# OREGON WATERSHED ENHANCEMENT BOARD SUSTAINABILITY PLAN March 2004

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# **Table of Contents**

I.	INTRODUCTION2
	A. The Oregon Watershed Enhancement Board
	B. OWEB's Investments
	C. Barriers to Sustainability
II.	OWEB's VISION4
III.	AGENCY SUSTAINABILITY RESPONSIBILITIES5
IV.	CURRENT ACTIONS IN SUPPORT OF SUSTAINABILITY6
	A. Providing Resources to Support Community-Based Watershed Restoration
	Activities
	B. Effectiveness Monitoring Program
	C. Environmental Indicators Development
	D. Regulatory Streamlining
	E. Oregon Plan Information System Strategy
V.	FUTURE SUSTAINABILITY ACTIONS11
	A. Project E2 (Environment and Economy)
	B. Increase the Long-Term Sustainability of Watershed Restoration Efforts
	C. Regional Collaboration on Effectiveness Monitoring
	D. Development of Restoration and Land Acquisition Priorities
VI.	CONCLUSION16

# I. INTRODUCTION

# A. The Oregon Watershed Enhancement Board

OWEB's programs are focused on promoting and enabling sustainable watershed health based on the principle of linking environmental stewardship to the long-term health of local communities and their economies. The agency provides voluntary economic incentives and resources for private landowners to accomplish watershed restoration that makes environmental and economic sense. Through a competitive grant program, OWEB awards voluntary watershed restoration grants as a mechanism for promoting statewide environmental goals that cannot be accomplished by regulation alone. As a vital component of this work, OWEB also funds the capacity of local watershed groups to provide a scientific and planning framework for restoration projects, landowner and community outreach and education about watershed health, and implementation of watershed restoration projects with landowners.

OWEB's work is built around three principles: strategic investment, providing accountability, and supporting the capacity of local conservation entities so they can engage the participation of private landowners in restoration activities that support the State's natural resource policy goals.

OWEB acts as the catalyst for voluntary restoration efforts that provide the added measure of environmental stewardship that is necessary to recover listed fish stocks, reduce many sources of non-point source water pollution, and enhance instream flows. The aggregated source of grant funds and the agency's independence from any regulatory "protection" program combine to provide a powerful incentive for local participation in developing solutions to long-term environmental problems that require voluntary cooperation of private landowners to resolve.

OWEB's role as the convener and facilitator of state and federal natural resource agencies having a role in Oregon Plan implementation has taken hold in several initiatives that are resulting in collaborative efforts that were historically not achievable. Strategies for long-term monitoring of the effectiveness of Oregon Plan efforts, and for standardizing and making natural resource information available to all Oregon Plan partners are two examples of ongoing collaborative work. Others include establishing a prioritized approach to investing in long-term research supporting the Oregon Plan, and bringing together state and federal data on Oregon Plan implementation efforts in a single report. The composition of the OWEB Board is singularly unique, and possesses great potential as a forum for launching collaborative efforts with the programs of the 11 state, federal, and university programs having a statutorily designated seat.

#### **B.** OWEB's Investments

OWEB invests approximately \$20 million per year in restoration activities. The majority of the expenditures (about \$14 million) fund on-the-ground project activities. In the 2001-2003 budget biennium, OWEB awarded 460 grants (not including small grants less than \$10,000 and awards to other government entities) and invested in projects in every county in the state. In all, OWEB spent \$1 million or more in over half of Oregon's 36 counties.

While current rules require project applicants to match 25 percent of the total grant awarded by OWEB, in practice applicants averaged approximately \$2.00 in match for every \$1.00 sought from OWEB during the last biennium. The significance of this combined public and private investment in restoration to local economies is largely unappreciated. A 2001 study of the OWEB grant program concluded that 80 cents of every project dollar is spent in the county where the project is located, and that over 95 cents of every project dollar is spent in Oregon. The study also concluded that between \$1.65 and \$2.50 in additional spending indirectly occurs in the local economy as project dollars are re-spent multiple times.

The multiplier effect of restoration project dollars combined with the high match ratio and the localized nature of the expenditures establishes a powerful link between the OWEB grant program and stimulus of local economies in Oregon – particularly in rural counties. For example, a \$100,000 project grant by OWEB that achieves the average 2:1 match will result in \$240,000 of direct stimulus to the county where the project is located, and an additional \$396,000 to \$600,000 in indirect spending as the initial investment works its way through the economy. While every project may not accomplish this level of stimulus, it is clear that substantial, real, and immediate economic benefits result from Oregon's commitment to voluntary restoration projects. Furthermore, these benefits come in addition to the long-term stability and jobs created for the natural resource sectors of the state's economy by the Oregon Plan as it provides a mechanism for a working landscape to continue on private lands in the face of the federal Endangered Species and Clean Water acts.

