



# COLUMBIA BASIN FISH AND WILDLIFE AUTHORITY

851 SW Sixth Avenue, Suite 260 | Pacific First Building | Portland, OR 97204-1339 | Phone: 503-229-0191 | Fax: 503-229-0443

October 6, 2006

Coordinating and promoting effective protection and restoration of fish, wildlife, and their habitat in the Columbia River Basin.

The Authority is comprised of the following tribes and government agencies:

Burns Paiute Tribe

Coeur d'Alene Tribe

Confederated Salish and Kootenai Tribes of the Flathead Reservation

Confederated Tribes of the Umatilla Indian Reservation

Confederated Tribes of the Warm Springs Reservation

Confederated Tribes and Bands of the Yakama Nation

Idaho Department of Fish and Game

Kootenai Tribe of Idaho

Montana Department of Fish, Wildlife and Parks

National Marine Fisheries Service

Nez Perce Tribe

Oregon Department of Fish and Wildlife

Shoshone-Bannock Tribes of Fort Hall

Shoshone-Paiute Tribes of Duck Valley

U.S. Fish & Wildlife Service

Washington Department of Fish and Wildlife

Coordinating Agencies

Columbia River Inter-Tribal Fish Commission

Upper Columbia United Tribes

Mark Walker  
Northwest Power and Conservation Council  
851 S.W. Sixth Avenue, Suite 1100  
Portland, OR 97204

Dear Mr. Walker:

The Members of the Columbia Basin Fish and Wildlife Authority (CBFWA) would like to provide the following comments and recommendations relative to CBFWA sponsored coordination projects (i.e. Project Number 198906201, *Annual Work Plan CBFWA*; Project Number 200303600, *CBFWA Collaborative Systemwide Monitoring and Evaluation Program*; Project Number 200600600, *Habitat Evaluation Procedures (HEP)*; and Project Number 200732100, *Data Management for System Operations*), in response to the Northwest Power and Conservation Council's (Council) Draft Recommendations for Fiscal Year (FY) 2007-2009.

The Northwest Power Act (Act) calls for the inclusion of fish and wildlife management coordination in the Council's Fish and Wildlife Program (Program):

*839b(h)(2). The Council shall request, in writing, promptly after the Council is established under either subsection (a) or (b) of this section and prior to the development or review of the plan, or any major revision thereto, from the Federal and the region's State fish and wildlife agencies and from the region's appropriate Indian tribes, recommendations for—*

*839b(h)(2)(C). fish and wildlife management coordination and research and development (including funding) which, among other things, will assist protection, mitigation, and enhancement of anadromous fish at, and between, the region's hydroelectric dams. [Northwest Power Act, §4(h)(2)(C), 94 Stat. 2708.]*

Over the past 25 years, a suite of projects, that constitute the elements of the current model for fish and wildlife management coordination as it pertains to the ongoing adaptive management process for fish and wildlife mitigation under the Act, has been implemented to provide coordination to entities throughout the Columbia River Basin. This suite of projects includes:

- Focus Watershed Coordination - Provides for local development, coordination and implementation of sub-basin plans;
- Collaborative Systemwide Monitoring and Evaluation Project (CSMEP) - Provides for the development of coordinated monitoring design;
- StreamNet and Northwest Habitat Institute - Provides for coordination and communication of fish and wildlife management data; and,
- CBFWA - Provides regional coordination and development of regionally coordinated products (see Attachment A for examples).

During the FY 2007-2009 project solicitation, the Council established the Mainstem Systemwide Review Team (MSRT) for the purpose of reviewing proposals and subsequently providing a set of project recommendations within the budget allocated for the Basinwide and Multi-province (On-the-ground) budget categories. The MSRT consisted of representatives from the Region's state, federal, and tribal fish and wildlife

managers, Bonneville Power Administration (BPA), U.S. Army Corps of Engineers, Council staff, and other interested parties. Although the project selection and budget balancing process was considered, by the participants, to be comparable to the processes used in other provinces, the Council's recommendations did not reflect similar deference as was the case for most of the Councils recommendations in the other provinces. The CBFWA Members recommend that the Council support the MSRT recommended budgets for the following projects.

