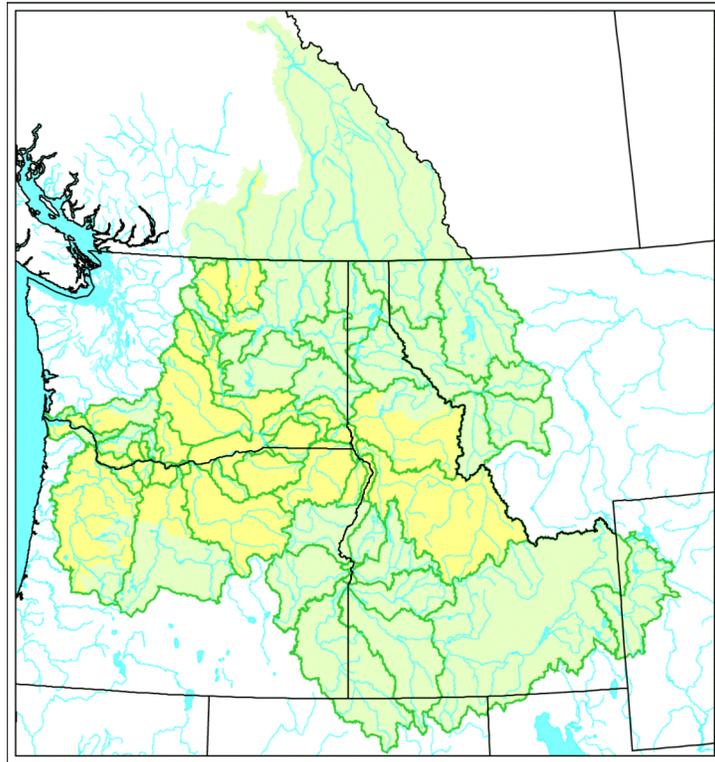


FY 2000 Draft Annual Implementation Work Plan



Submitted by
Columbia Basin Fish and Wildlife Authority

to the
Northwest Power Planning Council

August 20, 1999

EXECUTIVE SUMMARY

The federal, state and tribal entities comprising the Columbia Basin Fish and Wildlife Authority (CBFWA) have responsibility under treaties and statutes for managing the fish and wildlife resources of the Columbia River Basin. The Northwest Power Act requires the Northwest Power Planning Council (Council) to request recommendations from the fish and wildlife managers when developing or modifying the Columbia River Basin Fish and Wildlife Program (Program). The Draft Annual Implementation Work Plan (DAIWP) is a formal recommendation to the Council for the FY 2000 budget and summary of the Manager's project evaluation process and, as revised, as recommendations to the Program Amendment process.

In carrying-out certain aspects of the Council's Program, the Managers have chosen to work through the processes of the Columbia Basin Fish and Wildlife Authority. In addition to providing administrative and technical support, CBFWA provides a neutral ground for the co-managers to address a variety of issues in an open and productive discussion. Among other things, the co-managers develop the Annual Implementation Workplan for activities in the Council's Program.

The CBFWA submitted the DAIWP to the Council on April 16, 1999. The document was reviewed by the Independent Scientific Review Panel (ISRP) and distributed for public comment. Revisions to the DAIWP are incorporated through a collaborative process with CBFWA, the Council, the Bonneville Power Administration (BPA) and the public. CBFWA will present the revised FY 2000 DAIWP incorporating responses to ISRP and the public to the Council on August 20, 1999. The Council adopts a final AIWP in September and submits its recommendations to BPA in October to begin the execution of contracts for the protection, mitigation and enhancement of the Columbia Basin's fish and wildlife resources.

For FY 2000, the DAIWP has incorporated several changes from past efforts. The format has changed to one with emphasis on the subbasin level and evaluation of fish and wildlife resource needs through an ecosystem approach. Projects and their costs have been organized by subregion and subbasin. In addition, CBFWA, the Council and Bonneville Power Administration (BPA) have agreed to incorporate other improvements listed below:

- revisions to subregion/subbasin summaries that reflect updated lists of goals, objectives and strategies for fish and wildlife management;
- summaries of past accomplishments and explanations of how these accomplishments result in recommendations;
- a reference list and summary of watershed assessments for use in describing current needs in subbasins;
- recommendations for projects for milestone-based evaluations; and
- descriptions of how individual projects in subbasins relate and contribute to strategies used to accomplish goals and objectives.

The FY 2000 recommended budget is preliminary because available funds are difficult to determine based, in part, on the uncertainties of the accounting processes of the BPA Budget

Memorandum of Agreement (MOA). CBFWA cannot be certain as to the exact amount of available funds in any given year but we continue to work with BPA and its contractor, Moss Adams and the Council, to improve the process. This collaborative process is essential to arrive at a final budget and list of project needs prior to the start of FY 2000.

