WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Meeting Agenda

December 9-10, 2015
Natural Resources Building, Room 172, Olympia, WA 98501

Time: Opening sessions will begin as shown; all other times are approximate.

Order of Presentation: In general, each agenda item will include a presentation, followed by board discussion and then public comment. The board makes decisions following the public comment portion of the agenda item.

Public Comment: If you wish to comment at a meeting, please fill out a comment card and provide it to staff. Please be sure to note on the card if you are speaking about a particular agenda topic. The chair will call you to the front at the appropriate time. Public comment will be limited to 3 minutes per person.

You also may submit written comments to the board by mailing them to the RCO, Attn: Wendy Loosle, Board Liaison, at the address above or at wendy.loosle@rco.wa.gov.

Special Accommodations: If you need special accommodations to participate in this meeting, please notify us at (360) 902-3086 or TDD (360) 902-1996.

Wednesday, December 9

OPENING AND WELCOME

9:00 a.m. **Call to Order**
- Roll Call and Determination of Quorum — *Chair*
- Review and Approval of Agenda ***(Decision)***
- Approve October 15-16, 2015 Meeting Minutes ***(Decision)***

MANAGEMENT AND PARTNER REPORTS

9:10 a.m. **1. Director's Report**
- Director's Report — *Kaleen Cottingham*
- Legislative, Budget, and Policy Updates — *Wendy Brown*
- Performance Update *(written only)*
- Fiscal Report *(written only)*

9:30 a.m. **2. Salmon Recovery Management Report**
- Governor's Salmon Recovery Office Report — *Brian Abbott*
- Salmon Section Report — *Tara Galuska*

9:50 a.m. **3. Reports from Partners**
- Council of Regions Report — *Jeff Breckel*
- Washington Salmon Coalition Report — *Amy Hatch-Winecka*
- Regional Fisheries Enhancement Groups — *Colleen Thompson*
- Board Roundtable: Other Agency Updates — *SRFB Agency Representatives*

10:10 a.m. **General Public Comment:** *Please limit comments to 3 minutes.*

10:15 a.m. **BREAK**

BOARD BUSINESS: DECISIONS

10:30 a.m. **4. 2015 Grant Round**

A. Overview — *Tara Galuska*
B. Slideshow of featured projects proposed for funding — *Grant Managers*
C. Review Panel Comments — *Review Panel Chair*
- General Observations
- Noteworthy Projects
- Projects of Concern

11:30 a.m. **4. 2015 Grant Round, continued**

D. Overview of Intensively Monitored Watershed Restoration Treatment Projects — *Keith Dublanica*
E. Overview of Regional Monitoring Projects — *Tara Galuska*

12:00 p.m. **LUNCH**

12:30 p.m. **4. 2015 Grant Round, continued**

F. Regional Area Comment Period to Discuss Project Selection and Projects of Concern (Optional, maximum 10 minutes per region)
- Lower Columbia Fish Recovery Board — *Jeff Breckel*
- Northeast Washington — *Joe Maroney*
- Puget Sound Partnership — *Jeanette Dorner*
- Hood Canal Coordinating Council — *Scott Brewer*
- Snake River Salmon Recovery Board — *Steve Martin*
- Upper Columbia Salmon Recovery Board — *Derek Van Marter*
- Washington Coast Sustainable Salmon Partnership — *Miles Batchelder*
- Yakima Basin Fish and Wildlife Recovery Board — *Alex Conley*

Public Comment on Grant Funding and Projects: Please limit comments to 3 minutes

2:15 p.m. **4. 2015 Grant Round, continued**

G. Board Funding Decisions — *Chair*
- Lower Columbia Fish Recovery Board
- Northeast Washington
- Puget Sound Partnership
- Hood Canal Coordinating Council
- Snake River Salmon Recovery Board
- Upper Columbia Salmon Recovery Board
- Washington Coast Sustainable Salmon Partnership
- Yakima Basin Fish and Wildlife Recovery Board
- Intensively Monitored Watershed Restoration Treatment Projects

2:45 p.m. **BREAK**

3:00 p.m. **5. Manual 18** — *Tara Galuska*
- General Overview of Changes — *Kathryn Moore*
- RMAP Eligibility Policy Change ***(Decision)***

Public Comment: Please limit comments to 3 minutes

BOARD BUSINESS: BRIEFINGS & DISCUSSIONS

3:30 p.m. **6. Fish Barrier Removal Board Update from the Washington Department of Fish and Wildlife** — *David Price, WDFW*, *Brian Abbott*

4:00 p.m.	**BREAK**	
4:15 p.m.	**7. Large Capital Projects Proposal 2017-2019**	*Brian Abbott* *Leslie Connelly*
4:45 p.m.	**ADJOURN FOR THE DAY**	

Thursday, December 10

OPENING AND WELCOME

9:00 a.m.	**Call to Order** • Roll Call and Determination of Quorum	*Chair*

BOARD BUSINESS: BRIEFINGS & DISCUSSIONS

9:10 a.m.	**8. Washington Administrative Code Updates**	*Leslie Connelly*
9:40 a.m.	**9. Communication Strategy Update**	*Brian Abbott*
10:30 a.m.	**BREAK**	

BOARD BUSINESS: DECISIONS

10:45 a.m.	**10. Facilitation Contract for Salmon Recovery Network (SRNet) for 2015-17 Biennium**	*Brian Abbott*
11:15 a.m.	**11. Board Strategic Plan Update and New Biennial Workplan**	*Brian Abbott*
12:00 p.m.	**LUNCH**	

BOARD BUSINESS: BRIEFINGS & DISCUSSIONS

1:00 p.m.	**12. Columbia River Update from the Northwest Power and Conservation Council**	*Phil Rockefeller, NWPCC* *Brian Abbott*
2:00 p.m.	**13. The Nature Conservancy Strategic Vision & Salmon Recovery**	*Mo McBroom, TNC*
2:30 p.m.	**14. New Ideas for Determining Restoration Needs and Priorities**	*Dr. Phil Roni* *Brian Abbott*
3:30 p.m.	**15. Washington Salmon Coalition Climate Change Proposal**	*Amy Hatch-Winecka, WSC*
4:00 p.m.	**ADJOURN**	

Next regular meeting: March 16-17, 2016, Natural Resources Building, Room 172, Olympia, WA

SALMON RECOVERY FUNDING BOARD SUMMARIZED MEETING AGENDA AND ACTIONS
October 15-16, 2015

Item	Formal Action	Follow-up Action
May 6, 2015 Meeting Summary	Decision: APPROVED	No follow-up action requested.
1. Director's Report • Director's Report • Legislative and Policy Updates	Briefing	No follow-up action requested.
2. Salmon Recovery Management Report • Governor's Salmon Recovery Office • Salmon Section Report	Briefing	GSRO will send invitations to tribal representatives to participate in the Salmon Recovery Network (SRNet) and offer presentations about the SRNet as requested.
3. Reports from Partners	Briefing	The board requested ongoing briefings regarding the updates to regional recovery plans, as described by the Council of Regions.
4. Monitoring Program Update and Decisions • Project Effectiveness Contract • Status and Trends / Fish In-Fish Out Contract • Intensively Monitored Watershed (IMW) Contracts • Monitoring Panel Contracts • Overview of Monitoring Proposals and IMW Treatments	Decision: APPROVED	Chair Troutt requested further details be provided to the board to inform a full discussion regarding the scope of IMW monitoring work. Chair Troutt designated a subcommittee that will work with GSRO to finalize the monitoring contracts.
5. Board Strategic Plan Update and New Biennial Workplan	Briefing	Bob Bugert replaces David Troutt on the subcommittee working with GSRO to finalize the Strategic Plan and Workplan for discussion at the December meeting.
6. Administrative and Policy Impacts from New Federal Omni-Circular Rules	Briefing	No follow-up action requested.
7. Washington Administrative Code Update	Briefing	No follow-up action requested.
8. Early Action Puget Sound Acquisition and Restoration Project Approval	Decision: APPROVED	

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Item	Formal Action	Follow-up Action
9. Conversion Request: Holmes Property Boundary Adjustment (RCO Project #04-1680)	Decision: APPROVED	
10. Follow-Up on Expanding the Grant Program to Include Large Capital Projects for 2017-19 Biennium	Briefing	Staff will provide a follow up presentation to the board at the December 2015 meeting.
11. Overview of New Grant Programs Assigned to the Recreation and Conservation Office	Briefing	No follow-up action requested.
12. Overview of Estuary and Salmon Restoration Program and the Puget Sound Nearshore Estuary Restoration Program	Briefing	No follow-up action requested.
13. Introduction to Skagit Delta Restoration Projects and North Sound Estuary Restoration Tour Overview	Briefing	No follow-up action requested.

SALMON RECOVERY FUNDING BOARD SUMMARY MINUTES

Date: October 15, 2015
Place: La Conner, WA

Salmon Recovery Funding Board Members Present:

David Troutt, Chair	Olympia	**Carol Smith**	Department of Ecology
Nancy Biery	Quilcene	**Susan Cierebiej**	Department of Transportation
Bob Bugert	Wenatchee	**Brian Cochrane**	Washington State Conservation Commission
Phil Rockefeller	Bainbridge Island	**Erik Neatherlin**	Department of Fish and Wildlife

It is intended that this summary be used with the materials provided in advance of the meeting.

NOTE: The Recreation and Conservation Office (RCO) normally retains a recording as the formal record of the meeting; due to technical difficulties during the October meeting, a recording is not available.

Opening and Welcome

Chair David Troutt called the meeting to order at 9:07 a.m. Staff called roll and a quorum was determined. Member Duffy was excused; Member Biery was excused from the meeting early.

Chair Troutt discussed the effects of the summer drought and ocean conditions on the salmon runs in numbers, health, and size of the species, emphasizing how everyday actions affect overall efforts to restore salmon.

Agenda adoption

Moved by: Member Bob Bugert

Seconded by: Member Nancy Biery
Motion: APPROVED

May 2015 Meeting Summary
Moved by: Member Bob Bugert
Seconded by: Member Nancy Biery
Motion: APPROVED

Management and Partner Reports

Item 1: Director's Report

Director's Report: Director Cottingham shared information about the new Omni-Circular rules and the updates to project agreements made to reflect these changes. The rules affect grants that receive federal funds or use state funds to match federal funds.

Director Cottingham briefly updated the board on RCO staff changes and welcomed Josh Lambert, a new Salmon Section Outdoor Grant Manager, who will manage the Lower Columbia region and Water Resource Inventory Areas (WRIA) 8.

Director Cottingham provided an update on the Washington Wildlife and Recreation Program (WWRP) review that is currently underway. In the recent legislative session, the Legislature included a proviso for a review of the WWRP via a stakeholder process. The purpose is to examine potential statutory revisions. Facilitators Jim Waldo and Jane North were contracted to support the review process.

Director Cottingham shared that her annual review as director of the RCO by the Recreation Conservation Funding Board (RCFB) will occur next month. Each year in preparation of the review she conducts a self-assessment of her performance in the agency, which she will share with the board.

Legislative and Policy Updates: Wendy Brown, RCO Policy Director, provided an overview of the recent legislative session, as well as a summary of the operating and capital budgets as they affect salmon-related activity. RCO will manage two new grant programs: the Chehalis Catastrophic Flood Relief Program and the Washington Coastal Restoration Program.

The capital budget included two provisos for RCO funds: 1) $500,000 of salmon state funds were allocated to the City of Bothell to preserve of a portion of the Wayne Golf Course along the Sammamish riverfront for fish habitat; and 2) $300,000 in Puget Sound Acquisition and Restoration (PSAR) funds will go to purchase 25 acres of forestland at the Illahee Forest Preserve.

Ms. Brown provided an update on the Joint Legislative and Audit Review Committee (JLARC), which has been directed to conduct a review of recreation and conservation programs in place since 1990. The goal of the review is to examine land acquisitions across the state in all programs as well as regulations for land protection in various programs (e.g., hydraulic permits, forest practice permits, shoreline management, etc.). Programs they examine may include the salmon state funding program, PSAR, and the Estuary and Salmon Restoration Program (ESRP). RCO anticipates providing information to support this effort beginning December 1, 2016.

Ms. Brown reported that during the 2016 supplemental budget session, or short session, RCO intends to submit three decision packages: reauthorization of the Washington Invasive Species Council (WISC), reauthorization of the Habitat and Recreation Lands Coordinating Group (Lands Group), and potential statutory changes to the Washington Wildlife and Recreation Program (WWRP) that may result from the facilitated stakeholder review process currently underway.

Item 2: Salmon Recovery Management Report

Governor's Salmon Recovery Office (GSRO): Brian Abbott, Executive Coordinator, provided an update on the regional and lead entity contracts for 2015-17. RCO and Ecology collaborated in establishing a work group that will coordinate natural resource grant programs and maximize the benefits of public investments.

Mr. Abbott provided a brief update on the communication strategy and the progress of the Salmon Recovery Network (SRNet). Working with Triangle Associates, the SRNet forum held their third meeting on October 14, 2015. During this meeting, they intend to finalize their charter and workplan. Mr. Abbot shared information about the progress of each region's specific communications work and provided a handout to the board.

Chair Troutt asked about the inclusion of tribal representatives in the SRNet process. Mr. Abbott stated that GSRO would send a letter to the tribes and invite them to participate in the network. Chair Troutt also asked if SRNet would offer presentations to the tribes.

Member Biery acknowledged the tremendous progress made in setting a clear direction and moving forward prior to the start of the next legislative session.

Mr. Abbott shared that each region used board-funding to complete a communications strategy, which emphasizes telling the story of salmon in a targeted way. Mr. Abbott provided examples, highlighting a video from the Upper Columbia Salmon Recovery Board. The Puget Sound region will develop a training workshop to determine next steps for the communication plan.

Member Bugert asked about the regions' funding sources. Mr. Abbott explained that funds mainly include Pacific Coastal Salmon Recovery Funds (PCSRF) and a mix of other funding sources.

Salmon Grant Management Report: Tara Galuska, Salmon Section Manager, provided a brief update on the 2014 and 2015 grant rounds. The board materials include details about funded projects, closed projects, director authority regarding project amendments, the Family Forest Fish Passage Program (FFFPP), and the Estuary and Salmon Restoration Program (ESRP).

Ms. Galuska provided further updates on the collaboration between herself, Mr. Abbott, and Director Cottingham and the Washington Department of Ecology (Ecology) to establish a work group dedicated to the coordination of state natural resource grant programs. Other partners include Department of Fish and Wildlife, the State Conservation Commission, and Puget Sound Partnership. The committee will develop a workplan to share resources, streamline processes, and help grant recipients strengthen communication, grant timelines, and acquisitions to increase efficiency.

Chair Troutt asked about project partner involvement to help the process. Ms. Galuska emphasized bringing the agencies together initially, and then bringing partners into the conversation. Director Cottingham explained that the intent was not to create one system.

Member Bugert asked about a timeline and potential changes to board programs. Ms. Galuska agreed to provide progress reports and updates on potential major changes.

Item 3: Reports from Partners

Council of Regions Report (COR): Jeff Breckel, Chair of COR, provided information about two key areas that the regions have worked on in recent years. First, he discussed the importance of the

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communications strategy to inform all people within the region about salmon recovery. With everyone working together across regions and the state to restore salmon populations, the Coalition continues to build momentum.

He discussed monitoring as the second area of focus, which includes the work of the Monitoring Panel. All regions agree on the important issues of: measuring progress towards salmon recovery; abundance and productivity; understanding how programs work; and knowing where to find both achievements and gaps. In order to advance recovery plans, regions need to adapt analytical techniques, strengthen underlying strategies, develop lifecycle monitoring, and utilize data to create robust, technically sound recovery plans.

Chair Troutt asked about adaptive management and whether the regions' actions plans are consistent or different from the original recovery plans. Mr. Breckel explained that there is some uncertainty due to data gaps; more information is needed to assess and develop adequate recovery plans.

Member Neatherlin asked about five-year status review and communication plan information that may be used in adaptive management practices. Mr. Breckel indicated that the communications and outreach plan would incorporate the five-year adaptive management plan. Member Neatherlin requested further updates on what worked, what did not work, and perspectives from the communication strategy process.

Mr. Breckel stated that after the last five-year strategy discussion with the National Oceanic and Atmospheric Administration (NOAA), the regions did not feel adequate recognition for their work. The most current strategy focuses on engagement and active participation, which may lead to comprehensive data regarding status.

Mr. Alex Conley stated that NOAA did a good job with input, but did not discuss or bring the COR into the picture to determine the realities of the salmon recovery. Mr. Conley emphasized the need for partnership, good analysis of results, and representation of the actual work. Member Biery asked if any communication could help with the NOAA review process. Mr. Conley explained that there was significant communication about Washington's current standing with recovery goals leading up to the report, but little communication shared after receiving the data. Chair Troutt emphasized that communication to the regions is key and that NOAA should understand this concern.

Washington Salmon Coalition (WSC): Amy Hatch-Winecka, WSC Chair, Darcy Batura exiting chair, and John Foltz, Vice Chair of WSC, provided an update on the current work of the WSC, details of which are included in the board materials (Item 3).

Mr. Foltz provided an update on several lead entities' current projects and the regional areas meeting in October. Mr. Foltz reviewed WSC's internal and external goals developed at their June meeting. WSC will continue to participate in SRNet to create connections, develop the 2017-19 biennium legislative request, and implement unmet scopes of work and capacity needs. WSC scheduled an in-person meeting in December in Olympia, which will focus on communications, outreach, and the legislative session.

Ms. Winecka provided a summary of the WSC response to climate change as requested by the board in May. These include implementing actions, addressing climate change in local strategies and priorities, and further communications and outreach regarding climate change. Ms. Winecka reviewed the responses and relevant topics related to climate change on a statewide level. WSC will provide a more in-depth presentation of their climate change-related proposals at the December meeting.

Chair Troutt thanked Ms. Batura for her role as the WSC Chair and for all of her hard work. Member Bugert thanked the WSC for their report, the response from the lead entities, and taking steps to communicate, increase support, and reduce the effects of climate change. Member Bugert encouraged

the COR to communicate with the congressional delegation regarding climate change priorities.

Regional Fisheries Enhancement Groups (RFEGs): Colleen Thompson, Managing Director, provided an update on the RFEB's September strategic planning meeting. Topics included developing a new name, logo, and annual reporting needs for communicating a sense of place. Ms. Thompson emphasized working with SRNet to identify robust, sustainable capacity funding.

Alison Studley, Skagit Fisheries Enhancement Group, thanked the board and welcomed them to the Skagit. Ms. Studley emphasized the collaboration of local groups to move projects forward, explaining that education and outreach play a key roles in the Skagit's efforts to apply real-world examples to school-age kids, increase community knowledge-base, and encourage leaders for the next generation. The recent Skagit River Salmon Festival had 6,000 in attendance along with conservation groups. Ms. Studley updated the board on the change in projects over the last 25 years with complexity, phasing, prioritization, and construction. Ms. Studley thanked the combined funding efforts to move complex projects forward to completion.

