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Regional Support Program Summary

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Northwest Power Planning Council

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DRAFT: This document has not yet been reviewed or approved by
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Regional Support Program Summary

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Regional Support Program Summary

Introduction

The Northwest Power Planning Council has stated that it wishes to use an Adaptive Management approach for implementing its Fish and Wildlife Program. In its simplest form, Adaptive Management is a four-step sequence of activities composed of planning, acting to implement the plan, learning from those actions, and modifying the plan as appropriate based upon what is learned (Figure 1). Each step in the cycle generates information needed in subsequent steps and draws upon information generated by those steps. For instance, the planning process develops (among other things) quantifiable objectives and associated performance measures. Projects are monitored so as to evaluate how close actual performance is to the desired objectives and performance measures. This information can then be used to adjust either program goals and objectives or the actions taken to achieve those goals and objectives.

Adaptive Management will not occur by itself. It must be specifically planned for and responsibility for carrying out the various functions must be assigned to specific individuals, agencies, or groups. This has not been done in the past and, as a result, investments have not always been focused where they will have the greatest impact, learning from past actions has been slowed, and coordination of efforts has been inconsistent.

Projects described in this report are identified as to their actual or potential role in the Adaptive Management process (relative to Figure 1). Doing so provides a basis for improving and coordinating our Adaptive Management efforts in the future. Additional discussion and recommendations of how best to implement Adaptive Management should occur during the remainder of this provincial review process

The Regional Support Program is a collection of projects that provide support for the implementation of the Northwest Power Planning Council's (Council) Fish and Wildlife Program (Program), as well as the NMFS and USFWS 2000 FCRPS Biological Opinions. This Program Summary is intended to provide context to ISRP and others for the review of project proposals submitted for funding under the Council's Program.

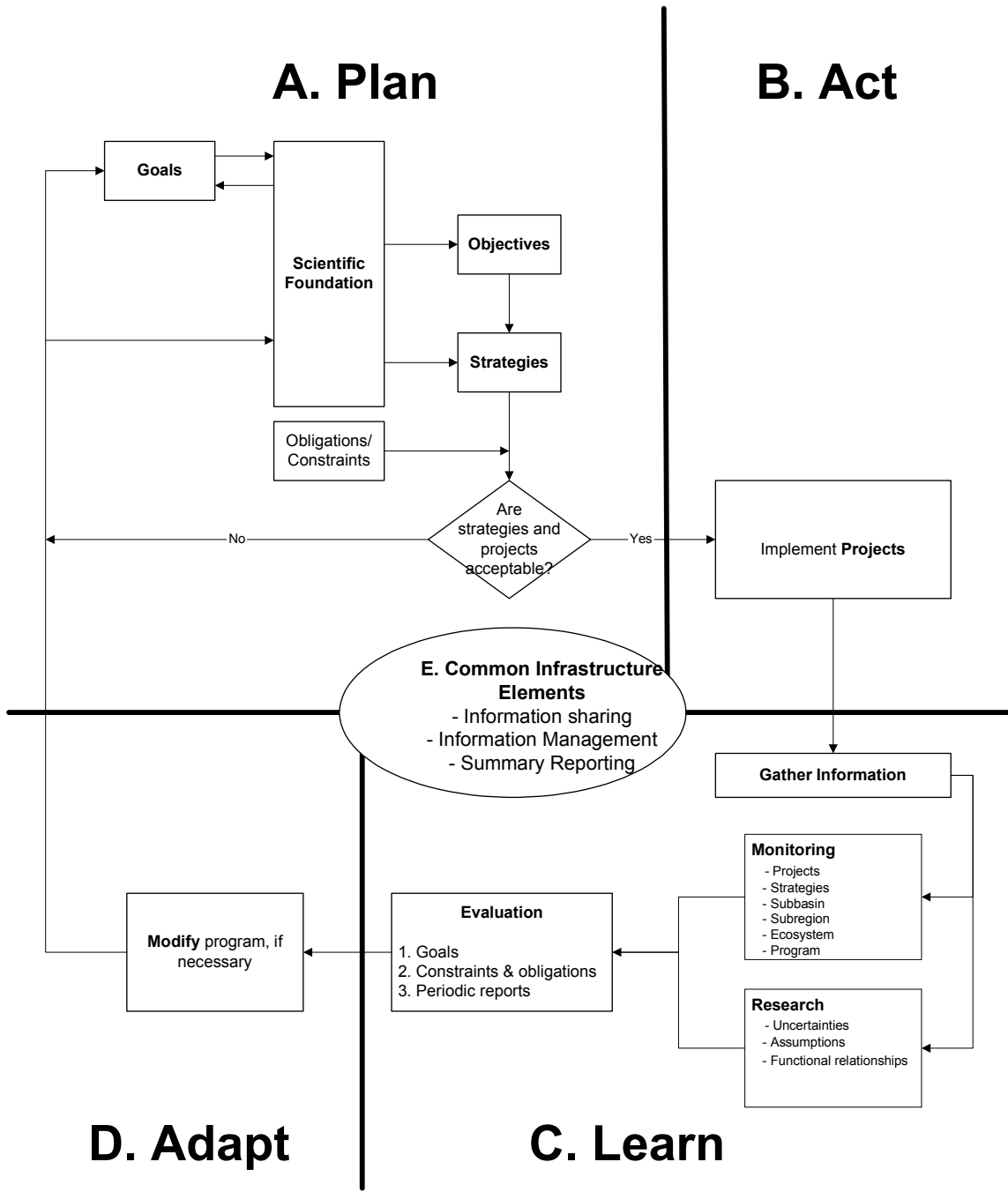


Figure 1. Detailed elements of an adaptive management program framework.

Figure 1. Detailed elements of an adaptive management program framework.

A) Columbia River Basin Fish and Wildlife Program

Description

Purpose

The Pacific Northwest Electric Power Planning and Conservation Act (Act) of 1980 authorized the states of Idaho, Montana, Oregon and Washington to create the Northwest Power Planning Council. The Act directs the Council to prepare a program to protect, mitigate and enhance fish and wildlife of the Columbia River Basin that have been affected by the construction and operation of hydroelectric dams, while also assuring the Pacific Northwest an adequate, efficient, economical and reliable power supply. The Act also directs the Council to inform the public about fish, wildlife and energy issues and to involve the public in its decision-making.

Scope

The Council's Columbia River Basin Fish and Wildlife Program (Program) is the largest regional effort in the nation to recover, rebuild, and mitigate impacts on fish and wildlife. The Council adopted the first Program in November 1982.

The 2000 Program marks a significant departure from past versions, which consisted primarily of a collection of measures directing specific activities. The 2000 Program establishes a basinwide vision for fish and wildlife – the intended outcome of the Program – along with biological objectives and action strategies that are consistent with the vision. Ultimately, the Program will be implemented through subbasin plans developed locally in the more than 50 tributary subbasins of the Columbia River Basin and amended into the Program by the Council. Those plans will be consistent with the basinwide vision and objectives in the Program and its underlying foundation of ecological science.

Through its Program, the Council provides guidance and recommendations on hundreds of millions of dollars per year of Bonneville Power Administration (BPA) revenues to mitigate the impact of hydropower on fish and wildlife. That amount is expected to increase in the future as enhancement efforts expand and accelerate. The funding is provided by BPA from subbasin plans are completed and the sale of electricity generated at 29 federal hydropower dams and one non-federal nuclear power plant in the Columbia River Basin.

Accomplishments/Results

Adaptive Management Implications

The Fish and Wildlife Program encompasses all aspects of Adaptive Management by reference. However, the Plan itself, as the term implies, is best described as part of the planning function of Adaptive Management (Figure 1, section A).

Benefits to Fish and Wildlife.

The benefits of the Program to fish and wildlife will be determined through the regional monitoring and evaluation plan currently being developed.

Project Funding to Date

Not applicable.

Reports and Technical Papers

The BPA has published many reports and technical papers which are available at www.nwppc.org. or www.bpa.gov.

Relationship of Program to USFWS/NMFS 2000 Biological Opinions – RPAs

This Program is designed to incorporate those biological opinion recovery measures required of BPA.

Future Needs

Project Recommendations

There are strong differences of opinion about the appropriate level of funding for all aspects of the Fish and Wildlife Program. Funding for the direct program has remained fixed during the last five years at \$127 million annually. The proposed increase to \$186 million in FY02 is viewed by many as an adjustment for inflation, not a significant increase in Program activities.

Needed Future Actions

Many believe the region should develop a new Memorandum of Agreement concerning future funding for the Fish and Wildlife Program as part of the ongoing BPA Rate Case.

B) Independent Scientific Advisory Board

Description

Purpose

The Independent Scientific Advisory Board (ISAB) was established by the Council and the National Marine Fisheries Service (NMFS) to provide independent scientific advice and recommendations on issues related to regional fish and wildlife recovery programs under the Northwest Power Act and the Endangered Species Act (ESA). The ISAB is designed to foster a scientific approach to fish and wildlife recovery and ensure the use of sound scientific methods in the planning and implementation of research and recovery strategies related to these programs.

