

# Oregon Coastal Zone Management Association at the Crossroads

Past Accomplishments, Present Changes, & Future Prospects



Prepared For:

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## MAIN MESSAGES

To inform the strategic planning efforts of the Oregon Coastal Zone Management Association (OCZMA), we surveyed OCZMA member organizations, interviewed coastal leaders, and conducted a systematic analysis of historical documents from the OCZMA's records. The following are the main findings from our research.

### RESULTS

- The number of issues covered by OCZMA has become increasingly diverse. While the OCZMA has consistently dealt with the issues of land-use, economic development, fisheries, and natural resources since its creation, several issues – including transportation, marine reserves, resiliency, and energy – have emerged more recently. Fisheries, in particular, is an area in which the OCZMA's work has been considered effective.
- The top five topics of interest among members surveyed were fisheries, economic development, natural hazards, tourism, and timber. The five topics with the greatest reported need for support were natural hazards, economic development, tourism, transportation, and housing. Housing, climate change, and energy were indicated as areas in which collaboration among coastal governments could be improved.
- OCZMA members reported needing help with both external communication between local coastal governments and others and internal communication among OCZMA member jurisdictions. Services that the greatest percentage of OCZMA members surveyed reported needing help with included conducting studies to inform coastal management, educating the public about coastal issues, and providing updates on state and federal government activities.
- OCZMA leaders and coastal legislators believe that the OCZMA has and can continue to serve its members as a forum for communication and collaboration among local governments and as a conduit for information between its members and state government.
- OCZMA members surveyed differed somewhat from OCZMA leaders and coastal legislators in terms of their perceptions of the organization's effectiveness as a forum for communication and a conduit for information.

### IMPLICATIONS

- 1:** The OCZMA has played and can continue to play a valuable role as a source of and conduit for objective information about salient issues affecting the Oregon Coast.
- 2:** Meetings are an important component of the unique role that the OCZMA can play, and there may be ways for the organization to increase the value of and level of attendance at meetings.
- 3:** While there may be few issues on which all OCZMA members will agree, when there is widespread agreement, the coast must speak with a united voice -- and the OCZMA can help facilitate this process.

## EXECUTIVE SUMMARY

### RESEARCH OVERVIEW

Our research was framed under three main research objectives. Our first objective was to examine the OCZMA’s history and past accomplishments. Our second objective was to identify the most significant issues facing local governments on the Oregon Coast. Our final research objective was to identify the shared functional needs of OCZMA member jurisdictions and what OCZMA members and staff see as valuable roles for the organization. To meet these objectives, we used three distinct methods: (1) surveys with 92 elected and appointed officials from the OCZMA’s membership jurisdictions; (2) interviews with 15 current and former leaders of the OCZMA and members of the Oregon State Legislature’s Coastal Caucus; and (3) a content analysis of a sample of 67 OCZMA meeting minutes and publications from across the organization’s entire history.

### FINDINGS

Our analysis indicates that the number of issues covered by OCZMA has become increasingly diverse. While the OCZMA has consistently dealt with the issues of land use, economic development, fisheries, and natural resources since its creation, several issues – including transportation, marine reserves, resiliency, and energy – have emerged more recently. Land use has been the most prevalent topic discussed in meetings, which makes sense given OCZMA’s initial focus on coastal goals, land-based planning and urban growth boundaries. More recently, discussions regarding land use have revolved around marine spatial planning. Economic development was the second most discussed topic in meetings and remains a key issue of interest to OCZMA members. While fisheries was the third most discussed issue, with an increasing presence in OCZMA’s first two decades followed by a slow decline in the last two decades, it remains a key issue of interest to OCZMA members and an area where interviewees expressed almost universally positive reviews of the organization’s effectiveness.

Survey responses confirmed that membership interests are diverse and multifaceted. While support for preparing for natural hazards was reported as an important need across almost all membership jurisdiction types (with the exception of ports), cities also cited needs related to housing; counties related to tourism; and soil and water conservation districts related to economic development. In terms of regional variation, members located in Central and Southern jurisdictions indicated needing more support for economic development than those in the North. Overall, members felt government collaboration has been most effective on issues of fisheries and tourism and least effective on climate change and housing.

In terms of future OCZMA roles, members reported needing help with both *external communication* between local coastal governments and others and *internal communication* among OCZMA member jurisdictions. Services that the greatest percentage of OCZMA members surveyed reported needing help with included conducting studies to inform coastal management, educating the public about coastal issues, and providing updates on state and federal government activities. Interviews with OCZMA leaders and coastal legislators

revealed that they believe the OCZMA has and can continue to serve its members as a forum for communication and collaboration among local governments and as a conduit for information between its members and state government. Yet, with the exception of communicating state and federal actions to the membership, where the members surveyed agreed that OCZMA has been effective, members reported that they were either unaware of how effective OCZMA has been at providing such services or that they were not very effective at doing so. Moreover, while interviewees assigned a high value and importance to face-to-face meetings like those provided by OCZMA, almost half of the members surveyed indicated that attending OCZMA meetings has not been important for their organization.

## IMPLICATIONS

**1: The OCZMA has played and can continue to play a valuable role as a source of and conduit for objective information about salient issues affecting the Oregon Coast.**

The OCZMA is best known for facilitating communication between local coastal governments and others. When asked what OCZMA's future role could be, nearly all interviewees believed the organization could serve as a conduit of information between state and local governments. Moreover, the majority of members surveyed reported that their organizations need updates on state and federal government activities.

**2: Meetings are an important component of the unique role that the OCZMA can play, and there may be ways for the organization to increase the value of and level of attendance at meetings.**

Our results indicate that opinions on the value of OCZMA meetings vary widely. While most interviewees spoke positively of OCZMA meetings, they also noted that sometimes meetings were not as helpful as they could be. Moreover, while over 65% of members surveyed reported that their organization needs help coordinating with other local governments (a service OCZMA meetings could provide), At the same time, only 27% of members surveyed reported that attending the OCZMA meetings has been important to their organization. We suggest that the OCZMA consider strategies for making meetings more valuable to its membership by, for example, ensuring that at least one issue of interest to all members is a major agenda item, varying meeting location, and providing effective facilitation.

**3: While there may be few issues on which all OCZMA members will agree, when there is widespread agreement, the coast must speak with a united voice -- and the OCZMA can help facilitate this process.**

Given OCZMA's diverse membership and the growing number of issues facing the coast, the OCZMA may want to have a conversation about potential issues of focus going forward. As a topic of high interest and need that is consistent across OCZMA membership, natural hazards and resiliency may be a good place for the OCZMA to focus its efforts. Addressing at least one topic where member interest is high across all jurisdiction types may promote stronger involvement of some of the member jurisdictions that feel less represented by the organization, such as soil and water conservation districts and cities. Regardless of the issue(s) selected, interviewees stressed the importance of an organization like the OCZMA in terms of providing a forum for debate and discussion around issues of significance to the coast, so that coastal governments can present a unified voice to best affect policy.

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## CONTEXT

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### BACKGROUND

The Oregon Coastal Zone Management Association (OCZMA) is a voluntary nonprofit association of more than 40 coastal units of government on the Oregon Coast. The OCZMA is organized under ORS 190 and comprised of counties, cities, ports, soil and water conservation districts (SWCDs), and the Coquille Indian Tribe. Since its inception as the Oregon Coastal Conservation and Development Association in 1975, the OCZMA has provided valuable information to local, state, and federal governments and helped facilitate collaboration between its members on a variety of coastal issues. In addition, the OCZMA has promoted education and awareness of and advocated for issues related to Oregon's Coastal Zone.



During the past several decades, the Oregon Coast has experienced notable changes in environmental, demographic, and socioeconomic conditions. Advances in research and technology, the development of new modes of communication, and significant policy changes have also had important implications for the region. Meanwhile, the OCZMA has entered a transitional period of its own. In 2015, the OCZMA entered into a management agreement with the Association of Oregon Counties (AOC). Under this agreement, AOC is supporting the OCZMA by providing administration, operations, and policy issues. The OCZMA is now working to define its next steps as an organization.



### RESEARCH OVERVIEW

Our work is meant to inform the OCZMA's internal strategic planning process by providing insights into its past, present, and possible future directions. To achieve this purpose, we identified three research objectives, each with a set of research questions as shown in Table 1.

