

ANNOTATED HISTORY OF THE COLUMBIA BASIN FISH AND WILDLIFE AUTHORITY

Institutional

1980: Congress passed the Northwest Power Act (Act). Among other things, the Act created the Northwest Power Planning Council and directed it to develop the Columbia River Basin Fish and Wildlife Program (Program). The Program addressed the impacts of hydroelectric development on the fish and wildlife resources of the Columbia Basin. In the mid 1980's under the new Act, the agencies and tribes were separately becoming less effective as the Northwest Power Planning Council (now Northwest Power & Conservation Council) and Bonneville Power Administration began asserting themselves in setting fish and wildlife priorities with greater frequency. Soon all the Basin fish and wildlife tribes and agencies agreed that to be more effective in carrying out their respective and collective activities associated with implementing the Program, they would join together "to assure comprehensive and effective planning and implementation of fish and wildlife programs in the Columbia River Basin."

CBFWA Chartered

1987: The state and federal fish and wildlife management agencies and 13 Indian Tribes in the Columbia Basin established by Charter the Columbia Basin Fish and Wildlife Authority. The CBFWA organization would provide a forum for its Members to exchange information on matters affecting anadromous fish, resident fish and wildlife resources and habitat concerns in the Basin and develop unified positions. Decisions could be made only by consensus and all actions supported by CBFWA were developed through a consensus process. It was hoped that consensus would focus the agency and tribal actions into a single direction, thereby providing the Northwest Power Planning Council and the Bonneville Power Administration with recommendations representing the best available information for the fish and wildlife managers. It was believed that this would improve the quality of decision making, strengthen the Program, and simplify the decision process resulting in time and cost efficiencies.

The 1987 Charter established:

- Three main objectives for the organization:
 1. Fish and Wildlife Management Coordination
 2. Columbia Basin Fish and Wildlife Program Coordination
 3. Coordination of Land and Water Management Cooperation

- Organization and Membership: Twenty original members (WDF and WDW had not combined yet). Established a Chair and Vice Chair to serve as officers of the organization and specified the rotation process for filling the Chair and Vice Chair positions. Due to the large number of Members and the geographical dispersion of the Members and the projects, the CBFWA used a number of groups and committees to perform investigations and provide general direction between regular semi-annual Member's meetings. The major committees were:
 - Members Steering Group (MSG) – A group of six policy people – one from the federal agencies, two from the state agencies and three from the tribes – formed to oversee the carrying out of the policy decisions of the Authority and maintain oversight of the Executive Director and CBFWA committees.
 - Liaison Group (LG) – A group consisting of Member agency and tribal senior managers active in Columbia Basin fish and wildlife resource management appointed to assist the Executive Director in carrying out the regular business of the CBFWA. This group met monthly.

- CBFWA Committees: CBFWA established standing committees to provide the operational/technical information required to accomplish the activities of CBFWA. Standing committees operate on a charter approved by the Members and are advisory only. Standing Committees were:
 - o Anadromous Fish Production Committee (AFPC)
 - o Fish Passage Advisory Committee (FPAC)
 - o Resident Fish Committee (RFC)
 - o Wildlife Committee (WC)
- Administrative Provisions: Charter directed the CBFWA to hire an “Executive Secretary to be the chief administrative officer of the CBFWA,” established the selection process and described the duties of that position.
- CBFWA Funding: Drawn from annual dues payable on October 1 and non-refundable. Assessments apportioned 1/3 of operating costs to federal agencies, 1/3 to state agencies, 1/3 to Tribes. Fiscal year was to be October 1 – September 30.
- Decisions: All decisions were to be consensus, established the requirements that had to be met to reach consensus, as well as a definition of consensus and the process. Dues had to be paid in order to vote.

The Charter has been amended six times:

1992 – Amended to reflect that BPA funding shall be used to carry out Program activities, eliminated the requirement to have dues paid in order to vote and reduced Members dues amount to \$750.00 per member, title of the chief administrative officer changed from Executive Secretary to Executive Director, changed “provide oversight to the FPC through the established FPC Executive Committee” to “provide policy direction for and administration of the FPC”, and removed the provision that committee decisions may be made by majority vote.

1995 – Amended to remove YIN (at their request) from the list of Members Tribes, reflect Washington’s action to merge their separate Fish and Wildlife Agencies into one agency becoming the Washington Department of Fish and Wildlife, update committee operational procedures, changed all references from “Authority” to “Members,” and under Section “D. Authority Funding” added #3 – referencing the CBFWF as the fiscal arm of the CBFWA. The Executive Director duty regarding the FPC Manager was changed to state “The ED shall prescribe the duties and direct the Authority staff, including the FPC Manager.”