Scope

The Council and NMFS require independent yet related review activities from the ISAB. The Council directs the ISAB to accomplish three major tasks that address issues related to fish and wildlife populations affected by operation and development of the hydroelectric system. These tasks include:

1. evaluation of the Program on its scientific merits every two years;
2. identification of critical uncertainties that should be the focus of research efforts under the Council's Program; and
3. oversight of the development of an experimental design to test fundamental hypotheses regarding mainstem passage.

NMFS is primarily interested in anadromous fish conservation and management. Its tasks for the ISAB include:

1. review the scientific and technical issues associated with efforts to improve anadromous fish survival through all life stages, based on adaptive management approaches;
2. develop guidelines and procedures for peer review of research and proposals;
3. provide for technical review of research proposals;
4. review and provide advice on priorities for conservation and recovery efforts, including research, monitoring and evaluation; and
5. provide specific scientific advice on topics, when needed, for recovery and conservation efforts.

Tribes, fish and wildlife agencies and others may submit questions to the ISAB through the Council and NMFS. The ISAB may also identify questions. The Council staff coordinators and the ISAB periodically review these questions and decide which are amenable to scientific analysis, are relevant to the Council and NMFS's programs, and fit within the ISAB's schedule and budget.

The ISAB charter is presently being revised to include a formal role for the Columbia Basin Indian tribes and to update the charter consistent with the latest revision of the Fish and Wildlife Program. The new charter is expected to be adopted early in 2002.

Accomplishments/Results

Adaptive Management Implications

The ISAB's primary role is to oversee the Scientific Foundation of the Fish and Wildlife Program. It is best described as part of the planning function of Adaptive Management (Figure 1, section A).

Benefits to Fish and Wildlife

ISAB reviews and reports will increase the scientific credibility of the Fish and Wildlife Program and other recovery and restoration plans.

Project Funding to Date

Reports and Technical Papers

Reports are available at www.nwppc.org.

Relationship of Program to USFWS/NMFS Biological Opinion – RPAs

The ISAB conducts reviews of programs related to species recovery to assure that they are using the best available science and are effective.

Future Needs

Project Recommendations

Maintaining the existing scope and quality of the project over the next 3 years will require a 5 percent increase each year to cover inflation and other increased operating expenses. Additional activities will require specific additional increments in present funding.

Needed Future Actions

Adopt a new charter incorporating changes described above.

C) Independent Scientific Review Panel

Description

Purpose

The Council ensures the public accountability of BPA expenditures for Program implementation by submitting each project proposal to a thorough review by the Region's fish and wildlife agencies and Indian tribes, the public, and an 11-member panel of independent scientists, the Independent Scientific Review Panel (ISRP). Established by Congress, panel members are appointed by the Council from the recommendations of the National Academy of Sciences.

Scope

The ISRP was created by the Council in response to Section 4(h)(10)(D) of the Act as amended in 1996. Under the amended Act, the ISRP provides the Council with independent scientific review of projects funded by the BPA. The Act also provides for the creation of a Peer Review Group made up of individuals with specific expertise needed to assist the ISRP in its review.

The amended Act and subsequent congressional report language defined three areas of focus for the ISRP:

1. Review a representative sample of projects proposed for direct funding by the BPA under this Program under the following criteria. Projects:
 - a) are based on sound science principles;
 - b) benefit fish and wildlife;
 - c) have clearly defined objectives and outcomes; and
 - d) have provisions for monitoring and evaluation of results.

The ISRP reports the results of its review to the Council. The Council considers the ISRP report in making recommendations to BPA regarding project funding and provides an explanation in writing where its recommendations diverge from those of the ISRP.

2. Retrospective Review of Project Accomplishments

The amended Power Act also directs the ISRP to prepare a retrospective report to the Council based on a review of results from the projects funded the previous year.

3. Review Projects Funded through the BPA's "Reimbursable" Program

In 1998, the Congress' Senate-House Conference Report on the Fiscal Year 1999 Energy and Water Development Appropriations Bill directed the ISRP to annually review all fish and wildlife projects, programs or measures included in federal agency budgets that are reimbursed by BPA. Many of these projects are not directly referenced in the Council's Program. The ISRP is to determine whether the projects are consistent with the criteria specified for direct program projects in the 1996 amendment.

The four major components of the reimbursable program include:

- a) Columbia River Fisheries Mitigation Program (Corps of Engineers)
- b) Fish and Wildlife Operations and Maintenance Budget (Corps of Engineers)
- c) Lower Snake River Compensation Plan (U.S. Fish and Wildlife Service)
- d) Leavenworth Hatchery (Bureau of Reclamation)

Project Review

The ISRP provides the Council with independent scientific review of fish and wildlife mitigation projects within the context of the Council's Program. The Council directs the ISRP to focus its review on those projects that, in the Panel's judgement, would benefit from scientific review. This includes research, evaluation, and management projects. The Council also may ask the ISRP to review subbasin and other plans to ensure that strategies are consistent with the Scientific Principles (from the 2000 Program), guidelines and other established scientific information. Most projects to support coordination between parties should not require scientific review. Similarly, projects that are confined to engineering or construction of a previously reviewed strategy may not require additional scientific review.

Sequencing and scheduling of project review are based on the annual project review procedures agreed to among the Council, BPA and the Region's fish and wildlife managers. The review of direct and reimbursable projects is scheduled to provide the Council sufficient time to make recommendations to BPA and to mesh with funding cycles.

ISRP reviews are based on written proposals prepared by project sponsors and submitted in accord with BPA funding procedures. The ISRP may also utilize additional written reports and materials that will assist them in understanding the scope and context for the proposals. In some cases, it may be appropriate for the ISRP to directly communicate with proposal sponsors or to conduct site visits, however, there are procedures to ensure that all communications are conducted in a fair and open manner that maintains their independence.

Accomplishments/Results

Adaptive Management Implications

The ISRP's role is to review the technical soundness of projects proposed for funding under the Fish and Wildlife Program. As such it is best described as part of the planning function of Adaptive Management (Figure 1, section A).

Benefits to Fish and Wildlife

Peer review of project proposals is essential to assuring that projects provide fish and wildlife benefits.

Project Funding to Date

Reports and Technical Papers

Reports are available at www.nwppc.org.

Relationship of Program to USFWS/NMFS Biological Opinion – RPAs

The ISRP conducts reviews of projects related to recovery to assure that they are using the best available science and are effective.

Future Needs

Project Recommendations

Maintaining the existing scope and quality of the project over the next 3 years will require a 5 percent increase each year to cover inflation and other increased operating expenses. Additional activities will require specific additional increments in present funding.

Needed Future Actions

Reduce the procedural burden which project review places on individual project sponsors.

D) Subbasin Planning

Description – Subbasin Planning

Purpose

The Fish and Wildlife Program amendments completed in 2000 set the stage for subsequent phases of the comprehensive program revision process. In these next phases, the Council will adopt more specific objectives and measures for the tributary subbasins, consistent with the framework elements already adopted in the program. The Council intends to incorporate these specific objectives and measures into the program in locally developed subbasin plans for the sixty-two subbasins of the Columbia River (along with a coordinated plan for the mainstem Columbia and Snake rivers). The subbasin plans will become the source of specific actions and projects recommended for Bonneville funding and implementation, and will provide the context for the review of proposals for funding by the Council and the Independent Scientific Review Panel

Scope

The role of subbasin plans and the Council's expectations as to the elements of a subbasin plan are generally described in the 2000 Fish and Wildlife Program, in the section titled "Subbasins." In addition to becoming the source of specific actions and projects recommended for Bonneville funding and implementation, subbasin plans have a role in recovery planning for NMFS, and the USFWS and well as a coordination function at the local and state levels.

In developing the subbasin planning initiative, the Council recognizes that there are other watershed and recovery planning efforts taking place across the Columbia basin. Where groups are already working at a local level, the Council wants to create partnerships with those efforts where appropriate and when mutual benefits can be achieved. The desired approach is to make those existing planning groups aware of the opportunity to have their subbasin plans adopted as part of the fish and wildlife program, and where there is interest, to make additional resources and guidance available to those planners so that they can assimilate the Council's subbasin planning components into their existing efforts. If successful, this will enable existing planning groups to move forward to meet their own objectives while also producing a product that can be adopted and used by the Council in guiding future Bonneville fish and wildlife expenditures in their subbasin areas.

The elements of a subbasin plan are generally described in the 2000 Fish and Wildlife Program, in the section titled "Subbasins" (Page 39). Any subbasin plan adopted into the program must consist of three general components:

- A subbasin assessment providing a description of historical and existing conditions;
- A clear and comprehensive inventory of existing projects and past accomplishments;

- A 10-15 year management plan with a vision, biological objectives and strategies for the subbasin.