Table 1: Research objectives and questions

RESEARCH OBJECTIVES AND QUESTIONS	
<b>Objective 1:</b>	<p>Examine the OCZMA’s organizational growth and past accomplishments</p> <ul style="list-style-type: none"> <li>• How has the OCZMA evolved since its inception and why?</li> <li>• What has the OCZMA accomplished for coastal governments?</li> <li>• What factors have contributed to the OCZMA’s success in addressing certain issues?</li> <li>• What barriers have the OCZMA encountered that have limited its success and further growth?</li> </ul>
<b>Objective 2:</b>	<p>Identify the most significant issues facing local governments on the Oregon Coast</p> <ul style="list-style-type: none"> <li>• What are the most significant issues currently facing coastal communities?</li> <li>• To what extent has the OCZMA been a partner in addressing these issues?</li> <li>• What other local, regional, state, or federal organizations have OCZMA members partnered with to address these issues?</li> </ul>
<b>Objective 3:</b>	<p>Identify shared functional needs of OCZMA member jurisdictions and what OCZMA members and staff see as valuable roles for the organization.</p> <ul style="list-style-type: none"> <li>• What do OCZMA members perceive the OCZMA’s purpose to be?</li> <li>• What OCZMA functions are most valuable to the membership? What functions are less valuable?</li> <li>• What are the perceived strengths and weaknesses of the OCZMA?</li> <li>• What commonalities exist between OCZMA members?</li> <li>• What services are most needed by coastal governments? How can an association of local governments address these needs?</li> </ul>

We explored these questions through a survey of OCZMA member organizations, interviews with coastal leaders, and a systematic analysis of historical documents from the OCZMA’s records.

### RESEARCH CONTEXT

To gain a more thorough understanding of and to adequately inform the questions we asked about organizational and coastal issues, we looked to existing studies – both academic literature

and governmental/non-profit studies – on organizational collaboration and coastal policy issues. Specifically, we looked at factors that contribute to successful collaboration within and among organizations and major policy issues on the Oregon Coast. We selected the policy issues based on the suggestion of individuals familiar with the Coast.

### Organizational Collaboration

Local governments collaborate on a variety of policy issues, including resource management, environmental protection, economic development, land use, criminal justice, and public health. Researchers have outlined a number of interrelated factors that contribute to successful collaboration. These factors are, to a great extent, interrelated and mutually-reinforcing (Shaw, 2003). Some of the most frequently cited factors include:

- **Members’ perception of the benefits of collaboration** – The benefits of collaboration include avoiding costly litigation (Cronin & Ostergren, 2007) and creating mutual social learning (Kallis et al., 2009).
- **Trust and respect** – Trust and respect both between members (Perlman, 2015; Cronin & Ostergren, 2007; Zaferatos, 2004) and by members for the organization itself (Vangen & Huxham, 2003) are seen as essential to effective collaboration.
- **Strong leadership or champions of collaboration** – (Plummer, 2009; Podsakoff et al., 1990) The concept of “transformational leadership”, where leaders alter values, beliefs, and attitudes and inspire members to transcend self-interests is especially important for public sector organizations (Wright & Pandey, 2009). This kind of leadership has been strongly correlated with trust-building (Podsakoff et al., 1990).
- **Shared interests and a clear mission** – (Plummer, 2009; Shaw, 2003) – A clear mission can create a sense of shared identity, which leads to a higher likelihood that members will go above and beyond to ensure the organization’s success (Ritz et al., 2014).

The literature also points out that developing these factors takes time, so members of a collaborative organization must be committed to a long-term process (Gazley, 2010; Plummer, 2009; Cronin & Ostergren, 2007; Zaferatos, 2004).

### Policy Issues on the Oregon Coast

Natural resources and the coastal environment have always been socially, culturally, and economically important for communities on the Oregon Coast. Like many areas in the state, the coast is undergoing a number of rapid changes. The most salient of these shifts are outlined below:

- **Fisheries** – The passage of the Oregon Plan in 1997 to protect salmon and watersheds and the disaster declaration for Oregon’s groundfish fishery in 2000 marked significant turning points for fisheries on the Oregon Coast (OPSW, 2015; Shaw & Conway, 2007). The level of collaboration amongst researchers, coastal stakeholders, and state level decision makers has since increased (Gilles, 2012). There have also been significant structural changes within the commercial fishing industry, resulting in further



consolidation of harvest and processing activities and an associated decline in the industry's significance for coastal communities (CCD Business Development Corporation, 2013, Business Oregon IFA, 2014).

- **Marine Reserves** – In 2008, Oregon began establishing a limited set of marine reserves sites where extractive and destructive activities are completely prohibited (Lubchenco et al., 2003). Given the importance of commercial and recreational fisheries to coastal communities, actualizing the benefits of these protected areas on local communities has been a top priority for the state (ODFW, 2012b). Mitigation efforts have included a human dimensions monitoring program aimed at understanding coastal residents' knowledge of marine reserves and assessing education and outreach needs (Perry et al., 2014).
- **Economic Development** – The decline of natural resource industries and associated activities has created pressures to diversify (Oregon Sea Grant, 2009; OCZMA, 2002).
- **Energy** – In 2013, Oregon became a signatory of the Pacific Coast Action Plan on Climate and Energy (Steel et al., 2014), which has increased the need for communities in Oregon to develop renewable energy resources. Much of the policy, research, and public focus on renewable energy on the Oregon Coast has focused on wave energy generation (Sea Grant, 2009; Garcia-Medina, Ozkan-Haller, Ruggiero, 2013). Studies of public attitudes and perceptions about the introduction of wave energy to the Oregon Coast reveal an on-going need for information dissemination and public collaboration in policy development (Hunter, 2009; Steel et al. 2014; Goodwin, 2015).
- **Climate Change** – The projected impacts of climate change on the Oregon Coast include erosion and flooding, ocean temperature changes, and ocean acidification (Dalton et al., 2013; Allan & Komar, 2006; Ruggiero, 2012). Such changes may, in turn, impact marine and coastal wildlife, resources, infrastructure, and property, with major socioeconomic and cultural consequences for coastal communities (Dalton et al., 2013).
- **Resiliency** – The Cascadia Subduction Zone has a 37% chance of causing an earthquake with a magnitude between 8 and 9 within the next 50 years (Oregon Sea Grant, 2016). This event would not only cause massive destruction via the earthquake itself but also via a large tsunami projected to hit the Oregon Coast within 15 to 30 minutes of the earthquake (Oregon Sea Grant, 2016). Thus, communities have been encouraged to undertake resiliency planning in the event of such a disaster. Key components of resiliency planning are establishing evacuation routes, educating coastal residents, and disseminating preparedness information and evacuation maps through various media channels (CREW, 2013; Dengler, 2005; DLCD, 2014; Ronan et al., 2015; Merchant et al., 2011).

## APPROACH

To inform OCZMA’s strategic planning efforts, we adopted a mixed-methods approach that included surveying representatives of current OCZMA member jurisdictions, interviewing current and former leaders of OCZMA and members of the Coastal Caucus, and analyzing the content of selected OCZMA meeting minutes and *Coastal Notes* from the past forty years.

### SURVEYS

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To better understand the shared needs of current OCZMA member jurisdictions and identify important coastal issues, we developed and sent a survey to 250 elected and appointed officials from OCZMA’s membership jurisdictions. Participants were asked 11 questions about their organization’s interests and needs regarding coastal management issues and their impressions of the OCZMA (see Appendix A for our complete questionnaire). The development of our survey questionnaire was informed by our research objectives, literature review, and background research (see Appendix B for a description of our background research), as well as pilot testing with individuals familiar with OCZMA.

Following Dillman’s (2014) tailored design method for email surveys, we distributed the survey via email using Qualtrics and asked survey recipients to complete it within seven days. We sent reminder e-mails to those who had not yet completed the survey three and five business days after our original request. After seven days, four members of the research team conducted follow up calls with survey recipients from each member jurisdiction from whom we had not yet received a response. We called each of these recipients three times over the course of three business days before considering the recipient a “non-response.” While most participants completed surveys online, four respondents, who were also interviewees, completed the survey on paper following their in-person interview. In total, we received 92 completed surveys for a response rate of 37%. Almost all 47 member jurisdictions are represented among respondents, with the exception of Clatsop County, City of Reedsport, Port of Coos Bay, and Port of Nehalem. Our analysis strategy followed guidelines provided by Vaske (2008) and was completed using IBM SPSS Statistics software (version 23).