**Project Number 198906201, Annual Work Plan CBFWA -**

*Original Proposal Amount \$2,253,787*

*Reduced MSRT Recommended Amount \$2,071,450*

*Draft NPCC Recommended Amount \$1,885,250 with the following comment:*

*"Interim funding pending further Council review of the appropriate coordination activities. Council draft recommendation is an interim budget level that represented the MSRT recommendation, minus the Kalispel and Spokane requests. Council requests a recommendation from staff in October 06 re tasks, deliverables."*

The CBFWA Members recommend that the Council restore the MSRT recommended budget of \$2,071,450 as the final recommended funding amount for Project Number 198906201, *Annual Work Plan CBFWA*. This represents the amount of funds recommended by the MSRT in the selection process established by the Council. This funding level represents a significant reduction from the original requested funding level, due to the CBFWA members understanding that funds are limited under the upcoming rate period and will require a re-structuring in our proposal.

*In reference to "...minus the Kalispel and Spokane requests."*

Funding for individual fish and wildlife manager participation in each of these elements of management coordination has been provided under the guiding principle that dollars are provided to participate in processes that are pursuing a *coordinated* position. That is not to say that individual fish and wildlife managers do not provide their own sovereign positions when needed, they do; rather it is to say that the current program does not pay for this as part of the larger regional program.

If the Council recommends the funding of the individual Kalispel and Spokane Tribes proposals, it should not do so to the detriment of the remaining 17 fish and wildlife managers in the basin. The Kalispel and Spokane Tribes have been invited to continue to participate in these regional coordination activities (see enclosed letters of invitation). The program paying for manager participation in CBFWA buys the region a *coordinated* response from the fish and wildlife managers and tribes in various aspects of the adaptive fish and wildlife management plan (see Attachment A describing examples of coordinated projects from CBFWA).

The Council could recommend funding of the Kalispel and Spokane Tribes' proposal and stay consistent with the current model contained in the program by pursuing watershed coordinator projects for each of the Tribes. This would provide these Tribes with funding to accomplish local coordination (e.g., project number 199202601, Grand Ronde Model Watershed Program Habitat Restoration – Planning, Coordination and Implementation, Attachment B). Funding to participate in regional coordination is currently available to

Mark Walker, NPCC

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the all the fish and wildlife managers including the Kalispel and Spokane Tribes through the current suite of projects.

Funding pursued outside the context of the current program should not be considered for recommendation. If a programmatic change is warranted the Act establishes clear process for this, which must be followed.

**Project Number 200303600, CBFWA Collaborative Systemwide Monitoring and Evaluation Program -**

*Original Proposal Amount \$1,024,245*

*Reduced MSRT Recommended Amount \$997,500*

*Draft NPCC Recommended Amount \$984,500 with the following comment:*

*Council draft recommendation: Interim funding at reduced level pending further Council consideration of regional monitoring and evaluation framework. Fund for only 2 years (07-08); Council expects a report for Council and science review, delivered by the end of FY 08. ISRP fundable (qualified): address in programmatic issue in the decision document.*

The CBFWA Members recommend that the Council restore the MSRT recommended budget of \$997,500 for **three years** as the final recommended funding amount for Project Number 200303600, *CBFWA Collaborative Systemwide Monitoring and Evaluation Program*. The MSRT employed a systematic process considering all data management projects and their recommendations should be given deference on this issue. The Council draft recommendation does not represent the collaboration that occurred within the MSRT review to find agreement on these projects. The CSMEP proposal received the strongest endorsement by ISRP. Although the Council has acknowledged that developing M&E for the Program is a long-term process, this recommendation contradicts that position, as it does not provide the funding stability for CSMEP to complete its tasks. The states and tribes which implement most of the M&E in the Columbia River Basin need a long-term funding commitment to allow for the retention qualified staff to meet this project's mission.