The 2000 Fish and Wildlife Program provides more detail as to what the Council envisions for each of these three components -- a “template” and standard for subbasin plans. Pages 39 through 43 of the Program are particularly focused on subbasin plan content requirements. For further guidance, the Council has approved a “Subbasin Planning Overview” and a document entitled “Technical Guidance for Subbasin Planners.” These are available from the Council and are posted on the Council’s website (www.nwcouncil.org).

There are many ongoing efforts aimed at fish and wildlife, as well as many interests within the boundaries of each state that need to be considered in the planning process. These include salmon recovery and water resources planning efforts; cultural resources, watershed assessments; focus watersheds; and other programs related to habitat, fish and wildlife protection and restoration. In order to integrate the Council’s comprehensive planning process with these other activities, the Council is looking to the individual states and tribes to take the leadership role in determining the best approach for developing subbasin plans for the Council’s Fish and Wildlife Program within each state.

The Council believes that subbasin plans proposed for adoption into the fish and wildlife program must be developed in an open public process that provides ample opportunity for participation by a wide range of state, federal, tribal and local managers, experts, landowners, local governments, and stakeholders. The Council expects that public process to take place in different ways across the basin, with two common stages. First, at the local or subbasin level, interested parties need to work together to develop a plan that, as far as possible, embodies the knowledge, policies, and support of the people in that subbasin. Second, when a subbasin plan is proposed for adoption into the program, the Power Act’s amendment standards require a public process with full opportunity for public comment and participation.

The Council will work with the states and tribes to recognize coordinating groups at the state or ecological province level to address matters that transcend any one subbasin within a province. The Council is also working with states, tribes and federal agencies to establish a regional or basinwide group to provide whatever coordination, policy guidance (e.g. Biological Opinion interpretation and coordination with ESA recovery planning) and consistency that is needed at the basinwide scale.

A complete subbasin plan, as described in the 2000 Fish and Wildlife program, will be reviewed for adoption under the process defined in the Northwest Power Act. Recommendations received by the Council that represent less than a complete plan such as specific components or elements of a plan, objectives or measures, will be evaluated in relation to other recommendations received for the subbasin -- particularly complete subbasin plans. All recommendations should be accompanied by supporting information and data. Proposed subbasin plans will be reviewed by the Council, subjected to broad public review, and reviewed by the Independent Scientific Review Panel. Issues developed through those review steps will be identified and returned to those developing the subbasin plan to consider, and possible address with modifications to the subbasin plan proposal.

Project Review

The second round of Subbasin planning efforts will begin in 2002.

Accomplishments/Results

Subbasin plans will incorporate material from subbasin summaries developed during the rolling provincial review process. States and tribes are presently organizing themselves to undertake subbasin planning in each state. Regional issues are also being organized to support subbasin planners and incorporate issues involving more than one state.

The Power Planning Council has established a \$7.5 million place holder for subbasin planning costs in its fiscal year 2002 and 2003 budgets. States and tribes need to develop work plans and budgets consistent with Council guidance to begin subbasin planning and the Council needs to establish contracting procedures to disburse these funds.

Relationship of Program to USFWS/NMFS Biological Opinion – RPAs

The National Marine Fisheries Service and the Fish and Wildlife Service have stated that they intend to incorporate the technical material developed during the subbasin planning process in their recovery plans for salmon and bull trout. Discussions are continuing on how best to coordinate these efforts and technical products.

Future Needs

E) Columbia Basin Fish and Wildlife Authority

Description

Purpose

The Columbia Basin Fish and Wildlife Authority (CBFWA) is an organization whose membership consists of the four state and two federal fish and wildlife management entities and thirteen Indian tribes of the Columbia River Basin. The members are the legally recognized managers of the fish and wildlife resources. These responsibilities are theirs through federal and state statutes, treaties and court actions.

The members established the CBFWA by charter in 1987 to:

- coordinate the efforts of its members to protect and enhance fish and wildlife resources of the Basin through joint planning and action;
- provide an open forum for its members to exchange information on matters affecting anadromous and resident fish, wildlife resources and habitat concerns in the Basin and develop unified positions;

- assure comprehensive planning and implementation of the Council's Program;
- improve the quality of fish and wildlife decision-making; and
- influence other regional decision-makers.

Scope

The members have identified three general areas of involvement for the CBFWA:

- coordination of fish and wildlife activities of interagency concern;
- facilitation of interagency involvement in the implementation of the Council's Program; and
- interaction with the water and land planning and management authorities of the Columbia River Basin.

Since the CBFWA is a consensus organization, all actions supported by the CBFWA are developed through a consensus process and only consensus positions are communicated on CBFWA letterhead. Developing consensus tends to focus actions providing the Council, BPA and others with recommendations representing the best available information from the fish and wildlife resource managers.

Project Review

In a change from previous years the Council is using a "Rolling" Provincial Review Process to recommend up to a three-year funding period for project proposals with approximately one-third of the provinces reviewed each year. The Council has contracted with the CBFWA to facilitate the Rolling Provincial Review Process including the development of subbasin summaries. This new review process requires development of a subbasin summary describing current conditions for each subbasin. The subbasin summary also identifies needs that must be addressed to accomplish existing objectives as well as Action Items set forth in the Reasonable and Prudent Alternatives of the December 21, 2000 National Marine Fisheries Service Biological Opinion on operation of the Federal Columbia river Power System (FCRPS). The Rolling Provincial Review Process includes review by the ISRP, the CBFWA and others. Project proposals must address needs identified in the subbasin summaries.

Under the Council's review process, project proposals for BPA funding are first reviewed by ISRP for technical merit and then by the CBFWA against the following technical and management criteria:

Table 1. The CBFWA subbasin project review criteria.

Technical Criteria	
1. Does the proposal demonstrate that the project uses appropriate scientifically valid strategies or techniques and sound principles (best available science)?	Y or N
2. Are the objectives clearly defined with measurable outcomes and tasks that contribute toward accomplishment of the objectives?	Y or N
3. Are the resources proposed (staff, equipment, materials) appropriate to achieve the objectives and time frame milestones?	Y or N
4. Does the proposal include monitoring and evaluation to determine whether objectives are being achieved (including performance measures/methods) at the project level?	Y or N
5. Will the proposed project significantly benefit the target species/ indicator populations?	Y or N
6. Does the proposal demonstrate that project benefits are likely to persist over the long term and will not be compromised by other activities in the basin?	Y or N
7. Does the proposal demonstrate that all reasonable precautions have been taken, to not adversely affect habitat/populations of wildlife, native resident and anadromous fish?	Y or N
8. Are there explicit plans for how the information, technology etc. from this project will be disseminated or used?	Y or N
Management Criteria	
1. Does the proposed project address fish and wildlife related objectives, strategies, needs and actions as identified in the subbasin summaries?	Y or N
2. Does the project address an urgent requirement or threat to population maintenance and/or habitat protection (i.e., threatened, endangered or sensitive species)?	Y or N
3. Does the project promote/maintain sustainable and /or ecosystem processes or maintain desirable community diversity?	Y or N
4. Is there cost share for the construction/implementation and/or monitoring and evaluation of the project?	Y or N
5. Will the project complement management actions on private, public and tribal lands and does the project have demonstrable support from affected agencies, tribes and public?	Y or N
6. Will the project provide data critical for in season, annual and/or longer term management decisions?	Y or N
7. Will this project provide or protect riparian or other habitat that may benefit both fish and wildlife?	Y or N

CBFWA reviews and prioritizes these project proposals using their technical and management criteria, the ISRP comments from their preliminary report and the project sponsor's response to the ISRP comments. CBFWA sends the results of this review as recommendations to the Council. ISRP then prepares its final report with recommendations to the Council using the CBFWA review and the project sponsors response to the comments in the ISRP preliminary report. The Council considers the

recommendations of ISRP, CBFWA and the public on the project proposals in the development of their recommendations to BPA for project funding.

Accomplishments/Results

Adaptive Management Implications

CBFWA's primary role is to coordinate review by its members of projects proposed for funding under the Fish and Wildlife Program. As such it is best described as part of the planning function of Adaptive Management (Figure 1, section A).

The CBFWA has overseen and facilitated the development of subbasin summaries under the first round of the Council's Rolling Provincial Review and has facilitated the review of project proposals by ISRP and the fish and wildlife managers. The CBFWA has also coordinated input to the Council's amendment process. The CBFWA expects to build on this experience by continuing its facilitation role in the review of project proposals under the Rolling Provincial Review as the Region moves toward the replacement of the subbasin summaries with more comprehensive subbasin plans developed by the states and tribes in cooperation with the NMFS and USFWS. These subbasin plans will be used by reviewers to provide context for the review of project proposals. The CBFWA can also build on its experience in the Rolling Provincial Review and facilitate the fish and wildlife managers involvement in risk assessment activities associated with implementation of the biological opinions, subbasin plans and the Council's amendment process.

An inter-agency coalition led by David Johnson of the Washington Department of Fish and Wildlife recently completed a review and critique of habitat sampling methods. This report was very well received within the Columbia Basin and is viewed as a critical step to develop greater standardization and consistency in habitat data collection efforts. A similar effort is needed for fish and wildlife sampling methods. The CBFWA is uniquely positioned to lead this effort, providing a neutral forum where fish and wildlife managers collaborate on issues of mutual concern. The CBFWA should initiate this project in 2002.