Goal for Columbia Basin Fish and Wildlife Restoration

The tribal, state and federal entities of the Columbia Basin Fish and Wildlife Authority have responsibility under treaties and statutes for managing the fish and wildlife resources of the Columbia Basin and have explicitly set the following goal for fish and wildlife restoration:

Restore sustainable, naturally producing fish and wildlife populations to support tribal and non-tribal harvest and cultural and economic practices. This goal will be achieved by restoring the biological integrity and the genetic diversity of the Columbia River ecosystem and through other measures that are compatible with naturally producing fish and wildlife populations. This goal is intended to fulfill the nation's and the region's obligations under treaties and executive orders with Northwest Indian tribes, treaties with Canada, and applicable resource protection, restoration and enhancement statutes and regulations.

Context for the FY 2000 Draft Annual Implementation Work Plan

This FY 2000 Draft Annual Implementation Work Plan (DAIWP) details the actions (projects) that the managers recommend take place during Fiscal Year 2000 to work toward this goal. The actions recommended for FY 2000 carry out strategies developed for each subbasin. The managers developed the strategies to achieve specific objectives, guided by regional sub-goals and principles. This document summarizes these guiding sub-goals and principles and the subbasin objectives and strategies based on the Draft Multi-Year Implementation Plan (6/4/97) and the Draft Multi-Year Plan (2/7/98), and presents the subbasin strategies and the specific FY 2000 projects recommended to complete them.

To estimate the funds needed for fish and wildlife during the next BPA rate period, the managers developed a Ten-Year Fish and Wildlife Budget. This budget forecast is based on the actions needed to carry out the strategies developed in the plans above. The DAIWP is a detailed expression of the annual budget summarized in the Ten-Year Budget.

The FY 2000 CBFWA DAIWP represents but a portion of the fish and wildlife managers' regionwide activities. This portion of the fish and wildlife managers activities is funded by the BPA to mitigate the impacts of the Federal Columbia River Power System under the Pacific Northwest Electric Power Planning and Conservation Act of 1980 through the BPA direct Fish and Wildlife Program budget. In many cases, the BPA leverages additional funding from other sources for fish and wildlife protection, restoration, and enhancement.

Developing the Draft Annual Implementation Work Plan

The managers developed the FY 2000 DAIWP from several sources. First, BPA solicited proposals for FY 2000 activities from the managers and the public. BPA compiled the resulting 435 proposals in a common database, which was accessible to CBFWA, ISRP, NWPPC and the public. The total amount requested for funding, including all projects, was \$229 million.

The managers divided the proposals into subregions and the subbasins within each subregion. The managers established Watershed and Non-Watershed Technical Work Groups to evaluate those groups of proposals using relevant criteria to determine technical feasibility (Appendix A).

The proposals were divided among the three caucuses for additional technical and management review. The management criteria used are an expression of the goals, principles, objectives and strategies summarized in Appendix A. The AFM sent the anadromous fish proposals to subregional teams for management review. The Resident Fish and Wildlife proposals were reviewed in separate caucuses. The managers then placed each proposal in one of three groups: Tier 1 – recommended for funding in FY 2000; Tier 2 – recommended for funding, pending sufficient additional funds; and Tier 3 – not recommended for funding in FY 2000.

As a final step, since the needs exceed the available funding, the managers recommended changes in the proposals to balance the budget, Appendix A. Management Evaluation Comments describe these modifications in the individual project summaries.

The managers are committed to multi-year budgeting for ongoing projects. However, additional work is needed on criteria for choosing appropriate projects and conditions that would trigger their review. The managers will work with the NWPPC, BPA, and others to develop suggestions for how multi-year budgeting might work most effectively.

Fish and Wildlife Balanced Budget

Consistent with the regional goals, objectives and strategies, the managers recommend a budget totaling \$141,126, 857 for FY 2000. The MOA direct BPA budget amount of \$127 million should be augmented with \$2,593,000 from the Contingency/Inflation Reserve, \$2,633,857 in un-obligated FY 1998/1999 project funds, and \$2,000,000 in estimated interest on FY 1999 funds. The managers also recommend using \$4,900,000 in unused Capital Investment funds from previous years. Moreover, the managers recommend that \$2,000,000 from BPA's division of Fish and Wildlife be moved from the direct budget because anadromous fish activities are in support of programs from other parts of the MOA budget. The proposed budget allocates \$101,425,681 to anadromous fish projects, \$17,927,543 to resident fish projects, \$14,473,634 to wildlife projects and \$5,300,000 to support BPA and ISRP activities.

Although the BPA MOA Direct budget amount is currently set at \$127 million, the increased burden to the Fish and Wildlife Program by listed species warrants a discussion between BPA, NWPPC and CBFWA on increasing the direct program allocation. The MOA under Section VIII (m) (Financial impact of new ESA measures and appropriations exceeding available funding) indicates that measures required by the ESA to address newly listed species that impose significant additional costs on Bonneville in any category will be considered an unforeseen event subject to the provisions of Section IX (c) of the agreement. Section IX (c) (Unforeseen events) acknowledges the possibility that the financial consequences of unforeseen events may exceed the capacity of the funds allocated and the contingencies envisioned in the MOA. "In this event the Parties will consult with the Council and the Tribes to determine how to provide for the financial consequences of this unforeseen event while assuring that the purposes of the Agreement continue to be fulfilled. If no agreement is reached among the Parties, the Council,

the Tribes, and Bonneville shall make a written recommendation to the Office of Management and Budget and the Council on Environmental Quality on how to provide for the financial consequences of the unforeseen event...". CBFWA Members may be consulting with the Parties under the MOA and the Council about the significant additional costs imposed by the new ESA listings on FY 2000 and FY 2001 activities and on how to provide for adequate funding. These consultations could lead to a change in the amount of BPA funding available for the remainder of the MOA time period.

