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Oregon Invasive Species Council Review

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A close-up photograph of a green plant with deeply lobed, serrated leaves. In the center of the plant is a cluster of small, green, rounded buds or flowers. The background is blurred, showing more of the same plant and some brownish leaves.

Oregon Invasive Species Council: Review Final Report

Institute for Natural Resources and the Center for Lakes and Reservoirs

**Submitted to
The Oregon Invasive Species Council
and
The Oregon Department of Agriculture
Grant # ODA-3484**

25 June 2015

Oregon Invasive Species Council Review

FINAL REPORT

25 June 2015

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THE INSTITUTE FOR NATURAL RESOURCES

Created by the Oregon Legislature through the 2001 Oregon Sustainability Act, the Institute for Natural Resources' mission is to provide access to integrated knowledge and information to inform natural resource decision making and develop solutions in the context of sustainability. The Institute for Natural Resources is an Oregon public universities institute located at Oregon State University and Portland State University.



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THE CENTER FOR LAKES AND RESERVOIRS

The Center for Lakes and Reservoirs at Portland State University was established by the Oregon Legislature to address lake management and invasive aquatic species issues in Oregon. The Center is housed in PSU's Environmental Science and Management Department and has a major focus on watershed and aquatic ecosystem management.



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Disclaimer

The contents of this report reflect the views of the authors who are solely responsible for the facts and accuracy of the material presented. This report does not constitute a standard, specification, or regulation.

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Background

The Oregon Invasive Species Council (OISC – “Council” is also used in this report) was established by the Oregon Legislature in 2001 [ORS 570.750, formerly 561.687]. In partnership with a broad group of state, federal and local agencies, non-profit organizations, industry representatives and individuals, the Council created and maintains the means for citizens to report sightings of invasive species and a process by which this information is forwarded to appropriate agencies; works to increase citizen engagement and awareness of invasive issues; conducts educational meetings and conferences; and, administers a trust account for funding eradication and educational projects.

In 2014, the Institute for Natural Resources (INR) was asked to assist the OISC Coordinator in conducting a review of the OISC. The purpose of the review was to provide a critical examination of the OISC mission as originally established by the state legislature, activities, funding and governance structure, and to provide recommendations for improvement of OISC efficacy. When the OISC Coordinator position fell vacant that role in the review was taken up by staff at the Center for Lakes and Reservoirs (CLR) at Portland State University.

INR and the CLR took on different roles within the review. The review consisted of: (1) semi-structured interviews/conversations with the directors of the state natural resource agencies directors participating in the OISC (INR); (2) semi-structured interviews/conversations with stakeholders and other members of the OISC (CLR); (3) the collection and review of relevant OISC documents (INR, CLR); and (4) conversations with other invasive species councils around the West (CLR).

Purpose and Organization of the Report

The purpose of this report is to describe and highlight salient features and results of the review of the OISC. Section 1 provides a history of the OISC. Sections 2 and 3 highlight the aggregated results of the interviews conducted with state natural resource agency directors (Section 2) and stakeholders (Section 3). Examples of how other invasive species councils in the western US operate are presented in Section 4. And Section 5 highlights recommendations. The recommendations presented in Section 5 are meant to stimulate discussion, and are not considered by the project team to be the definitive options available the OISC.

History of the OISC

The Oregon Invasive Species Council (OISC or Council) was established by the Oregon Legislature in 2001 under ORS 561.685¹, renumbered in 2009 as ORS 570.755. The purpose of the OISC is to conduct a coordinated and comprehensive effort to keep invasive species out of the State and to eliminate, reduce or mitigate the impacts of invasive species already established in Oregon. The legislature identified four main

¹ https://www.oregonlegislature.gov/bills_laws/archive/2001ors561.pdf

functions for the Council: first, to create, maintain and publicize a system for reporting sightings of invasive species (and refer those reports to the appropriate agency); second, to undertake educational activities in order to increase awareness of invasive species issues; third, to develop a statewide plan for dealing with invasive species; and lastly, to administer a trust account for funding eradication and education projects.

Membership

The OISC, as initially formed in January 2002, was led by four permanent member organizations that represented the lead agencies on invasive species issues: Oregon Department of Agriculture (ODA), Oregon Department of Fish and Wildlife (ODFW), Portland State University (PSU), and the Sea Grant College of Oregon State University (Sea Grant). Those four “ex officio” representatives were to appoint eight members to set terms who would serve the council as representatives of a range of stakeholders. As the OISC has grown in scope, and as other state agencies have taken on more prominent roles with regard to invasive species, additional state agencies have been added legislatively to the list of ex officio members. The three additional ex officio members represent the Oregon Department of Forestry (Forestry), Oregon Department of Environmental Quality (DEQ), and the Oregon State Marine Board (Marine Board). In addition, the number of appointed members serving no more than two successive terms has been increased by two to a total of ten.

The following is the guidance issued by the Oregon legislature with regard to the selection of appointed members:

In making appointments to the council, the voting ex officio members of the council shall endeavor to appoint persons representative of the geographic, cultural and economic diversity of the state. The voting ex officio members of the council may give considerations to nominations submitted by federal and state agencies, local governments, universities, industry and other groups having an interest in invasive species. (ORS 570.770(4))

Following this legislative intent, past and present appointed members have represented a wide variety of entities. Members have come from groups involved in invasive species management at the county and municipal level such as county weed control entities, Soil and Water Conservation Districts, and the City of Portland. Other members have represented non-governmental organizations (NGOs) involved in invasive species issues such as The Nature Conservancy, the Native Plant Society of Oregon and the Northwest Weed Management Partnership. Industry membership on the Council has ranged from shellfish hatcheries to grass seed growers and ornamental plant nurseries. In addition to federal agencies representing both terrestrial and aquatic invasive species interests the Council has also appointed members representing Oregon Tribes.

Structure

The OISC is housed by statute in ODA and the agency serves as the fiscal agent of/for the council. Prior to the appointment of the OISC Coordinator the agency provided all of the administrative staffing for the council. The Council meets three times a year with meetings alternating between centrally located sites such as Portland and Salem and other areas of the state.

The OISC is overseen by a chairperson selected annually from the ex officio membership. Each ex officio member serves for one year as vice-chair and then chair as the position rotates among all ex officio members.² The ex officio members appoint the ten at-large members from a pool of nominations. Each appointed member serves a 2-year term which can be renewed the ex officio members for no more than two successive terms.

As provided for in ORS 561.691(2001) the first OISC Coordinator was appointed in 2007. The OISC Coordinator is typically a ~0.33 FTE contractor (personal services contract through ODA) and serves as a non-voting ex-officio member of the Council.

The OISC may establish advisory and technical committees as necessary to advise the Council. Some technical committees are temporary as needs merit, for example: species-specific committees on feral pigs and nutria. Other technical committees such as the education and outreach committee are continuing committees.

In 2008 an Advisory Committee (the Committee) to the OISC was formed to provide input and broaden the perspective of the Council. The vice-chair of the OISC acts as the liaison between the Council and the Committee. The Committee is composed of former OISC members as well as other stakeholders and partners with interests in or experience with invasive species issues. Committee members are invited to attend OISC meetings, are on an OISC email listserv and are encouraged to serve on Council committees or serve as technical experts as appropriate to their interests and expertise.

Funding

Funding received from the state for the OISC has varied throughout the history of the Council. Originally funded with ~\$12,000/biennium from unused Interagency IPM Committee monies via ODA, the OISC is able to solicit and accept contributions from state and federal agencies and apply for grants and it has used these forms of fundraising to contribute to both operational funds and project funding. In 2005 and 2007 lottery funds of ~\$63,000/biennium were added to the OISC budget and in 2007 the OISC was able to use the additional funds to hire a .33FTE coordinator. Between 2005 and 2009 the OISC was able to leverage its general and lottery fund dollars to generate \$455,359 for statewide invasive species initiatives. After a temporary budget set back in the midst of the 2009 session, the OISC, OISC members and other stakeholders were able to

100 MOST DANGEROUS INVADERS THREATENING OREGON (AKA “100 WORST LIST”)

The Council developed this list of 100 least wanted species in 2002. These organisms threaten to invade at any time and available information allows the OISC to predict that they would have a serious negative economic or ecological impact if they were to become established in the State. Eradication should be seriously considered if incipient populations are found. This list is updated annually by the Council and the record of success or failure at excluding these species is summarized in the annual OISC report card. The annual revision of the list is used as a tool for increasing public awareness on invasive species issues.

² ORS 570.775(1) reads “Each ex officio member of the council shall serve one year as chairperson and one year as vice chairperson during any five-year period.” This language does not reflect the expansion of the ex officio membership to seven.

restore \$60,000 of funding of the OISC for the 2009-2011 biennium. Last biennium (2013-2015), the OISC budget included \$50,000 of Measure 76 Lottery Funds to partially fund the OISC Coordinator position. The Governor's Recommended Budget for 2015-2017 maintained the \$50,000 from lottery funds and requested \$100,000 of General Funds to support Council activities.

A simplified budget ambition of the OISC has been to strive for sustainable funding sourced equally from among three sectors: state funding, federal funding and grant funding. Cutbacks in grant funding within the federal agencies coupled with increased competition for limited grant funding have made this fiscal division more and more challenging. The OISC has been successful pursuing, with partners, grant funding from a variety of sources including private foundation funds and federal agencies such as the USDA Farm Bill Grants.