Benefits to Fish and Wildlife

The peer review provided through the CBFWA review process from both the technical and management perspectives helps assure that activities most beneficial to target species and ecosystems are funded and that activities funded under the Council's Program are consistent with the management objectives of the fish and wildlife managers.

Project Funding to Date

Reports and Technical Papers

CBFWA documents are available at www.cbfgwa.org.

Relationship of Program to USFWS/NMFS Biological Opinion – RPAs

The CBFWA members review and prioritize projects using “benefits to listed species” as a criterion where appropriate and assures that applicable RPAs are referenced in project proposals.

Future Needs

Project Recommendations

Maintaining the existing scope and quality of the project over the next 3 years will require a 5 percent increase each year to cover inflation and other increased operating expenses. Additional activities will require specific additional increments in present funding. Continuing funding will be needed to support the ongoing role of CBFWA in facilitating the review of project proposals under the Rolling Provincial Review and in coordinating fish and wildlife managers regional input into the Council’s amendment process.

Needed Future Actions

The member entities of CBFWA are uniquely situated to coordinate the fish and wildlife managers’ input into the Council’s ongoing effort to develop a regional monitoring and evaluation plan for their Program. CBFWA can also coordinate the recommendations of the managers into regional modeling efforts designed to assess the probability that subbasin plan strategies will accomplish plan objectives for fish and wildlife recovery and mitigation as well as meet recovery objectives required by biological opinions. In addition, CBFWA can assist in carrying out the strategies in the All-H Paper by facilitating the fish and wildlife managers’ input into accomplishment of the goals in BPA’s 2002 – 2006 Five-year Implementation Plan. See www.salmonrecovery.gov/implementation.shtml

The CBFWA staff has overseen and facilitated the development of subbasin summaries under the first round of the Council’s Rolling Provincial Review and has facilitated the review of project proposals by ISRP and the fish and wildlife managers. The CBFWA has also coordinated members’ input to the Council’s amendment process. The CBFWA members expect to build on this experience by continuing their facilitation role in the review of project proposals under the Rolling Provincial Review as the Region moves toward the replacement of the subbasin summaries with more comprehensive subbasin plans developed by the states. These subbasin plans will be used by reviewers to provide context for the review of project proposals. The CBFWA can also build on its experience in the Rolling Provincial Review and facilitate the fish and wildlife managers involvement in risk assessment activities associated with implementation of the biological opinions, subbasin plans and the Council’s amendment process.

F) Columbia Basin Bulletin

Description

Purpose

The Columbia Basin Bulletin: Weekly Fish and Wildlife News (CBB) was launched by Intermountain Communications in June, 1998 under a BPA contract as a revised version of past efforts to provide summary electronic information related to fish and wildlife policymaking in the Columbia River Basin to fish and wildlife policymakers, the media and the general public. This project changed the nature of the newsletter from a Web-based product to an electronic mail delivered product. It also expanded the amount of information delivered and the frequency of delivery.

Efforts to protect and enhance Columbia River Basin fish and wildlife populations involve complex policy initiatives and restoration activities that policymakers, stakeholders and the interested public find difficult to track.

Yet, because of the inter-relationships and interactions of management actions throughout the Basin, it's vital that policymakers, stakeholders, and the interested public are able to keep up with the range of meetings, policies, and materials related to fish and wildlife issues.

Effective information dissemination plays a key role in the coordination and success of fish and wildlife restoration efforts. The production of a weekly electronic newsletter to provide summary news and information about fish and wildlife issues important to Columbia River Basin fish and wildlife policy development meets this need.

The CBB began without about 300 names as the first subscriber solicitation. The CBB now has an e-mail subscriber list of about 3,000 regular readers, in addition to extensive use each week of the CBB website.

The CBB is now the key source for objective, complete, timely information about Columbia Basin fish and wildlife issues. Because of it's value as a public information project, fish and wildlife managers, the ISRP, the Northwest Power Planning Council and the Bonneville Power Administration have approved the CBB for funding during three Council/BPA project funding processes (1999-2001).

The CBB is produced by Intermountain Communications of Bend, Oregon. Bill Crampton, owner of Intermountain Communications, serves as senior editor/writer for the CBB.

Scope

The goal of *THE COLUMBIA BASIN BULLETIN: Weekly Fish and Wildlife News* is to enhance stakeholder and public understanding of regional fish and wildlife policymaking by providing -- in a weekly electronic mail format -- regularly delivered, objective, summary information about policymaking proceedings and documents. The Bulletin responds to the 1994 Fish and Wildlife Program (Sections 1.2A, 1.2C, 3.3), which stresses the need for information dissemination, public involvement and cooperation among all parties involved in fish and wildlife restoration.

Methods used to gather information include attendance at meetings, telephone interviews, and face-to-face interviews. CBB writers also utilize research reports, studies, policy letters, memoranda and other documents.

As a result, the CBB provides readers: an understanding of the scope of technical information used in policy decisions; an understanding of the multiple perspectives included in decision-making; a presentation of various positions addressed in the decision process; and a presentation of the political and technical constraints incorporated in decisions. The electronic newsletter provides effective dissemination of information for policymakers and the public.

Accomplishments/Results

Adaptive Management Implications

The CBB facilitates the effectiveness of adaptive management by offering an important flow of information among policymakers, fish and wildlife managers and staff, interest groups, stakeholders and the interested public at large. The CBB brings to the region an awareness of the implications and applications of adaptive management. As such it is best described as one of the infrastructure elements of Adaptive Management (Figure 1, section E).

Benefits to fish and wildlife

Under 1.2A of the 1994 Fish and Wildlife Program, the Northwest Power Planning Council stresses the need for public involvement and cooperation among all parties involved in fish and wildlife restoration.

1. For example, the Council notes, “In developing the Columbia River Basin Fish and Wildlife Program, the Council must deal with the Columbia River and its tributaries as a system. This system touches a broad range of human activities: hydropower production, navigation, flood control, agriculture, recreation and many other land and water development activities. Opportunities for *improved coordination and cooperation*, as well as for increased conflict, are enormous. Building a fish and wildlife program that properly accounts for these activities requires the broadest possible involvement of the public and affected interests.” (Page 1-4)
2. The Council, says the Program, “is required to consult with a variety of groups in the Northwest and to maintain comprehensive programs for public participation.” (Page 1-5)
3. Under 1.2C, the Council notes, “Ultimately, the successful recovery of salmon, steelhead, resident fish and wildlife populations depends less on legal authority than on cooperation. Only through the committed and enthusiastic participation of all affected parties will a full recovery be achieved.”
4. Under 3.3, the Council Program stresses the need to develop a “coordinated information system” that is “essential to the efficient collection and dissemination of information produced as a result of this program.” While this section focuses on

research, data, stock status, etc., the principle of information-sharing among affected parties in the Basin extends to all aspects of fish and wildlife restoration activities.

5. The Columbia Basin Bulletin is a logical component of the Council's mandate to provide information that facilitates public involvement and improves dissemination and coordination of information. With the CBB, policymakers and the public each week are kept posted on the most significant developments related to fish and wildlife policy activities in the Basin and directed to websites, documents and e-mail addresses offering more information on specific topics.

Project funding to date

Total amount of BPA funding since program inception:

1998- \$96,000
1999- \$150,450
2000 - \$165,605
2001 - \$171,230
Total: \$583,285

Reports and Technical Papers

Reports or scientific papers produced as a result of this program and how they have been disseminated (Not Applicable)

Relationship of Program to USFWS/NMFS Biological Opinion – RPAs

The CBB works with all these entities in gathering and disseminating information related to Basin fish and wildfire activities and projects under the Council program and biological opinions.

- Staff of public and private electric and natural gas utilities in the Pacific Northwest
- Staff and members of various river-user organizations and groups
- Staff and members of public interest organizations that follow Northwest fish and wildlife policy
- Pacific Northwest news media
- Staff and members of scientific and economic advisory bodies
- interested public
- locally-based, subbasin stakeholders

The Columbia Basin Bulletin responds to the need of federal and state agencies to involve the public in the various processes related to fish and wildlife restoration, including the USFWS and NMFS.

The CBB keeps policymakers, stakeholders, and the public aware of regional hearings and information meetings, public comment periods, congressional hearings, conferences, workshops and other public activities.

The primary relationship The Columbia Basin Bulletin has with federal biological opinions and other fish and wildlife projects is its service as an information clearinghouse for others working on fish and wildlife restoration in the Columbia Basin. The CBB complements and collaborates with other projects by receiving and distributing important information -- in effect, serving as a link among agencies and project sponsors.

The audience for CBB includes:

- Members and staff of the Northwest Power Planning Council
- Staff and customers of the Bonneville Power Administration
- Members and staff of the Columbia Basin Fish and Wildlife Authority
- Members and staff of the Columbia River Inter-Tribal Fish Commission
- Members of Congress and their staffs, Governor's offices and staff

Future Needs

Project Recommendations

Maintaining the existing scope and quality of the CBB over the next 3 years will require a 5 percent increase each year to cover inflation and other increased operating expenses.

