## Annual Performance Progress Report (APPR) for Fiscal Year (2011-2012)

Original Submission Date: 2012

Finalize Date: 2/28/2013

2011-2012 KPM #	2011-2012 Approved Key Performance Measures (KPMs)
1	County Decisions-Percentage and number of county decisions where Gorge Commission comments were addressed in the decision: a)fully; b) partially
2	Percentage of Development Reviews that are issued within the required timeframe.
3	Percentage of customers rating their satisfaction with the agency's customer service as "good" or "excellent"; overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information.
4	Percent of total best practices met by the Board.

New Delete	Proposed Key Performance Measures (KPM's) for Biennium 2013-2015					
	Title:					
	Rationale:					

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COLUMBIA RIVER GORGE COMMISSION		I. EXECUTIVE SUMMARY	
	otect And Enhance The Scenic, Natural, Cultural And Recreational Resource Of The Columbia Riv The Area By Encouraging Growth To Occur In Urban Areas And Allowing Economic Developmen		•
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#### **1. SCOPE OF REPORT**

All agency programs/services are addressed by legislatively adopted key performance measures for 2011-2013. The 2012 performance measure report is for performance for calendar year 2011.

#### 2. THE OREGON CONTEXT

3/4/2013

21

Pag

<u>Commission Influence on Higher Level Outcomes and Oregon Benchmarks</u> The Commission has a moderate influence on its higher-level outcomes. It also has a moderate influence on the Oregon Benchmarks identified as part of its performance measures within the Columbia River Gorge National Scenic Area.

The Commission's ability to affect these outcomes is influenced by several factors:

The Commission shares responsibility for implementing the National Scenic Area Act with the USDA Forest Service, the State of Oregon, the State of Washington, six county governments and thirteen urban areas. The Act delegates different responsibilities for achieving its purposes and the Commission is most effective when all of its regional partners are working together.

Some Commission outcomes rely on broad economic trends and international markets, and other factors outside of the Commission's control. The Commission's ability to issue development reviews depends upon the availability of adequate staff resources and the timely submittal of applicant information such as cultural and natural resource surveys.

•The overall health of the national and northwest economy affects development levels within the Scenic Area and economic growth inside the 13 Gorge urban areas:

#### **3. PERFORMANCE SUMMARY**

#### Making Progress:

The Commission monitored 100% of 91 development applications in the National Scenic Area in 2011, reaching 100% for the seventh consecutive year, continuing the Commission's significant and sustained improvement from 2005, when only 78% of Oregon development decisions were reviewed during the permitting process.

Starting in 2010, this measure was changed to better gauge the effectiveness of the Commission's oversight and technical assistance. The new measure is "Percentage and number of county decisions where Commission comments were addressed in the decision (a) fully; (b) partially". For CY 2011, there were 91 applications from counties and 27 (30%) had comments letters sent from the Gorge Commission. Of these 27 applications, 20 (74%) were fully addressed, 6 (22%) were partially addressed and one (4%) was marked not applicable. This reflects a combined result of 96%, which we consider to be very responsive. The Commission has experienced an increase in development activity in Oregon for CY 2011, marking the second consecutive year of increased development activity. Based on the two-year trend and expected project workloads, the Commission has lost 60% of its planning capacity is insufficient to meet the needs of any increase in development activity. Since 2008, the Gorge Commission has lost 60% of its planning staff, including several long-time skill positions in economic development and recreation planning. In response to severe staff reductions, the Commission recently extended a rule amendment that eliminates deadlines for development reviews. While the Commission would strongly prefer to provide timely review and approvals, it simply cannot meet its responsibilities with only 1.6 FTE staff planners.

The Commission's performance rating to educate civic and community groups about the National Scenic Area after a presentation, indicates improvement. However, the sampling group is very small as the Commission is unable to make presentations to civic and community groups due to budget reductions. Although the performance rating indicates progress, there is cause for concern because the Commission is unable to perform this function at the current funding level.

The Commission's percentage of best practices achieved is estimated to continue to meet targets. That confirmation will take place following the completion of a significant transition in Commission appointments and staffing changes, including the replacement of its executive director.

#### Not Making Progress:

The Commission's agency rating did not improve from the previous year in all performance indicators. This change may be partially attributed to methodology used. In the previous year, electronic survey data was not available due to technical problems. This year, the Commission used an electronic survey and paper survey to reach a broader audience. This decline in performance may also reflect the impact of severe budget reductions and lack of staff capacity.

For the Commission's direct work in 2011, it processed 70% of applications in 72 days, 80% in 102 days and 100 % in 150 days. Two development reviews were more than 30 days late, one due to the re-noticing of the application and the other delayed due to coordination and mitigation with the US Forest Service of resource impacts. These are examples of conditions which are outside of the Commission's control but affect performance ratings.

The Commission's on-time processing of development reviews has improved steadily since it began reporting. Improvements, historically, are likely attributed to increased staffing and improved systematic reviews and communications. Due to budget reductions which resulted in 2 land use planner layoffs and the loss of a planning director position in 09-11, the Commission is unlikely to meet performance targets going forward.

#### 4. CHALLENGES

The demand for service grows each year as more people live, work and recreate in the National Scenic Area, which includes portions of three Oregon counties, three Washington counties, and 13 designated urban areas for a total of 292,000 acres. Regional partners such as counties and urban areas are increasing requests of the Commission for technical assistance and as a regional collaborator.

Due to funding shortfalls in 2004, the agency did not fill the vacant Public Outreach/Communications Coordinator position. This action limits the Commission's ability to meet performance objectives and to positively affect higher level outcomes. In 2005, the Commission filled a vacant land use planner position and a new land use planner position. These positions were filled during the latter part of calendar year 2005 and the effectiveness of these positions is reflected in the Commission's performance since 2006. Due to budget reductions in 2009-2011, these positions were laid off.

Budget reductions in 2009-2011 and 2011-2013, required the layoff of two land use planners, reduction of hours for administrative, technical and legal staff and office closures. Monthly Commission meetings and training sessions were cancelled in 2009, 2010 and 2011 in an effort to conserve resources. Travel was also severely restricted for staff and Commission members. It is uncertain if additional staff reductions will be necessary due to continuing budget shortfalls; the Commission is unable to meet current workloads and it is unable to prepare for statutorily required plan updates. Continued or further reductions will significantly impact the performance of the Commission and the economic health of the region and its communities.