92 completed surveys from members were received – a 37% response rate

### INTERVIEWS

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We conducted 15 semi-structured interviews with current and former leaders of OCZMA and members of the Oregon State Legislature’s Coastal Caucus to better understand how OCZMA has evolved over time, the factors contributing to the organization’s major accomplishments, and how the organization may be adapted to meet current and future membership needs. Three slightly different sets of interview questions were devised for the three different groups of potential interviewees: past OCZMA Executive Directors and staff, current board members, and

Coastal Caucus members (see Appendix C for our interview questions). Interviews remained semi-structured to allow for flexibility to further explore participant responses (Robson, 2011).

In total, twenty-two individuals were approached for an interview, including four previous

15 total interviews were conducted including OCZMA directors, staff, board members, & Coastal Caucus members

Executive Directors of OCZMA; one, key long term staff member; eight current board members; one representative of the Coquille Indian Tribe; and the eight members of the Coastal Caucus. Fifteen individuals agreed to

participate; two declined; and five did not respond. We conducted fourteen of these interviews in person and one by phone between April 22 and May 13, 2016, during seven excursions to the coast undertaken by three researchers (see Appendix D for a list of interviewees). On average, interviews lasted approximately 28 minutes, ranging from 10 minutes to 88 minutes. With the individual's permission, interviews were audio-recorded and fully transcribed for analysis purposes. Limited hand-written notes were also taken during interviews to highlight important points, dates and documents. Interview content was then categorized into 23 emerging themes (see Appendix E for our codebook further elaborating these themes), following standard methods for analysis of qualitative data (Robson, 2011) and using Dedoose, an online software tool. Intercoder reliability was tested following guidelines provided by Miles & Huberman (1994) and found to be 74%, well above the proposed 70% threshold.

## **CONTENT ANALYSIS**

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To better understand OCZMA's major accomplishments, we conducted a content analysis of the organization's archives. First, we purposively sampled the association meeting minutes and *Oregon Coastal Notes* newsletters from 1975-2016. The association meeting minutes represent a record of the informal discourse between OCZMA and its membership, while the *Oregon Coastal Notes* are a record of OCZMA's formal discourse with its membership. We selected the meeting minutes and newsletters from December, January, and/or February of each year in an attempt to capture important pre-legislative session discussions about the OCZMA's legislative goals. Minutes and newsletters from 1993, 1998, and 2012 were missing from the records and thus not included in the sample. In total, our sample included 67 documents.

Document content was then categorized into 14 emerging themes (see Appendix F for our codebook further elaborating these themes), which were developed inductively and in concert with the analysis of interviews. We categorized or "coded" for manifest content only using an electronic search strategy (Robson, 2011). To develop relevant search terms for each theme, two researchers identified synonyms from frequently-used language in the OCZMA documents. To test the reliability of this electronic search strategy, five percent of the sampled documents were coded by one individual without the computer search function, while another individual used the computer search function, resulting in 81% agreement. We then divided the sample among four coders to conduct the content analysis using the electronic search strategy on the whole sample. Each time a search term was identified in a document, the corresponding theme

was marked, indicating the issue was discussed in that document. This content analysis provided a timeline and frequency for the issues covered by the OCZMA. We then supplemented this timeline with qualitative information from the interview data and OCZMA documents.



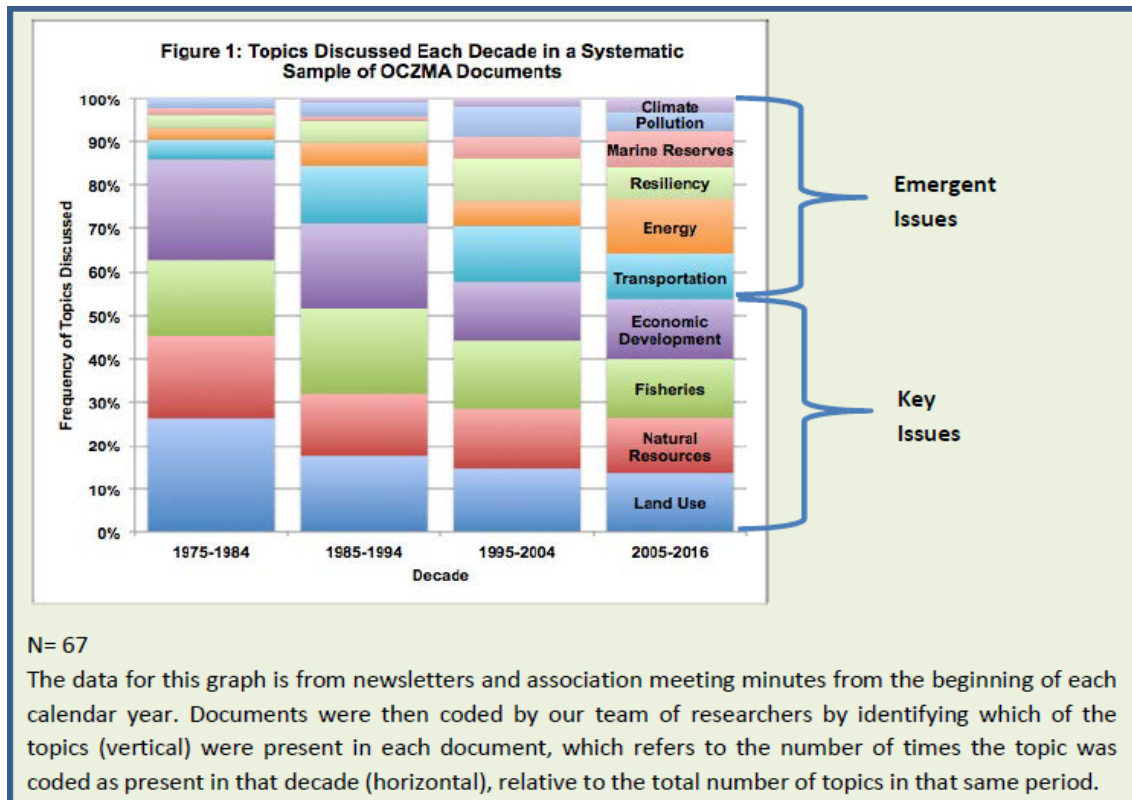
## RESULTS

### OBJECTIVE 1

*Examine the OCZMA's organizational growth and past accomplishments*

Our content analysis of selected OCZMA documents revealed four *key issues* with which the OCZMA has been consistently involved throughout its existence: land use, economic development, fisheries, and natural resource policy. These key issues were each present in more than 75% of the selected documents analyzed. We also identified several *emergent issues* that have arisen in the last 20 years (see Figure 1). We discuss the OCZMA's involvement in each issue below. We also include some additional information about the role that OCZMA has played in these issues throughout its history.

**Figure 1: Topics Discussed Each Decade in a Systematic Sample of OCZMA Documents**



## KEY ISSUES

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### LAND USE

From our content analysis, land use is by far the most prevalent topic discussed, present in 65 of the 67 sampled documents. The topic was also discussed by 11 of our 15 interviewees, indicating its importance to the organization's history. Interviewees, however, expressed mixed feelings as to the organization's success in dealing with land use issues, which is something that may be explained by the changing role and focus of activities being conducted related to land-use for the OCZMA over time. The initial focus of the association was on the coastal goals, land-based planning and urban growth boundaries, whereas more recently the activities and conversations have revolved around marine spatial planning.

"In the early days of OCZMA, there was an emphasis on land use. Then, the focus shifted more to port issues and fisheries issues. It is ironic that more recently, with offshore energy development issues, we've come full circle. The emphasis has been on land use again -- this time in the ocean, with ocean planning."  
- Onno Husing (Previous Director of OCZMA)

### ECONOMIC DEVELOPMENT

Economic development is the second most discussed topic, present in 62 of the 67 sampled documents and discussed by 10 of 15 interviewees. Examples of OCZMA involvement in economic development include economic and demographic reports, specifically the *Economic Landscape of the Oregon Coast* published in 1987 and *A Demographic and Economic Description of the Oregon Coast* published in 1994. These reports were referenced by several interviewees as helpful guides for decision makers on economic growth, community development, and strategic planning along the Oregon coast. Ports and harbors studies produced by the association have also played a role in securing federal subsidies for maintenance dredging of coastal harbors and waterways.

