB.

A person who receives a Department of Ecology (Ecology) civil penalty also may request remission or mitigation and then appeal that decision to the Pollution Control Hearings Board (PCHB) or Shorelines Hearings Board (SHB) depending on what program the penalty stems from, or appeal the penalty directly to the appropriate board.

In most cases, requests for remission or mitigation do not result in significant reductions of penalty amounts. Therefore, parties often file appeal agencies' decision on their requests, resulting in two administrative appeals for a single penalty. Moreover, these dual forums create duplication of effort for the agencies and confusion about where to file appeals for the regulated community.

Idea Description

This idea would eliminate the ability to request remission or mitigation of civil penalties from Ecology or DNR. Appeals of the civil penalty would go directly to the appropriate board. For forest practices, the right to a hearing before DNR would be eliminated, and any appeal would go directly to the FPAB. For civil penalties from Ecology, the right to request remission or mitigation would be eliminated, and any appeal would go directly to the PCHB. This idea does not involve any reorganization or shifting of responsibilities; one layer of administrative review is eliminated, but another is still available. Judicial review provisions would still be available after the quasi-judicial review, and remain unchanged.

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Identify all agency civil penalty or administrative orders that provide unnecessary, duplicative administrative appeals and identify whether this duplication is created in state laws and rules	2009 Q4	Ecology, DNR, WDFW, AGO, EHO	List of internal agency procedures that could be eliminated in favor of existing appeal process
Prepare statutory	2009 Q4	Ecology, DNR,	Amendments

Task	Timeframe	Lead Entity	Deliverable
amendments		WDFW, AGO, EHO	
For agency decision where the duplication is created only by rule, develop a rule-making plan and proposal and initiate rule making.	2009 Q4	Ecology, DNR, WDFW, AGO,	Rule-making to address opportunities identified
For agency decisions where a statutory change is necessary, identify rules that will also need to be changed. Develop a rule-making plan and proposal and initiate rule making once legislation passes.	2009 Q4	Ecology, DNR, WDFW, AGO	Legislation and new rules

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

Agencies would still be able to issue civil penalties and take enforcement action related to protection or restoration of natural resources and the environment. This idea would better align processes to achieve environmental goals because duplication of effort would be eliminated. This idea improves customer service and increases efficiency by eliminating a duplicative layer of administrative review (which rarely provides significant results) while retaining review by the applicable quasi-judicial board.

Authority to Implement

Changes to the statutes that establish these procedures will be required. Rule changes are also necessary because most agencies have rules that repeat statutory requirements or explain procedures. If this idea goes forward, the specific statutes and rules will need to be identified.

Measurable Benefits

Duplicative agency hearings for forest practices *Notice to Comply* would be eliminated. DNR and Ecology remission mitigation procedures would be eliminated. Appeals would still be available to the appropriate board, but unnecessary duplicative agency review would be eliminated, confusion on where and how to seek agency review will be eliminated, and the overall possible time line for resolution by administrative hearing will be reduced. This likely will result in less staff time and more efficiency, at least for those agency decisions where the person incurring the penalty or notice would have taken advantage of all agency appeals available. While some of these matters currently are resolved at the agency level and are not appealed further, it is likely those could also be resolved at the Board level through mediation or settlement.

Savings/Costs/Revenue

Long-term cost savings: Elimination of duplicative agency review will likely result in long term cost savings for those agency decisions where the person incurring the penalty or notice would have taken advantage of all agency appeals available. Some savings will also result from eliminating the confusion that has resulted in premature or duplicative appeals.

Short-term cost savings: Short term costs may increase because of the need for legislative changes, rule making to reflect those changes, and education of the stakeholder groups about the changes.

Pros

- Internal agency review is an extra, time-consuming step that does not offer a penalized party or party subject to an agency order a great opportunity for relief or mitigation. This idea will likely:
 - Result in lower cost of service delivery,
 - Standardize administrative appeals to a quasi-judicial board, and
 - Reduce the duplication of having both the agency and a quasi-judicial board review an agency decision.
- Likely to reduce confusion about where and how to seek administrative review
- Likely to reduce the need to raise issues in two different administrative proceedings.

Cons

- Informal agency review procedures can offer relief or mitigation without the need for any litigation.
- The changes will require statutory changes and will also need rule changes. This will take agency resources and time to accomplish and likely will require an outreach effort to involve and inform the public and stakeholders. Short term costs to agencies and the regulated communities could increase and customer service could decrease until people are familiar with the new procedures.
- Some stakeholders may believe review by a quasi-judicial board is more formal, more expensive, or more costly than agency review.

