
State Agency Guidance for Implementing

Governor Kulongoski's
Executive Order 03-03

A Sustainable Oregon for the 21st Century

Prepared by the
Oregon Sustainability Board

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Introductory Statement by the Governor

The principle of sustainability is at the heart of what makes - and keeps - Oregon such a special place to live. It is also an integral part of my efforts to revitalize Oregon's economy and improve state government.

My Sustainability Initiative will guide the way for Oregon to achieve greater economic prosperity, more vital communities and a healthier environment. We will only succeed when we view these three goals as inseparable. We cannot afford to pursue economic strategies at the expense of the quality of life that makes Oregon a sought-after place to live and work. We must strive to imbed sustainability into the fabric of Oregon's economic and social, as well as environmental, policies.

We are undertaking an ambitious program and we are fortunate to have an excellent foundation on which to build. Governor Kitzhaber's Executive Order, the Oregon Sustainability Act, the work of the Progress Board, and many other public and private activities throughout the state give us a superb basis for Oregon to take sustainability to the next plateau.

Issuing an Executive Order is only the first step in this journey. Sustainable development is not something that is done to us - or for us. It is something all of us must do together. I know that we will not move far without bringing to bear the intelligence, insight, dedication and humanity of state employees and our many partners outside state government.

In some cases, the actions we must take are clear and we can and should take a leading role. In others, accomplishing our objectives will require help, guidance and participation from other stakeholders. I know that considerable expertise already exists within many agencies, and that outside expertise is available to help.

To focus our efforts in these financially constrained times, my Executive Order asks 20 agencies to undertake sustainability programs in the immediate future. This does not mean that other agencies should not undertake such efforts on their own. I have encouraged them to do so and I applaud their self-initiative.

It is time to say that just doing a little better isn't good enough. The buck stops with this generation, with this administration, with us. I look forward to telling Oregonians about the results of our efforts.



Theodore R. Kulongoski
Governor

■ *If not us, who?
If not now, when?*

John F. Kennedy

■ *We must be
the change
we wish to see.*

Mahatma Gandhi



Introductory Statement by the Sustainability Board

Welcome to the State Agency Guidance for state agencies (Guidance). This Guidance is designed to help agencies put the concepts of sustainability into practice, ensuring sound stewardship of our human, economic and natural resources for today and tomorrow.

The Legislature established the state's overall sustainability policy when it adopted the Oregon Sustainability Act (ORS 184.423). In order to implement the Act, Governor Kulongoski issued Executive Order 03-03, which directs the Sustainability Board to oversee the process for carrying out the Act. The Governor's goal, above all, is that the 20 agencies identified in the order take steps to turn the general concept of sustainability into concrete, measurable actions.

We do not want this Guidance to result in agencies entering into long planning processes. The premium will be on moving quickly to take concrete actions. To illustrate how this can happen quickly, the Board adopted recommended actions for seven agencies in July 2003¹. These actions, while imperfect and small in themselves, are nonetheless examples of concrete actions that are within the means of agencies to implement immediately. These actions will contribute to moving the state down the path toward sustainability.

By using this Guidance, your agency will determine how it can contribute to achieving the state's objectives. Many agencies are already doing a lot, and this guide will help them organize and take credit for their sustainability efforts. Other agencies are just getting started, and our intent is that this Guidance will help them take the first steps.

This Guidance is aimed at the 20 agencies named in Appendix A. Sustainability coordinators from those agencies will lead the efforts to implement the Governor's Executive Order. Most are familiar with the principles of sustainability from their work with the previous executive order. We provide, first, a very brief statement of the ultimate goals of the initiative. Then, in several appendices, we provide details on specific aspects of the initiative that the agency coordinators may find useful.

■ *The key to this program is "actions speak louder than words."*

¹ Go to <http://www.sustainableoregon.net> to review the recommended actions.

The Board appreciates the progress that agencies have already made in adjusting internal operations to reduce waste, save energy, and purchase more sustainable products. These efforts should continue and expand. The next more fundamental stage of the process is for state government to look carefully at the policies, services, and programs it manages, with an eye toward improving the sustainability of Oregon.

This Guidance will be updated periodically. To stay up to date on what is happening with sustainability in Oregon, please visit the state website at: <http://www.sustainableoregon.net/oregon/index.cfm>. This site also provides links to many sources of excellent information.



Bill Bradbury

Secretary of State and Oregon
Sustainability Board Chair

Sustainability Guidance

■ *ORS184.421 definition of sustainability:*
“ ‘sustainability’ means using, developing and protecting resources in a manner that enables people to meet current needs and provides that future generations can also meet future needs, from the joint perspective of environmental, economic and community objectives.”

- *Key points for implementing the program in your agency*
- *Integrate sustainability into your strategic plan.*
 - *Look beyond your own agency for support and impacts.*
 - *Set at least one mission-related goal and 3 actions to complete in one year.*
 - *Assign responsibility.*
 - *Set metrics.*
 - *Assess results.*

1. What we mean by sustainability

Numerous short definitions of sustainability exist. In essence sustainability asks us to achieve these five basic objectives:

- Develop a vibrant economy and strong communities.
- Ensure that resources used can be reused indefinitely by nature and man.
- Enhance local and regional self-reliance and human well-being.
- Maintain and restore (where needed) the viability, integrity, and diversity of natural systems.
- Preserve Oregon's legacies for future generations.

These five simple statements are intuitive and simple. Many agencies are already taking actions that conform to them. An enormous task lies ahead of us to change how we do things to fully accomplish these objectives. But we have to start somewhere, and that is what Governor Kulongoski's Executive Order asks us to do².

2. How this initiative fits into your agency

Work done to comply with this Executive Order should be fully integrated into other normal agency processes. Agencies with existing strategic plans and visions should integrate sustainability goals, objectives and actions into them. At a minimum, agencies should integrate sustainability into the two- and six-year plans that are required as part of their normal budget development process³. Stand-alone sustainability plans or programs are not recommended.