Washington State Department of Transportation (WSDOT): Member Cierebiej shared information on behalf of WSDOT. The Connecting Washington funding package provides WSDOT $300M for fish barrier correction projects through 2031. The current funding plan also provides $136M of current law (existing) transportation funding through the 2029-2031 biennium for barrier corrections, bringing their total fish passage funding to $436 million through 2031. WSDOT plans to construct 44 fish passage projects statewide with dedicated funding during the 15-17 biennium, including correcting 34 injunction barriers. Additionally, WSDOT expects to correct other barriers this biennium through larger, transportation projects funded through Connecting Washington, although they are still working to identify those projects.

Washington Department of Fish and Wildlife (WDFW): Member Neatherlin provided an update on the new director of the fish program, Ron Warren. Mr. Neatherlin stated that WDFW secured funding for early marine survival and steelhead license plates will be implemented to support this work.

NW Power and Conservation Council: Phil Rockefeller, member, provided an update regarding a letter of solicitation from the Council. The letter's intent was to determine the habitat feasibility of working above Chief Joseph and Grand Coulee Dams to reintroduce salmon. Mr. Rockefeller thanked the board for encouraging federal agencies to take the request seriously. He emphasized that the combination of public and board support and commitments to clean energy and the environment will encourage salmon recovery efforts beyond major obstacles. Mr. Rockefeller noted that the detrimental summer weather led to massive mortality of salmon species within the Columbia River, emphasizing the need for climate change strategies.

Chair Troutt thank Mr. Rockefeller for his continued work and acknowledged the great magnitude of work involved in moving salmon above the dams. Mr. Rockefeller expressed appreciation to Billy Frank Jr. for his work in emphasizing the importance of future generations and the need to protect them.

Washington Department of Ecology (Ecology): Member Smith described how the stream gauging works: stream flows are used to develop a drought index and review historical flows. Storms do not majorly influence the overall index. She shared that Ecology continues to monitor "the blob" (a warm water anomaly in the Pacific Ocean) and record high water temperatures within the Puget Sound. Member Smith indicated that high salinity levels allow oxygen to mix, however, high salinity could cause stress to species found within the Puget Sound. Member Smith shared that the Floodplain by Design budget received $30 million for projects. Draft guidelines have been published for the next grant cycle; proposals are due 1/29/16.

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Washington State Conservation Commission (WSCC): Member Cochrane provided a brief update on the WSCC budget, which did not receive funding for burned areas resulting from summer fires. He emphasized that funding for wildfires continues to be important. Member Cochrane stated that $7.5 million went to preservation of farmlands and $5 million went to conservation improvements at dairies. Member Cochrane provided a handout to the board which discussed addressing critical areas and farmland while bringing money directly to counties.

Break 11:40 a.m. – 11:46 a.m.

Board Business: Decisions

Item 4: Monitoring Program Update and Decisions

Brian Abbott, Executive Director, Keith Dublanica, GSRO Science Coordinator, and Dr. Marnie Tyler, Monitoring Panel Chair, provided an update on the Salmon Recovery Funding Board Monitoring Panel (Monitoring Panel). Mr. Abbott thanked everyone involved who provided evaluation materials, participated in discussions, and dedicated efforts to get the Monitoring Panel running effectively. The Monitoring Panel will continue to update the monitoring strategy, develop an adaptive management framework, and provide funding recommendations.

The Monitoring Panel asked the board to adopt their recommendations (outlined in the board materials, Item 4), to continue to provide support from the 2015 PSCRF award, and to work with the Monitoring Panel to adopt the adaptive management plan. Mr. Abbott and Mr. Dublanica outlined the monitoring program funding range and components.

Dr. Tyler thanked the board for their interest in monitoring and provided an updated report on Monitoring Panel actions. She reviewed the Monitoring Panel scope of work components, provided information on each IMW project and on project effectiveness, extending monitoring, deferring riparian habitat protection projects, and fish-use monitoring to determine more robust sampling.

Member Bugert asked about the availability of statistical analysis data regarding Hood Canal conditions. Dr. Tyler stated that the principal investigator assumptions and broad ranges of information could affect the overall numbers of salmon. The Monitoring Panel will know more in June 2016 if the analysis comes in line with funding requirement.

Member Rockefeller asked about the location of the target streams in the Hood Canal. Dr. Tyler explained that the streams affected include Big Beef, Stavis, and Anderson Creeks.

Chair Troutt asked about tribal harvest numbers over time. Dr. Tyler responded that the numbers have increased, especially in the Skokomish and Suquamish; however, further information is needed to interpret study results.

Member Smith commented on the potential for IMW scope expansion without the support of increased funding, adding that the Monitoring Panel will need to address budgets. She stated the importance of knowing which program pays for certain components of project as well as understanding contract time constraints, in order to avoid continued strain on partners. Mr. Abbott and Dr. Tyler agreed, and shared that there is flexibility in the contract scheduling.

Chair Trout encouraged the panel to refocus resources and determine number of possible monitoring projects. Member Smith shared that an Ecology template exists, should issues arise regarding new monitoring and data management.

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Lunch 1:00 p.m. – 1:30 p.m.

Public Comment:
Bruce Crawford, the main architect for effectiveness design and monitoring, provided comment on the monitoring program. Mr. Crawford thanked the board for their continued efforts towards monitoring. Mr. Crawford suggested that the RCO website include his report on effectiveness monitoring. Regarding a focus on encouraging greater fish populations, Mr. Crawford stated that an ideal IMW would allow reasonable change within a given period. Mr. Crawford approved of the information provided by the Monitoring Panel, including the strengths and weaknesses, and encouraged the continuation of monitoring for fish abundance related to Tetra Tech projects. Mr. Crawford requested that the board increase funding within the Lower Columbia River.

Member Rockefeller asked for clarification on the request for extended project funding. Mr. Crawford referred to the deferment of Tetra Tech monitoring, which will reach the extent of the established 10-year monitoring period in 2016. Statistically significant information exists, but there is need to complete the study and continue the sampling and monitoring work.

Member Bugert asked about the coordination between Bonneville Power Administration and the board. Mr. Crawford described the issues involved include the biological opinion regarding Snake River dam removal and existing habitat. Mr. Crawford stated that it is difficult to prove that one population per river in an evolutionary significant unit and limited habitat data can answer these questions.

Joy Juelson, Upper Columbia Salmon Recovery Board, highlighted comments from the region's letter submitted to the board. Ms. Juelson agreed with the need for a robust sampling plan, but stated that suspending monitoring in 2016 raises concerns. Current, available data helps bring projects forward. Other programs, including 31 sites within the Upper Columbia, directly relate to the effective use of models; Ms. Juelson would like to continue current modeling while looking at alternatives. Ms. Juelson encouraged more communication between Monitoring Panel and the regions.

Mr. Rockefeller asked how long it would take to complete a robust sampling plan. Jennifer O'Neal, Principal Investigator, stated that completion is anticipated by 2017.

Jennifer O'Neal, Principle Investigator, thanked the board and the opportunity to communicate useful information regarding salmon recovery. Ms. O'Neal expressed appreciation for the Monitoring Panel's efforts. Some recommendations brought to the Monitoring Panel by the Principal Investigators emphasize the need to continue sampling in 2016. Ms. O'Neal stated the importance of capturing current hydrologic data to plan for future climate scenarios. To reduce sampling this year would put sampling behind schedule and would result in an inaccurate picture of fish use.

Alex Conley, Yakima Basin Fish and Wildlife Recovery Board, commented on the improvement of effectiveness monitoring over the last 10 years and the continued need to hold existing programs accountable. He asked the board to consider future implications, including what effectiveness monitoring may look like five years from now. Mr. Conley emphasized the need to know whether strategies and implementation work, whether the projects improve salmon, and what threats may exist. He also stated the importance of comparing and aligning monitoring effectiveness and the recovery plans in order to accomplish long-term goals.

Jeff Breckel, Lower Columbia Fish Recovery Board and Chair of the Council of Regions, thanked the board for their efforts regarding monitoring and effectiveness. Monitoring remains a key regional issue, requiring coordination and collaboration to find the most accurate data. Mr. Breckel stated that the

Monitoring Panel needs to ask the right questions in order to make decisions. He added that it is necessary to have a technically sound program that gives the right information regarding decisions in order to accomplish tasks. There is strong agreement among the regions around the potential of effectiveness monitoring; however, there needs to be a full analysis of the current data collected first. He stated the importance of talking to the regions regarding needs before making decisions, and of Fish in /Fish out monitoring and funding. He concluded by discussing the need to identify high priority areas, key biological indicators, and finding gaps within the NOAA guidelines for recovery.

Director Cottingham asked about the scale of increasing monitoring. Ms. O'Neal described some available options, including costs.

Chair Trout asked if the data answers questions surrounding monitoring. Dr. Tyler explained that funding does not allow for fully answering the data questions. Ms. O'Neal emphasized the need for more integration between watersheds and current projects.

Member Rockefeller asked about the most effective and useful way to reach the end goal. Dr. Tyler stated the need for effective fish monitoring within the IMW. Member Rockefeller asked about identifying benefits if long-term effectiveness monitoring is not added from the IMW's currently under analysis. Dr. Tyler stated the IMW goal includes project effectiveness as well as status and trends monitoring. Ms. O'Neal indicated that analysis continues to improve but the need exists to examine current work in order to establish a baseline.

Chair Troutt suggested a discussion be held between now and December's meeting that allows for continued development of a better plan in 2016. Dr. Tyler indicated that not all the answers would be available in December. Ms. O'Neal stated information on parameters with costs could be brought to the board by December.

Member Neatherlin asked for clarification regarding the value of continued snapshot monitoring. Dr. Tyler stated that the Monitoring Panel has not reached consensus on the issue. Member Neatherlin encouraged more discussion regarding continued monitoring and potential improvements.

Steve Martin, Snake River Salmon Recovery Region, indicated that regional allocation funds went to monitoring the Asotin. The motion of the $2.2 million provides $180,000 to the Asotin for the completion of IMW monitoring, however, $28,000 will continue the work.

> **Motion**: Move to delegate authority to the RCO Director and GSRO to allocate up to $2.2 million to monitoring elements, while tabling a decision on effectiveness monitoring until the December meeting. The Monitoring Panel will resubmit a request with new information to the board should the target range vary too greatly from the current request.
> **Moved by:** Member Phil Rockefeller
> **Seconded by:** Member Sam Mace
> **Motion: Approved**

Member Bugert encouraged the inclusion of the Monitoring Panel recommendations and addressed the issue of potential scope expansion; he stated the need to include other partners regarding the allocation of the $2.2 million.

Chair Troutt requested further details be provided to the board to inform a full discussion regarding the scope of IMW monitoring work.

Chair Troutt designated a subcommittee that will work with GSRO to finalize the monitoring contracts.

Board Business: Briefing

Item 5: Board Strategic Plan Update and New Biennial Work Plan

Mr. Abbott presented an update to the board's Strategic Plan. Mr. Abbott reviewed the board's goals and strategies, key actions around funding, process, coordination, accountability, resources, monitoring, support, and partners. Mr. Abbott provided details on the 2015-17 Work Plan items, which include telling the story of salmon recovery, strengthening funding, continued monitoring support, improving the efficiency of annual grant rounds, activity funding, collaboration priorities, and reflection/self-evaluation of performance measures.

Chair Troutt will review the work plan and provide comments to Mr. Abbott. Member Bugert will assume Chair Trout's place on the subcommittee. A revised strategic plan and work plan will be presented to the board at the December meeting.

Item 6: Administrative and Policy Impacts from New Federal Omni-Circular Rules

Leslie Connelly, Natural Resource Policy Specialist, summarized the administrative and fiscal requirements for federal grant programs as of December 6, 2014. The federal Office of Management and Budget (OMB) adopted new rules for all federal grant program administration, called the Omni-Circular, which RCO must apply to board grants or director-approved funding. The board currently administers PCSRF, NOAA, Department of Commerce, National Estuary Program (NEP), and the Environmental Protection Agency (EPA) funds through the state capital budget via board programs and PSAR program. As a pass-through entity, RCO must meet all federal funding requirements.

Ms. Connelly reviewed the federal law and rules that apply to PCSRF and the NEP program, and provided information on areas where the Omni-Circular conflicts with board policies and in which federal program rules prevail. Ms. Connelly outlined ways to address the conflicts and indicated that staff will work on vetting the conflicts over the next year to streamline board policies with federal requirements. Conflicts between policies include pre-award costs/project start date, matching grants and indirect rates, project administration and indirect costs, and eligible/ineligible costs.

Ms. Connelly requested board direction to review and identify conflicting policies. If directed, an internal team of RCO staff will identify issues and report to the board at the December meeting. Member Bugert asked if a program-by-program search would ensure federal funds do not match other federal funds. Ms. Connelly affirmed that this process is currently underway.

Item 7: Washington Administrative Code Update

Leslie Connelly, Natural Resource Policy Specialist, provided an update on the draft amendments to Title 420 of the Washington Administrative code (WAC). She requested feedback from the board on the revisions to two WAC sections and additional draft amendments. She reviewed feedback received from lead entities and revised the draft, but did not proceed with the formal rule-making. Definitions that will change include citizens committee, habitat project list, and habitat work schedule. Ms. Connelly shared that she will continue to draft the remaining sections through fall and winter.

Ms. Connelly will continue to involve lead entities and regional organizations in an informal process to discuss and review amendments before moving to final public comment and review. Depending on stakeholder feedback, the board could hold a public hearing in early 2016.

The board indicated that RCO should proceed with the formal public process. Director Cottingham emphasized the need to have the WAC and agreements align as soon as possible, with a public hearing held in March 2016. Ms. Connelly stated that the administrative rules must work for all Lead Entities.

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Board Business: Decision

Item 8: Early Action Puget Sound Acquisition and Restoration Project Approval

Tara Galuska, Salmon Section Manager, provided a summary of the early action PSAR request from the Puget Sound Partnership (PSP). For time sensitive projects, PSP sought early funding approval from the 2015-17 biennial budget in accordance with 2015 Manual 18, Appendix J. Ms. Galuska reviewed the criteria language in Manual 18 which allows for early funding of projects ready for construction or near completion.

The North Olympic Peninsula Lead Entity requested that the board fund the Dungeness River Floodplain Restoration-Robinson Phase (#15-1055) sponsored by the Jamestown S'Klallam Tribe. Ms. Galuska summarized the project proposal and the clearance from the board's review panel.

> **Motion**: Move to approve $1,157,700 PSAR funding for the RCO project 15-1055 Dungeness River Floodplain Restoration-Robinson Phase, described in Item 8, Attachment A of the meeting materials, and authorize the RCO director to enter into a project agreement.
>
> **Board Discussion:** No further discussion at this time.
> **Public Comment:** No comment provided at this time.
>
> **Moved by:** Member Phil Rockefeller
> **Seconded by:** Member Sam Mace
> **Motion: Approved**

Item 9: Conversion Request: Holmes Property Boundary Adjustment (RCO Project #04-1680)

Kay Caromile, Salmon Section Outdoor Grant Manager, summarized a request from the Yakama Nation to develop a salmon hatchery on a SRFB-funded acquisition, which is inconsistent with salmon recovery and conservation purposes. Ms. Caromile described a requested action that would allow a policy waiver for sponsor-owned land to replace property, and provided information on the Salmon Deed of Right conditions and how the proposed substitution of land conflicts with existing policy. The Yakama Nation requested that the board waive the policy so the replacement land would be considered eligible property for the proposed conversion. Staff recommended that the board approve the request.

> **Motion**: Move to waive RCO policy to allow Yakama Nation owned property to be eligible as replacement property in the proposed conversion for RCO project #04-1680.
>
> **Board Discussion:**
> Chair Troutt asked about potential wetland improvements. Ms. Caromile replied that the tribe will work to improve wetland habitat, including breaching a concrete irrigation dyke and connect the wetland and the river oxbow. Member Bugert mentioned that the cost of mitigating the wetland impact would be greater than impacting the upland section of the conversion.
>
> Member Rockefeller asked if the Attorney General's office agrees that the board holds the authority to waive this policy. Ms. Connelly indicated that, as an internal policy, the Attorney General confirmed that the board does have authority to waive the policy.
>
> **Public Comment:**
> Darcy Batura shared that the Lead Entity discussed with the request with the Yakama Nation and received overall positive response in support of the conversion.

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Moved by: Member Bob Bugert
Seconded by: Member Sam Mace
Motion: Approved

Board Business: Briefing

Item 10: Follow-Up on Expanding the Grant Program to Include Large Capital Projects for the 2017-19 Biennium

Brian Abbott, GSRO Executive Coordinator, summarized the proposal to establish a grant category for large-scale, high-benefit fish projects outside of the Puget Sound region. Mr. Abbott requested board direction regarding pursuing a detailed proposal for discussion and public comment at the December 2015 meeting.

Member Bugert asked whether the proposal aligns with the work of the Fish Passage Barrier Removal Board. Mr. Abbott explained that the funding range varies depending on the funding agency.

Director Cottingham requested that priorities be established by August of 2016, in order to submit a timely budget request. Chair Troutt acknowledged the increasing difficulty for lead entities to accomplish large-scale projects based on current allocations, and agreed with moving forward to meet the August 2016 deadline. Director Cottingham emphasized that projects should clearly show the funding necessary to complete large-scale projects outside of the Puget Sound.

Mr. Alex Conley emphasized the importance of minimizing transaction and process related to funding, either by creating a new process or using the current allocation structure. Mr. Conley encouraged looking at the efficiencies and streamlining the process to allow money to get to projects and not just to the "framework." Ms. Galuska emphasized the importance of using the existing framework.

Item 11: Overview of New Grant Programs Assigned to the Recreation and Conservation Office

Ms. Galuska, Salmon Section Manager, summarized the Coastal Restoration Initiative and the Catastrophic Flood Relief programs received and managed by the RCO salmon section in the Legislature's 2015-17 capital budget. RCO established both programs in PRISM for proposal and scope of work review as well as issuing project agreements.

The Washington Coastal Restoration Initiative (WCRI) aims to conduct critical restoration work providing good-paying, sustainable natural resource jobs while protecting and restoring fish and wildlife, healthy forests, and water quality in coastal communities. The Catastrophic Flood Relief Program provides funding through OFM for basin planning and project to reduce and mitigate flood impacts and habitat restoration projects.

Break 3:49 - 4:05 p.m.

Item 12: Overview of the Estuary and Salmon Restoration Program and the Puget Sound Nearshore Estuary Restoration Program

Jennifer Quan and Theresa Mitchell, Department of Natural Resources (DNR), provided a summary of the Puget Sound Nearshore Estuary Restoration Program (PSNERP). Beginning in 2001, PSNERP sought to identify and restore the nearshore ecosystems in an efficient manner. Actions affecting the nearshore include diking, dredging, filling, and armoring. Strategic objectives include restoring connectivity of large river delta estuaries, number of coastal embayments, and the size and quality of beaches and bluffs.

The partnership between Washington State and the Army Corps of Engineers (Corps) culminated in several projects moving forward. The Corps evaluated 500 sites, determined the ecosystem benefits, and

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came to a list of 36 projects, which will help implement salmon recovery plans within the Puget Sound.

Member Smith asked about measuring public approval of the specified projects and the funding request. Ms. Mitchell indicated that outreach to the public currently shares project location and implementation details. Ms. Quan emphasized the challenge of working with the Corps and indicated that the current request is in the range of billions of dollars.

