

Exhibit A

**Review of Local Watershed and
Salmon Recovery Groups in Puget
Sound; Volumes 1 and 2**

REVIEW OF LOCAL WATERSHED AND SALMON RECOVERY GROUPS IN PUGET SOUND

November 2014

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EXECUTIVE SUMMARY

The 2014 State supplemental budget directed the Puget Sound Partnership (PSP or the Partnership) to “collaborate with interested parties to review the roles of local watershed and salmon recovery organizations implementing the action agenda, and provide legislative, budgetary, and administrative recommendations to streamline and strengthen Puget Sound recovery efforts.” The Legislature directed that the work must include coordination with the Hood Canal Coordinating Council, marine resources committees, including the Northwest straits initiative, regional fisheries enhancement groups, local integrating organizations, lead entities, and other county watershed councils, as well as representatives of federal, state, tribal, and local government agencies. This report is the product of the collaborative review requested by the Legislature.

The report makes five points described in a series of findings and recommendations, as follows.

1. Local watershed and salmon recovery groups and how they are working together on ecosystem recovery are described. (See background and findings 1-6.)
2. Options to condense, combine, and reorganize groups were explored and we concluded that, at this time, a top-down effort to immediately restructure, consolidate, or eliminate types of local watershed and salmon recovery groups is not likely to streamline or strengthen Puget Sound recovery, and, instead, is likely to distract significantly from the necessary work. Better alignment and integration is necessary and should start now. (See findings 7-11 and recommendation 3.)
3. There are fundamental issues related to a lack of reliable connections between recovery needs and priorities and land, water, and transportation planning and management decisions and decision makers; effectively and respectfully forging these connections is crucial to streamlining and strengthening Puget Sound recovery. (See finding 12 and recommendation 1.)
4. Recovery efforts are significantly underfunded. (See finding 13 and recommendation 2.)
5. We can and should do better at aligning and integrating watershed and Puget Sound scale coordination and collaboration efforts and groups, directing money efficiently to the highest priorities, and deliberating and making the difficult decisions that must be reached if we are to achieve the goals of a healthy, sustainable Puget Sound that supports environmental, social, and economic balance for current and future generations. This includes better integration of salmon and Puget Sound recovery efforts and groups. (See findings 7-11 and recommendation 3.)

The report lays out a deliberate, four-part process to move toward greater alignment and integration over time:

- Strengthen Puget Sound recovery backbone structures to serve as effective forums for integration of salmon and Puget Sound strategies and actions, identification of multi-benefit strategies and priorities, and as foundation for better alignment and integration of watershed groups. This involves significant work to strengthening both the Ecosystem Coordination Board and the LIOs.
- Implement targeted improvements to the boundaries between Chinook salmon recovery plan watershed and salmon recovery Lead Entities to support better alignment and integration over time, and targeted work to clarify roles of Chinook recovery watershed leads and lead entities.

- Call on and support each watershed in conducting a self-evaluation to identify opportunities for better integration and alignment between existing watershed-scale groups given the unique circumstances in each watershed.
- Reassess opportunities for integration (and consolidation) at the watershed and Puget Sound scales as the ECB and the LIOs mature to play more effective roles.

Many of the ideas raised in this review could represent a significant departure from how salmon and Puget Sound recovery are currently carried out. Full exploration of these ideas and creation of more specific sequenced paths forward that are respectful, build on the foundation of current capacities and success, and can be broadly supported, will take time. They also will require vetting and on the ground refinement in the watersheds and through the Puget Sound scale salmon and ecosystem recovery structures. This report identifies the issues to be resolved, lays out the first steps, and suggests that the Partnership, working with Leadership Council and the Governor's Salmon Recovery Office, and through the ECB and the Salmon Recovery Council, lead this effort.

Ross Strategic was retained by the Partnership to carry out this review. Information was gathered through a combination of literature and document review, interviews, and an electronic survey which was broadly distributed to participants in local watershed and salmon recovery groups. A group of 12 individuals with experience and expertise with the different types of groups helped to frame and direct the project and reviewed project documents including draft findings and recommendations. Any insight in these findings and recommendations is a direct result of the participation of numerous individuals who are working in the trenches on Puget Sound recovery, and are committed to its outcomes; errors and omissions are our own.

SUMMARY OF RECOMMENDATIONS

1. Increase connectivity between recovery needs and key land, water, and transportation management decisions and decision makers in local jurisdictions; and stand by the land and water use decisions we've made.
2. Increase funding for recovery efforts including monitoring, and provide stable and reliable capacity funding for watershed groups.
3. Better align and integrate groups at the watershed and Puget Sound scales, direct money more efficiently to the highest priorities, and improve our ability to deliberate and make difficult decisions.
 - 3A. Create a backbone structure for integration of salmon and Puget Sound recovery at the watershed and Puget Sound scales.
 - 3A1. Expand the membership of the ECB, and give it additional responsibility to serve as a consensus decision making body advising on the full range of issues related to how best to achieve Puget Sound recovery and implement the Puget Sound Action Agenda, and provide additional support to carry out this role.
 - 3A2. Establish LIOs in statute and work toward independent, fully integrated groups.
 - 3A3. The Puget Sound Leadership Council should convene a conversation about establishing a Puget Sound leadership academy, or other mechanism, to provide training and mentoring for service leadership in the watersheds.
 - 3B. Encourage greater alignment of groups within watersheds.
 - 3B1. The Partnership should work with Lead Entities and LIOs to create a roadmap of the individual groups operating in each watershed and what they are working on to support better alignment, cooperation, and integration.
 - 3B2. Align Lead Entity boundaries with Chinook recovery plan boundaries in the places where they do not already match, and develop best practices for coordination of the Lead Entity and Chinook Salmon recovery plan watershed lead roles.
 - 3C. Simplify administrative processes and increase availability of expert and technical support for watersheds to help recovery investments go farther.
 - 3C1. The ECB should make recommendations to simplify administrative processes related to funding and reporting, and for permitting of restoration projects.
 - 3C2. The ECB should make recommendations on how to increase the availability of technical and expert help to watersheds.
 - 3C3. The ECB should develop and recommend a mechanism to support watersheds in sharing lessons learned and developing common agendas.
 - 3C4. The ECB should reexamine the role of the Puget Sound Partnership Ecosystem Recovery Coordinators and make recommendations about how best to deploy these resources to best meet the needs of both the watersheds and the Partnership.
 - 3D. Tell a clearer story about how salmon and Puget Sound recovery are working together to aid in direction of money to the highest priorities.
 - 3D1. The Partnership should create a clear, integrated picture of regional goals, targets, and planning efforts.
 - 3D2. Support efforts that help entities involved in salmon and Puget Sound recovery identify and communicate shared interests.
 - 3D3. The Partnership should work with local and tribal jurisdictions and LIOs to create spatially explicit, specific, realistic, sequenced expectations about each geography's contributions to salmon and Puget Sound recovery.

INTRODUCTION AND PURPOSE OF THIS EFFORT

The 2014 State supplemental budget directed the PSP to “collaborate with interested parties to review the roles of local watershed and salmon recovery organizations implementing the action agenda and provide legislative, budgetary, and administrative recommendations to streamline and strengthen Puget Sound recovery efforts.” The Legislature directed that the work must include coordination with the Hood Canal Coordinating Council, marine resources committees, including the Northwest straits initiative, regional fisheries enhancement groups, local integrating organizations, lead entities, and other county watershed councils, as well as representatives of federal, state, tribal, and local government agencies. The Partnership hired Ross Strategic to carry out this review.

Scope, Methodology, and Limitations

This effort was focused on collaborative review of the watershed and salmon recovery groups named in the Legislative proviso: the Hood Canal Coordinating Council, marine resources committees, including the Northwest straits initiative, regional fisheries enhancement groups, local integrating organizations, lead entities, and other county watershed councils, as well as representatives of federal, state, tribal, and local government agencies. It was oriented towards a higher-level review of groups’ purposes and structures; it did not seek to inventory or test the individual performance of individual groups, in the individual watersheds.

Information for the review was gathered through a combination of telephone and in-person interviews, an on-line survey, and literature/document review.

- 11 “project framers”—individuals with experience and expertise with the different types of groups—helped frame and direct the project; this included being interviewed for the project and review of draft findings and recommendations.
- Telephone interviews were carried out with 12 representatives of local watershed and salmon recovery groups.
- An online survey was broadly distributed to individuals involved with local watershed and salmon recovery groups. 186 responses were received.

Does Watershed-based Collaboration Work?

Literature on watershed-based approaches is rife with reviews of best practices for supporting and achieving successful collaboration, but lacking in studies that test whether watershed-based collaboration produces better, or faster, ecological outcomes, and studies which tease apart what elements of collaborative approaches are correlated with better ecological outcomes. However, this may be changing. A recent study examines the Oregon Watershed Enhancement Board and evaluates data on 2500 grants to local watershed management councils along with 20 years of monthly water quality data from 141 sampling sites. This finds that increased funding support for non-profit watershed council education and outreach actions are strongly linked to water quality improvements, and that support for administration of local watershed councils, and for scientific and technical activities, also are “associated with improved water quality over longer time periods.”*

* Scott, Tyler, *Is collaboration a good investment? Modeling the impact of government support for nonprofit collaborative watershed management councils*. Evans School of Public Affairs, November 2014.

Lists of interviewees and the interview guide are in Appendix E, survey questions in Appendix E, and a project bibliography are in Appendix H.

Information was coded and organized in an analytic software package called Dedoose. A draft report was provided to project framers for review and their comments were addressed. In addition, for quality control, the project team conducted a “desk audit” of the draft report, in which a senior evaluation practitioner independently reviewed the evidence, formed his own outline of major findings and points, and then reviewed the draft report for fidelity to the evidence. The desk audit found the report to be consistent with the data collected for the review and with review standards of practice.

During the review a question was raised about the effectiveness and performance of watershed groups. We did not conceive of this review as a formal performance evaluation of each individual watershed-scale and Puget Sound scale group. Looking only at the main groups named in the Legislative proviso there are more than forty. An effort to evaluate the performance of each of them would involve substantial additional investment and time, and require agreement on the evaluation criteria to be used. For some groups, such as salmon recovery lead entities, where the group’s purposes are clearly established in statute one can imagine an evaluation against the statutory criteria. For other groups, such as local integrating organizations, one would first have to distill the evaluation criteria. (We recommend hallmarks of a fully integrated, functioning LIO in recommendation 3A.) A comparative analysis of group performance likely would require controlling for factors that are uneven across groups, such as funding, and the numbers of jurisdictions groups are working to harmonize.

Many of the ideas raised in this review could represent a significant departure from how salmon and Puget Sound recovery are currently carried out. Full exploration of these ideas and creation of more specific sequenced paths forward that are respectful, build on the foundation of current capacities and success, and can be broadly supported, will take time. They also will require vetting and on the ground refinement in the watersheds and through the Puget Sound scale salmon and ecosystem recovery structures. This report identifies the issues to be resolved and lays out the first steps, and suggests that the Partnership, working with Leadership Council and the Governor’s Salmon Recovery Office, and through the ECB and the Salmon Recovery Council, lead this effort.

A Brief Note on Terminology – What Do We Mean by “Watershed”

This report uses the shorthand of “watershed” to describe the geographic area of interest of a variety groups that have organized themselves around the physical and biological structures of the ecosystem. Different types of groups in Puget Sound are organized using different watershed boundaries.

Oxford provides a definition of watershed as “the whole gathering ground of a river system.” EPA quotes John Wesley Powell in its discussion of watersheds: “[a watershed is] that area of land, a bounded hydrologic system, within which all living things are inextricably linked by their common water course and where, as humans settled, simple logic demanded that they become part of a community.” Watersheds can be subdivided to create different geographic scales and reflect different geographic interests.

In the Puget Sound we have identified a variety of “watersheds.” The Puget Sound has an overarching watershed, often referred to as the Puget Sound Basin. This can be subdivided into smaller individual watersheds along major rivers and again along smaller streams and drainages. The geographies most people mean when they use the term

“watershed” are those identified by Washington State Department of Ecology in 1999 as Water Resource Inventory Areas (WRIA). There are twenty WRIA in the Puget Sound Basin.

These “gathering grounds” for river systems do not always match where people have chosen to organize themselves into governments: in fact, watershed and county boundaries often do not match.

Because the political and watershed boundaries don’t always match, local jurisdictions often must reach out to a number of groups for advice in different parts of the county that lie in different watersheds.. Similarly, watershed groups must attempt to reach and influence decision making in a number of political jurisdictions in order to cover the breadth of their area of geographic interest. Watershed-level groups have become adept at working within and across political jurisdictions, and Local Integrating Organizations (LIOs) hold the promise to create forums that more fully integrate and harmonize interests across watershed and political boundaries. City and county governments also have found nimble ways, such as inter-local agreements, to work and collaborate on ecological issues across jurisdictional boundaries.

Figure 1 shows county boundaries compared to WRIA boundaries.



Figure 1: County Boundaries Compared to Water Resource Inventory Area Boundaries

Background – A Short History of “Watershed” Planning in Puget Sound

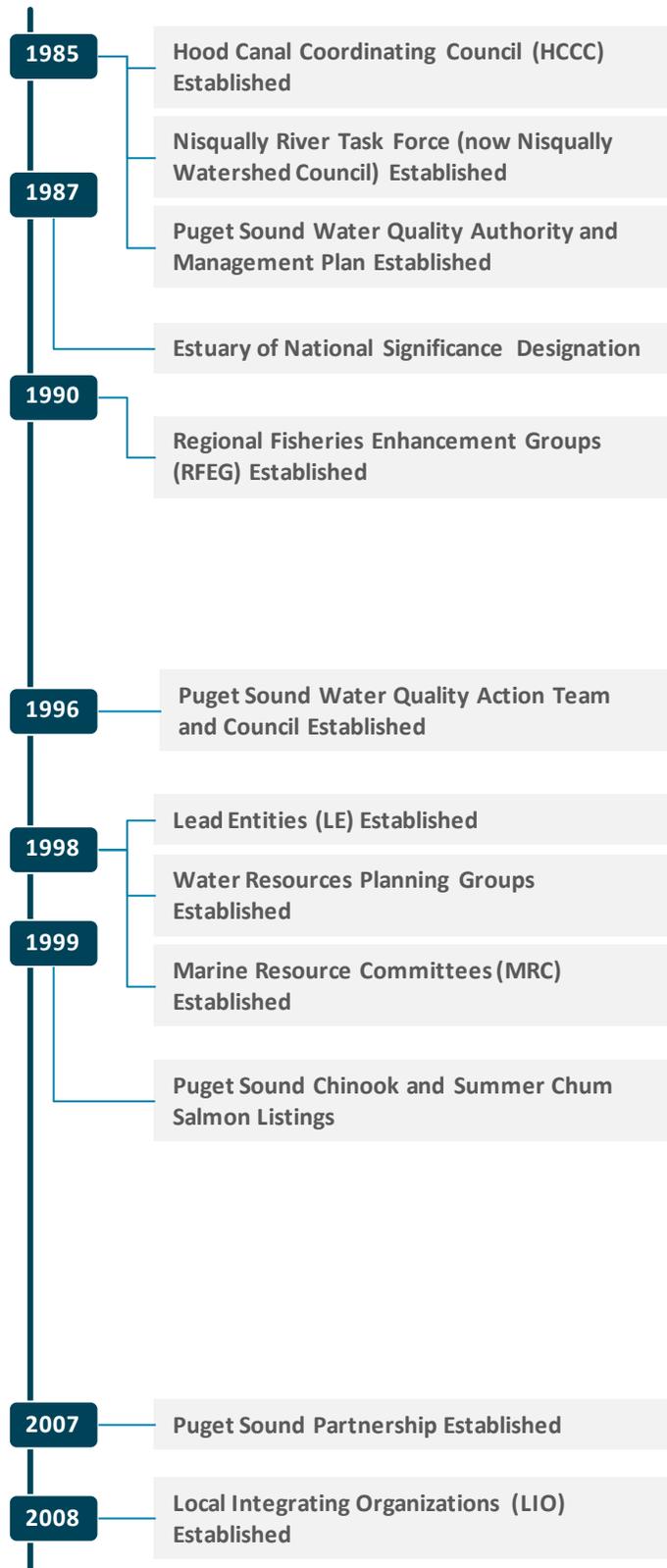
It is difficult to pinpoint the beginning of watershed planning in Puget Sound. The Hood Canal Coordinating Council (HCCC) was formed in 1985 under provisions of the Interlocal Cooperation Act, to “improve regulatory decision-making and policy review by providing a forum for discussion of regional water quality related issues affecting Hood Canal.” The Nisqually Watershed Council (then the Nisqually River Task Force) was formed in 1985 to provide technical assistance and policy guidance in the preparation of an overall management plan for Nisqually River stewardship. The Nisqually and Hood Canal councils are the oldest watershed councils west of the Mississippi River.

Since the formation of the HCCC and the Nisqually Watershed Council in the mid-1980s numerous watershed groups have been authorized into being in the Puget Sound Basin.

In the late 1980s the Legislature established the ***Puget Sound Water Quality Authority and Management Plan***. The Management Plan outlined eight areas for prevention and called for the formation of local watershed committees to prepare action agendas and prioritize pollution prevention projects within their watersheds. By 1989 a number of “early action” watersheds had established ***watershed councils*** for this purpose, and some of those groups remain active today.

In 1987 Puget Sound was designated an ***Estuary of National Significance*** under the National Estuary Program

In 1989 The Legislature established Regional Fisheries Enhancement Groups to enhance and expand salmon populations in support of recreational fishing via habitat restoration



projects, fish supplementation assistance, and community education. There are seven **Regional Fisheries Enhancement Groups (RFEGs)** in Puget Sound, organized along county lines.

In 1996 the authorizing legislation for the Puget Sound Water Quality Authority expired and the Legislature created the **Puget Sound Water Quality Action Team** and the **Puget Sound Council** as replacements.

In 1998 the Murray-Metcalf Commission, headed by two Washington State members of Congress, created the **Northwest Straits Marine Conservation Initiative** (NWSI) which established the framework for the **Northwest Straits Commission** and Marine Resources Committees. MRCs bring together scientists and community volunteers to address local threats to the marine and nearshore environment. There are seven **Marine Resources Committees (MRCs)** in the northern part of Puget Sound, organized along county lines.

In 1999 Puget Sound Chinook, Hood Canal Summer chum, and bull trout were listed under the Federal Endangered Species Act.

Also in 1999 in the Legislature established, under separate statutes, both (1) **water resource inventory planning processes and groups** (RCW 90.82) and (2) **salmon recovery planning processes and groups** (RCW 77.85) calling on the state to “coordinate and assist in the development of salmon recovery plans for evolutionarily significant units” Seven Puget Sound watersheds completed water resource plans, and **fifteen salmon Lead Entities** were established in the Puget Sound Basin. Each Lead Entity convenes a citizen and a technical advisory committee to develop and prioritize a watershed-scale list of salmon habitat restoration projects.

Shortly after Lead Entities were established, the Shared Strategy for Puget Sound emerged. **Shared Strategy** was a grassroots planning group consisting of local watershed stakeholders. The group was created in an effort to “. . . build a practical, cost-effective recovery plan endorsed by the people living and working in the watersheds of Puget Sound¹.” Shared Strategy worked with watersheds to create **fourteen watershed-specific salmon recovery chapters** which were combined into the Puget Sound Chinook Salmon Recovery Plan (SRP) adopted by NOAA in 2007.² At the same time the HCCC developed the recovery plan for Hood Canal and Eastern Strait of Juan de Fuca Summer Chum; the plan was completed in 2005 and was adopted by NOAA in 2007.

In December 2005 Governor Christine Gregoire appointed an advisory commission of 22 prominent leaders, called the Puget Sound Partnership, to re-examine our approaches to salmon and Puget Sound recovery. The advisory commission spent a year studying the scientific, geographical, political and funding issues behind the Sound’s environmental problems. In December 2006 they made recommendations including: increased accountability and a new governance structure, better integration of science, a long-term public education effort, and a renewed focus on how to pay for the large-scale actions necessary for Puget Sound recovery.

In 2007, acting on the advice of this group, the Legislature created the **Puget Sound Partnership** to “oversee the restoration of the environmental health of Puget Sound by 2020.” The Partnership replaced the Puget Sound Water Quality Action Team and became the new entity responsible for the Puget Sound Management Plan, which became the Puget Sound Action Agenda. In the same statute, the Legislature established the **Puget Sound Leadership Council**, the **Ecosystem Coordination Board**, and the **Puget Sound Science Panel**. It established **seven “action areas”** and directed the Partnership Executive Director to “[work] with the board representatives from

¹ Puget Sound Partnership website, status of salmon recovery: http://www.psp.wa.gov/SR_status.php

² Puget Sound Partnership website, status of salmon recovery: http://www.psp.wa.gov/SR_status.php

each action area . . . for the purpose of compiling the existing watershed programs relating or contributing to the health of Puget Sound.”

In late 2008 a task force of state agencies, tribal governments, counties and cities provided recommendations to enhance local implementation of the Action Agenda. This document coined the term “**Local Integrating Organization**” and called for “a local structure and process that facilitates integration of the efforts of all groups in each sub-area of Puget Sound.” Building on these recommendations the Puget Sound Leadership Council has recognized **nine LIOs**.

Also in 2011, the U.S. EPA selected five state agencies (the Departments of Ecology, Fish and Wildlife, Commerce, and Health, and the Puget Sound Partnership) and the Northwest Indian Fisheries Commission as **Lead Organizations** to implement six-year strategies to protect and restore Puget Sound.

Throughout Washington, implementation of salmon recovery plans is overseen by **regional recovery organizations**. In 2007 the PSP was established as the regional recovery organization for Puget Sound. It is the only regional salmon recovery organization that is also a state agency. PSP is advised by the **Puget Sound Salmon Recovery Council**, a basin-wide group that meets regularly to develop salmon recovery guidance and policy. The HCCC is the regional recovery organization for Hood Canal and Eastern Strait of Juan de Fuca summer chum salmon.

Finally, in addition to state-led watershed-based processes, over time, as local and regional needs became apparent, numerous locally-based watershed-based groups were created—for example, “friends” groups. Conservation Districts and special purpose districts (such as shellfish and lake improvement districts) play their own roles in ecosystem protection and recovery, and a separate coordinating structure (the EcoNETS) serves watershed and Puget Sound scale education and outreach groups. Appendix A provides a brief narrative history of watershed planning in the Puget Sound Basin. Appendix B contains more detailed descriptions of each type of watershed group named in the proviso and a map of where groups operate in Puget Sound.

FINDINGS

The Legislative proviso directed a collaborative review and development of recommendations to streamline and strengthen Puget Sound recovery. We gathered information and sought to collaborate with watershed and Puget Sound scale groups through interviews and an online survey.

In the interviews we asked a series of questions about roles and functions of groups, structure and maturity of groups, how groups work together, and interviewees' ideas about how to streamline and strengthen Puget Sound recovery. The interview guide is attached in Appendix D. The on-line survey was broadly distributed to leaders, coordinators, and participants in watershed scale and Puget Sound scale groups, as well as to state and federal agency staff. Survey questions are attached in Appendix E. Interviewees and survey respondents represented the full range of groups identified in the Legislative proviso.

Appendix F describes the results of the interviews and the survey. The interviews and survey are the primary evidence from which this report draws. We also carried out a literature review. The bibliography is in Appendix H.

This section, findings, describes our synthesis of this information obtained in interviews, the survey, and through the literature review. In places we have carried forward or reiterated information from the survey and interviews results to further illustrate or support a point. Quotes from interviews and survey responses also are used.

I. There is continued and widespread support for local, geographic-based “watershed” approaches

“The Lead Entity process and the process for capital project development and implementation may be the best in the country in terms of community involvement, science driving, links to a strategic recovery plan with independent science review. The system is really effective at finding and funding the best projects out there.”

“In northern Puget Sound we rejected a proposal to have a national marine sanctuary and became the first state in the nation to develop a home grown alternative with the NW Straits Initiative.”

The salmon recovery work in Puget Sound sometimes is credited with coining the phrase “the Washington Way.” The Washington Way describes a recognition that individual communities are best positioned to bring together people to solve problems in their geography, and a preference for solving complex issues from the grassroots up. Our review reinforced what others have observed before: there is continued support for solving complex environmental problems—such as salmon and Puget Sound recovery—through reliance on broadly-convened local and watershed-based groups to develop a robust understanding of local issues, bring together and harmonize local interests, and develop and implement effective and locally-supportable strategies and actions.

Interviewees and survey respondents from each type of group and from state and federal agencies emphasized to us that, in their view, while there are opportunities for improvement and efficiencies, overall, the process is not broken. Respondents also advised that care should be taken not to disrupt the work and relationships of groups that are creating the local understanding, good will, and authorizing environment for recovery investments. We were told that alternatives to watershed-based approaches likely would not make scientific or social sense.

2. Separate groups for Puget Sound and salmon recovery

There are separate groups for Puget Sound recovery coordination and collaboration and for salmon recovery coordination and collaboration at both the watershed and Puget Sound scales. In general, each Puget Sound watershed is represented by both (1) a salmon Lead Entity, which includes a technical and a citizens advisory committee, and is responsible for producing a watershed-based prioritized list of habitat restoration projects; and (2) a Puget Sound LIO, which usually includes a decision-making (or executive) committee and a citizen and/or technical advisory committee and is responsible for producing a list of local priority Puget Sound protection and restoration projects to include in the Action Agenda.

The fact of separate groups for Puget Sound and salmon recovery seems to be largely a result of timing—the salmon recovery groups were created first when the ESA listings occurred, and the Puget Sound groups came later, with the inauguration of the PSP. It also may be a result of the separate accountability structures between the two efforts. The salmon recovery effort is largely accountable to NOAA, which is the federal decision maker on the adequacy of recovery plans and efforts, makes decisions about ESA listings for Puget Sound salmon, and is responsible for administering Federal salmon recovery funding. The U.S. EPA (working with other Federal agencies including NOAA) is the federal decision maker on the adequacy of the National Estuary Program Comprehensive Conservation and Management Plan for Puget Sound (the Puget Sound Action Agenda) and is responsible for administering federal National Estuary Program funding.

The fact that the groups are separate does not automatically mean that they are uncoordinated or working at cross purposes. It does point to a need for individual watersheds to check their structures to ensure that they are efficiently and effectively producing salmon recovery and Puget Sound recovery strategies and decisions that are mutually reinforcing and consistent, and to identify opportunities for closer alignment and integration of groups. (See recommendation 3B.) It also points to an opportunity to create a structure to foster closer integration of Puget Sound scale groups over time (See recommendation 3A.)

We note that discussions about integration and consolidation of groups can be troubling to people who are highly invested and committed to doing the work of recovery through the structure they operate in. Many of the ideas raised in this review could represent a significant departure from how salmon and Puget Sound recovery are currently carried out. A deliberate process, such as recommended here, gives time to for full exploration of these ideas and creation of specific, sequenced paths forward that are respectful, build on the foundation of current capacities and success, and are broadly supported.

3. Functions to support ecosystem recovery

Drawing from interviews and survey responses, we identified a number of functions that must be filled to support ecosystem recovery at both the watershed and Puget Sound scales. These are:

- Convening and harmonizing of interests
- Integrating of jurisdiction departments, responsibilities, and decision making (e.g., ensuring the “planning people” talk with the “salmon people” or the “stormwater people” talk with the “Puget Sound people”)
- Creating a shared, science-based, understanding of challenges and opportunities (e.g., what are the main pressures on ecosystem functions; what are the limiting factors for salmon recovery)
- Identifying potential recovery projects (e.g., habitat restoration, stormwater management, etc.)
- Prioritizing potential recovery projects and decision making

- Sponsorship and implementation of recovery projects (e.g., on-the-ground construction of restoration and other projects)
- Project implementation monitoring (e.g., is the project still there three years later? Is it still working?)
- Watershed and Puget Sound scale effectiveness monitoring and adaptive management (e.g., are the projects producing results)
- Education and outreach—building the authorizing environment and support for action
- Coordination and deployment of volunteers
- Empowering stewardship of resources
- Representing local interests to regional coordination, policy-setting, and decision-making bodies, and factoring regional priorities into local priorities and decisions

These functions are needed around the full suite of ecosystem and salmon recovery issues, and around integration of these issues with local decision making and responsibilities for growth management, floodplains, critical areas, transportation, storm and surface water management, community and economic development, and maintenance of natural resource based industries such as agriculture, shellfish, recreation, tourism, and timber production.

These functions also are needed at both the watershed scale to develop and implement local priorities, and at the Puget Sound scale to develop priorities at the scale of the full estuary. Collaboration and coordination between watershed-scale and Puget Sound-scale efforts is critical to ensure resources are focused on the highest priorities and efforts are effectively sequenced and mutually reinforcing.

● Best Practices for Watershed-based Collaboration

In 2002 the National Policy Consensus Center conducted a process to “identify lessons learned from successful watershed initiatives and develop recommendations... on ways to enhance and use the effectiveness of watershed partnerships.” This report identifies twelve lessons learned for state officials involved in watershed partnerships, which should be kept in mind as the Partnership works with local groups to strengthen the backbone organizations in Puget Sound. They are:

- Conveners of collaborative groups are extremely important.
- A diverse, inclusive group of stakeholders is required to achieve success.
- Be wary of under-represented interests in watershed collaboration.
- Watershed groups usually need commitments from appropriate state and federal agencies.
- Leveraging funds and other resources for meeting critical watershed needs increases with collaboration.
- Modest investments of state funds in organizational capacity building have a big payoff.
- States play a key role in assisting with scientific information, including the development of new data, to provide the factual basis for agreements.
- Monitoring and measurement of results and systematic evaluation are critical to ultimate success.
- States can assist local groups in developing needed watershed assessments and plans so that projects and actions address priority watershed problems.
- States can be part of agreements reached by consensus.
- Written agreements are essential, including commitments for state and federal participants.]
- Partnership agreements complement and help implement regulatory requirements rather than supplant them.*

* National Policy Consensus Center, *Watershed Solutions Collaborative Problem Solving for States and Communities*, 2002.

4. Groups play different roles and fulfill different functions

“Maybe the biggest factor coming out of the report will be a roadmap of who each group is and what they do.”

Drawing from the interviews and survey responses, we created three broad categories for Puget Sound and salmon recovery groups: 1) **watershed-scale** coordination, collaboration and “backbone” functions; 2) **regional-scale** coordination, collaboration and backbone functions; and 3) project-scale coordination and implementation (or “**project sponsors**”). See Figure 2, below.

The main **watershed-scale** coordination and collaboration groups include the Lead Entities (for salmon recovery), and LIOs (for broader Puget Sound recovery issues), Water Resource Planning Groups, and watershed councils, where they exist also provide watershed-scale coordination and collaboration. At the **Puget Sound-scale**, coordination and collaboration groups include the Puget Sound Salmon Recovery Council and the Ecosystem Coordination Board. There also are state-wide and regional coordination and collaboration groups that focus on providing support for specific types of watershed scale groups. For example, RFEGs have a state-wide coalition to support transfer of lessons learned and development of a common RFEG agenda; watershed leads and LIO Coordinators meet at the regional level to share information and lessons learned; the NW Straits Commission supports MRCs and provides technical support and training on marine and nearshore issues.

The main **project sponsor** groups include RFEGs, MRCs, land trusts, conservation districts, special improvement districts (such as shellfish districts), watershed councils and “friends of” groups. Many project sponsor groups, particularly RFEGs, MRCs and conservation districts, also are actively engaged in providing watershed-based education and outreach for adults and children, and in organizing and deploying volunteers in service of restoration and other projects. Tribal governments and local jurisdictions also sponsor projects. Project sponsor groups also provide an important measure of watershed-level coordination and collaboration in their areas of interest. Project sponsor groups are on the front lines of restoration efforts and can be well recognized in communities through their work on individual projects, volunteer coordination, and watershed based education. As project sponsor groups tend to be less-closely affiliated with state or local government agencies, they often lead conversations with land owners that help to frame, scope, and bring forward the next generation of watershed protection and restoration projects.

In a few cases individual watershed-based groups are specifically identified and chartered by the Legislature for specific responsibilities. This is the case with the Nisqually River Council (RCW 90.82) and the HCCC (RCW 90.88.020). Legislative chartering confers additional autonomy to the groups, and may allow them to act more independently on behalf of harmonizing interests to meet recovery goals in their geography. The HCCC and Nisqually Watershed Council have incorporated as independent non-profit entities, allowing them to hire their own staff, act as their own fiscal agent, and develop diversified sources of funding.³ In most cases, watershed-scale coordination or collaboration groups are not individually identified and chartered by the Legislature, and they are staffed or coordinated by tribal, city, or county employees.

Figure 2 describes in general terms how Puget Sound watershed and salmon recovery groups are fulfilling the ecosystem restoration functions and operating at different scales.

³ Other groups also are also are incorporated as non-profit entities, this is the case with the Puyallup Watershed Council. Each RFEG is its own non-profit entity.