In addition agencies are asked to look beyond the confines of their individual visions and missions to develop strategies that leverage the efforts of their partners, thus achieving multiple benefits. This initiative will fail if each agency retreats inward, develops its own actions and ignores the potential synergies with other state agencies, with other government agencies, and with private entities.

² See Appendices B and C for further discussion of "sustainability." See Appendix E for web links to further information.

³ See 2003-2005 Budget and Legislative Concept Instructions for an example. These will be updated for the 2005-07 biennium by approximately February 2004.

■ *The sustainability initiative should help accomplish your agency mission, not compete with it.*

This initiative may at first seem overwhelming. To get an idea of how it can materially assist you in meeting your agency's mission, we invite you to review the efforts of three public agencies as a source of inspiration:

- **US Army:** <http://www.envquest.com> (see Fort Lewis website in particular)
- **City of Seattle:** <http://www.cityofseattle.net/environment/>
- **City of Portland:** <http://www.sustainableportland.org/default.htm>

3. Where you can look for potential actions

We have developed a list of potential areas you can consider, provided below. This is not an exhaustive list, and some items may not apply to your agency at all⁴.

Planning for sustainability can present a bewildering number of potential actions an agency can take. This section and the next section can help those agencies just beginning this journey to hone in on a manageable set of actions. More advanced agencies can skip to Section 5. All agencies are encouraged to review the supplementary materials provided in the appendices for new ideas, using the list of objectives in ORS 184 as a starting point.

Possible Action Areas for Agencies

PURCHASING

- Vehicles & equipment
- Building materials
- Chemicals, cleaning & coating materials
- Food
- Office equipment and furnishings
- Product stewardship
- Paper products
- Green buildings and operations
- Workforce development
- Citizen involvement
- Stakeholder reporting
- Environmental justice
- Education
- Public safety
- Workforce diversity

COMMUNITY HEALTH

- Smart growth
- Brownfields redevelopment
- Infrastructure (transportation, water, sewer, etc.)
- Viable industry
- Fair contracting
- Watershed management
- Chemical & nutrient management
- Instream, riparian and wetland conditions
- Landscaping management
- Land management
- Biodiversity and habitat conservation
- Forests and agriculture

continued on next page

⁴ As part of this process, agencies should also review the sustainability objectives adopted by the Legislature, ORS 184.421 *passim*. AXIS Performance Partners has an excellent guide to help sort through all these topic areas. (*Identifying Environmental Impacts*, available at <http://www.pacifier.com/~axis>).

Possible Action Areas for Agencies (continued)

ENERGY

- Facilities, vehicles, and equipment
- Office equipment
- Work travel
- Employee commuting
- Alternative fuels and green power
- Telecommuting

ECONOMY

- Life-cycle costing
- Local economic stability
- Predictable, fair business climate
- Regulatory streamlining
- Strengthening the economic base

POLLUTION AND WASTE REDUCTION

- Construction and demolition
- Recycling & waste reduction
- Toxic or hazardous substances
- Food waste
- Other major waste streams
- Climate change

4. Selecting the actions to take

How do you narrow your actions to just a few⁵? The following criteria and questions can help guide the selection process:

- Quick Wins:** Choose the easily accomplished, low-cost actions that will show measurable progress in the near term.
- Cost Savings:** Choose actions that demonstrate cost savings to the agency and the state. Some of these cost savings can help fund future sustainability efforts.
- Efficiencies:** Choose actions that improve government efficiency, delivering better service or serving more customers with no increase in cost.
- Educational/Visible:** Choose actions with educational value for employees or others. Employees and others will be able to see what you are doing and will be told why you are doing it.
- Synergy:** The benefits and lessons of the project can be used in many other agencies, multiplying the benefits many times over. Your project might be the catalyst for many other positive actions.
- Comprehensive:** This is usually not difficult to achieve, but agencies should review their actions to be sure that they positively impact the three legs of sustainability: economy, society and environment.
- Use Your Leverage:** Do we have real leverage to act on this item at all?
- Make a Difference:** If we took action on this item, would it make much difference to enhancing our sustainability?
- Adjust Current Activities:** Are there opportunities to modify existing agency activities to make a change rather than starting something new?
- Measure Performance:** Do we already have data that measures where we are today so that we can more easily measure change in the future?

⁵ This Guidance has set a minimum requirement of three actions, but agencies are encouraged to develop as many as they wish.

DAS will take overall responsibility within state government for purchasing programs and greening state buildings, so agencies that wish to develop similar projects should check first with DAS to avoid duplication.

5. Coordinating with other state agency efforts

Four major cross-agency efforts are underway that all agencies should be aware of to take advantage of the leverage that comes from these efforts and so as not to repeat efforts already underway. Agencies are encouraged to create other cross-agency efforts, for only in that manner can the full potential of the sustainability initiative be realized.

- a. **Department of Administrative Services:** Beginning under the previous Executive Order, DAS has initiated a number of activities that all state agencies can participate in. Current DAS programs include:
 - General Purchasing: establishing statewide purchasing guidelines for green products and participating in the purchasing alliance with other western states.
 - Electronics recycling: DAS will oversee the program enacted by the 2003 Legislature to examine ways to reduce the amount of electronics products going to landfills.
 - Green Buildings: DAS adopted initial green building guidelines and will be reexamining and significantly improving them during 2003-2004.
 - Motor Vehicles: DAS will strengthen its guidelines on purchasing of motor vehicles.
- b. **Department of Consumer and Business Services:** DCBS was ordered under Governor Kulongoski's first executive order to oversee implementation of a government regulatory streamlining initiative. The regulations of all state agencies are being reviewed in order to identify improvements, and many have already been implemented.
- c. **Governor's Economic Revitalization Team** (formerly Community Solutions Team): The Governor's Economic Revitalization Team (GERT) has been the principal state entity attempting to implement the ten community-related objectives established in the Sustainability Act (see Appendix D.) Its work has been coordinated with the National Policy Consensus Center at Portland State University, which sponsors public-private partnerships under the name of Oregon Solutions to resolve complex social-economic-environmental issues (See Appendix F for further details.) Many agencies in addition to the six that formerly make up the GERT have participated in projects during the past two biennia.
- d. **Department of Energy:** DOE is responsible for the overall implementation of the energy policy of the state. It serves as a consultant to all state agencies, and has funds available for state and private energy conservation projects. It works closely with the Oregon Energy Trust, which also has programs that can assist with energy conservation and education.