Any funding and resulting service reductions will mean that the Commission must focus on mandates of the National Scenic Area Act rather on

activities that generally improve the overall performance of the agency. In other words, the Commission must emphasize enforcement, current land use planning, monitoring county decisions, and hearing appeals, which means lower levels of effort go into public outreach, process improvement, and intergovernmental coordination. It also significantly limits the Commission's ability to work on critical statutory initiatives such as the Vital Signs Indicators Project, Urban Area Boundary revisions and technological improvements such as Geographic Information Service database applications.

#### **5. RESOURCES AND EFFICIENCY**

The agency's adjusted Oregon biennial budget for 11-13 is \$814,846. The agency has no specific efficiency measures.

3/4/2013

Page 8 of 21

**II. KEY MEASURE ANALYSIS** 

KPM #1		County Decisions-Percentage and number of county decisions where Gorge Commission comments were addressed in the decision: 2010 a)fully; b) partially		
Goal Coordinate effective and consistent implementation of the Management Plan by county governments.				
Oregon Context Mission – core requirement to meet Commission's statutory state and federal mandates.		Mission – core requirement to meet Commission's statutory state and federal mandates.	· · · · · · · · · · · · · · · · · · ·	
Data Source         All counties provide notice of their development decisions to the Commission on a calendar year basis.		All counties provide notice of their development decisions to the Commission on a calendar year basis.		
Owner Columbia River Gor		Columbia River Gorge Commission / Executive Director / 509-493-3323 x224		



#### **1. OUR STRATEGY**

Coordination Strategy includes: - Technical assistance to county planning departments in implementing county ordinances that enact the Management Plan. - Convene county policy makers, administrators and technical staff to permit collaboration on issues of mutual

A44

concern. Meet regularly with planning directors and planning staff.- Monitor current planning decisions of counties under their land use ordinances that implement the Management Plan. Strive to prevent potential conflicts, appeals, and enforcement cases by reviewing the development applications that have the potential to have the most significant impact on Gorge resources.- Hear and adjudicate appeals of county development decisions.- Provide training to Commission and county staff on the policy, technical, monitoring and enforcement aspects of the Management Plan.

#### 2. ABOUT THE TARGETS

The Commission staff monitors all county decisions to coordinate effective and consistent implementation of the Management Plan and to ensure the purposes of the National Scenic Area Act are met. This is a new performance measure which measures whether Gorge Commission comments are being addressed and targets are being developed.

#### 3. HOW WE ARE DOING

The agency achieved 100% in each state for several years when tracking agency performance in monitoring county decisions. Agency performance improved as a result of increased capacity as of 2006 and systematic improvements in tracking and communication with Gorge counties. Due to budget reductions, planning capacity has been reduced but the target has been achieved with fewer staff due to a reduced number of development decisions.

Starting in 2010, a new performance measure was used to determine the effectiveness of agency performance. For CY2011, there were 91 applications from counties and 27 (30%) had comments letters sent from the Gorge Commission. Of these 27 applications, 20 (74%) were fully addressed, 6 (22%) were partially addressed and one (4%) was marked not applicable. We are seeing an uptick in development activity in Oregon for CY 2010; the Commission's planning capacity will not be sufficient as development activity continues to increase.

#### 4. HOW WE COMPARE

No applicable standards available for comparison.

#### 5. FACTORS AFFECTING RESULTS

Land use decisions are submitted to the Commission by Oregon counties and Commission staff review the county decisions for consistency with the Gorge Commission's Management Plan and Scenic Area Act. Budget reductions in the 09-11 biennium resulted in layoff of 2 planning staff and the elimination of the Commission's planning director position. The Commission's severely reduced planning capacity will continue to significantly impact future results.

#### 6. WHAT NEEDS TO BE DONE

#### **II. KEY MEASURE ANALYSIS**

It is important for the agency to continue reviewing all development decisions within the National Scenic Area. Development trends over time directly inform the Commission's adoption of National Scenic Area policy and that policy is vital to meeting the needs of Gorge communities and Gorge resources. Adequate staff resources are vital to perform this work. While the specific impact of staff reductions remains somewhat unknown at this point, the fact that current staff are insufficient to meet the needs of existing development levels leads to the conclusion will have on this performance area should development activity increase.

#### 7. ABOUT THE DATA

Data reflects figures for the calendar year.

[5] A. S. Martin, A. S. Martin, "A second strategies," in Proceedings, 1997.

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**II. KEY MEASURE ANALYSIS** 

KPM #2	Percentage of Development Reviews that are issued within the required timeframe. 2010			
Goal	Protect and enhance the scenic, cultural, recreational and natural resources of the Columbia River Gorge			
Oregon Co	Oregon Context Agency Mission			
Data Source         Obtained from agency records. The Commission data bases are used to track this from the date an appli           complete to date a decision is issued. Calendar year data.		Obtained from agency records. The Commission data bases are used to track this from the date an application is declare complete to date a decision is issued. Calendar year data.	d	
Owner         Columbia River Gorge Commission / Executive Director / 509-493-3323 x224		Columbia River Gorge Commission / Executive Director / 509-493-3323 x224		

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#### **1. OUR STRATEGY**

The Commission reviews and provides a decision on development reviews submitted to the agency.

#### **II. KEY MEASURE ANALYSIS**

#### 2. ABOUT THE TARGETS

This measure reflects the ability of the Commission to perform this service in a timely fashion and is relevant to the effective and consistent implementation of the Management Plan.

#### **3. HOW WE ARE DOING**

Staff hired in late September 2005 improved performance considerably in 2006-2008. Staff reductions since then has negatively impacted future performance.

#### 4. HOW WE COMPARE

No applicable standards available for comparison.

#### 5. FACTORS AFFECTING RESULTS

Internal factors include staffing and workload levels which affect the Commission's performance. External factors include the number and scope of proposed developments in the Gorge. Development is significantly impacted by real estate trends.

#### 6. WHAT NEEDS TO BE DONE

The Commission will need to evaluate the development process as part of its annual work plan.

#### 7. ABOUT THE DATA

Data reflects figures for the calendar year. Two development reviews were over 30 days late, one due to the re-noticing of the application and the other delayed due to coordination and mitigation with the US Forest Service of resource impacts.