Appendix 4-5

Work Group 4: Streamlining Quasi-Judicial Boards

Idea 4-5 Standardize Administrative Appeal Procedures Across Environmental Statutes

Problem/Issue

There are many environmental and natural resources agency actions that can be appealed to a quasi-judicial board. The procedures for seeking administrative review are not standardized. Time lines, how you count time, and how you are to file appeals, varies greatly across environmental, resource and land use statutes. For example:

- A Department of Natural Resources (DNR) forest practices Stop Work Order appeal must be filed with 15 days after service upon an operator.
- Appeal of a forest practices application approval or disapproval must be filed within 30 days of the approval or disapproval.
- Appeals of Department of Ecology (Ecology) decisions reviewed by the Pollution Control Hearings must be filed within 30 days from the date of receipt of the notice of the agency decision.
- Shoreline permit appeals must be filed within 21 days of the “date of filing” that is defined by statute and varies depending on the permit.
- Petitions to the Growth Management Hearings Board (GMHB) regarding a comprehensive plan, development regulation, or amendment (including an Ecology decision to approve, reject, or modify a proposed master program or amendment adopted by a local government planning under Revised Code of Washington (RCW) 36.70A.040) must be filed within 60 days after publication by the legislative bodies of the county or city.
- Ecology decisions to approve, reject, or modify a proposed master program or master program amendment by a local government not planning under RCW 36.70A.040 are appealed to the Shorelines Hearings Board (SHB) by filing a petition within 30 days of the date of the department's written notice to the local government of the department's decision.

These different appeal procedures are confusing to regulated communities, the public and the agencies and make these appeals seem very complex.

Idea Description

This idea would standardize appeal procedures across the various environmental statutes, even when the appeals go to different boards. This idea does not involve any reorganization or shifting of responsibilities; the same avenues for administrative appeal would exist, but the timelines and procedures would be standardized. The standard approach would require the person who is appealing to file an application for administrative review with the reviewing agency and serve the application on the acting agency (if different) within 30 days after service

of the agency order. Filing and service will be defined consistently and an agency order must specify the timeline for review.

Tasks/Timeframes/Leads/Deliverables

Task	Timeframe	Lead Entity	Deliverable
Identify all natural resource agency decisions that are appropriate for standard administrative review procedures	2009 Q4	Ecology, DNR, WDFW, GMHBs, Commerce, EHO, AGO	List of specific statutes to be changed
Determine appropriate procedures for the standardized approach, addressing notice, timeline, filing, and service. Consider federal requirements	2009 Q4	Ecology, DNR, WDFW, GMHBs, Commerce, EHO, AGO	Draft legislation
Draft legislation setting out standard appeal timeframes	2009 Q4	Ecology, DNR, WDFW, GMHBs, Commerce, EHO, AGO	Legislation
Identify agency rules that would need to be modified to reflect statutory changes, initiate rulemaking	2010 Q2	Agencies involved, AGO	New Rules
Develop rule development plan and proposals for each agency and initiate rule making	1020 Q3	Agencies involved, AGO	Plan

How Option Advances the Three Criteria (customer service, efficiencies, state's commitments)

Agencies would still be able to issue agency decisions under environmental programs and quasi-judicial review would still be available. This idea would better align processes to achieve environmental goals through standard procedures regardless of which particular program is involved. This idea improves customer service by making administrative review procedures easier to understand and follow. Agencies may also experience efficiencies if the procedures are standardized.

Authority to Implement

Changes to the statutes that establish these procedures will be required. Rule changes are also necessary because most agencies have rules that repeat statutory requirements or explain procedures. If this idea goes forward, the specific statutes and rules will need to be identified.

Measurable Benefits

Standardized procedures for administrative review would make procedures more understandable to the public, agencies and regulated community. Administrative review would

still be available to the appropriate agency or board, but unnecessary differences in procedures could be eliminated, reducing confusion on where, when and how to seek review. This likely will result in more efficiency and less litigation over timelines and procedures.

Savings/Costs/Revenue

Long-term cost savings: Standardizing appeal procedures will likely result cost savings.

Short-term cost savings: Short-term costs may increase because of the need for legislative changes, rule-making to reflect those changes, and education of the stakeholder groups about the changes.

Fiscal details: fiscal detail will be further developed if this idea moves forward.