### FISHERIES

Of the four key issues identified, fisheries was the most commonly referenced in interviews, discussed by 13 of 15 interviewees. Moreover, interviewees were almost universally positive in terms of the effect the organization has had in this area. Our content analysis showed it to be the third most common issue, present in 60 of the 67 sampled documents, with an increasing presence in OCZMA's first two decades followed by a slow decline in the last two decades. In the 1980s, the OCZMA facilitated a long-lived salmon allocation process for commercial and recreational ocean fisheries. Then, in the 1990s, the association led efforts for allocation of Pacific Whiting for coastal harvesters and processors and played a significant role in the state's salmon and watershed restoration plan. More recently, OCZMA's has focused on ensuring traditional ocean uses are represented in marine spatial planning efforts.

### NATURAL RESOURCES

Natural resources policy, which encompassed a broad set of search terms, is the least prevalent of our four key issues. This is perhaps due to the complexity of isolating this issue from other

related issues, like fisheries and marine reserves. In various contexts, such as marine dredging, agriculture, and mining, natural resources were mentioned in 79% of the sampled documents and discussed by 53% of interviewees.

### **EMERGENT ISSUES**

In the 1990s, several issues emerged as new foci for the OCZMA, including transportation, energy, natural disaster resiliency, marine reserves, pollution and climate change. According to our content analysis, transportation and energy have shown the most growth. Discussions of transportation increased from about 4% of coded documents in OCZMA's first decade to 13% in the following decades, whereas energy increased from about 3% in the first decade to 12.5% in the last decade. The Territorial Sea Plan was consistently referenced by interviewees in the context of wave energy generation. Discussions of marine reserves have also grown consistently through the years. Half of the interviews referenced the important role OCZMA played in ensuring that coastal communities' perspectives were included in land use decision processes, such as the establishment of marine reserves. Similar to the emerging issues referenced above, discussions about both natural hazard resiliency and pollution increased in the first three decades; however, these issues then declined slightly in the last decade. In the interviews, many references to natural hazards were placed in the broader context of transportation.

### **PAST ROLES**

Both surveys and interviews revealed, to some extent, that the two most valuable roles that the OCZMA has previously played were being a source of objective information and serving as a platform for communication and collaboration across its diverse membership jurisdictions. The role that the OCZMA has played in balancing the flow of information in coastal policy debates was something highlighted as a strength of the association in several interviews. As a platform for communication and collaboration, several interviewees mentioned that the association meetings have served as a place where the membership jurisdictions can come together to find common ground across jurisdictional boundaries on issues that affect the entire membership.

"It's (the OCZMA is) kind of like a clearinghouse for information for the counties...It allows the coastal counties to speak with a unified voice, and to share information."  
-Scott Lee, Clatsop County Commissioner

OCZMA has previously played were being a source of objective information and serving as a platform for communication and collaboration across its diverse membership jurisdictions. The role that the OCZMA has played in balancing the flow of information in coastal policy debates was something highlighted as a strength of the association in several interviews. As a platform for communication and collaboration, several

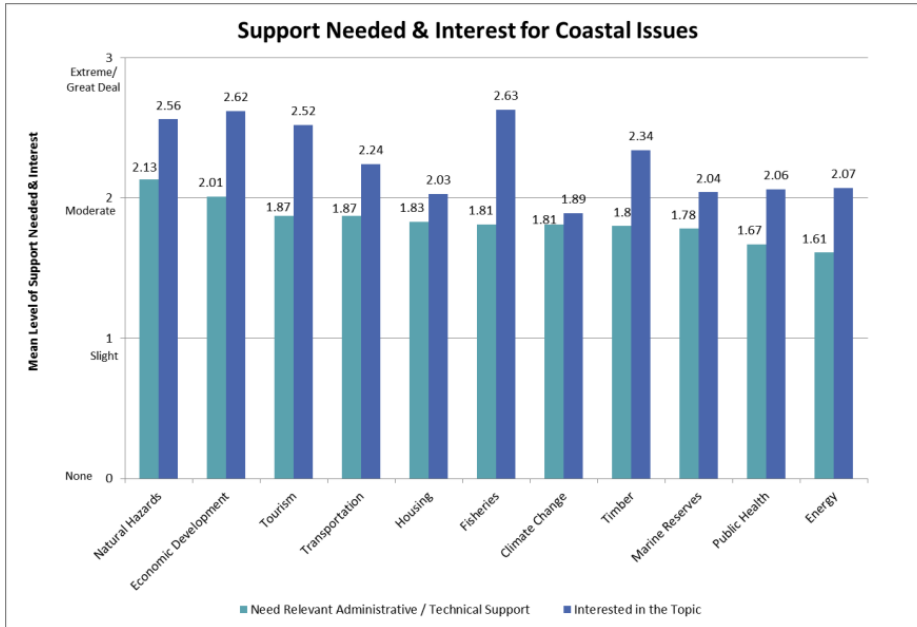


**OBJECTIVE 2**

*Identify the most significant issues facing local governments on the Oregon Coast*

As part of the survey, members were asked to indicate their organization’s level of interest in the following eleven topics: natural hazards, economic development, tourism, transportation, housing, fisheries, climate change, timber, marine reserves, public health, and energy. For the

topics in which a respondent indicated their organization was at least slightly interested, they were also asked how much relevant administrative or technical support their organization needs. The top five topics of interest among members surveyed were fisheries, economic development, natural hazards, tourism, and timber. Climate change was the topic of



**Figure 2: Support Needed & Interest for Coastal Issues**

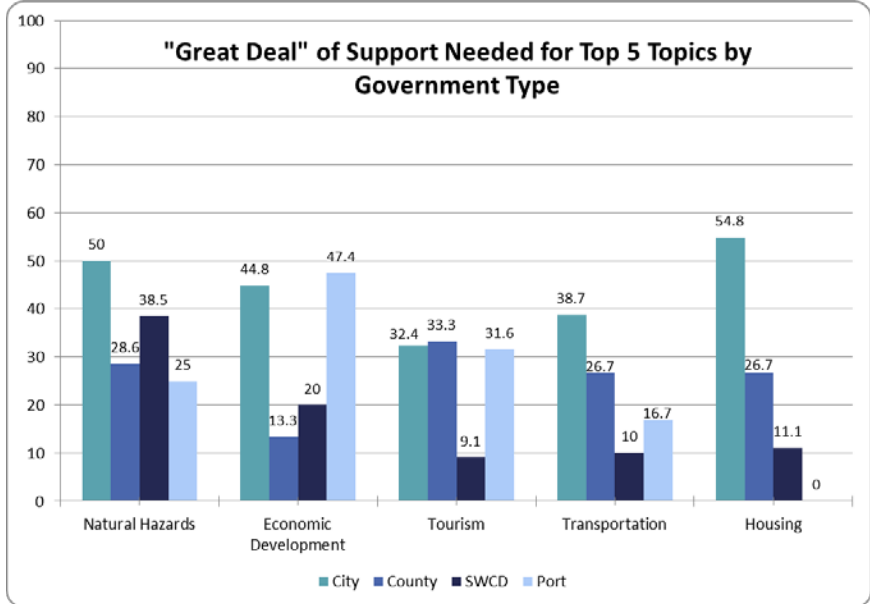
least interest (see Figure 2). Members surveyed indicated that

there is a moderate or near-moderate need for support for all eleven topics, with *almost no variation between the topics*. The five topics with the greatest reported need for support included natural hazards, economic development, tourism, transportation, and housing (see Figure 2).

There were no significant differences in the responses from members across the three coastal regions – North (Clatsop and Tillamook Counties), Central (Lincoln and Lane Counties), and South (Douglas, Coos and Curry Counties) – with regard to the amount of support needed for each topic, with the exception of economic development. Fewer members surveyed from the North reported a need for support around this issue than members surveyed from the Central and South regions. There was also little variation by member jurisdiction type (city, county, port, SWCD; see Figure 3). However, these variations become more apparent when comparing those members surveyed who indicated needing a “great deal” of support across topics. While support for preparing for natural hazards was reported as an important need across almost all membership jurisdiction types (with the exception of ports), cities also cited needs related to housing; counties related to tourism; and SWCDs related to economic development. This



variation highlights commonalities (e.g., natural hazards) and differences. For example, although members surveyed from the ports reported needing a moderate amount of support for housing issues, no members surveyed from Ports indicated that they need a “great deal” of support for this topic. This is in stark contrast to members surveyed from cities, with over 50% indicating a “great deal” of support needed for housing. Similarly, members surveyed from ports and cities both show a high level of support needed for economic development, more so than counties and SWCDs.