Select Accomplishments 2002 - 2014

- In 2002, a toll-free reporting hotline, 1-866-INVADER, was established and staffed by ODA (the phone line was bolstered by the addition of an online reporting system <http://www.oregoninvasiveshotline.org> in 2007 staffed by numerous OISC members as well as additional invasive species experts).
- To promote invasive species awareness the OISC developed outreach tools such as the 100 Most Dangerous Invaders Threatening Oregon List now known as the “100 Worst List” (see sidebar) and the OISC Report Card which it has been producing annually since 2002.
- In 2003, the OISC formed an education and outreach committee and the committee prepared an aquatic invasive species awareness plan and investigated the feasibility of a marketing campaign.
- A statewide plan for dealing with invasive species was drafted by the Council in 2003 and completed in 2005. It has subsequently been updated and the current iteration is the Oregon Invasive Species Council Action Plan 2012-2016.
- The Oregon Invasive Species Awareness and Engagement Campaign was developed in 2007 with Oregon Public Broadcasting (OPB), SOLV, The Nature Conservancy (TNC), Oregon Sea Grant and other agencies to inform and engage the public in a statewide effort to curtail invasive species.
- The OISC hosted the first comprehensive invasive species summit in Oregon on July 22, 2008. A total of 175 participants representing a broad spectrum of entities learned about ongoing invasive species programs, future challenges, and brainstormed ideas for how to better address invasive species.
- In 2009 House Bill 2020 established the Invasive Species Control Account for the purposes of eradicating or controlling new infestations or infections of invasive species in Oregon [ORS 570.810]. Seed funding (\$350,000) for the account was a one-time appropriation from the Oregon ATV Fund administered by the Oregon Parks and Recreation Department; additional funds credited to the account represent interest accrued. The account is overseen by the OISC and the Council may be petitioned and asked to declare an Invasive Species Emergency and release funds for a rapid response

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- Over the course of the 2009 legislative session 11 pieces of legislation were passed that concerned invasive species. The OISC, which supported the passage of many of these bills through letters of support and testimony in favor, is credited as playing a significant role in the passage of this legislation.
 - The 2009 the OISC conducted a statewide management assessment of invasive species in Oregon in order to provide a “big picture framework” for existing management plans, identify areas where legislation is needed to fill gaps in statutory authority, suggest priority policy issues, and to fill gaps in management. The final report: A Statewide Management Assessment of Invasive Species in Oregon³ concluded that the highest invasive species priority was the development of strategic plan, aligned with the Oregon Conservation Strategy and other federal, regional, state, and local plans, with both top-down and bottom-up action items.
 - In 2010, with grant funding, the Council implemented a tri-state outreach campaign with Idaho and Washington to improve awareness of firewood as a pathway for the introduction of invasive pests and diseases. The campaign “Buy It Where You Burn It” included pre- and post-awareness surveys, billboards, posters, backlit displays at all but one Oregon highway rest stop, giveaways at State Parks, and other activities.
 - The Council hosted a second statewide invasive species summit in 2010 to share understanding of the threat invasive species poses to Oregon’s economy and environment and introduce legislative concepts for the 2011 Oregon legislative session. One topic of great importance to participants on the legislative panel was investigating ways to make stopping at watercraft inspection stations mandatory rather than voluntary (as legislated in 2009). As a result, in 2011, the OISC was able to facilitate the introduction of changes (HB 3399) to the Water Craft Inspection Law that allowed for mandatory stopping authority (penalties were changed from criminal to civil).
 - In 2011, Oregon, Washington, and Idaho, through a successful grant application, launched a second tri-state outreach and awareness campaign, “Squeal on Pigs”, to increase awareness of the threat of feral swine to the region’s economy and natural resources. The OISC took the lead in establishing a tri-state toll-free hotline. Posters informing the public about the threat of feral swine, and encouraging them to report sightings of feral swine, were produced and distributed throughout the three states.
 - The OISC voted in June of 2012 to declare an emergency and approved releasing a maximum of \$32,000 from the Invasive Species Control Account to eradicate Japanese beetle infestations in Oregon. The OISC then took the lead in developing a Japanese beetle consortium to address new introductions.
 - The Oregon Invasive Species Council Action Plan 2012-2016. Planning efforts for an updated action plan were launched following the 2010 statewide invasive species summit and the completion of the Statewide Management Assessment of Invasive Species. This document includes the mission, vision, and core values of the Council as well as key strategic actions the Council seeks to engage in

³ <http://www.anstaskforce.gov/State%20Plans/OR/statewidemanagementassessmentreportfinal.pdf>

during the next four years. The Council proposed to review progress and consider revision of these priorities in 2014.

The Review: State Agency Directors' Perspectives

The agency directors' interviews focused on how the agencies interact with the OISC, what is and is not working well, and what needs to happen for the OISC to be successful (see Appendix A for interview questions). They were electronically sent the questions and the OISC's operating documents (Appendix B) prior to the interviews. Five state natural resource agency directors and the Governor's Natural Resources Office were contacted to interview for the review. Five of the six invited to interview responded. Interviews were conducted in person or by telephone and lasted 45- to 50-minutes.

The responses herein are the aggregated comments of confidential interviews. Generalized issues are noted in the following section, and in some instances questions are posed rather than stating comments to further maintain confidentiality.

Agency Interviewee Responses

Interviewees were asked a variety of questions about their relationship with the OISC – questions about their interactions with the Council; agency activities that have supported the Council; agency invasive species priorities; how the OISC extends or complements their agency's invasive species work; the OISC products and services their agency uses; and if there were any gaps, redundancies, or conflicts in mandates or plans of the agency (or in general) and the OISC. They were also asked about the impact on their agency if the OISC ceased to exist.

Agency directors' interaction with the OISC tends to primarily occur through the agency staff who serve as members of the OISC. Directors rely heavily on these members to represent their agency, be active and engaged members of the Council, and contribute to information exchange. When asked how their agencies activities supported the OISC mission, interviewees noted that they have funded special projects to support research or the eradication of an invasive species, have helped to fund some of the database, and most have attended or participated in panels at OISC events, such as the Invasive Species Summit.

While agencies have a common interest to prevent, eliminate, reduce, or mitigate the impacts of invasive species in the state, each agency has discrete invasive species priorities. One director noted, "We only deal with a sliver or what the Council does overall." When asked which OISC products and services their agencies most utilize in their agency invasive species work, all respondents said that they were not familiar with many of the OISC products. A few noted that they would need to defer to their OISC representative and/or their internal programs working on invasives to have a more informed response. Three suggested that having a list of OISC products would be useful. Products that were identified as being used by agencies included a database and the reporting protocols that facilitate information and data collection.

The OISC services that were identified by the interviewees as being most used or valuable included:

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- the biological expertise of the Council;
 - the Council helping to target agency priorities, and focus the use of limited resources; and,
 - the Council providing a venue to convene agencies and other entities to discuss research and issues.

What is and is not working well with the Council

All interviewees responded that they, and their Council representatives, are satisfied with the Council. They believe the Council has been doing good work and has been effective in convening and raising the public profile of invasive species in the state. However, all respondents stated that the structure of the OISC needs to change – from its mission to refining its role and activities within the statewide mission around invasive species to the Council’s funding. Highlights of what is working and not working are in Table 1.

The most frequently mentioned benefits and value-added aspects of the OISC (what is working well) included:

- communications with their OISC agency representative;
- coordination and collaboration across entities helps to reduce duplication;
- convening;
- sharing resources and exchanging information between the members of the Council;
- providing a recognized respected space for natural resource agencies to discuss, consider, strategize, and share information;
- bringing greater awareness and education to the public and the legislature about why we need to focus on invasive species (speaking with a common voice); and,
- having a position of credibility.

Respondents also mentioned that the Council is uniquely positioned to reach out to wider audiences: it is not encumbered by agency boundaries; it has a broad membership which allows many issues and topics to be “brought to the table”; it can coordinate across issues that impact multiple agencies; and it can bring in federal as well as non-governmental agencies – something state agencies are not always well-positioned to do. Interviewees also noted that the Council does not have statutory responsibility or duty to address and solve invasive species issues as agencies do. The state agencies engage in monitoring, inspections, policy-level issues, and budget planning. The Council is partner in talking about issues within and across agencies.

The challenge with the Council is that their statutes are very broad and agencies struggle with what the Council should be doing. From the respondents’ perspective, what is not working well might be highlighted by some of the uncertainties, redundancies and potential conflicts that were mentioned. And some issues, that while not yet a problem, could pose a challenge.

- **Purpose and role.** There appears to be uncertainty and anxiety about mission, roles, and expectations of the Council; and there is a disharmony of what the purpose is. What is the role of the OISC within the larger statewide mission regarding invasive species? Where does its purpose and

role complement, enhance, and/or support the efforts of others engaged in the practical, and mandated, invasive species work they are engaged in? Where are there redundancies?

- ***Making policy recommendations.*** The Council at times makes policy recommendations. Respondents questioned what their agencies are to do with these recommendations. Do agencies direct them or follow them? Agencies have mandates, and what if the recommendations don't align with the agencies mandates, priorities, or abilities? It was noted by at least one respondent that many of the recommendations can be impractical to implement because resources are not present to support them.
- ***Alignment between agency leadership and council.*** At times, interviewees mentioned, the Council can get out in front, operating autonomously. This is not yet a pressing challenge, in terms of pushing another agenda, but is a symptom and reality of staying in traction with the many things happening on the invasive species front and not having a closer relationship with agency leadership.
- ***Pursuing grants and conducting on-the-ground projects and research.*** The Council goes after grant opportunities to fund projects. It was questioned by some of the responded as to whether or not the Council should do this. Some of the respondents felt that this has caused confusion about the role of the Council, and perhaps should be a function of the agencies, with the support of the Council. As one respondent says, having the Council going after grants “could be in direct competition with what the agencies are doing. [This] puts us all in a bad place, even for [the idea of] perceived competition.”
- ***Proposing funding models and/or legislation.*** Interviewees noted that recently the Council has proposed funding models that have a direct impact on the agencies and/or their customers.
- ***Research.*** It was questioned whether or not there would be redundancies if the Council is engaging in research, particularly if agencies have their own research and universities are engaged in research. Respondents felt that the Council, itself, should not be involved in conducting research.