Member Bugert asked about monitoring and evaluation. Ms. Mitchell shared that a current monitoring plan exists, but not for individual projects. Member Bugert encouraged collaboration to ensure monitoring works for both agencies.

Jay Krienitz, DNR, and Mike Ramsey, RCO ESRP grant manager, provided a summary of the Estuary and Salmon Restoration Program (ESRP), this program implements nearshore ecosystem restoration by developing local and regional partnerships and strategies while supporting PSNERP. The program emphasizes natural processes to create nearshore structure, which provides important ecosystem functions.

Mr. Krienitz described the partnership between ESRP and RCO to accomplish projects through rigorous scientific process, streamlining funding, and projects. The ESRP program works to align projects at a reach scale, science program capacity, outreach and communication, investigate policy, and program solutions. Mr. Krienitz reviewed program policy, action agendas, the geographic focus of estuary areas, and how these aspects draw from PSNERP. Mr. Ramsey reviewed the funding received by ESRP projects.

Chair Troutt asked whether all the current nearshore projects would be implemented, and how that would change the current nearshore mapping. Ms. Mitchell explained that the result would be more natural shoreline. Member Neatherlin mentioned the large-scale marine survival project and how to use processes, function, and interact with the data to show what nearshore restoration accomplishes.

Item 13: Introduction to Skagit Delta Restoration Projects and North Sound Estuary Restoration Tour Overview

Elizabeth Butler, Salmon Outdoor Grant Manager, provided an overview of the projects scheduled for the board tour. Steve Hinton, Skagit River System Cooperative, presented information on the Skagit Recovery Plan. Belinda Rotten, WDFW, presented information on the current projects within the Skagit. Jenna Friebel, WDFW and project manager for Fir Island Farm, presented information for future estuary restoration, including public outreach.

Chair Troutt asked about tribal involvement. Mr. Hinton indicated that the local region prioritizes efforts with allotted funding and tribal involvement. Local concerns include farmland and climate change, while connecting communities to move salmon recovery forward.

Member Mace asked where the region finds farmland for conversion to conservation areas. Mr. Hinton indicated that the region focuses on lands that came into agriculture production relatively late compared to other lands in the industry.

Closing

Chair Troutt adjourned the meeting at 5:45 p.m. The next board meeting is scheduled for December 9-10, 2015 in Olympia, WA.

Approved by:

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_____ _____

David Troutt, Chair Date

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COLUMBIA RIVER INTER-TRIBAL FISH COMMISSION

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RECREATION AND CONSERVATION OFFICE

October 7, 2015

David Troutt
Chairman
Salmon Recovery Funding Board
Recreation and Conservation Office
PO Box 40917
Olympia, WA 98504

Dear Mr. Troutt:

The next Future of Our Salmon Conference will focus on the importance of floodplain management and restoration efforts in the Columbia River Basin and its tributaries. It is scheduled for October 18-20, 2016 at the Oregon Convention Center in Portland, Oregon. Our targeted audience will be tribes and First Nations, federal, state, provincial, and local government representatives; public utility districts; Indian, sport, and commercial fishers; environmental organizations; engineers; consulting firms; and the interested public. Please consider sponsoring this important event.

In 2011, the Columbia River Inter-Tribal Fish Commission (CRITFC) held the first Future of Our Salmon Conference to give the regional co-managers the opportunity to share the latest salmon science, policies, and research in the common goal of Columbia Basin salmon restoration. Two more conferences followed, in 2012 and 2014. Each one focused on a particular aspect of salmon restoration and recovery. The first conference addressed critical aspects associated with the salmon life cycle. The second concentrated on how hatchery policies shape salmon recovery efforts and how hatcheries can best serve the needs of the salmon and the region. Our last conference explored the policy and technical issues association with the restoration of fish passage at all historical locations in the Basin. The 2014 conference was co-hosted by the 15 tribes and First Nations in the Columbia River Basin and included a 3-day technical workshop in addition to the main conference. Each Future of Our Salmon Conference has attracted over 300 participants who have an investment in Columbia Basin salmon recovery.

The goal of the 2016 conference will be to foster an appreciation on the importance of floods to the ecosystem and maintaining floodplain connectivity. This will be achieved by understanding the current and historical impacts of existing flood control management at Columbia Basin dams and reservoirs, demonstrating the biological benefits of floodplain restoration projects to fish and wildlife, exploring alternative flood management to achieve biological benefits, preparing for climate change, examining floodplain restoration and protection efforts in the Columbia River estuary, and exploring the role of Traditional Ecological Knowledge in understanding and restoring floodplains.

The Columbia Basin tribes believe that the region needs a common vision to restore naturally spawning salmon populations based on practical management, habitat protection, restoration, innovative recovery, and rebuilding programs. Salmon are the shared bounty as well as the responsibility of all the people of the Pacific Northwest.

Any contributions from your organization will go towards making the 2016 conference even more effective and will be greatly appreciated. By sponsoring the conference, your organization will benefit from extended exposure through media campaigns, promotional efforts, inclusion in the promotional materials, and an opportunity to be a key player in future salmon recovery decisions.

Multiple levels of commitment will be available and those details can be found in the attached brochure. If you have any questions, please contact Aja DeCoteau, CRITFC Watershed Department Manager, at 503-238-0667.

Thank you in advance for your willingness to support the efforts of the CRITFC and other partners as we seek to put fish back in the rivers and protect the watersheds where they live.

Sincerely,

Babtist Paul Lumley
Executive Director

Attachment

Future of Our Salmon

A Vision of Restoration in the Columbia River Basin

October 18-20, 2016 · Portland, Oregon · Presented by the Columbia River Inter-Tribal Fish Commission

2016 Sponsorship Opportunities

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	Lamprey Sponsor*	Steelhead Sponsor	Bull Trout Sponsor	Coho Sponsor	Sockeye Sponsor	Chinook Sponsor
Cash Contribution	$250	$500	$750	$1,000	$2,500	$5,000
Complimentary Registrations			1	2	3	4
Poster Space	•	•	•	•	•	•
On-site Signage Opportunities			•	•	•	•
Booth Opportunity in Lobby				•	•	•
Logo and Link on Conference Website	•	•	•	•	•	•†
Logo in Press Releases/Media Outreach				•	•	•†
Logo on Sponsor Billboard	•	•	•	•	•	•†
Recognition in Agenda Booklet	•	•	•			
Logo in Agenda Booklet			•	•	•	•†
Name Displayed on Main Screen	•	•	•	•	•	
Logo Displayed on Main Screen						•
Vocal Recognition throughout Conf.	•	•	•	•	•	•
Luncheon Speaking Opportunity						•

† Top placement

*Open to non-profits only

Note: The Columbia River Inter-Tribal Fish Commission is the presenting organization. It is a not-for-profit tribal organization. All contributions to the event and/or the organization are tax-deductible, per Internal Revenue Code 7871. Sponsorship dollars will be used to pay for conference production. Any remaining balances will be used to sponsor educational programs dealing with salmon and river issues.

MEMORANDUM

To: Lorri Bodi, BPA
Brian Abbott, GSRO
Mike Ford, NOAA Fisheries
Katie Barnas, NOAA Fisheries

Re: Barnas et al.[1] Ecosphere publication

Date: November 23, 2015

As you are aware, NOAA NW Fisheries Science Center and others released a publication earlier this year that assessed habitat restoration in the Columbia Basin and its relevance to salmon recovery needs of endangered species (Barnas et al. 2015). Because of the importance of this issue and the role that the Upper Columbia region played in the analysis, we would like to take this opportunity to respond to the article and provide an alternative view to our partners.

The paper raises several very important questions related to salmon recovery. In fact, the recently published UCSRB Habitat Report provided a comprehensive analysis of habitat quality and habitat restoration in the Upper Columbia region (see www.ucsrb.org), and evaluated many of the same questions posed by the authors. We strongly believe this type of evaluation is necessary to ensure that the implementation of salmon-habitat recovery follows a strategic approach, to ensure accountability for funds spent, to increase our knowledge of which priorities are being addressed, and to assist in the standardization of metrics and language used to evaluate the progress of implementation. However, the methodologies, data sources, and assumptions used within Barnas et al. fall short of achieving the stated points listed above and fail to answer the fundamental questions posed by the authors.

The major problems we found when evaluating the paper by Barnas et al. included:

1) The authors falsely assert that there is a lack of coordination across the "restoration enterprise," ignoring abundant evidence to the contrary;
2) The SHAPE metric used in the analysis fails to characterize the restoration efforts in the Upper Columbia Region (UCR) or to match with the sophisticated coordination and planning in the UCR. Most notably, use of the metric assumes:
    a. That all ecological concerns (EC) need to be addressed in all assessment units without consideration of prioritization of ECs or assessment units;

[1] Barnas, K. A., S. L. Katz, D. E. Hamm, M. C. Diaz, and C. E. Jordan. 2015. Is habitat restoration targeting relevant ecological needs for endangered species? Using Pacific Salmon as a case study. Ecosphere 6(7):110. http://dx.doi.org/10.1890/ES14-00466.1

b. That unmatched projects failed to address any habitat deficiency of importance to salmon recovery;
c. That ECs unmatched by projects represent both a failure in planning or coordination and an impediment to the restoration of functional habitat; and
d. That the identification of ECs coincided with or preceded the implementation of all projects.

3) The study used ecological concerns developed over 10 years ago during subbasin planning efforts, ignoring more updated priorities for listed species restoration;
4) The spatial extent of the evaluation was inappropriate because it included many areas outside the range of listed salmon and steelhead (e.g. Lake Chelan);
5) The project database used (Pacific Northwest Salmonid Habitat Projects- PNSHP) largely is largely comprised of projects in upland areas and outside the range of listed species;
6) The time period covered by the analysis (1992-2011) was inappropriate because it included projects prior to the identification of ecological concerns (2004) and to the listing of the target salmonids. Implementation has increased dramatically in the past five years with the majority of restoration projects (72%) having been implemented since 2008. In the time period1999-2014, 75% of restoration projects fell within priority areas for restoration and 90% addressed ranked ecological concerns.
7) The implication that there is no post-implementation monitoring is false for the Upper Columbia Region and many other areas across the Columbia Basin.

The attached technical appendix provides more detail on the above points. It is our hope in sending this memo to you that you will better understand the robust planning and coordination in our regional efforts to address salmon recovery. We take pride in the quality and effectiveness of that coordination that many regard as the model of such efforts. We believe that Barnas et al. missed an opportunity to produce an important publication by not using the most appropriate data and local information to reveal both the strengths and weaknesses of the assessment tools they developed. We hope to work with NOAA Fisheries to improve their methodology for assessing the degree to which habitat restoration efforts target the factors limiting salmon recovery. If you have any questions or need additional information, please contact Derek Van Marter, Executive Director of the UCSRB (509-670-1462) or Chuck Peven, Chair of the RTT (509-670-5100).

Cc: RCO: K. Cottingham, M. Duboiski
BPA: R. Beaty, J. Connor, R. Mazaika
NOAA: S. Katz, D. Hamm, M. Diaz, and C. Jordan
RTT
UCSRB Board of Directors

TECHNICAL APPENDIX

Salmon recovery in the Upper Columbia is a highly coordinated and strategic process.

Barnas et al. suggest that project implementers are decentralized with an underlying assumption that being centralized would somehow improve the implementation process. The reality in the Upper Columbia (and we believe in most areas in the Columbia Basin) is that we are 'centralized' at the appropriate scale for effective identification and restoration of ecological concerns. Rather than a lack of centralization, the primary impediments to the implementation of important restoration projects are funding limitations, permitting challenges, unwilling landowners, and societal resistance to restoration measures of the scope and scale necessary to restore ecological processes. Salmon recovery planning and funding process – including the Salmon Recovery Funding Board (SRFB) and NPCC/BPA – require a high level of coordination (since at least 2003) between funding sources, on-the-ground implementers, local biologists, regional scientists, and agency policy makers, to identify, prioritize, plan, and execute effective restoration actions in the Upper Columbia.

The Upper Columbia Regional Technical Team and Upper Columbia Salmon Recovery Board have been coordinating habitat restoration for over 15 years.

The Upper Columbia Regional Technical Team (RTT) was formed in the late 1990's as an independent body dedicated to the following functions: 1) recommend region-wide strategies and priorities to protect and restore salmonid habitat; 2) aid in developing and evaluating salmon recovery projects within the Upper Columbia Region, as appropriate; and 3) aid in developing guidance for salmon recovery monitoring plans, as appropriate. An important function of the RTT is to assess the technical merits of habitat protection and restoration projects proposed for funding. The RTT established a scientific foundation for this process that is documented in the *Upper Columbia Biological Strategy* to assist in the identification of habitat projects that will best contribute to the recovery of salmon and steelhead. This strategy, first drafted in 2000, is updated every 4-5 years. The RTT Biological Strategy (RTT 2014) documents biological considerations for the protection and restoration of habitat in order to provide a technical foundation for setting priorities. The intent of the document is to provide support and guidance on implementing the Recovery Plan.

The Upper Columbia Salmon Recovery Board (UCSRB)[2] was established in 1999 and works to efficiently integrate local, state and federal programs to identify where recovery opportunities exist. Together the RTT and UCSRB work to ensure a scientifically sound process in the region. Most projects in the region are developed through a regional process and undergo significant review by the RTT and UCSRB prior to funding and implementation. Considerable effort is taken to include all potential project sponsors and partners in these processes.

The Upper Columbia region has a rigorous process for developing and evaluating salmon recovery projects.

Barnas et al. suggested there is a poor connection between habitat assessment and restoration decision making. Contrary to that assertion we argue that all projects that are specifically funded and designed for salmon recovery are evaluated largely on their ability to address these priorities.

[2] The UCSRB facilitates a regional collaborative process to implement a non-regulatory, voluntary approach to recovery, to track progress within each sector, and to understand the effects of implementation on meeting overall recovery goals. Working with the RTT, the UCSRB is a central backbone organization of salmon recovery in the UCR.

Although projects implemented outside the scope of salmon recovery efforts can affect salmon habitat, they are not part of the recovery process outlined above and we often have little or no influence on these projects and their goals are often quite different than our own (e.g. fire rehab to reduce flood risks). It is unrealistic to assume that all projects within a watershed will be funded and designed to address the identified ecological concerns for salmon and steelhead.

Prioritization and adaptive management is essential to salmon recovery in the Upper Columbia.

Barnas et al. failed to consider the importance of prioritization in the implementation of salmon recovery. This shortcoming is reflected in the underlying assumptions of the Salmon Habitat Assessment and Project Evaluator (SHAPE) metric they used to evaluate whether restoration projects are addressing ecological concerns. Contrary to the assumptions used by the authors, experience has taught us that prioritization of actions is essential to our success in achieving recovery goals. Without the focus of resources and effort, it is unlikely we would affect habitat to the degree necessary to improve population viability.

Ecological concerns and watersheds are not equally important. Barnas et al. assumed that the goal of salmon recovery should be to address all ecological concerns in all watersheds, but robust populations of salmonids in watersheds with identified ecological concerns demonstrate the fallacy of this assumption. The strategic approach is to address priority ECs in priority watersheds first – for reasons of socio-political and fiscal constraints. Although most planning documents are comprehensive in their evaluation of all ecological concerns in all sub watersheds, physical, social, and economic constraints prevent us from addressing all ecological concerns everywhere. Given our limited resources, we have adopted a strategic approach to maximize the benefit derived from limited funding. Our approach focuses efforts in the most important areas on the most important and achievable issues. Prioritization of ecological concerns and sub-watersheds allows restoration practitioners to select and address those that represent the greatest impediment to salmonid production and survival, reserving those of lesser import for future efforts. The UCSRB, RTT, and partners have invested considerable effort in evaluating and prioritizing ecological concerns throughout the anadromous habitat in the region. These priorities are based on the best available science and regularly updated. Ongoing habitat actions and monitoring provide the basis for the RTT's periodic reevaluation and reprioritization.

Projects do not always address ranked ecological concerns; however, Barnas et al. assume that any misalignment between projects and priorities represents a failure on the part of practitioners. The authors fail to recognize that the evolving nature of habitat assessment and restoration techniques results in the implementation of a subset of projects that do not address stated ecological concerns but nevertheless represent a key opportunity to improve habitat and benefit fish. It is important to understand that the process we and our partners use to implement the *Upper Columbia Spring Chinook Salmon and Steelhead Recovery Plan* (2007) is non-regulatory and voluntary. This is a reality of salmon recovery in all areas and should not be viewed as a shortcoming of the process. Furthermore, our understanding of ecological concerns constantly evolves as information becomes available and oftentimes projects address emerging issues that have not been documented as ecological concerns at the time (e.g. fire and drought response).

The Upper Columbia salmon recovery region invests time and effort to develop and maintain accurate and up-to-date databases of projects and priorities.

Barnas et al. used the PNSHP database to determine which implemented projects addressed habitat recovery. While this database includes some salmon recovery projects, it also includes many projects beyond the scope of salmon recovery. Using irrelevant data skews the analysis towards under-representing the effectiveness of regional efforts to address habitat impairments. Additionally, the authors chose to use subbasin plans (2004) as the basis for evaluating salmon recovery between 1992 and 2011; however, the RTT's Upper Columbia Biological Strategy and UCSRB Recovery Plan long ago superseded the subbasin plans as the basis for regional restoration planning. Many actions included within their dataset preceded the ESA listings of salmon and steelhead in the UCR (1998, 1999), and thus preceded most of the necessary components of a coordinated, planned salmon recovery effort with a dedicated stream of funding. Implementation has increased dramatically in the past 5 years with the majority of restoration projects (72%) implemented since the 2007 approval of the Upper Columbia Recovery Plan and the development of the Upper Columbia Biological Strategy beginning in 2000. Only the most accurate project and priority lists should be used to evaluate the question of how well salmon recovery aligns with priorities.

Project tracking is essential to evaluating recovery plan implementation. In the Upper Columbia we rely on the Habitat Work Schedule database to track habitat projects related to salmon recovery. Working with partners across the region we invest considerable time and effort with our partners to ensure the accuracy and accountability of that system. The PNSHP database used in the Barnas et al. analyses includes projects from subbasins that are not within the range of Upper Columbia spring Chinook and steelhead, and are not specifically funded or designed to benefit salmon habitat. This project database is therefore not appropriate to use in answering the question posed by the authors. For example, anadromous salmon cannot access the Lake Chelan subbasin, and most of the subbasins in Douglas County. Nevertheless, projects from these subbasins were considered alongside those projects specifically directed at ESA-listed salmon and steelhead in the ESU/DPS. Only 20% of the projects in the PNSHP database are specifically tied to salmon recovery efforts in our region, and the other 80% largely comprise upland actions designed and funded to address goals other than salmon recovery (e.g. fire recovery and grazing). Although there may be some connection between these projects and aquatic health, they do not represent habitat restoration for the purpose of salmon recovery as assumed in the Barnas et al. methods.