**Figure 3: “Great Deal” of Support Needed for Top 5 Topics by Government Type**

Members were also asked to indicate how effective Oregon’s coastal governments are at working together to address each of the topics listed. Housing, climate change, and energy stand out as areas in which collaboration could be significantly improved. Over 75% of members surveyed reported that current collaboration on housing and climate change is ineffective, and nearly 70% of members surveyed reported the same for energy.

Similarities and differences among topics of concern for coastal communities were discovered between membership responses and interviewee accounts. We highlight some of the issues in more detail below.

**NATURAL HAZARDS & RESILIENCY**

Our survey respondents ranked natural hazards as the third highest issue of interest and the highest in terms of need for support. Members surveyed indicated that coastal governments are only slightly to moderately effective in collaborating on this topic. Slightly more support for this topic was needed in the North; however, over 35% of members surveyed from all regions indicated needing a great deal of support for natural hazards and over 75% of members surveyed from all regions indicated needing a moderate or great deal of support in this area.

The issue of resiliency to natural hazards was also mentioned by 9 out of 15 interviewees. Developing resilience for storm preparedness, infrastructure and economic development are areas where interviewees believe more emphasis can be placed on the Oregon coast. Interviewees also pointed out the connection between resiliency and other issues, such as

transportation and economic development. “If we are preparing for disaster, we are going to be reinforcing our transportation network to withstand that, and along the way, we are going to be making our roads and bridges better, and stronger, and more effective for our short term priorities of supporting the economy” (Rep. David Gomberg, D-10). Preparation for such hazards affects all communities along the coast, which is reflected in both the survey responses and the interviews, indicating that this topic unites all regions and jurisdictions.

#### ECONOMIC DEVELOPMENT & RELATED TOPICS

Economic Development was reported as the second highest interest among members and the second highest area in need for support. Similar to natural hazards, members reported that collaboration for economic development is only slightly to moderately effective among coastal governments. Over 60% of all jurisdiction types reported a moderate or great deal of support needed for issues related to economic development, with members representing ports showing the highest need and SWCDs showing the lowest. As mentioned previously, fewer members surveyed from the Northern region reported needing a moderate or great deal of support for this topic as opposed to the other two regions. The Southern region reported economic development as the highest need for support, with over 35% of the members surveyed indicating a great deal of support needed.

A distinct feature of the Oregon Coast is its natural resource based economies and changes in natural resources are directly related to the communities’ economic development. Stated by one interviewee, “We live off our natural resources and so, to the extent that harvest levels or timber levels get decreased, it impacts our viability” (Tim Josi, Tillamook County Commissioner). Ten of our fifteen interview participants discussed economic development as a significant issue facing the Oregon Coast, revealing recognition that the coast is changing and there is a need to evolve in terms of how the coast goes about developing its economy.

Infrastructure was a recurrent theme alongside economic development during interviews. When discussing Oregon’s coastal economies, interviewees pointed out that infrastructure encompasses a wide variety of issues, including transportation, ports, fiber optic cables, and mills for processing lumber, among others. These aspects were discussed by eleven interviewees overall with three distinct types of infrastructure mentioned: economic-related, municipal, and

“How do we deal with aging infrastructure? There’s 50-year-old pipes in the ground that are leaking and need to be replaced. They are some places still in Oregon that have wooden pipes, and there’s no fund source readily available.”  
– Rob Brean, Mayor of Yachats

transportation infrastructure. Interviewees explained economic-related infrastructure in terms of lumber mills and fiber optic cables. With regards to municipal infrastructure on the Oregon coast, interviewees stressed declining pipes, tide gates and water storage facilities as areas that need attention.

Furthermore, transportation infrastructure, including roads, bridges and ports, was discussed in relation to Oregon coastal communities’ development. As one interviewee stated, “Our transportation network is deteriorating under our feet. There are construction projects going on

up and down the coast right now... [but] we are not doing enough... it is going to take a lot more investment to bring us back to where we need to be” (Rep. David Gomberg, D-10). In fact, transportation was one of the lowest scoring issues in terms of our survey results with regard to effective collaboration among coastal governments, with SWCDs reporting needing the lowest amount of support for transportation and cities reporting the highest.

In addition to transportation and infrastructure as components of economic development, both members surveyed and interviewees cited tourism and housing as relevant considerations. Members surveyed indicated that collaboration among coastal governments for issues surrounding tourism were slightly to moderately effective; the second highest scoring for any of the eleven topics surveyed. Variation across regions is noteworthy for this topic, with less need for support reported in the North than both the South and Central regions; the Southern region indicated needing the most support of the three regions (76% reported a moderate or great deal of support needed).

Needed support for housing showed the most variation between member jurisdiction types. Ports reported significantly less need for support in this area as compared to cities. Little variation was seen across regions, although the North reported needing less support than did the Central and Southern regions.

#### FISHERIES & MARINE RESERVES

From an economic, ecological and cultural standpoint, fisheries issues have been a matter of longstanding significance on the Oregon coast. According to members surveyed, fisheries ranked number one in interests, and all but one interviewee discussed fisheries. In terms of support needed, all jurisdictions and regions reported similarly, indicating that fisheries issues are relevant up and down the coast. The OCZMA became involved in fisheries issues “...because state agencies and federal agencies were involved with fisheries management and the communities needed to try to shape the outcomes of those state and federal regulations” (Onno Husing, Previous Director of the OCZMA). In the recent past, fisheries issues have often come up in the context of discussions about how to balance traditional ocean uses, namely commercial and recreational fishing, with new and emerging ocean uses, including environmental protection/conservation, renewable energy generation, etc.

#### ENERGY

Renewable energy development on the Oregon Coast refers to offshore wave and wind development. Currently, power supplied to the Oregon Coast is brought from Eastern Oregon and Eastern Washington. Member survey results show energy as one of the least effectively collaborated topics on the coast, with nearly 70% of members surveyed agreeing that attempts have been ineffective.

Interviewees indicated multiple perspectives on renewable energy. As one interviewee commented: “[Renewable energy] is kind of an issue that has been put in the forefront of the

conversations at the management association [OCZMA]. Fishermen are concerned about it because it can get in the way of gear or you can run into one of the buoys in the night” (Scott Lee, Clatsop County Commissioner). Other issues discussed regarding wind and wave energies on the coast were potential waste and debris generated on the bottom of the ocean floor, clean up, cost, and direct and indirect effects that these types of renewable energies might pose for the commercial fishing industry.

Although many interviewees shared concerns about renewable energy, others appeared to embrace these emerging technologies, expressing excitement at the current momentum around renewable energy research. Regardless of their specific stance on renewable energy – be it wave, wind or tidal – interviewees agreed that conversations should continue to take place.

#### CLIMATE CHANGE

The variety of issues that are related to climate change make this topic difficult yet interesting. Member survey results show climate change ranked as seventh in need for support, tied with fisheries. It also ranked the lowest of all eleven topics in terms of interest, with an average response of less than moderate interest. Furthermore, climate change was reported as the least effectively collaborated issue among coastal governments, with 80% of members surveyed agreeing that attempts are ineffective. Cities and SWCDs reported more interest than counties or ports, and the Southern region reported less interest than the Northern and Central regions. Mentions of climate change in interviews were generally made in passing, as a reference to future considerations that will be impacting the coast. Climate change is related to nearly all of the eleven topics surveyed here in one way or another and objective research regarding impacts along Oregon’s coast may provide important information for communities and jurisdictions alike.