When asked what the impacts would be on their agencies if the OISC ceased to exist, all respondents noted that there would not be a big impact on their day-to-day operations, but there would be a great loss in terms of a diminished public profile of invasive species issues in Oregon, a loss of focus on the urgency of the issue, a loss of interagency coordination, and a loss of a common space to discuss issues and priorities. “It would be a lonelier place for our team to do its [invasive species related] work.”

Table 1: Highlights of respondents' perspectives of the OISC – what is and is not working well.

Issue	Working well	Not working well
Mission and vision	There seems to be commitment to the OISC mission, as demonstrated by the continued efforts of the group.	The statute, mission, vision as currently stated is too broad.
Activities, services, and products	Services and activities, such as education and awareness efforts, convening, and coordination are working well and are seen as highly effective. Agencies are making some use of products such as the database, and reporting protocols.	Focus of OISC activities – on the ground projects, engaging in research, organizational development – are too broad. Products are not well known to the agency directors.
Administrative structure/ roles and responsibility	Strong, knowledgeable, and committed team	There is confusion about what the role of the OISC should be within the “big picture” mission toward invasive species in the state, and how they interact with and complement the roles and responsibilities of state agencies, and other organizations.
Funding	The OISC has an entrepreneurial spirit.	The OISC's pursuit of grant funding that can be, or perceived to be in direct competition with agencies. The base support is not sufficient for the mission as it is currently written.
Communication	Good communication between the OISC agency representatives and their agency directors	There is no direct interaction with the agency directors with the entire OISC. Need to clarify and better articulate OISC plans, expectations, and anticipated outcomes.
Statewide invasive species efforts	There are many organizations engaged in invasive species work.	Articulating and knowing (internally and externally) how these efforts fit together.

Steps to strengthen OISC success

The interviewees were asked what steps should be taken to improve the operational and outcome-related success of the Council. All respondents said that gaining clarity of roles and expectations is fundamental to the OISC success. General responses included:

- ***Statute and Oregon Administrative Rules (OARs).*** Have a concerted and thorough review of the statute and OARs to understand which rules apply. The statute should be revised to narrow the OISC mission.
- ***Identifying outputs and functions.*** Avoid duplication of efforts. Determine who is working on what, how they aligned, and what the gaps are. Determine if it is possible to address the gaps and if so, which ones take top priority.
- ***Purpose, mission, and goals.*** We need to define purpose of OISC. In the big mission of protecting Oregon from invasive species, what is the OISC's mission and goals? As the mission is currently written the Council does not have the budget to carry it out. As one respondent noted, “The OISC has a billion dollar mission, with a \$50,000 budget.” Another mentioned that the broad

mission of protecting Oregon from invasive species would be better served by the OISC focusing on its strengths and statewide value-added (i.e., education, public awareness, coordinating a venue for information exchange). There are many groups doing invasive species work. Having the Council focus on serving as a coordinating body to support the work of others and engaging in education and outreach would heighten the state's ability to efficiently and effectively address and resolve invasive species issues.

- ***Roles and responsibilities.*** Have a deliberate discussion about this. In the big mission of protecting Oregon from invasive species, what is the Council's role? If the roles are clear among the Council, then it needs to be made clear for the agency directors. The respondents confer that the role and responsibilities of the Council need to be narrowed.
- ***Expectations.*** Manage expectations through clear external communications.
- ***Outcomes.*** Clearly articulating anticipated, tangible outcomes. Determine how these outcomes will be measured. What are current resources and efforts that we have that will support or help achieve and track the outcomes?
- ***Administrative affiliation and structure.*** Currently the OISC is affiliated with ODA, which is the financial agency and helps to facilitate process and system issues for the Council. The Council was described as “semi-independent” and “quasi-governmental”. The respondents questioned what an appropriate affiliation for the Council would be. If it were more integrated into an agency, as opposed to affiliated with an agency, would the OISC have a better link to funding sources? If the OISC were within one agency, it would not be to implement that agency's mission, but to ensure it represents interests of all agencies. How do we prevent the slide into “capture”? What if the OISC were totally independent? One suggestion was coordinating the Council out of Oregon State University. One director noted that quasi-governmental relationships define the work of that particular agency, and that in that structure good operating models have a shared mission, a common table, work in good faith, and have a charter for and commitment to the work.
- ***Agency leadership and OISC alignment.*** Some respondents felt that more interaction with the agencies at the executive level would be beneficial. One respondent suggested an annual forum of the OISC and the agency leadership to discuss opportunities and concerns, look at invasive species from a statewide perspective, to debrief what has been done and what is on the work agenda for the upcoming year, and have any frank conversations about the operational constraints of the agencies and what is needed to move forward the larger statewide mission for invasive species. One respondent suggested finding a way for the agency directors to be “two steps closer to the operation of the council, for instance at the Cabinet [the Governor's Natural Resources Cabinet] level, or some other way.”

What would OISC success look like?

Respondents had a number of perspectives about what OISC success would look like:

- Each member of the Council understands and can tell you the role and responsibilities of the Council and their own organization.

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- The OISC provides state agencies with a good understanding (synthesis) of the cutting-edge research and helps strategize plans for moving.
 - The Council convenes state agencies and acts as federal and NGO liaison.
 - The Council provides a vibrant and robust place to share information and resources.
 - The Council support agency technical staff, by providing access to leading science, information, best practices, and current thinking.

One respondent also said, when thinking about OISC success, “It would be nice to have a comprehensive understanding of how we, as a state, are dealing with invasive species – the research, keeping invasives from spreading, infestations, and what our plans are for the future. This might exist, but I don’t know of it.”

In short, the Council would provide clarity around invasive species issues and peer-to-peer knowledge exchange, would leverage member’s effectiveness, and would operate at a high level of knowledge. As one respondent said, “Success is not measured in the credit one gets but the results they show.” With a narrowed mission and more focused role and responsibilities, the Council should be able to better account for its impact within the state.

All respondents mentioned that the Council should not have to be engaged in or worry about organizational development and fundraising, and that there needs to be an adequate and sustained level of base support for staff to support the Council’s revised core mission and narrowed role. Under a revised (though not yet determined) mission and roles, respondents were able to see funding supporting:

- a full-time Executive Director or Coordinator
- coordinating and convening [number] of OISC meetings per year
- educational and awareness campaigns the general public and targeted audiences
- the annual conference
- additional opportunities for sharing of information and resources

One respondent mentioned that prevention is not always an eye-catcher, but response is and suggested trying to develop a “rapid response” account that might be associated with the Council.

The Review: Stakeholder Perspectives

The stakeholder interviews focused on the role of the OISC, its operation, outcomes and future priorities. Interviewees were asked to identify what is and is not working well and what needs to happen for the OISC to be successful (see Appendix A for stakeholder interview questions). Upon agreeing to the interview, all interviewees were sent a copy of the interview questions electronically including links to OISC operational documents (see Appendix B) should they wish to review them. Fifteen stakeholders prioritized by the ex officio members of the OISC from a list of former OISC members and current Advisory Committee members were contacted to interview for the review. One of the stakeholders declined to be interviewed, 10

agreed to be interviewed and follow-up invitations have been sent to the remaining 4 individuals initially invited to interview. Interviews were conducted in person or by telephone and lasted 20- to 45-minutes.

The responses herein are the aggregated comments of confidential interviews. Generalized issues are noted in the following section.

Stakeholder Interviewee Responses

Interviewees were asked a variety of questions about their relationship with the OISC – questions about their role on or with the Council; whether or not the Council’s work complements their own invasive species efforts; the OISC products and services they use; and if they had suggestions for defining and measuring the success of Council efforts. Individuals were also asked about the impact to their work if the OISC ceased to exist.

The stakeholders interviewed represent a mixture of interactions with Council; directly sitting on the OISC as either ex officio or appointed members, long-time attendees of OISC meetings who now sit on the Advisory Committee, and more recent members of the Advisory Committee. Stakeholders also hold a range of invasive species responsibilities when it comes to invasive species work from a primary focus on invaders to limited current interaction with invaders.

Two occurrences of note appear to have influenced the responses of the majority of the interviewees. First, the determination by the Attorney General’s office that the Council is a state-agency rather than a semi-autonomous entity (as the interviewees had perceived it in the past). Second, the need for and process by which the Council was engaged in hiring a new coordinator. In addition, as most of the interviewees also sit on the Advisory Committee, many statements were made over the course of the interview that make specific reference to the role of the Advisory Committee itself.

Responses to questions regarding Council actions, contributions and priorities were varied and may be due to individual perceptions. When asked about the contributions of the Council, responses were shaped by the stakeholder’s view of whether or not a product or action could be interpreted as a Council product. For example: one respondent stated that the OPB Silent Invasion Campaign is one example of a successful Council product while another cited the same campaign as an example of the type of effort that the OISC should seek to spearhead.

What is working well with the Council

Throughout the course of the interviews all respondents made positive statements about the Council, often lauding the OISC’s efforts to raise awareness of invasive species issues. Respondents noted the unique ability of the Council to tackle broad invasive species issues in contrast to agencies’ specific invasive species responsibilities (e.g. terrestrial weeds or forest pests) and the value of having a single entity representing a variety of perspectives. The value of the Council as an information-sharing venue was also a common theme in responses.

The OISC services that were identified by the interviewees as being most used or valuable included:

- diversity of entities represented by Council members,

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- the venue provided by OISC meetings for information sharing across a broad taxonomic scope,
 - OISC’s ability to dedicate time and resources to education and outreach,
 - the Council’s former ability to coordinate lobbying efforts for key invasive species legislation,
 - the ability to integrate issues across other state invasive species councils,
 - opportunities for unique partnerships among Council entities, and
 - expertise on invasive species issues represented by the Council membership.