■ *Agencies that have already undertaken activities as a result of the July 2003 actions by the Sustainability Board should include the action(s) as part of the plan. Agencies, of course, are encouraged to take on more than three new actions.*

6. Contents of a sustainability plan

Agencies are required by the Executive Order to present their sustainability plans for approval to the Sustainability Board within 90 days of the issuance of this Guidance. The plan need not be lengthy or elaborate⁶. It should at a minimum, contain these sections:

- a. **Goal(s):** Describe at least one overall goal for sustainability that conforms to the agency's mission and vision. The goal should "stretch" the agency beyond its normal practices. It should be fully compatible with your legislatively approved 2003-2005 budget.
- b. **Current Actions:** Describe current actions already underway. (For many agencies this was already prepared as part of the report to the 2003 Legislature by the Board.) It is important to recognize and celebrate how much your agency has already done. Discuss barriers you have encountered in implementing current activities and recommend ways to overcome them.
- c. **Three (or more) Actions:** Define at least three new actions that the agency will implement within a year.
- d. **Define Effect of Actions:** Describe how those actions will move the agency toward greater sustainability.
- e. **Performance Measurement:** Define how the agency will measure its progress toward accomplishing the three or more actions. Targets should be quantifiable.
- f. **Responsibility:** Describe who will be responsible to carry out the sustainability initiative within the agency.
- g. **Communications Program:** Describe the agency's internal communication and education program related to sustainability.
- h. **Fitting into Agency Strategic Plan:** Describe the process the agency will use to incorporate the sustainability program into the agency's strategic plan, including the process for updating them.
- i. **Coordination with Other Agencies:** Describe actions the agency will take to integrate its activities with other state agencies and, where applicable, with other government entities and private entities.

7. How your plan will be reviewed and updated

The Sustainability Board will review the plans and either approve them or return them with comments and suggested improvements. These criteria are:

- a. Has a clear sustainability goal been set that conforms to the agency's mission and vision and that "stretches" the agency beyond "business as usual"?
- b. Does the plan describe current actions already underway and analyze barriers?
- c. Does it define at least three actions to be implemented this biennium, with a schedule for implementation?
- d. Does it clearly show how those actions will move the agency toward greater sustainability?

■ *The Board does not intend to create a lengthy review-revision process, but only to assure that plans meet common criteria.*

⁶ Plans of 15-40 pages will be sufficient. You can supplement the plan by reference to other agency documents. We do not recommend inserting photos in the plans because they make the files very large and inhibit electronic transmission.

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- e. Does it show how the agency will measure its progress toward accomplishing the actions? Are the targets set measurable and time-limited?
 - f. Does it describe who will be responsible to carry out the sustainability initiative within the agency?
 - g. Does the plan describe the agency's internal communication and education program related to sustainability?
 - h. Does it clearly show how the sustainability initiative is hard-wired into the agency's strategic plan, including the process for updating?
 - i. Does it show how the agency will integrate its actions with other agencies and, where applicable, with other government entities and private entities?

During the next year the Board will develop additional guidance on how future updates to the plans will be done. At a minimum, the Sustainability Board will ask for annual progress reports from agencies.

8. Resources that are available to help

The Governor intends to designate a sustainability advisor to work with the Sustainability Leadership Team⁷ to assist the team, the Board and agencies in implementing the executive order.

The Sustainability Leadership Team intends to hold trainings for sustainability coordinators.

The Progress Board has considerable expertise in defining metrics and targets for sustainability. There are many written sources of information on this, too.

Oregon is fortunate to have some of the most experienced practitioners of sustainability in the world. These people work in public and private organizations and many are available on a consultancy basis. Some are available on a volunteer basis. In addition, there are formal and informal networks available on-line.

Other agencies are also excellent sources of help. Both the Departments of Housing and Community Services (www.hcs.state.or.us) and Parks and Recreation (http://www.oregonsolutions.com/agency/parks_rec_report.cfm) have developed sustainability plans. The Department of Economic and Community Development has been a leader in implementing the previous Executive Order. The Department of Energy has many resources to help with energy aspects of sustainability plans.

Appendix E provides further sources of guidance and information.

⁷ The Sustainability Leadership Team was established in the Executive Order.