**II. KEY MEASURE ANALYSIS** 

KPM #3	Percentage of customers rating their satisfaction with the agency's customer service as "good" or "excellent"; overall customer 2003 service, timeliness, accuracy, helpfulness, expertise and availability of information.			
Goal Increase citizen understanding and participation in decision-making processes in the National Scenic Area.				
Oregon Context Age		Agency Mission	••••••••••••••••••••••••••••••••••••••	
Data Source		Agency Survey conducted for service in CY 2011.		
Owner		Columbia River Gorge Commission / Executive Director / 509-493-3323 x224		



#### **1. OUR STRATEGY**

The Columbia River Gorge Commission, Scenic Area Act and Management Plan are often misunderstood for several reasons: land use is a complex subject for which most of the public has no training; there is misinformation about the Commission and its work; and there are public perceptions dating from the past two decades that persist today. The agency is working to better inform and assist the general public and land owners applying for land use permits. The Commission is committed to improve all aspects of customer service and to

provide more opportunities for public participation in Commission work.

#### 2. ABOUT THE TARGETS

Targets were originally established based on the results of the first survey conducted in 2006 which was based on a very small survey group and relied upon the submittal of a paper survey. The agency improved the number of survey respondents in 2007 using a phone survey and based on these results, requested target changes. As of 2008, an on-line survey method was used which allowed the agency to reach a much larger survey group and targets were adjusted.

In the past, the agency relied upon surveys of only one very small customer group; those that applied for a land use decision. Now the agency is reaching a larger survey group. For services rendered in 2010, a hard copy survey was used. Unfortunately the on-line survey was not successful as not a single survey was completed electronically due to technical issues. For services rendered in 2011, both an on-line survey and hard copy survey were used for a total of 40 responses.

#### **3. HOW WE ARE DOING**

For services rendered in CY11, performance ratings have declined and the agency is unable to meet established targets with exception of the target for "helpfulness". Significant budget reductions beginning in 2009 resulted in staff layoffs, unfilled positions and reduced work schedules. The lack of staff resources undermines the agency's ability to function and this lack of capacity is reflected in the performance results. To illustrate this point, the agency had 4.5 FTE planning staff in 2008 and now has 1.6 FTE planning staff which is a 65% reduction in planning staff.

#### 4. HOW WE COMPARE

The agency will research similar agencies customer service surveys and results to assist in setting targets and improving service.

#### **5. FACTORS AFFECTING RESULTS**

The small number of responses affects the results and the agency has changed methodology to garner opinions from a larger customer base. In CY2011 there were fewer land use decisions issued directly by the Commission and fewer Gorge County decisions reviewed. Development review volume is down from the past which is believed to be a result of the general economic downturn in the region and the nation. Increased emphasis on customer service among staff is imperative. Due to funding constraints, the agency's Principal Planner (1FTE), Land Use Planner (2 FTE) and Communications Coordinator (1FTE) have not been filled; reinstating all or a portion of these positions would improve the agency's ability to serve customers.

#### 6. WHAT NEEDS TO BE DONE

Reinstating funding for the Principal Planner and Land Use Planner positions are imperative to the core work of the agency and provide the backbone for

#### **II. KEY MEASURE ANALYSIS**

customer service. Reinstating funding for a Communications Coordinator will assist in regional outreach efforts, widen the availability and distribution of information about the National Scenic Area, and focus staff efforts on customer service.

#### 7. ABOUT THE DATA

**ABOUT OUR CUSTOMER SERVICE SURVEY**(a) survey name; CRGC Calendar Year 2011 Customer Satisfaction Survey(b) surveyor; agency staff-date conducted: 1/1/11-12/31/11(c) population; persons who received any kind of service from the Commission in calendar year 2011. This includes: applicants for development reviews, participants at Commission meetings and regional projects, agencies that received technical assistance, and citizens with general inquiries.(d) sampling frame; The survey was administered online and by hard copy; anyone who identified themselves as receiving any kind of Commission services in 2011 was able to complete the survey.(e) sampling procedure; As noted above, anyone who received any Commission services in CY 11.(f) sample characteristics; 40 survey respondents including 7 hard copy and 33 on-line surveys.(g) weighting; the results are based on the response of a single survey and no other surveys were factored into the results.

**II. KEY MEASURE ANALYSIS** 

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KPM #4 P	Percent of total best practices met by the Board.		
Goal Best Practices-Percent of total best practices met by the board			
Oregon Context Agency Mission		· · · · · · · · · · · · · · · · · · ·	
Data Source	Agency self-evaluation and discussion. Calendar year data.		
Owner Columbia River Gorge Commission / Executive Director / 509-493-3323 x224			



#### **1. OUR STRATEGY**

The agencys strategy includes self evaluation and ongoing training and development.

#### 2. ABOUT THE TARGETS

The goal of the targets is to meet 100% of best practices by the Commission. The direction desired is to achieve the highest possible percentage as soon as possible.

#### 3. HOW WE ARE DOING

2006 was the first year this performance measure was instituted and monitored. In 2007, the Commission identified one area (Commission members act in accordance with their roles as public representatives) needing additional training and discussion. 2008 was the second year a training session was conducted with a focus on the identified area of concern. Commission roles and appropriate public interaction was discussed. In 2009, the training session was cancelled due to budget constraints and several key areas were not discussed. There have been new commissioner appointments in the last year and these people have not participated in a training session. Based on the results of the self-assessment, the Commission is doing well in most areas in spite of the lack of training. Again in 2010, the training session functions and protocols. The Commission is doing well in most areas but the need for a training session is becoming more critical as new commissioners are appointed. In 2011, the Commission held one training session. Since the session, the Commission has replaced four new Commissioners, appointed a new chair and vice chair, and hired a new executive director. The Commission also lost 40% of its staff capacity and amended its commission meeting schedule in response to budget reductions.

#### 4. HOW WE COMPARE

At this time it is difficult to make a meaningful comparison between historical measures and the current measure. Seven of the thirteen Commission members are new within the past 18 months, including five new members in 2012. The Commission is also operating under severe staffing shortages, including the sole staff member responsible for previous key performance calculations. As a result, a meaningful comparison between current measures and previous measures is difficult to present at this time ; future measures should have a more consistent baseline for comparison. That said, it appears the Commission's best practices are lower than in previous years. The most likely reasons for the drop in performance are the commission's drastic resource cuts since 2009. Included among the staff positions lost since 2010 are all staff dedicated to agency budget work and all staff dedicated to implementing KPMs.