Specific contributions by the OISC to the State of Oregon with regard to invasive species that the respondents identified included:

- the “100 Worst List” [sic],
- past support for invasive species legislation, in particular the establishment of mandatory watercraft inspection stations,
- reporting hotline and website,
- coordinating AIS policy across the Federal, Regional and State levels,
- messaging campaigns across the Pacific Northwest, and
- partnerships with education and outreach campaigns such as “The Silent Invasion” and “Clean, Drain, Dry.”

However several respondents answered either that the OISC had made no meaningful contributions or that they were unable to identify products for which they were comfortable assigning full credit to the OISC. The latter did identify OISC participation in messaging campaigns as significant.

What is not working well with the Council

Most interviewees responded that, while there was a period of time when they were highly satisfied with the Council and viewed it, as one respondent put it, as having “the sense of a grand scale of action on invasive species issues” this is no longer the case. There was no one single reason that dominated the responses but rather multiple issues that were repeated throughout the interviews. Dissatisfaction with the Council and the Council process fell into the following broad categories: coordination, operations and priorities, membership, and resource availability.

The most frequently mentioned concerns with regard to the coordinator and the coordinator position were as follows:

- the need for a highly effective Coordinator and strong Coordinator/Chair team,
- personality-driven conflicts between ex officio members and Coordinator,
- lack of organization and competent staffing,
- unclear expectations for coordinator role, and
- Coordinator hiring process through the use of the State procurement system.

Although specific recommendations with regard to the Coordinator and the coordinator position varied there was consensus that the coordinator position needed to be fully funded with many respondents suggesting that it be a full-time position to allow for adequate support of OISC activities and spear-heading

of priority activities. Several stakeholders recommended changes to the coordinator position description that would reconfigure the role to that of an Executive Director with additional support staff responsible for administrative tasks. Two stakeholders were concerned that the OISC had become more known for past coordinator conflicts rather than recent invasive species contributions.

The second broad category of respondent concerns was related to the operation and priorities of the Council. Many of the responses referred to the legal identification of the Council as state agency, and as such subject to sideboards it had not operated under previously; the primary concern being the Council's inability to support invasive species legislation. Also revealed was a lack of understanding by respondents of the scope of the limits placed on the Council with regard to legislative interactions. Respondents cited the diminished role of the OISC in supporting legislation and a lack of direction as the biggest issues they had with regard to the operational changes. Concerns for fragmented or unclear priorities were also common. One respondent stated "the OISC is not out in front of invasive species issues to the extent that their tenure warrants" while others commented that Council messaging is no longer able to reach out to a broader audience. Another stakeholder was concerned that the Council has not been able to overcome its legislative restrictions by engaging Advisory Committee members. Disappointment with the perceived change in effectiveness of the OISC was a common theme throughout the interviews with one respondent going so far as to remark that the OISC had become a "canyon of nothing."

Although the diversity and caliber of the OISC membership, across both entities and taxa, was repeatedly cited by the stakeholders as adding value to the Council other issues with membership fell into the category of what is not working for the Council. While membership issues were generally not the primary concern for respondents the topic was repeated by those stakeholders who had served on the Council at one time. These concerns are summarized as follows:

- permanency of the ex officio membership,
- ex officio members unable to or not directed to commit agency support,
- appointed members lacking time to fully participate in actions,
- perceived dominance of federal members over other appointed members,
- annual rotation of the Chair affecting the effectiveness of the Council, and
- unequal treatment of appointed versus ex officio members.

Lastly, respondents had concerns for the level of resources available to the Council including both funding to support the coordinator position as well as funding available for priority actions. Other comments with regard to resources included reference to the idea that seeking new funding consumes too much of the Council's and the Coordinator's time.

When asked what the impacts would be to the stakeholders (and the entities they represent) if the OISC ceased to exist, most respondents stated little to no impact other than an increase in the difficulty of staying current with invasive species issues outside their own area of focus and fostering new connections to invasive species professionals.

Strengthening the success of the Council

All stakeholders were asked what steps should be taken to improve the operational success of the Council, the resources required, and what would be needed to improve programmatic and project-related outcomes. Answers to all of these questions were similar - often interviewees referred back to their earlier answers -and so have been combined in the reporting. Individuals, however, focused on different aspects of the Council that they would strengthen resulting in fewer commonalities across respondents. Though more limited, the themes were: making the OISC more autonomous, establishing an adequate and stable funding source, sustaining an effective Coordinator, setting priorities, and strengthening the role of the Advisory Committee. Responses varied from generalized suggestions to specific recommendations.

Establishing autonomy for the OISC was at the forefront of many respondents' comments. Interviewees felt that the limitations imposed on previous Council actions and priorities would be alleviated by establishing the Council as an independent entity away from the control or oversight of ODA. How this would be achieved was not always articulated and statements ranged from specific recommendations such as ending ties to ODA and allowing the Council to support legislation again to general remarks about the need to increase autonomy. One stakeholder emphasized the need for independence stating "without a change in the structure and policy of the Council confidence in the Council will continue to decrease."

Funding, a perennial consideration for the Council, was the primary resource need identified as essential to the success of the OISC by interviewees. The search for funding was repeatedly cited as detracting from the Council's ability to accomplish priorities. Most respondents were unable to offer specific steps to achieve adequate and stable funding and instead focused on what not to do (i.e. avoid general funds, don't compete with agencies for funds, and don't target other agency revenue streams). Specific funding recommendations provided by interviewees were:

- aggressively pursue grant funding (respondent stated that most of the Council's successes came from grant funded projects),
- go after hard funding from the Governor's office, and
- model the Council after the Oregon Cultural Trust and create a new source of funds.

Adequate funding specifically to support the OISC Coordinator was just one of the recommendations for improved coordination shared by interviewees. Many suggestions connected successful coordination of the Council to both a full-time, skilled Coordinator and an energetic Chair and the necessity of well-defined expectations and roles for both parties. In addition, providing funding for administrative staff to allow Coordinator to focus on larger tasks was mentioned by multiple respondents.

The analysis and setting of Council priorities represents an additional area where respondents focused their recommendations although there was little overlap in specifics. Steps to success included a "SWAT analysis", a new strategic plan reflecting the current agency status of the OISC and the goals that are recognizable to the general public, the need for a "better external compass", a prioritized list of the 100 Worst Invaders, and a focused list of priorities that would increase the chance of Council success. When respondents were asked a follow up question on where if any guidance for setting priorities should come from the answers varied from within the Council, to the Advisory Committee, to the Governor's Office. In

lieu of autonomy, which interviewees stated might be difficult to achieve, several individuals mentioned an alternative push for increased integration of the Council with state leadership and in particular several individuals mentioned the Governor's office.

In addition, the open-ended nature of the steps to success questions led to unique responses that were not repeated across respondents. Those responses are listed below:

- the Council needs to pursue a “meaningful brand identity,”
- the Council “needs to get people’s attention,”
- newly appointed members need a tutorial on OISC history and activities, and
- hold more meetings.

When stakeholders were asked to list the top three activities that the OISC should fund if a fundraising initiative were pursued many of the answers related back to the above strengths of the Council and to the steps to success that were suggested. Both Coordinator support and developing priorities were suggested as essential fundraising needs prior to any external Council actions. It may be telling that, once the above needs were mentioned, all of the activities suggested build upon already proven or successful projects. These activities included supporting and/or expanding:

- regional marketing and messaging efforts,
- County Weed Boards,
- Watercraft Inspection Stations,
- Dreissenid mussel outreach,
- early detection and rapid response efforts,
- citizen science engagement, and
- building a reporting app like that developed by the Washington Invasive Species Council.

The role of the Advisory Committee

Although none of the questions developed in advance specifically mentioned the OISC Advisory Committee all of the stakeholders interviewed sit on the committee. As a result, all of the interviewees addressed the Advisory Committee at some point in their responses. Although all of the interviewees stated that the Advisory Committee is underutilized and ill-defined (“no more than a glorified list serve,” to “only recently have there been real opportunities to work with other subcommittees”), all of the respondents voiced strong support for improving the Advisory Committee and using it to strengthen the successes of the Council. Suggestions emphasized setting clear participant expectations and recruiting members with more political clout to overhauling the structure and purpose of the committee. The Council may wish to use these responses to evaluate recent efforts to reinvigorate and include members in Council activities.

Responses included:

- recruit or appoint a strong and empowered membership,
- actively manage requirements for membership,
- “use the Advisory Board [sic] to get things done like in California,”
- the Council needs to consult more regularly with the committee,

-
- model the Advisory Committee after the Sea Grant Advisory board or other effective examples,
 - establish a committee that it is “not constrained by limitations on lobbying”, and
 - “recast the Advisory Committee so that it sets the priorities for the Council.”

Success, what does it look like and how can the OISC measure it

All interview participants were asked what Council success looks like and what metrics could be used to measure Council performance. These two related questions proved to be the most difficult for respondents to answer with specifics. Some respondents described success as a measure of the Council itself. Adjectives used by these respondents included: strong, confident, branded, autonomous, focused, and cohesive. Others defined success in terms of describing the influence of Council activities on the general public: increasing public awareness, causing behavioral changes, and fostering a whole generation of Oregonians conversant in invasive species issues. How can these successes be measured? Suggested metrics included:

- the number of organizations working on invasive species,
- public awareness levels,
- number of newspaper articles on invasive species,
- the number of organizations reporting some measure of value-added contributions by the OISC,
- number of strategic plan objectives met,
- use of the hotline and website for reporting, and
- the number of bills passed relevant to invasive species issues.