Needed Future Actions

Columbia Basin fish and wildlife policymakers are emphasizing subbasin planning and habitat restoration as key components of efforts to protect and enhance Columbia River Basin fish and wildlife populations. Local participation is also being stressed. Therefore, information and communication will play a crucial role in the success of these endeavors.

For these subbasin planning/habitat restoration efforts to be successful, and truly include local participation by diverse stakeholders, new communications tools will be necessary.

Too often, individual, rural watershed councils and local stakeholders must operate without adequate knowledge about: 1) the activities and programs of other watershed councils in the Basin; 2) state and federal legislative and administrative developments; and 3) available resources to carry out their missions. Seeking this information is time-consuming and expensive.

In addition, policymakers and others interested in watershed restoration have no central, accessible information source which allows them to efficiently track subbasin/watershed-related issues, projects and policies.

Under 1.2 A of the 1994 Fish and Wildlife Program, the Northwest Power Planning Council stresses the need for public involvement and cooperation among all parties involved in fish and wildlife restoration. The Council notes, "In developing the Columbia River Basin Fish and Wildlife Program, the Council must deal with the Columbia River and its tributaries as a system. This system touches a broad range of human activities:

hydropower production, navigation, flood control, agriculture, recreation and many other land and water development activities. Opportunities for improved coordination and cooperation, as well as for increased conflict, are enormous. Building a fish and wildlife program that properly accounts for these activities requires the broadest possible involvement of the public and affected interests.”

Under 1.2C, the Council notes, “Ultimately, the successful recovery of salmon, steelhead, and resident fish and wildlife populations depends less on legal authority than on cooperation. Only through the committed and enthusiastic participation of all affected parties will a full recovery be achieved.”

This premise of local participation become even more critical as the Council and federal agencies turn to subbasin planning as the key to building and implementing an effective, regional fish and wildlife plan.

New communication products should be considered which provide information that facilitates public involvement in watershed restoration efforts and improves dissemination and coordination of information. Such communications products would keep policymakers and the public posted on the most significant developments related to watershed restoration and subbasin planning.

G) Regional Assessment Advisory Committee

Description

Purpose

The Regional Assessment Advisory Committee (RAAC) advises the Council and the Region on technical aspects of the biological assessment of the subbasins. The RAAC’s primary function is to advise the Council on how to conduct subbasin assessments that are technically sound, and that are understandable and useful to planners that will participate in the development of subbasin plans. These subbasin plans will be adopted into the Council’s Program and will be used as the basis for both conservation of fish and wildlife species and ESA recovery planning by the federal agencies. In performing this function, the RAAC seeks to coordinate, synthesize and reconcile the various assessment tools, including those being used by the Council, NMFS, U.S. Forest Service states tribes, Environmental Protection Agency and others. The RAAC also advises the Council on how to best coordinate the assessment work it has called for with similar or related work being conducted by other entities in the Region.

Scope

The RAAC will develop technical advice for the Council on biological assessments that are conducted to support fish and wildlife programs and recovery planning. The tasks are:

1. advise the Council and the Region on the application and use of analytical tools used to synthesize data collected during subbasin assessments and regional planning;
2. facilitate collection of subbasin level biological and habitat information that is consistent with the subbasin assessment template;
3. facilitate coordination of Council-funded assessments with related assessments conducted by state, tribal and federal entities; and
4. advise the Council on use and development of the Ecosystem Diagnosis and Treatment Model including recommendations regarding activities conducted to validate and develop this model as a tool to assist the Council's subbasin planning process.

Accomplishments/Results

Adaptive Management Implications

The RAAC is presently charged with advising the region on tools for assessing watershed condition. It has been suggested that RAAC might also serve as a forum for coordinating other regional technical issues such as coordinated monitoring and research plans. In this role the RAAC is best described as part of the learning function of Adaptive Management (Figure 1, section C).

Benefits to Fish and Wildlife

Comprehensive assessments that are comparable throughout the region are essential to assuring that limited funds are spent on addressing critical limiting factors. The RAAC also advises the Council on the usefulness of information, collected through the development of assessments, in recovery planning.

Project Funding to Date

Reports and Technical Papers

Committee work products are available at www.nwppc.org.

Relationship of Program to USFWS/NMFS Biological Opinion – RPAs

The assessments accomplished using the RAAC template will be essential in the development of recovery plans for listed species.

Future Needs

Project Recommendations

Maintaining the existing scope and quality of the project over the next 3 years will require a 5 percent increase each year to cover inflation and other increased operating expenses. Additional activities will require specific additional increments in present funding.

Additional tasks should be assigned to the RAAC to strengthen the learning functions under an Adaptive Management program.

Needed Future Actions

- Develop regional fish and habitat monitoring and research plans and projects through the RAAC
- Charge RAAC with producing a comprehensive Fish and Wildlife Program evaluation report every three years in advance of each new round or rolling provincial reviews.
- RAAC and the ISAB should review and update the Fish and Wildlife Program's Scientific Foundation every three years, based upon information develop for the comprehensive evaluation report.
- Continue to advise the region on the appropriate uses of available technical tools and coordinate the development of new assessment tools as appropriate.
- Perform other technical review, coordination, and assessment tasks as appropriate.

H) Regional Forum (Facilitation Services)

Description

Purpose

The 1995 Snake River Recovery Plan and subsequent documents propose a Regional Forum (Forum) to discuss and take action on implementation of NMFS' 1995 Biological Opinion regarding listed Snake River salmon.

Scope

The Forum is comprised of state, tribal and federal fish & wildlife and hydro project managers. Their charge is to discuss operations and configurations that lead to recovery of threatened and endangered Snake River and Columbia River fish stocks. The Forum is made up of the following teams: Implementation Team, System Configuration Team, Water Quality Team, Technical Management Team and other groups at the request of the Forum managers (Columbia River Basin Forum, PATH, Mid-Columbia QAR, and other issue-specific groups).

Accomplishments/Results

Adaptive Management Implications

The Regional Forum coordinates implementation actions among participating agencies and tribes. As such it is best described as part of the project implementation function of Adaptive Management (Figure 1, section B).

Benefits to Fish and Wildlife

Specific biological outcomes related to this activity are difficult to quantify. However, when recently questioned about how facilitation services helps fish (see attached "Facilitation Services Evaluation 2000), one manager noted "Facilitation has promoted agreement on fish protection measures and construction schedules." Another noted "By improving timeliness and efficiency of decision-making on actions that affect fish survival. Contribution to collaboration in decision-making helps to avoid challenges to those decisions that could delay implementation of survival improvements". As such, the expected biological outcomes are based on the ability of the involved agencies to more quickly determine the appropriate course of action necessary to aid the survival and recovery of listed fish systemwide.

Project Funding to Date

Not applicable.

Reports and Technical Papers

Work products for the Implementation Team are available at www.nwr.noaa.gov/1hydrop/hydroweb/impmin.html.

Relationship of Program to USFWS/NMFS Biological Opinion – RPAs

The Regional Forum, through its Implementation Team, coordinates inseason dam operations to assure implementation of the NMFS 2000 FCRPS Biological Opinion.

Future Needs

Project Recommendations

Maintaining the existing scope and quality of the project over the next 3 years will require a 5 percent increase each year to cover inflation and other increased operating expenses. Additional activities will require specific additional increments in present funding.

Needed Future Actions

I) Implementation of Wy-Kan-Ush-Mi Wa-Kish-Wit

Description

Purpose

The tribes are co-managers of the salmon resource pursuant to their inherent sovereignty and their 1855 treaty rights as interpreted by federal court decisions, including *United States v. Oregon* and *United States v. Washington*, and as ordered by the federal court in the *U.S. v. Oregon* Columbia River Fish Management Plan. The Pacific Northwest Electric

Power Planning and Conservation Act of 1980 recognizes the tribes' treaty reserved rights and responsibilities and a 1996 federal Memorandum of Agreement calls for coordination of fish and wildlife mitigation with Columbia Basin Tribes.

Wy-Kan-Ush-Mi Wa-Kish-Wit is a comprehensive plan to restore anadromous fishes to the rivers and streams that support the historical cultural and economic practices of the tribes. (These are generally areas above Bonneville Dam.) It emphasizes strategies that rely on natural production and healthy river systems to achieve this goal. The plan protects tribal sovereignty and treaty rights and reclaims the anadromous fish resource and the environment on which it depends for future generations.

The CRITFC Watershed Program to implement Wy-Kan-Ush-Mi Wa-Kish-Wit is designed to provide effective and efficient watershed restoration by: 1) Coordinating and conducting watershed assessment; 2) coordinating habitat restoration/protection projects with current or proposed salmonid production and subbasin habitat objectives; 3) streamlining on-the-ground habitat project implementation; 4) organizing and coordinating the biological and physical evaluation and monitoring of watershed projects; 5) organizing and coordinating water quality monitoring and evaluation of water quality effects on anadromous fish species; and 6) promoting public awareness and education of watershed restoration and protection projects in subbasins of the Columbia River. Project activities are the result of a workplan developed from and consistent with the Wy-Kan-Ush-Mi Wa-Kish-Wit and the NPPC Fish & Wildlife Program.