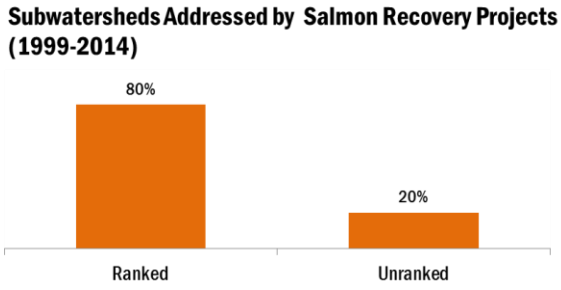
Ecological concerns should reflect the most current understanding of the habitat and population. The Upper Columbia has one of the most robust adaptive management plans in the Columbia Basin. Within the Barnas et al. methods, we find no means to account for adaptive management and the evolution in the identification of ecological concerns, in fish and habitat data collection and analysis, in project development, in restoration technologies, in restoration planning and coordination, and in funding decision making. Since the subbasin planning effort in 2004, knowledge of the local subbasins has expanded, with the completion of numerous assessments and monitoring projects. The RTT has produced three iterations of their Biological Strategy since 2004. The information provided by science in the Upper Columbia is constantly improving and our recovery process is designed to be nimble and adaptable in order to maximize the effects of our limited resources.

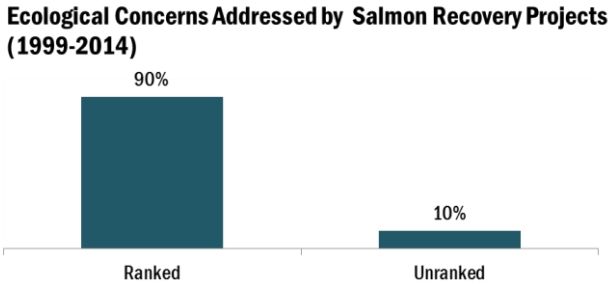
The Upper Columbia region closely tracks alignment between projects and priorities and incorporates that information into planning.

The UCSRB tracks implementation of the recovery plan through the Habitat Work Schedule database. The 2014 Upper Columbia Habitat Report explains the process that has been used to track implementation of habitat restoration projects. The UCSRB and RTT regularly evaluate

projects in terms of their alignment with priorities. Each year we submit a report to NOAA Fisheries that summarizes the projects implemented and describes how they align with regional priorities for recovery.

Between 1999- 2014, 80% of restoration projects fell within priority areas for restoration and 90% addressed ranked ecological concerns. That percentage is even greater if you just consider the past three years (see below).





The Upper Columbia region implements multiple ongoing pre and post monitoring efforts.

The suggestion that there is no post-implementation monitoring (Barnas et al. abstract line 7) is entirely false for the UCR and many other areas. Extensive efforts are underway in many areas of the Columbia River to conduct pre-and post-project monitoring through state and federal funded programs such as the Integrated Status and Effectiveness Project (ISEMP), Columbia Habitat Monitoring Program (CHaMP), Okanogan Basin Monitoring and Evaluation Program (OBMEP), Action Effectiveness Monitoring (AEM) and others. In addition, the PUDs, through their mitigation responsibilities, spend millions of dollars a year evaluating the effects of their hatchery programs on target populations, and this information is crucial for measuring the VSP parameters and whether the hatchery programs are meeting their collective objectives.

State of Washington
Department of Fish and Wildlife

16018 Mill Creek Boulevard • Mill Creek, Washington 98012 • (425) 775-1311 FAX (425) 338-1066

December 3, 2015

David Troutt, Chair
Salmon Recovery Funding Board
Recreation and Conservation Office
1111 Washington Street SE
Olympia, Washington 98501

Dear ~~Chairman~~ David Troutt:

This letter is in response to the 2015 Salmon Recovery Grant Funding Report: Part 2 – SRFB Review Panel Comments (December 2015). In that report, the Salmon Recovery Funding Board (SRFB) Review Panel (Panel) raised several concerns related to large scale estuary projects, specifically mentioning the Fir Island Farm project. On page 18, the report makes several comments about that project which are inaccurate in my view and I wanted to bring them to your attention. In the future, it is my hope that the Panel will reach out to the project sponsor/manager prior to publishing statements about specific projects in order to provide an opportunity for review, comment and to provide any necessary corrections.

The Panel noted that they are concerned about an *"increasing tendency of engineering consultants designing large-scale Puget Sound near-shore projects to incorporate expensive upgrades of drainage and flood protection infrastructure into the project scope"*. The Panel specifically identifies Fir Island Farm as an example of this concern. The Panel goes on to state that although they agree *"that it is essential to replace the existing level of drainage and flood protection on projects that involve setting back dikes and reintroducing tidal flow, we feel that it is misguided to spend salmon recovery funding to upgrade these facilities over and above their existing level of protection"* and that in their *"opinion, the justification that the upgraded infrastructure is necessary to protect against predicted sea level rise fails to consider that most of the surrounding dike and drainage infrastructure is not designed for future sea level rise"*.

I disagree with the Panel's conclusion that the drainage and flood protection elements of the Fir Island Farm project are "expensive upgrades" and that the design of those elements should not be considered as such. It is unrealistic to assume salmon recovery projects can/or should be designed and constructed to outdated design standards.

The design criteria used for the Fir Island Farm project were developed in close coordination with WDFW, a Technical Advisory Committee (TAC) and an Independent Technical Review Committee (ITRC). These groups represented a wide range of technical expertise in engineering and salmon recovery. The groups were engaged in review of the design criteria, project recommendations and engineering design. The project had nearly full consensus on these criteria before moving forward.

The criteria for dike design elevations and level of protection were determined using modern-day, industry accepted Natural Resources Conservation Service and Army Corps of Engineer's design guidelines and standards. Addressing sea level rise (SLR) was a requirement of the project's design grant language that was included by WDFW in response to SRFB Technical Review comments. While there are no "specific" SLR criteria available for the Fir Island site, WDFW and the TAC developed design criteria and recommendations generally following SLR adaptation and resiliency guidance in accordance with the November 2013, Federal Executive Order – Preparing the U.S. for the Impacts of Climate Change, the 2012 National Academy of Sciences Report on Sea-Level Rise for the Coasts of California, Oregon and Washington and publications and information available from the Skagit Climate Science Consortium and the University of Washington Climate Impacts Group. The recommendation ultimately resulted in adding 0.5-ft of dike elevation to accommodate the median SLR prediction for Puget Sound and Skagit Bay.

An analysis of the existing drainage system, evaluation of potential projects impacts and ultimate incorporation of the pump station and storage pond into the design were also an outcome of input from the TAC and ITRC. The detailed analysis of the existing drainage system was, in part, based on lessons learned from recently completed large-scale estuary projects. Analysis methods, assumptions and design outcomes are clearly documented in project engineering reports.

The SFRB Review Panel also states that "*well over half of the project's budgets are dedicated to building new pump stations where none existed previously and building large, new dikes*". The estimated construction costs for Fir Island Farm is approximately 10 million dollars. The cost for raising the dike (0.5 ft.) to meet SLR standards is less than 2 percent of the overall project cost. The cost of the pump station, required to address project impacts, is estimated to be around 13 percent of the overall project budget. The claim that well over half the budget was spent on these project elements is not true.

In Part 2 of the SFRB Funding Report, the Panel also commented that *"the local dike and drainage districts themselves have no funding program or comprehensive plans to respond to anticipated sea level rise. Spending scarce salmon recovery dollars on building uncoordinated*

and out-of-sequence upgrades to dike and drainage infrastructure deprives funding from other projects that also could provide substantial salmon recovery benefit".

We agree that portions of the surrounding levee and drainage systems in the vicinity of the Fir Island Farm project location are substandard and that programs and funding are needed by the local community to improve these systems. We also recognize that political, economic and organizational changes will also be needed to address these deficiencies. The approval and negotiation process to get the Fir Island Farm project on-line required close coordination with the local dike and drainage district, including legal agreements between the agency and the dike and drainage district for long term operation and maintenance. It is unrealistic to assume that the district would agree to take legal responsibility for infrastructure that is not designed to current standards.

I understand the Panel's intent may have been to bring this policy question of how best to address infrastructure costs as part of such large scale salmon recovery project (and there is clearly a need for a discussion on that issue), but the suggestion that the Fir Island Farm project did not prudently address this matter is misleading. I also believe that restoration projects would benefit from more flexible, multi-benefit funding sources. However, it is important to clearly define and understand the necessary engineering requirements for design of drainage and flood protection infrastructures, which are critical components of any restoration project that proposes to set back existing dikes. In the case of Fir Island Farm, we believe that the design reflects current engineering standards and incorporates the necessary elements to ensure that adjacent property owners and farmland are not impacted by the restoration project.

Thank you for the opportunity to provide these comments and for incorporating them into your thinking. If you have any questions, please feel free to contact me.

Sincerely,

Bob Everitt
Regional Director

Cc: Kaleen Cottingham, RCO
Tara Galuska, RCO
Jim Unsworth, WDFW
Erik Neatherlin, WDFW
Jennifer Quan, WDFW

LOWER COLUMBIA FISH RECOVERY BOARD

2015 BOARD

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~~
Jeff Breckel
Executive Director

December 8, 2015

David Troutt, Chairman
Salmon Recovery Funding Board
P.O. Box 40917
Olympia WA 98504-0917

Dear Mr. Troutt:

The Lower Columbia Fish Recovery Board wishes to comment on the large capital projects proposal which the Salmon Recovery Funding Board (SRFB) will be considering at its meeting on December 9. While we strongly support efforts to expand funding for salmon recovery efforts, we cannot support the large capital project proposal as currently recommended by RCO staff.

Rather than attempting to create another grant program, we believe that the highest priority should be given to increasing state capital funding for the current SRFB grant program and ensuring its equitable allocation among the regions. We are deeply concerned over the funding shortfall for this critical program in 2016 and its implications for habitat protection and restoration efforts in the Lower Columbia as well as the other salmon recovery regions. We believe that our collective efforts should focus on substantially increasing funding for the 2017-19 biennium for the current grant program, perhaps to as much as $40 million as was proposed in the Governor's budget for the current biennium.

We recommend the SRFB consider wrapping large capital project funding into the 2017-2019 budget request for the current SRFB grant program. A single, integrated request would avoid the appearance of competing funding requests and potential confusion over funding needs and priorities. It also maintains the credibility and effectiveness of the SRFB's current grant program by providing regions and lead entities the flexibility to allocate funds among project types, including large capital projects, in a manner that best meets local needs and maximizes benefits to fish. Finally, it avoids implementing another grant program with its own administrative procedures and requirements on resource-strapped project sponsors.

Should the SRFB decide to pursue a new and separate large capital project grant program, we feel that it must include specific regional funding allocations. Unless regions have a reasonable assurance that the program will help to address their needs, there is little incentive to participate or support a large capital project program. Regional allocations would help to provide that assurance and give sponsors the incentive they need to invest their limited time and resources into developing sound project proposals. Finally, additional considerations needs to be given in developing the policies and guidelines for a large capital project grant program to how to best tailor the program to meet the habitat project needs of the regions as well as the capacity and ability of regional organizations, lead entities, and sponsors to effectively participate.

The LCFRB appreciates the interest of the SRFB in pursuing expanded funding opportunities for habitat projects. We look forward to continuing to work with the SRFB, the other regional salmon recovery organizations, lead entities, and our project sponsors to expand the habitat project funding base in a way that provides for an effective and equitable statewide program.

Sincerely,

Tom Linde, Chairman

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **1**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: Director's Report

Summary

This memo is the director's report on key agency activities.

Board Action Requested

This item will be a:

- ☐ Request for Decision
- ☐ Request for Direction
- ☒ Briefing

In this Report:

- Agency update
- Legislative, budget, and policy updates
- Fiscal report
- Performance update

Agency Update

Centennial Accord

Wendy Brown, Sarah Thirtyacre, and Director Kaleen Cottingham attended the 26th Annual Centennial Accord meeting in October, hosted by the Squaxin Island Tribe. The purpose of the annual meeting is to convene Washington's tribes, state agencies, and the Governor to discuss issues of mutual concern and strengthen government-to-government relationships.

Employees on the Move

- **Jen Masterson**, our performance management specialist, has left RCO to work at the Office of Financial Management as a capital budget analyst. She'll be working directly on construction-related budget requests and projects. The Policy Team will be recruiting for her replacement soon.
- **Gerald Seed**, a fiscal analyst at RCO, has promoted to lead accountant for the agency.
- **Josh Lambert** started work as a new salmon grants manager in September. He comes to us from the Lincoln Soil and Water Conservation District in Oregon, where he managed two natural resource programs. He also worked with the Oregon Watershed Enhancement Board, a counterpart to the Salmon Recovery Funding Board.

Update on Sister Boards

Recreation and Conservation Funding Board (RCFB)

The RCFB met in Olympia on November 18-19. The board awarded grants for Youth Athletic Facility projects, reviewed proposed changes to grant evaluation criteria for the 2016 applications, discussed

revising its strategic plan and performance measures, and talked about the next steps in developing a unified statewide recreation and conservation plan. The next RCFB meeting is scheduled for February 2016.

Washington Invasive Species Council (WISC)

At the request of the Legislature, WISC is convening monthly stakeholder meetings to develop recommendations for funding aquatic invasive species management in Washington State. The group developed a list of principles for evaluating options (sustainable, vector driven, broad impact, etc.) and is in the process of selecting the most appropriate funding options. This work will continue for several months, with a final report due in March. In other work, WISC joined forces with Thurston County, the Cowlitz Indian Tribe, Washington Departments of Fish and Wildlife and Natural Resources, and U.S. Department of Agriculture in October to remove 3,000 pounds of Brazilian elodea from the Chehalis River. It was a great example of how much more we can accomplish when working with combined resources.

Legislative, Budget, and Policy Updates

Preparing for the 2016 Legislative Session – Decision Packages

RCO is preparing three decision packages for request legislation. A "decision package" is essentially an agency memo to the Governor's Office and the Office of Financial Management seeking permission to introduce legislation, known as an agency request bill. The first decision packet is to request reauthorization of the Washington Invasive Species Council (WISC), which sunsets June 30, 2017. RCO will also seek legislative reauthorization of the Habitat and Recreation Lands Coordinating Group, which also sunsets in 2017. The last decision package will serve as a placeholder for any potential statutory changes to the Washington Wildlife and Recreation Program (RCW 79A.15) that may result from the facilitated stakeholder review process that was requested by the Legislature in the 2015-2017 capital budget bill (2EHB 1115, Section 3163) and is currently underway.

Fiscal Report

This financial report reflects Salmon Recovery Funding Board activities as of October 2015.

Balance Summary

Fund	Balance
Current State Balance	$16,680,478
Current Federal Balance – Projects, Hatchery Reform, Monitoring	$8,907,710
Current Federal Balance – Activities	$8,601,936
Lead Entities	$2,661,000
Puget Sound Acquisition and Restoration (PSAR) and Puget Sound Restoration	$29,435,707

Salmon Recovery Funding Board

For July 1, 2015 - June 30, 2017, actuals through October 31, 2015 (Fiscal Month 04).
Percentage of biennium reported: 16.7%.

Programs	BUDGET	COMMITTED		TO BE COMMITTED		EXPENDITURES	
	New and Re-appropriation 2015-2017	Dollars	% of Budget	Dollars	% of Budget	Dollars	% of Completed
State Funded							
2011-13	$3,497,000	$3,098,901	87%	$398,099	13%	$661,353	11%
2013-15	$11,886,000	$11,422,899	95%	$463,101	5%	$1,439,307	7%
2015-17	$15,820,200	$922	0%	$15,819,278	100%	$0	0%
Total	**31,203,200**	**14,522,722**	**47%**	**$16,680,478**	**53%**	**2,100,660**	**14%**
Federal Funded							
2011	$5,258,496	$5,258,496	72%	$0	28%	$545,005	3%
2012	$9,227,354	$9,227,355	88%	$0	12%	$1,118,148	6%
2013	$9,447,410	$9,447,410	91%	$0	9%	$1,263,556	6%
2014	$18,175,284	$18,142,096	95%	$33,188	5%	$1,777,679	1%
2015	$18,173,121	$696,662	0%	$17,476,459	100%	$0	0%
Total	**60,281,666**	**42,772,019**	**71%**	**$17,509,647**	**29%**	**4,704,388**	**11%**
Grant Programs							
Lead Entities	6,719,766	4,058,766	36%	2,661,000	64%	940,755	61%
PSAR	82,991,479	53,555,772	65%	29,435,707	35%	5,294,919	5%
Subtotal	**181,196,111**	**114,909,279**	**63%**	**66,286,832**	**37%**	**13,040,722**	**11%**
Administration							
Admin/ Staff	5,954,591	5,954,591	100%	-	0%	589,689	3%
Subtotal	**5,954,591**	**5,954,591**	**100%**	**-**	**0%**	**589,689**	**10%**
GRAND TOTAL	**$187,150,702**	**$120,863,870**	**65%**	**$66,286,832**	**35%**	**$13,630,411**	**11%**

Note: Activities such as smolt monitoring, effectiveness monitoring, and regional funding are combined with projects in the state and federal funding lines above.

Performance Update

The following data are for grant management and project impact performance measures for fiscal year 2016. Data included are specific to projects funded by the board and current as of November 5, 2015.

Project Impact Performance Measures

The following tables provide an overview of the fish passage accomplishments funded by the Salmon Recovery Funding Board (board) in fiscal year 2016.

Grant sponsors submit these performance measure data for blockages removed, fish passages installed, and stream miles made accessible when a project is completed and in the process of closing. The Forest Family Fish Passage Program and Estuary and Salmon Restoration Program are not included in these totals.

Nine salmon blockages were removed so far this fiscal year (July 1, 2015 to November 5, 2015), with 4 passageways installed (Table 1). These projects have cumulatively opened 14.7 miles of stream (Table 2).

Table 1. SRFB-Funded Fish Passage Metrics

Measure	FY 2016 Performance
Blockages Removed	9
Bridges Installed	2
Culverts Installed	2
Fish Ladders Installed	0
Fishway Chutes Installed	0

Table 2. Stream Miles Made Accessible by SRFB-Funded Projects

Project Number	Project Name	Primary Sponsor	Stream Miles
12-1068	W. Fork Chenois Cr Fish Barrier Correction	Chehalis Basin FTF	6.5
12-1648	Ninemile Creek Riparian Restoration	Trout Unlimited Inc.	6
10-1863	Calistoga Setback Levee - Construction	Orting City of	1.25
11-1428	Klickitat Floodplain Restoration Phase 3	Columbia Land Trust	0.53
12-1644	Klickitat Floodplain Restoration Phase 4	Columbia Land Trust	0.43
		Total Miles	**14.71**

Grant Management Performance Measures

Table 3 summarizes fiscal year 2016 operational performance measures as of November 5, 2015.

Table 3. SRFB-Funded Grants: Management Performance Measures

Measure	FY Target	FY 2015 Performance	Indicator	Notes
Percent of Salmon Projects Issued Agreement within 120 Days of Board Funding	85-95%	**100%**	●	Three agreements for SRFB-funded projects were due to be mailed this fiscal year to date. Staff mail agreements on average 26 days after a project is approved.
Percent of Salmon Progress Reports Responded to On Time (15 days or less)	65-75%	**85%**	●	A total of 198 progress reports were due this fiscal year to date for SRFB-funded projects. Staff responded to 169 in 15 days or less. On average, staff responded in 8 days.
Percent of Salmon Bills Paid within 30 days	100%	**100%**	●	During this fiscal year to date, 176 bills were due for SRFB-funded projects. All were paid on time.
Percent of Projects Closed on Time	60-70%	**76%**	●	A total of 66 SRFB-funded projects were scheduled to close so far this fiscal year. Fifty of these projects closed on time.
Number of Projects in Project Backlog	0	**5**	●	Five SRFB-funded projects are in the backlog. This is a decrease from the last board meeting.
Number of Compliance Inspections Completed	75	**21**	●	Worksites inspected.