Who is responsible for Council success

When asked who is or who should be responsible for the success of the Council interviewee answers spanned a wide range of entities. One respondent noted that forwarding the mission of the Council is included in the coordinator job description while another stated that holding a part-time contractor responsible for all the outcomes of the OISC was unreasonable and thus the responsibility had to fall to the Council Chair. Respondents who answered “the Council” added that current efforts at measuring year-to-year and operational accountability were inadequate or (citing the Annual OISC Report Card as example) meaningless because they were self-evaluated. Another suggested the OISC and its ex officio agencies should share the responsibility. In addition, one stakeholder interviewed stated that responsibility should be shouldered by the Governor and one assigned the responsibility for the success of the Council to all Oregonians.

Regional Council Comparisons

There is no one model for invasive species councils in the US. To contribute to the evaluation of the OISC we researched invasive species council models in place in our region and interviewed their coordinators (Table 2). We limited our evaluation geographically to compare the OISC with other invasive species councils that might deal with similar invasive species issues and constituents, as well as Councils that the OISC has collaborated with in the past. Although neither dealing with similar issues nor a prior collaborator

with the OISC, the Hawaii Invasive Species Council was also included in this comparison as it is an example of a true cabinet-level invasive species council and the other invasive species groups in Hawaii provide insight into a wide spectrum of invasive species partnerships.

Idaho Invasive Species Council

The Idaho Invasive Species Council (IISC or “Idaho Council”) began in 2001 as a cabinet-level council established by Executive Order [E.O. 2001-11] for the purpose of “*provid[ing] policy level direction and planning for combating harmful invasive species infestations throughout the state and for preventing the introduction of others that may be potentially harmful.*” However, since 2008, with the passage of the Idaho Invasive Species Act, the IISC has become more of a coordination and advisory body than policy directing or planning team.

History and Structure

The Director of the Idaho State Department of Agriculture (ISDA), per executive order, chairs the Idaho Council. The original membership of the IISC included a representative from the executive office of the governor as well as the directors or their designees from ten state agencies and entities. Under E.O.2001-11, the following entities were invited to join the IISC: USDA Forest Service, USDA Animal and Plant Health Inspection Service (APHIS), USDA Natural Resource Conservation Service (NRCS), the Bureau of Land Management (BLM), the Bureau of Reclamation (BOR), and Idaho’s State Senators and Congressmen. In addition representatives from local governmental organizations such as the Idaho Association of Counties, representatives from the five tribal governments in Idaho, and other representatives from both the private and non-profit sectors would be encouraged to participate as well. With each subsequent Executive Order reaffirming the IISC the membership list has been altered with both additions and removals made to the list of state agencies represented. In practice, the state agencies active on the IISC are primarily represented by individuals designated by the directors of each representative agency (as is common with other ISCs).

Based on the findings of a 2003 statewide assessment of the invasive species problem in Idaho conducted by the IISC and with recommendations from the Governor’s 2004 Invasive Species Summit, in 2005, the IISC completed the Idaho Invasive Species Action Plan. The Action Plan addressed topics such as early detection and rapid response, outreach and education, legal structures, research and technology, coordination, and funding. The Action Plan also called for the appointment of a full-time Invasive Species Coordinator to work with the IISC to set the Invasive Species Program priorities and advance the recommendations in the Action Plan to “*ensure that a comprehensive invasive species program in Idaho is not diluted by competing efforts among various agencies.*”

In 2006 the IISC was reaffirmed by Executive Order 2006-28 which streamlined the membership and participant list and directed the IISC to implement the Idaho Invasive Species Action Plan in addition to its original tasks. In 2008, an omnibus invasive species law was passed that addressed the legislative actions recommended in the 2005 Action Plan. The Idaho Invasive Species Act [Title 22 Chapter 19 Idaho Code] provides policy direction, planning and authority over invasive species to ISDA. This Act also established the Idaho Invasive Species Fund in the State Treasury to support activities outlined in the Act. Fees collected from the sale of boat stickers are deposited into this fund and help pay for inspection stations and

outreach on aquatic invasive species issues. Appropriations by the legislature and the governor may also be received by this fund as well as other sources of funds including but not limited to grants, fines, and gifts.

With the passage of the Idaho Invasive Species Act, the IISC began to take on a different role. The IISC is now more of an information sharing and coordinating body. The IISC provides technical assistance for and review of reports and invasive species plan development. The IISC has never been a voting body, does not have by-laws, and does not set priorities for the Idaho Invasive Species Program but rather provides input and passes along recommendations. The IISC has historically been involved in regional education and outreach efforts such as “Squeal on Pigs” and “Don’t Move Firewood” but most invasive species outreach in Idaho is run through the Idaho Invasive Species Program at ISDA. The Idaho Invasive Species Coordinator convenes the IISC meetings (but coordination of the IISC is not the full-time job of the Coordinator).

In 2010 Executive Order [No. 2010-14] again revised the membership of the IISC and added additional direction that the IISC “*consider merging the Strategic Action Plan for Invasive Species, the Strategic Plan for Controlling Noxious and Invasive Weeds and other plans and strategies the guide the implementation of efforts pertaining to noxious weeds and invasive species.*” The latest Idaho Invasive Species Strategic Plan (2012-2016) was joint effort between the IISC and the Idaho Weed Coordinating Additional technical input for plan development is provided to the IISC by the Aquatic Nuisance Species Technical Advisory Committee.

Funding

The IISC does not operate with a budget per se. Administrative support for the Idaho Council is provided by the ISDA as is the Invasive Species Coordinator. Staffing the IISC is seen as a collateral duty of the Coordinator, with about 10 staff days per year spent on IISC support functions such as meeting planning, writing reports and a monthly update. Funds from the Idaho Invasive Species Fund can be used to carry out recommendations of the IISC at the discretion of ISDA⁴. Funds deposited into the Invasive Species Fund come from the sale of the Idaho Invasive Species Fund boat stickers. Annual sticker prices are as follows: \$10 for motorized vessels registered in Idaho, \$22 for out-of-state motorized vessels and \$7 per non-motorized vessel.

Accomplishments

- In 2012 the IISC produced the Idaho Invasive Species Strategic Plan 2012-2016, a compilation of invasive species and noxious weed planning⁵.
- In 2009 the Idaho Aquatic Nuisance Species Taskforce produced the report “An Estimated Potential Economic Impact of Zebra and Quagga Mussel Introduction into Idaho” for the IISC.
- IISC member agencies and organizations have been increasingly active participants in with invasive species prevention, survey and outreach activities across the state
- The IISC has been an active partner in regional invasive species outreach campaign funding acquisitions in partnership with Oregon and Washington. Campaigns include “Don’t Move

⁴ <http://www.legislature.idaho.gov/legislation/2009/H0213.pdf>

⁵ <http://www.agri.idaho.gov/Categories/PlantsInsects/NoxiousWeeds/Documents/Idaho%20Invasive%20Species%20Strategy%202012-2016.pdf>

Firewood” and “Squeal on Pigs”. In addition, the IISC has taken the lead in promoting Idaho’s “Don’t Let it Loose” messaging effort to prevent the intentional release into the wild of both aquatic and terrestrial plants and animals that could become invasive.

Hawaii Invasive Species Council⁶

Formed in 2003 by Hawaii’s State Legislature [HRS 0194], the Hawaii Invasive Species Council (HISC) is a cabinet-level interdepartmental ISC created to “*provide policy level direction, coordination, and planning among state departments, federal agencies, and international and local initiatives for the control and eradication of harmful invasive species infestations throughout the State and for preventing the introduction of other invasive species that may be potentially harmful.*” The impetus for the formation of the HISC was a report that identified gaps in invasive species management across the islands as a high priority need.

History and Structure

The make-up of the HISC as mandated by HRS 0194 includes voting members and non-voting invited participants. The voting members are represented by the chair, director, or designee of the following state agencies: Hawaii Department of Land and Natural Resources (DNLR), Hawaii Department of Agriculture (HDOA), Hawaii Department of Health (HDOH), Hawaii Department of Business, Economic Development and Tourism (BEDT), Hawaii Department of Transportation, and the University of Hawaii. Invited participants who are asked to consult on and provide assistance on invasive species issues include State Senators and Representatives, county mayors, other state agencies, and Federal representatives from the Departments of the Interior, Agriculture and Defense. DNLR and HDOA serve as co-chairs of the HISC. The HISC is housed within the DNLR for administrative purposes and the program is administered by the DNLR Invasive Species Coordinator with additional support staff also housed in DNLR.

HISC is an interagency government body that supports invasive species projects and initiatives through policy recommendations and funding support (Figure 1). To assist the HISC in implementing the objectives and strategies identified in the HISC Strategic plan the HISC has five subject matter working groups. HISC working groups appear to function much the way that an Advisory Committee might for other ISCs but are broken up into the following topic areas: Prevention, Control, Outreach, Research & Technology, and Resources. Working group membership is open to stakeholders rather than voting members of HISC and each working group is chaired by a representative from a HISC member agency. These groups discuss priority topics, work on goals identified in the Hawaii Invasive Species Plan, and provide input on budgetary items for review and approval by HISC.

⁶ As both an island state (i.e. highly vulnerable to invasion) and because it is not part of the contiguous United States, invasive species management in Hawaii has unique challenges with regard to coordinating with federal import and quarantine laws. As such, the structure of the HISC may not be comparable with other ISCs in the West.