Project Sponsors	Watershed Scale Coordination, Collaboration, and Priority Setting	Puget Sound Scale Policy, Coordination, Collaboration, and Priority Setting
<p>Regional Fisheries Enhancement Groups (RFEGs)*</p> <p>Enhance and expand salmon populations in support of recreational fishing via habitat restoration projects, fish supplementation assistance, and community education. One in each county.</p>	<p>LIOs</p> <p>Integrate local and tribal jurisdictions and interests to develop and implement Puget Sound recovery strategies.</p>	<p>Leadership Council and Ecosystem Coordination Board</p> <p>Policy setting and coordination and leadership bodies for Puget Sound recovery.</p>
<p>Marine Resources Committees*</p> <p>Bring together scientists and community volunteers to advise local government and address threats to the marine and nearshore environment. One in each county in northern Puget Sound.</p>	<p>Watershed Leads</p> <p>An individual responsible for implementation and adaptive management of the Chinook recovery plan chapter. Sometimes, but not always, the same as the watershed lead.</p>	<p>Salmon Recovery Funding Board**</p> <p>State wide policy setting and funding decision making board for salmon recovery.</p>
<p>Conservation Districts***</p> <p>Work with landowners to conserve land, water, forests, wildlife, and related natural resources. One in each county.</p>	<p>Lead Entities</p> <p>Convene citizen and technical committees and submit a yearly list of prioritized habitat restoration projects.</p>	<p>Salmon Recovery Council</p> <p>Regional policy setting and coordination body for Puget Sound salmon recovery.</p>
<p>Land Trusts***</p> <p>Work with landowners and local governments to protect and preserve land.</p>	<p>Watershed Councils</p> <p>Unevenly distributed, a term used to refer to a variety of groups. Some focus on water resource planning, others on water quality issues; others serve as salmon habitat citizen committees.</p>	<p>Northwest Straits Initiative</p> <p>Leads and coordinates Puget Sound marine resources committees.</p>
		<p>RFEG Coalition**</p> <p>Coordinates and supports RFEGs state wide.</p>

* Also provides education and outreach, and coordinates volunteers.

** Statewide

*** These groups were not named in the legislative proviso but were frequently described as important project sponsor groups

Figure 2: Primary Role of Each Group by Group Type

Overall, the strengths of each group as identified by respondents echo the role the group plays at the watershed or Puget Sound scale.

Table 1: Main Strengths of Groups Reported by Survey Respondents

What do you see as the main strengths of the group? Please select all that apply.	Lead Entity (n=54)	LIO (n=23)	Water Resource Planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Implementing salmon and ecosystem recovery projects on your own	65.8%	11.1%	0.0%	47.4%	100.0%	47.8%	45.0%
Evaluating potential projects and establishing local salmon and ecosystem recovery priorities	97.4%	66.7%	22.2%	68.4%	57.1%	69.6%	55.0%
Directly funding other local watershed and salmon recovery groups	23.7%	11.1%	11.1%	26.3%	0.0%	4.3%	35.0%
Influencing legislators and other stakeholders involved in Puget Sound recovery to support recovery efforts	36.8%	44.4%	44.4%	36.8%	28.6%	52.2%	20.0%
Organizing volunteer efforts aimed at salmon and Puget Sound recovery	7.9%	5.6%	22.2%	21.1%	100.0%	82.6%	15.0%
Aligning efforts of different groups working towards salmon and Puget Sound recovery to help make local decisions	50.0%	88.9%	44.4%	63.2%	14.3%	30.4%	40.0%
Providing science-based technical assistance and relevant local data to watershed and salmon recovery groups	63.2%	22.2%	55.6%	63.2%	28.6%	69.6%	55.0%
Other	0.0%	5.6%	11.1%	0.0%	0.0%	4.3%	20.0%

In 2011 John Kania and Mark Kramer published a paper titled *Collective Impact* in Stanford Social Innovation Review. The paper described a framework for thinking about roles and functions needed to bring communities together to optimize results on complex social issues. Since then, increasing attention has been given to the theory and implementation of “Collective Impact” for complex social and environmental problems. Kania and Kramer identify five conditions for collective impact: a common agenda, shared measurement system, mutually reinforcing actions, continuous communication, and backbone function.

The roles and functions for ecosystem recovery discussed above also can be described in terms of the five conditions for collective action, operating at a nested set of scales.

Table 2: Mapping of Puget Sound Watershed and Salmon Recovery Groups to Collective Impact Conditions.

	Watershed Scale	Puget-Sound Scale
Common Agenda	Chinook Recovery Plan chapters Habitat 3-year work plans Local Priority Actions	Puget Sound Chinook Recovery Plan Action Agenda for Puget Sound
Shared Measurement System	Needed at both scales	Needed at both scales
Mutually Reinforcing Actions	Needed at both scales	Needed at both scales
Continuous Communication	Needed at both scales	Needed at both scales
Backbone Function	Lead Entities Local Integrating Organizations	Salmon Recovery Council Salmon Recovery Funding Board* Ecosystem Coordination Board Leadership Council

*Statewide

This notion of nested scales is critical. Backbone functions, for example, are just as important at the watershed scale as they are at the Puget Sound scale, if not more so. Work and investment is needed to realize the vision of LIOs as effective forums to integrate recovery needs and effectively bring forward priorities that serve multiple recovery benefits. (See recommendation 3A.)

5. Numbers of groups

In Puget Sound we have a multitude of watershed-based salmon and Puget Sound recovery groups. Considering just the main types of groups named in the Legislative proviso, at the watershed scale there are:

- Fourteen salmon recovery lead entities, each with a technical and citizens advisory committee.
- Fifteen Chinook salmon recovery watershed chapters, each served by a watershed lead. The watershed lead is often, but not always, the same person as the lead entity coordinator.
- Seven marine resources committees (in the northern part of Puget Sound).
- Nine local integrating organizations, each with an executive or decision committee and most with an advisory committee.
- Seven regional fisheries enhancement groups.

Oregon Plan for Salmon Recovery and Watershed Enhancement

In 1995 House Bill 3441 unanimously passed the Oregon Legislature and was promptly signed by Governor Kitzhaber. It provided guidance for local governments to establish watershed councils at their own discretion, i.e. without state agency approval. As a result of the 1995 process, the Oregon Legislature and the Governor created the Oregon Plan for Salmon Recovery and Watershed Enhancement in 1997. Some interpret the plan as an effort to dovetail compliance with the Endangered Species and Clean Water Acts, as it simultaneously tackled salmon habitat restoration and watershed recovery. The two key legislative guidelines for these groups were (1) that the watershed council be a voluntary, local group, and (2) that the council represent a balance of interested and affected persons within the watershed. The statute states that watershed councils should be "... designated by a local government group convened by a county governing body to address the goal of sustaining natural resource and watershed protection and enhancement within a watershed."

Councils provide a forum in which a wide range of land management agencies from federal and local branches of government can convene with private land managers and owners to work for solutions to watershed challenges. Oregon watershed councils are coordinated by the Oregon Watershed Enhancement Board, a state agency with a mandate to provide grants for local work to improve the health of local streams, rivers, wetlands and natural areas. Members of the agency's 17 member citizen board come from tribes, federal and state natural resource agency boards and commissions, and the general public. Watershed councils take projects through the development and implementation phases, and they identify and triage projects while using their experience to create new standards and goals for their watersheds. Since 1999 funding for implementation projects has come from Oregon Lottery and salmon license plates revenue, which is matched more than 1.5x by local, federal and private dollars. The 15 key state agencies that support Watershed Councils range from the Departments of Energy and Transportation to the Departments of Agriculture and Fish and Wildlife. In Oregon, there are currently 74 Watershed Councils that represent six state regions.*

* Network of Oregon Watershed Councils, "Oregon Watershed Councils," Accessed November 3, 2014, <http://oregonwatersheds.org/councils>.

There also are numerous watershed councils, plus conservation districts, special purpose districts (such as shellfish and lake improvement districts), and local land trusts.

At the Puget Sound scale there is:

- The Puget Sound Leadership Council
- The Puget Sound salmon recovery council
- The Ecosystem Coordination Board
- The Puget Sound Science Panel
- The Regional Implementation Technical Team (for salmon recovery)
- The NW Straits Commission

The multitude of people and groups dedicated to restoring Puget Sound is one of the great strengths of ongoing recovery efforts, but its breadth and complexity can be confusing and rationalization is necessary.

Appendix B contains more detailed descriptions of each type of watershed group named in the proviso and a map of where groups operate in Puget Sound. It includes a table comparing the established roles and functions across groups.

6. Overlap in activities, roles, and participants

As described above there are multiple groups that provide watershed-scale coordination and collaboration, each focused on a different issue or set of issues. There is, however, some overlap of functions and activities across group types at both the watershed and Puget Sound scales.

Survey respondents were asked to identify the main activities their respective group does to contribute to salmon recovery and/or Puget Sound restoration. Lead Entities and watershed councils both overwhelmingly chose identifying and prioritizing salmon recovery efforts as their main activity, followed by providing a forum for local coordination and collaboration on salmon recovery issues. LIOs selected identifying and prioritizing Puget Sound restoration efforts (e.g., to populate the Puget Sound Action Agenda) as their main activity, followed by providing a forum for local coordination and collaboration on Puget Sound restoration issues. Water resources planning group and RFEg respondents did not identify a clear main activity, i.e., there was near equal distribution among the possible categories; however, for RFEgs, coordinating project implementation received a slightly higher score than the rest of the categories. MRCs selected coordinating project implementation as their main activity, followed closely by identifying and prioritizing Puget Sound restoration efforts (e.g., to populate the Puget Sound Action Agenda), applying for and administering project funding, and recruiting and coordinating volunteers to provide education and outreach.

Although there is some overlap in activities and functions, with a few exceptions, groups do not routinely fulfill multiple roles within a watershed. Table 3 describes survey respondents' identification of when watershed-scale groups fulfill multiple roles. Information gathered from interviewees was consistent with survey responses.

Table 3: Groups Fulfilling Multiple Roles Reported by Survey Respondents

Does the group also fulfill any other statutory, contractual, or administratively established roles? If yes, please select the other roles the group fills below. (4)	Lead Entity (n=54)	LIO (n=23)	Water resources planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Lead Entity		7.1%	0.0%	41.2%	0.0%	4.2%	0.0%
Water resources planning group	8.1%	14.3%		11.8%	0.0%	4.2%	5.9%
Watershed council	10.8%	0.0%	44.4%	47.1%	0.0%	0.0%	11.8%
Local Integrating Organization (LIO)	10.8%		0.0%	17.6%	0.0%	8.3%	17.6%
Marine Resources Committee (MRC)	2.7%	14.3%	0.0%	0.0%	0.0%		11.8%
Regional Fisheries Enhancement Group (RFEG)	0.0%	0.0%	0.0%	0.0%		0.0%	0.0%
Other	8.1%	0.0%	0.0%	17.6%	0.0%	4.2%	58.8%
I don't know	16.2%	14.3%	33.3%	0.0%	0.0%	0.0%	17.6%

There are a few geographies in which an individual group does fulfill, or integrate, multiple roles. For example, in San Juan County, the Marine Resources Committee also serves as the salmon Lead Entity Citizen Advisory Committee. In the Nisqually, and a number of other watersheds, the salmon recovery Lead Entity citizens' advisory committee also identifies as a watershed council. The most fully realized-example of this type of integration is the HCCC which serves as the Lead Entity, watershed council, and LIO for the Hood Canal watershed, including the entire Skokomish watershed, and parts of the Quilcene-Snow, Kennedy-Goldsborough, and Kitsap watersheds, covering parts of Jefferson, Mason, Kitsap, and Pierce Counties as well as the Tribal jurisdictions of the Skokomish, Port Gamble S'Klallam, and Jamestown S'Klallam.

There also are multiple coordination and collaboration groups at the Puget Sound scale. The Salmon Recovery Council provides coordination and collaboration and advises the regional recovery organization (which is the Puget Sound Partnership) on salmon recovery issues, and the Ecosystem Coordination Board and Puget Sound Leadership Council provide forums for coordination and collaboration, deliberation, and (in the case of the Leadership Council) decision making on broader Puget Sound recovery issues. Table 4 summarizes the roles and representation on the Salmon Recovery Council and the Ecosystem Coordination Board.

Table 4: Regional Coordination and Collaboration Groups

PS-Scale Coordination Groups	Purpose	Membership	Standing or Ad Hoc Workgroups*	Meeting Frequency
Puget Sound Salmon Recovery Council	<p>The Recovery Council advises the Leadership Council on salmon recovery issues. Recovery Council decisions accomplish the following:</p> <ul style="list-style-type: none"> • Set policy direction for implementation of the Puget Sound Chinook Recovery Plan; • Develop and direct strategic approaches to near-term issues and actions; • Establish allocation policies for capital funding; and 	<p>41 members</p> <ul style="list-style-type: none"> Agriculture (1) Business (3) Environmental (3) Federal government (5) Tribal governments (10; though all Puget Sound tribes are invited to participate) State government (5) Watersheds (14, one from each Lead Entity) 	<ul style="list-style-type: none"> • Executive Committee • Monitoring and Adaptive Management Subcommittee • Regulatory Subcommittee 	Every other month

PS-Scale Coordination Groups	Purpose	Membership	Standing or Ad Hoc Workgroups*	Meeting Frequency
	<ul style="list-style-type: none"> Hold others and itself accountable for the implementation of the Recovery Plan. <p><i>– PSSRC Operating Procedure</i></p>			
Ecosystem Coordination Board	<p>The board shall advise and assist the [Puget Sound Leadership] council in carrying out its responsibilities in implementing this chapter, including development and implementation of the action agenda.</p> <p><u>RCW 90.71.250</u></p>	<p>27 members</p> <p>Action areas (7, one from each)</p> <p>Business (2)</p> <p>Cities (1)</p> <p>Counties (1)</p> <p>Port districts (1)</p> <p>Environmental (2)</p> <p>Legislative caucuses (4)</p> <p>Federal government (3)</p> <p>Tribal governments (3)</p> <p>State government (3)</p>	<ul style="list-style-type: none"> Funding Subcommittee Regulatory Subcommittee 	Quarterly

* Ad hoc workgroups are formed for specific tasks and may no longer be active.

Not surprisingly, there also is overlap among group participants. Under the current group structure and configuration, many individuals serve on multiple coordination and prioritization groups in their watershed. In our survey of watershed group leaders and participants 47% of the Lead Entity survey respondents also served on their LIO, 28% also serve on their local watershed council or planning group, and 30% serve on another local or watershed group. For the LIO respondents, 33% also served on the Lead Entity, 25% also served on their local watershed council and/or water resources inventory area planning group, and 42% served on another local or watershed group. Many Lead Entity and LIO respondents also serve on groups oriented towards project sponsorship or volunteer organization such as RFEGs and MRCs. Interview results were consistent with respect to individuals often serving on multiple groups at both the watershed and Puget Sound scales.

Table 5: Service on Multiple Groups Reported by Survey Respondents

Do you serve on any other local or regional watershed or salmon recovery groups? (8)	Lead Entity (n=54)	LIO (n=23)	Water resources planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Lead Entity	34.2%	33.3%	0.0%	21.4%	60.0%	11.1%	0.0%
Water resources planning group	5.3%	16.7%	33.3%	0.0%	0.0%	5.6%	10.0%
Watershed council	23.7%	8.3%	50.0%	14.3%	60.0%	5.6%	30.0%
Local Integrating Organization	47.4%	25.0%	16.7%	50.0%	20.0%	22.2%	50.0%
Marine Resources Committee	7.9%	25.0%	16.7%	0.0%	0.0%	11.1%	30.0%
Regional Fisheries Enhancement Group	5.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Salmon Recovery Council	21.1%	0.0%	0.0%	21.4%	0.0%	5.6%	10.0%
Salmon Recovery Funding Board	0.0%	0.0%	0.0%	7.1%	0.0%	0.0%	10.0%
Ecosystem Coordination Board	5.3%	0.0%	0.0%	7.1%	0.0%	5.6%	0.0%
Northwest Straits Commission	0.0%	0.0%	0.0%	0.0%	0.0%	33.3%	0.0%

Do you serve on any other local or regional watershed or salmon recovery groups? (8)	Lead Entity (n=54)	LIO (n=23)	Water resources planning (n=11)	Watershed Council (n=23)	RFEF (n=8)	MRC (n=32)	Other (n=25)
Science Panel	10.5%	0.0%	0.0%	14.3%	0.0%	5.6%	0.0%
RITT	5.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Other	28.9%	41.7%	16.7%	35.7%	0.0%	44.4%	40.0%

At the same time, when we asked about challenges, except for watershed councils, few respondents identified “too many meetings” as a major concern. Respondents did list “not enough time because of other responsibilities” as a key barrier. We compared this to results about how much time respondents spend in group activities. Most respondents report that they spend fewer than 16 hours per month in meetings of their primary group. When asked to consider all their watershed group related activities (both for their primary group and any other groups they serve on) most respondents continue to report that they spend fewer than 16 hours per month in group activities. Of the 52 respondents who report they spend more than 16 hours per month in all group activities, 10 identified as group coordinators or leads, which one would expect to spend a significant amount of time on group activities. Taken together we believe these results signal that most respondents are carrying multiple responsibilities in addition to their roles in the watershed group, and having a difficult time meeting them all. This could be addressed by increasing capacity funding for watershed groups (see recommendation 2) and/or by improving the efficiency of the watershed scale coordination and collaboration functions so more could be accomplished in less time (see recommendations 3A and 3B).

More respondents still identified funding, conflicting interests and priorities, and the difficulty of the work itself as barriers. (See Finding 13.)

7. Numbers and configurations of groups in watersheds— one size does not fit all

As previous studies of watershed groups in Puget Sound have emphasized, each watershed has a unique set of recovery opportunities and priorities, physical and biological ecological systems and structures, social and economic conditions and relationships, and watershed interests, needs, and pressures. Because every watershed is different, each has a different constellation of groups and alignments between groups.⁴

Watershed groups have formed at different times and in response to different needs. In some places each new need seemed to create a new local/watershed group. This was in part in response to multiple state mandates that required or incentivized formation of different local/watershed groups in sequence, over time. In other places new responsibilities have been consolidated into existing groups either directly by the Legislature (e.g., the HCCC), or within the watersheds (e.g., San Juan County, where the marine resources committee is also the salmon recovery lead entity technical committee).

⁴ *Recreation and Conservation Office Statewide Assessment of Watershed Coordination*. 2009; *Puget Sound Local Integration Task Force: Final recommendations to the Puget Sound Partnership to Enhance Local Implementation of the Action Agenda*. January 20, 2009; *University of Washington Analysis of Organizations Engaged in Puget Sound Ecosystem Recovery: A Report for the Puget Sound Partnership*. August 1, 2013.

Most types of watershed-based groups exist throughout Puget Sound—this is the case with RFEGs and Conservation Districts, which are organized along county lines and exist in every county around Puget Sound. It also is the case with salmon recovery Lead Entities, which are organized along WRIA lines (for the most part) and exist in every WRIA around Puget Sound. Chinook watershed recovery chapters and salmon recovery Lead Entities and their technical and citizen advisory committees also cover the entirety of Puget Sound, although in some places their boundaries are not the same. LIOs exist throughout Puget Sound, with the exception of the Skagit watershed, where an LIO has not been formed.

Some types of watershed groups exist only in certain parts of Puget Sound. Marine Resources Committees exist in the northern parts of Puget Sound and are organized along county lines. Water resource planning groups exist only in a few WRIA where communities have chosen address the need for water quantity planning using that framework; where they don't exist watersheds have worked out other ways to coordinate and collaborate on water quantity. Watershed councils also are unevenly distributed and are inconsistently linked or aligned with other watershed-based planning and coordination efforts. In some cases a watershed council is also the citizens' advisory group for a salmon recovery lead entity which is the case in the Nisqually watershed. In other places, watershed councils are less clearly tied to salmon recovery groups and work on a range of water quality, water quantity and habitat issues. Some counties support numerous watershed councils with county funding, which is the case in Pierce County. The term "watershed council" seems to be used to describe a variety of local and watershed-scale groups, playing a variety of roles.

Appendix C includes tables that list the watershed-scale groups that were the subject of this review. Groups are listed by county and by WRIA.

New groups are forming around particular issues in particular places. These "place based" initiatives such as the Puget Sound Natural Resource Alliance (formed around bringing together interests in agricultural landscapes) and Flood Plains by Design (formed around simultaneously reducing flood risks and restoring floodplain ecosystem functions while maintaining or improving agricultural production, water quality, and open space/recreation) are next generation of efforts. They specifically convene and support local stakeholders to take a community-led approach to solving a targeted problem in a particular place in a way that provides multiple environmental and social-economic benefits.

8. Perceptions of existing coordination efforts

Nearly all interviewees and survey respondents described the need for coordination directly with other watershed groups, as well as regional groups like the ECB and Salmon Recovery Council. Survey respondents and interviewees also offered their perceptions on ongoing efforts to coordinate and collaborate across watershed-scale groups and between watershed-scale and Puget Sound scale groups.

LIO, Water resources planning group, watershed council, and RFEG respondents all reported Lead Entities as the group most important to coordinate with in their geography. LIOs reported MRCs and Land Trusts as their second and third most important group to coordinate with, while Lead Entity respondents reported RFEGs and Land Trusts (both project sponsors) as the groups most important to coordinate with, followed by LIOs. MRC respondents listed LIOs as the group most important to coordinate with, followed by Lead Entities and RFEGs.

Table 6: Survey Respondents Perceptions of Watershed Scale Coordination

	Lead Entity (n=54)	LIO (n=23)	Water resources planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)
Which other groups are most important for your group to coordinate with in your geography (please rate in order of importance, with 1 being most important and 8 being least important).						
Lead Entity	3	1	1	1	1	3
Water resources planning group	7	4	3	7	7	7
Watershed council	5	5	6	5	3	6
Local Integrating Organization	4	7	2	3	5	1
Marine Resources Committee	6	2	5	6	6	2
Regional Fisheries Enhancement Group	1	6	4	2	2	4
Land Trust	2	3	7	4	4	5
Other	8	8	8	8	8	8
Please rate how well you believe the group coordinates with other watershed and salmon recovery groups in your geography.						
Very effective	25.6%	11.8%	14.3%	26.3%	57.1%	16.7%
Effective	35.9%	58.8%	42.9%	26.3%	28.6%	58.3%
Somewhat effective	7.7%	23.5%	28.6%	31.6%	14.3%	20.8%
Some challenges	17.9%	5.9%	14.3%	15.8%	0.0%	4.2%
Very challenged in coordination	12.8%	0.0%	0.0%	0.0%	0.0%	0.0%

Watershed scale groups also reported how effective they believe ongoing coordination efforts are. LIOs, RFEGs, and MRCs have the most favorable perception of their coordination efforts, with at least 94% of respondents reporting coordination as somewhat effective, effective, or very effective. Over 70% of the LIO, RFEG, and MRC respondents said coordination is very effective or effective. Lead Entities reported the least effective coordination, with 30% of respondents saying coordination has some challenges or is very challenged in coordination.

Watershed scale groups also offered their perceptions on coordination with Puget Sound scale groups.

Lead Entities, water resources planning groups, and watershed councils reported the Salmon Recovery Council as the regional group most important to coordinate with, followed by the ECB and Northwest Straits Initiative. LIOs were the only group to report the ECB as the regional group most important to coordinate with, followed by the Salmon Recovery Council and Northwest Straits Initiative. Not surprisingly, MRCs reported the Northwest Straits Initiative as the regional group most important to coordinate with, followed by the Salmon Recovery Council and ECB.

In regards to how well groups believed effective coordination with regional groups is occurring, the responses were slightly less positive than responses regarding coordination with other watershed and salmon recovery groups. Less than 15% of the Lead Entity, LIO, water resources planning group, watershed council, and RFEG respondents reported coordination with regional groups as very effective. However, at least 70% of the LIO, water resources planning group, watershed council, RFEG, and MRC respondents reported coordination with regional groups as effective or somewhat effective. Lead Entities reported the least effective coordination with regional groups, with over 30% of respondents reporting either some challenges or very challenged in coordination.

Table 7: Survey Respondents Perceptions of Puget Sound Scale Coordination

	Lead Entity (n=54)	LIO (n=23)	Water resources planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)
Which regional groups are most important for you to coordinate with (please rate in order of importance, with 1 being most important and 4 being least important).						
Ecosystem Coordination Board	2	1	2	2	3	3
Northwest Straits Commission	3	3	3	3	2	1
Salmon Recovery Council	1	2	1	1	1	2
Other	4	4	4	4	4	4
Please rate how well you believe the group coordinates with regional groups.						
Very effective	14.3%	12.5%	0.0%	11.8%	0.0%	25.0%
Effective	31.4%	37.5%	42.9%	41.2%	66.7%	50.0%
Somewhat effective	22.9%	37.5%	28.6%	35.3%	16.7%	25.0%
Some challenges	22.9%	12.5%	0.0%	0.0%	0.0%	0.0%
Very challenged in coordination	8.6%	0.0%	28.6%	11.8%	16.7%	0.0%

9. Opportunities for closer alignment and integration

“Not sure why there are so many different groups. Seems like it should be streamlined so there aren't groups duplicating efforts and wasting money that could be spent on actual projects.”

“Be careful making decisions in which “streamlining” entails consolidation. Each group has different missions and different strengths. We are doing work that hinges on people and relationships and trust are key. Different groups have different relationships which open different doors and opportunities.”

It is tempting to look at the number of groups around Puget Sound at the watershed and regional scales and reach for immediate consolidation. As described above, there are numerous groups all working on particular aspects of salmon and/or Puget Sound recovery, participation across groups can be overlapping, and it is unusual for a single group to fulfill multiple roles at the watershed or Puget Sound scale.

In this review we experimented with a number of ideas about consolidating or otherwise changing the configuration of groups and geographies including a “strong watershed” approach modeled after the work in Oregon, a county-based approach, an approach that would rely on salmon recovery structures, and an approach that would consolidate salmon recovery and Puget Sound recovery coordinating groups.

Approaches that emphasized consolidation of groups were most appealing to funders, project sponsor groups, and those already involved with fully-integrated local groups (such as the HCCC). People interested in exploring group consolidation cited the ability to better manage watersheds based on a holistic view of physical and biological systems and processes and identify opportunities/projects to meet multiple recovery goals and provide multiple benefits. They also thought consolidation could increase efficiency, reduce time in multiple/overlapping meetings, and result in direction of more resources to on-the-ground projects or monitoring efforts. They cited groups such as the HCCC, which acts as both the Lead Entity and the LIO for the entire Hood Canal watershed, as an example of working consolidation.

Consolidation of groups generally was not supported by watershed or Puget Sound scale convening and collaboration group participants and leaders. People who did not support consolidation advised extreme care in any exploration of increased coordination and consolidation, and cautioned that any effort to move watershed groups toward a more consolidated framework was (1) destined to fail because one size will not fit all and (2) certain to disrupt and delay recovery efforts more than serve them. They reminded us that the HCCC pre-dated many of the subsequently-developed watershed groups and thus was uniquely equipped to take on new watershed coordination responsibilities as they were mandated. Respondents noted it takes a lot of time and effort to grow the relationships and trust that watershed groups need to be effective; many individuals and groups around Puget Sound, and the region as a whole, have made a significant investment in growing these relationships and trust. They advised that an attempt to consolidate or eliminate groups would reduce momentum and cause disruption very disproportionate to the efficiency or improvement it might create.

At the end, in the timeframe available for this review, no clear, single approach to consolidating group configurations or structures, or eliminating specific groups, that we felt would be worth the disruption it would cause has emerged.

It is clear, though, that there are opportunities for closer alignment and integration of groups at the watershed and Puget Sound scales and that those opportunities should be taken.

In the long run, the region may not be able to afford continued support of separate groups for salmon recovery and Puget Sound recovery. Federal funders are looking more towards coordinated investment strategies—where resources are directed based on regional priorities. State and other capacity money for watershed groups is under continual pressure. If greater alignment and integration cannot be achieved collaboratively, working with the existing structures, there may well be demands for consolidation or elimination of groups in the future.

Our recommendations outline a deliberate, four-part process towards greater alignment and integration.

- Strengthen Puget Sound recovery backbone structures to serve as effective forums for integration of salmon and Puget Sound recovery, identification of multi-benefit strategies and priorities, and as foundation for better alignment and integration of watershed groups over time. This involves significant work to strengthening both the Ecosystem Coordination Board and the LIOs.
- Implement targeted improvements to the boundaries between Chinook salmon recovery plan watershed and salmon recovery Lead Entities to support better alignment and integration over time, and targeted work to clarify roles of Chinook watershed leads and lead entities.
- Call on and support each watershed in conducting a self-evaluation to identify opportunities for better integration and alignment between existing watershed-scale groups given the unique circumstances in the watershed.
- Reassess opportunities for integration (or consolidation) at the watershed and Puget Sound scales as the ECB and the LIOs mature to play more effective roles

What is possible in any given watershed is fundamentally about their accepting shared perceptions of opportunities and threats, leadership, and readiness/willingness. Alignment and integration will take different forms – and grow at different paces – in each watershed. But we have to get started.

● Potential Alternative Models for More Consolidated Watershed Approaches

Strong watersheds model. People referenced the potential benefits of a “strong watershed” approach modeled after the Oregon Watershed Planning Act. Those holding this view suggested we encourage the individual watersheds at the WRIA or, at most, multiple adjacent WRIA level, to be the main convening and coordination body and forum for science-based local priorities for both salmon recovery and Puget Sound recovery. Each strong watershed group would serve all the functions for watershed convening, collaboration, and prioritization of work efforts including the functions currently served by LIOs, Lead Entities, and water resource planning groups. At its fullest expression, this model would replace, or combine, the existing watershed groups into a single coordination and collaboration body, one for each watershed; it would rely on these individual watershed groups to integrate all needs in the watershed.

Rely on existing salmon recovery structures and networks. People suggested that we use the salmon recovery structure and groups to recover Puget Sound. People who raised this approach noted that salmon recovery structures are very functional and have momentum, and suggest that if we really put effort and additional resources into recovering salmon, that salmon recovery alone will achieve, as a collateral benefit, the vast majority of what is needed to recover all of Puget Sound. Some people wondered what the Puget Sound recovery effort was all about, and why it needed its own structure independent of salmon recovery. Some suggested 1) giving Lead Entities and the Salmon Recovery Council additional responsibilities and resources so they could manage all of Puget Sound recovery and 2) eliminate the LIOs and the ECB. (Others suggested that the salmon recovery groups were already working hard to focus on recovering salmon, and needed to be able to maintain that focus.)

Use counties as integrators. Counties make decisions about land use, shoreline management, floodplains, critical areas, transportation, surface water and stormwater management for much of the land area that is not federally-managed around Puget Sound, and counties (with the rest of us) rely on ecosystem services for their economies and well-being. They coordinate and collaborate with the cities in their geography and with neighboring tribal nations. In many ways counties are the primary deliverers of “recovery services” for salmon and for Puget Sound in that they put in place the basic framework of land management and the programs that protect existing ecological structures and functions and support (or require) ecological restoration. Some people emphasized the critical role of counties in salmon and Puget Sound recovery and emphasized the need for high-level integration of recovery efforts within county departments and close connections between recovery needs and county decision making. People suggested something like a recovery “czar” or similar position, a senior-level official who could be housed in a County Executive’s office and be responsible for liaisons between watershed-based advisory groups (such as Lead Entities) and county decision makers and ensuring that recovery needs are fully considered in county decision making and in county programs. The critical role of counties is reinforced by a recent study of collaborative networks across Puget Sound recovery groups, which noted that “county governments (in particular, county health departments, public works divisions, and surface and stormwater management divisions) form the backbone of Puget Sound restoration and recovery efforts.”*

* University of Washington Analysis of Organizations Engaged in Puget Sound Ecosystem Recovery: A Report for the Puget Sound Partnership. August 1, 2013.

10. The vision for LIOs is strong but has not yet been achieved

“While I appreciate the intention behind the LIOs, I feel that they are not adding much that is new or beneficial to our area. While I have never been to a meeting, I hear that it is a lot of prioritizing; does not seem to be a lot of action.”

“[LIO] has been very valuable because it brings all the jurisdictions and other aspects of the issues to the table (e.g., pollution, water quality, water quantity, others) and brings different aspects to the table to have conversations that we wouldn’t [otherwise] be able to get done.”

“If [the] Legislature is serious about LIOS they need to be in statute and need a funding source. Concept is good as it covers broader issues of Puget Sound and land use, but it takes a lot of capacity and resources and leadership to make that happen.”

In late 2008 a task force of state agencies, tribal governments, counties, and cities provided recommendations to enhance local implementation of the Action Agenda. This document coined the term “Local Integrating Organization” and called for “a local structure and process that facilitates integration of the efforts of all groups in each sub-area of Puget Sound. . .create the overarching structure and direction for integrating efforts and ensuring public and private funds are well spent. . .[and] build on the working relationships that have been established through the watershed’s salmon recovery, stormwater control and water quality and quantity work, as well as the work of the Northwest Straits Commission, marine resource committees, many environmental and conservation organizations [and] between local governments for growth management and transportation.”