**Project Number 200600600, Habitat Evaluation Procedures (HEP) –**

Below is a summary of the Council draft recommendation:

*Original Proposal Amount \$341,828*

*Reduced MSRT Recommended Amount \$222,000*

*Draft NPCC Recommended Amount \$222,000 with the following comment:*

*Council draft recommendation: Scope expansion not accepted. Budget at the FY 2006 level.*

The CBFWA Members support the Council's recommendation for this project as it is consistent with the MSRT.

Mark Walker, NPCC

October 6, 2006

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**Project Number 200732100, Data Management for System Operations -**

*Original Proposal Amount \$1,531,414*

*Reduced MSRT Recommended Amount \$1,500,000*

*Draft NPCC Recommended Amount \$0 with the following comment*

*"A portion of the unallocated balance will be available for the Council to make final project funding recommendations for fish passage science and analysis"*

The CBFWA Members assert that this is the only project within the current suite of projects which meets the intent of the current Program as it relates to providing funding for the fish and wildlife managers to coordinate their input into system operational decisions and therefore should be recommended for funding by the Council.

Recommendations have been provided and are built into the Program for the coordination of mainstem operations through the Fish Passage Center.

Page 28 of the Columbia River Fish and Wildlife Program States: "This program continues the operation of the Fish Passage Center."

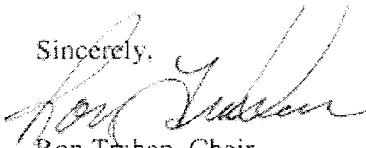
Page 27 of the 2003 Mainstem Amendments to the Columbia River Fish and Wildlife Program dedicates an entire section to the functions of the Fish Passage Center.

Project Number 200732100, *Data Management for System Operations* has been submitted by the fish and wildlife managers of CBFWA and satisfies the language in the program and the Act. The Council must follow its own program in making recommendations.

The CBFWA members support the MSRT recommendations for these four projects. If you have questions please contact Brian Lipscomb at (503) 229-0191.

If you have questions regarding these comments, please contact Brian Lipscomb at (503) 229-0191.

Sincerely,



Ron Trahan, Chair

Columbia Basin Fish and Wildlife Authority

Enclosures (4)

cc: CBFWA Members  
NPCC Members  
Greg Delwiche, BPA  
Glen Nenema, KT  
Deane Osterman, KT  
Rick Sherwood, STI  
B.J. Kieffer, STI

**Attachment A:** Select examples of coordinated products from CBFWA. For a more detailed description of deliverables, refer to the CBFWA proposal (Project Number 198906201).

**Recent Past:**

- Response & input to the Council's Monitoring and Evaluation Guidance Document
- Response & input to the Council's Research Plan
- Response to the Council's request for comment on the Data Center Proposal
- Development of the automated system for the FY07-09 Project Solicitation process
- Participation in the Budget Oversight Group
- Facilitation of the system-wide program review for projects in the FY2006 start of year budget
- Facilitation of the Mainstem Systemwide Review Team for the FY07-09 project selection process for the Basinwide and Multi-province budget categories
- Facilitation of the white sturgeon technical workshop (report pending)
- Facilitation of the resident fish workshop and 28th international Kokanee Workshop
- Facilitation of the bi-annual fish screening workshop recently held in the Tri-cities
- Facilitation of the project implementation workshop to review Mainstem and Systemwide projects
- Facilitation of the workshop to review the Data Management proposals in the 07-09 project selection process
- Development of the Status of the Resource Project reporting the collective response from the fish and wildlife managers on the status of the regions fish and wildlife resources
- Maintenance of the historical project proposal data base
- Maintenance of the with-in year budget and scope project modification process
- Maintenance of the CBFWA website
- Participation and coordination of the Lamprey Technical Workgroup
- Facilitation of the Anadromous Fish Advisory Committee
- Facilitation of the Resident Fish Advisory Committee
- Facilitation of the Wildlife Advisory Committee
- Development of basin-wide coordinated monitoring efforts (CSMEP project)