# C. Barriers to Sustainability

The Oregon Progress Board's Oregon State of the Environment Report (2000) has identified the significant magnitude of current pressures on natural systems, the limits of knowledge of the status of many critical systems (particularly riparian ecosystems), and the rapid and cumulatively increasing demands on natural systems as barriers to the sustainability of our naturally functioning systems. Choices made at this time will have consequences far into the future. In the evaluation of the current condition of the Willamette watershed and evaluation of alternative futures it was discovered that even with the doubling of the 1990 population in the Valley, choices made today could result in improved environmental conditions (Hulse et. al., 2002). The challenge to increasing sustainability lies in focusing investments and prioritizing activities while monitoring outcomes to ensure the investments are achieving the desired ecological and community benefits. The sustainability initiatives OWEB proposes to begin in the next year address these needs.

# II. OWEB'S VISION

OWEB's current strategic plan, adopted in January 2001, begins with the following vision: "to help create and maintain healthy watersheds and natural habitats that support thriving communities and strong economies." The OWEB vision incorporates the three elements of sustainability as the basis for the agency's strategic plan.

OWEB's constitutional and statutory mission supports restoring native habitats to their naturally functioning condition. However, other benefits of OWEB's voluntary watershed restoration approach are stronger communities through open dialogue between diverse interests about management of natural resources in a watershed context, and stronger local economies through watershed restoration-related job creation and investments in rural and economically challenged communities.

There are many natural opportunities, both through OWEB's current efforts and new initiatives, to provide additional benefits to the triple bottom line of sustainability. Of course, the goal will be to seek ways to benefit all three, rather than to emphasize one at the expense of the others. In the next year, OWEB will focus its energies on the following sustainability initiatives:

- Job creation in the restoration economy
- Increasing the long-term viability of groups that are critical delivery mechanisms for watershed restoration and protection.
- Providing information and feedback mechanisms that enable more knowledgeable and strategic watershed restoration investments.

OWEB plans to update its strategic plan in 2004. The sustainability initiatives described in this report will be incorporated into and inform the revision of OWEB's strategic plan.

# III. AGENCY SUSTAINABILITY RESPONSIBILITIES

OWEB's Director will lead the agency's sustainability initiatives with the assistance of OWEB's Sustainability Coordinator. OWEB's Program Managers will provide leadership in the implementation of individual sustainability initiatives within their programs. All OWEB staff will contribute to the agency's sustainability efforts through the solicitation of suggestions to improve the agency's contribution toward sustainability, and individual employee's roles in implementation of the agency's sustainability initiatives. OWEB will create a Sustainability Team, which will develop goals to improve the operational sustainability of the agency in terms of reducing the use of paper, electricity, and fossil fuels. This team will also be responsible for providing training and general sustainability information to the agency as a whole. Updates on OWEB's sustainability initiatives and discussion about possible new initiatives will become a regular part of both OWEB Board meetings and OWEB all-staff meetings.

# **Current Sustainability Initiative Contacts:**

Geoff Huntington OWEB Director (503)986-0180 Allison Hensey Policy Analyst (and OWEB's Sustainability Coordinator) (503)986-0186

# IV. CURRENT ACTIONS IN SUPPORT OF SUSTAINABILITY

# A. Providing Resources to Support Community-Based Watershed Restoration Activities

OWEB's work is built around two principles: 1) strategic, accountable investment in watershed protection and restoration, 2) supporting the capacity of local conservation entities so they can effectively engage the participation of private landowners and local communities in restoration activities that support the State's natural resource policy goals.

#### 1. Investing Strategically in Watershed Restoration

OWEB investments seek to address critical factors limiting the function of watersheds, with particular focus on the water quality and quantity of rivers and streams that have habitat for critical fish runs. OWEB's competitive grant program provides peer review through collaboration with other state and federal natural resource agencies to ensure technical merit and appropriateness of practice and location for proposed projects. OWEB has provided the tools for local assessment of watershed conditions that is used to identify potential and priority projects or problems to address.