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **2**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: Salmon Recovery Management Report

Prepared By: Brian Abbott, Governor's Salmon Recovery Office Executive Coordinator
Tara Galuska, Salmon Section Manager

Summary

The following are some highlights of work recently completed by the staff in the Governor's Salmon Recovery Office (GSRO) and the Recreation and Conservation Office (RCO).

Board Action Requested

This item will be a:

- ☐ Request for Decision
- ☐ Request for Direction
- ☒ Briefing

Governor's Salmon Recovery Office

Regional and Lead Entity Contracts for 2015-17

GSRO staff manage the contracts with the regional organizations and lead entities. For the 2015-17 contracts' scope of work, GSRO staff provided a basic template, then negotiated specific details with each lead entity and region. Due to the late adoption of the budget and the new federal fiscal rules, the contracts were slightly delayed. As of the writing of this memo, all regional contracts and nearly all lead entity contracts have been finalized.

Coordinated Grant Programs

RCO staff (Director, GSRO coordinator, and Salmon section manager) has partnered with the Washington Department of Ecology (Ecology) to establish a work group dedicated to the coordination of state natural resource grant programs. The effort creates an interagency forum aimed at increasing coordination and collaboration among Washington State grant programs that benefit water quality and salmon recovery, while recognizing the unique roles and authorities of each agency.

The interagency forum goals are to**:**

- Enhance communication and collaboration among state agency water quality and salmon recovery grant program managers;
- Search for ways that agencies can help grant recipients save time, conserve resources, and improve project management;
- Simplify the grant process (e.g., refine the process so it is seamless for the applicant);
- Align grant programs data, metrics, reporting, and timelines when possible; and
- Share grant guidelines, policies, and best practices where possible.

RCO and Ecology are the largest grantors of state resources to protect water quality, restore salmon and their habitats, protect and enhance floodplains, and support local communities in these efforts. RCO is supported in this effort by partner agencies who help guide how and where a portion of these funds should be invested. Partners include the Department of Fish and Wildlife (WDFW), the Washington State Conservation Commission (WSCC), the Puget Sound Partnership (PSP), and the Governor's Results Washington Office. Coordination among state grant programs and partners is essential in maximizing the benefits of public investments.

Habitat Work Schedule Database

The Habitat Work Schedule (HWS) database is RCO's salmon recovery lead entity tool for tracking and displaying how salmon projects relate to each other, what needs to be done next for salmon, and how progress is being made to address the problems harming salmon. Lead entities use HWS to track, report, and map their actions for planning, accountability, monitoring, and management, both geographically and over time.

GSRO conducted interviews with lead entities about their needs for future improvements and to assess how they use HWS. The interview results will inform the direction of the HWS workshop which will be held in concert with Washington Salmon Coalition meeting in December.

Usability on both the public and login sides of the HWS database is the focus this year. Several improvements to HWS were recently completed, including an overall update to the public portal. This improvement makes it easier for the public to find projects in their area, perform other queries, and to navigate through the HWS site. The lead entities and GSRO continue to discuss reporting needs from HWS and exploring easier options for reporting and queries. GSRO is developing the next scope of work for a contract with the HWS vendor (Paladin) and actively working to streamline the habitat metrics tracked in HWS to make data entry easier and to improve shared data within RCO's PRISM database.

Recreation and Conservation Office - Salmon Section Report

Salmon Recovery Funding Board Grant Management

2014 Grant Cycle Update

The board funded 118 projects in 2014, including Puget Sound Acquisition and Restoration (PSAR), projects within Intensively Monitored Watersheds (IMW), and board-funded projects. All 2014 projects are now under contract and two planning projects have already been completed.

2015-17 Budget Update

The 2015-17 budget enables an $18 million grant round this year, consistent with previous grant rounds. The PSAR account was funded at $37 million. The Puget Sound Salmon Recovery Council approved directing the first $30 million for projects submitted through the lead entity process, with the remainder going to priority projects on the Large Capital Project List. On this prioritized list there are twenty-two projects that were pre-approved by the board at the December 2014. Only one of these projects, the top-ranked project, will move forward for implementation: Busy Wild Creek Protection (RCO #14-1688) sponsored by the Nisqually Land Trust.

2015 Grant Cycle Update

The 2015 grant round will include Pacific Coastal Salmon Recovery Fund (PCSRF), salmon state, and 2015-17 PSAR state funding. Using the regional allocation formula approved by the board, $18 million will be for projects ranked and submitted through the lead entity process. In addition, $30 million in PSAR funds

are targeted for projects submitted through the lead entity process, using the Puget Sound region's allocation to lead entities.

The 2015 grant round is underway:

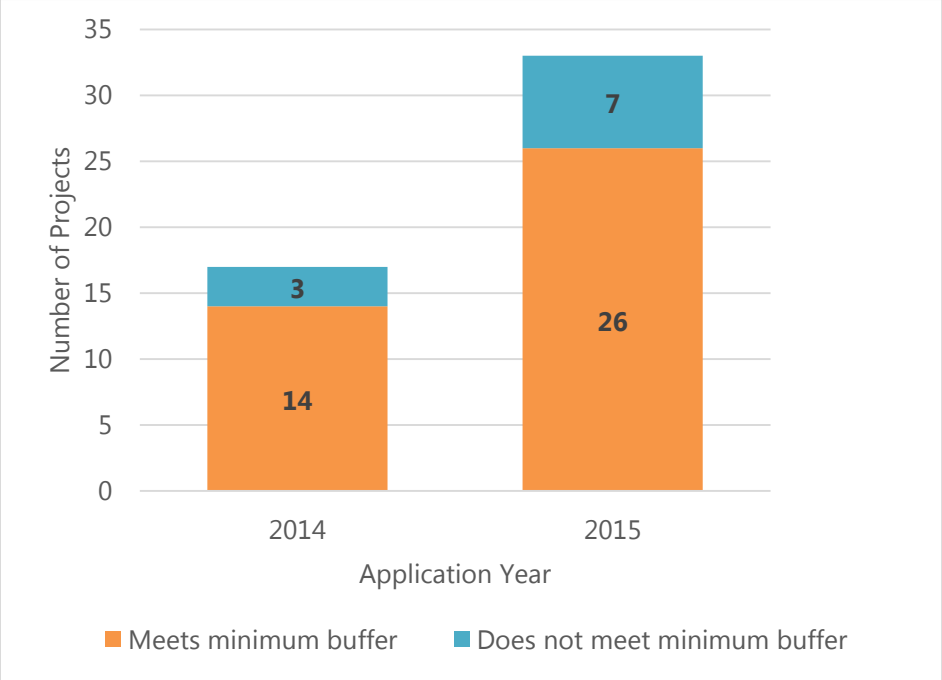
- Lead entities completed their project review site visits with the Salmon Recovery Funding Board Review Panel (Review Panel). Site visits began in March in the North Olympic Peninsula Lead Entity and continued through June in the Snake River Region.
- RCO received 194 projects by the August 14, 2015 application due date.
- The Review Panel met in September to complete the project reviews and comment forms.
- At the December 2015 meeting the board will be asked to approve funding for 2015 projects.

Riparian Buffer Update

In June 2014, the board directed staff to collect riparian buffer-width data as a project metric with each application (starting in the 2015 cycle.) The National Oceanic and Atmospheric Administration (NOAA) recommends a minimum 100-foot buffer for western Washington and a minimum 75-foot buffer for eastern Washington.

During the 2015 application cycle, thirty-three Riparian Habitat projects were submitted (see Figure 1). Seven of the western Washington projects do not meet the minimum recommended buffer width, constituting 21% of all Riparian Habitat Projects in this cycle. All eastern Washington projects meet the minimum recommended buffer width.

Figure 1. Comparison of Riparian Buffer Widths: 2014 – 2015



In comparison to the previous 2014 case study, data shows a 4% increase for 2015. A two-year comparison of data is not sufficient to recommend a change from the board's 2014 decision. The collection process is nascent, and staff will be monitoring the data each year for trends.

Other Programs

Family Forest Fish Passage Program (FFFPP)

FFFPP received $5 million in the capital budget for the 2015-17 biennium. In September, the FFFPP Steering Committee approved the 2015 project list, which includes sixteen projects with nineteen barrier crossings. RCO staff is currently working with sponsors to put these projects under agreement. A total of 477 eligible landowners with 830 crossings remain on the waiting list. Please view the FFFPP's 2014 Implementation Report on the RCO website for more information.

Salmon Recovery Funding Board Grant Administration

Viewing Closed Projects

Attachment A lists projects that closed between September 1, 2015 and November 1, 2015. To view information about a project and attachments (e.g., designs, photos, maps, and final report, click on the blue project number link.

Amendments Approved by the RCO Director

The table below shows the major amendments approved between August 31, 2105 and November 9, 2015. Staff processed 37 project-related amendments during this period; most amendments were minor revisions related to administrative changes or time extensions.

Table 1. Project Amendments Approved by the RCO Director

Number	Name	Sponsor	Program	Type	Amount/Notes
13-1144	Lower Ohop Restoration, Phase II	South Puget Sound Salmon Enhancement Group	Puget Sound Acquisition & Restoration	Project Cost Change	Reduced by $800,000 of 2013-15 PSAR funding and $18,842 of sponsor match.
13-1145	Nisqually River Knotweed #4	Pierce County Conservation District	Salmon Federal Project	Project Cost Change	Increased grant amount by $111,803 of 2014 PCSRF and $30,531 of sponsor match
14-1914	Steptoe Creek Perched Culvert Design & Assessment	Palouse Conservation District	Salmon Federal Project	Project Cost Change	Increased grant amount by $13,000 and match by $2,300.
13-1059	North Fork Skagit Acquisition and Feasibility	Skagit County Public Works	Puget Sound Acquisition & Restoration	Project Cost Change	Increased grant amount by $25,000 due to cultural resource costs.
11-1310	AGR Enterprises Stream Restoration 2011	Wahkiakum Conservation District	Salmon Federal Projects	Project Cost Change	Increased grant amount by $30,000 and match increase of $6,780 due cost related to materials.
12-1408	Sands Creek Drainage Culvert Replacement	Pacific Coast Salmon Coalition	Salmon Federal Projects	Project Cost Change	Increased grant amount by $49,850 for additional design and construction costs.

The following table shows projects funded by the board and administered by staff since 1999. The information is current as of November 5, 2015. This table does not include projects funded through the Family Forest Fish Passage Program nor the Estuary and Salmon Restoration Program. Although RCO staff support these programs through grant administration, the board does not review and approve projects under these programs.

Table 2. Board-Funded Projects

	Pending Projects	Active Projects	Completed Projects	Total Funded Projects
Salmon Projects (to Date)	14	398	1,948	2,360
Percentage of Total	0.6%	16.9%	82.5%	

Staff are working with sponsors to place "pending" projects under agreement, following approval at the December 2015 board meeting. Active projects are under agreement. Sponsors are working on implementation with RCO support for grant administration and compliance.

Attachments

A. Salmon Projects Completed and Closed from September 1, 2015 – November 5, 2015.

Salmon Projects Completed and Closed from September 1, 2015 – November 1, 2015

Project Number	Project Name	Sponsor	Program	Closed On
12-1368	Skokomish Car Removal and Riparian Restoration	Mason Conservation District	Salmon State Projects	9/2/2015
09-1373	Germany Creek Nutrient Enhancement	Lower Columbia River FEG	Salmon Federal Projects	9/3/2015
12-1644	Klickitat Floodplain Restoration Phase 4	Columbia Land Trust	Salmon Federal Projects	9/3/2015
13-1153	Otter Creek Side Channel Design	Cowlitz Indian Tribe	Salmon Federal Projects	9/3/2015
11-1499	Buck Creek Fish Passage & Irrigation Improvements	Underwood Conservation District	Salmon Federal Projects	9/4/2015
12-1511	SF Nooksack (Nuxw7íyem) Nesset Reach Design	Nooksack Indian Tribe	Salmon Federal Projects	9/9/2015
13-1451	Upper Columbia Reg. Salmon Recovery	Upper Columbia Salmon Rec. BD	Salmon Federal Activities	9/10/2015
09-1598	Thatcher Bay Nearshore Restoration Implementation	Skagit Fish Enhancement Group	PSAR	9/11/2015
13-1394	East Fork Smalle Creek Fish Passage Design 2013	Pend Oreille County of	Salmon State Projects	9/11/2015
10-1765	Eschbach Park Levee Setback & Restoration	Yakima County Public Services	Salmon Federal Projects	9/14/2015
14-1021	West Uncas Rd / Salmon Creek Culvert Design	Jefferson Co Public Works	PSAR	9/16/2015
12-1389	Big River Floodplain Restoration	Makah Tribe	Salmon Federal Projects	9/17/2015
13-1105	Silver-Bluebird Creek Fish Passage Design	Lower Columbia River FEG	Salmon Federal Projects	9/17/2015
12-1288	Greenwater River Restoration Phase 3	South Puget Sound SEG	Salmon Federal Projects	9/18/2015
13-1110	La Center Wetlands Restoration Design	Lower Columbia Estuary Partner	Salmon Federal Projects	9/18/2015
13-1118	Joe Creek Tributaries: 9400 & 9110 Rd-Design Only	Quinault Indian Nation	Salmon Federal Projects	9/18/2015
13-1358	WRIA 1 Salmon Recovery Board LE	Lummi Nation	Salmon-LE Fed Contracts	9/22/2015
11-1619	Beaver Creek Intake Passage & Screening Construct	Fish & Wildlife Dept of	Salmon Federal Activities	9/24/2015
12-1278	Riverbend Acquisition	King Co Water & Land Res	PSAR	9/25/2015
14-2135	PER SRV 2014 SOS Executive Summary Design	Luis Prado	Salmon Federal Activities	9/26/2015
11-1282	Pt. Heyer Drift Cell Preservation 2011	King Co Water & Land Res	Salmon Federal Projects	9/28/2015

Project Number	Project Name	Sponsor	Program	Closed On
13-1133	Sammamish River Side Channel 2	Bothell City of	PSAR	9/28/2015
12-1068	W. Fork Chenois Cr Fish Barrier Correction	Chehalis Basin FTF	Salmon Federal Projects	9/29/2015
13-1154	Lower Yellowjacket Creek Design	Cowlitz Indian Tribe	Salmon Federal Projects	10/2/2015
12-1629	Implementation Assessment & Monitoring Project Function	Lower Columbia Fish Recovery Board	Salmon Federal Activities	10/3/2015
10-1808	South Fork Black Slough Reach ELJ Design	Nooksack Indian Tribe	PSAR	10/7/2015
11-1465	Puyallup River South Fork Restoration Phase I	Pierce County Water Programs Division	PSAR	10/7/2015
13-1314	Cle Elum River Side Channel Restoration Phase 2	Kittitas Conservation Trust	Salmon State Projects	10/7/2015
13-1373	North Olympic Peninsula LE	Clallam County of	Salmon-LE Fed Contracts	10/7/2015
14-1028	Dungeness Drift Cell Protection Assessment	North Olympic Land Trust	PSAR	10/13/2015
13-1383	Hood Canal Reg. Salmon Recovery	Hood Canal Coordinating Council Lead Entity	Salmon Federal Activities	10/19/2015
13-1386	Washington Coast Reg. Salmon Recovery	Washington Coast Sustainable Salmon Foundation	Salmon Federal Activities	10/19/2015
10-1863	Calistoga Setback Levee - Construction	Orting City of	PSAR	10/20/2015
13-1388	Stringer Creek Barrier Replacement Design	Pacific County Anglers	Salmon State Projects	10/20/2015
09-1543	Lower Dungeness River Floodplain Acquisition III	Clallam Co Community Dev	PSAR	10/21/2015
11-1560	SJC Neighborhood Salmon Conservation Easement	Friends of the San Juans	Salmon State Projects	10/23/2015
12-1170	Cedar Creek Reach 1 Restoration	Lower Columbia River FEG	Salmon Federal Projects	10/26/2015
11-1505	Powel Shoreline Restoration Implementation	Bainbridge Island Land Trust	PSAR	10/28/2015
12-1378	Powell Wetland Protection	Nisqually Land Trust	Salmon Federal Projects	10/30/2015
13-1109	E. Fork Lewis River Restoration Design, Reach 5A-B	Lower Columbia Estuary Partner	Salmon Federal Projects	10/30/2015

WSC Officers

Amy Hatch-Winecka, Chair
WRIA 13 & 14 Salmon Recovery Lead Entities

John Foltz, Vice Chair
Snake River Salmon Recovery Board Lead Entity

Darcy Batura, Past Chair
Yakima Basin Fish & Wildlife Recovery Board Lead Entity

Richard Brocksmith
Skagit Watershed Council

Jacob Anderson
Klickitat Lead Entity

Dawn Pucci
Island County Lead Entity

Jason Wilkinson
Lake Washington, Cedar, Sammamish Watershed (WRIA 8) Lead Entity

Bill Armstrong
Quinault Indian Nation Lead Entity

Members

Todd Andersen
Kalispell-Pend Oreille Lead Entity

Kirsten Harma
Chehalis Basin Lead Entity

Joy Juelson
Upper Columbia Salmon Recovery Board Lead Entity

Cheryl Baumann
N.Olympic Lead Entity for Salmon

Jeff Breckel
Lower Columbia Lead Entity

Alicia Olivias
Hood Canal Lead Entity

Ashley Von Essen
Nisqually Lead Entity

Tom Kollasch
Pacific County Lead Entity

Doug Osterman
Green, Duwamish and Central Puget Sound Watershed (WRIA 9) Lead Entity

Marian Berejikian
Westsound Watershed Council

Becky Peterson
WRIA 1 Salmon Recovery Board

Frank Hanson
N. Pacific Coast & Quinault Indian Nation Lead Entities

Byron Rot
San Juan Lead Entity

Lisa Spurrier
Pierce County Lead Entity

Pat Stevenson
Stillaguamish Tribe Lead Entity

Donald "Kit" Crump
Co-Lead for Stillaguamish Watershed Lead Entity

Vacant
Snohomish Lead Entity

WASHINGTON SALMON COALITION

Community-Based Salmon Recovery

November 23, 2015

David Troutt, Chairman
Salmon Recovery Funding Board
WA Recreation and Conservation Office
PO Box 40917
Olympia, WA 98504-0917

Dear Chairman Troutt and Board Members,

The Washington Salmon Coalition is pleased to provide you with an update on our work and activities over the last several months:

LE Process Update

The Washington Salmon Coalition (WSC) members have been busy over the last few months finalizing the 2015 grant round. A main area of focus was the Regional Area Project Meetings. The priority of these meetings is to address projects identified as POCs. In order to do this effectively, we work directly with each project sponsor to ensure that they understand the Review Panel's concern, and work collaboratively on a strategy to address the concern. In addition to clearing POCs, Lead Entity coordinators work together with their region to create a presentation highlighting:

- Where projects are located and how they fit into the regional priorities.
- Other funding sources significantly contributing to restoration and how it all fits together.
- Any science demonstrating effectiveness of regional recovery efforts.
- Considerations of other factors influencing recovery: hydropower, hatcheries, and harvest.
- Challenges to implementation that they'd like to highlight.