**Near Future:**

- Response to the proposed fish and wildlife program amendment process
- Response to the Council's Annual Report to Congress
- Facilitation of input into the regional hatchery review process
- Facilitation of the review of the program to develop long-term O&M standards
- Facilitation of the ISRP requested Kokanee Workshop
- Facilitation of a system-wide predation workshop (product of remand)
- Facilitation of the implementation of the output from CSMEP
- Facilitation of future data management workshops
- Fish and Wildlife Manager recommendations for program amendments
- Status of the Resource interactive website to provide ongoing evaluation of the program
- Facilitation of a bull trout workshop
- Facilitation of ISRP subbasin reviews
- Development of regionally coordinated fish and wildlife management recommendations for amendments to the Council's fish and wildlife program
- Continue to manage within-year budget modification process
- Track and monitor BPA spending

**Attachment B:** Comparing the work elements from the proposals of the Kalispel Tribe and Spokane Tribe to that of the Grande Ronde Model Watershed proposal shows that the objectives are very similar.

**Proposal 200710600: Spokane Tribe Fish and Wildlife Planning and Coordination & Proposal 200716200: Kalispel Tribe Fish and Wildlife Coordination**

Coordination	Participation in Regional Fish and Wildlife Activities	Participate in regional mitigation activities to implement Fish and Wildlife Program. This will include coordinating HEP team schedule, work assignments, policy analysis, ect...
Outreach and Education	Information sharing with regional entities on Spokane Tribal Policies and Programs	Provide for discussion and information sharing with regional fish and wildlife managers, BPA, NPCC on Spokane Tribal policies, Program, and projects
Produce Plan	Assist regional fish and wildlife managers with completion of regional reporting	Assist CBFWA with annual work plan and program wide implementation reporting
Provide Technical Review	Assist in regional fish and wildlife technical reviews of projects	Assist in providing a regional review of projects for funding consideration (Provincial Reviews), funding adjustments, and reallocation of Fish and Wildlife Program funding.

**Proposal 199202601: Grand Ronde Model Watershed Program Habitat Restoration - Planning, Coordination and Implementation**

01: Coordination	Coordinate habitat restoration activities in the Grande Ronde and Imnaha Subbasins	Includes all GRMWP coordination with resource management agencies, regulatory agencies, potential funding sources and landowners
02: Coordination	Regional Coordination	Coordinate in-basin activities with agencies and entities outside the Grande Ronde Subbasin such as OWEB, regulatory agencies, state and federal representatives and NPCC
03: Outreach and Education	Coordinate community outreach activities related to habitat protection/enhancement/restoration	Includes publication of quarterly newsletter, organization of workshops, river cleanups, coordination with agency educational activities, newspaper articles and project tours
04: Identify and Select Projects	Plan, coordinate, develop and review restoration projects for BPA funding	Solicit habitat project proposals, conduct pre-proposal site reviews, coordinate technical site reviews, develop project proposals



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October 6, 2006

Glen Nenema, Chairman  
Kalispel Tribe  
P.O. Box 39  
Usk, WA 99180

Dear Chairman Nenema:

As the Chairman of the Columbia Basin Fish and Wildlife Authority (CBFWA), I am writing to provide an update on several key discussions of regional importance to all of the tribes and other fish and wildlife managers in the Columbia River Basin. As we deliberated on these issues at our recent meeting in Astoria, Oregon, the CBFWA Members continued to note, with regret, the absence of your input to the discussions and invite you to consider participating with the CBFWA whether or not your Tribal Council decides to rejoin as a full member. Because you are an entity with fish and wildlife management authority, there are funds available for your attendance and participation in these meetings and discussions which would cover both time and travel. We could also help to keep you informed by providing you with the agendas and actions notes for our meetings. The CBFWA Members prefer to discuss these issues with your valuable input as we exercise our collective authority to help formulate the policies that affect all of our resources.