Since the 2008 report, local and tribal jurisdictions around Puget Sound have come together to form, and the Leadership Council has recognized, nine LIOs which cover the entire Puget Sound region except the Skagit watershed (WRIAs 3 and 4). Figure 3 shows Puget Sound LIOs

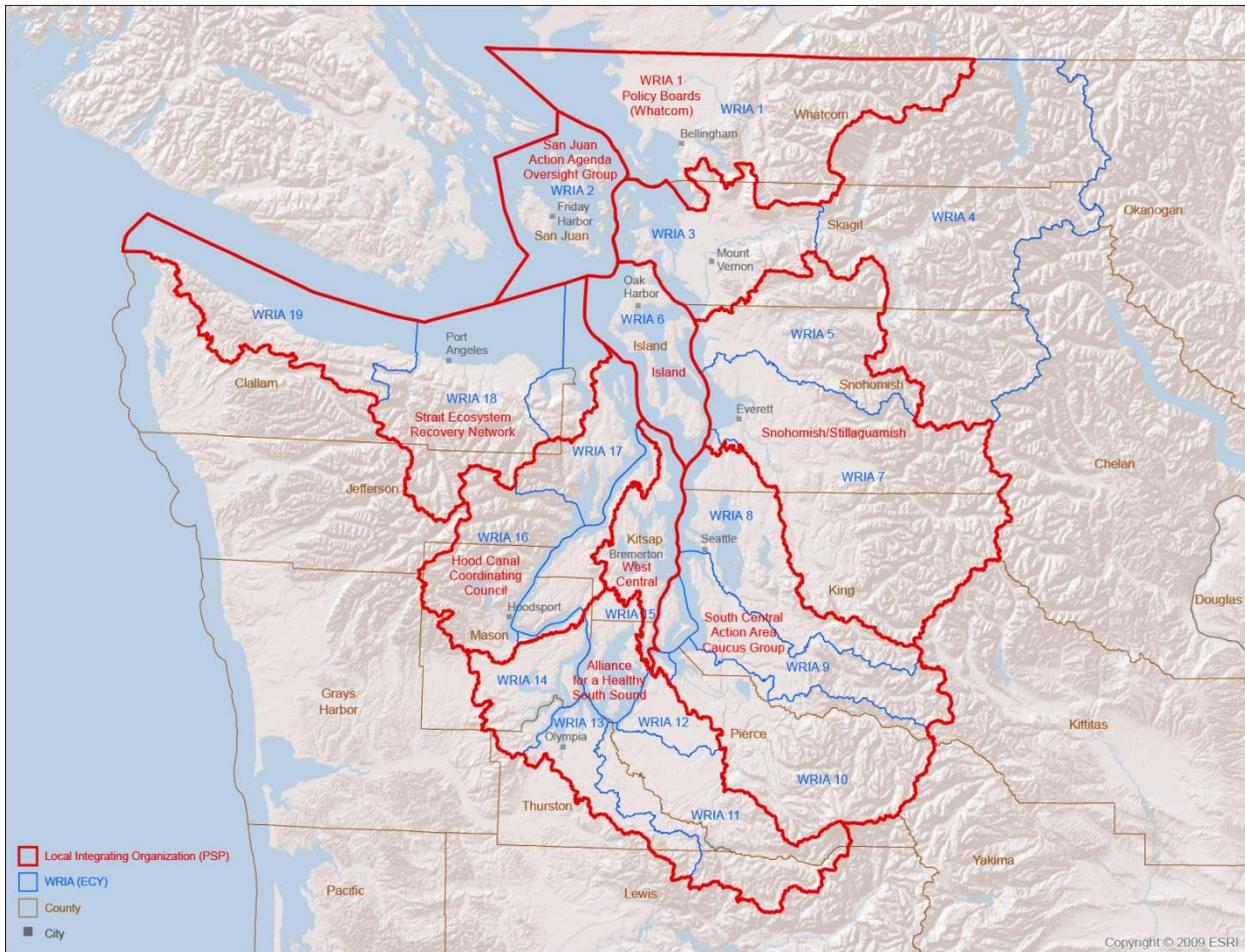


Figure 3: Map of LIOs/County Boundaries

The vision for LIOs is that they bolster consensus and momentum around local actions that contribute to overall Puget Sound recovery efforts and act as a coordinating body, helping to integrate and advance efforts from various entities (salmon recovery, stormwater, shellfish beds, etc.) and facilitate cooperation in each local area. Emphasis is placed on LIOs having clear connectivity to local political decision making structures and decision makers; LIO Executive and Decision Committees generally are made up of elected officials from the local and Tribal jurisdictions in each geography. (Appendix B includes a table showing the membership of each LIO executive and advisory committees.)

Our review indicates that the vision for LIOs generally has not been realized. Of the groups addressed in this review, LIOs were the most questioned. A significant number of respondents (some from LIOs themselves) expressed frustration with the group structure and confusion over what LIOs are supposed to do and what value they add; some questioned the wisdom and need for another watershed-based coordination and collaboration group.

Our approach, rather than suggest elimination of LIOs, is instead to suggest a recommitment to growing the LIOs as fully-integrated local groups. (See recommendation 3A.) Our belief is that effective streamlining of watershed coordination activities or consolidation of watershed groups will require confidence among watershed leaders in

shared understandings and priorities, and trust among parties. Strengthening the LIOs gives these conditions a chance to arise, and creates the climate for appropriate streamlining or consolidation to emerge more organically at the watershed scale.

II. Project sponsor groups are crucial to recovery efforts and can be overlooked in discussions of Puget Sound-scale planning and capacity needs

“The local salmon recovery project sponsors are challenged by capacity issues . . . the strength of the local sponsors has been the growth from small scale projects to the large scale projects commonly proposed now. These groups gained a lot of experience with the smaller projects and now have the ability to manage the larger projects. The capacity issue is a big challenge.”

“[The] more we can get capacity to [project sponsors] the better, and if you can give them the right priorities and help them with capacity to do the work it would be great; see if there’s way to give them more resources they’ll be more successful. It takes a lot of work. The RFEs and conservation districts and land trusts are whom we work with most.”

In many watersheds, project sponsors, such as RFEs, conservation districts, MRCs, land trusts, and others are the main groups that are (1) developing relationships with land owners to understand how projects can be framed and crafted to serve both land owner and ecosystem needs; (2) providing the administrative and financial capacity to contract and oversee large restoration projects; and (3) providing the on-the-ground project oversight for project implementation. It is critical to recognize that if the actual projects on the ground are not managed and implemented well this not only reduces ecological benefits, it reduces the likelihood that willing land owners will come forward for the next generation of projects. Cities, counties and Tribal governments also provide sponsorship for projects, and need similar recognition and support for this role.

Respondents from all types of other watershed and salmon recovery groups emphasized the key role project sponsors play in recovery efforts and agreed that it is crucial that they have reliable capacity support so they can maintain local relationships, participate in watershed-level coordination and planning groups, and put together the grant proposals that will enable projects to move forward on the ground. They also emphasized the importance of these groups understanding watershed and Puget Sound scale recovery strategies and priorities so that the projects they bring forward are consistent.

12. Clear, systematic connections between salmon and Puget Sound recovery needs and land, water, and transportation planning and management are critical

This is not a new observation, but it was strongly reiterated in our review. In the Puget Sound Region many of the key decisions that will affect whether or not—and how—we achieve Puget Sound and salmon recovery are made by local elected officials and organizations that are separate from the groups addressed in this analysis. These include decisions about growth management, critical areas, floodplains, transportation, shoreline management,

and stormwater and surface water programs which are made primarily by city and county governments; and, for Tribal lands, by Tribal jurisdictions.

As we asked interviewees and survey respondents about group structures and alignment many people told us: the real issues are not around group structures or configurations; they are around making and abiding with the critical decisions about land use, transportation, and water management that will enable or prevent recovery.

Survey respondents and interviews overwhelmingly identified local government decision makers as “key customers” of watershed-scale groups and listed advising on growth management decisions among the groups’ key functions. Respondents identified a number of different examples of how they inform, or offer advice on, county land and water management decisions:

- In some places the County Councils request comments and/or advice on land or water management plans and decisions from Lead Entities, Local Integrating Organizations, or Marine Resources Committees;
- In some places the local recovery group (such as a Lead Entity or a Marine Resources Committee) is part of the County Council structure, for example, as a standing workgroup;
- In some places a local recovery group coordinator who also is a county employee may offer informal advice or produce staff-reports or proposal for consideration by the planning department or commission;
- In some places an elected official who participates in a local recovery group (such as and LIO) will reach back to their Commission or Council to share information recovery priorities and needs, and those needs will be part of the package of information informs his or her individual decision about how to vote.
- In some places, counties have identified some salmon recovery planning documents as best available science for decisions like critical area determinations.

At the same time, respondents and interviewees also told us it is difficult for salmon and Puget Sound recovery groups to effectively influence land and water management planning decisions; some respondents said planning commissions were actively resistant to advice from recovery groups. Respondents told us:

- “Don’t have systematic connections between recovery needs and land use . . . take on land use and transportation. Those are the things you should champion.”
- “Land use is taboo for most of these watershed groups to even wade into.”
- “[Recovery planning] needs to be part of the formal process for the Critical Areas Ordinance (CAO) update and Shoreline Masters update. The County should be taking into consideration the listed species plans and action agenda, or PS recovery plans, etc. That’s the only way I think you should make it happen in a codified manner. Otherwise you just have someone like me going to all these meetings, trying to insert myself into the process and getting yelled at.”
- “But we lack the political will at the local, regional and state level to effectively use and enforce existing laws and regulations (SMA, HPA issuance). If this continues, we will always be playing catch up to fix things that were allowed, that probably should not have been allowed. Shoreline armoring rates are a good indication of this issue. If we provide adequate, functional habitat, and protect the ecosystem, Puget Sound will improve, but that means we will have to get to a place where the priority is to take those protective actions first, rather than coming in later to fix things. Yes, this is difficult to do, but will eventually be necessary.”

On balance, it is not clear how advice on recovery needs that makes its way to decision-making forums, is used; and the continued, documented loss of habitat in the Puget Sound Basin raises the concern that information on recovery needs is not given enough weight in decisions, or is not adequately informing implementation and

enforcement. Taken together, the two types of responses we heard from interviews and survey respondents both reinforce the importance of connecting recovery needs and priorities to land, water, and transportation management decisions, and point to an opportunity to work with local elected officials to determine how best to make these connections.

13. Additional barriers to Puget Sound recovery include funding, lack of shared priorities, and the difficulty of the work

As in previous efforts, respondents in this effort emphasized that one of the primary barriers or challenges to salmon and Puget Sound recovery is lack of reliable and sufficient funding. In our review the majority of respondents listed insufficient funding for projects as one of the main challenges to salmon and Puget Sound recovery, and many also noted funding for administration of watershed efforts and capacity was lacking.

Other barriers identified include the burden of obtaining funding, the difficulty of the work (smaller projects have been done), and conflicting priorities.

Table 8: Barriers to the Work of Watershed Groups Reported by Survey Respondents

What do you see as the main challenges or barriers facing the group? Select all that apply. (26)	Lead Entity (n=54)	LIO (n=23)	Water resources planning (n=11)	Watershed Council (n=23)	RFEF (n=8)	MRC (n=32)	Other (n=25)
Participants do not have enough time to do the work because of other responsibilities	52.6%	58.8%	22.2%	63.2%	28.6%	30.0%	50.0%
Too many meetings	13.2%	11.8%	0.0%	31.6%	14.3%	5.0%	20.0%
Not enough funding for capacity/administration	50.0%	58.8%	44.4%	52.6%	85.7%	65.0%	45.0%
Not enough funding available to implement projects	63.2%	70.6%	55.6%	47.4%	57.1%	75.0%	45.0%
Too burdensome to obtain funding	23.7%	41.2%	22.2%	15.8%	14.3%	20.0%	15.0%
Smaller/easier projects have mostly been done and only larger, more difficult, more costly projects remain	34.2%	17.6%	22.2%	21.1%	14.3%	10.0%	15.0%
Not enough information to make decisions/recommendations	18.4%	11.8%	11.1%	10.5%	0.0%	0.0%	5.0%
Not the “right” participants at the table to take on the important issues in the geography	18.4%	5.9%	11.1%	10.5%	0.0%	0.0%	25.0%
Conflicting interests or priorities among group participants	31.6%	17.6%	33.3%	36.8%	14.3%	5.0%	15.0%
Unclear how the group fits into regional activities and priorities	10.5%	11.8%	22.2%	15.8%	0.0%	20.0%	15.0%
Unclear how the group fits into local activities and priorities	0.0%	11.8%	22.2%	10.5%	0.0%	10.0%	5.0%

What do you see as the main challenges or barriers facing the group? Select all that apply. (26)	Lead Entity (n=54)	LIO (n=23)	Water resources planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Lack of shared or clear local goals or priorities	18.4%	5.9%	22.2%	15.8%	0.0%	15.0%	15.0%
Lack of shared or clear regional goals or priorities	15.8%	0.0%	11.1%	26.3%	0.0%	15.0%	15.0%
Lack of local leadership/political will	31.6%	11.8%	11.1%	21.1%	0.0%	25.0%	25.0%
Conflicting priorities at the local level	28.9%	23.5%	33.3%	52.6%	0.0%	10.0%	30.0%
Conflicting priorities at the regional level	13.2%	17.6%	11.1%	15.8%	0.0%	10.0%	10.0%
Other	5.3%	5.9%	11.1%	10.5%	0.0%	0.0%	20.0%

RECOMMENDATIONS

This report is the result of a collaborative review with the watershed groups. In accordance with the Legislative proviso, recommendations identify actions to “streamline and strengthen” Puget Sound recovery. In synthesizing recommendations from the evidence and through collaboration with the watershed groups, the review team asked itself three questions:

- Is the action supported by the evidence?
- Is the action supported by the community?
- Is the action worth the opportunity cost?

Put another way, these questions boil down to our effort to distill activities that are worth working on, since any effort to change the framework and architecture of local salmon recovery and watershed groups will, necessarily, take time, attention, and resources away from other efforts including, potentially, the on-the-ground work of recovery.

We address three issues in the recommendations: (1) connectivity between recovery needs and land, water, and transportation planning and management decisions; (2) funding; and (3) improvements to group structures for watershed and Puget Sound scale management and implementation of recovery actions. In each area we make specific recommendations and provide additional information to further describes why we are suggesting these actions and how they could be accomplished. The most numerous, and specific, recommendations are made in the area of improvement to the group structures for watershed and Puget Sound management and implementation of recovery; these were the focus of this review. The first two issues, connectivity to land, water, and transportation planning and adequacy of funding, were not the specific focus of our review; however as we carried out the review interviewees and survey respondents raised them again and again as the main barriers to success.

It may come as a surprise that we are not recommending immediate, state-directed, restructuring, elimination, or consolidation of groups. In our conversations with framers and during interviews we explicitly explored various approaches to restructuring or consolidation such as combining Lead Entity and LIO work, combining the Salmon Recovery Council and the ECB, relying more on counties, etc. (See finding 9.) Our conclusion is that a unilateral effort to restructure or consolidate groups at this time *is not* likely to streamline or strengthen Puget Sound recovery, in fact we think it is likely to *distract* from the necessary work. We do believe that there should be increasing efforts to support closer alignment and integration of salmon recovery and Puget Sound recovery work and groups, and we have addressed this in the recommendations suggesting a deliberate, four-part process, as follows.

- Strengthen Puget Sound recovery backbone structures to create effective forums for integration of salmon and Puget Sound recovery, identification of multi-benefit strategies and priorities, and as foundation for better alignment and integration of watershed groups over time. This involves significant work to strengthening both the Ecosystem Coordination Board and the LIOs.
- Implement targeted improvements to the boundaries between Chinook salmon recovery plan watershed and salmon recovery Lead Entities to support better alignment and integration over time, and targeted work to clarify roles of Chinook watershed leads and lead entities.

- Call on and support each watershed in conducting a self-evaluation to identify opportunities for better integration and alignment between existing watershed-scale groups given the unique circumstances in the watershed.
- Reassess opportunities for integration (or consolidation) at the watershed and Puget Sound scales as the ECB and the LIOs mature to play more effective roles.

Finally, it cannot be stated strongly enough that, even those interviewees most interested in the idea of restructuring or consolidating groups, also thought that addressing fundamental issues related to forging better connections between recovery needs and priorities and land, water, and transportation decisions and decision makers was more important to streamlining and strengthening Puget Sound recovery.

The Legislative proviso directs administrative, legislative, and budgetary recommendations. The bulk of our recommendations are administrative. This is not meant to dissuade Legislative interest or action, the Legislature could productively take up any of these issues; however, we have identified as Legislative recommendations only those that seem to require Legislative action. For a number of recommendations we contemplate that preliminary administrative work might be followed by Legislative action. All recommendations have budgetary implications, since they would take time and attention to implement, and in the case of recommendation 2 call directly for increases in funding.

Table 9: Summary of Implementation Method for Recommendations

1. Increase connectivity between recovery needs and key land, water, and transportation management decisions and decision makers in local jurisdictions; and stand by the land and water use decisions we've made.	Administrative work to develop specific approaches likely followed by Legislative action.
2. Increase funding for recovery efforts including monitoring, and provide stable and reliable capacity funding for watershed groups.	Budgetary
3. Better align and integrate groups at the watershed and Puget Sound scales, direct money more efficiently to the highest priorities, and improve our ability to deliberate and make difficult decisions.	Administrative and Legislative
3A. Create a backbone structure for integration of salmon and Puget Sound recovery at the watershed and Puget Sound scales.	Administrative and Legislative
3B. Encourage greater alignment of groups within watersheds.	Administrative
3C. Simplify administrative processes and increase availability of expert and technical support for watersheds to help recovery investments go farther.	Administrative
3D. Tell a clearer story about how salmon and Puget Sound recovery are working together to aid in direction of money to the highest priorities.	Administrative

SUMMARY OF RECOMMENDATIONS

1. Increase connectivity between recovery needs and key land, water, and transportation management decisions and decision makers in local jurisdictions; and stand by the land and water use decisions we've made.
2. Increase funding for recovery efforts including monitoring, and provide stable and reliable capacity funding for watershed groups.
3. Better align and integrate groups at the watershed and Puget Sound scales, direct money more efficiently to the highest priorities, and improve our ability to deliberate and make difficult decisions.
 - 3A. Create a backbone structure for integration of salmon and Puget Sound recovery at the watershed and Puget Sound scales.
 - 3A1. Expand the membership of the ECB, and give it additional responsibility to serve as a consensus decision making body advising on the full range of issues related to how best to achieve Puget Sound recovery and implement the Puget Sound Action Agenda, and provide additional support to carry out this role.
 - 3A2. Establish LIOs in statute and work toward independent, fully integrated groups.
 - 3A3. The Puget Sound Leadership Council should convene a conversation about establishing a Puget Sound leadership academy, or other mechanism, to provide training and mentoring for service leadership in the watersheds.
 - 3B. Encourage greater alignment of groups within watersheds.
 - 3B1. The Partnership should work with Lead Entities and LIOs to create a roadmap of the individual groups operating in each watershed and what they are working on to support better alignment, cooperation, and integration.
 - 3B2. Align Lead Entity boundaries with Chinook recovery plan boundaries in the places where they do not already match, and develop best practices for coordination of the Lead Entity and Chinook Salmon recovery plan watershed lead roles.
 - 3C. Simplify administrative processes and increase availability of expert and technical support for watersheds to help recovery investments go farther.
 - 3C1. The ECB should make recommendations to simplify administrative processes related to funding and reporting, and for permitting of restoration projects.
 - 3C2. The ECB should make recommendations on how to increase the availability of technical and expert help to watersheds.
 - 3C3. The ECB should develop and recommend a mechanism to support watersheds in sharing lessons learned and developing common agendas.
 - 3C4. The ECB should reexamine the role of the Puget Sound Partnership Ecosystem Recovery Coordinators and make recommendations about how best to deploy these resources to best meet the needs of both the watersheds and the Partnership.
 - 3D. Tell a clearer story about how salmon and Puget Sound recovery are working together to aid in direction of money to the highest priorities.
 - 3D1. The Partnership should create a clear, integrated picture of regional goals, targets, and planning efforts.
 - 3D2. Support efforts that help entities involved in salmon and Puget Sound recovery identify and communicate shared interests.
 - 3D3. The Partnership should work with local and tribal jurisdictions and LIOs to create spatially explicit, specific, realistic, sequenced expectations about each geography's contributions to salmon and Puget Sound recovery.

I. Increase connectivity between recovery needs and key land, water, and transportation management decisions and decision makers in local jurisdictions; and stand by the land and water use decisions we've made.

In 1999 the State Joint Natural Resources Cabinet published *Extinction is Not an Option* a state-wide strategy to recover salmon, the goal of which is to “Restore salmon, steelhead, and trout populations to healthy and harvestable levels and improve habitats on which fish rely.” Among other things, it made recommendations related to forests and fish, managing urban stormwater to protect streams, ensuring adequate water supplies for salmon, integrating pollution prevention and management programs to provide clean water for fish, and linking land use decisions with salmon recovery.

In *Extinction is Not an Option*, the Natural Resources Cabinet observed that “the greatest challenge will be developing and implementing strategies in urban and rural areas to protect and restore habitat while accommodating population growth and addressing economic viability in light of restrictions anticipated for salmon recovery.” Evidence suggests this is a challenge we are still struggling to meet.

In 2011, the treaty tribes of Western Washington published *Treaty Rights At Risk*, which describes ongoing habitat loss and the continuing decline of salmon. It notes that since the listing of Puget Sound fall Chinook in 1999 loss of shoreline habitat and function through shoreline armoring has continued at a rate of 1.5 miles per year, about half of critical low gradient riparian forest habitat has insufficient forest cover to support salmon, and 83% of waters sampled under the Clean Water Act are polluted at levels that violate state water quality standards.⁵

The 2013 *State of the Sound* report is consistent. Of fifteen established vital signs (indicators of Puget Sound health) three were unchanged, three were worsening, and six were reported as mixed. The shoreline armoring target (reported as mixed) continued to show a net gain in armoring. The water quality index for streams and rivers was slightly worse than the baseline reference and there was a net decline in the biological condition of small streams as shown by the Benthic Index of Biotic Integrity. Non-federal Puget Sound basin forest was converted to developed cover at a rate of 2,176 acres per year for the period 2001-2006. Achievement of the 2020 Puget Sound recovery target rate of land conversion (1,000 acres converted per year) will require roughly a 50 percent reduction from the 2001-2006 annual conversion rate, or an 80 percent reduction from the 1991-2001 conversion rate of 5,048 acres per year.⁶ The recent Puget Sound Pressures Assessment identified land use conversion pressures as the most important to Puget Sound. The Puget Sound Action Agenda contains many recommended strategies and actions related just to land use; and many others related to water quantity, water quality, and stormwater management.

These are difficult decisions. Local land managers and elected officials are working to harmonize many needs and interests in the watershed, for population, for growth, for economic vitality, and for protection and restoration of natural resource systems that support salmon, shellfish, and other natural resource industries. They are faced with many, sometimes conflicting, priorities at the local scale, and for elected officials, their time horizons may be only

⁵ Treaty Rights at Risk, at p.10, and references cited therein.

⁶ State of the Sound, 2014, at p. 70-71 and p. 98-99

a few years, not decades. Building and retaining a local political constituency to advocate for recovery needs and priorities, and putting in the time to attend planning commission, city council, and county commissioner meetings to actively participate in land use policy discussions takes concerted efforts over time.

Our review was focused on local watershed and salmon recovery groups. It did not involve all the interests that should be at the table to determine how best to forge the reliable connections needed between recovery needs and land and water management decisions, but this work must be done. As a starting place, we recommend the following.

- The Partnership should work collaboratively with the Department of Commerce, tribal governments, the Washington Association of Counties Coastal Caucus, and Puget Sound cities to seek their advice on how best to make connections between recovery needs and land and water management decisions, and how best to support local elected officials who are weighing difficult choices and taking hard votes. This should include:
 - A concerted effort to review past and current recommendations on better connecting recovery needs to land and water management decisions and development of a clear plan to put these recommendations in place. This should include review of the Tribal Habitat Priorities included in the 2014-2015 Action Agenda update (see pp 2-13 and 2-14), which lay out a roadmap for addressing these issues from the perspective of habitat protection.
 - Comparison of existing land use ordinances and policies to explore what is already in common with recovery needs and interests, and comparison of build-out analyses to key habitats and ecological functions to determine where attention may be needed.
 - Consideration of approaches such as identifying recovery plans and needs as best available science for critical area decisions and using the idea of habitat concurrency (similar to transportation concurrency) which would create clearer and more consistent expectations for how recovery needs will influence comprehensive plan updates.
- The Partnership should work with the Legislature, state agencies, and the broader management conference to garner support and attention to the efforts of the ECB and Salmon Recovery Council Regulatory Subcommittees which have explored, or are still working to explore, issues of connectivity between recovery needs and resource planning, and ensure their recommendations are given full consideration.
- The Partnership, working through the ECB, the Salmon Recovery Council, and the broader management conference should encourage and support watershed scale recovery groups to build relationships with local elected officials and provide information on connections between land, water, and transportation management decisions and habitat needs in an informal way, through work sessions to see the maps and plans and site visits to walk the land. The work that Sound Salmon Solutions has undertaken to develop a customizable watershed education program for decision makers is a practical example of this type of outreach.
- The Partnership should work with the broader management conference to increase connectivity between recovery needs and transportation decisions at the state and Regional level; for example, examination of the Highway 101 impacts along the west side of Hood Canal, and development of a more collaborative and productive relationship with Burlington Northern Santa Fe to address their impacts on Puget Sound and salmon recovery.

Finally, putting the land and water management decisions on the books in city and county codes and ordinances is only the first step. Once those standards exist, state agencies and local governments need the capacity and funding to fully implement them and mutually-reinforcing agendas and support to enforce them.

2. Increase funding for recovery efforts including monitoring, and provide stable and reliable capacity funding for watershed groups.

Respondents emphasized that more funding is needed for the full range of recovery projects and efforts, and this need is borne out by other evidence.

The Partnership, working with a subcommittee of the ECB, recently completed an analysis for funding of just the three strategic initiatives included in the Action Agenda. These strategic initiatives encompass actions to restore habitat, address stormwater, and recover shellfish beds.

For habitat, the report estimates a “nearly \$300 million gap in annual funding.” It reports that the majority of the gap is in the funding needed for WSDOT culvert repair and replacement; however there also are “substantial shortfalls” in funding for floodplains restoration called for in the Floodplains by Design effort and in funding for salmon habitat restoration projects identified by Lead Entities and in habitat workplans.⁷

For stormwater, the report estimates an annual funding gap of between \$100M and \$250M in NPDES compliance and highway retrofits. This includes high-efficiency street sweeping and legacy load removal. The report notes that the highway retrofit program alone is projected to cost \$100M to \$200M and receives only \$6M in state funding and \$45M in funding from local governments.

For shellfish, the report estimates a funding gap of less than \$44M per year. At the same time, the report notes that “many local governments lack a dedicated local funding source for long-term monitoring, inspection, and enforcement for on-site septic systems and rely heavily on highly variable state and federal grant funding” to run these programs. The report also notes that the most significant gap for the shellfish strategic initiative is not simply financial, but has to do with the need to engage many individual landowners in voluntary efforts to control pollution and runoff.

Not surprisingly respondents also emphasized that watershed groups need reliable capacity and funding support so they can do their work and do it well – this means funding for convening and coordination support for groups within the watershed to come together and work together, and for groups across the region to come together and share information and lessons learned.

All groups indicated that the lack and instability of capacity funding was a barrier to them fully achieving their potential; however the group that came up most often as being capacity limited was the RFEs.

We note that funding of salmon and Puget Sound restoration create direct economic benefits in Puget Sound communities in addition to sustaining and enhancing the capacity of the environment to provide ecosystem services over time. Looking just at salmon recovery investments, RCO estimates that a \$1 million investment in watershed restoration directly results in 15-33 new or sustained jobs and has been shown to create \$2.2-2.5

⁷ *Funding Strategy for the Strategic Initiatives from the 2012-2013 Puget Sound Action Agenda, Volume 1: Summary of Findings and recommendations.* Prepared for the Puget Sound Partnership. August 13, 2014

million in total economic activity. Using that formula, salmon restoration projects funded through the Salmon Recovery Funding Board and RCO are estimated to have resulted in more than 4,400 new or sustained jobs, and created nearly \$650 million in economic activity statewide since 1999.⁸ RCO estimates that 80 percent of grant money is spent in the county where a project is located, which has a positive impact on local families and businesses.

While it can be tired and unpopular to point out the need for more resources for a recovery effort that many already perceive as well funded, the numbers speak for themselves. We recognize that in an era of funding shortfalls for many state services, and in the context of the requirement to dramatically increase funding for basic education, there are no obvious solutions to the Puget Sound funding shortfall.

The scope of our review did not extend to development of specific recommendations on how best to increase funding. The Funding Strategy report referenced above makes eight specific recommendation on funding, which are reprinted in Appendix G for convenience. Two recommendations addressed there were reiterated by respondents in our review:

- The Partnership should work with the entire management conference to engage with parties who are working to develop a major water infrastructure funding package that would develop new revenue sources for funding stormwater management, flood management, water quality improvements, and irrigation supply, and should support this effort.
- The Partnership should work with the Coastal Caucus of Counties and other local jurisdictions to explore how best to support collection and distribution of funds across jurisdictional boundaries at watershed, multi-watershed, and Puget Sound scales. One option to address this need that has long been under discussion is the concept of Watershed Investment Districts, or Watershed Investment Entities. Part of this effort should be to fully explore this option and either move forward with it or set it to rest in favor of an alternative.

3. Better align and integrate groups at the watershed and Puget Sound scales, direct money more efficiently to the highest priorities, and improve our ability to deliberate and make difficult decisions.

3A. Create a backbone structure for closer integration of salmon and Puget Sound recovery efforts at the watershed and Puget Sound scales.

In 2011 John Kania and Mark Kramer published a paper titled *Collective Impact* in Stanford Social Innovation Review. The paper described a framework for thinking about roles and functions that are needed to bring communities together to optimize results on complex social issues. One of the roles described is that of a backbone organization, meaning an organization that supports the infrastructure of collective action. The backbone concept has been expanded and refined, most notably in a follow-up Stanford Social Innovation Review

⁸ http://www.rco.wa.gov/salmon_recovery/efforts.shtml (downloaded November, 2014)

article, *Understanding the Value of Backbone Organizations in Collective Impact*, which describes a number of hallmarks of quality backbone organization support, as follows:

Table 10: Hallmarks of Backbone Organization

Activity	Short-term Outcomes	Intermediate Outcomes
Guide vision and strategy	Partners share a common understanding of the need and desired result	Partners' individual work is increasingly aligned with the initiative's common agenda
Support aligned activities	Partners increasingly communicate and coordinate their activities toward common goals	Partners collaboratively develop new approaches to advance the initiative
Establish shared measurement practices	Partners understand the value of sharing data	Partners increasingly use data to adapt and refine their strategies
Build public will	Guide vision and strategy	More community members feel empowered to take action on the issues(s)
Advance policy	Partners increasingly communicate and coordinate their activities toward common goals	Policy changes increasingly occur in line with initiative goals
Mobilize funding	Funding is secured to support imitative activities	Philanthropic and funds are increasingly aligned with initiative goals

Source: Turner, Shiloh, et al., *Understanding the Value of Backbone Organizations in Collective Impact*. Stanford Social Innovation Review. (pp 5).

Increasing attention has been given to growing the PSP as the backbone organization for salmon and Puget Sound recovery, and we heard support for this effort. We also see a strong need for backbone functions at the watershed scale. Recommendations call for strengthening the LIOs so they can better serve as watershed scale backbone organizations as the first step toward greater alignment and potential future restructuring or consolidation, and/or through increased cooperation and greater reliance on mutually reinforcing efforts.

One might ask: why in a report that was commissioned as a review of local watershed and salmon recovery groups to develop recommendations to streamline and strengthen Puget Sound recovery, is there a recommendation for more investment in coordination and collaboration? One method of streamlining might be to immediately and unilaterally restructure, consolidate, or eliminate certain groups. As discussed above, our assessment is that this type of effort would not best serve Puget Sound recovery at this time. Another method of streamlining, and the approach recommended here, is to create clearly defined, formal, functional structures and governance that bring together all the interests needed to make decisions and make decisions stick, so the necessary work of cooperation and collaboration can be done more efficiently. We emphasize that we see the ECB as the forum for identification of multiple-benefit priorities and integration of salmon and Puget Sound recovery. As the ECB grows and matures into this role, we recommend re-assessment of opportunities to further streamline coordination and integration of salmon recovery and Puget Sound recovery advice and decisions. We see the LIOs as the forum for this type of integration at the watershed scale. Similarly, as they mature we recommend re-assessment of opportunities to further streamline watershed scale coordination and integration. Put another way: it is not that increased alignment and integration are un-needed or un-wise; we simply need the time to do them well and create an orderly transition.

3A1. Expand the membership of the ECB, and give it additional responsibility to serve as a consensus decision making body advising on the full range of issues related to how best to

achieve Puget Sound recovery and implement the Puget Sound Action Agenda, and provide additional support to carry out this role.

The Ecosystem Coordination Board (ECB) was established to advise the Puget Sound Leadership Council on carrying out its responsibilities including development and implementation of the Action Agenda. In our review the ECB was widely cited as lacking a clear sense of purpose and challenged by minimal staff support. In contrast to the Salmon Recovery Council, which has formal dedicated staff, facilitation, and administrative support that the ECB generally lacks.

We recommend giving the ECB additional responsibility to serve as a consensus decision making body advising the Leadership Council on the full range of issues related to how best to achieve Puget Sound recovery and implement the Puget Sound Action Agenda. They should be the place where difficult issues related to Puget Sound recovery can be well vetted, interests harmonized, and clear recommendations made. To achieve this outcome we recommend several specific steps:

- The Leadership Council should establish a standing expectation that the ECB should identify, deliberate on, and make recommendations about, policy and programmatic issues related to Puget Sound recovery. This should include closer coordination with the Salmon Recovery Council to ensure that salmon recovery needs are well-integrated with the broader Puget Sound agenda.
- ECB charting documents should establish the expectation that representatives on the Board will not only speak for their own organization’s interests and experiences but also, when decisions must be made, pursue the best approach for overall Puget Sound recovery and achievement of recovery goals. This willingness to put aside some individual interests in favor of approaches that serve overall recovery goals was cited by a number of individuals as a hallmark of Salmon Recovery Council participants and as characteristic of a mature advisory organization.
- Staffing and support for the ECB should be dramatically increased so they have a capacity, similar to the Salmon Recovery Council capacity. This will help the ECB identify and “work” issues between meetings, develop options that reflect and bridge the full interests of the group, and ensure meetings are well run and well documented. This should include administrative and technical staff support, as well as facilitation support.