1997 – Amended to include the Confederated Tribes and Bands of the Yakama Indian Nation (at their request) and formalize the restructuring of the organization into Members, Members Steering Group (replaces the Liaison Group) and Caucuses/committees. Each caucus was to be a policy level group with policy level authority and representation. The operation and procedures were modified to address the new structure and potential issues – Intra-Caucus Issues, Cross-Caucus Issues and Cross Caucus Conflicts. Caucuses and committees must operate by consensus. The duty of the Executive Director in regards to the FPC Manager was revised to read that the “ED shall provide oversight for the Fish Passage Center Manager, and “the ED shall serve as an ex-officio member of the Fish Passage Center Board of Directors.” The Charter was amended and adopted on a 24 month interim basis.

2000 – Amended the Charter to remove the “Background” information and provide a brief “Preamble” of the organization. A section was added describing Tribal Organizations. Reformatted the Charter “Rules of Procedure.” Added specific language regarding the consensus decision making process to require active participation should a Member choose to object on an issue or recommended action. Dissolved the caucus structure and re-established a senior level committee renamed Members Management Group and reestablished the technical committees.

2005 – Amended to remove the Spokane Tribe and Kalispel Tribe as Members. To revise Part V- Administration pertaining to the committees. Members Management Group was renamed Members Advisory Group and specific operating guidelines were imposed on committee operations. Technical Committees were renamed technical advisory committees with specific operating guidelines within the advisory function. Consensus rules were changed to require active participation by all Members to achieve consensus agreement.

2006 – Amended to add Section 406 “Withdrawal by Members” and Section 407 “Admission of New Members.” The Charter was reformatted and committee operating procedures standardized.

F/W Program Implementation

1987 - 1993: CBFWA operated under several individual contracts with BPA and NPCC which were administered through the Pacific States Marine Fisheries Commission on CBFWA’s behalf. CBFWA’s central staff was employees of PSMFC. Key services or products included:

- Provide a forum to discuss issues/recommend actions.
- Salmon and steelhead production plans (*Subbasin Plans*) for 31 major drainages in the Columbia Basin. The plans documented the salmon and steelhead resources in the subbasins and proposed strategies for increasing production.
- The *Integrated System Plan* a 527-page salmon and steelhead production planning document which proposed strategies to achieve the Northwest Power Planning Council’s 1987 interim goal.
- Bulletin Board Service to facilitate communications and transfer of information.
- Integrated Hatcheries Operations Team (IHOT), an interagency team assembled to develop standardized fish hatchery operating protocols throughout the region.
- The *Wildlife Program Amendment* adopted by the NPPC in 1989.
- Produced the *Biological and Technical Justification for the Flow Proposal of the Columbia Basin Fish and Wildlife Authority* in 1991.
- Worked with BPA to develop the *Implementation Planning Process* - a formal interactive collaborative process between BPA and the fish and wildlife agencies and Tribes for implementing the NPPC’s Program.
- The development of a Basin wide *Annual Work Plan* related to the NPPC’s Program and submitted to the NPCC and BPA as a function of the Implementation Planning Process.
- Developed a data base to track project budgets and Program implementation.

CBFWA contracts included: Integrated System Planning (NPPC), Technical Work Group (BPA), Implementation Planning Process (BPA), Scientific Review Group (BPA), and Scoping Groups (BPA).
Staffing: 6

1993-1995: CBFWA continued to provide the core services and undertook additional activities:

- Provide a forum to discuss issues/recommend actions.
- Bulletin Board Service to facilitate communications and transfer of information.

- Maintain data base to track project budgets and Program implementation.
- The Investigational New Animal Drugs (INAD) effort was requested to be coordinated through the CBFWA. This program would track and collect data on fish drug therapeutics used to treat fish diseases for the purpose of obtaining FDA clearance for permitting the use of these drugs.
- The Comprehensive Environmental Analysis to assess the impacts of the interaction between hatchery fish and naturally spawning fish in the Columbia River Basin was also requested to be initiated through CBFWA.
- A Regional Analytical Coordination Group was established (CBFWA, ODFW, CRITFC, IDFG and WDF) to provide the best available scientific methods and data to be applied to salmon mitigation analyses in a coordinated regional effort that maximizes the effective use of limited staff resources.
- Annual Fish Passage Center review of river operations with products like the 1994 Detailed Fishery Operating Plan, a proposed multi-year plan for managing the Columbia River hydroelectric system to better satisfy the needs of salmon and steelhead.
- CBFWA also provided recommendations to the NPPC on resident fish measures in the very first draft Resident Fish and Wildlife Amendment.
- Formed the Columbia Basin Fish and Wildlife Foundation. The Members felt that the agencies and tribes could better use the indirect funds currently going to PSMFC to support their own infrastructure. Thus, the Members approved the formation of the Columbia Basin Fish and Wildlife Foundation (Foundation) to serve as the administrative-fiscal arm of the CBFWA. The Foundation was incorporated in October 1993 as a non-profit corporation, legally registered with the State of Oregon under the Oregon Nonprofit Corporation Act. The Foundation was set up to manage projects approved by the CBFWA Members and directly related to the goals and objectives of the CBFWA.