In addition to developing priorities to help make strategic investments, OWEB provides accountability for the investment of restoration funds by coordinating an initiative to monitor the effectiveness of Oregon Plan efforts. The information on investments and implementation efforts is reported bi-annually to the Governor, the Legislature, and other State natural resource boards and commissions.

# 2. Support and Nurture Community-Based Watershed Restoration Groups

OWEB provides financial, technical, and organizational assistance to local watershed councils and soil and water conservation districts. These groups operate in every watershed in the state, and constitute the primary delivery mechanism for restoration project funds to private landowners. These groups are the heart of the Oregon Plan. Without them, no integrated mechanism would exist to accomplish restoration on private lands beyond that mandated by regulation. This investment in local community capacity provides for the local support and participation in species recovery and water quality improvement efforts necessary to make significant progress toward sustainability.

Local watershed groups accomplish far more than initiating and implementing watershed protection and restoration projects. These groups also provide a forum for discussion and decision-making about natural resource management by a wide variety of interests within the community, and a voice for the watershed to local, state and federal government. They foster public education about watershed function and sustainable practices, and provide local restoration job creation and economic stimulus to the region by the dollars that flow through the groups for watershed projects.

#### **Effect of Actions on Sustainability:**

OWEB's investments in the capacity of local community watershed groups and in watershed restoration projects on private land contribute directly to the triple bottom line of sustainability in local communities throughout the state. These investments help restore watersheds to their naturally functioning condition, build community by providing a forum for discussion and decision-making about natural resource issues, and provide a significant influx of dollars circulating in small communities benefiting local businesses. Without community watershed groups, there would be fewer local opportunities for discussion about and implementation of projects advancing the stewardship and restoration of watersheds. They provide a mechanism for watershed restoration projects on private land that is now being accomplished at a significant scale.

#### **Agency Collaboration:**

OWEB's investments are made possible by a unique public/private collaboration. Every State natural resource agency, and many federal natural resource agencies, have contributed significant staff time and expertise to helping local watershed groups and private landowners around the state assess watershed conditions and develop and implement projects to improve those conditions. These projects would not happen without the ongoing assistance of OWEB's Oregon Plan for Salmon and Watersheds partners. State and federal natural resource agency staff also contribute significant time to assist OWEB in its evaluation of watershed restoration projects proposed for funding to ensure that the projects funded by OWEB are designed well, and will improve factors limiting the proper function of the watershed.

# **B.** Effectiveness Monitoring Program

OWEB is charged with design and coordination of an integrated local, state, and federal program for monitoring watershed restoration and salmon recovery efforts. The Oregon Plan Monitoring Program efforts are aimed at not only evaluating the success of implementation of individual restoration projects and agency program efforts, but also with ultimately determining the long term effectiveness of collective efforts to address key factors limiting watershed function.

A unique status and trends monitoring effort was begun for coastal basins in 1997 and expanded to the Lower Columbia in 2003. Current work is focusing on expanding implementation statewide using an agreed upon framework articulated in a strategy document adopted by the OWEB Board in 2002 and endorsed by the Independent Multidisciplinary Science Team (IMST). This strategy is a road map for evaluating progress in implementing the Oregon Plan for Salmon and Watersheds.

# **Effect of Actions on Sustainability:**

Successful implementation of the Oregon Plan for Salmon and Watersheds is premised on the use of adaptive management principles in watershed restoration and targeting investments to the most effective restoration methods. OWEB's leadership of the coordination and implementation of an effectiveness monitoring strategy helps to ensure that monitoring efforts throughout the region provide the kind of information necessary to evaluate successes and failures and to adjust management actions and investment priorities to the lessons learned.

# C. Environmental Indicators Development

OWEB is facilitating a process in collaboration with the Oregon State University Institute for Natural Resources and the assistance of the Progress Board to develop a small number of indicators to measure and report long-term trends of watershed health in Oregon. The need for a set of watershed indicators has been identified by the Independent Multidisciplinary Science Team as necessary to guide the State's broad-scale monitoring program for the Oregon Plan. The State of the Environment Report published in September 2000, and the Oregon Progress Board use environmental indicators as part of tracking long-term trends associated with Oregon's natural resource management, and support development of more specific indicators of watershed health.

#### **Effect of Actions on Sustainability:**

A key part of sustainability efforts is the ability to measure progress to determine whether past and current sustainability initiatives have been effective, and whether those efforts need to be revised and refocused in the future. Development of watershed health indicators is the first necessary step in this process.