● **Should the Salmon Recovery Council and ECB be combined?**

We believe in the long run, to facilitate integration of Puget Sound and salmon recovery strategies and decisions, there should be much closer integration, and perhaps even consolidation of the Salmon Recovery Council and the ECB. The first step should be to strengthen the ECB so it serves as a more effective forum for deliberation and decision making, and to add a Salmon Recovery Council member to the ECB. (Recommendation 3A.) Other steps to work towards closer integration could include establishing joint ECB and Salmon Recovery Council workgroups or having joint meetings on topics of mutual interest. Over time, as the ECB becomes more effective, the need for separate groups should be re-evaluated. Even in a more consolidated approach it seems likely that a dedicated forum for deliberation of salmon recovery issues is appropriate; this could be accomplished through a caucus or workgroup structure. Additional caucuses or workgroups could provide a dedicated forum for deliberation on other key Puget Sound recovery issues, such as toxics, nutrients and pathogen pollution prevention and stormwater management.

- Representation on the ECB should be expanded to include a representative from each Local Integrating Organization (instead of Action Area representatives), and, to support better alignment and integration of efforts over time, a representative from the Salmon Recovery Council and from the NW Straits Commission.

While the new responsibilities for the ECB certainly could be legislatively directed, we do not believe this is required. The roles of the ECB already defined in statute provide for them to be fully engaged as a regional advisory and decision-making body provided the Leadership Council requests them to act in such a way. Increasing the responsibilities of the ECB could be accomplished administratively through a standing request from the Leadership Council to the ECB for advice on policy and programmatic choices related to Puget Sound recovery and a commitment on the part of the Partnership to engage the ECB in these matters and support their deliberations. Legislative action is needed to expand participation in the ECB to include a representative from each LIO and a representative from the Salmon Recovery Council. This could be accomplished by amending 90.71.250(4). Short of a statutory amendment, additional representatives might be invited to participate in the ECB as ex-officio (non-voting) members. Budgetary support will be needed help the ECB effectively play this new role.

Statutory responsibilities of the ECB

Advise and assist the council in carrying out its responsibilities in implementing [this chapter] including development and implementation of the action agenda. The board's duties include:

- (a) Assisting cities, counties, ports, tribes, watershed groups, and other governmental and private organizations in the compilation of local programs for consideration for inclusion in the action agenda
- (b) Upon request of the council, reviewing and making recommendations regarding activities, projects, and programs proposed for inclusion in the action agenda, including assessing existing ecosystem scale management, restoration and protection plan elements, activities, projects, and programs for inclusion in the action agenda;
- (c) Seeking public and private funding and the commitment of other resources for plan implementation;
- (d) Assisting the council in conducting public education activities regarding threats to Puget Sound and about local implementation strategies to support the action agenda; and
- (e) Recruiting the active involvement and encouraging the collaboration and communication among governmental and nongovernmental entities, the private sector, and citizens working to achieve the recovery of Puget Sound.

RCW 90.71.250(5).

The Local Integrating Organizations should be engaged in a similar effort. (See below.)

3A2. Establish LIOs in statute and work towards independent, fully integrated groups at the watershed scale.

We recommend a set of specific actions to strengthen LIOs. Our belief is that the most effective streamlining of watershed coordination activities, or consolidation of watershed groups, will take place on the initiative of the jurisdictions in the watershed. It will require confidence among watershed leaders in shared understandings and priorities, and trust among parties. Strengthening the LIOs gives these conditions a chance to arise, and creates the climate for appropriate streamlining or consolidation to emerge organically in each watershed.

3A2.1. Articulate a clear vision for a fully integrated LIO and provide incentives for local groups to move in that direction. Articulating this vision and identifying incentives should be a collaborative effort with the watershed groups. This could be led by the Legislature (e.g., in a task force or proviso format) or administratively by the PSP working through the ECB. As a starting place for this effort, our review indicated that some hallmarks of a fully integrated LIO include:

- All interests are at the table, including representation from business, large land owners, and environmental and non-profit groups.
- Active participation by elected officials from the relevant jurisdictions, including tribal governments.
- Active participation by other recovery groups in the watershed, including Lead Entities, MRCs, RFEGs, water quantity and quality planning groups, watershed councils, and others.
- Explicit integration of salmon recovery and Puget Sound recovery priorities.
- Active participation from program experts from the relevant jurisdictions (e.g., connections to planning and permitting departments, surface and stormwater departments, etc.).
- A science-based process for establishing and implementing local priorities.
- An organizational structure that ensures sub-geographies within the larger area are given autonomy as needed, for example, if more than one county or tribal jurisdiction is included in the LIO geography, or more than one salmon recovery Lead Entity.
- Clear linkage back to the regulatory and land-use management decision processes for participating jurisdictions through, for example, regular work or information sessions with local officials on recovery needs and priorities and a clearly defined advisory role to city and county decision-making bodies.

• The whole is greater than the sum of its parts

Many reports of this nature emphasize the need for effective collaboration between multiple interests and between government and private actors and decision makers at all levels. We support the idea of and the need for collaboration. We also have called for collaboration's sister: cooperation. Cooperation recognizes that we have – and will continue to have – many different individual interests who wish to work on their individual interests. Cooperation simultaneously encourages both individual organizations – doing their individual things well – and the larger effect that results from the combination of individual activities. It supports individual efforts while also creating the networks, relationships, and frameworks that allow greater group value to emerge. Backbone organizations marshal the power of cooperation (and encourage collaboration) to work towards shared or mutually reinforcing goals.

One respondent said: “With collaboration people tend to want to make everything one, but there is a role and a purpose for people to be focused just on salmon; or people who are really interested in flood to really know what flood needs. And then we need a forum where those people can come forward and put that on the table with capacity to find multiple interests.” We recommend that the LIOs should be that forum.

Potential incentives for fully integrated LIOs identified during this review include priority for funding and other support, increased autonomy or deference for priority setting, and individual Legislative recognition through a petitioning process, where a fully integrated LIO might request Legislative endorsement.

3A2.2. Establish LIOs in statute. LIOs should be formally established in statute as the groups responsible for developing and implementing local priorities and action plans that contribute to achieving Puget Sound scale recovery goals, and for working with watershed leads and lead entities to integrate salmon recovery and Puget Sound recovery work and priorities in their geographies.

3A2.3. Give LIOs more responsibility for decision making about funding for local priorities and more accountability over delivering recovery progress. The current description of LIO on the Partnership website indicates that they “enable communities to guide the implementation of Action Agenda priorities at an ecosystem scale, and to prioritize local actions for investment.” However, many respondents from LIOs in our review emphasized that a major frustration of these groups is that, unlike Lead Entities, they do not directly control any portion of Puget Sound investment funding and, unlike in the Salmon Recovery process, there is no amount of Puget Sound recovery funding that is specifically directed towards local priorities as identified by LIOs. A number of LIOs have suggested changes to the funding process for Federal National Estuary Program funding (administered by US EPA) that would use a model similar to the Salmon Recovery funding model to give LIOs the ability to direct some funding to local priorities.

3A2.4. Work toward establishing LIOs as independent entities. Consistent with “one size does not fit all,” our findings suggest that “independence” may look different for each LIO. For some LIOs this might mean working towards establishing themselves as a 501(c)(3) or similar organization with the ability to hire dedicated staff who work for the LIO as an independent entity, and the ability to act as its own fiscal agent to directly compete for and receive public and third-party (e.g., foundation) funding. (The Hood Canal Coordinating Council is an example of this approach.) For other LIOs it might mean ensuring that interlocal agreements between participating jurisdictions reflect that resources directed toward the LIO are working for the support of recovery planning in the entire affected geography.

3A2.5. Reassess opportunities for closer alignment, integration, and consolidation between LIOs and other watershed groups over time. Over time, there is ambition to use LIOs to provide a forum for participating jurisdictions to more efficiently cooperate, and ultimately collaborate, for their common benefit on a full range of environmental and economic interests. And, over time, as LIOs mature, watersheds should re-consider whether there are opportunities to streamline collaboration and coordination structures, or even consolidate and combine them, in ways that respect watershed needs and interests. The Hood Canal Coordinating Council provides an example of an LIO that effectively consolidates local watershed and salmon recovery groups.

3A3. The Puget Sound Leadership Council should convene a conversation about establishing a Puget Sound leadership academy, or other mechanism, to provide training and mentoring for service leadership in the watersheds.

The complex and high-stakes issues that will have to be solved to succeed at salmon and Puget Sound recovery will require strong, dedicated, talented leadership. Virtually every person we spoke with said some version of “A talented leader can get results in any structure; the perfect structure cannot guarantee results without leadership.”

Leadership is not something that springs naturally from structure. At the same time, structures can be inviting to talented leadership, and make it more likely that leadership will emerge. When we asked about what types of structures were attractive to talented leaders, we heard a number of themes. These are:

- Clear roles that give leaders some autonomy and a chance to build an organization.
- Relevant and productive roles so leaders have a clear opportunity to “make a difference.”
- Shared commitment to transparency and accountability in decision making at both the watershed and the regional scales.
- Stable funding that creates some confidence leadership roles will persist over time.

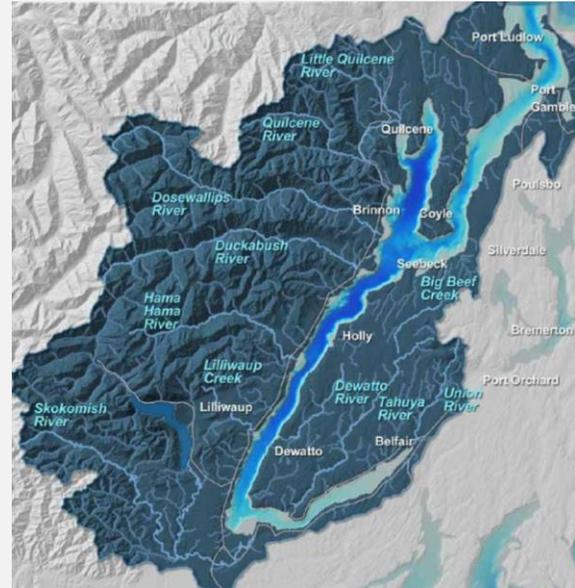
- Mutually reinforcing support at all levels of government for elected officials making difficult choices about land, water, and transportation management.
- Decision support systems that allow science-based prioritization of actions and strategies to address the biggest threats and pressures on the ecosystem.
- Forums that support deliberation on the difficult questions that need to be resolved to accomplish Puget Sound recovery and to integrate ecological, socio-economic, and human well-being goals.

We have attempted to address these hallmarks in our recommendations, throughout the report.

In our review we also heard a lot about the difficulty and intangibility of how best to support and grow talented leaders. From these conversations we have come to believe that the best way to support this type of leadership, beyond having a structure that invites and rewards it, is through a combination of training and, more importantly, individual mentoring and support. We suggest the concept of service leadership because we believe it is the style that is most appropriate to the role of watershed leaders as conveners, collaborators, and backbone organizations. The primary skills needed for effective leadership at the watershed scale in Puget Sound are those of the connector and cajoler, the networker/relationship builder, the visionary, and the practical, results-oriented task master: someone who can “focus on the growth and well-being of people and communities to which he or she belongs” rather than the accumulation and exercise of power. Articulating this vision for leadership is only part of the solution; individuals in the watersheds also need support and shoring up as they strive to accomplish the difficult things we ask of them.

● Hood Canal Coordinating Council

The Hood Canal Coordinating Council (HCCC) is an example of a highly integrated watershed scale group that functions in multiple authoritative capacities. Established in 1985 “in response to community concerns about water quality problems and related natural resource issues in the watershed,” the HCCC was the product of the Hood Canal Coordinating Council Interlocal Cooperation Agreement between Jefferson, Kitsap and Mason Counties and Port Gamble S’Klallam and Skokomish Tribes (“Member Organizations”).⁹ As described in the Agreement, the HCCC’s mission is “to advocate for and implement regionally and locally appropriate actions to protect and enhance Hood Canal’s environmental and economic health.”¹⁰ In 2000, the HCCC was incorporated as a 501(c)(3); it hires its own staff and maintains its own offices separate from the participating jurisdictions. The non-profit status allows HCCC to be its own fiduciary agent with the ability to apply for grants and assign contracts.



Since being formed the HCCC has adopted, or been assigned, a number of additional roles, including¹¹:

- *Management Board* for aquatic rehabilitation {RCW 90.88.030(1)}¹²
- *Lead Entity* and *Regional Recovery Organization* for salmon recovery {RCW 77.85 and RCW 90.88.030(1)(a)}¹³
- *Inter-WRIA Coordinator* for watershed planning {RCW 90.88.030(1)(b)}¹⁴
- The *Local Integrating Organization* (LIO) for Hood Canal¹⁵

The HCCC works with its member organizations and partners at various scales depending on the resource issues being addressed. The summer chum salmon recovery planning, salmon recovery lead entity habitat project planning, Hood Canal Action Area, and the Hood Canal Aquatic Rehabilitation Zone all have slightly different boundaries (see the [HCCC website](#) for activity maps). The HCCC’s Lead Entity and salmon recovery plan implementation areas also include the eastern portion of the Strait of Juan de Fuca.”¹⁶

In part because of its status as an independent organization, and due to its multiple responsibilities, the HCCC has multiple funding sources including: Member Organization dues, fees for services rendered (including a large Army Corp of Engineers program implementation fee), foundational grants, and both capacity and project-specific grants from the WA Departments of Ecology & Health, WA Recreation and Conservation Office, the Puget Sound Partnership and the Governor’s Office.¹⁷

Given the authorities and ability to access diverse and multiple funding sources HCCC is well positioned to behave as a regional coordinating body providing forums that invite individual jurisdictions to work together to address regionally significant issues.

⁹ Hood Canal Coordinating Council Interlocal Cooperation Agreement, adopted 1985, amended 2011, accessed November 2014: http://hccc.wa.gov/CEDocuments/Downloads_GetFile.aspx?id=412492&fd=0

¹⁰ *Ibid.*

¹¹ <http://hccc.wa.gov/About+Us/default.aspx>

¹² <http://app.leg.wa.gov/rcw/default.aspx?cite=90.88.030>

¹³ *Ibid.*

¹⁴ *Ibid.*

¹⁵ <http://www.psp.wa.gov/LIO.php>

¹⁶ http://hws.ekosystem.us/?p=Page_89901fef-078a-47c8-9c7b-f3c0c259700a&sid=170

¹⁷ HCCC Independent Auditor’s Report and Financial Statement, June 30th 2013, accessed November 2014: <https://hcccwagov.app.box.com/s/cnjbelsxlox3fw1f08k>

For example, HCCC's In Lieu Fee Mitigation Program was established in 2011 under Federal rule¹⁸ to provide an alternative to conventional permittee-responsible mitigation. It involves "the restoration, establishment, enhancement, and/or preservation of aquatic resources through funds paid to a governmental or non--profit natural resources management entity to satisfy compensatory mitigation requirements..." Under this Program, the HCCC sells compensatory mitigation "credits" to permit applicants and take on the permittee's obligation to provide compensatory mitigation. When impacts to Hood Canal habitats are unavoidable, this mitigation tool allows an opportunity to direct mitigation to those areas in Hood Canal that can contribute most to recovery, protection and restoration.

HCCC's Aquatic Rehabilitation Program is a result of legislation enacted in 2006 and authorized by RCW 90.88, Aquatic Rehabilitation Zones, where HCCC is designated as the local management Board for rehabilitation programs. HCCC has since developed and in the process of implementing a Hood Canal Regional Pollution, Identification, and Correction Program (PIC) which involves the active participation of all HCCC members. The regional PIC program is designed to address aspects of wastewater treatment and on-site septic systems in the Hood Canal watershed. HCCC has also developed a Hood Canal Regional Stormwater Retrofit Project. The project identified retrofit site opportunities and other actions that should be undertaken to reduce the impacts of stormwater runoff in the Hood Canal Action Area. The Aquatic Rehabilitation program also has convened a forum of scientists and practitioners in assessing the impacts from low dissolved oxygen events in Hood Canal and examines potential management that could be implemented to address those impacts.

HCCC is the regional recovery organization for Hood Canal and Eastern Strait of Juan de Fuca Summer Chum Salmon. As such, HCCC is responsible for the development and implementation of the recovery Plan developed by HCCC in 2005, adopted by the State of Washington in 2006, and by NOAA Fisheries in 2007. Implementing the Plan requires all HCCC member jurisdictions to work together and across boundaries to affect the recovery of summer chum salmon, listed as threatened under the Endangered Species Act (ESA). To ensure that limited resources are well spent and efforts are focused to affect recovery, HCCC is engaged in developing a salmon recovery prioritization process. HCCC members and the many salmon recovery partners are using the prioritization approach to design and implement actions and strategies that address the threats and pressures that impact salmon recovery.

Finally, HCCC has partnered with a diverse array of organizations, agencies, and individuals to develop the Hood Canal Integrated Watershed Plan (IWP). The IWP is intended to be a comprehensive strategic framework for advancing a common vision (*Humans benefit from and coexist sustainably with a healthy Hood Canal*) by integrating the full range of natural resource management efforts across all relevant jurisdictions. In May 2014 HCCC established five-year strategic priorities for the HCCC to implement and guide regional actions towards the Vision and established a framework for accountability of strategy implementation, identification of strategic gaps, and continuous evaluation and adaptive management.

¹⁸ (Compensatory Mitigation for Losses of Aquatic Resources; Final Rule, see 33 CFR Part 332 and 40 CFR Part 230,

3B. Encourage greater alignment of groups within watersheds.

These recommendations encourage a watershed-led effort to identify watershed-scale alignment opportunities, and make specific suggestions about targeted improvements to alignment between the boundaries of Lead Entities and the Chinook recovery watersheds.

As previous studies of watershed groups in Puget Sound have emphasized, each Puget Sound watershed has its own set of: recovery opportunities and priorities; physical and biological ecological systems and structures; and unique social and economic conditions and relationships, watershed interests, needs, and pressures. The “watersheds” used for management have been, for the most part, self-identified. When Lead Entities were formed they chose to form around a WRIA, or group of WRIA, or a county. When LIOs were formed they formed around combinations of WRIA or parts of WRIA that drain to the same part of Puget Sound, or around individual WRIA or county boundaries.

At the political level, local jurisdictions also have formed or supported groups to give them the advice or guidance they need. Sometimes these are Lead Entity or LIO groups, and other times they are watershed councils or other groups chartered by the political jurisdiction. Because every watershed is different, each watershed has a unique set of groups and agreements between groups, and a specific set of relationships and structures for how input and advice from watershed groups is considered during city and county planning and decision making.

As described earlier in this report, we do not believe Puget Sound recovery would be streamlined or strengthened by a “one size fits all” effort to restructure, combine, or eliminate watershed groups. At the same time, better alignment and integration between watershed groups is possible, and necessary, to streamline and strengthen Puget Sound recovery.

3B1. The Partnership should work with Lead Entities and LIOs to create a roadmap the individual groups operating in each watershed and what they are working on to support better alignment, cooperation, and integration.

In this review we have worked to create an overall picture of the types of watershed and salmon recovery groups operating in Puget Sound, how those groups work together, and opportunities for improvement. We have identified the major groups operating in each watershed and tabulated them by Water Resources Inventory Area (WRIA) and by county (Appendix C). We have not created a detailed inventory or roadmap of all the groups in each watershed or the watershed-specific structures, relationships, and agreements that describe how they are coordinated or aligned. We believe such an exercise would be useful as a way to (1) help watersheds self-evaluate their structures to see if there are opportunities to improve alignment or streamline collaboration, particularly between groups who often are working on the same types of things or on the same issues; (2) help Puget Sound scale groups and funders better understand the coordinating networks in place in a watershed; (3) describe how groups interact with political decision makers in their jurisdictions. Some watersheds already have these kinds of roadmaps, which may just need to be updated and circulated. In watersheds where they do not exist, other, relatively recent, regional-scale reports provide a starting place for the effort.¹⁹

¹⁹ See: *Recreation and Conservation Office Statewide Assessment of Watershed Coordination*. 2009; *University of Washington Analysis of Organizations Engaged in Puget Sound Ecosystem Recovery: A Report for the Puget Sound Partnership*. August 1, 2013.; Recreation and Conservation Office Lead Entity Directory, available at: http://www.rco.wa.gov/documents/salmon/lead_entities/LeadEntityDirectory.pdf

Watersheds have a variety of groups in addition to those named in the Legislative proviso including: shellfish and lake improvement districts, land trusts, conservation districts, “friends of” groups, and others. We suggest that the inventory and alignment assessment consider all the groups working on salmon and Puget Sound recovery issues in the watershed. The potential opportunity for better integration, or even consolidation, which was mentioned most often by survey respondents is between watershed councils and salmon recovery lead entity citizen committees. As discussed earlier in this report, in some cases a watershed council also the citizens’ advisory group for a salmon recovery lead entity. In other places, watershed councils are less clearly tied to salmon recovery groups and work on a range of water quality, water quantity and habitat issues. The term “watershed council” seems to be used to describe a variety of local and watershed-scale groups, playing a variety of roles.

3B2. Align Lead Entity boundaries with Chinook recovery plan boundaries in the places where they do not already match and develop best practices for coordination of the lead entity and Chinook salmon recovery plan watershed lead roles.

The Puget Sound Chinook Salmon recovery plan contains fourteen local watershed-based chapters. Each local chapter covers a specific geographic area and includes strategies and actions associated with marine and freshwater habitat protection and restoration, hatchery management, and harvest management. Each has a “watershed lead” an employ of a tribe, county, conservation district, or non-profit, who is responsible for maintaining and implementing the recovery chapter and successfully advancing salmon recovery in the chapter’s geographic area.

Salmon Lead Entities are local, watershed-based groups responsible for developing habitat restoration and protection strategies and capital projects to meet those strategies. Each year, each salmon Lead Entity develops a prioritized (ranked) list of salmon recovery capital projects for their geographic area and submits the list to the Salmon Recovery Funding board for consideration. There are fifteen salmon Lead Entities in Puget Sound and each has a Lead Entity coordinator.

The geographies between the Lead Entities and the Chinook Recovery Plan watershed chapters/groups often, but not always, match; and the same person often, but not always, is both the watershed lead and the Lead Entity coordinator for a geography.

Figure 4 shows a map of the Lead Entity and Chinook Salmon recovery plan chapter boundaries.

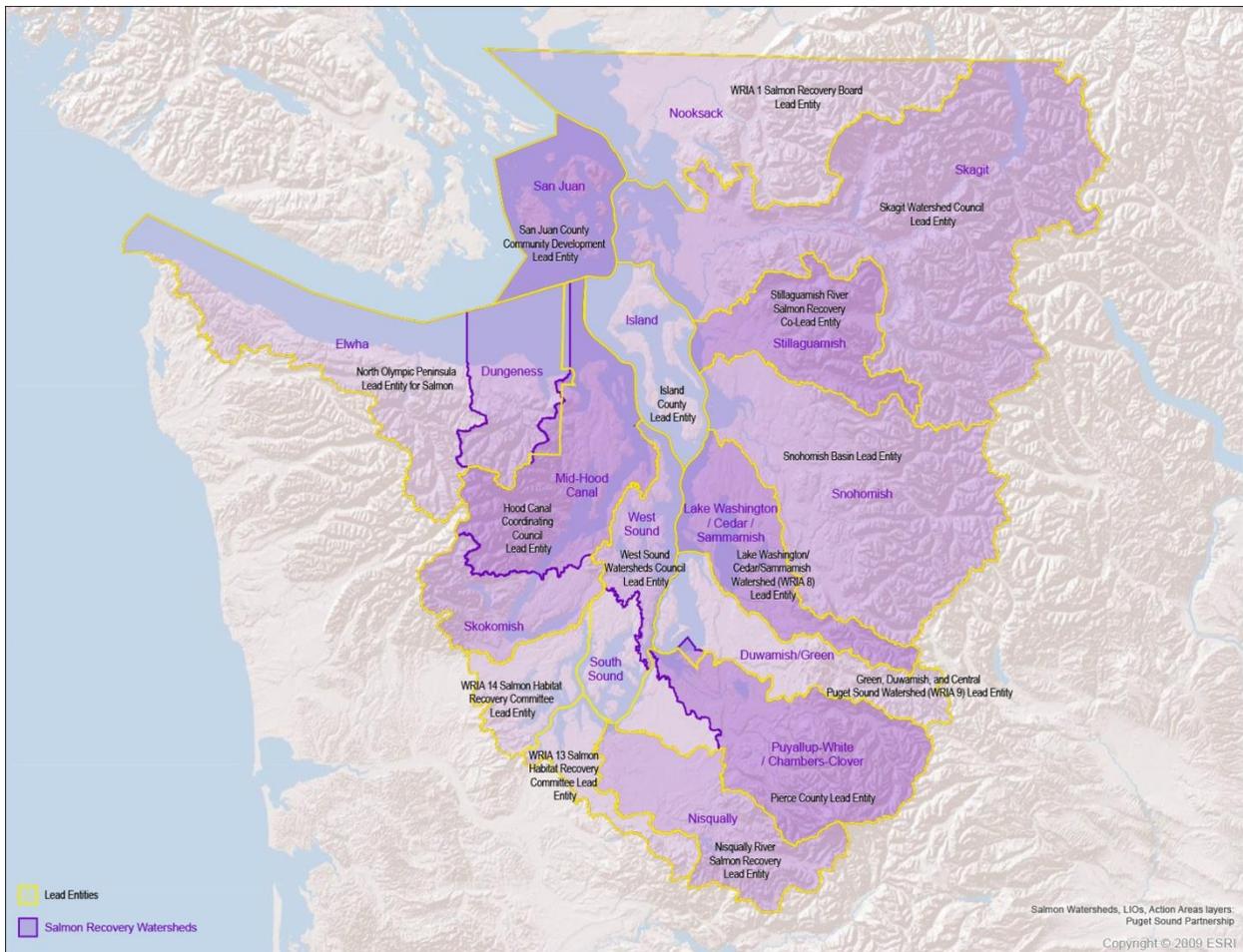


Figure 4: Map of Chinook Recovery Watersheds and Salmon Recovery Lead Entities

3B2.1. PSP and GSRO working with the Puget Sound Salmon Recovery Council and the State and Tribal co-managers should undertake a deliberate and collaborative effort to better align the boundaries of Lead Entities with the Chinook recovery plan chapter boundaries. Aligning the Lead Entity boundaries with the Chinook recovery plan boundaries will involve slight changes to the boundaries and consolidation for a number of Lead Entities in Southern Puget Sound and on the Kitsap Peninsula. A grass-roots effort to better align South Sound Lead Entities with the recovery plan chapter already is under way, and particular care is being taken to work with local interests in these areas.

3B2.2. The Partnership and GSRO should work with the Executive Committee of the Salmon Recovery Council to articulate a set of best practices for watershed scale coordination between the Chinook recovery plan watershed lead and the Lead Entity roles. Watershed leads are individuals, usually an employee of a county or tribal government, who are responsible for coordinating implementation of the Chinook salmon recovery plan chapters. In that capacity they work closely with salmon recovery Lead Entity coordinators (also individuals) who are responsible for working with the Lead Entity citizen and technical groups to produce a prioritized list of salmon habitat protection and restoration projects in each lead entity geography. Often, but not always, and particularly when the salmon recovery chapter boundaries are the same as the lead entity boundaries, the watershed lead and the lead entity coordinator are the same person in an individual geography.

To implement the recovery plan chapters well, watershed leads need a policy setting forum to bring together interests in their recovery chapter geography and provide advice and direction. In some watersheds, watershed leads rely on lead entity citizen or technical committees to fulfill these roles. In other watersheds these roles are less developed. To develop a set of projects that are consistent with the broader recovery chapter strategies in the watershed, lead entities need to be connected to these strategies and invested in their development.

We recommend collaborative work with watershed leads and lead entities to articulate a set of best practices for salmon recovery chapter implementation in each watershed. At a minimum this should address: how the policy setting function will be fulfilled for recovery plan implementation and how best to leverage (or expand) existing lead entity advisory groups to fulfill this policy setting role. If existing lead entity groups are used, care should be taken to ensure that the full range of watershed interests with a stake in recovery plan implementation are at the table. It also should address how the salmon recovery work is coordinated, and integrated, with broader Puget Sound recovery work administered by the LIOs in the geography.

The watershed leads should be fully responsible for bringing together local interests to develop science-based strategies for all aspects of recovery plan implementation in the watershed, consistent with the overall strategy and guidance for Puget Sound salmon recovery. That is, the co-managers should continue to be responsible for hatchery and harvest policies, strategies, and management, but the watershed groups should be responsible for aligning their habitat priorities with hatchery and harvest strategies in each geography. They also should take a leadership role in ensuring adequate monitoring of salmon recovery efforts and adaptive management of the recovery plan strategies over time. Lead entity habitat project priorities should be explicitly informed by and consistent with the recovery strategies and priorities described in each recovery plan chapter. This would include identifying and implementing non-capital actions for protection of habitat such as working with local jurisdictions to strengthen land use policies for habitat protection. Best practices should describe how to most efficiently achieve these functions.

3C. Simplify administrative processes and increase availability of expert and technical support for watersheds to help recovery investments go farther.

Funding wasn't the only thing watershed groups emphasized; we also heard numerous ideas about how salmon and Puget Sound recovery work could be streamlined and strengthened through other types of support. We also heard that one-size-will-not-fit all and it will be critical to work with and understand the needs and interests of both the watershed-focused leaders and staff and the political decision makers in the local and tribal jurisdictions.

Do we have too many Lead Entities in Puget Sound?

We considered recommendations to begin a process of deliberate consolidation of Lead Entities around Puget Sound. In other Washington State salmon recovery regions the Lead Entity generally is at the same scale as the regional recovery organization. Put another way, the regional recovery organization often serves as the lead entity and develops a list of prioritized salmon habitat restoration projects at the scale of the recovery region. The Puget Sound is different from other regional recovery regions in at least two ways: (1) the Puget Sound has many more individual jurisdictions, including multiple autonomous tribal nations and governments, and a larger population than other salmon recovery regions; (2) the Puget Sound Chinook salmon recovery plan was developed in the watersheds as a community-based plan and it is largely implemented at the watershed scale so it needs a watershed scale structure to support that implementation and adaptive management.

The question of what is the right number of salmon recovery lead entities for Puget Sound was not resolved as part of this review, but it is clearly an issue worthy of further consideration.

Working with watershed groups to understand and provide the most relevant and helpful support and expertise, and streamlining administrative processes whenever possible, will streamline and strengthen Puget Sound recovery by allowing more focus on the difficult work of determining how to get recovery needs addressed in local land use, water, and transportation planning and management, and how to get recovery actions implemented on-the-ground.

In each of these recommendations we suggest that the ECB be used as a forum for further deliberation on these ideas and as a coordinating body with agencies and others who would be engaged in implementation. Deliberations by the ECB also could be used to generate new ideas along these lines.

3C1. The ECB should make recommendations to simplify administrative processes related to funding and reporting, and for permitting of restoration projects.

3C1.1. The ECB should guide and oversee efforts to simplify administrative processes related to grant making and reporting. This effort should be focused on the grant application process for Puget Sound recovery programs and the reporting requirements related to Action Agenda implementation and LIOs. With respect to grant application processes, the process should be revised and simplified so that grants opportunities come out simultaneously and grant applications can serve (as much as possible) multiple grant programs. The Salmon Recovery Funding Board process and the RCO grant making and management process were cited as good models. This will require cooperation of all the state agencies currently involved in Puget Sound grant making: the Departments of Ecology, Fish and Wildlife, Natural Resources, Health, Commerce and the PSP, but could be led by the Partnership as the agency tasked with Puget Sound recovery. Ideally, this would move towards a single grant administrator for Puget Sound funding. With respect to reporting, there should be clear and durable guidance on what reports, information, and products and results are needed from watershed groups, particularly LIOs, to account for their activities and to feed development of Puget Sound scale actions and strategies. Many people expressed frustration at what they perceive as an ever changing landscape of Puget Sound scale reporting outputs and planning efforts (this also is addressed in recommendation 2). This will require cooperation between the PSP and LIO leadership.

3C1.2. A joint committee of the ECB and the SRC should make recommendations on efforts to simplify permitting of restoration projects. The joint committee should initiate a focused process to improve the predictability and timeliness of decisions on permitting for restoration projects and to identify opportunities to streamline permitting for restoration activities. This has been a longstanding issue in the salmon and Puget Sound recovery community. It has been included in multiple iterations of the Action Agenda, and is now emphasized in the Tribal Habitat Priorities included in the 2014-2015 Action Agenda update (see pp 2-13 and 2-14), which lay out a variety of ways to move forward with this idea.

3C2. The ECB should make recommendations on how to increase the availability of technical and expert help to watersheds.

Watershed groups have developed their own technical expertise and draw on technical experts from the large local governments and tribal jurisdictions that participate in watershed management. At the same time, many of these local technical experts are juggling multiple responsibilities and duties. Creating additional “centralized” technical expertise and resources that could be shared among watersheds is a way to provide this needed service more efficiently. It would free up resources at the watershed scale that are currently spent developing potentially duplicative skill sets and/or conducting duplicative research on technical and regulatory issues.

Two clear ideas emerged for how to better support watersheds with additional technical and expertise.