Contracts through PSMFC: CEA, INAD, AWP, PATH, SOR, Predator Control. Staffing: 18

1995-1997: FY 95 was the first year that CBFWF contracted with BPA to:

- Provide a forum to discuss issues/recommend actions;
- Assisted in and provided coordination with the fish and wildlife managers and other interested parties in the region to participate in the Regional Prioritization Process and provide proposed FY96 Fish and Wildlife Program Work Plan to BPA and NPPC;
- Assisted the Independent Scientific Group;
- Coordinated Integrated Hatchery Operations Team activities;
- Coordinated tributary passage activities (FSOC and passage); and,
- Provided CBFWA structure to carry out the NPPC Fish and Wildlife Program measures.
- Developed the first Multi-year Implementation Plan, including Program budget regarding the MYIP.
- The NPPC adopted amendments to its Fish and Wildlife Program under which the management agencies and tribes, through CBFWA, should develop recommendations to BPA's AIWP for FY 1997 and subsequent years.
- CBFWA's ad hoc Watershed Equity Team developed draft Planning Objectives, Critical Factors, and Effects of System Configuration and Operation for Resident and Anadromous Fish in the Columbia River Basin. This draft document was never formally adopted but serves as a reference document to Members upon request.

- The Members reviewed the Charter and committee structure operations to restructure from advisory committees to decision making. The Members held a meeting in Astoria in 1996 to review CBFWA activities, contracts, caucus statements of work, and personnel needs.

Contracts: AIWP (BPA); Regional Independent Scientific Group, now ISAB (BPA); Tributary Passage and Habitat Coordination and FSOC (BPA); IHOT (BPA); INAD Program Western Project (fee based), Gee Creek Watershed Restoration Project (USFWS); Hanford Reach Research (USFWS); Analytical Coordination Group (PATH project) (BPA); Predator Control (BPA), PEIS, (BPA), Coded-Wire Tag (BPA). Contract staff: 7. CBFWA/F staff: 12

1997-2000: In 1997 the CBFWA Charter was amended to reflect an operational change of the committees from advisory to policy decision making caucuses. The Members activities and accomplishments are:

- Provide a forum to discuss issues/recommend actions.
- Conducted the 1997 Columbia Basin Fish and Wildlife Program Review of Projects in Portland. The three day event was co-sponsored by BPA, NPPC, PPC and Trout Unlimited. The purpose was to provide the public with information and education on the approximate \$127 million in fish and wildlife mitigation projects funded annually through the guidance of the NPPC's F/W Program.
- Provided technical administration of the Northern Pikeminnow Management Program.
- Facilitated the completion of the Multi-Year Planning Process, coordinating with MOA parties, the NPPC and Tribes to reach regional approval of a multi-year plan, including a five year budget to implement the Plan.
- Facilitated "Three Sovereigns" process including the governance and transition cost workgroups to develop a regional approach and provide input to the pending Energy Deregulation Bill.
- Provided support for coordination activities and facilitate communications among CBFWA members necessary for resolving issues related to hatchery operations.
- Developed a Draft Annual Implementation Work Plans with enhancements of updated subregion/subbasin summaries, past accomplishments, watershed assessments reference list, recommended projects for milestone-based evaluation, and how projects in subbasins relate/contribute to strategies used to accomplish goals and objectives.
- Provided technical administration of the ISAB.
- Developed data base for budget and project tracking on Program implementation
- Facilitated FSOC activities and regional coordination to implement FSOC projects in the CRB.

Contracts: AIWP (BPA), ISAB (BPA), USFWS Data Collection (USFWS), PATH (BPA). CBFWA/F Staff: 12

2000-2005: CBFWA reviewed its organizational structure and amended its Charter to eliminate the caucus structure and replace with technical advisory committees. CBFWA activities and accomplishments include:

- Provide a forum to discuss issues/recommend actions;
- CBFWA developed a New Directions Work Plan (5/03) to outline the essential functions of the organization over the next three to five years and restated mission to "CBFWA will be the leading regional voice advocating for the fish and wildlife of the Columbia River Basin and the ecosystems on which they depend."