These meetings are an excellent opportunity to find workable solutions for some of the more complex project issues around the state. It also facilitates an excellent discussion around region-related successes, challenges and priorities.

SRFB Statewide Large Capital Proposal

WSC Members will have a WebEx on December 4 to discuss the proposal laid out for SRFB consideration. The WSC Chair and Vice-Chair will give verbal input at the SRFB meeting on December 9 and 10.

Salmon Recovery Network

WSC is pleased to continue participation in the Salmon Recovery Network (SRNet) as we further statewide understanding and create connections between and amongst partners as we evolve into a cooperative team. Partners are reviewing the budget requests presented in October and gearing up for outlining the next steps as we ready ourselves for 2016, and 2017, Legislative sessions.

WASHINGTON SALMON COALITION

Community-Based Salmon Recovery

Strengthening Key Relationships

Successful projects hinge upon many things, not insignificant among them are the partnerships and relationships that Lead Entities develop and foster locally. Over the past several years as individual Lead Entities and collectively as the Washington Salmon Coalition, we have worked on developing and strengthening these key relationship with our local elected officials, citizens, and project partners.

Given that the current legislative session will not focus on the budget, we have chosen to focus on building these key relationships along with focusing and refining our messaging. To help with this, we have been working with Wendy Brown, RCO's Policy Director, and Jeff Parsons, Puget Sound Partnership's Legislative Policy Director, who have helped provide valuable insight and an alternate perspective on Lead Entity related work. All too often we get caught up in funding and statewide structure and forget to focus on what is most important, successful projects. Hearing an outside perspective has and will help Lead Entity messaging on key topics related to our work. These key topics include accountability and responsible spending, honesty about what is working and what isn't when it comes to habitat projects, how we've improved both our projects and approach based upon what we've learned from past work, our ability to leverage other funding, and the multiple benefits of habitat focused projects. This is an exciting time of the year with the SRFB funding decisions and preparing for the upcoming 2016 SRFB grant round and continuing to build, strengthen, and foster our key relationship has never been more important.

Lead Entity Legislative Outreach – January 26!

Maintaining a strong foundation with state legislators means demonstrating success to them during site visits in the interim and communicating success, places for improvement, and a path forward during the legislative session. For this 2016 session, WSC Members are strengthening relationships with local and statewide elected officials. Regular outreach to Legislators educates them about the importance of salmon recovery and the ongoing efforts in local watersheds. There is much that salmon recovery leaders can do within their existing capacity, especially making sure elected representatives and their staff are informed about the successes of the community-based salmon recovery effort. Since most Lead Entity outreach efforts are paid for with public funds, we cannot lobby; however, we can provide information to help's our elected officials to lead effectively. And we can take representatives from our local Citizen's Advisory Groups, and local City and County elected officials with us when we meet with our statewide representatives. Demonstrating success and what communicating what tasks remain will be the focus on January 26, 2016 in Olympia.

LE Retreat – February 9-11, 2016 La Connor

Planning for the Lead Entity Training and Retreat is underway. We plan on devoting an afternoon to delving more deeply into the survey responses on how each Lead Entity runs their process, manages outreach, and develops projects. In this session, we learn from the practices of one another, sharing best practices that could be morphed to work in other areas. We also plan on incorporating the results of the climate change request

from the SRFB into a session, putting together a panel of Coordinators who have experience incorporating climate change criteria for selecting projects and inserting into the ranking criteria. We will also have a session on building partnerships with like-minded organizations to accomplish multiple goals.

We appreciate the opportunity to gather, learn and share. These opportunities come in amidst a sea of preparations for the next grant round, some in areas where the Lead Entity Coordinator may be the only person guarding the SRFB process in the watershed. Cross-pollinating ideas and methods are invaluable opportunities to learn and grow, benefitting our communities and salmon.

Statewide Lead Entity News and Updates

Klickitat County Lead Entity: Partnerships and Lead Entity Efforts lead to successful Project

The Eastern Klickitat Conservation District (EKCD) pursued and was funded through the SRFB for the Rock Creek Conservation Easement Assessment in 2013 (13-1397). This project built upon previous work with private landowners in the Klickitat Lead Entity area to protect a significant portion of critical spawning and rearing habitat in the Rock Creek watershed (WRIA 31) for the threatened Mid-Columbia Steelhead DPS identified as a high priority reach in the Klickitat Lead Entity Strategy. EKCD then received funding for the Rock Creek Riparian Easement in 2014 (14-1857) from the SRFB – however the appraisal for the proposed easement which only included the riparian area fell below expectations. The landowner therefore decided not to continue with the riparian easement purchase and instead opted to include the riparian area with additional acreage to pursue an agricultural easement purchase funding proposal.

(Rock Creek Watershed, Klickitat County)

During the FY15 funding year, EKCD submitted 2 proposals through the Washington Wildlife Recreation Program (WWRP) Acquisition program to purchase Agricultural Conservation Easements on 18,000 acres in the Rock Creek and Chapman Creek watersheds, totaling approximately $7.3M. In cooperation and supported by the Office of Farmland Preservation, a division of the WA Conservation Commission, EKCD submitted the two applications and were

selected for funding through OFP for both.

In addition, this project has spurred interest into another potential 6,000 acre easement which EKCD is working with the landowner to submit another funding request.

Although the Rock Creek Riparian Easement funded by the SRFB wasn't implemented, the resulting project was arguably even more successful than proposed in part due to local Lead Entity processes which include project identification and prioritization, evaluation, seeking alternate funding options, and facilitation of partnerships by the Klickitat Lead Entity.

Annual WRIA 8 Salmon Recovery Tour

A yellow busload of about 40 tour participants visited several sites around WRIA 8 on October 9 for our annual look at high priority projects across the watershed. Participants included state legislators, Congressional staff, local officials and staff, state and federal agency staff, and community group members. Dodging a few raindrops -- and spotting some salmon! -- along the way, participants visited the following three sites:

(Hearing about proposed Large Lock improvements)

Hiram M. Chittenden (Ballard) Locks
At the Ballard Locks tour participants learned about urgently needed fish passage and infrastructure improvements, the Corps' list of prioritized projects/repairs, and efforts underway to raise funds for these and other improvements in the context of the Locks' 100th anniversary coming up in 2017.

Confluence Park floodplain restoration (City of Issaquah)
Confluence Park is the site of a stream channel and riparian area restoration (part of a large urban park project) in downtown Issaquah, where Issaquah Creek and East Fork Issaquah Creek come together.

WASHINGTON SALMON COALITION

Community-Based Salmon Recovery

Riverbend acquisition (King County and City of Seattle)
Riverbend is the site of a future floodplain restoration project on the Cedar River, where a mobile home park was purchased and residents are being relocated out of harm's way. Participants also learned about King County's Floodplains by Design (FBD) Cedar River Corridor Plan grant, and Floodplain by Design Round 1 Project Accomplishments.

(Standing on the spot where mobile homes were removed)

On behalf of the Washington Salmon Coalition, I thank you for your continued support and look forward to many more fruitful partnerships

Sincerely,

Environmental Program Manager and WSC Chair
Deschutes and Kennedy / Goldsborough Lead Entities

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **4A**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: 2015 Grant Round

Prepared By: Tara Galuska, Salmon Recovery Section Manager

Summary

At the December meeting, the Salmon Recovery Funding Board (board) will be asked to approve the projects identified in "Attachment 10 - Funding Tables" in the 2015 Salmon Recovery Grant Funding Report (funding report). The report provides background on the process used to identify and evaluate the projects under consideration, as well as the project lists.

Board Action Requested

This item will be a:

- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Proposed Motion Language

Reference Attachment A for proposed motions for board consideration and approval.

Background

For the 2015 grant round, the Salmon Recovery Funding Board (board) set a funding amount of $18 million using federal and state funds[1], based on known and anticipated amounts. The state 2015-2017 capital budget also included $37 million for Puget Sound Acquisition and Restoration (PSAR) to accelerate implementation of the Puget Sound Salmon Recovery Plan.

There are two components involved in the allocation of PSAR funds: 1) $30 million is allocated based on a formula to watersheds that ensures every watershed in Puget Sound is making significant progress; and 2) $7 million is allocated to a large capital project list that was prioritized by the Puget Sound Recovery Council and previously approved by the board. The complete list of projects and the 2015-2017 PSAR Large Capital List are included in the 2015 Funding Report as Attachment 10 and Attachment 4, respectively.

Seven PSAR projects utilized an early action approach and were approved at the May and October 2015 board meetings (2015 Funding Report, Attachment 5). All projects proposed went through the full review process as outlined in Manual 18. Of the seven projects using the early action approach, five went to agreement early, one was withdrawn, and one continued in the regular grant round. The board is distributing these funds in coordination with the Puget Sound Partnership (PSP).

[1] Pacific Coast Salmon Recovery Fund (PCSRF) from the National Oceanic and Atmospheric Administration (NOAA).

2015 Salmon Recovery Grant Funding Report

The 2015 Salmon Recovery Grant Funding Report (funding report) describes the annual grant round funding processes implemented by the Recreation and Conservation Office (RCO), lead entities and regions. The funding report was published on November 18, 2015.

The funding report serves a number of purposes:

- Consolidates the project selection processes from lead entities, regions, and the review panel;
- Summarizes the grant round information, as well as information submitted to RCO by the regional organizations and lead entities regarding their local funding processes;
- Incorporates the work completed by the board's Review Panel, including their collective observations and recommendations on the funding cycle; and
- Serves as the basis for the board's funding decisions. It shows that applicants complied with the application and evaluation process described in the Salmon Recovery Grants Manual 18, Section 3.

The funding report includes all projects under consideration in the current grant round. All projects listed in the tables, if approved, will receive either federal PCSRF funds, state salmon funds (bond funds), or PSAR funds (which are also state bond funds).

The funding report is organized into four sections:

- Introduction and overview of the 2015 grant round;
- Discussion of the Review Panel process and their findings;
- Region-by-region summary of local project selection processes (with links provided);
- Attachments.

Project Approval

At the December 2015 meeting, the board will consider each region's list of projects and make regional area funding decisions. Staff will provide a final copy of the funding tables included in the 2015 Salmon Recovery Grant Funding Report, Attachment 10. Each region is allotted ten minutes to discuss their project selection process, identify any issues on their regional lists, and highlight some of their outstanding projects. They will also have the opportunity to address any "projects of concern" that may remain on their list.

The PCSRF grant award, combined with returned funds and other available state funds, make an $18 million grant cycle possible. RCO also sets aside $500,000 for the upcoming year (2016) for unanticipated cost increases. The proposed regional allocations in the funding tables reflect the $18 million funding target, as well as the watershed's PSAR allocation. The PSAR amount available to Puget Sound Lead Entities is $30 million, and each lead entity receives an allocation approved by the Puget Sound Salmon Recovery Council. The full PSAR amount will not be allocated at this meeting, as several lead entities will have a balance of PSAR funds that will carry forward.

Each regional area and corresponding lead entities prepared their respective lists of projects in consideration of the available funding. Several lead entities also identified "alternate" projects on their lists. These projects must go through the entire lead entity, region, and board review process. Project

alternates within a lead entity list may receive funds within one year from the original board funding decision.

There is one project of concern (POC) included in the funding tables that is submitted to the board. The project is on the Cedar Sammamish (WRIA 8) lead entity list, within the Puget Sound Region. The Review Panel comment form on this project can be found in the 2015 Funding Report, Attachment 9. Should the board decide not to approve this project, the lead entity allocation will be reduced by the project amount.

Supporting Documents

The 2015 Salmon Recovery Grant Funding Report is available online at http://www.rco.wa.gov/documents/salmon/2015GrantFunding/SRFB-FundingReport.pdf.

Attachments

A. 2015 Grant Round: Suggested Motions
B. 2015 Salmon Recovery Grant Funding Report

2015 Grant Round: Suggested Motions

Yakima Region

Move to approve $1,776,600* for projects and project alternates in the Yakima Mid-Columbia Region, as listed in Attachment 10 of the 2015 Salmon Recovery Grant Funding Report, dated December 9, 2015.

*Note – not part of motion: this includes two projects in the Klickitat Lead Entity totaling $458,267.

Washington Coast Region

Move to approve $1,620,000 for projects and project alternates in the Coastal Region, as listed in Attachment 10 of the 2015 Salmon Recovery Grant Funding Report, dated December 9, 2015

Upper Columbia Region

Move to approve $1,953,000 for projects and project alternates in the Upper Columbia Region, as listed in Attachment 10 of the 2015 Salmon Recovery Grant Funding Report, dated December 9, 2015.

Snake River Region

Move to approve $1,598,400 for projects and project alternates in the Snake River Region, as listed in Attachment 10 of the 2015 Salmon Recovery Grant Funding Report, dated December 9, 2015.

Puget Sound

SRFB Funds
Move to approve $6,736,720 in SRFB funds for projects and project alternates in the Puget Sound Region, as listed in Attachment 10 of the 2015 Salmon Recovery Grant Funding Report, dated December 9, 2015.

PSAR Funds*

- **Alternate 1** *(Funds the project of concern)*:

  Move to approve $18,833,188 in PSAR funds for projects and project alternates in the Puget Sound and Hood Canal Regions, as listed in Attachment 10 of the 2015 Salmon Recovery Grant Funding Report, dated December 9, 2015, including funding for project #15-1056, Meadowdale Beach Park Barrier Removal Design, a project of concern.

- **Alternate 2** *(Removes the project of concern and DOES NOT include funding for project #15-1056, Meadowdale Beach Park Barrier Removal Design, a project of concern a project of concern)*:

  Move to approve $18,583,188 in PSAR funds for projects in the Puget Sound Region, as listed in Attachment 10 of the 2015 Salmon Recovery Grant Funding Report, dated December 9, 2015.

*Note – not part of motion: The PSAR Funding amount does not include $4,282,770 PSAR funding already approved by the board for early action PSAR projects. Unallocated PSAR funds in the amount of $3,745,029 will be awarded following the process outlined in Manual 18.

Northeast

Move to approve $360,000 for projects in the Northeast Region, as listed in Attachment 10 of the 2015 Salmon Recovery Grant Funding Report, dated December 9, 2015

Lower Columbia

Move to approve $2,700,000 for projects and project alternates in the Lower Columbia Region, as listed in Attachment 10 of the 2015 Salmon Recovery Grant Funding Report, dated December 9, 2015.

*Note – not part of motion: this includes two projects in the Klickitat Lead Entity totaling $270,000.

Hood Canal

Move to approve $1,195,165 in SRFB funds for projects and project alternates in the Hood Canal Region, as listed in the citizen's approved projects list in Attachment 10 of the 2015 Salmon Recovery Grant Funding Report, dated December 9, 2015

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **4D**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: Overview of Intensively Monitored Watershed (IMW) Treatment Projects

Prepared By: Tara Galuska, Salmon Recovery Section Manager
Keith Dublanica, Governor's Salmon Recovery Office Science Coordinator

Summary

For the 2015 grant round, up to $1.83 million is available for implementing projects within Intensively Monitored Watersheds (IMWs). Staff requests that the Salmon Recovery Funding Board (board) approve funding for five projects identified and submitted within IMW study areas, using $1,663,753 in salmon project funds for the 2015 grant round.

Board Action Requested

This item will be a:
- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Proposed Motion Language

Move to approve $1,663,753 in salmon project funds for five Intensively Monitored Watershed projects, as shown in Attachment A.

Background

Intensively monitored watersheds (IMWs) are used to evaluate whether restoration or other management practices within a watershed result in improved habitat, water quality, and fish abundance. The monitoring requirements implemented in IMWs are more intensive, complex, time-consuming, and costly than other types of monitoring. However, IMWs provide the most useful information about whether project actions contribute to fish productivity and overall abundance.

At the March 2014 Salmon Recovery Funding Board (board) meeting, the monitoring subcommittee recommended that the board move forward on implementing projects within IMWs. Projects proposed in IMWs need to meet three criteria: 1) consistency with the IMW study plans; 2) review by the board's Technical Review Panel; and 3) receipt of a recommendation from the IMW Scientific Oversight Committee.

The board approved dedicating up to $2 million a year over the next three years towards projects within IMW study areas, which may cause the annual grant round to fall below $18 million. The funding will not carry over each year. The board approved waiving the match requirement for IMW projects.

Following the board's decision, Recreation and Conservation Office (RCO) staff reached out to the Straits (North Olympic Peninsula), Lower Columbia, and Hood Canal lead entities to inform them of available funds for design and restoration projects within those IMWs for the 2014, 2015, and 2016 grant rounds.

2015 Grant Round

There are five projects submitted for board approval (a total of six projects were submitted; one was withdrawn). Four of the projects are located within four of the original IMW areas in western Washington: Hood Canal and Skagit Bay in the Puget Sound region, and Abernathy Headwaters in the Lower Columbia region. The fifth project is the Asotin IMW, located in the Snake River Salmon Recovery Region. Together, these IMW restoration requests total $1,663,753.

Analysis and Review

The intention of Intensively Monitored Watersheds (IMWs), also called validation monitoring, is to find "cause and effect" relationships between variables such as fish, habitat, and water quality in a treated reach and a control reach. This type of data is generally used to evaluate whether the changes in a "treatment" watershed resulted in improved habitat, water quality, and fish abundance (or production), as compared to a "control" watershed that was not subjected to restoration actions or other treatments.

Treatment watersheds need restoration projects in order to provide a comparison with other watersheds through monitored results. The monitoring efforts specific to IMWs cannot be fully developed if the proposed restoration treatments have not been implemented in a timely fashion. The "signal" of the fish response to IMW treatments can be from 7-11 years, depending upon a variety of issues, including the localized limiting factors of the habitat, the treatment(s) proposed, the fish species of interest and their respective life histories, the geographic location, and other unique characteristics of the sub-basin in question. Therefore, each of the IMW study plans addresses this need.

These are restoration treatments that may not necessarily receive a high enough ranking through the normal competitive grant round to receive funding. To help fill this gap, the board dedicated up to $2 million per year in project funds to implement projects within these IMWs over the next three years, allowing for implementation of restoration treatments in a more timely fashion.

The Salmon Recovery Funding Board Technical Review Panel reviewed and visited all five projects, ensuring that they are technically sound and consistent with their respective updated IMW study plans. The Salmon Recovery Funding Board Monitoring Panel also confirmed the consistency between projects and study plans, and recommended that these projects should be funded to advance the IMW efforts. The IMW Scientific Oversight Committee also provided feedback and updated study plans for their respective IMW into PRISM.

Lead entities followed their local process of technical and citizen review prior to submitting these IMW-related project lists to RCO by July 31, 2015. Project sponsors submitted complete RCO grant applications for each project; information is available through Project Snapshot links as part of Attachment A.

Staff Recommendation for Board Decision

Staff recommends that the board approve project funding for the five Intensively Monitored Watershed projects listed in Attachment A.