Table 2 Invasive Species Council Membership and Structure

	Oregon (OISC)	Idaho (IISC)	Washington (WISC)	California[#] (ISCC)	Hawaii (HISC)
Founded Type	2001 Agency + appointed stakeholder model	2001 Cabinet level + Agencies and stakeholders	2006 Agency + stakeholder model, ex officio federal members	2009 Modelled after Federal NISC/ISAC councils	2002 Cabinet-level
Strategic or Action Plan Advisory Committee	Y Y	Y Y [Aquatic]	Y Y [Industry]	Y Y CISAC (2 3-yr terms) None*	Y Y [5 subject matter working groups], CGAPS [variable] FY14 \$6M
Budget Appropriation	[variable] FY13-14\$50k	None*	FY13-14\$200k	None*	
Able to provide policy direction	N+	Y	Y	N – must propose legislative changes through Governor	Y
Meetings/yr	3	2	4	ISAC 2 CISAC 4	HISC 4 CGAPS 4

Key: * resources provided as needed by agency housing Council, + indicated recent change,

Table 2 cont. Invasive Species Council Membership and Structure

	Oregon (OISC)	Idaho (IISC)	Washington (WISC)	California[#] (ISCC)	Hawaii (HISC)
Housed in	ODA	ISDA	RCO	CDFA	DLNR
Coordinator	Y ⁺	Y ⁺⁺	Y	Y	Y ⁺⁺
Title	Council Coordinator	ISDA Invasive Species Coordinator	Executive Director	Executive Director	DLNR Invasive Species Coordinator
Membership [in statute – may not reflect actual/current participation]					
<i>Permanent</i>	PSU* OSU-Sea Grant* ODFW* ODA* ODEQ* OSMB* ODF*	Governor's Office ISDA IDEQ IDPR IDFG IDL IDWR Labor Commerce IDHW IDOT Species Conservation	WSDA* WDFW* Ecology* WDNR* WDOT* NWCBS*	CDFA CNRA CEPA CalSTA CHHS OES	DLNR* HDOA* University of Hawaii* HDOT* Health* DBEDT*
	Oregon (OISC)	Idaho (IISC)	Washington (WISC)	California[#] (ISCC)	Hawaii (HISC)
<i>Appointed/Term</i>	Ten at-large appointed seats		Eastern County* Western County*	[25 member CISAC]	
<i>Other Invited Participants</i>		local and federal agencies, state universities, NGOs, private industry.			State Senators / Representatives Other State Agencies County Mayors Feds[DOI, USDA, DOD]

Key: See Appendix D for a list of agency abbreviations. [#] ISCC not established in statute, * coordinator not employed as agency staff, ++ staff duties include but not limited to ISC coordination, * indicates voting privileges, **BOLD** designated chair or co-chair (OISC and WISC rotate chairs/co-chairs among permanent members)

The HISC produces an annual legislative report that covers budgetary issues (including invasive species funding needs, their upcoming FY budget request, and examples of economic costs of invasive species to Hawaii through inaction), a summary of HISC funded projects and project accomplishments, Council actions (meetings, campaigns and resolutions), and lastly, advice to the governor and the legislature regarding invasive species.

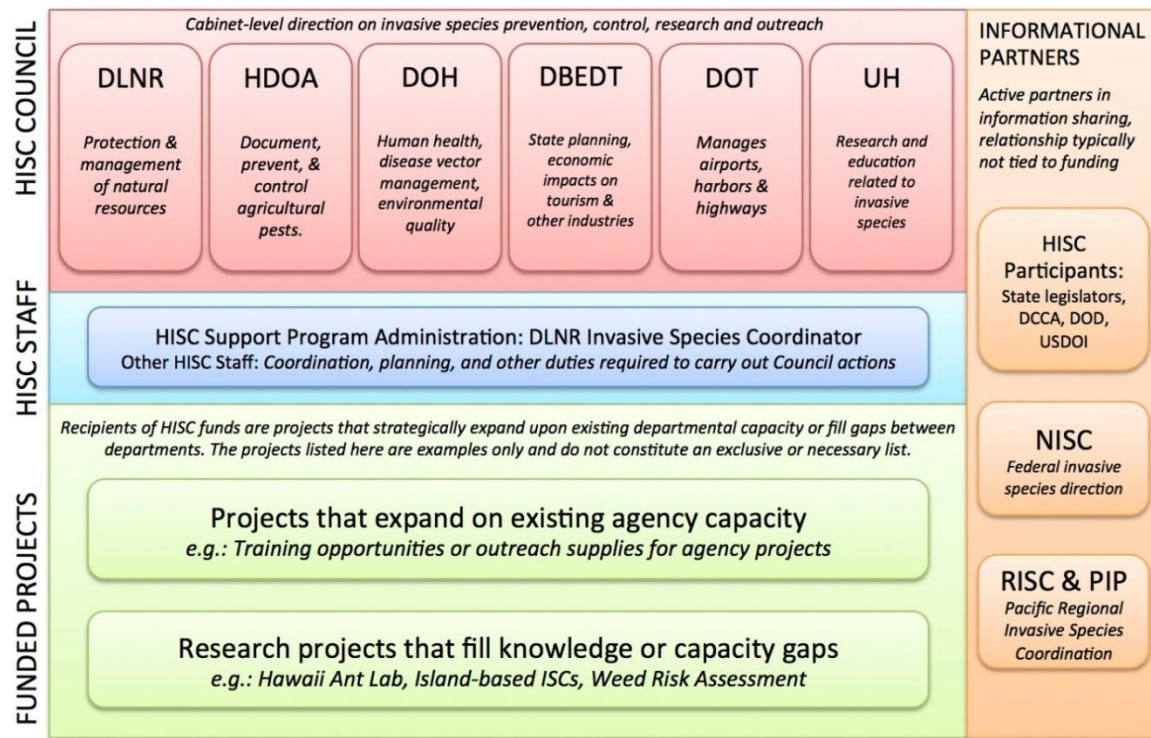


Figure 1 HISC Structure (from <http://dlnr.hawaii.gov/hisc/about/>)

Funding

Disbursing funds to invasive species projects is one of the primary tasks of the HISC. Projects include: prevention, control, outreach, and research. HISC-funded projects do not replace the existing core invasive species programs at state agencies such as control of invasive plants and animals on state lands (DLNR), or the control of invasive species along public transportation routes (DOT), but rather HISC are distributed to fill gaps between agency mandates or existing agency programs or to enable research and development of new tools. At its inception the intent was for the HISC to be entirely funded by general funds at the level of \$5M annually but the economic downturn forced the use of other sources such as the Hawaii Natural Area Reserve Funds. With an uptick in the economy the HISC is now fully funded by general funds and at approximately the original \$5M funding level (Figure 2).

Accomplishments

- In 2013, HISC hosted Hawaii Invasive Species Awareness Week (HISAW) to run in conjunction with the National Invasive Species Awareness Week (NISAW), to highlight the unique nature of invasive species issues facing Hawaii and to promote volunteer action

opportunities. Partners included the Nature Conservancy, the Coordinating Group on Alien and Pest Species (CGAPS) as well as partner agencies and the county-based Island Invasive Species Committees,

- The HISC Strategic Plan 2008-2013 provides the framework for a statewide invasive species prevention, control, research and public outreach program. The strategy reflects the HISC's legal mandates and takes into account reviews carried out by each of the working groups. The draft HISC Strategic Plan 2015-2020 has been submitted and is awaiting HISC approval.
- HISC has supported the development of several species-specific and island specific management plans including the Coqui Frog Management Plan, the Little Fire Ant Hawaii Status Summary, and invasive thrip early detection and rapid response plans for the islands of Maui and Kauai.

Hawaii Island Invasive Species Committees

At the county level, the State of Hawaii has a network of Island Invasive Species Committees. These committees function as an on-the-ground invasive species working groups. They are also active partners with both HISC and CGAPS on outreach projects like HISAW. For example: the Maui Invasive Species Committee (MISC) is run as a project of the University of Hawaii-Pacific Cooperative Studies Unit. MISC members are volunteers from a variety of government, private and non-profit organizations, as well as concerned individuals. MISC is entirely reliant on soft-funding and their budget is a mixture of local, state and federal grant funding as well as funding from private foundations. MISC also solicits donations from the general public and donations can be made via their website. MISC currently supports as small management and administrative staff as well as three field crews.

Coordinating Group on Alien and Pest Species

Also known as CGAPS, the Coordinating Group on Alien and Pest Species, has a structure and function more similar to the state ISCs found in the Pacific Northwest. Formed in 1995, CGAPS is a voluntary partnership of county, state and federal agencies, NGOs and other stakeholders. Agencies are represented by management level participants rather than agency directors. The goal of CGAPS is to *“close the gaps in Hawaii’s terrestrial and aquatic invasive species prevention and response systems through greater coordination, planning, and management...through increased inter- and intra-agency communication, cooperation, and by increasing public awareness and participation.”*

CGAPS has a small, paid staff of three through the Pacific Cooperative Studies Unit at the University of Hawaii that coordinate the group and its collaborative projects, as well as conducting outreach on aquatic and terrestrial invasive species issues. CGAPS is led by a steering committee made up of a smaller group of participants and the chair of the committee rotates through the membership of the steering committee with each chair serving a total of three years: one year each as deputy chair, chair and chair emeritus in sequential order. The steering committee provides guidance to the staff on activities and engagements that fulfill the short and long term goals found in the CGAPS Vision and Action Plan and the 2015-2019 Strategic Plan. The HISC Coordinator sits on the CGAPS steering committee as does the manager of MISC.

CGAPS meets four times a year and CGAPS meetings provide a venue for agency and collaborator communication on invasive species issues and challenges. Funding for CGAPS is entirely based on soft-money. In FY2014, grant funding for CGAPS staff and projects totaled \$528,691 including \$68k from the HISC.⁹

Washington Invasive Species Council

The Washington Invasive Species Council (WISC or “Washington Council”) was established in 2006 [ESSB 5385, RCW 79A.25.310] as a joint effort between local, tribal, state, and federal governments, as well as the private sector and nongovernmental interests to improve coordination so the state could be more strategic overall in how invasive species are addressed in Washington. The purpose of the Washington Council under the RCW 79A.25.310 is to *“provide policy level direction, planning, and coordination for combating harmful invasive species throughout the state and preventing the introduction of others that may be potentially harmful.”* The WISC can be viewed as a unique council structure that is in part, an amalgam of other regional councils that were established earlier.