Scope

Wy-Kan-Ush-Mi Wa-Kish-Wit is a basin wide plan for restoration of salmon as a tribal treaty resource and as an important component of ecological health of the region. The plan provides a framework for restoring anadromous fish stocks, specifically salmon, Pacific lamprey, and white sturgeon in upriver areas above Bonneville Dam. The plan's geographic scope extends wherever these fish migrate and throughout the Columbia River Basin wherever activities occur that directly affect them. Specific targets of the Watershed Department program to implement Wy-Kan-Ush-Mi Wa-Kish-Wit are:

1. Provide comprehensive coordination and tracking of tribally sponsored watershed protection & restoration projects to ensure timely on-the-ground project implementation and cost sharing within each subbasin
 - a. Provide management assistance to the four tribes' fisheries programs in packaging and managing comprehensive watershed proposals and projects through the NPPC, CBFWA and BPA review and contracting processes.
 - b. Provide coordination amongst tribes and project cooperators to insure projects are integrated within the subbasin and consistent with NPPC F&W Program, Wy-Kan-Ush-Mi Wa-Kish-Wit, and fish habitat objectives for the subbasin.
 - c. Maintain a project tracking system for tribal/subbasin projects to monitor project implementation, fiscal management, local and regional project coordination and reviews, overall subbasin evaluation results and effectiveness.
 - d. Promote cost sharing of subbasin watershed projects with tribal, federal, state, local, and private agencies, organizations, and individuals by identifying and coordinating funding and implementation opportunities.

2. Provide technical support to tribes in developing & implementing scientifically sound watershed projects and promoting land management strategies which protect salmon habitats within subbasins.
3. Establish a scientific technical team to assist tribal/subbasin project sponsors and implementers in developing guidelines and standards for watershed restoration projects consistent with Wy-Kan-Ush-Mi Wa-Kish-Wit Program.
4. Provide technical support to tribes & subbasin cooperators to assure federal, state, and private land managers implement accountable management plans consistent with the biological needs of fish, their habitats, and fishery management goals.
5. Provide technical support to tribes in conducting watershed assessments in four subbasins as a cost share partnership with WSU, StreamNet, and Salmon Corps..
6. Cooperate with StreamNet to gather digital data (G.I.S.) on each watershed based upon needs specified in assessment guidelines. Identify and address data gaps.
7. Train and coordinate Salmon Corps personnel to collect necessary field data where gaps exist for assessments & project monitoring w/in short time frame.
8. Support and develop tribally sponsored efforts in public outreach and education for subbasin watershed restoration and protection projects.
9. Assist tribes & subbasin cooperators with public outreach through community based meetings, workshops, and field tours of on-the-ground projects. Utilize Salmon Corps to promote public awareness in each subbasin.
 - a. Promote opportunities for local partnerships by communicating in the media subbasin watershed restoration activities and document and publicize success stories (watershed protection, restoration, and supplementation) using fact sheets, articles, and video.
10. Organizing and coordinating water quality projects in the mainstem Columbia River and its tributaries and evaluation of water quality effects on anadromous fish species.
 - a. Develop protocol and coordinate installation of a comprehensive, multilevel thermograph system in the lower tributaries and dam reservoirs throughout the Columbia and Snake Rivers to monitor water temperature.
 - b. Evaluate anadromous fish health issues in the mainstem Columbia River resulting from toxic contaminant exposure and develop collaborative working relationships with state and federal agencies to address these fish health concerns.
 - c. Program support and capacity building for tribal water quality initiatives.

Accomplishments/Results

Adaptive Management Implications

This project is serves primarily to coordinate and improve the implementation of individual projects. As such it is best described as part of the project implementation function of Adaptive Management (Figure 1, section B).

Past salmon restoration efforts have been based on status quo management rather than adaptive management. The tribes' technical recommendations are designed as testable hypotheses: they define problems, propose remedial actions, set objectives, and describe

means to evaluate the actions. Using this adaptive management framework, restoration actions can be modified as indicated by scientific evaluation.

Benefits to Fish and Wildlife

Project provides information and coordination assistance, which will increase the efficiency of administering funds for the benefit of fish and wildlife. Project assistance promotes scientifically valid methods in tribal restoration planning and project implementation consistent with NWPPC goals. Water quality monitoring and evaluation of effects on wildlife will result in improvements in water quality management for improved habitat conditions and fish and wildlife health.

Project Funding to Date

The program Implement Wy-Kan-Ush-Mi Wa-Kish-Wit Now! was developed by staff at the Columbia River Inter-Tribal Fish Commission. It is an ongoing program funded through Bonneville Power Administration.

FY 1998	\$113,089
FY 1999	\$121,385
FY 2000	\$267,471
FY 2001	\$289,301

Funds are leveraged with additional support for related projects from the Environmental Protection Agency, the Flintridge Foundation, Bureau of Indian Affairs, National Fish and Wildlife Foundation, and the Pacific Salmon Commission.

Reports and Technical Papers

Numerous reports and technical papers are available at the CRITFC website at www.critfc.org. Of particular note is the 1999 guide: Protecting & Restoring Watersheds: a Tribal Approach to Salmon Recovery, and the proceedings from the 2000 and 2001 Columbia River Basin Tribal Water Quality Conference

Relationship of Program to USFWS/NMFS Biological Opinion –RPAs

This program promotes tribal planning and restoration of anadromous fish in the Columbia River Basin consistent with fish and wildlife recovery goals and incorporating recommended priority actions.

Future Needs

Project Recommendations

Continuing funding will be needed to support the ongoing role of the Columbia River Inter-Tribal Fish Commission in implementation of Wy-Kan-Ush-Mi Wa-Kish-Wit, in

coordination and support of tribal restoration planning and project implementation. Maintaining the existing scope and quality of the project over the next 3 years will require a 5 percent increase each year to cover inflation and other increased operating expenses. Additional activities will require specific additional increments in present funding. The program will continue coordinating habitat restoration/protection projects with current or proposed salmonid production and subbasin habitat objectives, and streamlining on-the-ground habitat project implementation.

Needed Future Actions

The CRITFC will continue in its unique roll of facilitating tribal involvement in restoration efforts consistent with basin wide goals for fish and wildlife recovery. As co-managers of the fish and wildlife resources the tribes role in basin wide planning and implementation will continue to be active and represented in NWPPC proceedings. As subbasin summaries and assessments are completed there will be more focus on implementation and on the ground restoration work by the tribes and cooperating state and federal agencies. Increased emphasis on the Water Quality Program and goals to monitor water quality in the Columbia River will assess and minimize impacts of degraded water quality on anadromous fish health.

J) Artificial Production Advisory Committee

Description

The formation of the Council's Artificial Production Advisory Committee (APAC) is called for under the 2000 Fish and Wildlife Program. The primary purpose of the committee is to advise the Council on how best to achieve a regional perspective and unified approach to artificial production reform in the Columbia River Basin. The membership of APAC includes representatives from the fish agencies, tribes, utilities environmental organizations and universities. The first meeting of the APAC occurred in July 2001. The committee's first assignment from the Council was to initiate a review of the purposes and operations of all artificial production programs in the basin.

Over a period of several months, APAC has helped to develop the workplan and deliverables for the artificial production Facility/Program Review and Evaluation (FPRE). The FPRE is currently underway and has several objectives:

1. Determine program consistency with legal, policy, and scientific criteria.
2. Determine program alignment with mandate, purpose, and operations.
3. Inform the sub-basin planning process about the extent and appropriateness of artificial production programs within sub-basin waters.
4. Determine the state and progress of hatchery reform in the Columbia River Basin.
5. Estimate the funding requirements for hatchery reform.

6. Create a central database of critical artificial production information to monitor reform, inform fisheries managers, support other regulatory and planning processes, and analyze future production/harvest strategies and scenarios.
7. Determine if the production program optimally contributes to current fishery management objectives and priorities.

In general, the FPRE will provide valuable information on how best to implement artificial production reform at a programmatic, subbasin and regional basis.

It is also intended that the FPRE will work in conjunction with Hatchery and Genetic Management Plans (HGMP). Unlike the FPRE process, HGMPs focus primarily on individual artificial production programs. An HGMP is a comprehensive and detailed plan that describes the facilities, operations, benefits, risks, performance, and evaluation of artificial production programs (by species, by sub-basin). An HGMP is a tool used by NMFS and USFWS pursuant to the ESA to assess impacts of artificial production programs on listed species in (a) issuance of section 10 permits, (b) conduct of section 7 consultations, and (c) assessments conducted under NMFS' 4(d) Rules. The HGMP was also created to serve as a common template and source of information for (i) local and regional fish production and management planning, (ii) sub-basin planning, (iii) recovery planning, (iv) scientific review of production programs, and (v) hatchery performance reviews.