Next Steps

If approved, the updated IMW study plans will be implemented with the particular restoration treatments identified, as well as others in preparatory phases. The projects will then be put under agreement.

Attachments

A. Intensively Monitored Watershed (IMW) Project List and Funding Request

Intensively Monitored Watershed (IMW) Project List & Funding Request

Total Available Funding: $1,830,000
Total Project Requests: $1,663,753

Hood Canal Coordinating Council Lead Entity				
Project Number	**Name**	**Sponsor**	**SRFB Request**	**SRFB Funding**
15-1203	Lower Big Beef Creek Restoration Phase 2	Hood Canal SEG	$440,970	$440,970
15-1194	Seabeck Creek Restoration	Hood Canal Salmon Enhancement Group	$86,250	$86,250
			Total:	**$527,220**

Lower Columbia Fish Recovery Lead Entity				
Project Number	**Name**	**Sponsor**	**SRFB Request**	**SRFB Funding**
15-1127	Abernathy Headwaters Implementation	Cowlitz Indian Tribe	$810,907	$810,907
			Total:	**$810,907**

Skagit Watershed Lead Entity				
Project Number	**Name**	**Sponsor**	**SRFB Request**	**SRFB Funding**
15-1167	Milltown Island Phase 2 – Preliminary Design	Department of Fish and Wildlife	$200,000	$200,000
			Total:	**$200,000**

Snake River Salmon Recovery Lead Entity				
Project Number	**Name**	**Sponsor**	**SRFB Request**	**SRFB Funding**
15-1321	Asotin Intensively Monitored Watershed Restoration	Department of Fish and Wildlife	$125,626	$125,626
			Total:	**$125,626**

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **4E**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9 2015

Title: Overview of Regional Monitoring Projects

Prepared By: Keith Dublanica, Governor's Salmon Recovery Office Science Coordinator

Summary

In February 2015, the Salmon Recovery Funding Board (board) approved Regional Monitoring as an eligible project type, with specific eligibility criteria. Six regionally-based monitoring proposals were submitted in the 2015 grant round for review and evaluation. These projects have been cleared by the Salmon Recovery Funding Board Monitoring Panel for inclusion in the regional allocation request and the board's funding motions.

Board Action Requested

This item will be a:

- ☐ Request for Decision
- ☐ Request for Direction
- ☒ Briefing

Background

Monitoring as an Eligible Project Type

In 2014, the Salmon Recovery Funding Board (board) created a Monitoring Subcommittee, comprised of staff from the Recreation and Conservation Office (RCO), the Governor's Salmon Recovery Office (GSRO), Stillwater Sciences, and board members David Troutt, Phil Rockefeller, Jennifer Quan, and Rob Duff[1]. The subcommittee tasks included proposing revisions to the board's monitoring strategy, recommending an approach to review the 2013 Stillwater Sciences Report recommendations, and suggesting ways to implement those recommendations as appropriate.

The board approved the subcommittee recommendations and directed GSRO staff to provide support for implementation. One recommendation called for adding monitoring as an eligible project type in the salmon funding grant round. Considerable public support for the recommendation, including the Chairman of the Council of Regions, contributed to the board's approval of this policy change in February 2015. The Monitoring Panel was tasked with reviewing the regional monitoring proposals for eligibility and soundness prior to the board's funding decisions.

Eligibility Criteria for Monitoring Projects

Staff updated Manual 18 for the 2015 grant round with an addendum outlining the eligibility criteria for the new monitoring project category.

[1] Rob Duff left the Washington Department of Ecology (and thus his designation on the board) during the middle of the subcommittee process and was replaced by Bob Cusimano, who in turn has been replaced with Carol Smith.

Review of 2015 Monitoring Project Proposals

RCO received six monitoring project proposals from three regions (Attachment A). For the review process, the Monitoring Panel established two-person teams, each with a primary lead and secondary support. The teams reviewed the proposals and provided a status – Clear, Conditioned, or Project of Concern (POC) – similar to the board's Technical Review Panel process. The Monitoring Panel held in-person meetings and conference calls to address the specific elements of the proposals. Staff assisted to ensure clear and consistent communication between parties.

All project sponsors responded appropriately and in a timely manner to the Monitoring Panel comments. GSRO staff also received regional certifications for each project, attached along with all project documentation in PRISM, RCO's project database. Project sponsors, including their respective Lead Entities and regions, were notified in early November regarding the status of their proposal.

The proposed monitoring projects are included in the regional allocations in the Funding Report, Attachment 10, and are recommended for funding as outlined in the board motions for the December board meeting materials (Item 4G – 2015 Grant Round: Board Funding Decisions).

Next Steps

If the board approves the regional allocation requests, which include the monitoring proposals, the monitoring projects will be put under agreement. RCO staff and the Monitoring Panel will follow up on those projects with Conditions[2]. RCO staff will work with the Monitoring Panel on Manual 18 and the Monitoring Project Proposal for the 2016 Grant Round.

Attachments

A. Regional Monitoring Proposals Summary - December 2015

[2] Information about each condition project can be found in PRISM via Project Search. Conditions are unique to each project, established as milestones or deliverables for the project sponsor to complete.

Regional Monitoring Proposals Summary - December 2015

Puget Sound Region			
Project Number	**Name**	**Sponsor**	**Request**
15-1449	Skagit Habitat Status and Trends Monitoring	Skagit River System Cooperative	$97,350
15-1333	Stillaguamish Side Channel Monitoring	Snohomish County	$55,125
15-1261	Nisqually Chinook Recovery Monitoring	Nisqually River Foundation	$41,500
15-1485	Whidbey Island Pocket Estuary	Island County	$39,355
		Total	**$233,330**

Lower Columbia Region			
Project Number	**Name**	**Sponsor**	**Request**
15-1296	Assess Salmonid Recolonization - White Salmon Rvr	Mid-Columbia Regional Fisheries Enhancement Group	$66,500
		Total	**$66,500**

Snake River Salmon Recovery Lead Entity			
Project Number	**Name**	**Sponsor**	**Request**
15-1315	Asotin Intensively Monitored Watershed Restoration	Department of Fish & Wildlife	$158,419
		Total	**$158,419**

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **5**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: Manual 18 Changes for 2016 Grant Cycle: Administrative Changes and Policy Decisions

Prepared By: Tara Galuska, Salmon Recovery Section Manager

Summary

This memo summarizes the proposed administrative revisions and policy changes to *Salmon Recovery Grants Manual 18: Policies and Project Selection*. These revisions incorporate comments submitted by lead entities in their semi-annual progress reports, suggestions from the Salmon Recovery Funding Board Technical Review Panel, and clarifications and updates from Recreation and Conservation Office staff.

Board Action Requested

This item will be a:

- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Background

Manual 18 contains the instructions and policies needed for completing a grant application for submission to the Salmon Recovery Funding Board (board) and for managing a project once funding is approved. The board approves all large policy decisions that will be incorporated into the manual; the RCO director has authority to approve administrative changes and minor policy clarifications. Staff reviews administrative changes and asks for policy decisions at the December meeting so that (a) the board is informed and (b) the changes are reviewed and approved in an open public meeting.

Each December, Recreation and Conservation Office (RCO) staff recommend manual updates to the board for the upcoming grant round. The board is briefed in December in order to finalize the manual by the start of the grant round the following year, supporting lead entities and regions as they develop their projects and processes. The revisions incorporate comments submitted by lead entities in their semi-annual progress reports, suggestions from the Salmon Recovery Funding Board Technical Review Panel, and clarifications and updates from RCO staff.

Manual 18 Changes Proposed for 2016 Grant Cycle

Administrative Updates and Policy Clarifications

RCO staff plan to make administrative updates and minor policy clarifications to Manual 18, including the following:

- Include language on Conditioned projects, definitions and process;

- Incorporate monitoring projects into Manual 18;
- Update the monitoring project proposal;
- Include language on the use of non-natural materials in board restoration projects; and
- Update "Appendix B: Puget Sound Acquisition and Restoration Fund."

Policy Changes

Three policy decisions are presented for board approval and incorporation into Manual 18:

1. 2016 Grant Timeline (Attachment A)
2. Road Maintenance and Abandonment Plan (RMAP) Project Eligibility (Attachment B)
3. Puget Sound Acquisition and Restoration project timeline (Attachment C)

Review Panel Recommendations

The Review Panel is not recommending any major policy changes at this board meeting.

Opportunity for Stakeholder Comment

Initially, staff requested lead entities and regions to submit their comments and feedback for improvements to the 2016 manual. Staff also held informal discussions with stakeholders about proposed changes to the manual. Several policy items will be presented in this board meeting for approval (details in Item 4, Attachments A-C, and Item 7 of the meeting materials). Lead entities, regions, and other stakeholders will have an opportunity for comment on these changes at the board meeting. A draft of the manual will be produced after the December 2015 board meeting, and stakeholders will have an additional opportunity to review the administrative changes to the manual.

Staff Recommendation

Staff recommends approving the policy changes outlined in Attachments A-C for incorporation into Manual 18.

Next Steps

Based on board discussion and decision at the December meeting, staff will refine Manual 18. The RCO director has authority to approve administrative changes and any minor policy clarifications. After the December 2015 board meeting, a draft of Manual 18 will be shared with lead entities and regional organizations for their review and comment on the administrative changes. RCO expects to finalize the manual in January or February 2016, in preparation for the 2016 grant round.

Attachments

A. 2016 Grant Schedule
B. Road Management and Abandonment Plan Project Eligibility and Criteria
C. Puget Sound Acquisition and Restoration Timeline for 2016

2016 Grant Schedule

Please obtain your lead entity's schedule from your lead entity coordinator.

Date	Action	Description
February 12	DUE DATE: Requests for review panel site visits	Lead entities submit their requests for site visits to RCO staff by this date.
February-June 9	Project draft application materials due at least three weeks before site visit **(required)**	**At least three weeks before the site visit,** applicants enter application materials through PRISM Online (See Draft Application Checklist). The lead entity will provide applicants with a project number from the Habitat Work Schedule **before** work can begin in PRISM Online.
February-June 30	Pre-application review and site visits **(required)**	RCO grants managers and review panel members review draft application materials, go on lead entity-organized site visits, and provide technical feedback based on materials and visits. Complete site visits before **June 30, 2016**.
February-May	Application workshops **(on request)**	RCO staff holds an online application workshop. RCO can provide additional in-person trainings lead entities upon request.
February-July 15	SRFB review panel completes initial project comment forms	About two weeks after the site visits, RCO grants managers provide review panel comment forms to lead entities and applicants. Applicants must address review panel comments through revisions to their Appendix C project proposals (using Microsoft Word track changes).
August 12	**Due Date:** Applications due Lead entity submittals due	Applicants submit final application materials, including attachments, via PRISM Online. See Final Application checklist. New this year, lead entities submit draft ranked lists via PRISM.
August 15-26	RCO grants manager review	RCO screens all applications for completeness and eligibility.
August 26	Review panel post-application review	RCO grants managers forward project application materials to review panel members for evaluation.
September 7	**Due Date**: Regional submittal	Regional organizations submit their recommendations for funding, including alternate projects (only those they want the SRFB to consider funding), and their Regional Area Summary and Project Matrix.
September 19-21	SRFB Review Panel meeting	The review panel meets to discuss projects, prepare comment forms, and determine the status of each project.

Date	Action	Description
September 30	Project comment forms available for sponsors	RCO grants managers provide the review panel comment forms to lead entities and applicants. Projects will be identified with a status of "Clear," "Conditioned," "Need More Information" (NMI), or "Project of Concern" (POC).
October 13	**Due Date:** Response to project comment forms	Applicants with projects labeled Conditioned, NMI, or POC provide responses to review panel comments through revisions to the project proposal attached in PRISM. If the applicant does not respond to comments by this date, RCO will assume the project was withdrawn from funding consideration.
October 19	Review panel list of projects for regional area meeting	The review panel reviews the responses to comments and identifies which projects to clear. They recommend a list of POCs to present at the regional area project meeting.
October 24-26	Regional area project meetings	Regional organizations, lead entities, and applicants present regional updates and discuss POCs with the review panel.
November 2	Review panel finalizes project comment forms	The review panel finalizes comment forms by considering application materials, site visits, applicants' responses to comments, and presentations during the regional area project meeting.
November 8	**Due Date:** Lead entity submits final ranked list	Lead entities submit ranked project lists in PRISM. RCO will not accept changes to the lists after this date. Updates submitted after this date will not appear in the grant funding report.
November 17	Final 2016 grant report available for public review	The final funding recommendation report is available online for SRFB and public review.
December7-8	Board funding meeting	Board awards grants. Public comment period available.

RMAP (Road Maintenance and Abandonment Plans) Project Eligibility

Background

In August 2009, the board expanded the eligibility of projects on lands with Road Maintenance and Abandonment Plans (RMAP) for all landowners (not only small forest landowners), provided that they met certain criteria. Manual 18 was updated with new criteria, described in the following section.

RMAPs include forest road inventories and schedules for repair work needed to bring logging roads up to state standards. The plans are a component of the *Forest Practices Habitat Conservation Plan*, completed in December 2005 and later approved by the federal services. The state's forest practice rules were developed to conform with the habitat conservation plan and require large forest landowners to develop and implement road maintenance and abandonment plans for roads within their ownership.

Large forest landowners were required to have all roads within their ownership covered under an RMAP approved by the Washington State Department of Natural Resources (DNR) by July 1, 2006 and to bring all roads into compliance with forest practices standards by July 1, 2016. Small forest landowners must currently submit a simplified RMAP checklist for only those roads in their ownership that are affected by a forest practices application. Small forest landowners also are exempt from the annual RMAP reporting requirement. The Family Forest Fish Passage Program provides financial assistance to these landowners.

On August 9, 2011, the Forest Practices Board amended Washington Administrative Codes 222-24-050 and 222-24-051 to allow forest landowners to extend the deadline for completing the road work scheduled in their RMAPs. The rule change allows for an extension of the deadline for up to five years, or until October 31, 2021. While landowners had made substantial progress in meeting their RMAP commitments, the Forest Practices Board adopted this rule amendment because of the impact of the 2008 economic downturn on forest landowners.

Since the current Manual 18 has an end date of July 1, 2016 for RMAPs and RMAPs have the option for extension, the policy must be addressed. Staff and the board's Review Panel suggested additional criteria for RMAP projects should they remain eligible.

Approved Criteria for RMAP projects

- Project is not solely mitigation (i.e., not exclusively compensation for unavoidable environmental impacts of specific forestry projects or actions).
- Project is an expedited action ahead of the Department of Natural Resources-approved RMAP schedule.
- Expedited actions do not include RMAP projects that might be delayed beyond their originally scheduled completion dates.
- Project must provide a clear benefit to salmon recovery.
- There will be harm to salmon recovery if the project is delayed (i.e., not completed earlier than the scheduled RMAP completion date).
- Large Landowners 35 percent match for RMAP-related fish passage projects and 50 percent for RMAP-related sediment reduction projects. Design-only or assessment projects addressing RMAP projects are not eligible for SRFB funding.
- Forestland grant applicants must describe in their proposals how the projects fit within their Road Maintenance and Abandonment Plans.

Analysis

The Salmon Recovery Act permits these types of projects to be funded. The Revised Code of Washington (RCW) 77.85.130(6) states:

> *"The board may award a grant or loan for a salmon recovery project on private or public land when the landowner has a legal obligation under local, state, or federal law to perform the project, when expedited action provides a clear benefit to salmon recovery, and there will be harm to salmon recovery if the project is delayed. For purposes of this subsection, a legal obligation does not include a project required solely as a mitigation or a condition of permitting."*

Sixteen RMAP restoration projects have been funded since 2009, when large landowners became eligible. Twelve of the projects were fish passage and four were road abandonment or sediment projects. All projects were constructed on the Olympic Peninsula, the coast, or in the Lower Columbia region. The funded amount for all sixteen projects totaled $790,000, with $830,630 match funds. The average match for these projects was 51%. All projects have met the approved criteria and expedited an action to benefit salmon recovery.

RCO consulted with DNR, learning that RMAPs were extended to October 30, 2021 for any remaining large landowners that have not completed RMAP actions. From 2001 through 2013, landowners with RMAPs have removed 5,641 barriers to fish passage, restoring 3,893 miles of historic fish habitat. This constitutes more than two-thirds of the 100% completion goal by 2021. A total of 3,417 miles of road have been decommissioned and 22,793 miles of road have been improved.

Since RMAPs can be extended, the Review Panel and staff recommends adding the October 20, 2021 date to Manual 18 and updating the Supplemental Questions, as shown below, to include the extension date and barrier prioritizations.

Proposed Changes to the Supplemental Questions for RMAP projects in Manual 18

A. **Explain how your RMAP project is not solely mitigation.** *(i.e., not exclusively compensation for unavoidable impacts of specific forestry projects or actions)*

B. **Provide documentation that the landowner has received an extension from the Department of Natural Resources for the proposed project. Identify how this RMAP project fits within the landowner's great RMAP requirements.** *Attach documentation in PRISM.*

C. **Provide a prioritized list of stream crossing barriers based on fish and habitat data.** *This prioritized list may be different from the landowner's RMAP prioritization list. The prioritization should be based on information including the following: fish species documented in the stream, miles of stream habitat above barrier, quality of upstream habitat, relationship to other barriers on the stream, and other factors. This list should include an introduction that identifies the factors and data sources used in the prioritization. Include the proposed project on the prioritized list. Attach this documentation in PRISM.*

Puget Sound Acquisition and Restoration (PSAR) Timeline for 2016 Grant Round Projects

Background

The Puget Sound Acquisition and Restoration (PSAR) program operates on a biennial cycle and the Salmon Recovery Funding Board (SRFB) runs an annual grant round. The development of the PSAR project list occurs in odd years prior to the legislative budget session and projects are funded in December, six months after a capital budget is approved. The Salmon Recovery Council approved moving the PSAR round to even years, in order to build a project list prior to the legislative session.

Based on the proposed grant round alignment for 2016, lead entities would produce project lists for their annual SRFB grant round as usual; in addition, lead entities would include proposed projects for the first $30 million of 2017-19 PSAR funds requested in the legislative session. The PSAR project proposals would include both proposed lists for the first $30 million of the requested 2017-19 PSAR funds and any large capital projects the lead entity would like the region to review and rank for the large capital PSAR list. The PSAR projects would be approved by the board as alternates.[1] Once the PSAR account receives funding, agreements (project contracts) could be sent out in July, rather than December. The Puget Sound Partnership would also release a request for proposals (RFP) for large capital projects in 2016.

The above information would be included with the Manual 18 updates in Appendix B, Puget Sound Acquisition and Restoration.

[1] Project alternates have been submitted, reviewed and approved, and can receive funds for one year from board approval date.

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **6**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: Fish Passage Barrier Removal Board Update from the Washington Department of Fish and Wildlife

Prepared By: Brian Abbott, Governor's Salmon Recovery Office Executive Coordinator

Presented By: Brian Abbott, GSRO, and David Price, WDFW

Summary

This memo summarizes the development and progress of the Fish Passage Barrier Removal Board (fish passage board).