- Provide additional technical and subject-matter experts and support participation by state experts in watershed-based processes. Watershed groups told us that they used to rely on state habitat biologists, water resource managers, and other state experts to help them at the watershed level and to give them confidence that their watershed-level strategies and efforts were scientifically and regulatorily sound. The recent state budget cuts have dramatically reduced state agency's abilities to work with and provide technical expertise to watershed groups; implementing this idea would require reprioritization of state resources and/or development of new resources. We suggest one opportunity for reprioritization of resources below in the discussion of the Partnership Ecosystem Recovery Coordinators.
- Provide support for difficult discussions and conversations at the watershed level – this might come in the form of reinforcing watershed groups' articulation of recovery needs or it might come in the form of support from leaders at the Puget Sound scale who could work with watershed leaders to help shift the conversation on difficult issues. This idea is much less clearly defined in our review; it seems related to the idea of working with watersheds leaders and tribal, county, and city governments to make closer connections between recovery needs and land, water, and transportation planning and management decisions. We address this issue further in recommendation 1; the issue of support for watershed-based leadership is addressed in recommendation 3A.

3C3. The ECB should develop and recommend a mechanism to support watersheds in sharing lessons learned and developing common agendas.

Productive, implementation focused, coordination and collaboration meetings to help groups forge relationships across geographies, provide information they can really use, and support them in sharing lessons learned. We suggest development of Puget Sound scale opportunities for collaboration – this might take the form of a yearly Puget Sound recovery summit, to bring the watersheds together in service of one another and development of Puget Sound scale priorities. It should be a forum for groups to:

- Share information, resources, and lessons learned;
- Coordinate on what scientific evaluation and monitoring are showing about how recovery strategies are working and where more work is needed;
- Discuss how watershed-level work rolls up to Puget Sound scale recovery priorities; and
- Develop common visions and agendas for how work in individual watersheds can be mutually reinforcing and supportive of Puget Sound scale needs.

We encourage an approach that is both celebratory of the progress made and good work done and working, so as much as possible actual progress on issues and decisions can be made during the meetings. Northwest Straits Initiative meetings organized by and for marine resources committees was cited as a good model for this type of work at the Puget Sound scale, and the South Sound Science and Summer Chum symposiums as good examples of this type of work at the watershed scale.

3C4. The ECB should reexamine the role of the Puget Sound Partnership Ecosystem Recovery Coordinators and make recommendations about how to best deploy these resources to best meet the needs of both the watersheds and the Partnership.

The PSP provides coordination to Lead Entities, watershed leads, and Local Integrating Organizations with ecosystem recovery coordinators (ERC). The ERC are universally well-liked; however respondents also expressed

confusion, or sometimes skepticism, of their role and suggested that their talents could be better deployed. We recommend that Partnership leadership work collaboratively with the ECB to consider the optimal skill set and role for Partnership staff tasked with supporting these groups. Suggestions made during this review include:

- Experienced, senior conflict resolution and consensus/coalition building support which could be dedicated to specific issues within a watershed or between watersheds.
- Deep and robust technical expertise around key issues to assist in developing policy and implementation strategies and resolving issues within local areas and with state agencies.
- Convening and facilitating cross committee workgroups between the SRC and ECB.
- Providing more substantive staff-level support for watershed groups by, for example, developing drafts or doing more staff-level reviews and synthesis of draft plans and other products for consideration by the watershed group.
- Shifting ERC positions or capacity funding to more directly staff fully integrated local groups, for example by placing ERC as direct employees of a local group (instead of the Partnership) through an intergovernmental agreement or via grant funding.

3D. Tell a clearer story about how salmon and Puget Sound recovery are working together to aid in direction of money to the highest priorities.

A more collectively shared, specific understanding of how salmon and Puget Sound recovery efforts and actions are mutually-reinforcing is needed to help groups at both the watershed and Puget Sound scales to focus and streamline their cooperative and collaborative activities and prioritize their efforts.

The recommendations in this section can be administratively implemented and most likely fall to the PSP to lead as both the regional recovery organization for Puget Sound Chinook and the agency tasked with leading Puget Sound recovery. Budgetary support will be needed for these efforts, particularly development of clearer expectations about each geography's contributions to salmon and Puget Sound recovery.

3D1. The Partnership should create a clear, integrated picture of regional goals, targets, and planning efforts.

Local watershed and salmon recovery groups want to see how the work they are doing fits in with the overall architecture for recovery. One of the challenges described by leadership and participants in both watershed and Puget Sound scale groups, and in both state and Federal agencies, is lack of a clear and commonly held overall picture of salmon and Puget Sound recovery working together. At a minimum this should describe:

- Specific Puget Sound recovery goals and targets, including those developed for salmon, and how they nest/relate to one another.
- Plans and planning processes oriented to meeting these recovery goals and targets, such as the Chinook recovery plan, the Hood canal and Eastern Strait of Juan de Fuca summer chum salmon recovery plan, the Puget Sound Action Agenda, the salmon habitat work plans, and how those processes nest/relate to one another.
- Actions to support plan development, implementation, and adaptation, such as the monitoring and adaptive management effort, the pressure assessment effort, strategic initiatives, and implementation strategies.
- Monitoring efforts.

Ideally this should be collaboratively developed in partnership with local groups and graphically displayed and communicated in one page. The key is to show how the salmon recovery and Puget Sound recovery efforts are related, and to illustrate how the various regional science and planning process contribute to recovery outcomes; this context will help watershed groups in turn better align and coordinate their processes at the watershed scale. We emphasize that, as banal as this may seem, a lack of clear understanding about the purpose of all the “mandates” and “assignments” coming down to local groups from regional planning organizations, as well as state agencies, and how the various work efforts will come together into a clear picture for recovery was cited as a barrier to success by a large majority of survey respondents and in every interview.

3D2. Support efforts that help entities involved in salmon and Puget Sound identify and communicate shared interests.

The GSRO and WDFW have recently convened a group of leaders from the various groups involved in salmon recovery to bring them together around a common vision, mission, and goals. While this particular group is just forming and is as yet unproven, this type of effort is helpful in streamlining and strengthening Puget Sound recovery in at least two ways. First, by coming together to identify their common interests groups will increase trust, engender cooperation, and may identify opportunities to streamline their functions. Second, by jointly communicating their shared needs and interests, these groups make it easier for funders and decision makers in state and local government (including the Legislature) to see and understand what is important for salmon and Puget Sound recovery. We recommend support for these types of efforts by the relevant state agencies (including the Partnership) and all the participating watershed groups.

3D3. The Partnership should work with local and tribal jurisdictions and LIOs to create spatially explicit, specific, realistic, sequenced expectations about each geography’s contributions to salmon and Puget Sound recovery.

Each watershed geography in Puget Sound can contribute a different mix of progress towards recovery. City and county governments, tribal governments, and their various respective administrative departments are experts in their geographies, capacities, local interests, and potential. They are experts in what works for on-the-ground delivery of services in their jurisdictions and are oriented towards these sorts of on the ground efforts. They want to contribute meaningfully to salmon and Puget Sound recovery and they need a clear path and specific commitments to define this contribution. They want clear local goals and realistic targets for what they should do to focus their efforts; and they want to be included in development of these local goals and targets and to see how their local work “rolls up” into Puget Sound scale efforts.

This does not mean another large-scale regional planning exercise or an abandonment of the huge amount of work that has already gone into development of the Puget Sound recovery targets and the Action Agenda. Emphasis of this point is critical – local and watershed groups expressed no small measure of frustration with what they see as disconnected and disjointed start-and-stop planning efforts for Puget Sound; there is little patience, support, or even openness to anything that would be perceived as another, new run at a big regional plan. Establishing specific, sequenced expectations about each geography’s contributions to recovery means taking the planning and recovery goals in place and working with tribal and local jurisdictions to create geographically explicit, specific, sequenced targets that realistically reflect what each jurisdiction will deliver for each relevant recovery goal. We suggest that this does not demand a new large regional-scale planning exercise, nor nine or ten separate watershed-scale planning exercises. It could be accomplished by working with the ECB to determine which geographies had the most to contribute to each individual recovery goal and creating small groups to bring together experts from each of those geographies with regional experts to complete the work.

An effort to develop spatially explicit, specific, realistic, sequenced expectations should acknowledge that different geographies can contribute different things to recovery. For example, the ability to preserve/restore habitat is more in some places than others; urban stormwater more relevant in some places than others; geographies have different potentials for shellfish, estuary, eelgrass, and other recovery efforts depending on both the level of intactness in the physical and biological structures in the watershed and the degree of local readiness and support for action.

Fundamentally, these efforts should accomplish five things:

- Recognize that each geography has the potential to contribute differently to Puget Sound recovery.
- Map the Puget Sound recovery targets to geographic potential and working with local and tribal experts to develop science-based, specific, sequenced activities and outputs to contribute towards recovery.
- Focus resources towards actions that are most needed, in sequence so successes build over time.
- Collaborate with local experts and groups to monitor results and adapt over time.
- Foster a Puget Sound-scale view of recovery among the many watershed groups and local jurisdictions working to support that recovery.

The PSP is currently exploring the concept of five implementation strategies in support of an initial set of recovery targets relevant to the Puget Sound strategic initiatives: shellfish, B-IBI, estuaries, floodplains, and eelgrass. This recommendation should inform the implementation strategies effort.

Over time, efforts to better understand, describe, and sequence what each geography will contribute to salmon and Puget Sound recovery should support the ability of jurisdictions to collaborate on resource sequencing and resource-share regionally. This type of prioritization and resource-sharing will be vital if we are going to focus resources where they can best advance recovery goals. Concepts like the Coordinated Investment Strategies under consideration by federal funders, where funding would be prioritized for particular geographies based on their potential to contribute to Puget Sound scale recovery goals, and the multi-jurisdictional watershed funding districts, which would enable cooperative decision-making among state, local, and tribal governments to determine and fund implementation of projects which improve watershed health, could further these goals. The Salmon Recovery Funding process for large capital projects can provide an example of regional decisions sequencing resources that are built from watershed-level priorities up using science as a guide, and are then mutually supported by watersheds, even those whose projects are not first in sequence.

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■ APPENDICES

Appendix A: Short History of Watershed Planning in Puget Sound

In the late 1980s, the Legislature established the Puget Sound Water Quality Authority and Management Plan (RCW 90.70, since replaced by the Puget Sound Partnership legislation). The Management Plan outlined eight pollution prevention areas and plans and established the formation of local watershed committees to prepare action agendas and prioritize projects within their watersheds. By 1989 twelve “Early Action” watersheds had established **Watershed Councils** for this purpose; some of these groups remain active today.

In 1985, the Legislature established the **Puget Sound Water Quality Authority** to coordinate water quality-related efforts and protect and restore Puget Sound. The first Puget Sound management plan was adopted in 1987. In 1988, Puget Sound was designated an “Estuary of National Significance,” by the U.S. EPA under the National Estuary Program (NEP). The NEP is “a network of voluntary community-based programs that safeguards the health of important coastal ecosystems across the country.”²⁰ Updates to the Puget Sound management Plan occurred 1989, 1991, 1994, and 1996.

In 1989 the Legislature established Regional Fisheries Enhancement Groups (RCW 77.95.060) to enhance and expand salmon populations in support of recreational fishing via habitat restoration projects, fish supplementation assistance, and community education. There are seven **Regional Fisheries Enhancement Groups (RFEGs)** in Puget Sound. Each is a separate, private, nonprofit organization led by its own board of directors and supported by its members. Capacity funding is primarily from the Washington Department of Fish and Wildlife and the U.S. Fish and Wildlife Service, with some additional money from membership and private and foundation donations.

In 1996 the authorizing legislation for the Puget Sound Water Quality Authority expired and the Legislature created the **Puget Sound Water Quality Action Team** and the **Puget Sound Council** as replacements. The Puget Sound Water Quality Action Team was made up of representatives of state, federal, and tribal governments. The Puget Sound Council was made up of elected officials from the state Legislature and local governments, and tribal governments. The Action Team and Council became responsible for reviewing and updating the Puget Sound Management Plan.

In 1998 the Murray-Metcalf Commission, headed by two Washington State members of Congress, created the **Northwest Straits Marine Conservation Initiative (NWSI)** which established the framework for the **Northwest Straits Commission** and Marine Resources Committees via Public Law 105-384. There are seven **Marine Resources Committees (MRCs)** in the northern part of Puget Sound, organized along county lines. MRCs bring together scientists and community volunteers to address local threats to the marine and nearshore environment.²¹ MRC members are appointed by county commissions and are mostly comprised of local citizen volunteers. A priority objective of the MRCs is to advise county officials on local marine resource issues and concerns. MRCs also carry out projects focused on restoration and protection of local marine resources. Volunteers generally design and carry out projects and help promote local stewardship. Capacity funding for MRCs and the Northwest Straits Commission is primarily provided by U.S. EPA and administered through the PSP, with additional funding provided by the National Oceanic and Atmospheric Administration (NOAA).

²⁰ US EPA, <http://water.epa.gov/type/oceb/nep/>

²¹ NW Straits Initiative; <http://www.nwstraits.org/get-involved/mrcs/>

In 1999 In response to these listings the Legislature established, under separate statutes, both (1) **water resource inventory planning processes and groups** (RCW 90.82) and (2) **salmon recovery planning processes and groups** (RCW 77.85) calling on the state to “coordinate and assist in the development of salmon recovery plans for evolutionarily significant units.”

Under RCW 90.82, **seven Puget Sound watersheds completed water resource plans**: Nooksack (WRIA 1), San Juan (WRIA 2), Island (WRIA 6), Nisqually (WRIA 11), Skokomish-Dosewallips (WRIA 16), Quilcene-Snow (WRIA 17), and Elwha-Dungeness (WRIA 18). The other 11 Puget Sound watersheds²² declined to participate in water resource planning under RCW 90.82 or halted efforts before plans were completed often because of lack of concurrence from tribal governments in the watershed. Capacity funding for watersheds actively engaged in the planning process was provided by the Department of Ecology; however, this support is now essentially concluded. The water resources planning effort also established the watershed boundaries commonly in use in Puget Sound today, the Water Resource Inventory Areas (WRIA).

Under RCW 77.85, **fifteen salmon Lead Entity groups** were established in the Puget Sound Basin. The Lead Entities are local, watershed-based organizations that identify and prioritize local salmon habitat restoration strategies and build local capacity to implement projects. Each Lead Entity has a citizens advisory committee and a technical advisory committee. Capacity funding for Lead Entities is provided by the Recreation and Conservation Office and the federal Pacific Coastal Salmon Recovery Fund (PCSRF); additional capacity funding for capital project-related work by Puget Sound Lead Entities is provided by the Puget Sound Acquisition and Restoration Program which is jointly managed by PSP and the Governor’s Salmon Recovery Office (GSRO)²³

Also in 1998, twelve Washington State agencies signed a Memorandum of Understanding, otherwise known as **“The State Will Speak with One Voice,”** which coordinates the Watershed Planning Act (ESHB 2514) and Salmon Recovery Act (ESHB 2496 – Chapter 246) efforts. The signers committed to cooperating and coordinating in support of local planning groups from technical assistance to policy review.²⁴ Participating agencies include the Washington State Departments of: Agriculture; Community, Trade and Economic Development; Ecology; Fish and Wildlife; Health; Natural Resources; and Transportation. The Conservation Commission, Interagency Committee for Outdoor Recreation, Puget Sound Water Quality Action Team, Governor’s Salmon Recovery Office, and State Parks and Recreation Commission also signed the memorandum.

Shortly after Lead Entities were established, the Shared Strategy for Puget Sound was created to “. . . build a practical, cost-effective recovery plan endorsed by the people living and working in the watersheds of Puget Sound²⁵.” Shared Strategy worked with watersheds to create **fourteen watershed-specific salmon recovery chapters** which were combined into the Puget Sound Chinook Salmon Recovery Plan (SRP) adopted by NOAA in 2007.²⁶ At the same time the HCCC developed the recovery plan for Hood Canal and Eastern Strait of Juan de Fuca Summer Chum; the plan was completed in 2005 and was adopted by NOAA in 2007. They were the first locally-developed regional salmon recovery plans completed in Washington. **Fourteen watershed leads** now coordinate implementation and adaptive management of the Chinook watershed salmon recovery plan chapters. (Other

²² The remaining 12 Puget Sound watersheds are: Lower Skagit – Samish (WRIA 3), Stillaguamish (WRIA 5), Snohomish (WRIA 7), Cedar – Sammamish (WRIA 8), Duwamish – Green (WRIA 9), Puyallup – White (WRIA 10), Chambers – Clover (WRIA 12), Deschutes (WRIA 13), Kennedy – Goldsborough (WRIA 14), Kitsap (WRIA 15), Lyre – Hoko (WRIA 19)

²³ Coordination of water resource planning groups and lead entities is addressed in a Memorandum of Understanding between state agencies **The State Will Speak with One Voice.**”

²⁴<http://www.ecy.wa.gov/watershed/misc/mou.html>

²⁵ Puget Sound Partnership website, status of salmon recovery: http://www.psp.wa.gov/SR_status.php

²⁶ Puget Sound Partnership website, status of salmon recovery: http://www.psp.wa.gov/SR_status.php

recovery chapters address nearshore habitat and overall recovery planning and coordination). The HCCC continues to coordinate implementation of the Summer chum recovery plan.

Despite these efforts, concern persisted about the ability to recovery Puget Sound salmon and the overall health of Puget Sound.

In December 2005 Governor Christine Gregoire appointed an advisory commission of 22 prominent leaders, called the Puget Sound Partnership, to look for answers. The advisory commission spent a year studying the scientific, geographical, political and funding issues behind the Sound's environmental problems. In December 2006 they made recommendations including: increased accountability and a new governance structure, better integration of science, a long-term public education effort, and a renewed focus on how to pay for the large-scale actions necessary for Puget Sound recovery.

In 2007, acting on the advice of this group, the Legislature created the **Puget Sound Partnership** to “oversee the restoration of the environmental health of Puget Sound by 2020.” The Partnership replaced the Puget Sound Water Quality Action Team and became the new entity responsible for the Puget Sound Management Plan, which became the Puget Sound Action Agenda. In the same statute, the Legislature established the **Puget Sound Leadership Council** and gave it the power and duty to, among other things, “support, engage, and foster collaboration among watershed groups to assist in the recovery of Puget Sound.” It also established the **Ecosystem Coordination Board** to, among other things, “[assist] cities, counties, ports, tribes, watershed groups, and other governmental and private organizations in the compilation of local programs for consideration for inclusion in the Action Agenda.”²⁷ Finally, RCW 90.71 directed development of the Action Agenda based (in part) on the foundation of existing watershed programs that address or contribute to the health of Puget Sound. To facilitate this, it established **seven “action areas”** and directed the Partnership Executive Director to “[work] with the board representatives from each action area . . . invite appropriate tribes, local governments, and watershed groups to convene for the purpose of compiling the existing watershed programs relating or contributing to the health of Puget Sound.” The participating groups were to “identify the applicable local plan elements, projects, and programs, together with estimated budget, timelines, and proposed funding sources, that are suitable for adoption into the action agenda.”

²⁷ The Puget Sound Science Panel also was established at this time to “provide independent, nonrepresentational scientific advice to the [leadership] council and expertise in identifying environmental indicators and benchmarks for incorporation into the Action Agenda.” We have not reviewed the science groups and structure in this effort. The Puget Sound salmon recovery effort also has a science body, the Regional Implementation Technical Team (RITT).

1985

Puget Sound Water Quality Authority and Management Plan

The Management Plan outlined eight pollution prevention areas, and established the formation of local watershed committees to prepare action agendas and prioritize projects within their watersheds.

Hood Canal Coordinating Council (HCCC)

A watershed-based council of governments. Established in response to community concerns about water quality problems and related natural resource issues in the watershed. Now serves as the salmon recovery lead entity, LIO, regional recovery organization for summer chum, and other roles.

Nisqually Watershed Council

Established to provide technical assistance and policy guidance for an overall management plan for stewardship of the Nisqually River; now leads an effort to create sustainability in the Nisqually Watershed and serves as the salmon recovery lead entity.

1990

Regional Fisheries Enhancement Group (RFEG)

RFEGs enhance and expand salmon populations in support of recreational fishing via habitat restoration projects, fish supplementation assistance, and community education. Each of the Puget Sound RFEGs is a separate, private nonprofit organization led by its own board of directors and supported by its members.

Water Resources Planning

Water Resources planning groups provide local citizens and organizations with the opportunity to collaborate in the management and assessment of water quantity issues. Seven watersheds established water quantity management plans; the planning process in Puget Sound is largely complete.

1998

Marine Resource Committees (MRC)

MRCs bring together scientists and community volunteers to address local threats to the marine and nearshore environment. MRC members are appointed by county. The NW Straits Commission provides policy direction and supports MRCs.

Lead Entity (LE)

Lead entities are local, watershed-based organizations that identify and prioritize local salmon habitat recovery strategies and build local capacity to implement projects. Each LE has a citizen and a technical advisory committee. They are responsible for assembling a ranked list of projects from each area and submitting the projects to the Salmon Recovery Funding Board.

2008

Local Integrating Organization (LIO)

LIOs are intended to bring together (“integrate”) local jurisdictions and interests to establish and further implementation of local priorities for Puget Sound protection and recovery and to advise and influence the Partnership on regional priorities and strategies. LIOs enable communities to guide the implementation of Action Agenda priorities at an ecosystem scale, and to prioritize local actions for investment.

In late 2008 a task force of state agencies, tribal governments, counties and cities provided recommendations to enhance local implementation of the Action Agenda. This document coined the term “**Local Integrating Organization**” and called for “a local structure and process that facilitates integration of the efforts of all groups in each sub-area of Puget Sound. . . create[s] the overarching structure and direction for integrating efforts and ensuring public and private funds are well spent . . . [and] build[s] on the working relationships that have been established through the watershed’s salmon recovery, stormwater control and water quality and quantity work, as well as the work of the Northwest Straits Commission, marine resource committees, many environmental and conservation organizations [and] between local governments for growth management and transportation.” Building on these recommendations the Puget Sound Leadership Council has recognized **nine LIOs**. The Leadership Council first officially recognized five LIOs in 2010 (HCCC, San Juan Agenda Oversight Group, South Central Puget Sound Caucus Group, Strait Ecosystem Recovery Network, and Consolidated WRIA 1 Policy Boards). Two more LIOs were recognized in 2011: the Island County Watershed and Alliance for a Healthy South Sound. Another two were recognized in 2012: Snohomish Stillaguamish and West Central. The Skagit-Samish watershed does not have an LIO.

Also in 2011, the U.S. EPA selected five state agencies and the Northwest Indian Fisheries Commission as **Lead Organizations** to implement six-year strategies to protect and restore Puget Sound. The Departments of Ecology, Fish and Wildlife, Commerce, and Health were awarded responsibilities for administration of programs focused on watershed-scale protection and restoration strategies, marine and nearshore strategies, toxics and nutrients prevention and reduction strategies, and pathogen prevention and reduction strategies. The PSP was selected as responsible for managing implementation of the Action Agenda; the Northwest Indian Fisheries Commission was selected as responsible for managing tribal implementation projects.

Throughout Washington, implementation of salmon recovery plans is overseen by **regional recovery organizations**. Shared Strategy was the initial regional recovery organization for Puget Sound Chinook. In 2007 the PSP was established as the regional recovery organization, replacing Shared Strategy. It is the only regional salmon recovery organization that is also a state agency. PSP is advised by the **Puget Sound Salmon Recovery Council**, a basin-wide group that meets regularly to develop salmon recovery guidance and policy. SRP implementation is supported by a combination of federal and state funds, allocated via three grant programs awarded by the **Salmon Recovery Funding Board**,²⁸ a state-wide committee that prioritizes, vets (via an appointed technical review panel), and funds community-drafted salmon restoration project proposals.²⁹ The HCCC is the regional recovery organization for Hood Canal and Eastern Strait of Juan de Fuca summer chum salmon.

²⁸ Salmon Recovery Funding Board grant programs include Salmon Recovery Grants, Family Forest Fish Passage Program, and Estuary and Salmon Restoration Program.

²⁹ RCW 77.85.130 – Allocation of Funds: <http://app.leg.wa.gov/RCW/default.aspx?cite=77.85.130>; and Salmon Recovery Funding Board fact sheet: http://www.rco.wa.gov/documents/fact_sheets/SRFB_fact_sheet.pdf

Appendix B: Descriptions and Comparisons of Groups

The table below lists the RCWs that formed or led to the formation of the Puget Sound watershed recovery groups. Key excerpts from each RCW are included in the table to present a contextual view of the formation of each group.

Group	RCW	Year	RCW Purpose	Group Purpose	Geography	Group Structure	Funding	RCW URL
Puget Sound Water Quality Authority, and first iteration of the Watershed Planning Groups (Committees)	90.70	1985	"The legislature finds that Puget Sound and related inland marine waterways of Washington state represent a unique and unparalleled resource." ... "The legislature further finds that the consequences of careless husbanding of this resource have been dramatically illustrated in inland waterways associated with older and more extensively developed areas of the nation. Recent reports concerning degradation of water quality within this region's urban embayments raise alarming possibilities of similar despoliation of Puget Sound and other state waterways." ... "The legislature declares that the utilization of the Puget Sound resource carries a custodial obligation of preserving it."	Puget Sound Water Quality Authority: "... the large number of governmental entities that now affect the water quality of Puget Sound have diverse interests and limited jurisdictions which cannot adequately address the cumulative, wide-ranging impacts which contribute to the degradation of Puget Sound." Watershed Planning Committees: "... watersheds are identified and ranked in order of importance by multi-agency committees convened by each county." ... "The [watershed management action] plans are prepared and carried out by local watershed management committees consisting of all affected jurisdictions, tribes, special purpose districts, and others."	Puget Sound Water Quality Authority: "It is therefore the policy of the state of Washington to create a single entity [the Puget Sound Water Quality Authority] with adequate resources to develop a comprehensive plan for water quality protection in Puget Sound to be implemented by existing state and local governments." Watershed Planning Committees: "Counties, cities, and other entities sharing watersheds coordinate plan development and implementation through watershed management committees."	Puget Sound Water Quality Authority: "... the Puget Sound water quality authority composed of seven members who are appointed by the governor and confirmed by the senate." Watershed Planning Committees: "The committee shall consist of all affected local governments, special purpose districts, tribes, interested state agencies, and others."	"While the 1987 state legislative session will provide guidance on the use of the cigarette tax revenue, it is anticipated that local governments will use some combination of the state water quality account and other locally received revenue to undertake plan activities." (The watershed planning committees, watershed prioritization and watershed management action plans were primarily funded by the Centennial Clean Water Funds administered via WA Department of Ecology).	http://app.leg.wa.gov/RCW/default.aspx?cite=90.70 <i>The original RCW was repealed and is no longer available online; the above language was sourced from the Puget Sound Water Quality Management Plan 1987: Appendix C. Puget Sound Water Quality Act (RCW 90.70), and Nonpoint Source Pollution Action Plan: http://www.gpo.gov/fdsys/pkg/CZIC-td225-p97-w37-1988/html/CZIC-td225-p97-w37-1988.htm</i>
Regional Fish Enhancement Groups (RFEGs)	77.95	1989	"The legislature finds that it is in the best interest of the salmon resource of the state to encourage the development of regional fisheries enhancement groups ..." (similar to the highly effective Grays Harbor fisheries enhancement task force). "The legislature authorizes the formation of [RFEGs]."	"[RFEGs] ... shall seek to: (1) Enhance the salmon and steelhead resources of the state; (2) Maximize volunteer efforts and private donations to improve the salmon and steelhead resources for all citizens; (3) Assist the department in achieving the goal to double the statewide salmon and steelhead catch by the year 2000; and (4) Develop projects designed to supplement the fishery enhancement capability of the department."	"Any interested person or group shall be permitted to join [the RFEG]. It is desirable for the group to have representation from all categories of fishers and other parties that have interest in salmon within the region, as well as the general public."	Statewide; in Puget Sound organized largely along county lines	"The regional groups shall be operated on a strictly nonprofit basis, and shall seek to maximize the efforts of volunteer and private donations to improve the salmon resource for all citizens of the state." ... "These groups shall be eligible for state financial support and shall be actively supported by the commission and the department."	http://app.leg.wa.gov/rcw/default.aspx?cite=77.95

Group	RCW	Year	RCW Purpose	Group Purpose	Geography	Group Structure	Funding	RCW URL
Lead Entities	77.85	1998	<p>"... it is the intent of the legislature to specifically address salmon habitat restoration in a coordinated manner and to develop a structure that allows for the coordinated delivery of federal, state, and local assistance to communities for habitat projects that will assist in the recovery and enhancement of salmon stocks." "... the state [is] to retain primary responsibility for managing the natural resources of the state, rather than abdicate those responsibilities to the federal government, and that the state may best accomplish this objective by integrating local and regional recovery activities into a statewide strategy." "... a statewide salmon recovery strategy must be developed and implemented through an active public involvement process..."</p>	<p>"The purpose of the committee is to provide a citizen-based evaluation of the projects proposed to promote salmon habitat." ... "The committee shall compile a list of habitat projects, establish priorities for individual projects, define the sequence for project implementation, and submit these activities as the habitat project list."</p>	<p>"A strong watershed-based locally implemented plan is essential for local, regional, and statewide salmon recovery..." "The area covered by the habitat project list must be based, at a minimum, on a WRIA, combination of WRIsAs, or any other area as agreed to by the counties, cities, and tribes..."</p>	<p>"Counties, cities, and tribal governments must jointly designate, by resolution or by letters of support, the area for which a habitat project list is to be developed and the lead entity that is to be responsible for submitting the habitat project list" ... "The lead entity may be a county, city, conservation district, special district, tribal government, regional recovery organization, or other entity." ... "The lead entity shall establish a committee that consists of representative interests of counties, cities, conservation districts, tribes, environmental groups, business interests, landowners, citizens, volunteer groups, regional fish enhancement groups, and other habitat interests."</p>	<p>"The committee shall also identify potential federal, state, local, and private funding sources."</p>	<p>http://app.leg.wa.gov/rcw/default.aspx?cite=77.85.050</p>

Group	RCW	Year	RCW Purpose	Group Purpose	Geography	Group Structure	Funding	RCW URL
Second iteration of Watershed Planning Groups (Units)	90.82	1998	“The purpose of this chapter is to develop a more thorough and cooperative method of determining what the current water resource situation is in each water resource inventory area of the state and to provide local citizens with the maximum possible input concerning their goals and objectives for water resource management and development.”	“The legislature finds that the local development of watershed plans for managing water resources and for protecting existing water rights is vital to both state and local interests. The local development of these plans serves vital local interests by placing it in the hands of people: Who have the greatest knowledge of both the resources and the aspirations of those who live and work in the watershed; and who have the greatest stake in the proper, long-term management of the resources.” ... “Therefore, the legislature believes it necessary for units of local government throughout the state to engage in the orderly development of these watershed plans.”	WRIA or multi-WRIA areas; see Group Structure.	“Watershed planning under this chapter may be initiated for a WRIA only with the concurrence of: (i) All counties within the WRIA; (ii) the largest city or town within the WRIA unless the WRIA does not contain a city or town; and (iii) the water supply utility obtaining the largest quantity of water from the WRIA... “ ... “To apply for a grant for organizing the planning unit ... these entities shall designate the entity that will serve as the lead agency for the planning effort and indicate how the planning unit will be staffed.” ... “[the] ‘lead agency’ means the entity that coordinates staff support of its own or of other local governments and receives grants for developing a watershed plan.”	“Once a WRIA planning unit has been initiated under RCW 90.82.060 and a lead agency has been designated, it shall notify the department and may apply to the department for funding assistance for conducting the planning and implementation. Funds shall be provided from and to the extent of appropriations made by the legislature to the department expressly for this purpose.”	http://app.leg.wa.gov/rcw/default.aspx?cite=90.82&full=true#90.82
Puget Sound Partnership Authority and Local Integrating Organizations (LIOs)	90.71	2007	“Puget Sound, including Hood Canal, and the waters that flow to it are a national treasure and a unique resource.” ... “Puget Sound is in serious decline, and Hood Canal is in a serious crisis.” ... “Puget Sound must be restored and protected in a more coherent and effective manner. The current system is highly fragmented. Immediate and concerted action is necessary by all levels of government working with the public, nongovernmental organizations, and the private sector to ensure a thriving natural system that exists in harmony with a vibrant economy.” ... “The legislature therefore creates a new Puget Sound partnership to coordinate and lead the effort to restore and protect Puget Sound, and intends that all governmental entities,	“The partnership shall develop the action agenda in part upon the foundation of existing watershed programs that address or contribute to the health of Puget Sound.” ... “... the partnership shall rely largely upon local watershed groups, tribes, cities, counties, special purpose districts, and the private sector, who are engaged in developing and implementing these programs.” ... “The participating groups should work to identify the applicable local plan elements, projects, and programs, together with estimated budget, timelines, and proposed funding sources, that are suitable for adoption into the action agenda.”	“The partnership shall organize this work by working with these groups in the following geographic action areas of Puget Sound ... : (a) Strait of Juan de Fuca; (b) The San Juan Islands; (c) Whidbey Island; (d) North central Puget Sound; (e) South central Puget Sound; (f) South Puget Sound; and (g) Hood Canal.”	“The [Puget Sound Partnership] executive director, working with the board representatives from each action area, shall invite appropriate tribes, local governments, and watershed groups to convene for the purpose of compiling the existing watershed programs relating or contributing to the health of Puget Sound.”	“The partnership may provide assistance to watershed groups in those action areas that are developing and implementing programs included within the action agenda, and to improve coordination among the groups to improve and accelerate the implementation of the action agenda.”	http://app.leg.wa.gov/rcw/default.aspx?cite=90.71.260

Group	RCW	Year	RCW Purpose	Group Purpose	Geography	Group Structure	Funding	RCW URL
			including federal and state agencies, tribes, cities, counties, ports, and special purpose districts, support and help implement the partnership's restoration efforts." ... "It is the goal of the state that the health of Puget Sound be restored by 2020."					