# D. Regulatory Streamlining

In the past, a significant barrier to the initiation of in-stream watershed restoration projects funded by OWEB was the delay in obtaining a consultation and sign-off by permitting agencies and Endangered Species Act (ESA) administrative agencies (NOAA Fisheries and the U.S. Fish and Wildlife Service). To reduce this barrier, in April 2001, OWEB provided funding for a position with NOAA Fisheries whose sole purpose was reducing time delays for watershed restoration projects needing federal agency permits and therefore also consultation under the federal ESA. By dedicating a position to work solely on watershed restoration projects, over the last two and one-half years the time taken to process and finalize ESA Section 7 permits for these projects has been greatly reduced.

This position has also worked with OWEB and NOAA Fisheries to develop a Regional General Permit (RGP) for stream restoration activities in Oregon. This General Permit covers the placement of large wood and boulders in streams, the removal of impediments to fish passage, the removal of water control structures, the setback of levees, dikes, and berms, and reshaping of streambanks to reestablish vegetation so that groups implementing these projects no longer are required to obtain a full consultation.

Thanks to the efforts of this position, and the partnership between OWEB and NOAA, several other project categories no longer need a permit, and are programmatically approved by a letter of concurrence (LOC) issued in May 2002. Of the 14 categories (such as upland erosion control, vegetation management, etc.) that OWEB funds, nine are addressed in this consultation. Within these categories, most of the project types (such as riparian fencing, developing stock watering facilities, etc.) are encompassed.

#### **Effect of Actions on Sustainability:**

Through these efforts, the permits required and attendant delay for watershed restoration projects have been significantly reduced. Past delays have led landowners to abandon projects, or to lose funding for projects from some sources. Since the benefits of watershed restoration projects include watershed education, helping private landowners comply with existing natural resource laws and avoid regulation, and targeting funding to and creating natural resource jobs in local communities, reducing permitting delays contributes to the sustainability of local communities.

# E. Oregon Plan Information System Strategy

In 2003, the OWEB Board adopted an Information System Strategy to support implementation of the Oregon Plan for Salmon and Watersheds and the OWEB Strategic Plan. The Strategy outlines a framework for creating a natural resource information system that supports informed decision-making at local, basin, and statewide levels. Key components of the proposed system are a web portal, data, tools, expertise, and user involvement.

The Strategy was developed in collaboration with Oregon's other natural resource agencies, the Oregon State University Institute for Natural Resources, and the State Department of Administrative Services. This Strategy has great potential for making vast amounts of natural resource information available in a format that allows integration of different data sets for broad purposes. It is anticipated that most state natural resource agency or Oregon Plan data or planning documents, such as a future statewide Conservation Plan, would be made available through this system. Wide-scale integration of natural resource data has never been accomplished in Oregon, and holds great potential for supporting Oregon Plan implementation. Making this level of natural resource data available online will conserve resources, from paper to fossil fuels, as well as support more effective investments in environmental conservation.

# **Effect of Actions on Sustainability:**

Provision of integrated, watershed scale natural resource information on the web to support planning and decisionmaking will improve the quality and effectiveness of strategic watershed protection and restoration efforts. Accessibility of this kind of information by web portal will also significantly reduce the use of paper and travel.

#### **Barriers to Implementation:**

Due to the State's ongoing budget challenges, there is currently no funding in the State budget to implement the Oregon Plan Information System Strategy. Once State revenues increase, OWEB will work with the Governor's office and the State Legislature to assess whether both state and federal funding may be available to implement this strategy.

# V. FUTURE SUSTAINABILITY ACTIONS

In the next year, OWEB commits to the following actions to increase OWEB's contribution toward sustainability in the State of Oregon:

# A. Project E2 (Environment and Economy)

GOAL: Develop a model for sustained investment in watershed restoration on a basin scale founded on the connection between healthy watersheds and thriving communities, and in doing so create new opportunities for innovation, local partnerships, and funding collaboration that cannot be readily achieved by the agency's current incremental funding of individual restoration projects.

#### **Action:**

The core mission of OWEB is firmly grounded in the triple bottom line of sustainability — watershed health, economic vitality, and social/community equity. The link between the individual restoration investments and local economies in Oregon is clearly established, as is the connection between those investments and long-term functioning conditions in watersheds that are necessary to sustain a working landscape. Furthermore, significant progress has occurred in assessing watershed conditions and developing action plans identifying key restoration priorities in portions of, or all of, each of the 15 Oregon Plan basins in the state. This work is already helping to strategically target funds so that community-sponsored restoration projects play an important role in addressing State natural resource policy goals.