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### OBJECTIVE 3

*Identify shared functional needs for OCZMA member jurisdictions and what OCZMA members and staff see as valuable roles for the organization*

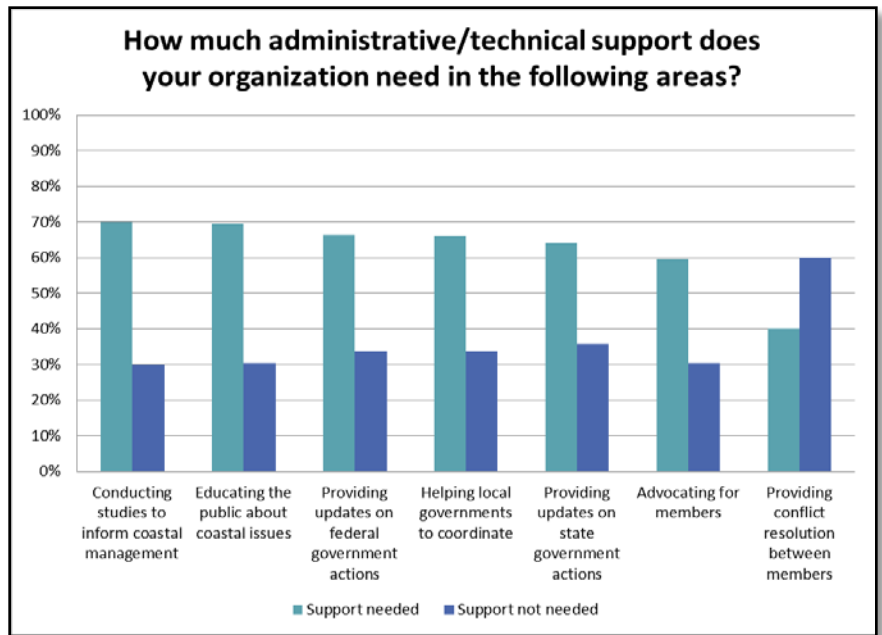
OCZMA members are most in need of services related to communication and collaboration. OCZMA leaders and coastal legislators believe that the OCZMA has addressed and can continue to address these needs, serving as a forum for communication and collaboration among local governments and as a conduit for information between its members and state government. However, OCZMA members differ somewhat from OCZMA leaders and coastal legislators in terms of their perceptions of the organization’s effectiveness in this capacity.

**COMMUNICATION AND COLLABORATION**

*OCZMA members need help with Communication and Collaboration*

OCZMA members reported needing help with both *external communication* between local coastal governments and others (e.g., researchers, members of the public, other levels of government) and *internal communication* among OCZMA member jurisdictions. External communication needs identified by members surveyed include *conducting studies on issues related to coastal management, educating the public about coastal issues, and providing updates about state and federal government activities* (see Figure 4). The need for help *advocating for members* involves both internal and external communication, as well as collaboration among members. *Helping local governments to coordinate* suggests the need for both internal communication and collaboration among OCZMA members. The OCZMA leaders and coastal legislators we interviewed believe that OCZMA has played and can continue to play a role in addressing these needs.

OCZMA members reported needing help with both *external communication* between local coastal governments and others (e.g., researchers, members of the public, other levels of government) and *internal communication* among OCZMA member jurisdictions. External communication needs identified by members surveyed include *conducting studies on issues related to coastal management, educating the public about coastal issues, and providing updates about state and federal government activities* (see Figure 4). The need for help *advocating for members* involves both internal and external communication, as well as collaboration among members. *Helping local governments to coordinate* suggests the need for both internal communication and collaboration among OCZMA members. The OCZMA leaders and coastal legislators we interviewed believe that OCZMA has played and can continue to play a role in addressing these needs.



**Figure 4: How much administrative/technical support does your organization need in the following areas?**

**CONDUCTING STUDIES TO INFORM COASTAL MANAGEMENT**

OCZMA members need help developing, finding, and understanding information about major coastal policy issues. More than 70% of members surveyed reported that their organization needs support conducting studies to inform coastal management. Interviewees also indicated that conducting studies is a good way for OCZMA to be a resource for decision-makers at all levels of government and to help improve both external and internal communication.

Many interviews described times when the OCZMA provided valuable information to inform coastal policy debates. For example, the OCZMA contributed significantly to the discussions about and development of marine reserves by conducting necessary baseline studies and producing an in-depth and impartial film about marine reserves. Members surveyed also saw

“They've been really important as far as getting some fisheries information out, [the OCZMA] did a film that was really good, it was basically the first time that there was a very in-depth look and basically fair take on what is going on in current fisheries management... It was good to get a little more information out there and less propaganda.”

value in OCZMA efforts related to information provision – 70% of members surveyed reported that reading OCZMA issue reports and newsletters has been valuable to their organization.

According to interviewees, policy issues that are unique to the coast, such as wave energy or marine reserves, often lack peer-reviewed, scientific research. As a result, policy discussions can be driven by interest group politics, rather than data. Many interviewees

viewed objective research conducted by a trusted and reputable source – like the OCZMA – as crucial to making informed decisions that serve the coast as a whole. For example, interviewees mentioned that the OCZMA has tried to maintain a conversation about research needed to provide baseline data about Oregon’s marine reserve system. Additionally, interviewees explained that this information facilitates communication between members and the development of a unified voice on specific policy issues. For example, Scott Lee cited marine renewable energy development as an issue that coastal governments and the OCZMA have recently “spoken with one unified voice” about.

#### EDUCATING THE PUBLIC ABOUT COASTAL ISSUES

In addition to the need for objective information about coastal issues, about 70% of members surveyed reported that their organization needs support educating the public about coastal issues. Interviewees also expressed this need, particularly in the context of tourism. They stressed the importance of educating tourists about both the dangers and hazards associated with the coast, ranging from extreme crises like earthquakes and tsunamis to everyday dangers like steep cliffs, ocean currents, and threats to bikers and pedestrians along the 101.

“As coastal communities, we really should be speaking with one common voice when we are communicating with our visitors about how to prepare for a tsunami. The Oregon Coast is among the most beautiful places in the world. People like the coast and they will continue to come to live, visit, spend money and enjoy themselves regardless of the risk. We should be clear about what our visitors and newcomers should do to prepare themselves in case of a tsunami.” - Sen. Arnie Roblan

#### A LINK TO HIGHER LEVELS OF GOVERNMENT: PROVIDING UPDATES ON STATE AND FEDERAL GOVERNMENT ACTIVITIES/ADVOCATING FOR MEMBERS

OCZMA member jurisdictions also reported needing help finding out about actions by state and federal governments that impact them. Because of the time commitment required to travel to Salem, elected officials on the coast are rarely able to visit the Capitol. While some interviewees noted that technological advances have made it easier to stay apprised of the legislature’s activities remotely, others highlighted the limitations of knowledge obtained this way. For example, Onno Husing, previous Director of the OCZMA, noted that: “...to be in the position to shape outcomes in Salem and Washington DC you gotta establish relationships with state

legislators, members of Congress, and their staffs. That means, for instance, when the Oregon Legislature is in session, you need to be in the building. It's all about building relationships. You can't phone that in." In other words, to truly be aware of and have an impact on what is happening during a legislative session, it is essential to attend hearings and meetings, talk to others, and build relationships. OCZMA member jurisdictions may also have experienced the limitations of remote connections to the Capitol. The majority of members surveyed reported that their organizations need updates on state and federal government activities (about 65% for each service). If it is not possible to be in the building, it is helpful to be closely connected with someone who is, like the OCZMA. This is a past role that the OCZMA has filled and could continue to fill for its member jurisdictions.

Similarly, nearly 60% of members surveyed reported that their organization needs support advocating for its members. In the past, coastal governments have felt like they have not been heard by state government. Interviewees also highlighted obstacles to effective advocacy and representation in state government, particularly distance to Salem, because, as mentioned above, a physical presence at the Capitol is key to legislative influence. Moreover, relatively low population (and population density) on the coast, compared to the Willamette Valley and the Portland Metropolitan Area, also limits the Coast's influence. Particularly because of this population aspect, advocating for member jurisdictions may involve not only communication between levels of government but also common policy positions. Interviews expressed a belief that advocacy for coastal interests is most successful when coastal governments develop shared policy positions on an issue, which they then presented as a united front in the legislature. Survey findings also show that nearly 56% of members surveyed believed the OCZMA was effective at providing updates on state government and nearly 58% believed the OCZMA was effective at providing updates on federal government. Echoing this, 13 of the 15 OCZMA leaders and coastal legislators we interviewed specifically mentioned that the OCZMA could act as a conduit between local and state government. This role would include sharing information about coastal issues with state legislators, particularly the Coastal Caucus, and relaying responses (as well as information about activities in the Capitol) to local governments.

#### HELPING LOCAL GOVERNMENTS TO COORDINATE

Over 65% of members surveyed reported that their organization needs help coordinating with other local governments. As mentioned above, interviewees indicated that OCZMA member jurisdictions may need to find common positions to ensure beneficial policy outcomes in the state legislature. Additionally, interviewees described the benefits of collaboration on a local scale – of local leaders sharing their experiences with each other and local governments coordinating on local policy decisions, such as those related to economic development. Many interviewees also expressed that the OCZMA provides a unique venue for communication between jurisdictions that otherwise would not happen – a forum where members gather to share experiences, debate issues where their interests appear divergent, and identify and discuss issues of common concern and interest. Interviewees mentioned particularly important conversations at meetings around issues related to fisheries, specifically gillnetting, and marine



reserves. Another aspect of meetings that interviews believed was important is that they allow for face-to-face interaction between OCZMA members, helping to build valuable relationships between local governments. As interviewee David Allen, City Councilor of Newport, mentioned, “When you really want to make decisions and listen to other points of view it’s really... it’s always better to do it in a room face to face.” This highlights the importance of meeting in person, which cannot be replaced by online communication.