The Council will use HGMPs as a tool to help ensure implementation of its hatchery reform policies. NMFS/USFWS will use HGMPs as their primary tool for regulating production programs and integrating them into recovery plans pursuant to the ESA.

K) Oregon Habitat Mitigation

Description

Purpose

Oregon's managers, also known as the Oregon Coalition, have been working together since 1991 to coordinate the planning, selection, and implementation of BPA-funded habitat projects within Oregon. These projects are intended to benefit Oregon's fish and wildlife by mitigating habitat losses resulting from the development and operation of the Columbia Basin federal hydropower system. The Oregon Coalition is made up of managers from the Oregon Department of Fish and Wildlife, Confederated Tribes of the Warm Springs Indian Reservation of Oregon, Confederated Tribes of the Umatilla Indian Reservation, Burns Paiute Tribe, and the U.S. Fish and Wildlife Service.

Loss assessments completed in the mid and late 1980s estimated the amount and value of habitat that was lost due to dam construction/inundation. Certain wildlife species were selected as indicators of each habitat type present prior to dam construction/inundation. These losses were amended into the Council's Fish and Wildlife

Program and BPA began funding individual projects, interim statewide mitigation agreements, and hydrofacility mitigation agreements. When BPA decided to pursue wildlife mitigation agreements with Idaho and Washington in 1992, Oregon's managers became interested in pursuing a similar agreement for Oregon's wildlife losses. Oregon Coalition members worked together towards pursuit of such an agreement by developing mitigation objectives for the State of Oregon, identifying mitigation needs and potential mitigation sites within Oregon, and projecting the economic costs of implementing mitigation actions. When BPA decided not to negotiate any additional trust agreements with the states or tribes, the Oregon Coalition shifted their focus from pursuit of a trust agreement to the development and submittal of individual mitigation projects through the Council's annual project prioritization process. The Oregon managers developed a programmatic project to plan and implement habitat projects in Oregon based on the results of their earlier planning efforts. The long-term goal of the Oregon Coalition continues to be to fully mitigate Oregon's fish and wildlife habitat losses as called for in the Northwest Power Act and as directed by the Northwest Power Planning Council Fish and Wildlife Program.

Scope

Oregon Coalition mitigation efforts occur in all Columbia Basin EcoProvinces and subbasins that lie within Oregon. Mitigation activities focus on the priority habitats and associated indicator species impacted by the development and operation of those hydroelectric facilities having an affect on Oregon subbasins. Oregon Coalition members meet regularly to coordinate – statewide issues are discussed, mitigation strategies are developed and modified, procedures are developed, contracting issues are addressed, available project funds are allocated, new potential projects are identified and selected, and project proposals are prepared. Proposals are reviewed by the CBFWA regional fish and wildlife managers and the Independent Scientific Review Panel. The Council considers the CBFWA and ISRP funding recommendations in making recommendations to BPA.

Oregon's managers hoped that a coordinated statewide planning effort would result in the greatest overall benefits to fish and wildlife populations and their habitats. Project coordination at this level provides an opportunity to address mitigation on more of an ecosystem level – taking into account the relationships between migratory corridors, wildlife breeding, resting and feeding areas, and the link between upland and aquatic habitats. It provides the ability to assess the role of a project in relationship to other proposed and existing projects, to both improve benefits to the resource and to increase management efficiency.

A 1999 Memorandum of Agreement (MOA) between Oregon Coalition members guides Oregon mitigation planning and implementation efforts. The MOA outlines the shared vision for habitat protection and restoration, mitigation planning and implementation operating principles and guidelines, and commitment to planning and implementation habitat projects in a coordinated fashion throughout Oregon.

Oregon Coalition members have identified the following four areas of focus:

1. Maintenance of an active list of potential mitigation opportunities/habitat protection and restoration sites for prioritization and selection (i.e., evaluation and

prioritization of potential mitigation projects using existing guidelines and strategies; development of new project implementation strategies).

2. Cooperative development and implementation of habitat projects (i.e., coordination of project activities to reduce costs, provision of technical assistance with landowner negotiations when mutually beneficial, NEPA compliance, HEP surveys; development and implementation of a statewide M&E program; development and implementation of coordinated public outreach strategies).
3. Participation as a unified coalition in the resolution of regional policy issues pertinent to Oregon mitigation activities (e.g., participation in the development of standardized methodologies and guidelines for crediting wildlife construction/inundation losses, quantifying and mitigating operational impacts to fish and wildlife populations and habitats, securing BPA mitigation implementation funds and long-term Operation and Maintenance funds, developing a M&E Program, preparing habitat management plans, and creating a data management system).
4. Participation in regional fish and wildlife processes related to the Northwest Power Planning Council's Provincial Review Process and Subbasin Planning Process.

Oregon Coalition members are members of the Columbia Basin Fish and Wildlife Authority (CBFWA) and actively participate in CBFWA activities according to the 1987 CBFWA charter and consistent with CBFWA's identified scope of work (see Section E above).

Accomplishments/Results

Adaptive Management Implications

Oregon Coalition members coordinate the planning, selection, and implementation of many BPA-funded projects within Oregon and seek BPA funds to support statewide coordination activities of the Oregon Coalition members. Historically, the Oregon Coalition requested and received funding for coordination through their programmatic project proposal entitled "*Securing Wildlife Mitigation Sites – Oregon*" (Project No. 199705900). This project also requested and was awarded funds for the protection of fish and wildlife habitats, usually through fee-title acquisition and conservation easement. Through FY 2001, the Oregon Coalition submitted this programmatic project for on-going support of coordination and habitat protection based on updated lists of priority habitats identified in the GAP analysis. This programmatic project was reviewed by the CBFWA managers and allocated funds by the Council through their annual project prioritization process. The Council has since departed from its annual project prioritization process and implemented a "Rolling" Provincial Review Process (see Section D above). The Oregon Coalition will build on existing mitigation efforts and will pursue funds for specific and programmatic habitat protection and enhancement projects in Oregon subbasins in the appropriate EcoProvince solicitation. These projects will be subject to peer review and Council recommendation. Coordination will be an on-going activity in and between the multiple Oregon provinces and subbasins. Oregon's managers will continue to address fish and wildlife mitigation

needs within Oregon as identified in the Council's 2000 Fish and Wildlife Program and as subbasin plans are completed. Oregon Coalition members will continue to develop and implement new strategies for implementing high priority habitat projects in a collaborative, efficient, and timely manner.

Benefits to fish and wildlife

Coordination between Oregon's managers has resulted in the development of habitat mitigation goals and objectives for Oregon, a list of potential projects, and an agreed upon process for reviewing, selecting, and funding projects. This has resulted in the allocation of over \$14 million to the Oregon Coalition members and the subsequent implementation of many projects that are protecting and enhancing habitats for the benefit of fish and wildlife. The Oregon Coalition's collaborative structure and process has helped promote better communication, a more unified mitigation plan for Oregon, timely project implementation, a sense of equity among the managers, cost efficiencies, and the sharing of technical expertise.

While the Oregon Coalition will continue to work together to identify and implement projects that specifically address identified habitat losses within Oregon, they will also prioritize projects that benefit fish and wildlife listed under the Federal Endangered Species Act, address other statewide priorities (e.g., water quality standards), and address not yet quantified operational losses. The Oregon Coalition will participate in the development of regional and state standards and procedures for addressing Monitoring and Evaluation, management plans, operational losses, data management, and more.

Project Funding to Date

Between FY 1993 and FY 2002, Oregon Coalition members have received approximately \$14 million in BPA funds for coordination, planning, and habitat acquisition. It is estimated that about \$1.5 of this total has funded coordination and planning tasks.

Reports and Technical Papers

In 1993, the Oregon managers completed the *Oregon Trust Agreement Planning Project*. This project was funded by BPA and done in cooperation with the Oregon Natural Heritage Program. The goal of this project was to evaluate potential strategies for the mitigation of the impacts on Oregon wildlife resources by relevant mainstem Columbia River and Willamette River hydroelectric developments. The result of the effort was a database of mitigation opportunities in Oregon, development of criteria to assist in ranking the sites and areas, and an estimation of overall mitigation costs. In 1997, the Oregon managers completed a draft report on *Assessing Oregon Trust Agreement Planning Project Using Gap Analysis; Potential Mitigation for the Impacts to Oregon Wildlife Resources Associated with Relevant Mainstem Columbia River and Willamette River Hydroelectric Projects*. This project was considered an assessment and refinement of the Oregon Trust Agreement Planning Project. The GAP analysis project provided a process for evaluating potential mitigation projects, tracking of projects through time and space, and method of selecting effective projects in the future based on GAP Analysis methodologies. An updated and expanded list of potential habitat projects within Oregon was also created.

Both the Oregon Trust Agreement Planning project and the Gap Analysis project were disseminated in hard copy and are available on BPA's website (www.bpa.gov).