The following are profiles of the local groups working towards restoration and conservation in the Puget Sound watershed. The profiles are listed in chronological order of establishment and provide background on the context of formation, purpose, geography and current status. The groups include: Regional Fisheries Enhancement Groups (RFEs), Marine Resource Committees (MRCs), Watershed Planning Units, Lead Entities and Local Integrating Organizations (LIOs).

Regional Fisheries Enhancement Groups (RFEGs)

Regional Fisheries Enhancement Groups (RFEGs) engage communities in restoring salmon habitat and other salmon recovery projects and work to educate and enhance local support for salmon recovery.

RFEGs were created by the Legislature 1989 to enhance and expand salmon populations to support recreational fishing. (RCW 77.95.060.) The formation of the groups was inspired by the success of the Grays Harbor fisheries enhancement task force. The Legislature created the RFEGs with the hopes that similar work could be carried out in fisheries across the state.³⁰ The Legislature directed RFEGs to seek to:

1. Enhance the salmon and steelhead resources of the state;
2. Maximize volunteer efforts and private donations to improve the salmon and steelhead resources for all citizens;
3. Assist WDFW in achieving the goal to double the statewide salmon and steelhead catch by the year 2000; and
4. Develop projects designed to supplement the fishery enhancement capability of WDFW.

RFEGs do this work by carrying out habitat restoration projects, assisting with fish supplementation, and providing education in communities. For example, volunteers at the Skagit RFEG donated 8,281 hours and succeeded in planting more than 35,000 native plants and opening more than 5.5 miles of stream to fish in 2013 alone.³¹

Each RFEG is a separate, private nonprofit organization led by its own board of directors and supported by its members. The seven Puget Sound RFEGs include: (1) Nooksack Salmon Enhancement Association, (2) Skagit Fisheries Enhancement Group, (3) Sound Salmon Solutions, (4) Mid-Sound Fisheries Enhancement Group, (5) South Puget Sound Salmon Enhancement Group, (6) Hood Canal Salmon Enhancement Group, and (7) North Olympic Salmon Coalition. Group numbers correspond to the adjacent map.³²

RFEG capacity funding comes from the Washington State Department of Fish and Wildlife and US Fish and Wildlife Service. Some groups also receive donations from corporate, foundation and private entities, and from members. Project funding comes from a variety of public and private sources. In Puget Sound, RFEGs sponsor (implement) 20-25% of projects funded by the Salmon Recovery Funding Board.

In 2003, the RFEGs formed a Coalition whose purpose is “to serve and represent the RFEGs by supporting and advocating for their mission , . . . speak with one voice to represent accomplishments and interface with other groups, agencies and legislators on salmon recovery issues.”³³ The coalition is comprised of one representative from each RFEG, and they meet quarterly to discuss progress and coordinate regional efforts.

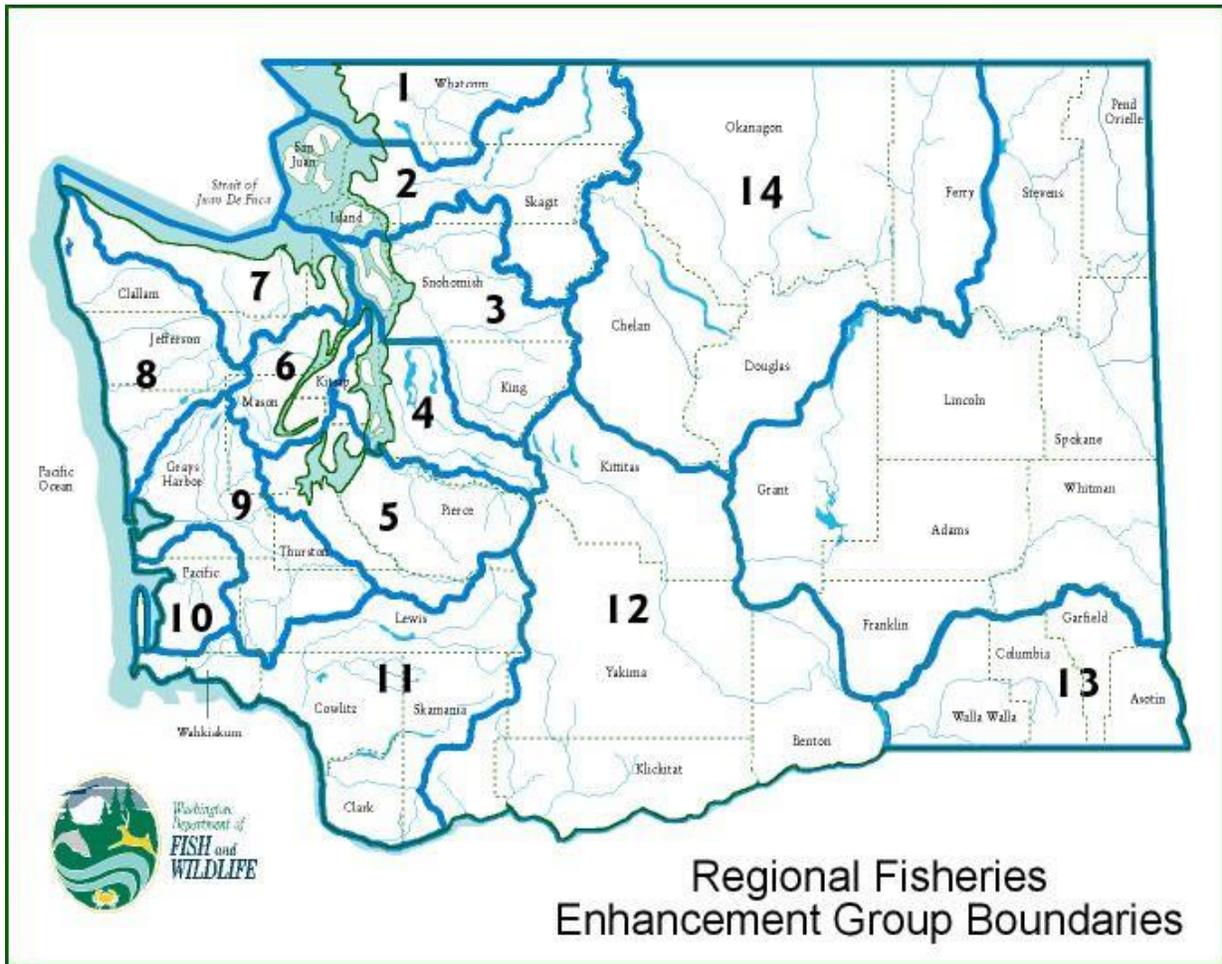
³⁰ RCW

³¹ <http://www.skagitfisheries.org/wp-content/uploads/2010/09/2013-SFEG-Annual-Report-small.pdf>

³² <http://wdfw.wa.gov/about/volunteer/rfeg/>

³³ [RFEG Annual Report 2011-12](#)

Regional Fisheries Enhancement Groups



Marine Resource Committees (MRCs)

There are seven Marine Resources Committees (MRCs) in northern Puget Sound that bring together scientists and community volunteers to address local threats to the marine and nearshore environment.³⁴

In 1998 the Murray-Metcalf commission, headed by two Washington State members of Congress, created the Northwest Straits Marine Conservation Initiative (NWSI) which established the framework for the Northwest Straits Commission and Marine Resources Committees (Public Law 105-384.) The purpose of MRCs is to:

1. Identify priorities and implement projects for local marine resources protection.
2. Advise their county governments on marine resources issues and policies.
3. Conduct projects driven by sound science to inform local marine resources management.
4. Engage their community and build greater stewardship of the local marine environment.

MRC members are appointed by county commissions and are drawn from tribal governments, business representatives, the scientific community, and natural resource and environmental organizations. The Northwest Straits Commission, which acts as a board of directors, has a staff and Executive Director, coordinates the MRCs, and provides regional perspective to ensure that MRCs have the tools and scientific information to make decisions. The non-profit Northwest Straits Foundation works to identify and pursue additional funding opportunities for MRC priority projects. The MRCs are located in the following counties: Clallam, Island, Jefferson, San Juan, Skagit, Snohomish and Whatcom.

Capacity funding for MRCs is generally provided by US EPA and NOAA.³⁵ MRCs may be best known for work on derelict gear removal; however they carry out numerous other restoration and education projects such as Olympia oyster restoration, shoreline restoration, landowner workshops and identification/mapping of forage fish spawning sites. The Northwest Straits Commission describes the benefits of MRCs as the following:

*MRCs provide a forum to mobilize citizen support for marine conservation. Working in harmony with the Puget Sound Action Agenda, MRCs generate and implement practical, on-the-ground projects that benefit the ecosystem and the economy of the Northwest Straits region. The Northwest Straits Commission provides regional perspective and ensures that MRCs have the tools and scientific information to make decisions.*³⁶

³⁴ <http://www.nwstraits.org/get-involved/mrcs/>

³⁵ [Ginny Broadhurst Interview](#) (internal)

³⁶ <http://www.nwstraits.org/get-involved/mrcs/>

Marine Resource Committees



Watershed Resources Planning Groups

Watershed Resources Planning Groups, often referred to as “2514 groups,” were authorized by the Washington State Legislature to develop local watershed plans for managing “water resources and for protecting existing water rights.”³⁷ The Legislature passed the Watershed Planning Act (RCW 90.82, ESHB 2514) in 1998, sanctioning watershed planning units with the expressed goal of sourcing local knowledge in the watershed planning process. While the Legislature also created the salmon recovery Lead Entities and the framework for the Marine Resources Committees the same year, a Water Resources Planning Group’s unique mandate was to incorporate “aspirations of those who live and work in the watershed” and “serve the state’s vital interests by ensuring that the state’s water resources are used wisely, by protecting existing water rights, [and] by protecting in-stream flows for fish and by providing for the economic well-being of the state’s citizenry and communities.”

The legislation did not explicitly call for the formation of new watershed groups, but authorized and funded watershed-based community groups to partake in their local water resource management plan development and implementation. Several pre-existing watershed community entities, formed as a result of the 1987 Puget Sound Water Quality Management Plan (RCW 90.70), assumed the new role and received WA Department of Ecology funds to replenish support for their watershed efforts (e.g. the Nisqually River Council assumed the role of the Nisqually Watershed Planning Unit³⁸). Each Watershed Planning Unit, along with local government agencies, is tasked with the development of a watershed plan, a local assessment of water supply in a long-term context, and is given the option of also addressing riparian and nearshore habitat health and water quality.³⁹

Watershed planning groups are organized by the WRIAs in which they operate. With the help of the aforementioned state agencies they provide local citizens and organizations with the opportunity to collaborate in the management and assessment of their local watersheds. *Seven Puget Sound watersheds completed water resource plans:* Nooksack (WRIA 1), San Juan (WRIA 2), Island (WRIA 6), Nisqually (WRIA 11), Skokomish-Dosewallips (WRIA 16), Quilcene-Snow (WRIA 17), and Elwha-Dungeness (WRIA 18). The other 11 Puget Sound watersheds⁴⁰ declined to participate in water resource planning under RCW 90.82 or halted efforts before plans were completed often because of lack of concurrence from tribal governments in the watershed. Capacity funding for watersheds actively engaged in the planning process was provided by the Department of Ecology; however, this support is now essentially concluded.

The water resources planning effort also established the watershed boundaries commonly in use in Puget Sound today, the Water Resource Inventory Areas (WRIA).

³⁷ WA Dept of Ecology “Watershed Planning Act”

³⁸ Nisqually River Publication, “Sustainable Funding for Nisqually Watershed Planning (2009): <http://nisquallyriver.org/wp-content/uploads/2010/03/Sustainable-Funding-for-NisquallyWatershed-Planning.pdf>

³⁹ WA Dept of Ecology “Watershed Planning Act”

⁴⁰ The remaining 12 Puget Sound watersheds are: Lower Skagit – Samish (WRIA 3), Stillaguamish (WRIA 5), Snohomish (WRIA 7), Cedar – Sammamish (WRIA 8), Duwamish – Green (WRIA 9), Puyallup – White (WRIA 10), Chambers – Clover (WRIA 12), Deschutes (WRIA 13), Kennedy – Goldsborough (WRIA 14), Kitsap (WRIA 15), Lyre – Hoko (WRIA 19)

Salmon Recovery Lead Entities

Salmon Recovery Lead Entities are local, watershed-based organizations that identify and prioritize local salmon habitat recovery strategies and build local capacity to implement projects.

Lead Entities were created by the Washington State Legislature in 1998 in response to listings of salmon and bull trout under the Federal endangered species act. (RCW 77.85.090.) Each Lead Entity is made up of a coordinator from the county, conservation district, or a tribe; a technical committee; a citizens committee; and a lead entity grant administrator, usually a county, conservation district, tribal, or regional organization.⁴¹ They are responsible for assembling a ranked list of projects from each area and submitting the projects to the Salmon Recovery Funding Board for consideration. Fundamentally Lead Entities convene and coordinate local groups and governments to identify the best science-based habitat protection and restoration projects for salmon recovery and to build community support and capacity for these projects.⁴²

Lead Entity geographic boundaries can be based on a Watershed Resource Inventory Area (WRIA) or an area that's mutually agreed upon by the leadership in that geography. In the Puget Sound Basin there are *seventeen Lead Entities*: WRIA 1 Salmon Recovery Board, San Juan Lead Entity, Skagit Lead Entity, Island Lead Entity, Stillaguamish Co-Lead Entity, Stillaguamish Watershed Council, Snohomish Lead Entity, WRIA 8 Lead Entity, WRIA 9 Lead Entity, WRIA 10/12 (Puyallup-Clover/Chambers), WRIA 11 (Nisqually), WRIA 13 (Deschutes), WRIA 14 (Kennedy-Goldsborough), WRIA 15 (West Sound-Watersheds), Hood Canal Coordinating Council, Snoqualmie Watershed Forum, and the North Olympic Lead Entity.⁴³ These Lead Entities cross-walk with the *fourteen salmon recovery watersheds*.

Lead Entities are coordinated through regional recovery organizations. The Puget Sound Partnership is the regional recovery organization for Puget Sound Lead Entities. (RCW 77.85.090(3).) The Puget Sound Salmon Recovery Council, which includes representatives from each of the 14 watershed areas in the Puget Sound Chinook recovery plan, tribal governments, business and environmental communities, and state and federal agencies, meets regularly to develop guidance for implementation of the Puget Sound Chinook Salmon Recovery Plan and advises the Puget Sound Leadership council on salmon recovery decisions.⁴⁴ Science and technical coordination and guidance is provided by a NOAA-appointed Regional Implementation Technical Team (RITT) which works with the regional and local groups.

Capacity funding for Lead Entities is provided by the Recreation and Conservation Office and the federal Pacific Coastal Salmon Recovery Fund (PCSFR); additional capacity funding for capital project-related work by Puget Sound Lead Entities is provided by the Puget Sound Acquisition and Restoration Program which is jointly managed by PSP and the Governor's Salmon Recovery Office (GSRO).

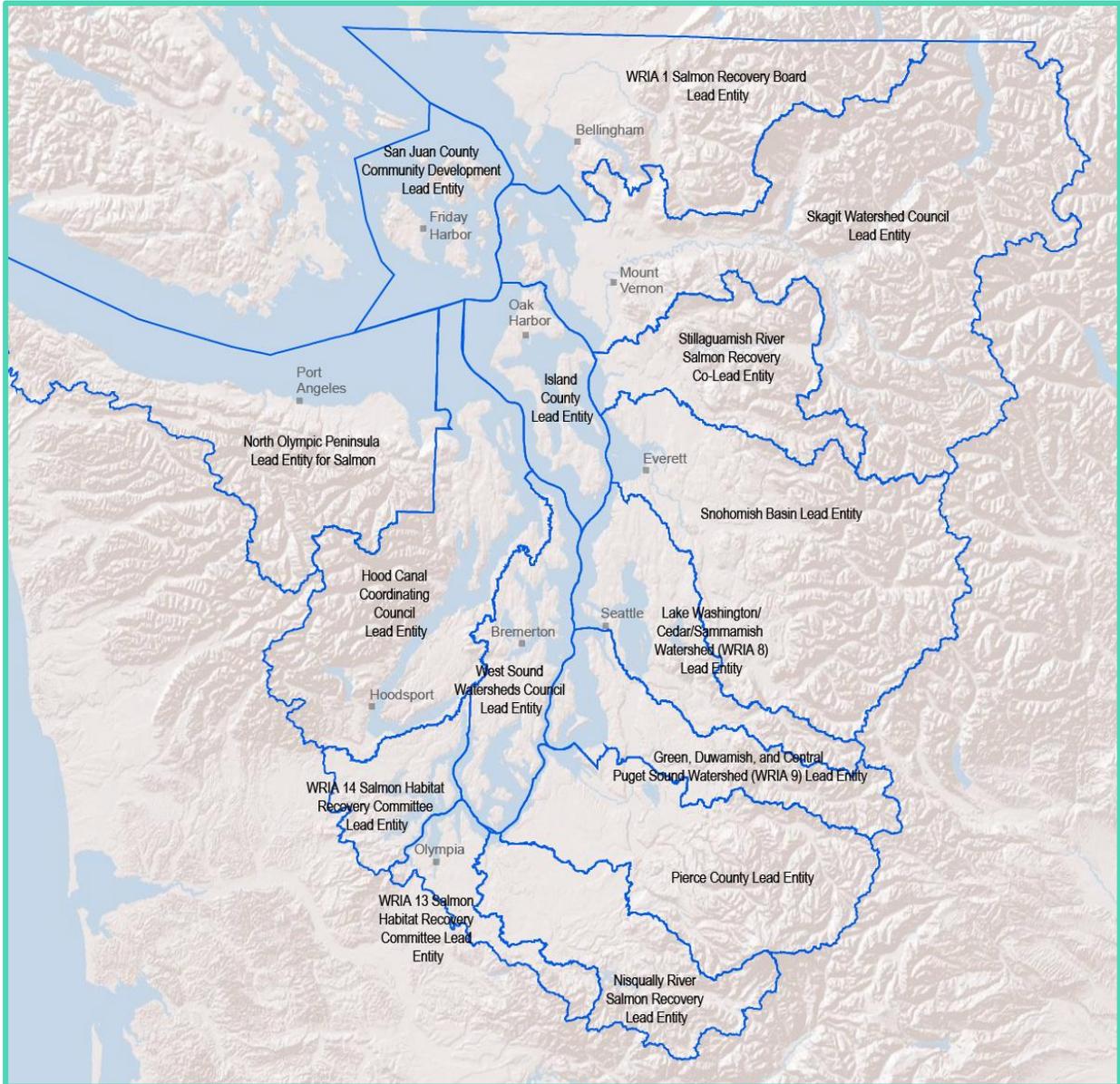
⁴¹ http://wwwtest2.rco.wa.gov/salmon_recovery/lead_entities.shtml

⁴² http://wwwtest2.rco.wa.gov/salmon_recovery/lead_entities.shtml

⁴³ S:\Projects\1121_PSP Eval Watersheds and Salmon Orgs\Watershed Proviso\Watershed Efficiency Analysis Tracking Summary .xlsx (internal)

⁴⁴ http://www.psp.wa.gov/SR_status.php

Lead Entities



Local Integrating Organizations (LIOs)

Local Integrating Organizations (LIOs) were created by the Puget Sound Partnership (PSP) with the intention to bring together (“integrate”) local jurisdictions and interests, to establish and further implementation of local priorities for Puget Sound protection and recovery, and to advise and influence the Partnership on regional priorities and strategies.

In late 2008 a task force made up of representatives from local and regional watershed groups and state, tribal and local governments met to consider ways to enhance the capacity of local organizations and to integrate their implementation efforts supporting the recently published Puget Sound Action Agenda. The task force’s core recommendation was to use the advent of the first Action Agenda as a catalyst to harness local efforts and create an “overarching structure and direction for integrating [local] efforts and ensuring public and private funds are well spent.”

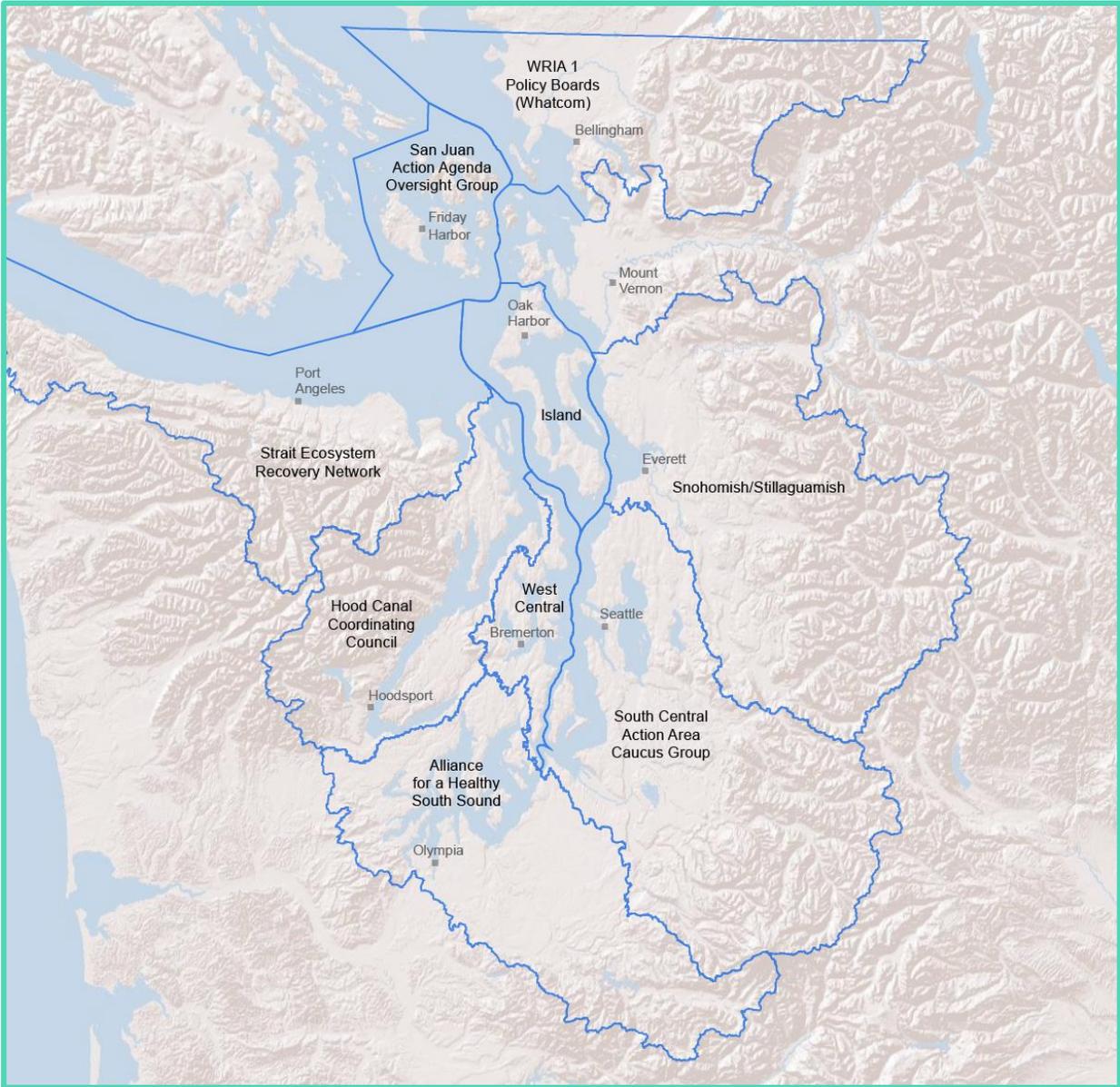
The task force recommended that PSP foster a local process in each sub-region of Puget Sound to clearly designate a group to bring together all the groups/ jurisdictions involved in protecting and restoring Puget Sound, and made a number of specific recommendations about how these “local integrating” organizations should be defined, what they should do, and how they should be supported. The task force specifically recognized and discussed the “multitude” of individual local groups involved in salmon and Puget Sound recovery and described them as “one of the greatest strengths of ongoing recovery efforts” but also as having the potential to create confusion about “who is responsible for specific actions and results.”⁴⁵ It did not contemplate replacing these groups. Rather it emphasized the need to build on existing groups and relationships and to have flexibility for each sub-region to find the path that could best serve its particular situation. In some areas, it contemplated that an existing group might take on the responsibilities of an LIO in addition to its present responsibilities; in other areas it acknowledged that a new group might be needed, or multiple groups might come together to become the LIO.

Since then, the PSP Leadership Council has recognized nine LIOs: San Juan Action Agenda Oversight Group, Strait Ecosystem Recovery Network, South Central Action Area Caucus Group, Alliance for a Healthy South Sound, Hood Canal Coordinating Council, West Central LIO, Whatcom LIO, Island LIO, and Snohomish/Stillaguamish LIO. The Skagit watershed does not have an LIO.⁴⁶ As the original task force recommendation contemplated, each is a little different in its form and governance. PSP requires LIOs to meet regularly and provide local profiles and priority actions to include in the Action Agenda, and that they track and report on action implementation progress. LIOs also are requested to provide local input and technical and scientific expertise to numerous regional planning and recovery efforts. Regional coordination for LIO is supported by the Partnership through quarterly meetings of LIO coordinators.

⁴⁵ LIO Task Force Final Recommendations to PSP

⁴⁶ <http://wa-geoservices.maps.arcgis.com/apps/OnePane/basicviewer/index.html?appid=063476d1e8e342b383ed1655b106c055>

Local Integrating Organizations



LIO Governance and Participation Table (adapted from Section 4: Local Recovery Actions in the 2014/2015 Action Agenda; available at: http://www.psp.wa.gov/downloads/2014_action_agenda/Final%202014%20action%20agenda%20update/Section4_LocalAreas.pdf)

LIO Name	Governance Model	Decision Group	Advisory/Implementation Group
Hood Canal Coordinating Council (HCCC) <i>Recognized as LIO in 2010.</i>	Watershed-based council of governments. The HCCC has an Executive Director, board of directors and two steering committees. The Board Steering Committee engages Hood Canal communities in work supporting and improving environmental and economic well-being of the action area. The Integrated Watershed Plan (IWP) Steering Committee is developing an integrated strategic plan for Hood Canal.	Board of Directors comprised of Jefferson County Commissioners, Kitsap County Commissioners, Mason County Commissioners, Port Gamble S'Klallam Tribe, Skokomish Tribal Nation.	Board Steering Committee comprised of governmental members and non-governmental organizations includes representatives from Skokomish Tribe, Port Gamble S'Klallam Tribe, Mason County, and HCCC staff Integrated Watershed Plan Steering Committee comprised of governmental members and non-governmental organizations, includes representatives from Skokomish Tribe, Jefferson County, Mason County, Puget Sound Partnership, Washington Sea Grant Long Live the Kings, and other community partners.
Island County Watershed LIO <i>Recognized as LIO in 2011.</i>	Executive Committee makes LIO decisions, sets strategic policy direction, and establishes priorities and funding concepts. Technical Committee provides recommendations on strategic direction, priority setting, funding concepts, and other issues of interest to the Executive Committee.	Executive committee comprised of: (1) Island Council of Governments including: Island County Commissioner District 1, District 2, District 3, City of Langley Mayor, Town of Coupeville Mayor, City of Oak Harbor Mayor, Port Commissioner from the Port District of Coupeville, Port Commissioner from the Port District of South Whidbey; (2) participating tribal governments: the Tulalip Tribe, the Swinomish Tribe	Technical committee comprised of representatives from Island County Public Health, Island County Public Works, Island County Planning and Community Development, City of Oak Harbor, City of Langley, Town of Coupeville, Tulalip Tribes, Swinomish Tribe (via Skagit River System Cooperative), Island County MRC, Island County Water Resource Advisory Committee WRIA 6, Salmon Recovery Lead Entity, Business/Ports, Whidbey EcoNet
San Juan Agenda Oversight Group (or San Juan LIO) <i>Recognized as LIO in 2010.</i>	Accountability oversight committee serves as the executive body for the LIO; implementation committee provides recommendations to the Accountability Oversight Committee.	Accountability oversight committee comprised of: Lummi Nation, Swinomish Tribe, Tulalip Tribes, PSP Leadership Council (ex-officio)	Implementation committee comprised of San Juan Marine Resources Committee, WRIA 6 Salmon Recovery Lead Entity, San Juan County Director of Community Development and Planning, San Juan County Director of Public Works, San Juan County Environmental Health Manager, San Juan County Water Resources Committee (community representative), San Juan Conservation District, University of Washington Friday Harbor Labs, San Juan Stewardship Network/ECO Net, Town of Friday Harbor.
Snohomish-Stillaguamish LIO <i>Recognized as LIO in 2012.</i>	Executive Committee is the primary decision-making body. Implementation committee supports the Executive Committee.	Executive committee comprised of: City of Everett, City of North Bend, City of Snohomish, City of Arlington, City of Stanwood, King County, Port of Everett, Snohomish County, Stillaguamish Tribe, Tulalip Tribes	Implementation committee comprised of representatives from City of Lake Stevens Planning Department, City of Snohomish ECO Net Snohomish Camano, Futurewise, King County, King Conservation District, Port of Everett, Snohomish Conservation District, Snohomish County, Snohomish County Agricultural Advisory Board, Snohomish Marine Resources Advisory Committee, Snohomish Basin Salmon Recovery Forum, Snohomish County Health Department, Snoqualmie Watershed Forum, Snoqualmie Tribe, Sound Salmon Solutions, Stillaguamish Clean Water District, Stillaguamish Tribe Natural Resources Department, Stillaguamish Watershed Council, Tulalip Tribes Natural Resources Department, Tulalip Tribes Planning Department

LIO Name	Governance Model	Decision Group	Advisory/Implementation Group
South Central Puget Sound Caucus Group <i>Recognized as LIO in 2010.</i>	Caucus group is the decision making body and responsible for integrating efforts to advance the Action Agenda. A working group committee identifies the highest priority actions and setting clear priorities to recommend to the Caucus Group.	Caucus group comprised of: King and Pierce Counties, Cities of Seattle, Tacoma, and Bellevue, Sound Cities Association, Pierce County Cities and Towns Association, Muckleshoot Indian Tribe, Puyallup Tribe of Indians, Puget Sound Regional Council of Government, PSP, Seattle–King County Public Health, Tacoma–Pierce County Public Health Department, Ports of Seattle and Tacoma, Lake Washington/Cedar/Sammamish Watershed (WRIA 8), Green/Duwamish and Central Puget Sound Watershed (WRIA 9), Puyallup/White and Chambers/Clover Watershed (WRIA 10/12), Pierce County Salmon Recovery Lead Entity (WRIA 10), King Conservation District, Pierce Conservation District, Washington State University, King County Extension, ECO Net, Forterra, Citizens for a Healthy Bay, Tacoma Chamber of Commerce, Boeing	Working group committee comprised of representatives from City of Seattle, King County, Pierce County, King Conservation District, Pierce Conservation District, Lake Washington/Cedar/Sammamish Watershed (WRIA 8), Green/Duwamish Watershed (WRIA 9), Pierce County Salmon Recovery Lead Entity (WRIA 10), and ECO Net
Alliance for a Healthy South Sound <i>Recognized as LIO in 2011.</i>	Executive committee serves as the executive body for the LIO; a council of stakeholders supports the executive committee.	Executive committee comprised of elected officials from: Thurston, Mason, Pierce, and Kitsap Counties; Nisqually, Squaxin Island, and Puyallup Tribes.	The council of stakeholders consists of approximately 35 members representing broad community interests and includes a number of sub-committees that provide technical guidance to the executive committee. Members and alternates are appointed to the council by the executive committee.
Strait Ecosystem Recovery Network <i>Recognized as LIO in 2010.</i>	The Strait ERN LIO is guided by a steering group.	Steering group comprised of: 24th District, State Representative (co-chair), Jefferson County, Commissioner (co-chair), and representatives from Clallam County, Jamestown S’Klallam Tribe, North Olympic Timber Action Committee, Olympic Environmental Council, Washington Department of Fish and Wildlife, and PSP (ex-officio)	As needed, the Strait ERN LIO forms task force groups, made up of volunteers from the membership, to focus on implementing local strategies and near-term actions.
West Central LIO <i>Recognized as LIO in 2012.</i>	Executive committee is the decision-making body; a working group provides support for the Executive Committee.	Executive committee includes elected representatives from: Kitsap and Pierce Counties, Cities of Bainbridge Island, Bremerton, Gig Harbor, Poulsbo, and Port Orchard, Port Gamble S’Klallam and Suquamish Tribes.	Working group includes staff from the nine jurisdictions represented on the executive committee as well as from the following entities: Great Peninsula Conservancy, Kitsap Conservation District, Kitsap County Parks and Recreation, Kitsap Public Health District, Kitsap Public Utility District, Kitsap Regional Coordinating Council, Kitsap/Pierce Home Builders’ Association, Naval Base Kitsap, Ports of Poulsbo, Kingston, and Bremerton, Puget Sound Restoration Fund, Stillwaters Environmental Center/ Kitsap Eco-Net, Washington State Department of Health, West Sound Watersheds Council, Washington State University Extension Kitsap
Consolidated WRIA 1 Policy Boards (Whatcom LIO) <i>Recognized as LIO in 2010.</i>	Whatcom LIO is a function of the existing integrated governance structure for WRIA 1 program management. The LIO operates with the WRIA 1 Policy Boards and Management Team and staff teams. The WRIA 1 Policy Boards provide policy direction and guidance. The WRIA 1 Management Team provides program oversight and administers the policies and directions of the WRIA 1 Policy Boards.	WRIA 1 Watershed Joint Board comprised of: Whatcom County, Cities of Bellingham, Lummi Nation, Nooksack Indian Tribe, Public Utility District No. 1 WRIA 1 Salmon Recovery Board comprised of: City of Bellingham, City of Blaine, City of Everson, City of Ferndale, City of Lynden, City of Nooksack, City of Sumas, Whatcom County, Washington Department of Fish and Wildlife, Lummi Nation, Nooksack Indian Tribe	WRIA 1 management team consists of representatives from the same entities as the policy boards.