Appendices

Appendix A

State Agencies and Agency Sustainability Coordinators

Agency Name	Agency Director	Sustainability Coordinator	E-mail Address	Phone
Administrative Services	Gary Weeks	George Dunford	<i>george.m.dunford@state.or.us</i>	(503) 378-4027
Agriculture	Katy Coba	John Szczepanski	<i>john.r.szczepanski@state.or.us</i>	(503) 872-6613
Consumer & Business Services	Cory Streisinger	Scott Harra	<i>scott.l.harra@state.or.us</i>	(503) 947-7957
Corrections	vacant	Sue Acuff	<i>sue.m.acuff@state.or.us</i>	(503) 945-9007
Division of State Lands	Ann Hanus	John Lilly	<i>john.lilly@state.or.us</i>	(503) 378-3805 Ext. 281
Economic & Community Development	Marty Brantley	Rich Grant	<i>rich.grant@state.or.us</i>	(503) 986-0159
Energy	Mike Grainey	Larry Gray	<i>larry.v.gray@state.or.us</i>	(503) 378-8607
Environmental Quality	Stephanie Hallock	Andy Ginsburg	<i>andy.ginsburg@state.or.us</i>	(503) 229-5397
Fish & Wildlife	Lindsay Ball	Gail McEwen	<i>gail.a.mcewen@state.or.us</i>	(503) 947-6035
Forestry	Marvin Brown	Ted Lorensen	<i>tlorensen@odf.state.or.us</i>	(503) 945-7206
Housing & Community Services	Bob Repine	John Fletcher	<i>john.fletcher@state.or.us</i>	(503) 986-6721
Human Services	Jean Thorne	Linda Riddell	<i>linda.c.riddell@state.or.us</i>	(503) 945-5817
Land Conservation & Development	Nan Evans	Ann Beier	<i>ann.beier@state.or.us</i>	(503) 373-0050 Ext. 255
Oregon University System	Richard Jarvis	Bob Simonton	<i>bob_simonton@ous.edu</i>	(541) 346-5728
Parks & Recreation	Michael Carrier	Tim Wood	<i>tim.wood@state.or.us</i>	(503) 378-4168 Ext. 238
Progress Board	Jeff Tryens	Jeff Tryens	<i>jeffrey.l.tryens@state.or.us</i>	(503) 378-3202
Public Utility Commission	Rick Willis	Sandy Berger	<i>sandy.berger@state.or.us</i>	(503) 373-0044
Transportation	Bruce Warner	Barbara Fraser	<i>barbara.k.fraser@state.or.us</i>	(503) 986-4127
Water Resources	Paul Cleary	Phil Ward	<i>phillip.c.ward@state.or.us</i>	(503) 378-8455 Ext. 247
		Debbie Colbert (back-up)	<i>debbie.l.colbert@state.or.us</i>	(503) 378-8455 Ext. 316
Watershed Enhancement Board	Geoff Huntington	Jay Nicholas	<i>jay.nicholas@state.or.us</i>	(503) 986-0181

Appendix B

BACKGROUND ON SUSTAINABILITY

■ *In practice, sustainability means applying some basic principles to the decisions we make.*

The goal of sustainability is to simultaneously improve environmental, economic, and community health for today and for future generations. Sustainability occurs when human activity does not adversely affect the quality of the environment and resource base available for future generations of living things on the planet.

While this goal isn't new, the current situation is. The world today faces unprecedented economic needs and threats to the natural systems we all depend upon. Challenges such as hunger and poverty, global warming and massive loss of habitat and species signal a need for new strategies that responsibly manage the way we live on the earth.

Within the three-part definition of sustainability there is an implicit hierarchy. We live on an earth that is governed by certain natural laws, and we cannot survive without the "goods and services" provided by the earth's natural and physical systems. Living on the earth we have many social systems, and each has an economic system of some type. Without a well-functioning social system, an economic system cannot be productive. In short, the sustainability hierarchy runs this way: the **natural and physical systems** of the earth provide the basic sustenance for **social systems**, each of which has an **economic system** that serves it.

However you decide to define sustainability for your agency, the word "sustainability" will only become meaningful when it is defined in the context of what your agency does and how that fits into the community it serves, the ecology it lives in, and the government system it is part of. By discussing and debating what it is, you will develop a definition that is relevant to what your agency does in context of the larger system (all state and local agencies, your customers, the economy, employees, and the environment).

Sustainability objectives

■ *The word sustainability will only become meaningful when it is defined in a context relevant to your agency mission.*

When the discussion of sustainability moves beyond the very general ground of the definition in the Sustainability Act or the definitions provided in this Guidance, it enters potentially perilous ground. Almost everyone can embrace the general concept, but when it comes down to articulating the actual principles to follow, controversy arises. And, when you describe the actual actions you intend to take, more controversy can ensue.

We cannot avoid this controversy. A healthy debate about what we "really, really" mean when we say we want to be more sustainable is needed. To help spur the discussion, we provide below some principles for environmental, social and economic sustainability. Not all will agree with these, but they provide a point of departure for discussion.

Environmental objectives

The basic environmental objectives or principles are derived from the laws of nature. A number of organizations and books describe these principles in various ways, but they can be summarized as:

- Assure the functionality of the life-supporting services provided by the world's "natural capital" (air, water, minerals, natural ecosystems, soil, etc.).
- Obtain the greatest utility from our products and processes, using less material and less energy.
- Phase out the use of substances that cannot be readily integrated back into the cycles of production (sometimes called zero waste or cradle-to-cradle principles). As a last resort, dispose of toxic substances in a manner that they cannot reenter or harm that environment.
- Do not harvest or manipulate ecosystems beyond their productive capacities, and invest in ecosystems to restore those that have been degraded.

Economic and social objectives

The social and economic aspects of sustainability have a common basis in the concept of social justice. Social justice represents a belief that there are some things which people should have, that there are basic needs that should be fulfilled, that burdens and rewards should not be spread too divergently across the community, and that policy should be directed with impartiality, fairness and justice towards these ends. Some examples of actions that contribute to social and economic sustainability are:

- Assuring a solid economic base for a community.
- Paying a fair wage.
- Providing a predictable and fair environment for businesses and other organizations to operate in.
- Selecting vendors with a sustainability ethic toward their products and services.
- Offering employees opportunities for advancement.
- Building long-term trade relationships.
- Providing healthy and safe working and living conditions.
- Informing the public in a timely manner about conditions that might endanger health, safety or the environment.
- Conducting business and government transparently and openly reporting progress in implementing programs.

Appendix C

A PRIMER ON DEVELOPING AN AGENCY PLAN

■ *This section describes a basic strategic planning process that can be applied to developing the sustainability plan or the agency's overall strategic plan.*

The Executive Order calls for twenty agencies to prepare plans. Some agencies have sustainability initiatives well underway, others are just getting started. Some agencies have even completed sustainability plans. Whatever the case, putting sustainability into practice is a process of continual improvement, so even agencies who are far along will want to develop methods to improve and update their plans.

Anyone who has been involved in Total Quality Management or other organizational improvement programs will recognize the diagram below. There is no point in repeating the wealth of material that exists on this subject here. We provide only a very brief synopsis of the basic steps. Suggested reading, guidance, web links for examples, handbooks and plans, and more in depth reading on sustainability can be found in Appendix E.