Interviewees also believed that, as the only organization representing multiple types of local coastal government governments along the entire coast, the OCZMA is uniquely positioned to serve its members, even with the advent of other collaborative organizations. Most coastal issues span multiple jurisdictions and therefore require collaboration among jurisdictions to design and implement solutions. When asked to list the organizations that they collaborate with most frequently on coastal issues, members surveyed listed 83 distinct organizations (see Appendix G for a complete list). Among those listed, the main types were state agencies, federal agencies, statewide councils or associations of governments, other local coastal governments, watershed councils, issue-based organizations (such as the Oregon Ocean Policy Advisory Council or Mackenzie River Trust), and higher education institutions (like Portland Community College or Hatfield at OSU). However, most of these organizations have limited membership and scopes of work (e.g., ocean policy or public safety). In contrast, the OCZMA has the capacity to represent and serve local jurisdictions along the entire coast on a variety of salient issues.

“I think that the main purpose [of the OCZMA] is to get a variety of representatives from the coastal organizations in government at the table together. Nothing could be more important than people cooperating on issues of common concern and common interest. I think that you look at the list of folks that are on board and participating and it’s absolutely critical that they have the opportunity to do that.”  
– Representative David Gomberg, D-10

Additionally, while other forums also allow coastal governments to gather and discuss common interests and concerns, they are often limited to a single issue and short time period. For example, one interviewee noted that the Oregon Coast Economic Summit, an annual gathering of federal, state, local, and tribal officials and business leaders from the coast, is an incredible place to start conversations around economic development on the coast, but that the discussions are not continued throughout the year. Interviewees suggested that the OCZMA could provide an important forum that fills the geographic, issue, and temporal gaps left by other organizations and events.



## EFFECTIVENESS

### What OCZMA leaders and coastal legislators think is possible for OCZMA differs from member perceptions of its current activities

While many interviewees believe that the OCZMA is well-positioned to address the needs of its members and provided examples of times when the organization filled these roles, the responses of OCZMA members surveyed indicates differing perceptions. With the exception of providing updates on state and federal government activities, the majority of members surveyed were either unaware of the OCZMA's effectiveness in these services or believed that the OCZMA was not effective at providing these services.

Member perceptions of the OCZMA's value and effectiveness also differed by length of involvement with the OCZMA. Members that have been associated with the OCZMA for more than ten years or less than three years were more likely to find OCZMA effective than those with between three and ten years of association. One interviewee concurred that, "...[a] lot of the newer members ... don't see it, a lot of them don't have the history of dealing with these coastal issues or ... don't feel it is important to have a united front." Because newer members may be unaware of the work the OCZMA has done in the past to build a united front on salient coastal policy issues and the valuable outcomes of these efforts, it is difficult for them to see the OCZMA's future value.

In addition to length of involvement, jurisdiction type also influenced member perceptions of OCZMA effectiveness. Members who represent counties and ports were more likely to find OCZMA effective compared to those who represent cities or SWCDs. Tellingly, neither the city nor the SWCD representative interviewed could remember a time that OCZMA addressed an issue important to their organization. At the same time, they noted that they had not asked OCZMA to address a specific issue that mattered to their organization. However, as one interviewee commented, "I had little involvement...because the product that we could see coming out of [the OCZMA]...didn't have a lot to do with [our city]." –Ron Brean, Mayor of Yachats

Furthermore, though interviewees saw great value and potential in OCZMA meetings, only 27% of members surveyed reported that attending OCZMA meetings had been important to their organization. Of those who reported that attending OCZMA meetings had been important to their organization, most believed that the meetings were only slightly important. Almost 65% of members surveyed from SWCDs found that attending OCZMA meetings was not important to their organization, compared to 30-40% for cities, ports, and counties.

While most interviewees spoke positively of the meetings, as discussed above, they also noted that sometimes they did not find them to be as helpful as they could be. Some interviewees mentioned that the issues discussed were not always very relevant to the work their organization was involved with at the time. Others expressed that meetings were not always

structured or organized as well as they could be, leading to less productive discussions. Some found the discussions to get a bit too heated at times, while others saw this disagreement as an important part of communication and collaboration. Ron Breaun, Mayor of Yachats, identified disagreement as an important part of the OCZMA's role, which he described as: "giv[ing] decision makers and community leaders along the coast an opportunity to talk to each other about things that they didn't think are going right and not necessarily agree." Recent OCZMA leaders have worked to improve the structure of OCZMA meetings. Tim Josi, Tillamook County Commissioner and OCZMA chair, mentioned that he was proud of the structure and succinctness that he brought to the meetings as chair.

Overall, the findings from interviews and surveys point to important roles that the OCZMA is poised to fill. The first is to provide a forum for discussion and facilitate collaboration among member jurisdictions. In addition, the OCZMA can continue to contribute to improving communication between member jurisdictions and leaders at other levels of government, as well as with the general public.

## IMPLICATIONS

The implications of our research are the impressions we have developed after considerable evaluation of our results. These impressions are limited by the amount of data we were able to collect over a ten week period, our abilities to digest and analyze the data in the same time, and our understanding of the diverse and multifaceted components of providing services for the multitude of coastal communities. With these limitations in mind, the following are the three main topics we have chosen to highlight for OCZMA's consideration:

**1. The OCZMA has played and can continue to play a valuable role as a source of and conduit for objective information about salient issues affecting the Oregon Coast.**

The OCZMA is best known for facilitating communication between local coastal governments and others. Indeed, many interviewees described the OCZMA's main purpose as being a "source of objective information" or "clearinghouse" for coastal governments and the public (Scott Lee, Clatsop County Commissioner; Ron Brean, Mayor of Yachats). For example, in 2010 the OCZMA produced an influential film, *Oregon Ocean Fisheries: A Conservation Story*, that took a balanced and in-depth look at issues related to marine reserves. Additionally, 70% of members surveyed believed that reading OCZMA issue reports and newsletters are important activities for their organizations.

When asked what OCZMA's future role could be, nearly all interviewees believed the organization could be a conduit of information about coastal issues between different levels of government. The majority of members surveyed reported that their organizations need updates on state and federal government activities. Some interviewees envisioned a broader, two-way role, an "information flow" where the OCZMA would provide "the coastal caucus [with] the information that allows them to make ... wiser more practical, prudent decisions [about vitally important coastal issues] ... and at the same time [would share] that same information ... at the local level with the decision makers who are affected by the same issues" (Ron Brean, Mayor of Yachats). These roles align well with the services that a majority of members surveyed expressed needing help in – conducting studies to inform coastal management, educating the public about coastal issues, and providing updates on state and federal government activities.

When deciding how best to serve as a source and conduit of objective information, the OCZMA should keep in mind OCZMA members' perceptions of the organization's effectiveness in this capacity. While the majority of members surveyed reported that the OCZMA is effective at providing updates on state and federal activities, only about 40% of members surveyed reported that the organization is effective at conducting studies and educating the public. Additionally, the OCZMA should keep in mind the importance of brevity for busy public officials. As Sen. Arnie Roblan (D-5) explained, "I would say that it's important for OCZMA to be succinct and concise with the information the group is giving out. The OCZMA has been proficient in giving us positions that came about from group conversations, and that's really important. But keeping up

with that information was pretty tough because there was so much information it was too easy just to set it aside. When you don't read it, you miss something that would have been really good. So it should be put into a more succinct presentation so that busy people can read it and get the important information quickly."

With these findings in mind, we suggest that OCZMA staff, executive board, and member jurisdictions (collectively referred to as "the OCZMA") have the following discussions:

*Should the OCZMA conduct original research?*

The OCZMA may want to consider whether it has the capacity to conduct research on coastal issues, taking into consideration the size of its staff and annual operating budget. Instead, OCZMA staff could focus on identifying pertinent research conducted by other organizations and institutions and then condense the key information from this research into succinct summaries best-suited to help member jurisdictions make policy decisions or take policy positions. By focusing its resources on information dissemination, the OCZMA may increase its effectiveness as a "clearinghouse." To ensure that peer-reviewed research is conducted to inform salient coastal issues, the OCZMA may consider partnering with research institutions such as Sea Grant or universities.