As the Northwest Power and Conservation Council (NPCC) works on its final recommendations of projects to mitigate, restore, and enhance fish and wildlife resources affected by the Federal Columbia River Hydropower System (FCRPS), the CBFWA has continued to analyze the total breadth of the Fish and Wildlife Program. Our analysis has been disturbing, and we are concerned that the progress envisioned in the subbasin planning process for the NPCC's Fish and Wildlife Program may be lost through the FY 2007-2009 project selection process due to insufficient funding. We have communicated this concern to the NPCC in a letter to their Chairman dated August 30, 2006; numerous essential needs that will not be met at the current funding level were identified in this communication. Our hope is that this list of needs will be the basis for further discussion with the NPCC, and Bonneville Power Administration to identify more funding opportunities.

In an effort to develop an effective Fish and Wildlife Program evaluation tool that works from a regional prospective and helps the fish and wildlife managers clearly articulate the status of fish and wildlife resources across the region, the Members are currently implementing the Status of the Resources Project and developing the associated *Status of the Resources Report*. This project includes an interactive website that will provide the region with historical project information, the current status of fish and wildlife populations, and the extent to which the managers are attaining regional biological objectives. The CBFWA members envision using the results from this effort to assist in the development of recommendations for any adjustments that need to occur during the NPCC's amendments to the Fish and Wildlife Program. Our plan is to promote this report and website using an aggressive public relations campaign so that all of the region's stakeholders appreciate the value in the efforts of the CBFWA to restore the basin's fish and wildlife resources.

The CBFWA sponsored a Data Management Workshop on September 20-21, 2006, to discuss a data management framework, that will support adaptive management for the NPCC's Fish and Wildlife Program. Key management questions need to be addressed at the basinwide scale regarding how data can be collected, shared, and presented to address these questions. Resolution of these management questions will provide a greater level of detail for CBFWA's Status of the Resource Project. This initial workshop focused on re-prioritizing the data that is managed by StreamNet and the Northwest Habitat Institute. These projects support regional access and distribution of key data necessary to inform regional decision making.

Coordinating and promoting effective protection and restoration of fish, wildlife, and their habitat in the Columbia River Basin.

The Authority is comprised of the following tribes and government agencies:

Burns Paiute Tribe

Coeur d'Alene Tribe

Confederated Salish and Kootenai Tribes of the Flathead Reservation

Confederated Tribes of the Umatilla Indian Reservation

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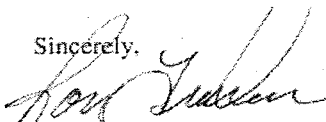
Chairman Nenema  
October 6, 2006  
Page 2

The CBFWA Members recently agreed to reactivate the Fish Passage Center Board of Directors. This action renews and emphasizes the management role of the CBFWA Members in Columbia River issues and management, including river operations. This is an important step that promotes the management role that each CBFWA Member brings to regional decisions associated with the operations of the FCRPS.

Again, the CBFWA Members continue to deliberate these issues and invite your valuable input. The members have worked diligently to address all of the original concerns outlined in your May 2005 letter of withdrawal. As stated in our previous letter, our goal is to be an organization that assists all of the fish and wildlife managers in their efforts to restore Columbia River Basin fish and wildlife resources.

If you would like to join in our discussions or if there is anything else we can do to assist you, please call me (406) 675-2700, ext. 1003, or Brian Lipscomb, the Executive Director of CBFWA, (503) 229-0191.

Sincerely,



Ron Trahan, Chair  
Columbia Basin Fish and Wildlife Authority

Cc: CBFWA Members  
NPCC Members  
Greg Delwiche, BPA





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October 6, 2006

Rick Sherwood, Chairman  
Spokane Tribe of Indians  
P.O. Box 100  
Wellpinit, WA 99040

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Chairman Sherwood

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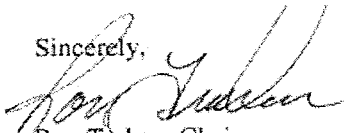
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Sincerely,



Ron Trahan, Chair

Columbia Basin Fish and Wildlife Authority

Cc: CBFWA Members  
NPCC Members  
Greg Delwiche, BPA