I. Plan — know where you are going

The planning phase is the Achilles heel of many strategic or sustainability plans, for it is easy to get bogged down. It is important to respect the fact that agencies are at many different levels in doing either strategic planning or sustainability planning. Some agencies may be at a pilot phase where they are just getting started. Or they may be at a more advanced stage. It would be a mistake for all agencies to try to achieve an advanced stage at the beginning. Agencies are cautioned to start this process where they are, not where they would like to be. Keep it simple, start with small, achievable and smart actions that create wins to build on. Be wary of creating a paper tiger or something for which costs exceed returns or grows too big too fast.

■ *An ability to take risks and try new things is essential to successfully implementing a sustainability program.*

During the Planning phase, the key steps are:

- Prioritize
- Set goals & targets
- Identify specific actions to achieve your goals and targets

For more detail on this activity, see the section “Creating an Action Plan” later in this appendix. AXIS Performance Partners has an excellent guide for identifying your environmental impacts, which can be a first step in determining what projects you may want to undertake. (*Identifying Environmental Impacts*, available at <http://www.pacifier.com/~axis>).

2. Do — implement the plan

Here you will implement your projects and develop the necessary internal support systems to make sure they work out the way you intended. Over the long-term, agencies that see themselves as ‘learning organizations’ that are willing to experiment and make mistakes will have the greatest success implementing a sustainability program. In large part this is because there are no road maps to sustainability, and our knowledge of how to get there is limited.

3. Check — measure your progress

Track how the projects are going and how well your systems are functioning.

4. Revise — improve your plan

In this phase, you review what has happened and make appropriate adjustments to the projects or your management systems.

Once your sustainability initiative is underway, you’ll be ready to look for new opportunities (back to #1).

Helpful information for the Plan-Do-Check-Revise Cycle

Thinking about your leverage points

Typically, agencies are organized to pursue a narrow set of goals. In identifying impact areas, consider the following tools or leverage points that you have:

- Education & information:** Does the agency have opportunities to raise awareness among citizens and businesses? Is the agency engaged in monitoring and reporting on sustainability goals?
- Incentives:** Can the agency provide any incentives or disincentives for sustainable actions by citizens or businesses?
- Regulation:** Does the agency create regulations that support or impede sustainable actions by citizens or businesses?
- Investment:** Are agency investments in conflict with state sustainability goals and policies?
- Partnerships:** Can the agency develop or participate in public-public or public-private partnerships that can support the state’s sustainability efforts? The

Sustainability Board has identified certain types of partnerships that it believes can be particularly valuable to the state's efforts:

- **Other State Agencies:** The first place you should look for partners is other state agencies.
- **Oregon Solutions:** This non-government organization was established to bring together the state, local governments, private interests and non-profit organizations to develop sustainable solutions to community-based problems throughout the state. To date Oregon Solutions has undertaken over 25 projects. The Governor directly supports this activity by designating Oregon Solutions projects and appointing neutral convenors to lead a team to address the challenge. See <http://www.orsolutions.org/>. See also Appendix F.
- **Private Industry:** There are a number of significant private industry initiatives. Individual industries in Oregon have distinguished themselves worldwide by being leaders in the movement.
- **Non-profit Organizations:** Oregon is home to some of the best recognized NGO institutions in the world, including the Oregon Natural Step, the China-US Center for Sustainable Development, and the Zero Waste Alliance.
- **Local Government:** A number of local governments have undertaken their own sustainability initiatives.
- **Other states and countries:** Many other states and countries have undertaken sustainability initiatives and other actions that move us in the direction of sustainability. We will look for opportunities to join efforts with them.

Building organizational support

An agency sustainability program needs organizational support to produce lasting results. It needs champions who provide leadership and staff who understand how they can contribute. Sustainability goals need to be reflected in the plans, policies, and other management systems that the agency uses for direction.

The Executive Order calls on 20 agencies to appoint a high-level staff member to head the agency's sustainability effort. The Governor does not expect this individual to develop and implement the plan on her or his own. Rather, the program will need to be a cooperative effort reaching broadly into the agency. We recognize that developing and implementing agency-wide initiatives is time consuming and can be costly. Therefore, each agency is expected to use its discretion in determining who needs to be involved and the level and depth of involvement needed by all agency personnel.

With respect to your agency's sustainability leadership team, it will be important to decide who needs to "be at the table" in your agency to have a successful program. In determining this, ask yourself if the team includes these sorts of people:

- Sustainability experience: your in-house experts with knowledge and experience in sustainability.
- Balance: people with zero sustainability experience who will provide balance.

■ **To support significant change in an organization, you'll need to:**

- Create a compelling 'business' case for change
- Elicit top management buy-in
- Produce quick wins along with long-term programs
- Develop shared mental models so you can communicate effectively across the organization
- Align with the rest of your organizational systems and cultures
- Manage personal transitions/losses
- Become self-funding and provide platforms for future steps
- Make the most of symbolism, stories and actions

Adapted from: AXIS Performance Partners, *Developing an Implementation Plan*, 2001, p 11.

■ **The move toward sustainability is an evolutionary shift involving changes in fundamental ways of thinking about the world.**

- Connections: people who communicate well within the agency.
- Institutional knowledge: people familiar with the full breadth of agency activities.
- Diversity: people who broaden representation in terms of gender, race, age, etc.

Orientation, training & communication

As you introduce sustainability into your agency, you will encounter a range of orientation and training needs. There is already considerable understanding of the basic principles of sustainability among members of many agencies as a result of work done under the Kitzhaber Executive Order. Staff in many agencies attended training sessions by The Natural Step and in some cases the agencies have begun to implement internal sustainability action plans.