*How can the OCZMA make its communications more effective?*

The OCZMA has been an important source of information and a forum for discussion and communication among member jurisdictions and externally. However, there are some ways in which the OCZMA could become even more effective at this important role. The OCZMA may want to discuss how OCZMA staff can make their communications most valuable to OCZMA members and state legislators. Potential topics of discussion might include: how frequently members and legislators would like to receive information, the different forms of information/update that would be most useful (newsletters, emails, in-person meetings), how many topics to discuss in each type of update, the most appropriate/effective length for different forms of information, and what modes of dissemination are preferred.

**2. Meetings are an important component of the unique role that the OCZMA can play, and there may be ways for the organization to increase the value of and level of attendance at meetings.**

Our results show that opinions on meetings vary widely. When asked what they believed the OCZMA's purpose to be, many interviewees said facilitating coordination between local government and discussed the importance of face-to-face communication in that role. The interviews highlighted the importance of these diverse member jurisdictions having the opportunity to get together and have discussions at meetings. Interviewees also pointed out that meeting face-to-face is often the most effective way to coordinate.

At the same time, only 27% of members surveyed reported that attending the OCZMA meetings has been important to their organization. SWCDs have found meetings less valuable than other types of member jurisdictions. More generally, survey results show that members that have been associated with the OCZMA for between three and ten years are less likely to find the OCZMA effective than those associated with the organization for more than ten years.

While most interviewees spoke positively of the meetings, they also noted that sometimes meetings were not as helpful as they could be. However, many indicated that meeting leadership could, and has, addressed these issues. Other suggestions from interviews regarding the meetings included possibly having them more frequently or changing the location so that South and North coast representatives would not always have to travel so far.

With these findings in mind, we suggest that the OCZMA staff, executive board, and member jurisdictions have the following discussions:

*How can the OCZMA ensure that new members understand the history and value of the organization?*

The results showed that OCZMA members with fewer years of involvement with the OCZMA view the organization as less effective. The OCZMA may want to consider whether it could be more intentional in welcoming new members to the organization. For example, this welcome could be as simple as an email providing key information or as intensive as an annual new member orientation.

In particular, the OCZMA's discussion could include the following questions: What do new members need to know about the OCZMA's history, mission, and how the OCZMA can serve them? How can the OCZMA communicate these things to new members early in their relationship with the organization? How can the OCZMA learn about the needs and interests of new members? Considering and addressing these questions may help the OCZMA build stronger relationships with new members and help these members see the OCZMA's value.

*How can OCZMA meeting logistics increase meeting value and member attendance?*

The OCZMA may want to consider altering its routine of full-membership, quarterly meetings held in Newport. The OCZMA may consider ways to make it easier for North and South coast members to attend – such as holding meetings at varying locations up and down to coast or using technology to allow remote attendance. The OCZMA might consider how often meetings need to be held to be useful and whether they could vary attendance in different types of meetings. For example, the OCZMA could hold informative and networking meetings with the full membership less frequently (semi-annually) and instead hold strategy meetings between staff and executive board members semi-annually or quarterly. Similarly, meetings or breakout groups for specific jurisdiction types may encourage participation from members who have historically felt that meeting topics did not include their specific priorities and interests. This

would also allow OCZMA to identify those topics that are both similar and different across jurisdictions and incorporate both in full-membership meetings.

*How can the OCZMA develop meeting content to increase meeting value and member attendance?*

The results showed that OCZMA meetings have not always been interesting or valuable to some of its members. While recent leadership has worked to improve meetings, the OCZMA should continue discussing meeting content to ensure that this progress is maintained. The OCZMA may consider ways to keep attendee interest - such as inviting well-respected leaders to attend or present and holding discussions or presentations on issues of more widespread interest among members (see Implication 3 for considerations related to issues). The OCZMA may also want to consider limiting the number of topics covered in each meeting.

**3. While there may be few issues on which all OCZMA members will agree, when there is widespread agreement, the coast must speak with a united voice -- and the OCZMA can help facilitate this process.**

Survey results indicate that priorities differ across jurisdiction type and region, with some topics showing more diversity than others. This finding is not surprising as regions and jurisdictions each encompass different geographical and economic considerations. However, in the past, particularly salient issues that affect all OCZMA members have presented an opportunity for coastal governments to collaborate and speak with a unified voice on topics that affect all members. In these instances, the OCZMA has contributed to the development of policy solutions that benefit the entire coast. For example, in the 1980s, the OCZMA facilitated a long-lived salmon allocation process for commercial and recreational ocean fisheries. Below we discuss surveyed member and interviewee perspectives on five broad topics related to issues facing local governments on the Oregon coast.

Natural Hazards & Resiliency - Natural hazards appears to be a topic of common interest and concern along the coast and may be a topic that unites jurisdictions and regions. Membership survey results show that natural hazards was the topic with the third highest level of interest (out of 11 total topics) and the highest reported need for support. Interest and need related to natural hazards were consistent across regions and jurisdiction type. Interviewees pointed out the connection between resiliency and other issues, such as transportation and economic development.

Economic Development - Although economic development was cited often in different capacities by all jurisdictions and regions, specific issues of concern related to economic development vary significantly between jurisdictions and regions. This diversity may prove difficult to reconcile into a united voice. Membership survey results show that economic development was the topic with the second highest level of interest and second highest

reported need for support. Interest and need related to economic development were also consistent across regions and jurisdiction type. Additionally, economic development is an issue that the coast has recently begun gathering to discuss. A number of interviewees mentioned the Oregon Coast Economic Summit, an annual gathering of federal, state, local, and tribal officials and business leaders from the coast that is sponsored by the Oregon State Legislature's Coastal Caucus. One interviewee noted that the Economic Summit is an incredible place to start conversations around economic development on the coast, but that those conversations are not continued in the following year.

Strong regional and jurisdictional differences were seen in some of the sub-issues closely related to economic development. For example, the North Coast expressed significantly less need for support in tourism than the Central and South Coast regions. Housing appears to be the issue with greatest differences across jurisdiction, with almost all cities needing significantly more support than the other jurisdictions, and ports in particular.

Fisheries & Marine Reserves - From an economic, ecological and cultural standpoint, fisheries issues have been a matter of longstanding significance on the Oregon coast. Fisheries and marine reserves will likely continue to play an important role along the coast. Fisheries was the topic with the highest level of interest among members surveyed. Most members surveyed also reported needing support in fisheries. Finally, all but one interviewee discussed fisheries. In the recent past, fisheries and marine reserves issues have often come up in the context of discussions about how to balance traditional ocean uses, namely commercial and recreational fishing, with new and emerging ocean uses, including environmental protection/conservation, renewable energy generation, etc.

Energy - Membership survey results show energy as one of the topics where coastal governments are least effective at collaborating, with nearly 70% of members surveyed agreeing that attempts have been ineffective. Discussions with eleven interviewees generated multiple perspectives on renewable energy (offshore wave and wind development, specifically), and renewable energy has recently been a major topic of conversation at OCZMA meetings.

Climate Change - Although interest in climate change was low, this topic may be a potential niche for the OCZMA to consider, as the majority of members indicated that collaborations on this issue have been largely ineffective.

With these findings in mind, we suggest that OCZMA staff, executive board, and member jurisdictions have the following discussions:

*What issues should the OCZMA focus on?*

As a topic of high interest and need that is consistent across OCZMA membership, natural hazards and resiliency may be a good place for the OCZMA to focus its efforts. Addressing at least one topic where member interest is high across all jurisdiction types may promote stronger

involvement of some of the member jurisdictions that feel less represented by the organization, such as SWCDs and cities.

The OCZMA may also want to consider how many issues it has the capacity to become involved in. For example, though economic development is another topic where OCZMA members' interest and need is consistently high, interviews and other survey results reveal that it is something of an umbrella topic and may be difficult for a small organization like the OCZMA to address holistically. If the OCZMA does want to address economic development issues, the organization might consider narrowing its focus. One strategy the OCZMA could use is to pick one salient topic discussed at the Oregon Coast Economic Summit to focus on each year. Additionally, the OCZMA could serve as an information clearinghouse focused on some of the specific issues in the evolving coastal economy to better understand and share the changing economic constraints faced by coastal governments.

Regardless of the issue(s) selected, interviewees stressed the importance of an organization like the OCZMA in terms of providing a forum for debate and discussion around issues of significance to the coast, so that coastal governments can present a unified voice to best affect policy.



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## APPENDIX