County	WRIA (# in County)	MRC (# in County)	Lead Entity (# in County)	LIO (# in County)	RFEG (# in County)	Conservation District (# in County)	Land Trust (# in County)	Shellfish Protection Districts (# in County)
King	<ul style="list-style-type: none"> • Snohomish (WRIA 7), <i>N central</i> • Cedar Sammamish (WRIA 8), <i>NW and central</i> • Duwamish- Green (WRIA 9), <i>S central</i> • Puyallup – White (WRIA 10), <i>S border</i> • Kitsap (WRIA 15), <i>SW corner</i> 	N/A	<ul style="list-style-type: none"> • Lake Washington/ Cedar/Sammamish Watershed (WRIA 8) Lead Entity • Snohomish Basin Lead Entity • Green, Duwamish, and Central Puget Sound Watershed (WRIA 9) Lead Entity • Pierce County Lead Entity 	<ul style="list-style-type: none"> • Snohomish/ Stillaguamish LIO • South Central Action Area Caucus Group 	<ul style="list-style-type: none"> • Sound Salmon Solutions • Mid-Sound Fisheries Enhancement Group • South Puget Sound Salmon Enhancement Group 	King Conservation District	<ul style="list-style-type: none"> • Forterra • Vashon-Maury Island Land Trust 	N/A
	5	0	4	2	3	1	2	0
Pierce	<ul style="list-style-type: none"> • Puyallup – White (WRIA 10), <i>N central</i> • Nisqually (WRIA 11), <i>S central</i> • Chambers-Clover (WRIA 12), <i>NW side</i> • Kitsap (WRIA 15), <i>NW Side</i> 	N/A	<ul style="list-style-type: none"> • Pierce County Lead Entity • Nisqually River Salmon Recovery Lead Entity • West Sound Watershed Council 	<ul style="list-style-type: none"> • South Central Action Area Caucus Group • Alliance for a Healthy South Sound • West Central LIO 	South Puget Sound Salmon Enhancement Group	Pierce Conservation District	<ul style="list-style-type: none"> • Nisqually Land Trust • Forterra • Great Peninsula Conservancy 	<ul style="list-style-type: none"> • Filucy Bay • Nisqually-Henderson
	4	0	3	3	1	1	3	2
Lewis	<ul style="list-style-type: none"> • Nisqually (WRIA 11), <i>N central border</i> • Deschutes (WRIA 13), <i>N central</i> 	N/A	<ul style="list-style-type: none"> • Nisqually River Salmon Recovery Lead Entity • WRIA 13 Salmon Habitat Recovery Committee Lead Entity 	Alliance for a Healthy South Sound	South Puget Sound Salmon Enhancement Group	Lewis Conservation District	<ul style="list-style-type: none"> • Nisqually Land Trust • Capitol Land Trust 	N/A
	2	0	2	1	1	1	2	0

County	WRIA (# in County)	MRC (# in County)	Lead Entity (# in County)	LIO (# in County)	RFEG (# in County)	Conservation District (# in County)	Land Trust (# in County)	Shellfish Protection Districts (# in County)
Thurston	<ul style="list-style-type: none"> Nisqually (WRIA 11), <i>E side</i> Deschutes (WRIA 13), <i>central</i> Kennedy Goldsborough (WRIA 14), <i>NW corner</i> 	N/A	<ul style="list-style-type: none"> WRIA 13 Salmon Habitat Recovery Committee Lead Entity Nisqually River Salmon Recovery Lead Entity WRIA 14 Salmon Habitat Recovery Committee Lead Entity 	Alliance for a Healthy South Sound	South Puget Sound Salmon Enhancement Group	Thurston Conservation District	<ul style="list-style-type: none"> Nisqually Land Trust Capitol Land Trust 	N/A
	3	0	3	1	1	1	2	0
Mason	<ul style="list-style-type: none"> Kennedy Goldsborough (WRIA 14), <i>S side</i> Kitsap (WRIA 15), <i>NE corner</i> Skokomish-Dosewallips (WRIA 16), <i>NW side</i> 	N/A	<ul style="list-style-type: none"> West Sound Watersheds Council Lead Entity WRIA 14 Salmon Habitat Recovery Committee Lead Entity Hood Canal Coordinating Council Lead Entity 	<ul style="list-style-type: none"> Hood Canal Coordinating Council Alliance for a Healthy South Sound West Central LIO 	<ul style="list-style-type: none"> South Puget Sound Salmon Enhancement Group Hood Canal Salmon Enhancement Group 	Mason Conservation District	<ul style="list-style-type: none"> Great Peninsula Conservancy Capitol Land Trust 	<ul style="list-style-type: none"> Annas Bay Oakland Bay
	3	0	3	3	2	1	2	2
Kitsap	<ul style="list-style-type: none"> Kitsap (WRIA 15) 	N/A	<ul style="list-style-type: none"> Hood Canal Coordinating Council Lead Entity West Sound Watersheds Council Lead Entity 	<ul style="list-style-type: none"> Alliance for a Healthy South Sound West Central LIO Hood Canal Coordinating Council 	<ul style="list-style-type: none"> Mid-Sound Fisheries Enhancement Group Hood Canal Salmon Enhancement Group 	Kitsap Conservation District	<ul style="list-style-type: none"> Great Peninsula Conservancy Bainbridge Island Land Trust 	<ul style="list-style-type: none"> Rocky Bay Burley Lagoon
	1	0	2	3	2	1	2	2

Table 2: Groups by Watershed Resource Inventory Area (WRIA)

The table below lists groups engaged in watershed recovery sorted by WRIA. The number of each group type within the WRIA is noted in the small blue boxes at the bottom of the cells. A number of groups that were not specifically named in the Legislative proviso are included because they were frequently described as playing important roles in watershed-scale project identification, prioritization, and implementation. These are: conservation districts, land trusts, and shellfish protection districts. This table is intended to aid in the interpretation of the relationship between WRIA boundaries and areas where salmon and Puget Sound recovery groups work.

WRIA	Marine Resource Committees (MRC) (# in WRIA)	Lead Entity (LE) (# in WRIA)	Local Integrating Organization (LIO)	Regional Fisheries Enhancement Group (RFEG) (# in WRIA)	Conservation Districts (# in WRIA)	Land Trust (# in WRIA)	Shellfish Protection Districts (# in WRIA)
Nooksack (1)	Whatcom County MRC 1	WRIA 1 Salmon Recovery Council Lead Entity 1	WRIA 1 Policy Boards (Whatcom)	Nooksack Salmon Enhancement Association 1	Whatcom County Conservation District 1	Whatcom Land Trust & Lummi Island Heritage Trust 2	Birch Bay & Portage Bay Shellfish Protection Districts 2
San Juan (2)	San Juan County MRC 1	San Juan County Community Development Lead Entity 1	San Juan Action Agenda Oversight Group	Skagit Fisheries Enhancement Group 1	San Juan County Conservation District 1	San Juan Preservation Trust 1	N/A 0
Lower Skagit/Samish (3)	Whatcom & Skagit & Snohomish County MRCs 3	Skagit Watershed Council Lead Entity 1	None	Sound Salmon Solutions 1	Whatcom & Skagit & Snohomish County Conservation Districts 3	Skagit Land Trust & Cascade Land Conservancy 2	Skagit & Stillaguamish Shellfish Protection Districts 2
Upper Skagit (4)	Whatcom & Skagit & Snohomish MRCs 3	WRIA 1 Salmon Recovery Board & Skagit Watershed Council Lead Entity 2	N/A	Skagit Fisheries Enhancement Group 1	Whatcom & Skagit & Snohomish Conservation Districts 3	Whatcom Land Trust & Skagit Land Trust & Forterra 3	Skagit Shellfish Protection District 1
Stillaguamish (5)	Snohomish & Skagit MRCs	Stillaguamish River Salmon Recovery Co-Lead Entity	Snohomish/ Stillaguamish LIO	Sound Salmon Solutions	Snohomish & Skagit Conservation Districts	Forterra	Skagit & Stillaguamish Shellfish Protection Districts

WRIA	Marine Resource Committees (MRC) (# in WRIA)	Lead Entity (LE) (# in WRIA)	Local Integrating Organization (LIO)	Regional Fisheries Enhancement Group (RFEG) (# in WRIA)	Conservation Districts (# in WRIA)	Land Trust (# in WRIA)	Shellfish Protection Districts (# in WRIA)
	2	1		1	2	1	2
Island (6)	Island MRC	Island County Lead Entity	Island LIO	Sound Salmon Solutions & Skagit Fisheries Enhancement Group	Whidbey Island Conservation District & Snohomish County Conservation District	Whidbey Camano Land Trust	Holmes Harbor Shellfish Protection District
	1	1		2	2	1	1
Snohomish (7)	Snohomish MRC	Snohomish County Lead Entity	Snohomish/Stillaguamish LIO	Sound Salmon Solution	Snohomish Conservation District	Forterra	N/A
	1	1		1	1	1	0
Cedar/ Sammamish (8)	Snohomish MRC	Lake Washington/Cedar/Sammamish (WRIA 8) Lead Entity	South Central Action Area Caucus Group	Mid-Sound Fisheries Enhancement Group & Sound Salmon Solutions	Snohomish Conservation District & King Conservation District	Forterra Vashon-Maury Island Land Trust	N/A
	1	2		2	2	1	0
Duwamish/Green (9)	N/A	Green, Duwamish, and Central Puget Sound Watershed (WRIA 9) Lead Entity	South Central Action Area Caucus Group	Mid-Sound Fisheries Enhancement Group	King County Conservation District	Forterra Vashon-Maury Island Land Trust	N/A
	0	3		1	1	1	0
Puyallup/White (10)	N/A	Green, Duwamish, and Central Puget Sound Watershed (WRIA 9) Lead Entity	South Central Action Area Caucus Group	South Puget Sound Salmon Enhancement Group	Pierce & King County Conservation Districts	Forterra	N/A
	0	3		1	2	1	0
Nisqually (11)	N/A	Nisqually River Salmon Recovery Lead Entity	Alliance for a Healthy South Sound	South Puget Sound Salmon Enhancement Group	Pierce & Thurston & Lewis County Conservation Districts	Nisqually River Land Trust	Nisqually/Henderson Shellfish Protection District
	0	1		1	3	1	1

WRIA	Marine Resource Committees (MRC) (# in WRIA)	Lead Entity (LE) (# in WRIA)	Local Integrating Organization (LIO)	Regional Fisheries Enhancement Group (RFEG) (# in WRIA)	Conservation Districts (# in WRIA)	Land Trust (# in WRIA)	Shellfish Protection Districts (# in WRIA)
Chambers/Clover (12)	N/A 0	Pierce County Lead Entity 1	Alliance for a Healthy South Sound	South Puget Sound Salmon Enhancement Group 1	Pierce County Conservation District 1	Forterra 1	N/A 0
Deschutes (13)	N/A 0	WRIA 13 Salmon Recovery Committee Lead Entity 1	Alliance for a Healthy South Sound	South Puget Sound Salmon Enhancement Group 1	Thurston & Lewis County Conservation Districts 2	Capitol Land Trust 1	N/A 0
Kennedy/Goldsborough (14)	N/A 0	WRIA 14 Lead Entity 1	Alliance for a Healthy South Sound	South Puget Sound Salmon Enhancement Group 1	Mason & Thurston County Conservation Districts 2	Capitol Land Trust Great Peninsula Conservancy 1	Oakland Bay Shellfish Protection District 1
Kitsap (15)	N/A 0	Green, Duwamish, and Central Puget Sound Watershed (WRIA 9) Lead Entity & Hood Canal Coordinating Council & West Sound Watersheds Council Lead Entity 3	West Central LIO & Hood Canal Coordinating Council & Alliance for a Healthy South Sound	Hood Canal Salmon Enhancement Group & Mid Sound Fisheries Enhancement Group 2	Mason & Kitsap & Pierce & King County Conservation Districts 4	Great Peninsula Conservancy & Vashon-Maury Island Land Trust & Bainbridge Island Land Trust 3	Rocky Bay & Filucy Bay & Burley Lagoon Shellfish Protection Districts 3
Skokomish/Dosewallips (16)	Jefferson MRC 1	Hood Canal Coordinating Council 1	Hood Canal Coordinating Council	Hood Canal Salmon Enhancement Group 1	Jefferson County Conservation District & Mason County Conservation District 2	Jefferson Land Trust & Great Peninsula Conservancy 2	Annas Bay and East Jefferson Shellfish Protection District 1

WRIA	Marine Resource Committees (MRC) (# in WRIA)	Lead Entity (LE) (# in WRIA)	Local Integrating Organization (LIO)	Regional Fisheries Enhancement Group (RFEG) (# in WRIA)	Conservation Districts (# in WRIA)	Land Trust (# in WRIA)	Shellfish Protection Districts (# in WRIA)
Quilcene/Snow (17)	Jefferson MRC & Clallam MRC 2	Hood Canal Coordinating Council & North Olympic Peninsula Lead Entity for Salmon 2	Strait Ecosystem Recovery Network & Hood Canal Coordinating Council	Hood Canal Salmon Enhancement Group & North Olympic Salmon Coalition 2	Jefferson County Conservation District & Clallam County Conservation District 2	Jefferson Land Trust & North Olympic Land Trust 2	East Jefferson Shellfish Protection District 1
Elwha/ Dungeness (18)	Jefferson MRC & Clallam MRC 2	North Olympic Peninsula Lead Entity for Salmon 1	Strait Ecosystem Recovery Network	North Olympic Salmon Coalition 1	Jefferson County Conservation District & Clallam County Conservation District 2	Jefferson Land Trust & North Olympic Land Trust 2	Dungeness Shellfish Protection District 1
Lyre/Hoko (19)	Clallam MRC 1	North Olympic Lead Entity for Salmon 1	Strait Ecosystem Recovery Network	North Olympic Salmon Coalition 1	Clallam County Conservation District 1	Jefferson Land Trust & North Olympic Land Trust 2	N/A 1

Appendix D: Framers and Interviews

Framers

Name	Affiliation
Brian Abbott	RCO
Rebecca Benjamin	North Olympic Salmon Coalition
Scott Brewer	HCCC
Ginny Broadhurst	NW Straits
David Herrera	Skokomish Tribe
Ryan Mello	Pierce Conservation District (also Tacoma City Council)
Doug Osterman	Green/Duwamish & Central Puget Sound Watershed (WRIA 9)
Barbara Rosenkotter	San Juan Lead Entity Coordinator
David Troutt	Nisqually Tribe (also Salmon Recovery Council and Salmon Recovery Funding Board)
Jennifer Quan	WDFW
Helen Price Johnson	Island County Commissioner

Other Interviewees

Name	Affiliation
Laura Blackmore	Cascadia Consulting
Jim Kramer	Kramer Consulting
Dan Wrye	Pierce County
Kathy Peters	Kitsap County
Phil Johnson	Jefferson County Commissioner
Lance Winecka	South Puget Sound Salmon Enhancement Group
Jim Skalski and Tom Clingman	Washington State Ecology
Alan Chapman	Lummi Natural Resources ESA Technical Coordinator
Lori Clark	Island LIO
Lisa Chang and Carrie Byron	EPA Puget Sound
Michael Rylko	EPA Puget Sound

We also had the opportunity to discuss the review process and emerging findings and recommendations with Martha Kongsgaard (Puget Sound Leadership Council), Jay Manning (Puget Sound Leadership Council), and Bill Ruckelshaus.

Review of Local Watershed and Salmon Recovery Groups

Information and Interview Discussion Topics for Framers—8/15/2014

Thank you for being willing to help with the review of local watershed and salmon recovery groups to develop recommendations to strengthen and streamline Puget Sound recovery. This document provides some background and process information and includes the questions / topics we would like to discuss during your interview.

Background

Ross Strategic has been engaged by the Puget Sound Partnership to carry out an independent review of local watershed and salmon recovery organizations involved in Puget Sound recovery. The review is to implement a legislative directive which called on the Puget Sound Partnership to “Collaborate with interested parties to review the roles of local watershed and salmon recovery organizations implementing the action agenda and provide legislative, budgetary, and administrative recommendations to streamline and strengthen Puget Sound recovery efforts.” This is intended to be an objective, third party review, which is why the Partnership contracted with Ross Strategic to lead the work.

The legislative proviso directs, at a minimum, coordination with the following interested parties: the Hood Canal Coordination Council, marine resources committees, including the Northwest Straits Initiative, regional fisheries enhancement groups, local integrating organizations, lead entities, and other county watershed councils, as well as representatives of federal, state, tribal, and local government agencies. We will provide findings and recommendations from the review to the Partnership by November 21, 2014. The Partnership will analyze our report and make their recommendations to the Legislature by December 1, 2014. The full language of the Legislative proviso is attached.

Role of a Framer and Planned Review Process

The role of a “framer” is to help us frame and direct the review of local watershed and salmon recovery groups. We hope that you will represent the interests, perspectives, and contexts of the groups relevant to your experience as you advise us on how best to implement this effort, but we are not seeking formal “spokespersons” for each group. Rather, we are trying to assemble an advisory team that has deep experience with Puget Sound recovery efforts at the local and regional scale and that can help us be thoughtful and smart in our approach to this effort and in the development of findings and recommendations.

We anticipate the framer role will take about 5-6 hours of your time over the next 4 months (although we would welcome more involvement, if you have the time). We will ask for your input on review questions and research, design of an online survey, on who we should talk with in the individual local groups, and on emerging and draft findings and recommendations. We also will interview you, in a structured way, to gather your perspectives and ideas about the local watershed and salmon recovery groups and how to streamline and strengthen Puget Sound recovery.

The planned review process includes:

- Approximately 12 project framers will help frame and direct the project. (You!)
- Telephone interviews will be carried out with approximately 20 representatives of local watershed and salmon recovery groups and/or the “clients” of these groups. Interviews will occur in September. We will seek your input on interview questions and interviewees.
- An online survey will be broadly available to individuals involved with local watershed and salmon recovery groups. This will occur in September, and we will seek your input on survey design and questions.
- The project team will review reference materials (e.g., convening authorities, strategic plans, etc.) on the groups. This is in progress. We will see your feedback on additional materials to review/research.

We would like to be able to talk with you as findings and recommendations begin to emerge; we anticipate that formal draft findings and recommendations will be available for review and input around October 31, 2014. For more information please contact Elizabeth McManus (Ross Strategic) at 360-570-0899 or emcmanus@rossstrategic.com

Framer Interview Questions and Discussion Topics

One of the first steps in the review process will be structured interviews with each framer. We will be in touch to schedule a ninety-minute telephone or in-person interview to discuss the following topics:

1. How do you participate in salmon and ecosystem recovery implementation efforts at the local level? At the regional level?
2. Which local salmon recovery or watershed groups do you serve on? Are there other groups you work with? Do you serve on any regional groups (e.g., Ecosystem Coordination Board)? How long have you served/worked with each group?

For the groups you serve on:

3. How would you describe their role in Puget Sound recovery? What do you see as the group’s main tasks? What are the outcomes of their work? Who are the customers?
4. What is the group governance and decision making process? Who presides over final decisions? How is the work communicated outside the group?
5. How do the groups fit with other local watershed and salmon recovery groups? (Coordinate, collaborate, “staff”, direct, other?) How do they fit with regional bodies and state and Federal agencies engaged in Puget Sound recovery?
6. What do you see as the group’s main strengths? What are the main challenges or barriers they face?

To the extent you wish to comment, for other local watershed and salmon recovery groups:

7. How would you describe their role in Puget Sound recovery? What do you see as the group’s main tasks? What are the outcomes of their work? Who are the customers?
8. What is the group governance and decision making process? Who presides over final decisions? How is the work communicated outside the group?

9. How do the groups fit with other local watershed and salmon recovery groups? (Coordinate, collaborate, “staff”, direct, other?) How do they fit with regional bodies and state and Federal agencies engaged in Puget Sound recovery?
10. What do you see as the group’s main strengths? What are the main challenges or barriers they face?

Considering Puget Sound recovery overall:

11. Are there particular groups that are working very well? What can we learn from these groups? Conversely, are there groups that participants and/or customers find particularly frustrating or challenging? What can we learn from that?
12. Are there particular geographies (e.g., watersheds) where the institutional (group) configuration works particularly well? What can we learn from these areas? Conversely, are there areas where the institutional configuration is particularly frustrating or challenging? What can we learn from that?
13. Are there gaps? Gaps are Puget Sound recovery needs or functions that are un- or under addressed by the current groups / group structure. Please consider:
 - Legislative gaps, such as un- or under-met needs that flow from the framework of laws and regulations for Puget Sound recovery.
 - Administrative gaps, such as un- or under-met needs that flow from the way that Puget Sound recovery is led and administered by PSP and the state agencies, and between local groups.
 - Financial gaps, such as un- or under-met needs that flow from how Puget Sound recovery is funded and how funds are dispersed or prioritized.
14. What are your ideas for actions that could streamline and strengthen Puget Sound recovery?

Legislative Proviso

“[money is provided]...for the Puget Sound Partnership to collaborate with interested parties to review the roles of local watershed and salmon recovery organizations implementing the action agenda and provide legislative, budgetary, and administrative recommendations to streamline and strengthen Puget Sound recovery efforts. In conducting this work the partnership must coordinate with the following interested parties: the Hood Canal coordination council, marine resources committees, including the Northwest straits initiative, regional fisheries enhancement groups, local integrating organizations, lead entities, and other county watershed councils, as well as representatives of federal, state, tribal, and local government agencies. Recommendations must be provided to the appropriate legislative committees by December 1, 2014.”

Appendix E: Survey Questions

Review of Local Watershed and Salmon Recovery Groups – Draft Survey Questions

Background: In their 2014 budget, the Legislature included a proviso directing the Puget Sound Partnership to “collaborate with interested parties to review the roles of local watershed and salmon recovery organizations implementing the action agenda and provide legislative, budgetary, and administrative recommendations to streamline and strengthen Puget Sound recovery efforts.” Ross Strategic has been retained by the Partnership to carry out this review. The review is being developed independently, following best practices for efforts of this type. Information is being gathered through a combination of literature and document review, interviews, and this survey.

This survey is being broadly distributed to participants in local watershed and salmon recovery groups. Your answers will directly inform the findings and recommendations that are provided to the Legislature from this effort. Findings and recommendations from this effort will be provided to the Legislature by December 1, 2014. If you would like to receive a copy of the findings and recommendations, please check the box at the end of the survey.

Instructions: Please fill out all the questions to the best of your availability. We anticipate it will take about 20 minutes to fill out the survey.

We are using a survey format because it will help us fully compile and analyze responses in the short time frame available for this effort and because we think it will be efficient for respondents (You!). We have tried to capture the full range of potential responses in the multiple-choice lists below; however, we also have provided space for respondents to write in their own answers. Please do not hesitate to offer narrative responses where that is a more efficient or comfortable way for you to offer information. Thank you!

Your responses will be aggregated with all other responses and will not be attributed to you individually. We will not release your identity to others unless you give us permission to do so.

Basic information:

1. Please tell us who you are.

We are asking for your name and information in case we have any follow up questions. Your responses will be aggregated with all other responses and will not be attributed to you individually. We will not release your identity to others unless you give us permission to do so.

- Your name
- Organization (e.g., your “day job” or the interest you represent on the group, such as “community representative”)
- Email
- Phone

2. Please tell us what group are you thinking about as you fill out this survey.

Please pick a single group, the group you are most involved with, e.g., a single LIO or RFEG or Lead Entity. We recognize that many people serve on multiple groups. There will be questions at the end of the survey which allow you to describe other groups you serve on and to provide information for additional groups if you wish to do so.

Group name: _____

Group type

- Lead Entity
- WRIA 2514 planning group
- Watershed Council
- Regional Fisheries Enhancement Group (RFEg)
- Local Integrating Organization (LIO)
- Marine Resources Committee (MRC)
- Other (please specify)
- I don't know.

3. Does the group also fulfill any other statutory, contractual, or administratively established roles?

- Yes, for this area, it is also the:
 - Lead Entity
 - WRIA 2514 planning group
 - Watershed Council
 - Local Integrating Organization
 - Marine Resources Committee
 - Regional Fisheries Enhancement Group
 - Other (please specify):
- No
- I don't know

4. How long have you served on this group?

- 1-6 months
- 6-12 months
- 1-3 years
- 3-10 years
- 10+ years

5. About how much time to you spend every month on meetings of the group

- 1-4 hours
- 5-8 hours
- 9-16 hours
- More than 16 hours
- Other (please specify):

6. About how much time to you spend every month on group work / activities outside of meetings:

- 1-4 hours
- 5-8 hours
- 9-16 hours
- More than 16 hours
- Other (please specify):

7. Do you serve on any other local or regional watershed or salmon recovery groups?

- Yes I also serve on the:
 - Lead Entity (Name: optional)
 - WRIA 2514 planning group (Name: optional)
 - Watershed Council (Name: optional)
 - Local Integrating Organization (Name: optional)
 - Marine Resources Committee (Name: optional)
 - Regional Fisheries Enhancement Group (Name: optional)

- Salmon Recovery Council
- Salmon Recovery Funding Board
- Ecosystem Coordination Board
- Northwest Straits Commission
- Science Panel
- RITT
- Other (please specify):

Part 2: These questions are about understanding what the group does

8. Please describe the parts of the ecosystem that the group focuses on:

- Freshwater systems including floodplains
- Terrestrial systems (e.g., forests, upland habitat)
- Marine nearshore
- Marine waters
- Human dominated systems (e.g., pollution abatement, stormwater)
- Other (please specify)

9. What is the main thing the group does to contribute to salmon recovery and/or Puget Sound restoration? What is the group's role?

Please use the pull down menu to allocate the percentage of time your group works on each of these activities. If it's easier for you to just write a few sentences about what the group does, there is space for that at the end.

- Identify and prioritize salmon recovery efforts such as for the 3 year work plan. Add pull down menu:
- Identify and prioritize Puget Sound restoration efforts (e.g., to feed the Puget Sound Action Agenda). Add pull down menu:
- Apply for and administer project and operational capacity funding
- Oversee project implementation
- Monitor and maintain projects
- Provide a forum for local coordination and collaboration on salmon recovery issues
- Provide a forum for local coordination and collaboration on Puget Sound restoration issues
- Establish local priorities for salmon recovery
- Establish local priorities for Puget Sound restoration
- Convene and build local coalitions around salmon recovery
- Convene and build local coalitions around Puget Sound restoration
- Provide education on salmon recovery.
- Provide education on Puget Sound restoration.
- Recruit and coordinate volunteers to implement and maintain habitat projects
- Recruit and coordinate volunteers to provide education and outreach
- Advocate for salmon recovery and Puget Sound restoration locally
- Advocate for salmon recovery and Puget Sound restoration at the regional level
- Advocate for salmon recovery and Puget Sound restoration Federally
- Other (please specify)

10. On a scale of 1 to 5 please rate how effectively the group fulfills its role:

- very effective
- effective
- somewhat effective
- some challenges
- very challenged to fulfill role

10A: Please describe any recommendations you have for improving effectiveness:

11. Who are the primary “customers” for the group’s work (i.e., who uses the group’s outcomes / work)? Please select all that apply.

- Local elected officials and jurisdictions
- Federal agencies (e.g., NOAA or EPA), please specify:
- Tribal governments, please specify:
- Other local watershed or salmon recovery groups:
- Regional salmon recovery groups
- State agencies (e.g., Recreation and Conservation Office or the Puget Sound Partnership), please specify:
- Other (please specify):

12. Do you provide advice, counsel, or recommendations to government jurisdictions in your geography on any of the following?

- Growth management planning
- Shoreline master programs
- Critical areas identification or planning
- Land acquisition
- Stormwater management
- Other (please specify):

13. Does the group (select all that apply):

- Have a charter and/or bylaws?
- Hire its own dedicated staff?
- Act as its own fiscal agent (i.e., apply for and receive and administer grant funds)?
- Have interlocal agreements between participating jurisdictions?
- Have a strategic plan or other written set of priorities or workplan?
- Have a written method for setting priorities?

Part 3: These questions relate to how the group works with other groups:

14. Which other groups are most important for your group to coordinate with in your geography (please rate in order of importance):

- Lead Entity
- WRIA 2514 planning group
- Watershed Council
- Local Integrating Organization
- Marine Resources Committee
- Regional Fisheries Enhancement Group
- Land Trust
- Other (please specify)

14A. Please tell us a little bit about how coordination with local groups happens.

14B. On a scale of 1 to 5 please rate how well you believe the group coordinates with other groups in your geography:

- Very effective
- Effective
- Somewhat effective
- Some challenges
- Very challenged in coordination

14C. Please describe any recommendations you have for improving the substance and/ or efficiency coordination and/or collaboration between groups:

15. Which regional groups are most important for you to coordinate with (please rate in order of importance):

- Salmon Recovery Council
- Ecosystem Coordination Board
- Northwest Straits Commission
- Other (please specify)

15A. Please tell us a little bit about how coordination with local groups happens.

15B. On a scale of 1 to 5 please rate how well you believe the group coordinates with other groups in your geography:

- Very effective
- Effective
- Somewhat effective
- Some challenges
- Very challenged in coordination

15C. Please describe any recommendations you have for improving the substance and/ or efficiency coordination and/or collaboration between groups:

16. What do you see as the main strengths of the group? (Please select all that apply)

- Implementing salmon and ecosystem recovery projects on your own
- Directly funding other local watershed and salmon recovery groups
- Influencing legislators and other stakeholders involved in Puget Sound recovery
- Organizing volunteer efforts aimed at Puget Sound recovery
- Aligning efforts of different groups and agencies working towards Puget Sound recovery to help make local decisions
- Providing science-based technical assistance and relevant local data to watershed and salmon recovery groups
- Other (Please specify)

17. What do you see as the main challenges or barriers facing the group? (Please select all that apply.)

- Participants do not have enough time to do the work because of other responsibilities
- Too many meetings
- Not enough funding for capacity / administration
- Not enough funding available to implement projects
- Too burdensome to obtain funding
- Smaller / easier projects have mostly been done and only larger, more difficult, more costly projects remain
- Not enough information to make decisions / recommendations
- Not the “right” participants at the table to take on the important issues in the geography (please list what interests are missing):
- Conflicting interests or priorities among group participants
- Unclear how my group fits into regional activities and priorities
- Unclear how my group fits into local activities and priorities
- Lack of shared or clear local goals or priorities
- Lack of shared or clear regional goals or priorities
- Lack of local leadership / political will
- Conflicting priorities at the local level (it would be very helpful to have an example):

- Conflicting priorities at the regional level (it would be very helpful to have an example):
- Other (please specify):

18. On a scale of 1-5, with 1 being “very satisfied” and 5 being “not at all satisfied” how would you rate your personal level of satisfaction with the group’s function?

- 1 = very satisfied, I feel the group is a worthwhile use of my time
- 2 = somewhat satisfied
- 3 = neutral
- 4 = somewhat unsatisfied / frustrated
- 5 = very unsatisfied / frustrated

18A: What would improve your satisfaction with the group’s function?

18B: How likely are you to continue serving on this group?

- Very likely
- Somewhat likely
- Neutral
- Somewhat unlikely
- Very unlikely

18C: What would make you more likely to continue serving?

19. This effort will result in a report to the Legislature. Do you have additional suggestions for specific actions that the Legislature could take or direct a state agency to take that would streamline and strengthen Puget Sound recovery?

Appendix F: Interview and Survey Summary

This appendix provides a summary of the major findings and themes from the interviews with “project framers” and other representatives of local watershed and salmon recovery groups and results from the online survey distributed to individuals involved with local watershed and salmon recovery groups. Eleven “project framers” — individuals with experience and expertise with the different types of groups—were interviewed for the project and telephone interviews were carried out with twelve representatives of local watershed and salmon recovery groups. An online survey was broadly distributed to individuals involved with local watershed and salmon recovery groups. 186 responses were received. Table 1 describes the general makeup of the survey respondents:

Table 1: Survey Respondent Summary

	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
In what capacity do you serve on this group? Please select all that apply.							
Coordinator/Watershed Lead	19.2%	13.0%	9.1%	9.1%	0.0%	9.4%	4.0%
Decision-making Board	13.5%	8.7%	18.2%	31.8%	50.0%	15.6%	12.0%
Citizen Committee	11.5%	0.0%	9.1%	13.6%	16.7%	65.6%	8.0%
Executive/Legislative Committee	1.9%	4.3%	9.1%	13.6%	0.0%	6.3%	12.0%
Technical Committee	50.0%	21.7%	45.5%	27.3%	0.0%	12.5%	24.0%
Federal Government	3.8%	0.0%	0.0%	9.1%	0.0%	0.0%	12.0%
State Government	1.9%	4.3%	9.1%	4.5%	0.0%	0.0%	0.0%
Tribal Government	11.5%	4.3%	0.0%	9.1%	0.0%	3.1%	4.0%
City or County Government	19.2%	47.8%	45.5%	13.6%	0.0%	12.5%	12.0%
Other (Please specify)	5.8%	21.7%	9.1%	18.2%	50.0%	9.4%	36.0%
How long have you served on this group?							
1-6 months	5.8%	8.7%	0.0%	4.5%	14.3%	10.0%	12.0%
6-12 months	5.8%	21.7%	18.2%	0.0%	0.0%	6.7%	4.0%
1-3 years	11.5%	34.8%	0.0%	22.7%	28.6%	43.3%	20.0%
3-10 years	36.5%	26.1%	54.5%	40.9%	42.9%	33.3%	56.0%
10+ years	40.4%	8.7%	27.3%	31.8%	14.3%	6.7%	8.0%

Quotes included in this appendix from interviewees and survey respondents are not meant to be exhaustive, but rather representative of the range of comments received. Beyond summary statistics from multiple-choice or categorized survey questions, formal quantification of findings was not always possible; where appropriate findings are split into categories such as: universally (90%-100% of respondents); nearly all (75%-90% of respondents); majority (50%-75% of respondents); less than half (25-50% of respondents); some (10%-25% of respondents); a few (up to 10% of respondents).