Things to think about as you develop your training and communications strategy:

- a. Where behavior change is desired, it is especially important that the process honor the culture of the agency and that employees be involved to the maximum extent practical in developing and implementing the program. Each agency will differ on how it wants to create such involvement, and time and budgets will limit how much is practical. In general, however, the more that staff is involved in the program and is informed about it, the better chance the agency will have of being successful.
- b. There are many ways to educate staff about sustainability. This can occur in classroom-like situations but also through displays, brownbags, and other more informal means. Given the limited budgets for training in most agencies, agencies will need to be creative in approaching the issue of communications. Two excellent, low cost guides on these issues can be obtained from AXIS Performance Partners, titled *Making Sense of Sustainability – An Employee Guide, and Training Employees on Sustainability*. (<http://www.pacifier.com/~axis>). Portland State University has developed a graduate-level certificate program in sustainable development that would provide agency Sustainability Coordinators with an excellent base for their work: http://www.sustain.pdx.edu/ap_continuing_ed.php.
- c. Unless staff hears about the program continuously, the velocity and trajectory of the program is likely to be disappointing. Communication is a vital element that drives the spread of new ideas.
- d. A major challenge for sustainability educators is that the information about sustainability can be overwhelming. It is a delicate balancing act to provide enough information to understand the importance and urgency of action while avoiding a rush of discouraging "gloom and doom". The education step will fail if it paralyzes the team. One way to get past the feeling of being overwhelmed is to look at what has worked for other organizations and copy them.

Creating an action plan

After you have completed an initial assessment of opportunities for your agency, the next step is to create a plan that sets the direction for your sustainability initiative. This section provides suggestions on how you might accomplish this by:

1. **Prioritizing**
2. **Setting goals & targets**
3. **Identifying specific actions to achieve your targets**

I. Prioritizing

If your agency reviewed the possible actions listed in Section 3, you probably identified more impact areas than you can effectively tackle. At this stage, you want to focus your efforts strategically. Here are three key things to look at:

Impact

Where does your agency have the greatest opportunity to benefit the economy, the environment and the community? It might be those areas that account for most of your resource use and costs. It might also be areas that have very acute impacts. For example, toxic substances can have tremendous impact even when used in small quantities. Criteria are:

- Benefits for Oregon business (e.g. switching to a product made by a local company)
- Benefits for the environment (e.g. restoring fish habitat that also improves recreational opportunities)
- Benefits for the community (e.g. designing a stormwater facility that also adds neighborhood greenery)

Influence

Your greatest opportunity to make a difference may be in those areas where you can influence or support others in the community. Also sometimes lower impact projects have high potential for generating attention and gaining the interest of employees.

- Visibility (e.g. increasing recycling at a building with high volume of public visitors)
- Support for community initiatives (e.g. participating in a local campaign to eliminate mercury switches and thermometers)

Investment

Companies like NIKE and Norm Thompson Outfitters have shown a positive rate of return on their sustainability projects. If you want your sustainability program to last, you'll need to identify projects that contribute to the organization, financially, or in terms of improved worker morale, safety or customer relations. The program needs to fit with what you're already doing. Criteria are:

- Cost effectiveness (e.g. switching to energy-efficient lighting)
- Timely activities (e.g. focusing on a large upcoming construction project)
- Ease of implementation (e.g. integrating sustainability into an existing process improvement project)
- Benefits for employees (e.g. eliminating chemicals that pose health or safety concerns)

■ **Stay focused.**
There will be a temptation to set too many performance targets and to expect sweeping changes.

2. Setting goals, performance measures and targets

Once your agency has identified its priorities, the next step is to clarify what you plan to achieve and how you will measure your progress. Goals provide a broad statement of direction. Performance measures help you identify, specifically, what you intend to achieve. Each measure should be accompanied by a target, providing the desired level of a performance measure at a specific point in time. Agencies are strongly advised to follow the state's guidelines for developing goals and performance measures. (See DAS budget guidelines at <http://www.econ.state.or.us/opb/PerfMeas/Guidelines.doc> for details.)

Even an agency with unlimited resources cannot implement too many changes simultaneously. So the strategies developed during this step should be focused narrowly. Note that in the sample below, energy use is measured on a per square foot basis. In other cases, results might be measured on a per acre, per employee, or per work output basis. These types of measures facilitate comparison with others. They also ensure that changes in levels of activity or output aren't mistaken for increases or decreases in efficiency. See the inset below for an example of combination goals and targets set by a local government agency.

Sample goal: Decrease energy use

Sample performance measure and target: Decrease energy use per square foot in our HQ building by 15% by 2004.

METRO Environmental Action Team (ENACT)

INTERNAL SUSTAINABILITY GOALS AND TARGETS FOR METRO FACILITIES AND OPERATIONS RESOLUTION 03-3338

1. Zero net increase in carbon emissions.
2. Zero discharge of persistent bio-accumulative toxins.
3. Zero waste disposed and incinerated.
4. Fifty percent reduction in water consumption.
5. Zero net loss of biodiversity and productive healthy habitat for forests and riparian areas.

3. Identifying strategies and actions to achieve your goals

What will it take to meet your targets? At this point in the process you will need to break the task down into discrete steps, make assignments to responsible parties, and set a schedule. This mirrors what agencies already do over and over when implementing other types of programs. Make sure that the tasks you identify are written into the appropriate agency workplans.

■ *The noble concept of sustainability has little meaning unless we set measurable goals and chart our progress toward them.*

Discussion about performance measures

A key focus of the Kulongoski administration is to harness the capacity and creativity of the public and private sectors to grow quality jobs and ensure statewide prosperity. Two building blocks of this effort are the sustainability and government performance initiatives. The performance initiative, led by the Department of Administrative Services and coordinated with the Progress Board, focused on developing and implementing approaches to measure and improve the performance of state government. These concepts fit naturally with the goals of economic recovery and government performance, so the sustainability program will be integrated closely with them.

Fortunately, in Oregon we have almost 20 year's experience measuring our state under the guidance of the Oregon Progress Board. Statewide benchmarks have been developed and updated continually over this period. In addition, under direction from the Legislature, all state agencies have developed measurable performance goals for their activities that are tied directly to the benchmarks (see: <http://www.econ.state.or.us/opb/PerfMeas/Guidelines.htm>). These performance goals are not tied to measures of sustainability, but they are a beginning.