#### 5. FACTORS AFFECTING RESULTS

Factors that affect results include turnover of Commission members, the appointment of Chair and Vice-chair, and the loss of key staff positions during 2010-2011. Additionally, some Commission members have not participated in a training session for several years and the Commission's membership has changed since the last training session. The Commission is also undertaking significant new assessment of its needs, objectives and priorities for 2013-2015.

#### 6. WHAT NEEDS TO BE DONE

The Commission needs to institutionalize best practices and governance principles by developing a more comprehensive training process for new Commissioners; by scheduling ongoing training sessions for all Commissioners; and by periodic review by Commissioners of their effectiveness and the Commission's strategic plan.

#### 7. ABOUT THE DATA

The most recent reporting cycle is for calendar year 2010. The Commission is in the midst of a significant restructuring and expects to assess its performance for CY 2011 and CY 2012 following the completion of training and assessment of best management practices in late 2012 and early 2013. The Commission anticipates meeting or exceeding the targets for this performance measure.

COLUMBIA RIV	ER GORGE COMMISSION	III. USING PERFORMANCE DATA		
Agency Mission:	Protect And Enhance The Scenic, Natural, Cultural And Recreational Resource Of The Columbia River	r Gorge, And Support The Economy Of		

 Contact:
 Darren Nichols

 Contact:
 Darren Nichols

Alternate: Nancy Andring

The following questions indicate how performance measures and data are used for management and accountability purposes.			
1. INCLUSIVITY	<ul> <li>* Staff : The Commission's performance measures are developed as part of the process when the strategic plan and biennial budget request are prepared. Commission staff members review the goals and objectives in the plan, and provide feedback and options to the Gorge Commission.</li> <li>* Elected Officials: The Oregon budget and legislative fiscal office staff review any proposed changes which if approved are submitted to the legislature for approval.</li> <li>* Stakeholders: The Commission's performance measures are developed as part of the process when the strategic plan and biennial budget request are prepared. Stakeholders are involved through public meetings and are encouraged to contact the Commission via email, fax, letter, or phone calls.</li> <li>* Citizens: The Commission's performance measures are developed as part of the process when the strategic plan and biennial budget request are prepared. The Commission conducts a public comment session on the proposed budget request, strategic plan and performance measures.</li> </ul>		
2 MANAGING FOR RESULTS	The Commission's performance measures are related directly to its mission or to the Commission's strategic goals. They are used to track overall performance, to establish work priorities, and to evaluate various Commission programs and services. The Commission adapts operations based on the performance measure results in various ways. Within the past year the Commission changed survey instruments, implemented a new development review tracking system, revamped the agency's database, streamlined agency electronic filing systems and developed new performance metrics.		
3 STAFF TRAINING	The Commission's Executive Director held internal briefings with staff on performance measurement. The focus has been on two issues. First, to develop systematic, reliable ways of maintaining data on the measures, so time has been spent training staff how to gather, maintain, and report data. Second, to evaluate agency effectiveness based on the performance measures. Training was provided to staff about how to diagnose problems indicated through key		

Alternate Phone: 503-493-3323

	performance measures and to adapt practices in order to improve.
COMMUNICATING RESULTS	* <b>Staff</b> : The Commission produces the annual performance measure report, which includes tracking performance measures, the results of which are posted on the agency website at: <u>www.gorgecommission.org</u>
	* Elected Officials: The Commission produces the annual performance measure report, which includes tracking performance measures, the results of which are posted on the agency website at: <u>www.gorgecommission.org</u>
	The agency sends an e-mail message with the report link to agency mailing lists for stakeholders, media, counties and Tribes.
	The Commission discusses and evaluates performance periodically during monthly meetings. The purposes of communicating results include increasing accountability of the agency, sharing the information with a broader audience via the agency web site and at meetings, and to elicit feedback and comments.
	* Stakeholders: The Commission produces the annual performance measure report, which includes tracking performance measures, the results of which are posted on the agency website at: <u>www.gorgecommission.org</u>
	The agency sends an e-mail message with the report link to agency mailing lists for stakeholders, media, counties and Tribes.
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# Columbia River Gorge Commission: Interstate Compact Agency

Primary Outcome Area: Secondary Outcome Area: Program Contact: Healthy Environments N/A Darren Nichols, Executive Director – 509.493.3323



#### Executive Summary

The Columbia River Gorge Commission is a primary steward of the Columbia River Gorge National Scenic Area Act and the resulting interstate agreement between Oregon and Washington authorized by the United States Congress. The Gorge Commission coordinates and monitors the efforts of local governments, state and federal agencies, Tribes, and citizens to protect scenic, natural, cultural and recreation resources, and to support a vibrant economy in one of America's greatest treasures: The Columbia River Gorge National Scenic Area.

#### **Program Description**

The Gorge Commission is a bi-state agency that works closely with two states, four treaty tribes, six counties and thirteen Gorge communities to coordinate regional planning and economic development in one of America's most outstanding natural resource areas. At a

minimum the Commission must be able to fully participate in monthly meetings, maintain advisory committees, reach out to local and state agencies, and meet with the four Columbia River Treaty tribes. The Commission also relies on a competent professional staff to manage day-to-day operations and maintain a current, relevant regional Management Plan that meets the needs of communities and protects the National Scenic Area.

The Gorge Commission is responsible to achieve two fundamental purposes:

- To protect and provide for the enhancement of the scenic, cultural, recreational and natural resources of the Columbia River Gorge; and
- To protect and support the economy of the Columbia River Gorge to occur in existing urban areas and by allowing future economic development that is consistent with the resource protection described above.

The Commission achieves and balances these two objectives by adopting a regional management plan and by providing technical assistance, guidance and oversight to the local, state and federal agencies implementing the management plan. The Commission also provides a quasi-judicial forum for parties to resolve disputes about the implementation of the management plan. As part of its statutory planning responsibility, the Commission is also required to monitor the health of the National Scenic Area and to update the management plan at least once every ten years.

The Commission serves city and county governments with technical assistance and development review services. The Commission serves state and federal agencies as a consulting agency and as a regional facilitator on large-scale development projects. For example, the Commission reviews development applications for consistency with the management plan on power transmission facility upgrades, shoreline development proposals, cultural resource protection and enhancement, and on timberland management decisions. To serve the public, the Commission maintains a "front counter" to provide drop in service for citizens. At the counter, the Commission provides real property mapping tools and informational maps, housing development guidelines and other resources to assist land owners, Gorge businesses and the general public with guidance for resource protection and development.