History and Structure

The Washington Council, as established, is made up of representatives from six state agencies: the Departments of Agriculture, Transportation, Fish and Wildlife, Ecology, and Natural Resources, along with the State Noxious Weed Control Board, with the WISC membership able to vote to increase the membership at any time. Two county representatives are appointed by the voting WISC members to sit on the Council. In addition, the WISC is directed to invite federal agencies to serve as non-voting ex officio members. The WISC currently has 16 members including 5 federal agencies. If deemed necessary the WISC is able to set up technical and advisory committees as needed. For example In 2014, the WISC formed an Industry Advisory Panel. The industry panel is comprised of representatives from the aquaculture industry, boating industry, irrigation interests, forestry and nursery interests, and an eastern Washington public utility district and the Industry Advisory Panel appoints a member to sit on the WISC. WISC is staffed by a full-time Executive Coordinator who sits in the Washington State Recreation and Conservation Office.

The Washington Council has specific goals identified in statute: serving as a forum for identifying and understanding invasive species issue, facilitating communication and cooperation of those involved with invasive species issues, reviewing current funding mechanisms and levels for managing noxious weeds on public lands, providing an avenue for public outreach, and developing future legislative recommendations. In addition, the Council is tasked with developing a strategic plan for addressing invasive species issues in the state. The state agencies represented on the Council are charged with undertaking the implementation of those aspects of the plan that are applicable to each agency. The Council is charged with selecting at minimum one project each year from the strategic plan to be the focus of Council actions. The full WISC membership meets four times a year

⁹ <http://www.cgaps.org/wp-content/uploads/2014-CGAPS-PIO-Projects-Report.pdf>

with voting members meeting holding additional meetings to decide issues such as priority species and direction. Annual reports are submitted by WISC to the legislature.

Funding

The WISC receives an operational budget of \$200,000/biennium supplemented with federal grant funding. With that federal grant funding WISC has been implementing recommended strategic plan actions that focus on prevention of and early detection/rapid response to new infestations. The WISC reports a budget of \$404,800 for the 2013/2015 biennium¹⁰.

Accomplishments

- In 2008, the WISC developed an ambitious 20-year strategic plan. Developed through a collaborative process with working groups of invasive species experts from around the state, the plan presents 22 recommendations with specific action items covering the subsequent 20 years with five, short-term (3 years) priority recommendations for implementation. These recommendations include: developing a baseline of invasive species information, building a web-based data clearing house, support targeted outreach campaigns to raise awareness, improve communication, develop an early detection and rapid response network.
- In March 2011, part one of the WISC commissioned baseline assessment of invasive species in Puget Sound was completed. Part two was completed in 2014 and together the two assessments provide information on the presence and pathways of spread of 36 priority invasive species in the Puget Sound Basin.
- In 2014 using federal funds, WISC provided a grant to the Pacific Education Institute, to eliminate the release of invasive species from school science kits and to elevate the topic of invasive species in Washington classrooms.

Invasive Species Council of California

History and Structure

The Invasive Species Council of California (ISCC), though not officially established by statute, is modeled after the National Invasive Species Council (NISC). Begun in 2009, the ISCC is cabinet-level interagency organization that, like NISC, is advised by an appointed Invasive Species Advisory Committee (CISAC). The 24-member CISAC is tasked with making recommendations to ISCC as well as developing and prioritizing the state Invasive Species Action Plan.

The chair and vice-chair of the ISCC are the California Department of Food and Agriculture (CDFA) and the California Natural Resources Agency (CNRA) respectively. The other member agencies are the California Environmental Protection Agency; California State Transportation Agency; California Health and Human Services Agency; and the Office of Emergency Services. ISCC is governed by a set of by-laws approved shortly after the ISCC was formed and meets twice yearly. Although the Secretaries of each of the partner agencies are the official Council members they may designate technical representatives who will perform the work set by the Council.

¹⁰ <http://www.invasivespecies.wa.gov/documents/2014-Annual-Report.pdf>

CISAC members are appointed by the ISCC and the 24 appointees are stakeholders representing local and tribal governments, federal agencies, environmental organizations, academic and research institutions, affected industry sectors and impacted landowners. CISAC meets quarterly and can convene subject matter working groups as needed. According to its charter the purpose of CISAC is to *“advise the Invasive Species Council of California (ISCC) on a broad array of issues related to preventing the introduction of invasive species and providing for their control and/or eradication, as well as minimizing the economic, ecological and human health impacts that invasive species cause. The CISAC will maintain an intensive and regular dialogue with other stakeholders to explore these issues and develop recommendations”*.¹¹ CISAC members are limited to no more than two consecutive 3-year terms. CISAC itself does not have an expiry date but its existence is subject to review every two years. The Executive Committee of the CISAC is made up of the Secretary, Vice Chair, Chair and Past Chair, all selected by majority vote of the council and approval by the ISCC.

Funding

Currently all staff and support for the ISCC and the CISAC are supplied by CDFA and CNRA relying on existing staff until such time as the state may allocate specific funds for the operation of the CISAC.

Accomplishments

- Stopping the Spread: A Strategic Framework for Protecting California from Invasive Species. This 2011 report was produced by the CISAC for the ISCC to provide a blueprint for actions needed to reduce the damage caused by invasive species in California. The top five priority actions identified in the report are: create and fund a Rapid Response Working Group, identify and address new and existing invasive species pathways, increase interagency communication and coordination, develop and deliver an outreach message based on stewardship, and secure long-term funding for invasive species programs¹². A 2013 implementation report tracks the progress of both of the ISCC and the CISAC.
- Hello Invasive Species, Goodbye California Campaign – this campaign embodies the stewardship based outreach message identified as a priority in the Strategic Framework.
- Best Management Practices (BMPs) for Preventing the Spread of Goldspotted Oak Borer Through the Movement of Logs and Firewood
- Invasive Species Pathway Risk Analysis for California

¹¹ http://www.iscc.ca.gov/docs/CHARTER_CISAC.pdf

¹² <http://www.iscc.ca.gov/docs/CISAC-Strategic-Framework.pdf>

Recommendations

With a change in Council coordination, the OISC may be well-positioned to explore both large and small changes in structure and function to ensure the sustainability and efficacy of the Council overall. The recommendations in this review reflect in large part the feedback provided by the individuals and agencies contacted in the course of this review. These recommendations should be regarded as a starting point for Council discussions.

State Agency Director Recommendations

State agency director responses have been summarized into the following three overarching recommendations but do not reflect all of the specific recommendations noted in the state agency director perspective section of this report.

Recommendation 1: Redefine and narrow the mission of the OISC

To the directors of the state agencies involved with invasive species efforts, the purpose and mission of the OISC are overly broad and missing clearly articulated roles, responsibilities and expectations. Suggestions proffered include revising the statute to narrow the OISC mission and focusing council efforts reinforce its role as a coordinating body. Some directors expressed concern that the OISC may make recommendations or take actions that contradict or compete with agency mandates or priorities. Conversely agency directors seemed unable to articulate past and present OISC activities and accomplishments, yet all lauded the coordination function and outreach abilities of the Council, including the convening of the Invasive Species Summit.

Recommendation 2: Improve communication and coordination with agency leadership

A lack of successful communication of OISC needs and accomplishments is reflected in the comments of the state agency directors. Some respondents suggested that executive level coordination with state agencies, perhaps through the Governor's Natural Resource Cabinet or annual meetings with agency leadership, would be beneficial. This would provide the agency leadership with opportunities to have frank discussions about opportunities, concerns and constraints, provide the OISC with a leadership perspective on invasive species issues, and coordinate on the larger statewide mission for invasive species.

Recommendation 3: Review administrative affiliation

Currently the OISC is affiliated with ODA (ODA serves as the fiscal agent for the Council and the Council exists in statute within ODA) but is also described as "semi-independent" and "quasi-governmental." There is some confusion as to how the OISC can be imbedded in one agency yet strive to implement the invasive species interests of all the state agencies represented on the Council. Agency directors also wondered if the OISC would have a better link to state funding if it were more integrated into a single agency or would it be more successful in developing new funding streams if it became more independent and was run out of a University or other entity.

Stakeholder Recommendations

Stakeholder responses covered a wide scope of recommendations and were difficult to summarize in a few broad recommendations. Nevertheless, there were commonalities among stakeholders.

Recommendation 4: Investigate the feasibility of OISC autonomy

The determination by the Attorney General's office that the Council must deport itself as a state-agency rather than as semi-autonomous entity was a common concern of stakeholders. Many felt that the greatest contributions of the Council were the result of its ability to promote and advise on invasive species legislation and that losing this ability was a blow to the effectiveness of the Council. Other stakeholders specifically recommended that maintaining the OISC within the Department of Agriculture was detrimental to the Council mission. This recommendation mirrors in part the responses of the state agency directors in Recommendation 3.

Recommendation 5: Promote strong and sustainable coordination of the OISC

Across all the stakeholders interviewed there was concurrence that many of the successes of the Council could be attributed to having a strong Coordinator. Good working partnership between the coordinator and the chair, between the coordinator and ODA and the need for support staff to allow Coordinator to focus on larger tasks were all recommendations made by stakeholders. But obtaining adequate funding specifically to support the OISC Coordinator was just one of the recommendations for improved coordination shared by interviewees. Many suggestions connected successful coordination of the Council to both a full-time, skilled Coordinator and an energetic Chair and the necessity of well-defined expectations and roles for both parties.