Oregon Coalition members have contributed to numerous CBFWA reports and technical papers including subbasin summary documents, annual work plans, and *Guidelines for Enhancement, Operation, and Maintenance Activities for Wildlife Mitigation Projects* (CBFWA 1998). See the CBFWA website (www.cbfgwa.org) for these and other documents. Also, Oregon managers have provided input to various Council technical documents such as the 2000 Fish and Wildlife Program.

Relationships of Program to USFWS & NMFS Biological Opinions – Reasonable and Prudent Alternatives

The Oregon Coalition considers and prioritizes projects using “benefits to listed species” as a criterion. Many of the habitat protection and enhancement projects that the Oregon managers have implemented to date provide benefits to ESA-listed fish and wildlife. Applicable BiOp RPAs are referenced in project proposals.

Future Needs

Project Recommendations

Maintaining the existing scope of Oregon Coalition member coordination and planning tasks over the next three years will require an increase each year of about 5% to cover costs of inflation and other increased operating expenses. Continued funding will be needed to support the on-going role of each Oregon manager in participating in a collaborative statewide fish and wildlife mitigation effort – identification, selection, and implementation of additional habitat projects to mitigate for remaining fish and wildlife losses within Oregon; development and implementation of new mitigation strategies and procedures, assistance with technical processes, participation in the resolution of regional issues, and support of Oregon subbasin planning efforts.

Needed Future Actions

The Oregon Watershed Enhancement Board's Watershed Assessment Manual needs to be expanded to include a wildlife component. This would likely include the writing of a wildlife chapter as well as modification of existing chapters to reflect consideration of wildlife and associated upland and riparian habitats. Wildlife crediting should be conducted according to the NWPPC's Fish and Wildlife Program which currently calls for a 2:1 ratio to address the remaining construction/inundation losses. Habitat acquired as mitigation for lost habitat units identified in Table 11-4 should be acquired in the subbasin in which the lost units were located unless otherwise agreed by the fish and wildlife agencies and tribes in the subbasin. Periodic monitoring of projects using Habitat Evaluation Procedures and other methods endorsed by the Council and resource managers should be used to provide BPA enhancement credits. There is a need to develop sound methodologies for crediting BPA for fish benefits that occur from habitat protection and restoration and for crediting BPA for habitat values they protect and enhance that do not

correspond directly to an existing losses ledger. An assessment of direct operational impacts on fish and wildlife and their habitats has not yet been conducted. This should be done. Mitigation for such losses as well as secondary losses should be provided through the subbasin planning process. Long-term maintenance agreement should be developed with BPA to provide secure O&M funding adequate to sustain the minimum credited habitat values for the life of the project.

L) Regional Forum Facilitation Services

Description

Purpose

The goal of Regional Forum Facilitation Services is to enhance communication and issue-resolution among representatives of the regional forum teams.

The National Marine Fisheries Services (NMFS) established a consensus-based Regional Forum to coordinate and oversee implementation of the 1995 Biological Opinion on Hydro Operations in the Columbia River. At the heart of this Forum are teams comprised of Federal, State and Tribal sovereigns, fish and wildlife managers and hydro operators. These teams deal with both real time operation decisions and long term policies that affect the operation of hydro facilities and, as a result, fish and wildlife on the Columbia River. Due to the variety of interests affecting decisions on the Columbia River, the teams determined in 1997 that the assistance of a neutral and professional facilitator would best support the established consensus process.

Scope

Provide for a facilitator to work at all meetings and conference calls of the Regional Forum teams, i.e. the Executive Committee, Implementation Team, System Configuration Team, and Technical Management Team. Mediate conflicts as they may arise, and help improve decision-making.

Accomplishments/Results

Facilitated all Regional Forum teams beginning in June 1998. Facilitated resolution of issues at a team level. Reduced number of issues raised to IT for resolution from technical teams. Improved decision-making on mainstem hydroelectric issues.

Adaptive Management Implications

The Facilitation Services enhance the effectiveness of adaptive management by helping the regional workgroups come to agreement on difficult issues.

Benefits to fish and wildlife

Under 1.2A of the 1994 Fish and Wildlife Program, the Northwest Power Planning Council stresses the need for cooperation among all parties involved in fish and wildlife restoration. For example, the Council notes, "In developing the Columbia River Basin Fish and Wildlife Program, the Council must deal with the Columbia River and its tributaries as a system. This system touches a broad range of human activities: hydropower production, navigation, flood control, agriculture, recreation and many other land and water development activities. Opportunities for *improved coordination and cooperation*, as well as for increased conflict, are enormous. Building a fish and wildlife program that properly accounts for these activities requires the broadest possible involvement of the public and affected interests." Under 1.2C, the Council notes, "Ultimately, the successful recovery of salmon, steelhead, resident fish and wildlife populations depends less on legal authority than on cooperation. Only through the committed and enthusiastic participation of all affected parties will a full recovery be achieved." The Facilitation Services enhances the level of cooperation among several key parties involved in fish and wild restoration.

Project funding to date

Total amount of BPA funding since program inception:

1998 - \$ 80,000
1999 - \$163,000
2000 - \$103,000
2001 - \$115,000
2002 - \$154,000
Total: \$615,000

Reports and Technical Papers

Reports or scientific papers produced as a result of this program and how they have been disseminated (Not Applicable). Facilitator's notes are provided to summarize each regional forum team meeting.

Relationship of Program to USFWS/NMFS Biological Opinion – RPAs

The Facilitation Services works with the regional forum groups established under the NMFS Biological Opinion.

Future Needs

Project Recommendations

Maintain the existing scope and quality of the Facilitation Services over the next 3 years.

Needed Future Actions

Continue providing a facilitator to work at all meetings and conference calls of the Regional Forum teams, i.e. the Executive Committee, Implementation Team, System

Configuration Team, and Technical Management Team. Continue providing mediation for conflicts as they arise, and continue helping to improve communication and decision-making.

M) Tagging Study Technical Committee

Description

Purpose

The Tagging Study Technical Committee (TSTC) would be a new effort to provide formal coordination and independent scientific review of tag-based studies within the Columbia R. Basin, beginning first with studies of PIT-tagged anadromous salmonids. The Technical Committee would, for example, ensure that management needs and research hypotheses are well articulated, evaluate the adequacy of study designs to address the questions/hypotheses, help justify fish/tag/funding requests, help identify groups of tagged fish that could serve the needs of multiple studies, and help develop formats for reporting summary results that are relevant to the questions/hypotheses and – when appropriate – that integrate and synthesize across multiple studies.

Scope

The initial, primary scope of the TSTC would be to review and evaluate all BPA-funded PIT-tag studies of anadromous salmonids. The scope would be expected to expand through phases to eventually include other PIT-tag-based studies within the Columbia Basin (e.g., Corps- and PUD-funded, resident fish studies) and studies using other tagging/detection methods (e.g., radio telemetry), as needed.

Accomplishments/Results

This would be a new program.

Adaptive Management Implications

The TSTC would help multiple project sponsors coordinate their efforts to address priority management needs that could be addressed through studies using PIT-tags or other marking/detection technologies. The TSTC would help ensure that the data were produced to satisfy study objectives and would facilitate – through its reviews and evaluations – appropriate between-year and within-year adjustments to study designs and tagging proposals.

Benefits to fish and wildlife

The direct benefits could include a reduction in the handling and tagging of some groups of fish that are presently being tagged but are not producing data of sufficient quality to satisfy management needs. However, most of the benefits would be indirect and would

include better, more representative data and clearer results for evaluating the effectiveness of actions and making management decisions.

Project funding to date

Total amount of BPA funding since program inception:

N/A: new program

Reports and Technical Papers

These could include regular and *ad hoc* written reports that evaluate and recommend improvements to proposed studies proposing to use PIT or other tags. Annual data summaries could be produced by the sponsors of individual projects and/or under the auspices of the TSTC. Results from these reviews would be available both to project sponsors and to the review/funding agencies to ensure, for example, that work statements are adequate for contracting.

Relationship of Program to USFWS/NMFS Biological Opinion – RPAs

The NMFS BiOp includes approximately 15 RPA Actions calling for studies that explicitly include PIT-tags or would likely employ them. The TSTC would help ensure that the numbers of ESA-listed fish proposed for tagging (in the study designs) are necessary and adequate to address BiOp implementation and other needs. Additionally, the NMFS BiOp includes numerous RPA Actions calling for studies that may employ other tagging methods that may benefit from improved integration with PIT-tagging studies.

Future Needs

Project Recommendations

An appropriate project would include participation by agency and tribal representatives (particularly the Fish Passage Center and NMFS), close cooperation with the PIT-tag Steering Committee, participation by other regional entities directly involved in tagging studies, responsibility to the Council and to BPA, retention of independent scientific reviewers (with formal or informal ties to the ISRP), and sufficient breadth of vision to plan for future needs and to integrate across the basin and across technologies.

Needed Future Actions

Solicit and fund a project within the Mainstem/Systemwide province of the Fish and Wildlife Program to satisfy this need.

References

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