In its role as a regional facilitator, the Commission meets on a quarterly basis to hear land use proposals, appeals of local decisions, and to discuss policy matters in the National Scenic Area. In between formal Commission meetings, the Commission's staff hosts and attends a series of standing monthly, quarterly and annual meetings with agency partners, economic development organizations and with the governors' offices in both states. In its roles as a public service agency, the Commission hosts several public inquiries on a daily basis. Historically, the Commission has staffed six planners who are available to attend meetings and answer questions on an as needed basis. The Commission currently staffs only 1.5 FTE to meet these needs; the Commission is considering options for providing a continued high level of customer service.

Local governments implement the Commission's management plan on a day-to-day basis and the Commission supports local planning programs with technical assistance and periodic monitoring. These local government planning programs are key to the success of the overall National Scenic Area program. Due to the regional nature of the National Scenic Area, however, local governments cannot implement the program alone. And, because of the inherent tensions between resource protection and economic development, the Commission provides a regional forum for dispute resolution. In order to provide these planning, coordination and resolution functions, the Commission requires at least a core staff (planning, geography, legal, and administration) and the ability to meet as a body on a periodic basis. These needs are the primary drivers for the program cost. Given the depth of budget cuts to the Commission since 2008, there is essentially no room to find program efficiencies. And, due to the interstate nature of the Commission's mission, there are few if any options for alternative service delivery that would not either cost the states more or present complex legal and political governance challenges.

#### **Program Justification and Link to 10-Year Outcome**

The Commission has recently undertaken two significant projects to assist in its efforts to monitor and meet the policy needs of the region. First, the Commission has re-engaged a 2009 effort to develop a comprehensive monitoring system tracking Gorge resources. The effort, referred to as the Gorge Vital Signs Indicators (VSI), provides objective measurements of the health of fifty-one Gorge resources in five areas: Natural Resources, Scenic Resources, Cultural Resources, Recreation Resources, and the Economy. Together, the VSI provide a policy "dashboard" by which the Commission and its partners will be able to assess and prioritize policy improvement opportunities and regional investment needs. The Commission does not have the budget resources to complete the VSI data collection all at once. It does, however, have the staff capacity and strategic partnerships in place to provide a critical mass of data in each of the five outcome areas (see attached Vital Signs Indicators Current Efforts 2012). As individual indicators are reported, the Commission will be able to link to program areas identified in the Healthy Environment Policy Vision and better support the objectives of Oregon agencies working in the National Scenic Area.

Secondly, the Commission is working with Portland State University and the University of Washington to conduct a National Scenic Area Consensus Assessment. The assessment is intended to ask three fundamental questions of up to 130 regional stakeholders: what are your aspirations for the NSA, what are your concerns about the future of the NSA, and how willing are you to work with others in addressing those concerns and aspirations collaboratively. The Assessment will provide the Commission with key insights into its best opportunities for partnership with individual stakeholders on specific regional issues. The Commission's intent is to provide regional leadership and innovation to policy and practices that build trust and cooperation while efficiently implementing the NSA management plan.

Together, the VSI and Consensus projects will enable the Commission to work more effectively with agencies, interest groups and the public to successfully balance the two purpose of the National Scenic Area Act. Perhaps most importantly, the Commission will be much better positioned to utilize non-regulatory tools to solve regional challenges. The Commission will also be better equipped to work with specific fiscal and policy objectives such as Oregon's 10 Year Budget Project and the Healthy Environment Policy Vision.

The following outline the Gorge Commission's program as it supports and implements the Healthy Environment Policy Vision:

### Strategy 1: Invest in programs that improve water quality and air quality

Among the key indicators the Commission will monitor over the next few years are habitat quality, forest health and water quality/quantity. Between Gorge Commission staff and USFS staff, the Commission will use remote sensing data to monitor and document changes in water quality and will be able to identify specific and cumulative resource impacts over time.

# Strategy 2: Invest in programs that conserve, protect and restore key watersheds, stabilize populations of fish and wildlife species and improve forest and rangeland health

The Commission is specifically responsible to protect and enhance Natural Resources in the NSA. As part of its mission, the Gorge Commission monitors the quality and quantity of habitat in the NSA and changes to habitat over time. Gorge Commission data can be used to support current public policy, encourage new or amended public policy, or to prioritize between agency investment strategies. The Commission's partnership with state and local agencies, the USFS and Tribes also presents Oregon and Washington with a unique opportunity to experiment with multi-jurisdictional resource management.

# Strategy 4: Build great communities for a growing population

The Gorge Commission is the sole body responsible to decide on the location and amount of land within urban area boundaries in the NSA. As a result of its Consensus Assessment Project, the Commission will have opportunity to explore alternative growth management strategies that complement NSA resource protection and support vibrant community development. The Commission is uniquely positioned to weigh and balance regional resource protection and urban development, not only in Oregon but in the two-state NSA. The Commission's regulatory authority, combined with its ability to develop innovative public policy offers the northwest an opportunity to explore and test improved community development policy and to achieve national recognition for Oregon's leadership in land use and community development.

# Strategy 5: Improve the effectiveness and efficiency of natural resources management in Oregon, and provide a stable base for addressing existing and emerging resource challenges See also notes under Strategies 1 and 2 above.

The Gorge Commission, as an interstate compact agency acting with congressional authority offers Oregon a unique opportunity to leverage technical assistance and potential funding for a wide variety of natural resource management efforts. The innovative nature of the Commission's jurisdiction and its flexibility to development innovative public policy offer the State of Oregon and unparalleled opportunity to achieve efficient and effective resource management. The Columbia River Gorge Commission is a recognized and celebrated institution in Oregon, the northwest and nationally. As Oregon (and Washington) are willing to invest in the Commission's efforts to develop successfully resource protection and community development policy, those efforts can be recognized and leveraged nationally in a way that an individual state, acting alone may not be able to achieve.

#### **Program Performance**

While the Columbia River Gorge Commission does not produce a standardize "unit" of service, the Commission effectively meet the needs of two states, six counties, thirteen urban communities, and countless interested citizens.