Recommendation 6: Work toward adequate and stable funding

Funding was the primary resource need identified as essential to the success of the OISC and to sustaining the desired stable and strong Coordinator recommended above. Respondents cited the need to constantly seek funding to support Council meetings and the Coordinator position (as opposed to seeking specific grant funding) as detracting from the Council's ability to accomplish priorities. Many respondents cited the OISC's ability to develop successful partnerships and obtain multi-year grant funding as contributing to the success of the Council especially in the realm of outreach and education. With a stable source of base funds the OISC may be even more successful in pursuing grant funding to implement OISC priority actions. Also of note: agency directors responded that base support for the OISC is not adequate to the mission of the Council.

Recommendation 7: Redefine the Advisory Committee

Strengthening the role of the advisory committee was a common recommendation by stakeholders. The comparison of state invasive species councils provided a spectrum of Advisory Committee models that the OISC might consider. All of the respondents would like to see well-defined priorities, actions and expectations for the Advisory Committee. Some stakeholders expressed interest in an appointed Advisory Committee membership, similar to California. Other possibilities include technical committees like Idaho's Aquatic Nuisance Species Advisory Committee or Washington's Industry Advisory Committee. To increase communication between the Advisory

Committee and the OISC it may be advisable that a representative of the Advisory Committee have a seat on the Council.

Regional Council Recommendations

Regional council recommendations are based on conversations with council coordinators as well as responses by stakeholders and agency directors that are reflected in the way other councils are structured or how they function.

Recommendation 8: Revise the OISC membership

Federal members currently “take up” 3 of the 10 at-large appointed term positions. The council should encourage the continuous attendance of federal agencies by establishing a true “ex officio” team of non-voting members representing key federal agencies (similar to WISC). Frequently federal members have to abstain from votes so losing voting privileges is unlikely to dissuade federal members from participation. In addition the OISC may be able to expand federal attendees (BLM, EPA, etc.) this way by identifying federal agencies by name that they seek representatives from.

Recommendation 9: Annual report to the legislature

The annual OISC report card is a useful outreach tool that highlights select invasive species actions by both the OISC and member agencies. However, it does not provide in-depth information about the accomplishments of the OISC nor does it measure actions taken to advance the OISC Strategic Plan. Developing an annual report to the legislature would provide both an accounting of OISC actions to legislators, the Governor and agency leadership, and it would provide a concrete history of Council actions which may prove useful to new partners and participants in OISC activities be it new members, recruitment to the Advisory Committee, etc.

Recommendation 10: Evolve the structure of the OISC to fit its needs and priorities

It is likely that there are as many types of invasive species councils as there are actual numbers of invasive species councils. After the evaluation of the recommendations made over the course of this review it may behoove the Council to consider the structures of other Councils to see which, if any, have elements that would facilitate the achievement of these needs and priorities. For example, if increased communication between the OISC and agency leadership is desired Council members may wish to look to invasive species councils that have cabinet-level participation. If there is an identified need for technical working groups, OISC may wish to look at how the invasive species councils in Hawaii and/or California have increased technical participation.

Appendix A: Semi-structured agency interview questions

General Questions

- What is your relationship with the OISC and how have your activities supported the OISC mission?

Need for the OISC

- What are your agency's priorities with regard to invasive species mitigation, research, education, and decision-making?
- How does the OISC extend or complement your agencies priorities, roles, and responsibilities?
- Which OISC products does your agency used most?
 - a. For what purposes is your agency using these products?
- If OISC ceased to exist, what impact would it have on your agency? (*Please describe*)
- What gaps, redundancies, or conflicts exist in the mandates or plans of your agency (or in general) and the OISC?
 - a. How might these be resolved/handled?

OISC Operations

- How satisfied are you with how OISC is operating?
 - a. What is working well? What is not?
- What steps should be taken to improve the operational success of the Council?
- What resources are necessary and appropriate for the OISC to fulfill its mission and goals?

OISC Outcomes

- What are the important contributions (OISC outcomes) being made by the OISC to the state of Oregon?
- What is needed to improve OISC programmatic and project-related outcomes?
- What does OISC success look like?
- What metrics should be used to assess the performance/success of the OISC, and the impact on invasive species in the state?
 - a. What metrics is your agency using to assess the success of the OISC?
- What steps should be taken to improve/strengthen the outcome-related success of the OISC?
- Who is (or should be) responsible for the OISC's outcomes?

OISC Priorities and Fundraising

- If the OISC were to pursuing a fundraising initiative, what top three activities should be funded?

Closing

- Are there any other relevant topics related to the OISC in general or specific that we haven't covered that you'd like to discuss?

Appendix B: Semi-structured stakeholder interview questions

General Questions

- What is your relationship with the OISC and how have your activities supported the OISC mission?

Need for the OISC

- What are your (your group/business') priorities with regard to invasive species mitigation, research, education, and management?
- How does the OISC extend or complement your role?
- If OISC ceased to exist, what impact if any, would it have on you? (*Please describe*)

OISC Operations

- How satisfied are you with how OISC is operating?
 - a. What is working well? What is not?
- What steps should be taken to improve the operational success of the Council?
- What resources are necessary and appropriate for the OISC to fulfill its mission and goals?

OISC Outcomes

- What are the important contributions (OISC outcomes) being made by the OISC to the state of Oregon?
- What is needed to improve OISC programmatic and project-related outcomes?
- What does OISC success look like?
- What metrics should be used to assess the performance/success of the OISC, and the impact on invasive species in the state?
- What steps should be taken to improve/strengthen the outcome-related success of the OISC?
- Who is (or should be) responsible for the OISC's outcomes?

OISC Priorities and Fundraising

- If the OISC were to pursuing a fundraising initiative, what top three activities should be funded?

Closing

- Are there any other relevant topics related to the OISC in general or specific that we haven't covered that you'd like to discuss?

Appendix C: OISC governance documents

Our Mission

Our mission is to protect Oregon's economy and natural resources by conducting a coordinated and thorough effort to keep invasive species out of Oregon and to eliminate, reduce, or mitigate the impacts of invasive species already established in Oregon.

Our Vision

Our vision is for the Oregon Invasive Species Council to be the driving and coordinating force behind efforts in Oregon that lead to substantive positive changes in the prevention, control, management, reduction, and elimination of invasive species.

Statutory Mandate

The Oregon Invasive Species Council's duties, membership, coordinator role, etc. are defined by [ORS 570.750 - 570.810](#).

Administrative Rules

[Oregon Invasive Species Control Account](#) OARS 609-010-0100

There are other rules concerning the protection of Oregon from the harm of invasive species.

[Aquatic Invasive Species Control](#)

Bylaws

<http://www.oregoninvasivespeciescouncil.org/mission-statute-bylaws>

Our Core Values

- We believe, first and foremost, that preventing introductions of invasive species is paramount to the health of Oregon's ecosystems, economy, and quality of life. This requires minimizing transport of invasive species by vectors that can be managed by humans. Once introduced, early detection of initial invasions, and then quick, coordinated responses, are necessary to control, eradicate, and prevent establishment before it becomes technically or financially impossible.

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- We believe elimination, reduction, and mitigation of invasive species impacts will protect Oregon's native plants and animals, support biodiversity, and enhance the quality of life for all Oregonians.
 - We believe all Oregonians have a role to play in protecting the state from the threats of invasive species.
 - We believe that the Council should coordinate with, and build upon existing efforts to protect Oregon's biodiversity and grow our economy.
 - We believe the strength of the Council lies in partnering with citizens and public and private organizations to achieve mutually agreed upon goals and collaborative solutions.
 - With expansion of global trade and transportation, we believe invasive species will remain a long-term threat to Oregon's economic and environmental future. Therefore, we support comprehensive, sustainable efforts to detect invasive species introductions; monitor their spread; fund prevention, control, eradication, and management efforts; and inform and engage the public.

Appendix D: Abbreviations of agencies listed in Table 2

[California] OES – California Office of Emergency Services
CalSTA- California State Transportation Agency
CDFA – California Department of Food and Agriculture
CEPA – California Environmental Protection Agency
CHHS – California Health and Human Services Agency
CISAC – California Invasive Species Advisory Committee
CNRA – California Natural Resources Agency
DOD – Department of Defense
DOI – Department of the Interior
[Hawaii] DBEDT – Hawaii Department of Business, Economic Development and Tourism
[Hawaii] Health – Hawaii Department of Health
[Hawaii] DLNR – Hawaii Department of Land and Natural Resources
HDOA – Hawaii Department of Agriculture
HDOT – Hawaii Department of Transportation
[Idaho] Commerce – Idaho Department of Commerce
[Idaho] Labor – Idaho Department of Labor
[Idaho] Species Conservation – Governor’s Office of Species Conservation
IDEQ – Idaho Department of Environmental Quality
IDFG – Idaho Department of Fish and Game
IDL – Idaho Department of Lands
IDHW – Idaho Department of Health and Welfare
IDOT – Idaho Department of Transportation
IDPR – Idaho Department of Parks and Recreation
IDWR – Idaho Department of Water Resources
ISDA – Idaho State Department of Agriculture
ODA – Oregon Department of Agriculture
ODEQ – Oregon Department of Environmental Quality
ODF – Oregon Department of Forestry
ODFW – Oregon Department of Fish and Wildlife
OSMB – Oregon State Marine Board
OSU- Oregon State University
PSU- Portland State University
USDA – US Department of Agriculture
[Washington] Ecology – Washington Department of Ecology
[Washington] NWCB – Washington Noxious Weed Control Board
[Washington] RCO – Washington State Recreation and Conservation Office
WDFW – Washington Department of Fish and Wildlife
WDNR – Washington Department of Natural Resources
WDOT – Washington Department of Transportation
WSDA – Washington State Department of Agriculture