Pros

- Will likely result in lower cost of service delivery from standardized procedures for administrative appeals. This will likely reduce costs to the regulated community, improve customer service, and reduce complexity by eliminating confusion over where, when, and how to seek administrative review.
- Parties appealing decisions will be less likely to make procedural mistakes that result in the reviewing Board losing jurisdiction over the appeal because it is untimely.

Cons

- The changes will require statutory change and will also need rule changes. This will take agency resources and time to accomplish and likely will require an outreach effort to involve and inform the public and stakeholders. Short-term costs to agencies and the regulated communities could increase and customer service could decrease until people are familiar with the new procedures.
- Some stakeholders may believe a particular decision requires a shorter or longer period and may resist standard procedures.

Appendix 4-6

Work Group 4: Streamlining Quasi-Judicial Boards

Idea 4-6: Address Separate Appeals of Shoreline Master Programs

Problem/Issue

Local governments are responsible for developing Shoreline Master Programs (SMPs) under Revised Code of Washington (RCW) 90.58.080. If these local SMPs are appealed, then appeals for those counties not fully planning under the Growth Management Act (GMA) are sent to the Shoreline Hearings Board (SHB) as stated in RCW 90.58.190(3). (Ten counties do not fully plan under GMA.) For those remaining counties who are fully planning under the GMA, appeals of their SMPs are sent to the Growth Management Hearings Boards (GMHB) as directed in RCW 90.58.190(2). The two boards use the applicable statute (RCW 90.58) to judge the appeals; the GMHBs also review the applicable statutes under the GMA and State Environmental Policy Act for those planning under GMA (RCW 90.58.190(2)(b)).

This dual appeal process for shoreline master program plans may be confusing to petitioners and creates a more complex appeals process than necessary. GMHB appeals must be decided and completed in 6 months (180 days). The SHB has a similar time frame for decisions on permit appeals, but the statute is not as clear on time frames for decisions on appeals of SMPs.

Idea Description

All Shoreline Master Program appeals would be referred to the Land Use Planning Appeals Board which would consist of panels from members of the GMHB and the SHB. (See other idea that describes a redesign of various boards into a single environmental and land use adjudicatory agency.) Cases would be referred to a panel of Board members depending on the planning status of the county. For example, if a county were fully planning under GMA, the appeal would be heard by a majority of the GMHB members. Conversely, for those counties not fully planning under GMA, their appeal would be heard by a majority of the SHB members.

Depending on the case, members from both boards would be assembled on panels to hear the case. The panels would use the appropriate statutes to decide the case. Alternatively, the appeals would be heard by the Land Use Planning Appeals Board alone (as a land use board), without the SHB members sitting on the SMP review. The SHB would continue to sit as a Board hearing appeals of actions related to the granting, denying or rescinding of permits on shorelines of the State and shoreline penalties.

[Note: Work Group 4 is discussing a related idea for mandatory settlement conferences in land use and environmental hearings board cases.]

Tasks/Timeframes/Leads/Deliverables:

Task	Timeframe	Lead Entity	Deliverable
Draft legislation providing for one appeal route for SMPs	2009 Q4	EHO, GMHBs, Department of Commerce, Office of the Attorneys General	Legislation
Implement rule-making	2010 Q2	EHO, GMHBs	New rules

How Idea Advances the Three Criteria (customer service, efficiencies, state’s commitments)

Improve customer service: Petitioners would go to one Land Use Appeals Board rather than two.

Increase efficiency: Fewer Board members would be needed. Expertise from appropriate Board members could still be used to more efficiently review and decide cases.

Authority to Implement

New law(s) would likely be needed if the Legislature wants to create a Land Use Planning Appeals Board and the two existing laws below would need to be amended.

- Shoreline Management Act --RCW Clarify timeline to make the appeal period consistent with RCW 36.70A.300 in the GMA
- Growth Management Act -- RCW 36.70A

Measurable Benefits

This idea would decrease the time and cost involved with SMP appeals by streamlining the appeals process into one hearings board. Additional measurable benefits will be defined if this idea moves forward.

Savings/Costs/Revenue: We are unable to provide fiscal detail at this time.

Pros

- Potentially fewer cases being taken to courts, saving time and cost for all parties involved.
- More efficient use of board member expertise.

Cons

- Political acceptance by current counties not planning under GMA. They may not want any member of a GMHB reviewing their shoreline master program appeals.
- Stakeholders may want to keep the current structure in place with separate boards for SMA and GMA depending on planning status of county.