In Oregon, the Commission's service is evaluated in five primary ways:

- The percentage of commission advice to local governments that is incorporated into county decisions;
- The percentage of development review decisions that are issued within 72 days;
- The percentage of customers rating the Commission with above average or excellent for:
  - o Timeliness
  - o Accuracy
  - o Helpfulness
  - o Expertise
  - Information availability
- Percent of Best Practices met by the Commission
- Percentage of participants in presentations made by the Commission who state that they have a better understanding of the National Scenic Area after the presentation.

#### Total Number of Development Applications reviewed by CRGC from CY 2008 to 2011

<u>State</u> Oregon	<u>County</u>	<u>CY08</u>	<u>CY09</u>	<u>CY10</u>	<u>CY11</u>
	Multnomah	28	21	21	12
	Hood River	23	13	19	10
	Wasco	<u>27</u>	<u>33</u>	<u>26</u>	<u>16</u>
	Subtotal	78	67	66	38
Washington					
	Clark	7	4	2	2
	Skamania	88	66	51	29
	<u>Klickitat</u>	<u>24</u>	<u>16</u>	<u>19</u>	<u>11</u>
	Subtotal	119	86	72	42
	Total	197	153	138	80*

\* Note: Totals for CY 2011 include applications received through August 25, 2011.



Percent of DRs issued within 72 days by calendar year with number of applications received in parenthesis. Decline attributed to loss of 2/3 of planning FTE due to budget reduction layoffs.



Percent of customers rating services as good or better by category for CY 2010.

Page 6 of 9

#### Enabling Legislation/Program Authorization

This Commission is authorized under the United States Constitution Article I, Section 10, which permits states to enter into a compact with another state with Congressional consent. The Commission is mandated by Federal law under the Columbia Gorge National Scenic Area Act, which recognizes the compact agreement between Oregon and Washington. The Gorge Commission is also jointly authorized and mandated by state enabling legislation in both Oregon and Washington statutes. In Oregon, the Gorge Act is mandated under ORS 196.105 to 165.

#### **Funding Streams**

The Columbia River Gorge Commission is funded equally by the states of Oregon and Washington. The Commission is currently funded exclusively through the general funds of each state. Under the National Scenic Area Act and the interstate compact, the states are required to provide funds necessary to fulfill the duties and powers entrusted to the Commission. By definition in the compact, the Commission's funding shall be apportioned equally between the states. The U.S. Secretary of Agriculture, typically acting through the United States Forest Service, is authorized to provide technical assistance in support of the Commission but is not required to provide direct financial support.

Oregon's investment is leveraged by matching funds from Washington and is complemented with the additional investment of the USFS through that agency's maintenance of the USFS National Scenic Area office located in Hood River, Oregon.

#### Significant Proposed Program Changes from 2011-13

The 2011-13 budget included severe cuts that resulted in a crippling loss of core staff.

The 2013-15 budget recommendation includes a standard inflation package and policy option packages conservatively targeted to stabilize the Commission's basic functions.

The first is a *Stable Funding Package* to support the Commission's base operating budget to restore and maintain core functions, including the Commission's statutory mandates and its role as a regional coordinating body implementing the National Scenic Area Act. This package includes resources for the commission to: meet more frequently than quarterly, maintain productive working relationships, build momentum on critical policy discussions. It will also help the Commission establish and maintain functional committees, provide outreach and technical assistance to communities and citizens, and collect and analyze the planning and resource protection needs of the National Scenic Area and its communities. A portion of the funds will also be used to backfill technical resources that the Commission does not have on staff. Those skills include natural resource specialists, archaeological and cultural resources specialists, land and resource economists, transportation engineers, and skilled public facilitators.

In conjunction with the Commission's staffing requests, the stabilization package would also help the Gorge Commission accomplish two fundamental objectives: fulfill the Commission's congressional and bi-state statutory requirement to update the National Scenic Area Management Plan, and to protect resources and support the regional economy of the Gorge through coordinated planning and community development.

The second is an *Exceptional Inflation Package* erroneously based on early 2012 cost projections from the State of Washington. Instead, the Commission requests that these costs be reauthorized to support two needed *Planning Positions* dedicated to balance economic development and resource protections in the Management Plan. Commission funding at the current service level has been inadequate to provide fundamental staff to meet the needs of Gorge resources, communities and the economy. In particular, the Gorge Commission urgently needs additional planning capacity in two core areas: recreation planning and community development policy.

The restoration of two planning positions will enable the Commission to balance the interests envisioned by the National Scenic Area Act and the interstate Compact. This package directly achieves the Commission's core functions, including: regional planning for scenic, natural, cultural and recreational resource conservation, and regional economic development. The package also enables the Commission to provide critical functions such as interagency and regional coordination, public communication, hearing and resolving land use appeals, tribal consultations, litigation and policy development, and Management Plan review. These functions cannot be accomplished without adequate planning staff. The commission's current reduced staffing results in delays to communities, citizens, stakeholders and partner agencies and significantly hampers efforts to improve the function of the National Scenic Area. Restoring two planning positions will replace roughly one-third of the Commission's immediate planning needs.

In the alternative, the Commission requests to target the Exceptional Inflation Package toward a *Principal Planner*. The alternative request would augment the Commission's planning program with a principal planner position to maintain adequate oversight and management of the Commission's core planning functions. For over twenty years the Commission relied on a skilled principal planning position to oversee and coordinate the Commission's planning program with other agencies' programs. The Commission lost its principal planning position in 2010 and those core functions have been placed on the executive director and other planning staff. Without a senior-level principal planner, the Commission is unable to adequately prepare for and complete mandatory plan updates that protect resources, meet the needs of communities and support a vibrant Gorge economy. Restoring the principal planner position will ensure the efficient, effective operation of the Commission's day-to-day and long-range planning functions. Restoring the principal planning staff, in-house counsel, and the executive director.