Our goal is to frame an ongoing process that will move us along a pathway toward sustainability rather than to describe in detail the fixed endpoint we are trying to achieve.

A key challenge to implementing the sustainability initiative is to determine how to describe what would move Oregon measurably toward sustainability. We will frame a general vision for the endpoint, but our most important work will be to set measurable objectives to guide us in the direction of the vision, readjusting it along the way as we learn.

An excellent model for what should be considered in developing your performance indicators is the 10 Bellagio Principles. The Bellagio Principles indicate that assessment systems and their indicators should:

1. Be guided by a clear vision of sustainability and clear goals.
2. Be holistic in nature.
3. Include equity, ecological conditions and economic/non-market activities.
4. Be broad in scope.
5. Be practical.
6. Be transparent to public scrutiny.
7. Be engaging enough to elicit stakeholder interest.
8. Involve a broad cross-section of residents.
9. Be periodically reviewed and adjusted.
10. Be integrated into decision-making frameworks.

Pursuant to the governor's executive order, the Sustainability Board will issue additional guidance on performance measurement in early 2004.

Appendix D

THE OREGON SUSTAINABILITY ACT

The State Legislature adopted sustainability policies in the Oregon Sustainability Act, ORS184.421. Your agency may benefit from having its own policy statement that articulates how sustainability supports the agency's mission, goals, and values. If you decide to pursue an agency policy statement, be certain it reflects the policies stated below.

The state policies are divided into two sections: general sustainability policies and policies focused on community development. They are provided here for reference:

General State Sustainability Policy: In conducting internal operations, state agencies shall, in cooperation with the Oregon Department of Administrative Services, seek to achieve the following objectives:

- a. State purchases should be made so as to serve the broad, long term financial interests of Oregonians, including ensuring that environmental, economic and societal improvements are made so as to enhance environmental, economic and societal well-being.
- b. Investments in facilities, equipment and durable goods should reflect the highest feasible efficiency and lowest life cycle costs.
- c. Investments and expenditures should help promote improvements in the efficient use of energy, water and resources.
- d. State operations should be located in diverse locations, including rural and distressed communities.
- e. State operations and purchases should help maintain vital and active downtown and main street communities.
- f. State purchases should help support opportunities for economically distressed communities and historically underemployed people.
- g. State operations should reflect partnerships with communities and businesses.
- h. State operations should help reduce adverse impacts on native habitats and species and help restore ecological processes.
- i. State operations should be conducted in ways that significantly increase the efficient use of energy, water and resources.
- j. State operations and purchases should reflect the efficient use and reuse of resources and reduction of contaminants released into the environment.

State Community Development Sustainability Policies: In supporting sustainable communities, state agencies shall seek to enable and encourage local communities to achieve the following objectives:

- a. Resilient local economies that provide a diversity of economic opportunities for all citizens.
- b. Workers supported by lifelong education to ensure a globally competitive workforce.
- c. An independent and productive citizenry.

-
- d. Youth supported by strong families and communities.
 - e. Downtowns and main street communities that are active and vital.
 - f. Development that wisely and efficiently uses infrastructure investments and natural resources.
 - g. Affordable housing available for citizens in community centers.
 - h. Healthy urban and rural watersheds, including habitats for fish and wildlife.
 - i. Clean and sufficient water for all uses.
 - j. Efficient use and reuse of resources and minimization of harmful emissions to the environment.
 - k. Intensification of efforts to increase the economic stability of communities designated as economically distressed.

Appendix E

RESOURCES FOR DEVELOPING AND IMPLEMENTING YOUR PLAN

Listed below is a very short sampling of resources that may be useful to you.

Places with general information

A good list of books on various aspects of sustainability can be found at: www.pacifier.com/~axis.

If you just want to surf the web for ideas or resources, here are two excellent (though slightly overwhelming) places to start:

<http://www.ulb.ac.be/ceese/meta/sustvl.html>; <http://sdgateway.net/>.

Ecotrust in Portland has developed an excellent website that explores the various aspects of the three pillars of sustainability: economy, community and environment: <http://www.conservazioneconomy.net/>.

An excellent source of information on what the **Federal government** is doing can be found at: <http://www.federalustainability.org>.

Examples of sustainability programs and projects can be found at the Founders of the New Northwest website (<http://www.sustainabilitynorthwest.org>.)

Specific guidance on developing a sustainability program and plan

AXIS Performance Partners of Portland has developed a series of booklets on various aspects of implementing a sustainability program. Their website can be reached at: www.pacifier.com/~axis. The booklets are:

Developing a Business Case for Sustainability

Developing an Implementation Plan:

How to embed sustainability into your existing initiatives

Embedding Sustainability into your Environmental Management System

Greening Your Supply Chain

Training Employees on Sustainability

Identifying Your Environmental Impacts

Developing Sustainability Metrics and Targets

Selecting A High Impact Sustainability Project

Developing Effecting Systems to Manage Sustainability: Creating an EMS-Lite

Reducing Energy Use and Greenhouse Gases

Approaching Zero Waste

Choosing Greener Products

Making Sense of Sustainability: An employee guide

City of Portland Office of Sustainable Development:

<http://www.sustainableportland.org/>. At this site, you can download the city's guidance document for agencies on how to develop an agency sustainability plan: http://www.sustainableportland.org/stp_sdc_guide_0503.pdf. The City has also developed sustainable procurement procedures, which can be found at: http://www.sustainableportland.org/spc_procur.html.

City of Seattle Office of Sustainability and the Environment: This website has a wealth of information relevant to public agency implementation of sustainability programs, <http://www.cityofseattle.net/environment/>.

A Local Government Handbook: Accelerating Community Sustainability in the 21st Century, by The International Council for Local Environmental Initiatives (ICLEI), http://www.iclei.org/us/c21/execsum_handbook.doc.