In developing their annual fish and wildlife budget, the managers make assumptions regarding potential sources of funds and allocate those funds among the three caucus' budgets. The estimation of future Fish and Wildlife Program budgets is subject to considerable uncertainty, both with regard to the sources of available funds and the timing and need for its being spent. The validity of the managers' assumptions regarding the amounts of funds available for use in FY 2000 are currently under regional discussion. At stake is probably no more than \$10 million.

The managers offer the following observations that more than balance the above risk. First, the managers show unallocated balances totaling \$2.35 million in addition to \$1 million in an ESA Steelhead placeholder. Thus a third of the at-risk balance is in hand now. Second, the managers' recommended budget has large amounts of funds allocated to major construction projects with uncertain schedules. Prudent management requires full construction funds be budgeted, in order that these projects can move forward as soon as construction can proceed to assist the recovery of declining species. Several are in the initial stages of regional review and, based on past experience, may be delayed. Furthermore, several have substantial amounts of Carry Forward that may reduce the need for FY 2000 funds. Although the managers must budget for the most rapid schedule, experience shows that, in aggregate, as much as \$15 million may not be needed by these projects in FY 2000, being needed instead in later years.

A preliminary analysis of the distribution of the managers' funding recommendations among the subregions and subbasins, among major areas of program emphasis and project status or phase is also provided.

ISRP Peer Review

The Managers believe that scientific "peer" review is a critical part of the project review process. The FY 2000 ISRP reviews were, for the most part, helpful to the project sponsors and will be used to improve project implementation as well as to better prepare project sponsors for future reviews. However, there were some aspects of the ISRP review that are discussed so that future reviews can be more useful.

Of primary concern is the timing or sequencing of the project reviews. The ISRP provides a technical review of projects three months following CBFWA's technical, management and budgetary reviews. This sequence provides no "fix-it" time for the project sponsors to correct errors in their submissions. If the ISRP technical review occurred before CBFWA's review the ISRP Report could have been used by the Managers in their review process.

The ISRP report was received favorably by the Managers and was considered when reviewing their FY 2000 funding recommendations. Although the Managers did not change their

recommendations for FY 2000 following the release of the ISRP Report, the comments raised by the ISRP were taken seriously and responses are provided in Appendix B of this document. The funding recommendations did not change for three reasons: 1) the ISRP did not consider budgetary and management priority in their evaluation process (many “technically sound” projects were not recommended for priority funding by CBFWA due to budget constraints or a lack of consistency with subbasin or subregional management plans or with the Fish and Wildlife Program), 2) the ISRP’s interpretation of the Council’s Program varies significantly from the Managers’ interpretation (i.e. the interpretation of the Program regarding native fish restoration and resident fish substitution requirements appears to vary significantly between the ISRP and the Managers; and, the fundamental philosophy of hatchery applications clearly varies significantly between the ISRP and the Managers) and 3) the ISRP in several instances relied on incorrect assumptions during their review apparently because they were not familiar with the specific area being studied.

Specific programmatic issues raised by NWPPC regarding the ISRP report are discussed in detail in the DAIWP (i.e. watershed assessments, resident fish substitution, hatchery applications, etc.).

The remainder of the Draft Annual Implementation Work Plan (DAIWP) is comprised of ecosystem summaries by subbasins and subregions, and includes goals, objectives, and strategies; fish and wildlife status; habitat assessments; limiting factors; watershed assessments; past accomplishments; remaining work; recommended project lists; and budgets. By design, all project recommendations are justified based on goals, objectives, and strategies of each unique subbasin. The appendices, showing greater detail on the evaluation process by caucus, have been placed in a separate volume.

Acknowledgements

This multi-year plan and FY 2000 work plan would not have been possible without the many hours of volunteer effort by staff of the Columbia River Basin fish and wildlife managers. They worked together to compile, review and re-write the summaries of each of the subbasins within which they work. The co-managers also read and discussed each of the more than four hundred proposals evaluated for the FY 2000 work plan. Finally, the co-managers made a series of difficult, and often painful, budget choices affecting people and the fish and wildlife resources for which they are responsible.

Special thanks to: Eric Lowrance and Tom Pansky of the Bonneville Power Administration GIS Department for creating the maps in this document; and, Christine Clark, Summer Apprentice in the Apprenticeships in Science and Engineering Program, for compiling the Entiat and Chelan Subbasin Summaries and helping to pull the document together.

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- B. Technical Responses to ISRP Concerns
- C. List of Project Accomplishments
- D. Project Index Sorted by Project ID
- E. Ten-Year Fish and Wildlife Budget (FY1998 - FY2006)
- F. Status Report on Columbia Basin Pacific Lamprey Projects and Needs