Vital Signs Indicators Cur	rent	Efforts - June 2012	
Vital Sign Indicators (VSI)	General Direction & Status	Progress Report	
Scenic			
1.1.a: Overall Scenic Quality: Percent of public who perceive scenic resources to be in good condition or better according to both: (a) residents and (b) visitors.	→	Public perception of scenic quality was captured in 2010 Burns survey.	3 months
1.1.b: Development Impacts: Percent of seen area, as viewed from public vantage points, containing development that highly contrasts with its surrounding landscape: a) within 1/4 mile; b) between 1/4 mile and 3 miles; and c) beyond 3 miles. 1.1.c: Development Impacts: Number of developed areas, as seen from public vantage points, that highly contrast with its surrounding landscape: a) within 1/4 mile; b) between 1/4 mile and 3 miles; and c) beyond 3 miles.	→	Monitoring visible development to track the amount of highly contrasting development as seen from select key viewing areas; work is ongoing.	12 months
1.1.d: Vantage Point Quality: Number of scenic observation points with significantly	->	Quality of views experienced from travel corridors;	3 months
impaired panoramic views due to vegetation. 1.1.f: Night Light: the effect of ambient light on the night sky.	, , →	Oregon DOT is working to improve select sites. Participation in annual star counts proved unreliable and sources show that impacts are from urban areas or	3 months
	SINGWOR	outside the NSA.	
Natural		Partern landouar descification of 2011	3 months
2.1.a: Habitat Quality: Percent of priority habitat types rated as properly functioning.		Perform landcover classification of 2011 imagery. Extract fine feature (buildings, roads, small wetlands,	5 months
2.1.b: Habitat Fragmentation: Percent of priority habitat types that are lost or fragmented by human activity.	) <b>&gt;</b>	etc) from 2011 imagery and LiDAR (where available). Research and conduct fragmentation and habitat modelling based on subset of species and habitat types.	12 months
2.2.a: Surface Water Quality: Percent of streams, including the Columbia River,		Compile and report limited water quality streams and lakes.	3 months
whose water quality is a) poor, b) fair, c) good, and d) excellent.	- → ·	Compile and report stream flow from known and calibrated guages.	6 months
2.2.b: Habitat Quality: Percent of native fish habitat that is properly functioning.		Compile and report available data related to USFS watershed condition framework metrics.	12 months
·		<u> </u>	
Economic Baseline 2010 Census and Bureau of Economic Analysis information	<i>→</i>	Consult with experts to determine appropriate baseline and report economic indicators to be used as context and the basis for further investigation and indicator development.	3 months
Cultural			
4.1.a: Condition: Percent of all monitored archaeological sites in good condition.	÷	Condition of monitored historic and archaeological resources; 2010-2011 interval.	3 months
4.2.a: Condition: Percent of all monitored historic resources in good condition.			
4.1.c: Awareness: Percent of residents of and visitors to the Gorge understanding the importance of archaeological resources. 4.2.c: Awareness: Percent of residents of and visitors to the Gorge understanding the	$\rightarrow$	Resident and visitor perceptions of historic, archaeological, and traditional cultural property	3 months
importance of historic resources.		resources; included in 2010 Burns survey.	
4.1.d: Inventory: Number of new significant archaeological resources identified each year.	→	The inventories do not measure the condition of cultural resources, but they identify and quantify the known resources protected by the Act & Management	3 months
4.2.d: Inventory: Number of new significant historic resources identified each year.		Plan; annual inventories are ongoing.	
Recreation	<u></u>		<u>Naria da i</u>
5.1.a: Recreation Demand: Percent of recreation sites at or above capacity more than X percent of the time on high season days - total and by recreation activity type.		Beginning in 2009, an annual recreation provider	
5.1.b: Environmentally Sustainable Recreation: Percent of recreation sites that are environmentally degraded - total and by recreation activity type and specified as improving or not improving. 5.1.d: ADA Accessibility: Percent of recreation sites that meet ADA standards - total	→ -	survey has been used to collect information pertaining to demand, environmental impacts, accessibility, and additional information.	6 months
and by recreation activity type. 5.1.c: Recreation Availability: Percent of visitors and residents rating the access to recreation activities as good or better - total and by recreation activity type. 5.2.a: Recreation Quality: Percent of visitors and residents rating the overall recreational qualities of the Gorge as good or better. 5.2.b: Recreation Site Quality: Percent of site users rating their overall experience as good or better - total and by recreation site.	+	Public perception of multiple aspects of recreation quality and satisfaction was captured in 2010 Burns survey.	3 months
good of detter - total and by recreation site. 5.2.c: Recreation-Related Conflicts: Number of reported incidents relating to recreational uses by type of incident.			

## Agency 350-Columbia River Gorge Commission, Aug 2012

	ARB				
Expenditures	AY 2013-2015	AY 2015-2017 A	Y 2017-2019 AY	( 2019-2021 AY	2021-2023
General Fund Joint-TOTAL	1,303,279	0	0	0	0
GF-Joint-Personal Services		0	0	0	0
GF-Joint Services & Supplies		0	0	0	Ō
General Fund-Oregon Commissioners-TOTAL	35,602	38,818	42,399	46,379	50,839
GF-ORE Commissioners-Personal Services	21,886	24,731	27,946	31,579	35,685
GF-ORE Commissioners-Services & Supplies	13,716	14,086	14,453	14,799	15,155
Other Fund-TOTAL	5,140	5,279	5,416	5,546	5,679
OF-Personal Services	0	0	0	0	0
OF-Services & Supplies	5,140	5,279	5,416	5,546	5,679
TOTAL ALL FUNDS	1,344,021	44,096	47,815	51,925	56,518

Note: Need the Personal Services & the Services & Supplies portion of the GF Joint account for AY 2013-2015 ARB to fill out ARB amounts and then the rest will automatically calculate based these assumptions:

Growth Assumptions for Long Term Budget	15-17	17-19	19-21	21-23
Personal Services	13.00%	13.00%	13.00%	13.00%
Standard Inflation	2.70%	2.60%	2.40%	2.40%

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# Agency 350-Columbia River Gorge Commission Past Budget History from ORBITS, 5/21/2012

Expenditures	1999-2001 Actuals 2001-03 Actuals 2003-05 Actuals 2005-07 Actuals 2007-09 Actuals 2009-11 Actuals LAB
Cieneral Fund-Joint	566,061 644,284 599,304 799,004 999,325 794,045 793,090
General Fund Oregon Cor	70,156 16,402 49,480 17,233 18,096 21,756
Other Fund	2,37/ 5,000

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#### UPDATED OTHER FUNDS ENDING BALANCES FOR THE 2011-13 & 2013-15 BIENNIA

#### Agency: Columbia River Gorge Commission

Contact Person (Name & Phone #): Nancy Andring, Columbia River Gorge Commission, at 509-493-3323 and Opal Bontrager, DAS Shared Client Accountant at 503-373-0741.