Information on specific topics relevant to sustainability

Sustainability indicators and measurements: If you are interested in probing this subject, a comprehensive site exists at the Compendium of Sustainable Development Indicator Initiatives, a worldwide directory of who is doing what in the field of sustainability indicators: <http://www.iisd.org/measure/compendium/>. The Oregon Progress Board website also has excellent resources: <http://www.econ.state.or.us/opb/PerfMeas/Guidelines.htm>. The Global Reporting Initiative also is an excellent source of information: <http://www.globalreporting.org/guidelines/2002.asp>.

Setting goals and targets: A superb example of a set of objectives and targets for a public agency can be seen at the website of the City of Seattle Office of Sustainability and the Environment: http://www.cityofseattle.net/environment/EAA_Report_2003-04.pdf.

Environmental Management Systems (EMS): EMS can be defined as "Adapting human culture through a system of monitoring, governance and compliance that is synergistic, dynamic and sustainable." Zero Waste Alliance (www.zerowaste.org), a non-profit organization that specializes in EMS training and implementation in association with The Environmental Protection Agency (EPA), will assist up to ten government organizations that wish to develop and implement environmental management systems (EMS). Participants pay a fixed fee for implementation and are provided assistance in the form of training workshops, on-site visits, and electronic materials/consultation. ZWA will work closely with each participant throughout the life of the program and provide training, technical assistance, site visits, and other materials designed to help each participant develop a complete EMS, using the ISO 14001 International EMS Standard as a baseline. For further information contact: Larry Chalfan (503) 279-9383, lchalfan@zerowaste.org. See also <http://peercenter.net> for information on what is happening with the EPA program around the country. All federal agencies are required by EO 13148 to have EMS programs in place by 2005. See the EPA site for information on what they are doing: <http://epa.gov/lms/index.htm>

The Department of Administrative Services has several sites that can be of assistance to agencies. For purchasing, see: <http://tpps.das.state.or.us/purchasing/sustainable/sustain-menu.php>. For facilities see: <http://www.facilities.das.state.or.us/1256115.pdf>. For general information on waste reduction sign up for the DAS newsletter: http://www.facilities.das.state.or.us/waste_watcher.htm.

University resources for education and training

The **Oregon University System** has many resources that can be of help: <http://www.oregonsolutions.net/university/index.cfm>.

Portland State University has developed a graduate-level certificate program in Sustainable Development that would provide agency Sustainability Coordinators with an excellent base for their work: http://www.sustain.pdx.edu/ap_continuing_ed.php.

The **University of Oregon** also has a training program that is available as a credit or non-credit program: <http://center.uoregon.edu/sustainability/> (541) 346-4231 or (800) 824-2714

See also the **University of Oregon Program for Watershed and Community Health**: <http://cwch.uoregon.edu/>. There is a new book just published by Bob Doppelt: *Leading Change Toward Sustainability: A Change Management Guide for Business, Government, and Civil Society*, Greenleaf Publications.

Appendix F

OREGON SOLUTIONS PROJECTS

I believe that to meet the challenges we face today it is essential to engage businesses, government, non-profit organizations and citizens in collective action. Oregon Solutions creates the place to come together and provides the means to reach community agreements that connect Oregonians in solving these challenges, in communities across the state.

Governor Theodore R. Kulongoski

Oregon Solutions projects are intended to implement the 10 community objectives in the Oregon Sustainability Act. The goal is to create sustainable solutions to community-based problems. The projects use the Community Governance System to develop sustainable solutions through the collaborative efforts of businesses, government, and non-profit organizations. State agencies are encouraged to use the Community Governance System to develop and implement sustainable community-based projects.

Recent successful Oregon Solutions projects include:

- The siting of 17 wind turbines in Sherman County – a project that was permitted in four months as a result of the early participation of organizations that had siting concerns.
- Watershed and habitat restoration of the Delta Ponds, including re-establishing the connection of the Ponds with the Willamette River floodplain in the City of Eugene.
- The Bridge to Hope – Partnerships for Inmate Aftercare project in Bend. The project includes development of an integrated, community-based network of services and support for women leaving incarceration that will help them reintegrate into their communities as productive citizens.

Possible state agency actions

State agencies can develop and implement sustainable community-based projects in the following ways:

- Identify appropriate projects that embrace the Sustainable Community Objectives in the Sustainability Act for designation by the governor as “Oregon Solutions Projects.” The Governor will consider the designation of new projects at the request of your agency.
- Include strategies for developing Governor’s Oregon Solutions projects in agency Sustainability Plans.
- Include information about your community-based partnering efforts with local governments, businesses, non-profits, and other agencies in reports to the Sustainability Board. The information should include discussion of your involvement with the Governor’s Oregon Solutions projects, successes, and resources leveraged for project implementation.

Designating a governor's Oregon Solutions project

Contact the Oregon Solutions office (503-725-9097) or the GERT Regional Coordinator for your area to propose your project for designation by the Governor as an Oregon Solutions project.

For more information about the governor's Oregon Solutions projects

To find out more about developing projects for designation by the governor as Oregon Solutions projects, and for more examples of projects, visit the Oregon Solutions website: <http://www.orsolutions.org>.

The community governance system

Governor's Oregon Solutions projects are implemented using the Community Governance System. The projects grow out of the collaborative efforts of government, businesses and non-profits and support the sustainable community objectives. There are five elements of the Community Governance System:

1. **A problem or opportunity defined by the community** that addresses at least one sustainable community objective.
2. **A neutral community convenor** from the local community, appointed by the governor, who can lead a team to address the challenge.
3. **A governor's Solutions Team** of federal, state, local, and other government entities, businesses, non-profits, and citizens who are needed or can contribute to a solution.
4. **An integrated solution** that leverages the resources of the Solutions Team to meet the challenge at hand and fulfills sustainability objectives.
5. **A declaration of cooperation** that team members sign that commits their resources and time in an integrated action plan.