The connection of restoration work to the long-term health of local economies, however, remains an isolated consequence of OWEB's individual project funding decisions. The economic significance of annual investments in excess of \$13 million for on-the-ground projects and approximately \$7 million to activities supporting the planning, monitoring, and capacity building is neither well understood nor widely associated as a product of the OWEB grant program.

The Project E2 Initiative is intended to examine the potential benefits of multi-year funding of regionally sponsored watershed restoration initiatives that incorporate multiple project components, partners, funding sources, and community involvement to accomplish an agreed upon set of outcomes that address key restoration objectives for a specific basin. The Project would aim to accomplish OWEB's core mission, but with an emphasis on accentuating the linkages between each of the components of the triple bottom line of sustainability.

# **Effect of Actions on Sustainability:**

Currently, the majority of watershed restoration grant applications OWEB receives involve a single restoration project on one site, and anticipate being completed within one season. The planning, project design, and any related education or effectiveness monitoring are not all included in the grant award, and may happen long before or after the project is implemented. This approach favors seasonal, part-time job creation, rather than longer-term, full-time job creation, and often misses opportunities to incorporate public awareness, education, and effectiveness monitoring into project implementation. It is hoped that actively seeking longer-term, comprehensive project proposals will encourage applicants to begin to plan projects at this

larger scale, providing significant community education, workforce benefits, and long-term stewardship objectives. One component of this proposal may also be identifying and nurturing new or expanded economic engines for Oregon's watersheds that are premised on the concept of balancing social and economic desires and actions with long-term watershed health and environmental quality.

#### **Agency Collaboration:**

The E2 Initiative has significant potential for collaboration between OWEB and other state and federal agencies. For instance, collaborating with the Oregon Economic and Community Development Department on funding support for new or emerging watershed restoration businesses could leverage OWEB funds with economic development funds, and ensure that funds are strategically targeted to communities of need and businesses with sound business plans. There are numerous other potential public and private collaborations that could leverage this project and increase its effectiveness which the OWEB Board will explore as it discusses this project further.

TARGET: Within the next year, reach consensus by the OWEB Board on whether to proceed with funding one or two pilot projects to implement this initiative.

# B. Increase the Long-Term Sustainability of Watershed Restoration Efforts

# **GOAL:** Foster the Development of Sustainable, Long-Term Community Watershed Groups.

#### **Action:**

Community watershed groups are the mechanism for delivering on the state's commitment to the long-term sustainability of watersheds. Watershed groups began to form in Oregon during the 1980s. The majority of groups formed during the 1990s, and are now facing the challenge of maturing from start-up groups to become strong, stable, long-term organizations. Perhaps the most important sustainability goal for OWEB is to ensure well-functioning, community-supported watershed groups around the state that will, over the long term, foster dialogue about and act for the protection and restoration of their individual watersheds. These groups not only restore watershed function to its natural range of variability, but provide a forum for local democratic discussion and input regarding local, state, and federal policy decisions. Their efforts also act as a stimulus for local watershed restoration job creation and retention.

To make progress toward achieving this goal, OWEB has already taken one significant action. In 2001, OWEB created a template for self-evaluation by a watershed council to determine how well they are functioning and the changes that should be made to process and structures to improve function. The OWEB Board has made biennial completion of a self-evaluation a requirement for watershed councils receiving support from OWEB, and assisted councils performing self-evaluations with advice and assistance finding a facilitator for the self-evaluation process.

The next step in fostering the development of strong, long-term local watershed organizations is the revision of OWEB's grant award criteria for Watershed Council Support grants to a merit-based system rewarding the highest-functioning councils. In 2004, the OWEB Board will adopt merit-based watershed council evaluation criteria that provides a higher level of funding to watershed councils that have established diverse partnerships, accomplished strategic watershed protection and restoration, and provide a positive forum for the discussion of natural resource management issues.

Coupled with merit-based evaluation criteria will be OWEB-sponsored training for watershed groups to increase their organizational capacity on issues such as fundraising, community outreach, mediation, fiscal management, and Board development.

#### **Effect of Actions on Sustainability:**

Providing both incentives and training to watershed groups to improve organizational capacity will help increase the number of strong, stable groups who will be sustainable over the long term as a delivery mechanism for community-based watershed restoration and protection.

TARGET: OWEB Board adoption in 2004 of merit-based watershed council evaluation criteria for capacity funding, and provision of significant training opportunities for watershed councils throughout the state on capacity-building issues.