(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	()
				Constitutional					
Other Fund				and/or	2011-13 End	ling Balance	2013-15 End	ling Balance	
Туре	Program Area (SCR)	Treasury Fund #/Name	Category/Description	Statutory reference		Revised	In GRB	Revised	Comments
		This is the D23 Other						4	This D23 fund currently has no cash. Whether this
1		Fund 4150 titled "Joint							fund will obtain cash depends on whether someone
		Operating-OF Limited',							donates or grants monies for the agency. Nothing
		which is this agency's							has been received in AY 2011-2013 at this time, and
		Other Fund portion of		2011 HB 5010	ł				it is unknown whether such donation or grant can be
Limited			Operations - Professional Services	Section 2	0	0	0		obtained.
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Objective: Provide updated Other Funds ending balance information which reflects the agency's best estimate of changes in economic conditions or budget adjustments due to General Fund allotment reductions.

Column (a): Select one of the following: Limited, Nonlimited, Capital Improvement, Capital Construction, Debt Service, or Debt Service Nonlimited.

Column (b): Select the appropriate Summary Cross Reference number and name from those included in the 2011-13 Legislatively Approved Budget. If this changed from previous structures, please note the change in Comments (Column (j)). Column (c): Select the appropriate, statutorily established Treasury Fund name and account number where fund balance resides. If the official fund or account name is different than the commonly used reference, please include the working title of the fund or account in Column (j).

Column (d): Select one of the following: Operations, Trust Fund, Grant Fund, Investment Pool, Loan Program, or Other. If "Other", please specify. If "Operations", in Comments (Column (j)), specify the number of months the reserve covers, the methodology used to determine the reserve amount, and the minimum need for cash flow purposes.

Column (e): List the Constitutional, Federal, or Statutory references that establishes or limits the use of the funds.

Columns (f) and (h): Use the appropriate, audited amount from the 2011-13 Legislatively Approved Budget and the 2013-15 Governor's Recommended Budget.

Columns (g) and (i); Provide updated ending balances based on revised expenditure patterns or revenue trends. Do not include adjustments for reduction options that have been submitted unless the options have already been implemented as part of the 2011-13 General Fund approved budget or otherwise incorporated in the 2011-13 LAB. Provide a description of revisions in Comments (Column (i)).

Column (j): Please note any reasons for significant changes in balances previously reported during the 2011 session.

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# 5/10% REDUCTION OPTIONS IN . % INCREMENTS - (ORS 291.216)

ACTIVITY OR PROGRAM	DESCRIBE REDUCTION	AMOUNT AND FUND TYPE	RANK AND JUSTIFICATION
PROGRAM OR ACTIVITY THAT WILL NOT BE UNDERTAKEN	EFFECTS OF EACH REDUCTION, POSITIONS AND FTE IN 2011-13 AND 2013-2015	GF, LF, OF, FF. IDENTIFY REVENUE SOURCE FOR OF, FF	RANK THE ACTIVITIES OR PROGRAMS NOT UNDERTAKEN IN ORDER OF LOWEST COST FOR BENEFIT OBTAINED
1. Reduce Travel, Services and Supplies, Other Services	This will eliminate all vendor services such as IT support, facility and equipment maintenance, communications maintenance, commissioner/employee training, and other core services.	\$22,700 Oregon share of Joint Account-GF AND \$22,700 Washington share of Joint Account	<b>1.</b> This action will result in an approximate 2.5% Oregon reduction <u>AND A MATCHING REDUCTION</u> FROM WASHINGTON FUNDS.
2. Reduce Contracts	This option will reduce the Commission's ability to contract for any additional needed services over the course of the biennium, including technical and other support for local communities' programs.	\$12,700 Oregon share of Joint Account-GF AND \$12,700 Washington share of Joint Account	2. THIS ACTION COMBINED WITH ACTION 1 WILL RESULT IN AN APPROXIMATE 3.9% OREGON REDUCTION AND A MATCHING REDUCTION FROM WASHINGTON FUNDS.
3. Eliminate Legal Services – State Attorney General services	This reduction will eliminate the Commission's ability to coordinate with Oregon and Washington's Attorneys General on legal matters that arise throughout the biennium. While the Commission will retain its in-house counsel functions for day-to-day legal needs and litigation services, this reduction will require to the commission to proceed without the advice and coordination of both states' legal counsels.	\$10,000 Oregon share of Joint Account-GF AND \$10,000 Washington share of Joint Account	3. THIS ACTION COMBINED WITH ACTIONS 1-3 WILL RESULT IN AN APPROXIMATE 5% OREGON REDUCTION <u>AND A</u> <u>MATCHING REDUCTION FROM</u> <u>WASHINGTON FUNDS.</u>

# 5/10% REDUCTION OPTIONS IN 5% INCREMENTS - (ORS 291.216)

4. Eliminate Contracts	This will stop work on two current Commission projects: building collaborative solutions with regional partners, and establishing survey descriptions of urban area boundaries. This option will also essentially stop any Commission work to review and amend the National Scenic Area Management Plan (2014 statutory responsibility). This reduction will also remove the Commission's ability to contract for any additional needed services including technical and other support to local communities.	\$35,000 Oregon share of Joint Account-GF AND \$35,000 Washington share of Joint Account	<b>4.</b> THIS ACTION COMBINED WITH ACTIONS 1-3 WILL RESULT IN AN APPROXIMATE 9% OREGON REDUCTION <u>AND A</u> <u>MATCHING AMOUNT FROM WASHINGTON</u> <u>FUNDS.</u>
5. Eliminate Non-Essential Travel	This will eliminate all non-essential travel. This reduction would eliminate face-to-face discussions with local governments, Tribes, federal agencies, citizens, and in most cases with the Commission itself. The reduction would also prevent the director from meeting with Commissioners and with the governor's Natural Resource Cabinet. This option will greatly impact the Commission's ability to perform its day to day work and the overall function of the region. It would also place a greater burden on Oregon agencies.	\$10,000 Oregon share of Joint Account-GF AND \$10,000 Washington share of Joint Account	5. THIS ACTION COMBINED WITH ACTIONS 1-4 WILL RESULT IN AN APPROXIMATE 10% OREGON REDUCTION <u>AND A</u> <u>MATCHING REDUCTION FROM</u> <u>WASHINGTON FUNDS.</u>

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