- CBFWA developed the Draft Annual Implementation Work Plans, packaged geographically with an allocated, balanced and recommended annual budget and participated in the NPPC's public review process.
- Facilitated, coordinated, and assisted in the Rolling Province Reviews; a two year effort spanning 12 provinces,
- Worked collaboratively with ISRP to develop criteria for new and innovative project review for recommendation to NPPC.
- Reviewed within year budget and scope of work adjustments for projects;
- Worked with regional interests to develop templates for watershed assessments, subbasin assessments, and subbasin plans.
- Coordinated Program amendment recommendations.
- Developed a collaborative M&E Program through the Collaborative, Systemwide Monitoring and Evaluation Program (CSMEP) to provide a collaborative integration of M&E activities across the Basin in response to both the NMFS and USFWS Biological Opinions, as well as the NPPC Fish and Wildlife Program..
- Facilitated FSOC
- Provided technical administration of the ISAB
- Facilitated regional Habitat Evaluation Procedure Team
- Developed and maintained website of information pertaining to the Program and developed project tracking maintained a database of historic project activities including project reviews and recommendations.
- Coordinated responses to Program Amendments
- Coordinate regional project review/selection process
- Facilitate on-the-ground implementation with project sponsors.
- Compiled an Annual report on the status and trends of fish and wildlife populations in the CRB; (beginning of SOTR).

Contracts: AIWP (BPA), ISAB (BPA) HEP (BPA), NED (NOAA), CSMEP (BPA). CBFWA/F
Staffing: 12

2005-2008: CBFWA faced internal membership challenges in 2005. Upper Columbia United Tribes notified CBFWA Members of their desire to “resurrect effective implementation of the CBFWA Charter”...and based on that resolution the UCUT Tribes may reconsider their affiliation with CFWA.” CBFWA Members met together and reviewed the Charter and associated communication processes. Activities and accomplishments:

- Amended Charter to increase the participation of CBFWA Members in all issues pertinent to the fish and wildlife managers. Modified procedures to increase policy-level representation and improved integration of technical/policy input. Staffing modifications implemented to better serve the organization. Kootenai Tribe, Coeur d'Alene Tribe and Colville Confederated Tribes withdrew their letters of intent to withdraw. Spokane Tribe of Indians and the Kalispel Tribe withdrew their membership.
- May 2006, CBFWA Members extended formal invitation to Spokane Tribe and Kalispel Tribe to consider rejoining CBFWA as a full member.
- Provide forum to discuss issues/recommend actions;
- Held a two day workshop in collaboration and consensus resulting in a Consensus Workshop Handbook Influencing Decisions that Affect Columbia Basin Fish and Wildlife Resources.

- Provide web access to all historic information on project proposals and funding information for the Program;
- Provided comments on the NPCC's Draft Research Plan, Draft Monitoring and Evaluation Plan, and Draft Columbia River Data Center Proposal.
- Provided coordination, administration and technical services to CSMEP and PNAMP projects.
- Hosted meetings to evaluate the use of the All-H Analyzer model for developing draft Program amendments.
- Developed the PNAMP website and maintained the site
- Developing the draft Status of the Resources Annual Report illustrating fish and wildlife population status, locations of projects, limiting factors, etc.
- Facilitated the Mainstem and Systemwide Review Team review and recommendations for the FY 2007-2009 funding cycle.
- Provided comments on the NPCC's Fish Passage Center Oversight Board (FCPOB);
- Developed an adaptive management framework for the CBFWA amendment recommendations to the 2008 F/W Program that would support across the board accountability for the Program. The amendment recommendations include a monitoring and evaluation plan, and elements necessary to make linkages between project actions and biological results.
- Technical and administrative support to the Northwest Environmental Data-Network (NED)
- The Members provided comments on: The Bonneville Power Administration (BPA) funding of the Fish and Wildlife Program, data management framework, coordination definitions and work plan, Collaborative Systemwide Monitoring and Evaluation Project funding, Science Policy Conference input, U.S. Corps of Engineers Lamprey Passage Plan, BPA in-lieu policy, application of the All-H Analyzer tool to support Fish and Wildlife Program amendments, comments into the BPA WP07 rate case regarding critical and essential projects, and wildlife operations and maintenance funding. The Members attended Council meetings and made presentations about their amendment strategy on a quarterly basis.

Contracts: HEP (BPA), NED (NOAA), CSMEP (BPA), CSS (PSMFC), FP Fac Insp Coord (PSMFC), AIWP (BPA). CBFWA/F Staffing: 11