Roles of Groups and Key Customers

With respect to roles of groups, interviewees and survey respondents universally described groups working over the full range of the Puget Sound ecosystem and over a broad range of responsibilities, from identifying and

prioritizing projects, to education and coordination of volunteers, to project implementation. Table 2 describes the parts of the ecosystem survey respondents report they focus on.

Table 2: Parts of the Ecosystem Groups Focus on Reported by Survey Respondents

	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Please tell us what parts of the ecosystem that the group focuses on (select all that apply).							
Freshwater systems including floodplains	93.5%	80.0%	88.9%	100.0%	100.0%	19.2%	72.7%
Terrestrial systems (e.g., forests, upland habitat)	50.0%	50.0%	33.3%	45.5%	0.0%	7.7%	54.5%
Marine nearshore	87.0%	90.0%	44.4%	54.5%	71.4%	88.5%	68.2%
Marine waters	37.0%	60.0%	33.3%	31.8%	14.3%	76.9%	45.5%
Human dominated systems (e.g., pollution abatement, stormwater)	34.8%	90.0%	55.6%	59.1%	14.3%	42.3%	45.5%
Other (please specify)	2.2%	15.0%	33.3%	0.0%	0.0%	7.7%	13.6%

Survey respondents and interviewees also were asked to identify the main role their respective group plays to contribute to salmon recovery and/or Puget Sound restoration. In the survey, Lead Entities and Watershed Councils both overwhelmingly chose identifying and prioritizing salmon recovery efforts as their main activity, followed by providing a forum for local coordination and collaboration on salmon recovery issues. LIOs selected identifying and prioritizing Puget Sound restoration efforts (e.g., to feed the Puget Sound Action Agenda) as their main activity, followed by providing a forum for local coordination and collaboration on Puget Sound restoration issues. Water resource planning and RFEG respondents did not identify a clear main activity, i.e., there was near equal distribution among the possible categories; however, for RFEGs, coordinating project implementation received a slightly higher score than the rest of the categories. MRCs selected coordinating project implementation as their main activity, followed closely by identifying and prioritizing Puget Sound restoration efforts (e.g., to feed the Puget Sound Action Agenda), applying for and administering project funding, and recruiting and coordinating volunteers to provide education and outreach.

We also asked interviewees and survey respondents to identify the “key customers” of their group efforts. The majority of watershed-scale groups identify local elected officials and jurisdictions as among their key customers and indicated that they provided advice on growth management and other planning (see tables 3 and 4).

Table 3: Primary “Customers” for Groups Reported by Survey Respondents

Who are the primary “customers” for the group’s work (i.e., who uses the group’s outcomes/work)?	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Local elected officials and jurisdictions	70.5%	88.9%	77.8%	81.8%	40.0%	80.8%	71.4%
Federal agencies (e.g., NOAA or EPA)	38.6%	27.8%	22.2%	36.4%	40.0%	23.1%	23.8%
Tribal governments	63.6%	50.0%	55.6%	68.2%	80.0%	11.5%	28.6%
Other local watershed or salmon recovery groups	65.9%	44.4%	55.6%	50.0%	60.0%	46.2%	33.3%
Regional salmon recovery groups	59.1%	27.8%	33.3%	40.9%	40.0%	19.2%	33.3%
Other regional groups (e.g., the NW Straits Commission, or the Ecosystem Coordination Board)	25.0%	33.3%	0.0%	9.1%	60.0%	84.6%	9.5%
State agencies (e.g., Recreation and Conservation Office or the Puget Sound Partnership)	54.5%	61.1%	55.6%	40.9%	60.0%	23.1%	42.9%
Other (please specify)	15.9%	11.1%	11.1%	22.7%	40.0%	15.4%	23.8%

Table 4: Advice, Counsel, or Recommendations to Government Jurisdictions Reported by Survey Respondents

Do you provide advice, counsel, or recommendations to government jurisdictions in your geography on any of the following?	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Growth management planning	61.3%	52.9%	75.0%	29.4%	50.0%	40.0%	52.9%
Shoreline master programs	80.6%	76.5%	50.0%	41.2%	50.0%	100.0%	58.8%
Critical areas identification or planning	80.6%	70.6%	37.5%	52.9%	100.0%	90.0%	70.6%
Land acquisition	71.0%	35.3%	37.5%	41.2%	50.0%	20.0%	64.7%
Stormwater management	61.3%	82.4%	50.0%	52.9%	50.0%	60.0%	35.3%
Other (please specify)	19.4%	17.6%	62.5%	35.3%	0.0%	15.0%	5.9%

Survey and interview respondents identified a number of different examples of how they inform, or offer advice on, county land and water management decisions:

- In some places the County Council requests comments on land or water management plans and decisions from Lead Entities or Local Integrating Organizations;
- In some places the local recovery group (such as a Lead Entity) is part of the County Council structure, for example, as a standing workgroup;
- In some places a local recovery group coordinator who also is a county employee may offer informal advice or produce staff-reports or proposals for consideration by the planning department or commission;
- In some places an elected official who participates in a local recovery group (such as and LIO) will reach back to their Commission or Council to share information recovery priorities and needs, and those needs will be part of the package of information that informs his or her individual decision about how to vote;
- In some places counties have identified some salmon recovery planning documents as best available science for decisions like critical area determinations.

However, despite viewing local elected officials as customers and considering their role to be providing advice, nearly all respondents and interviewees reported that it is difficult for salmon and Puget Sound recovery groups to effectively influence land and water management planning decisions; and some respondents said planning commissions were actively resistant to advice from recovery groups.

For example respondents told us:

- “Don’t have systematic connections between recovery needs and land use connections . . .take on land use and transportation. Those are the things you should champion.”
- “Land use is taboo for most of these watershed groups to even wade into.”
- “[recovery planning] needs to be part of the formal process for the Critical Areas Ordinance (CAO) update and Shoreline Masters update. The County should be taking into consideration the listed species plans and action agenda, or PS recovery plans, etc. That’s the only way I think you should make it happen in a codified manner. Otherwise you just have someone like me going to all these meetings, trying to insert myself into the process and getting yelled at.”
- “But we lack the political will at the local, regional and state level to effectively use and enforce existing laws and regulations (SMA, HPA issuance). If this continues, we will always be playing catch up to fix things that were allowed, that probably should not have been allowed. Shoreline armoring rates are a good indication of this issue. If we provide adequate, function habitat, and protect the ecosystem, Puget Sound will improve, but that means we will have to get to a place where the priority is to take those protective actions first, rather than coming in later to fix things. Yes, this is difficult to do, but will eventually be necessary.”
- “Worked hard (months and months of effort) to incorporate salmon recovery data and salmon recovery needs in the recent CAO update. . .but . . .much of that work was removed in the final regulations.”

Structure of Groups and Consolidation

Interviews and open-ended responses from survey questions provided a significant amount of information on the structure of groups, as well as suggestions and concerns over the potential restructuring or consolidation of groups. Less than half of interviewees and survey respondents expressed concern with the number of groups in the region; some of these individuals provided specific recommendations for restructuring or consolidation, while many simply communicated their frustration without any specific suggestions. Responses included:

- “Lot of same people are on different multiple groups – worn down by being overworked or doubling down.”
- “Mind boggling array of different groups.”
- “Not sure why there are so many different groups. Seems like it should be streamlined so there aren't groups duplicating efforts and wasting money that could be spent on actual projects.”
- “Reduce the number of entities involved in salmon recovery, watershed management and ecosystem protection.”
- “There is no easy answer, but the streamlining must take place to be effective. Whatever action you recommend will have consequences but the current multiple organizations is unworkable. Good luck.”

As noted, some of the comments on restructuring were specific:

- “Additional groups--like the LIO--are they really necessary? Should try to streamline where possible. LIO could have glommed onto existing efforts/ groups (Lead Entities).”

- “Consolidate the salmon recovery planning legislation with the other pertinent RCWs.”
- “Seems like the Lead Entity effort and the LIO are duplicating efforts. Not sure of need for LIO.”
- “The single biggest improvement would be to require Lead Entities to be run by the governments with jurisdiction for all aspects of salmon recovery.”
- “Maybe consolidating things higher up the triangle like ECB and SRC would work better.”
- “Preference is that Watershed Councils and Lead Entity should be the same. Collapse them . . . basically turn the watershed council into the citizen advisory committee for the Lead Entity.”

While there were strong opinions on the need for restructuring and consolidation, the majority of interview and survey respondents acknowledged the importance and value of the existing structure, and noted major attempts at consolidation may be more detrimental than effective.

- “Good not to change everything to mix up good work already happening - many are just getting traction.”
- “If you consolidate things too much, people won't be able to get their work done - careful there.”
- “Credibility comes to mind - staying the course for things that we've worked hard on establishing - keeping that in place - so integral to our work.”
- “I think it is really important to use existing organizational infrastructure.”
- “This organizational structure, which involves local elected officials directly in the decision-making of the group and relies on scientifically-sound recommendations from a technical advisory committee of local experts, is a model upon which other collaborative efforts should be based.”
- “Support the existing infrastructure created to implement salmon recovery. Generally, it is a very effective way to channel state and federal resources to implement salmon recovery and Puget Sound recovery priorities. These groups and structures need to be strengthened with adequate resources.”
- “Be careful making decisions in which "streamlining" entails consolidation. Each group has different missions and different strengths. We are doing work that hinges on people- and relationships and trust are key. Different groups have different relationships which open different doors and opportunities.”

In regards to the organizational structure of the groups, more than 75% of the Lead Entity, Water resource planning, Watershed Council, RFEG, and MRC groups reported that they have a charter and/or bylaws. At least 75% of the Lead Entity, RFEG, and MRC respondents said they hire their own dedicated staff. Over 75% of all groups reported having a strategic plan or other workplan, and more than 50% of Lead Entity, Water resource planning, Watershed Council, RFEG, and MRC respondents have a written method for setting priorities (see table 5).

Table 5: Organizational Structure Reported by Survey Respondents

Does the group (select all that apply).	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Have a charter and/or bylaws?	75.6%	55.6%	77.8%	81.8%	100.0%	92.0%	52.4%
Hire its own dedicated staff?	75.6%	66.7%	55.6%	45.5%	100.0%	84.0%	52.4%
Act as its own fiscal agent (i.e., apply for and receive and administer grant funds)?	48.8%	27.8%	44.4%	31.8%	100.0%	40.0%	38.1%
Have interlocal agreements between participating jurisdictions?	51.2%	16.7%	66.7%	45.5%	28.6%	36.0%	47.6%

Does the group (select all that apply).	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Have a strategic plan or other written set of priorities or workplan?	90.2%	77.8%	88.9%	95.5%	100.0%	96.0%	71.4%
Have a written method for setting priorities?	75.6%	33.3%	55.6%	50.0%	85.7%	56.0%	38.1%

Regarding survey participants' participation in other salmon and watershed recovery groups, nearly half of the Lead Entity survey respondents also served on their LIO, and over 20% served on the Salmon Recovery Council and their local Watershed Council. For the LIOs, more than 25% of respondents also served on the Lead Entity or their local MRC (see table 6).

Table 6: Participation in other Watershed and Salmon Recovery Groups Reported by Survey Respondents

Do you serve on any other local or regional watershed or salmon recovery groups?	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Lead Entity	34.2%	33.3%	0.0%	21.4%	60.0%	11.1%	0.0%
Water resource planning group	5.3%	16.7%	33.3%	0.0%	0.0%	5.6%	10.0%
Watershed Council	23.7%	8.3%	50.0%	14.3%	60.0%	5.6%	30.0%
Local Integrating Organization	47.4%	25.0%	16.7%	50.0%	20.0%	22.2%	50.0%
Marine Resources Committee	7.9%	25.0%	16.7%	0.0%	0.0%	11.1%	30.0%
Regional Fisheries Enhancement Group	5.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Salmon Recovery Council	21.1%	0.0%	0.0%	21.4%	0.0%	5.6%	10.0%
Salmon Recovery Funding Board	0.0%	0.0%	0.0%	7.1%	0.0%	0.0%	10.0%
Ecosystem Coordination Board	5.3%	0.0%	0.0%	7.1%	0.0%	5.6%	0.0%
Northwest Straits Commission	0.0%	0.0%	0.0%	0.0%	0.0%	33.3%	0.0%
Science Panel	10.5%	0.0%	0.0%	14.3%	0.0%	5.6%	0.0%
RITT	5.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Other (please specify)	28.9%	41.7%	16.7%	35.7%	0.0%	44.4%	40.0%

Regarding how much time survey participants spent inside meetings and on overall work related to watershed and salmon recovery groups, at least 80% of all groups reported spending less than 16 hours a month in meetings. This percentage reduced slightly, to at least 60% of all groups reporting spending less than 16 hours spending time every month on group work/activities outside of meetings. When considering all the watershed and salmon recovery groups survey respondents serve on, over 50% of all groups reported spending at least 9-16 hours each month on activities. Over 20% of all Lead Entity, LIO, Watershed Council, and MRC respondents reported spending more than 16 hours a month on activities (see table 7).

Table 7: Time Spent in Meetings and Overall Reported by Survey Respondents

	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
About how much time do you spend every month in meetings of the group?							
1-4 hours	47.1%	68.2%	30.0%	57.1%	14.3%	54.8%	52.0%
5-8 hours	17.6%	18.2%	40.0%	9.5%	71.4%	35.5%	24.0%
9-16 hours	13.7%	0.0%	0.0%	23.8%	0.0%	0.0%	0.0%
More than 16 hours	17.6%	0.0%	0.0%	4.8%	0.0%	6.5%	4.0%
Other (please specify)	3.9%	13.6%	30.0%	4.8%	14.3%	3.2%	20.0%
About how much time do you spend every month on group work / activities outside of meetings?							
1-4 hours	35.8%	52.2%	37.5%	45.5%	14.3%	36.7%	28.0%
5-8 hours	7.5%	21.7%	37.5%	18.2%	28.6%	16.7%	20.0%
9-16 hours	11.3%	8.7%	12.5%	0.0%	28.6%	33.3%	16.0%
More than 16 hours	41.5%	13.0%	0.0%	36.4%	14.3%	13.3%	24.0%
Other (please specify)	3.8%	4.3%	12.5%	0.0%	14.3%	0.0%	12.0%
Considering all the watershed and salmon recovery groups you serve on, about how much time do you spend each month on group activities?							
1-4 hours	16.7%	40.0%	33.3%	22.7%	0.0%	21.4%	36.0%
5-8 hours	16.7%	20.0%	11.1%	27.3%	28.6%	14.3%	8.0%
9-16 hours	10.4%	10.0%	33.3%	18.2%	57.1%	28.6%	32.0%
More than 16 hours	52.1%	30.0%	11.1%	22.7%	14.3%	32.1%	20.0%
Other (please specify)	4.2%	0.0%	11.1%	9.1%	0.0%	3.6%	4.0%

How Groups Work Together

With respect to how groups work together, nearly all interviewees and survey respondents described the need for coordination directly with other watershed groups, as well as regional groups like the ECB and Salmon Recovery Council. Interviewees representing project sponsor groups like RFEGs and MRCs did not place quite as high of an emphasis on coordination with other watershed or regional groups, and reports of effectiveness in coordination with regional groups was slightly lower than between watershed based groups.

Table 8 describes survey respondents' identification of when watershed scale groups are fulfilling multiple roles. Lead Entities, LIOs, and Watershed Councils had the most variety in other roles fulfilled. For example, at least 8% of the Lead Entity respondents reported that their group also fulfilled the role of Water resource planning, Watershed Council, or LIO. For LIOs, over 14% of respondents reported that their group also fulfills the role of Water resource planning or MRC. Note that in answering this question respondents tended to identify the role of the group they were responding for (for example, LIO representatives said their group served as an LIO). Also of note, at least 15% of the Lead Entity, LIO, and Water resource planning groups selected "I don't know" to the question. Information gathered from interviewees was consistent with survey responses.

Table 8: Groups Fulfilling Multiple Roles Reported by Survey Respondents

Does the group also fulfill any other statutory, contractual, or administratively established roles? If yes, please select the other roles the group fills below.	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Lead Entity	64.9%	7.1%	0.0%	41.2%	0.0%	4.2%	0.0%
Water resource planning group	8.1%	14.3%	44.4%	11.8%	0.0%	4.2%	5.9%
Watershed Council	10.8%	0.0%	44.4%	47.1%	0.0%	0.0%	11.8%
Local Integrating Organization (LIO)	10.8%	85.7%	0.0%	17.6%	0.0%	8.3%	17.6%
Marine Resources Committee (MRC)	2.7%	14.3%	0.0%	0.0%	0.0%	91.7%	11.8%
Regional Fisheries Enhancement Group (RFEG)	0.0%	0.0%	0.0%	0.0%	100.0%	0.0%	0.0%
Other (please specify)	8.1%	0.0%	0.0%	17.6%	0.0%	4.2%	58.8%
I don't know	16.2%	14.3%	33.3%	0.0%	0.0%	0.0%	17.6%

With respect to coordination between groups, all interviews identified a need for close coordination and collaboration between groups, and an ongoing need to integrate Puget Sound and salmon recovery priorities and actions. In the survey, LIO, Water resource planning, Watershed Council, and RFEG respondents all reported Lead Entities as the group most important to coordinate with in their geography. LIOs reported MRCs and Land Trusts as their second and third most important group to coordinate with, while Lead Entity respondents reported RFEGs and Land Trusts (both project sponsors) as the groups most important to coordinate with, followed by LIOs. MRC respondents listed LIOs as the group most important to coordinate with, followed by Lead Entities and RFEGs. (See Table 9) Interview discussions tended to focus less on which specific groups were most important for other groups to coordinate with, but the need for coordination and collaboration was universally regarded.

In regards to how well groups believed effective coordination with other watershed and salmon recovery groups is occurring, LIOs, RFEGs, and MRCs reported the most effective coordination, with at least 94% of respondents reporting coordination as somewhat effective, effective, or very effective. Over 70% of the LIO, RFEG, and MRC respondents said coordination is very effective or effective. Lead Entities reported the least effective coordination, with 30% of respondents saying coordination has some challenges or is very challenged in coordination. The majority of interview results were consistent with the survey findings, however some interviewees questioned the efficacy of LIO and Lead Entity coordination with other groups.

Table 9: Groups Important to Coordinate with and Effectiveness of Coordination Reported by Survey Respondents

	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)
Which other groups are most important for your group to coordinate with in your geography (please rate in order of importance, with 1 being most important and 8 being least important).						
Lead Entity	3	1	1	1	1	3
Water resource planning group	7	4	3	7	7	7
Watershed Council	5	5	6	5	3	6
Local Integrating Organization	4	7	2	3	5	1
Marine Resources Committee	6	2	5	6	6	2

	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)
Regional Fisheries Enhancement Group	1	6	4	2	2	4
Land Trust	2	3	7	4	4	5
Other (please specify)	8	8	8	8	8	8
Please rate how well you believe the group coordinates with other watershed and salmon recovery groups in your geography.						
Very effective	25.6%	11.8%	14.3%	26.3%	57.1%	16.7%
Effective	35.9%	58.8%	42.9%	26.3%	28.6%	58.3%
Somewhat effective	7.7%	23.5%	28.6%	31.6%	14.3%	20.8%
Some challenges	17.9%	5.9%	14.3%	15.8%	0.0%	4.2%
Very challenged in coordination	12.8%	0.0%	0.0%	0.0%	0.0%	0.0%

Nearly all interviewees and survey respondents highlighted the importance of coordination with regional groups, but some questioned the effectiveness of working with these groups. We heard, for example:

- “Regional group needs to better understand their role and how they can help. Regional (and state groups) seem to be more interested in adding process rather than in addressing the truly regional issues that we cannot address at the local level.”
- “From my experience regional groups, except the NW Straights Commission, do not make much effort to coordinate with efforts in [our WRIA]. The regional groups need to do a better job of coordination.”
- “Groups like ECB don’t really make decisions; they talk things to death and cease to object to objectionable things when they’re too tired to talk more about it.”

In the survey, Lead Entities, Water resource planning groups, and Watershed Councils reported the Salmon Recovery Council as the regional group most important to coordinate with, followed by the ECB and Northwest Straits Initiative. LIOs were the only group to report the ECB as the regional group most important to coordinate with, followed by the Salmon Recovery Council and Northwest Straits Initiative. Not surprisingly, MRCs reported the Northwest Straits Initiative as the regional group most important to coordinate with, followed by the Salmon Recovery Council and ECB (see table 10).

In regards to how well groups believed effective coordination with regional groups is occurring, the responses were slightly less positive than responses regarding coordination with other watershed and salmon recovery groups. Less than 15% of the Lead Entity, LIO, Water resource planning, Watershed Council, and RFEG respondents reported coordination with regional groups as very effective. However, at least 70% of the LIO, Water resource planning, Watershed Council, RFEG, and MRC respondents reported coordination with regional groups as effective or somewhat effective. Lead Entities reported the least effective coordination with regional groups, with over 30% of respondents reporting some challenges or very challenged in coordination.

Table 10: Regional Groups Important to Coordinate with and Effectiveness of Coordination Reported by Survey Respondents

	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)
Which regional groups are most important for you to coordinate with (please rate in order of importance, with 1 being most important and 4 being least important).						
Ecosystem Coordination Board	2	1	2	2	3	3
Northwest Straits Commission	3	3	3	3	2	1
Salmon Recovery Council	1	2	1	1	1	2
Other (please specify)	4	4	4	4	4	4
Please rate how well you believe the group coordinates with regional groups.						
Very effective	14.3%	12.5%	0.0%	11.8%	0.0%	25.0%
Effective	31.4%	37.5%	42.9%	41.2%	66.7%	50.0%
Somewhat effective	22.9%	37.5%	28.6%	35.3%	16.7%	25.0%
Some challenges	22.9%	12.5%	0.0%	0.0%	0.0%	0.0%
Very challenged in coordination	8.6%	0.0%	28.6%	11.8%	16.7%	0.0%

With respect to strengths of groups, survey respondents and interviewees reported different strengths depending on the focus of the watershed scale group they were most involved with (see table 11). In general, the Lead Entities and LIOs reported evaluating potential projects and establishing local salmon and ecosystem recovery priorities as a key strength. This is not surprising, given that these are the roles assigned to those groups. MRCs also list this as a key strength. RFEGs reported implementing salmon and ecosystem recovery projects and organizing volunteer efforts as their main strengths.

Table 11: Main Strengths of Groups Reported by Survey Respondents

What do you see as the main strengths of the group? Please select all that apply.	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Implementing salmon and ecosystem recovery projects on your own	65.8%	11.1%	0.0%	47.4%	100.0%	47.8%	45.0%
Evaluating potential projects and establishing local salmon and ecosystem recovery priorities	97.4%	66.7%	22.2%	68.4%	57.1%	69.6%	55.0%
Directly funding other local watershed and salmon recovery groups	23.7%	11.1%	11.1%	26.3%	0.0%	4.3%	35.0%
Influencing legislators and other stakeholders involved in Puget Sound recovery to support recovery efforts	36.8%	44.4%	44.4%	36.8%	28.6%	52.2%	20.0%
Organizing volunteer efforts aimed at salmon and Puget Sound recovery	7.9%	5.6%	22.2%	21.1%	100.0%	82.6%	15.0%
Aligning efforts of different groups working towards salmon and Puget Sound recovery to help make local decisions	50.0%	88.9%	44.4%	63.2%	14.3%	30.4%	40.0%

What do you see as the main strengths of the group? Please select all that apply.	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Providing science-based technical assistance and relevant local data to watershed and salmon recovery groups	63.2%	22.2%	55.6%	63.2%	28.6%	69.6%	55.0%
Other	0.0%	5.6%	11.1%	0.0%	0.0%	4.3%	20.0%

Examples of how respondents described the main strengths of groups included:

- “[MRCs] do a lot of the work that might otherwise not get done, because they have people working locally who see things from a local perspective that might not rise to a regional level. Takes a combination of local projects and big regional projects.”
- “[RFEGs] are community based and greatest [strength] is that they have 25 years experience implementing projects in the communities, a lot of power in that “proven experience.”
- “[Lead Entities] are ultimately responsible for a project list every year and seeking ways to get the project list funded through SRF board or other mechanisms. They create a forum for local support and buy in for the projects – and that helps to get the best most ambitious projects possible.”
- “[LIO] has been very valuable because it brings all the jurisdictions and other aspects of the issues to the table (e.g., pollution, water quality, water quantity, others) and brings different aspects to the table to have conversations that we wouldn’t be able to get done.”

With respect to challenges or barriers facing groups, in the survey 50% or more of the Lead Entity, LIO, Watershed Council, RFEG and MRC respondents listed not enough funding for capacity/administration *and* not enough funding available to implement projects as a main challenge (see table 12). Over half of the Lead Entity, LIO, and Watershed Council respondents said participants do not have enough time to do the work because of other responsibilities.

Table 12: Main Challenges or Barriers Reported by Survey Respondents

What do you see as the main challenges or barriers facing the group? Select all that apply.	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Participants do not have enough time to do the work because of other responsibilities	52.6%	58.8%	22.2%	63.2%	28.6%	30.0%	50.0%
Too many meetings	13.2%	11.8%	0.0%	31.6%	14.3%	5.0%	20.0%
Not enough funding for capacity / administration	50.0%	58.8%	44.4%	52.6%	85.7%	65.0%	45.0%
Not enough funding available to implement projects	63.2%	70.6%	55.6%	47.4%	57.1%	75.0%	45.0%
Too burdensome to obtain funding	23.7%	41.2%	22.2%	15.8%	14.3%	20.0%	15.0%
Smaller / easier projects have mostly been done and only larger, more difficult, more costly projects remain	34.2%	17.6%	22.2%	21.1%	14.3%	10.0%	15.0%
Not enough information to make decisions / recommendations	18.4%	11.8%	11.1%	10.5%	0.0%	0.0%	5.0%

What do you see as the main challenges or barriers facing the group? Select all that apply.	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Not the “right” participants at the table to take on the important issues in the geography (please list what interests are missing in the comments section below)	18.4%	5.9%	11.1%	10.5%	0.0%	0.0%	25.0%
Conflicting interests or priorities among group participants	31.6%	17.6%	33.3%	36.8%	14.3%	5.0%	15.0%
Unclear how the group fits into regional activities and priorities	10.5%	11.8%	22.2%	15.8%	0.0%	20.0%	15.0%
Unclear how the group fits into local activities and priorities	0.0%	11.8%	22.2%	10.5%	0.0%	10.0%	5.0%
Lack of shared or clear local goals or priorities	18.4%	5.9%	22.2%	15.8%	0.0%	15.0%	15.0%
Lack of shared or clear regional goals or priorities	15.8%	0.0%	11.1%	26.3%	0.0%	15.0%	15.0%
Lack of local leadership / political will	31.6%	11.8%	11.1%	21.1%	0.0%	25.0%	25.0%
Conflicting priorities at the local level (it would be very helpful to have an example in the comments section below)	28.9%	23.5%	33.3%	52.6%	0.0%	10.0%	30.0%
Conflicting priorities at the regional level (it would be very helpful to have an example in the comments section below)	13.2%	17.6%	11.1%	15.8%	0.0%	10.0%	10.0%
Other (please specify)	5.3%	5.9%	11.1%	10.5%	0.0%	0.0%	20.0%

Interviews and written survey responses reiterated these concerns, especially in regards to funding, which was universally regarded as a major challenge:

- “There appears to be a feeding frenzy of non-profits after the same grant monies, which gives the perception of dysfunction.”
- “The local salmon recovery project sponsors are challenged by capacity issues. Just hiring more staff may not be an easy fix – the strength of the local sponsors has been the growth from small scale projects to the large scale projects commonly proposed now. These groups gained a lot of experience with the smaller projects and now have the ability to manage the larger projects. New staff may not be as experienced. The rush to implement more and more big projects has at times affected the quality of these project proposals.”
- “Lack of funding is a serious limitation; so is lack of support to foster coordination regionally.”

Over 60% of respondents from each group type thought their group fulfills their role either very effectively or effectively (see table 13). All RFEG respondents thought their group was very effective or effective at fulfilling their role. It is not necessarily surprising to see such positive self-reflected responses, but given the anonymity of the survey, respondents could have safely expressed concern with the effectiveness of their group.

Table 13: Group Effectiveness Reported by Survey Respondents

Please rate how effectively the group fulfills its role	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
Very effective	29.5%	10.5%	44.4%	9.1%	57.1%	38.5%	27.3%
Effective	34.1%	57.9%	22.2%	59.1%	42.9%	46.2%	31.8%
Somewhat effective	20.5%	26.3%	11.1%	18.2%	0.0%	11.5%	36.4%
Some challenges	11.4%	5.3%	0.0%	13.6%	0.0%	3.8%	0.0%
Very challenged to fulfill role	4.5%	0.0%	22.2%	0.0%	0.0%	0.0%	4.5%

Survey respondents also reported a high level of personal satisfaction with their group’s process and function, with at over 60% of all respondents reporting very satisfied or somewhat satisfied. Similarly, over 80% of all respondents report being very likely or somewhat likely to continue serving on their group (see table 14).

Table 14: Personal Satisfaction and Likelihood to Continue Serving Reported by Survey Respondents

	Lead Entity (n=54)	LIO (n=23)	Water resource planning (n=11)	Watershed Council (n=23)	RFEG (n=8)	MRC (n=32)	Other (n=25)
How would you rate your personal level of satisfaction with the group’s process and function?							
Very satisfied, I feel the group is a worthwhile use of my time	44.7%	41.2%	55.6%	42.1%	42.9%	69.6%	35.0%
Somewhat satisfied	18.4%	47.1%	22.2%	26.3%	57.1%	17.4%	50.0%
Neutral	23.7%	5.9%	11.1%	15.8%	0.0%	4.3%	5.0%
Somewhat unsatisfied / frustrated	13.2%	5.9%	11.1%	10.5%	0.0%	8.7%	10.0%
Very unsatisfied / frustrated	0.0%	0.0%	0.0%	5.3%	0.0%	0.0%	0.0%
How likely are you to continue serving on this group?							
Very likely	67.6%	76.5%	88.9%	84.2%	85.7%	73.9%	73.7%
Somewhat likely	21.6%	17.6%	0.0%	10.5%	14.3%	8.7%	15.8%
Neutral	2.7%	5.9%	11.1%	5.3%	0.0%	4.3%	10.5%
Somewhat unlikely	5.4%	0.0%	0.0%	0.0%	0.0%	4.3%	0.0%
Very unlikely	2.7%	0.0%	0.0%	0.0%	0.0%	8.7%	0.0%

Appendix G: Funding Strategy Recommendations

The following guiding principles have been used to develop the funding strategy:

- Strive for accuracy, not precision;
- Stay focused on actions that are most important to achieve desired outcomes;
- Don't shy away from the tough policy choices that arise out of the gap analysis and funding strategy;
- Ground the analysis in the Action Agenda, but make necessary assumptions about priorities and rate of investment; and
- Do not create new silos –aim for an integrated funding strategy

The following actions are recommended to accomplish these goals, based on information collected through the funding strategy development process, and presented in this report.

1. The Puget Sound Partnership and partners should actively support the legislative approval of funding sources from the integrated water infrastructure package or similar alternative mechanisms that may arise, while ensuring that the package advances funding needs identified in this analysis.
2. The Puget Sound Partnership and partners should actively support the legislative approval of funding sources from the Department of Health's septic loan and septic management program funding initiatives.
3. The Puget Sound Partnership and partners should advocate for additional state funding for stormwater projects and support funding for high-efficiency street sweeping, removal of legacy sediment loads, and selective highway retrofits as immediate priorities, while continuing work on a long-term strategy for stormwater investments in the Puget Sound basin.
4. The Puget Sound Partnership and partners should consider options for collection and distribution of funds across jurisdictional boundaries at a watershed, multi-watershed, or Sound-wide scale in order to address differences in funding capacity among local governments in the region.
5. The Puget Sound Partnership and partners should support the continuation of federal and state funding sources that currently fund the implementation of the three Strategic Initiatives and the Action Agenda, with a particular emphasis on funding needed to implement the Habitat Initiative.
6. The Puget Sound Partnership and partners should seek increased funding for stormwater and other environmental improvements related to the state highway system in further negotiations on a state transportation package, as well as further alignment between environmental spending for highways and watershed and regional priorities for cleanup and restoration.
7. The Puget Sound Partnership and partners should advocate for the strategic prioritization of federal and state infrastructure funding based on economies of scale, advancement of the science, equity and social justice, agriculture and resource land protection, and workforce development.
8. The Puget Sound Partnership and partners should review and revise this funding strategy during the biannual updates of the Action Agenda

Funding Strategy for the Strategic Initiatives from the 2012-2013 Puget Sound Action Agenda- Volume 1: Summary of Findings and Recommendations, Final Report, August 13, 2014, pgs 12-13, Accessed October 5, 2014, http://www.mypugetsound.net/index.php?option=com_docman&task=doc_view&gid=2471&Itemid=238.

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