# C. Regional Collaboration on Effectiveness Monitoring

GOAL: Increase collaboration on, and integration of, local, state, federal, and sovereign watershed monitoring efforts in the Northwest.

#### **Action:**

The composition of the OWEB Board is singularly unique among natural resource agency boards and commissions. In addition to five citizen appointments, the OWEB Board is comprised of members representing four federal natural resource agencies (U.S. Forest Service, Bureau of Land Management, U.S. Environmental Protection Agency, and NOAA Fisheries), a representative of each of Oregon's natural resource boards and Commission (Agriculture, Water Resources, Environmental Quality, Forestry, and Fish and Wildlife), a representative of OSU Extension, and a representative of an Oregon tribal government. OWEB is planning to leverage this broad membership of interests in tandem with our counterpart, the Washington Salmon Recovery Funding Board, by convening a regional forum to highlight opportunities for coordinating investments and protocols for monitoring watershed restoration and salmon recovery on both private and public lands in the region.

If successful, this initiative will bring together the key decision makers on natural resource issues in the region seeking commitment to participate in a long-term, integrated, leveraged approach to monitoring efforts in the Northwest. This effort has already started as an ad hoc committee of individuals from state and federal agencies with monitoring interests or responsibilities in the region who are informally coordinating resources and actions. The partnership however, is poised to become something more. This initiative to convene the policy level leaders of entities vested in monitoring the long-term effectiveness of watershed restoration efforts on public and private lands is the first step to formally ending the era of segregated, silo-based programs in favor of sustainable collaboration that will leverage resources and efforts to provide a more integrated depiction of the region's progress toward meeting recovery and restoration objectives. It is hoped that this forum will be the first of several focusing on issues of importance to all the participants.

# **Effect of Action on Sustainability:**

A step toward ending the era of segregated, silo-based programs in favor of sustainable collaboration that will leverage resources and efforts to provide a more integrated depiction of the region's progress toward meeting recovery and restoration objectives.

TARGET: Obtain commitments in 2004 from the State of Washington, federal partners, and inter-jurisdictional partners to coordinate watershed monitoring efforts.

# D. Development of Restoration and Land Acquisition Priorities

GOAL: Develop priorities for funding watershed restoration and land acquisition projects to invest state funding more strategically and effectively.

#### **Action:**

During 2004, OWEB will begin to apply broad principles of watershed function improvement prioritization and apply them to the results from existing watershed assessments. Basin scale restoration investment priorities will be developed using the principles and local watershed assessments. We anticipate completion of priorities for two basins in early 2004 as demonstration pilots, and plan to complete priorities in 12 of 15 basins by 2005. Establishment of restoration priorities will target expenditures more strategically and provide enhanced accountability and opportunity for leverage of private foundation funds. This work will also dovetail with the State Conservation Plan that is being developed by ODFW and the Governor's Natural Resource Cabinet.

In the next year, the OWEB Board plans to establish priorities for evaluating land acquisition investments that will complement the development of restoration priorities. Key biological attributes will be identified for each of the 15 Oregon Plan basins to help strategically focus OWEB's consideration of applications for land acquisitions. This narrowing of OWEB's acquisition program will provide more continuity and strategic significance to those projects funded using Measure 66 funds. This work will also be coordinated and consistent with the anticipated State Conservation Plan.

# **Effect of Action on Sustainability:**

The development of watershed restoration and land acquisition priorities will enable OWEB to strategically invest limited funds more effectively, and could serve to focus the efforts of OWEB's partners more strategically, leading to greater success in the restoration of naturally functioning watersheds.

TARGET: Adoption of land acquisition priorities for conservation in the 15 Oregon Plan basins in 2004, and watershed restoration priorities in two pilot Oregon Plan basins in 2004.

# VI. CONCLUSION

Development of this Sustainability Plan is only the beginning. Despite the direct link between OWEB's mission and increasing sustainable behavior among the citizens of Oregon, the leadership of Governor Kulongoski and the Sustainability Board has pushed us to think again about what OWEB can do to improve the triple bottom line. This will inform not only the specific sustainability initiatives OWEB has committed to above, but our strategic plan and everyday actions. A community, its economy, and the health of the watershed in which it is located are inextricably linked. Without the success of one, the others fail. Together, they are stronger than the sum of their parts. We look forward to implementing these initiatives, and improving on them, and the sustainability of the communities we invest in, over the long term.