Board Action Requested

This item will be a:

- ☐ Request for Decision
- ☐ Request for Direction
- ☒ Briefing

Background

In 2014, the Washington State Legislature created the Fish Passage Barrier Removal Board (fish passage board) to identify and expedite the removal of fish barriers, create a coordinated statewide approach for fish barrier removal, and maximize investments in fish passage barrier removal (RCW 77.95.160).

The Washington Department of Fish and Wildlife chairs the fish passage board, which meets monthly. Membership includes representatives from the Washington State Departments of Transportation and Natural Resources, the Yakama Indian Nation, the Confederated Tribes of the Colville Reservation, the Washington Associations of Counties and Cities, and the Governor's Salmon Recovery Office.

Fish Passage Board Mission and Values

The Fish Passage Barrier Removal Board's mission is to develop a statewide strategy that will expedite the removal of human-made anadromous fish passage barriers in the most efficient manner.

Goals include removing barriers to restore fish passage throughout watersheds, coordinating with other salmon recovery efforts to maximize construction dollars and habitat gain, and creating a project funding program with a new revenue source.

The fish passage board values all aspects of salmon recovery and the existing structure developed under the 1999 Salmon Recovery Act. The fish passage board will ensure that the processes to identify, prioritize, and fund projects are based on maximizing the opening of high-quality habitat through a coordinated investment strategy by:

1) Opening high quality salmon habitat that can contribute to salmonid recovery;

2) Coordinating with others doing barrier removals to achieve the greatest cost savings; and
3) Correcting barriers located furthest downstream.

To achieve its mission, goals, and values the fish passage board will:

- Improve coordination of existing fish passage programs to increase the benefits of barrier removal among multiple jurisdictions;
- Expedite the removal of barriers in the most efficient manner practical through economy of scale and streamline permitting processes;
- Facilitate collaboration, coordination, and communication among state, federal and local agencies, tribes, regional salmon recovery organizations, salmon recovery lead entities, regional fisheries enhancement groups, conservation districts, restoration contractors, landowners and other interested stakeholders on fish passage improvement programs and projects;
- Expedite implementation of on-the-ground projects by identifying and addressing institutional hurdles;
- Educate and increase awareness of the public and agencies regarding fish passage issues in order to develop support for solving problems and preventing new issues; and
- Seek funding sources for fish passage projects within Washington State and administer a strategic funding program to further the fish passage board's mission once funding is secured.

Fish Passage Board Current Actions

Budget Requests

The fish passage board is focused on developing a list of projects for a state budget request for the 2017-2019 biennium. There are two means for funding identified in the Revised Code of Washington (RCW) 77.95.170. The first is through the capital budget or special account that would fund a grant program that the Recreation and Conservation Office could administer. The program would be designed to assist state agencies, private landowners, tribes, organizations, and volunteer groups with the capacity to undertake fish barrier removal projects. A formal budget request is likely to be submitted in August or September in 2016.

The second path is through the Transportation Improvement Board (assumed to be in the transportation budget) to administer a grant program designed to assist cities, counties, and other local government units with fish passage barrier correction. A formal budget request(s) is likely to be submitted in August or September of 2016.

Statewide Coordinated Approach

The fish passage board is developing a statewide coordinated approach and project list through two pathways. The Watershed Pathway is designed to remove multiple barriers within a stream system. The fish passage board has approved initial focus areas. The Coordinated Project Pathway is designed to remove additional barriers upstream or downstream of a planned and funded project. The fish passage board is analyzing barriers submitted for Coordinated Project Pathway.

Communications Strategy

The fish passage board is also working on a communications strategy and recently contracted with Pyramid Communications to develop a message framework that respective board member organizations will use to advocate for additional salmon recovery funding that is additive to the overall effort.

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item 7

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: Large Capital Projects Proposal for the 2017-2019 Biennium

Prepared By: Leslie Connelly, Natural Resource Policy Specialist
Brian Abbott, Governor's Salmon Recovery Office Executive Coordinator

Summary

This memo summarizes the details for creating a new grant category to fund large capital projects. The new category is proposed to be called the Large-Scale Salmon Recovery Project Category. If so directed, staff is prepared to implement the approach in the memo for the 2016 grant applications and incorporate the approach into the 2017-2019 budget request.

Board Action Requested

This item will be a:

- ☐ Request for Decision
- ☒ Request for Direction
- ☐ Briefing

Background

At the October 2015 meeting, staff briefed the Salmon Recovery Funding Board (board) about a proposal to create a grant program category for large capital projects with a statewide competition component. The board directed staff to develop a full proposal for the December 2015-meeting. Information on the October briefing is in Item 10 of the meeting materials.

Staff propose naming this large capital grant program "Large-Scale Salmon Recovery Projects."

Why Create a Large-Scale Salmon Recovery Projects Category?

In order to achieve salmon recovery, the state needs to invest in large-scale, self-sustaining ecosystem restoration projects. According to the 2014 State of the Salmon Report, habitat restoration meets just over 30 percent of recovery plan goals. Federal and state funding for salmon habitat restoration across the state has remained steady for six years (2011-2015) at $18 million each year.[1] However, if we are to reach habitat restoration goals, the state needs to accelerate investment.

Creating a new funding category called Large-Scale Salmon Recovery Projects would invest more funds in habitat restoration for the clear objective to accelerate progress toward achieving habitat restoration goals defined in regional recovery plans at a landscape scale.

[1] This amount does not reflect funding from the Puget Sound Acquisition and Restoration (PSAR) program.

The board has authority to develop procedures and criteria for the allocation of funds for salmon habitat projects and salmon recovery activities.[2] Staff interprets this authority to include creation of a new grant category should funds be appropriated by the Legislature.

Purpose

The purpose of the Large-Scale Salmon Recovery Project Category would be to implement large-scale restoration projects identified in regional recovery plans that: 1) restore ecosystem processes for self-sustaining results; and 2) may not otherwise be possible to fund. Large-scale means a project is geographically large in scope within an evolutionary significant unit (ESU) for salmon population recovery. Those areas that are not within an ESU need to demonstrate how projects will address salmon habitat restoration at the watershed scale.

Funding

Staff recommends the board request $10 million in capital bond funding for the 2017-2019 biennium. This funding request would be in addition to the standard funding to the regions for on-the-ground projects allocation. If appropriated by the Legislature, the board would award funds in December 2017 for the biennium to a pre-approved ranked list of statewide projects. A potential capital budget request would look like this:

Funding Category	Capital Budget Request
State Salmon Funding (33% match to federal funds)	$16.5 million or more
Pacific Coastal Salmon Recovery Fund (PCSRF, federal)	$50 million or more
NEW Large-Scale Salmon Recovery Projects	**$10 million**

What is the Need for a Large-Scale Salmon Recovery Projects Category?

A different funding opportunity, separate but complementary to the current funding program, would focus on funding bigger projects that meet recovery plan goals at a landscape scale. In general, most sponsors cannot apply for very expensive, large-scale PCSRF/state projects due to the amount of funding each region receives through the allocation formula.

Based on $18 million of funding each year, each region receives funding amounts as shown in Table 1. With this funding history, the size and scale of any restoration project is limited to a region's funding allocation. For example, a large project in the Snake River region is limited to a total cost of $1,598,400.

In addition, the large majority of projects funded are small in scale and cost. Since 2010, the board has funded 346 acquisition and/or restoration projects (not including grants through PSAR). The average PCSRF/state grant was $215,000. There were only three projects in the last five years with PCSRF/state funding awards over $1 million: one in Yakima and two in Puget Sound (Chart 1).

In general, sponsors tend to apply for projects that are smaller in scale and cost. Potential reasons for this include the quick turnaround for applications each year, the difficulty with orchestrating large-scale projects, and the limitations with funding.

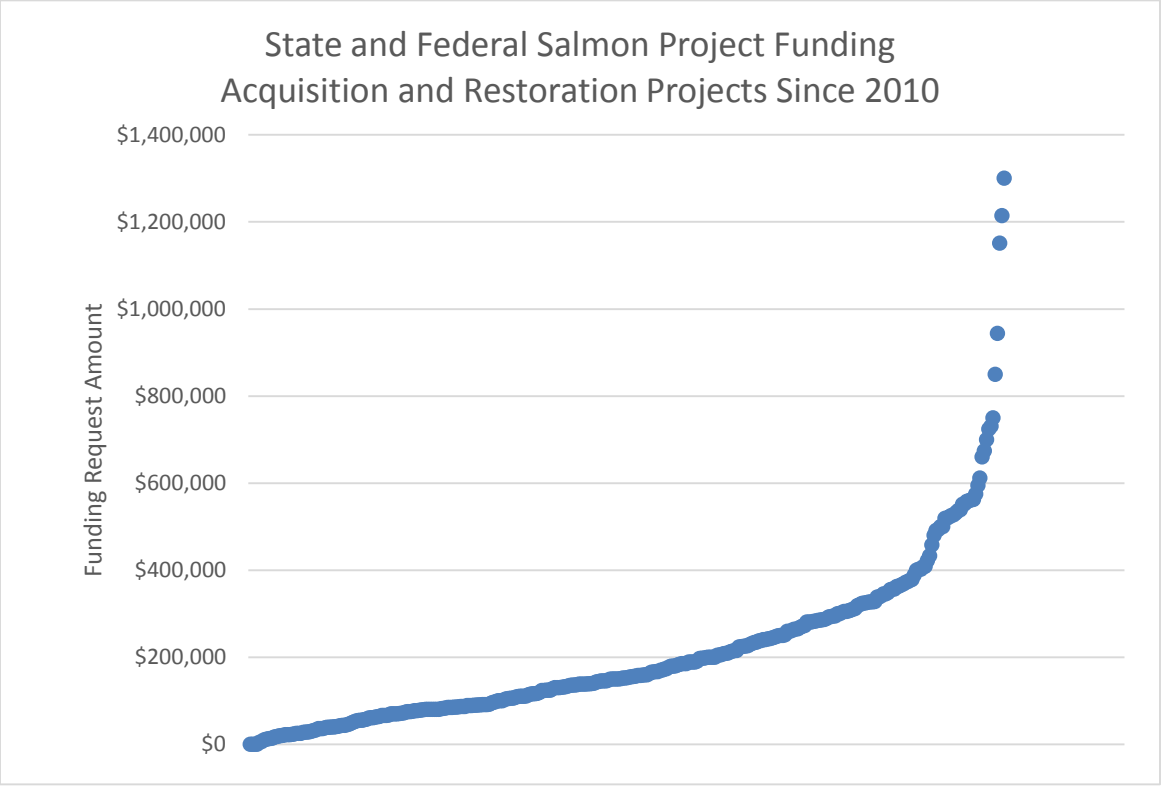
[2] Revised Code of Washington 77.85.130.

Table 1. Funding Allocation and Funding Amount by Region

Region	Allocation Percent	Funding Amount
Northeast Washington	2.00%	$360,000
Hood Canal Coordinating Council*	6.64% all species (2.35% chum only)	$1,195,165
Snake River Salmon Recovery Board	8.88%	$1,598,400
Washington Coast Sustainable Salmon Partnership	9.00%	$1,620,000
Middle Columbia Salmon Recovery Board	9.87%	$1,776,600
Upper Columbia Salmon Recovery Board	10.85%	$1,953,000
Lower Columbia Fish Recovery Board	15.00%	$2,700,000
Puget Sound Partnership	37.75% (42.04% with HCCC)	$6,795,035
Total Funding		**$18,000,000**

* Funding for the Hood Canal Coordinating Council region includes a portion of funds from Puget Sound for Chinook and steelhead species recovery.

Chart 1. State and Federal Salmon Funding Requests for Acquisition and Restoration Projects Since 2010



Alternatives Considered

Staff considered four alternative approaches to establishing funding for large-scale salmon recovery projects. Table 2 provides a summary of the alternatives considered and the pros and cons of each. Ultimately, staff determined that establishing a new category of funding is the preferred approach (Alternative 3).

Table 2. Alternatives for Establishing Funding for Large-Scale Salmon Recovery Projects

ALTERNATIVES	PROS	CONS
Alternative 1 - Revise the formula that allocates funds to regions and require regions to allocate funds to large-scale projects first.	• Allows regions to fold large-scale projects into their existing process. • Maintains the current funding process. • One funding request submitted to the Legislature. • Avoids confusion from legislators about the different habitat restoration programs.	• Would not prioritize large-scale projects across the state for funding. • Revising the allocation formula would be challenging. • Some regions would receive more funding and other would receive less.
Alternative 2 – Allocate a portion of the state salmon funding to large-scale projects first and then apply the allocation formula on the remainder.	• Creates a competitive category for large-scale projects across the state. • One funding request submitted to the Legislature. • Avoids confusion from legislators about the different habitat restoration programs.	• Potentially less funding allocated to regions. • Changes the current funding process.
Alternative 3 – Establish a new funding category. **(Staff Recommendation)**	• Maintains the current funding process. • Creates a competitive category for large-scale projects across the state.	• Separate funding request may confuse legislators. • Potentially less funding for the salmon state regional allocation if the legislature does not maintain existing funding.
Alternative 4 – Coordinate with other existing funding programs.	• Works with funding partners to incorporate large-scale salmon habitat restoration projects into their funding priorities. • May avoid confusion from legislators about the different habitat restoration programs.	• Other programs may not solely focus on salmon recovery. • Focusing on salmon habitat restoration may not be possible in other funding programs.

How Would a Large-Scale Salmon Recovery Project Category Work?

This section describes the details of how a Large-scale Salmon Recovery Project category would work. There are six policy decisions for the board's consideration. Below is a description of each policy that includes options for consideration and staff's recommendation. In summary, staff recommends:

- Minimum grant request amount at $750,000 to $1 million (Option 3B)
- No maximum grant request amount (Option 4A)
- 15 percent matching share requirement (Option 5B)
- Applications from all regions are eligible to apply (Option 6B)
- Lead entities review applications then pass them on to the Council of Regions (COR). The COR reviews and prioritizes applications into a ranked list and passes them to the board's technical review panel for analysis (Option 7D)
- Use a combination of evaluation criteria from the technical review panel, lead entity guidance, and regional area criteria (Option 8B)

Minimum Grant Request

Table 3 illustrates four options for setting the maximum grant request. Staff recommends Option 3B to set a minimum grant request amount between $750,000 and $1 million to encourage the large-scale projects that are the focus of the category. Regions would still be able to fund smaller-scale projects through the regional allocation.

Table 3. Options for Setting a Minimum Grant Request Amount

OPTIONS	PROS	CONS
Option 3A – No minimum request amount	• Allows for any type of project regardless of cost that meets the category's purpose. • Allows funding multiple projects if they are smaller requests.	• Does not set a clear financial threshold for what is a large-scale salmon recovery project. • Projects would be eligible for funding in both the new category and the regular regional allocation.
Option 3B – Set amount at $750,000 to $1 million **(Staff Recommendation)**	• Sets a moderate minimum request level. • Establishes a financial threshold that would encourage large-scale salmon recovery projects. • Allows for funding of up to ten projects if appropriated $10 million from the Legislature.	• Projects with funding requests between the set amount and the region's regular allocation and would be eligible for funding in both the new category and the regular regional allocation.

OPTIONS	PROS	CONS
Option 3C – Set amount by region below the regional allocation amount For example: • Northeast = $300,000 • Upper, Middle, Coast, Snake, Hood Canal = $1 million • Lower Columbia = $2 million • Puget Sound = $3 million	• Sets a moderate minimum request level based on region. • Establishes a threshold that would encourage large-scale salmon recovery projects at a scale based on each region's allocation amount. • Regional minimum could be changed each biennium based on funding appropriated by the Legislature.	• Projects with funding requests between the set amount and the region's regular allocation and would be eligible for funding in both the new category and the regular regional allocation.
Option 3D – Set amount higher than each region's allocation based on state salmon funding appropriation and regional allocation See Table 1 for the allocation amounts based on $18 million available.	• Sets a high minimum request level based on region. • Establishes a threshold that would encourage large-scale salmon recovery projects based on each region's allocation amount. • Regional minimum could be changed with each biennium based on funding appropriated by the Legislature.	• Sets a clear distinction for eligibility in this new category. No overlap with projects eligible in the regional funding allocation. • May be a challenge to find projects at this large of a scale.

Maximum Grant Request

Table 4 describes three options for setting a maximum grant request. Staff recommends not setting a maximum grant request (Option 4A). This would allow funding awards to any sized project based on the prioritized list of statewide projects.

Table 4. Options for Setting a Maximum Grant Request Amount

OPTIONS	PROS	CONS
Option 4A – No maximum request amount **(Staff Recommendation)**	• Funds the best projects, regardless of cost.	• Does not allow for funding multiple projects if the top project on the list uses all the funds available.
Option 4B – Set Amount at $5 million	• Sets a moderate maximum request level while maintain a focus on funding large-scale salmon recovery projects. • Guarantees at least two projects of receive funding if $10 million is available.	• Does not allow for funding multiple projects if the top projects on the list use all the funds available.

OPTIONS	PROS	CONS
Option 4C – Apply the regional allocation to total received See Table 1 for the allocation percentages that would be applied.	• Establishes a maximum based on the existing regional allocation funding formula. • Regional minimum could be changed with each biennium based on funding appropriated by the Legislature.	• The different maximum request levels do not necessarily align with the purpose of the program to fund large-scale projects because some regions do not have a large allocation percentage.

Matching Share

There are three options for setting the matching share requirement. See Table 5 below for a description of each. Staff recommends Option 5B and applying a 15 percent matching share. This option applies the board's existing policy that requires a moderate level of matching resources.

In addition, staff recommends the board adopt a policy that requires applicants to certify that they have their matching share before the board approves funding. If an applicant cannot certify their matching share, funding would move down the prioritized list to the next project that could secure match. The reason for adopting such a policy would be to ensure projects are ready to proceed with work immediately after they receive their executed project agreement.

Table 5. Options for Setting the Matching Share

OPTIONS	PROS	CONS
Option 5A – No matching share required	• Provides full funding for projects.	• Does not require sponsors to leverage other funds to implement the project.
Option 5B – 15% matching share required **(Staff Recommendation)**	• Applies the board's existing match policy. • Requires a moderate level of other funding support to implement the project.	• Obtaining a moderate level of match may be a challenge for these larger-scale projects.
Option 5C – 50% matching share	• Applies a high match requirement.	• A high level of match may be difficult for sponsors to obtain.

Geographic Eligibility

There are two options for determining the geographic area in which applications would be accepted. Staff recommends allowing grant applications from any region be allowed to apply for funds. This would allow any project to compete and funds to be awarded to the best projects regardless of the location in the state.

Table 6. Options for Determining Geographic Eligibility

OPTIONS	PROS	CONS
Option 6A – Applications from Lower Columbia River, Middle Columbia River, Upper Columbia River, Northeast Washington, and Snake River are eligible to apply	• Focuses funding on those regions which do not have region-specific appropriations (i.e., Puget Sound Acquisition and Restoration funds and Washington Coast Restoration Initiative) from the Legislature.	• Does not include Puget Sound, Hood Canal or Washington Coast regions where large-scale projects may be located.
Option 6B – Applications from all regions are eligible to apply **(Staff Recommendation)**	• Allows for applications from any region to compete for funding. • Maintains a coalition for funding salmon recovery programs.	• Legislators may be confused about additional funding to regions where region-specific appropriations already exist.

Application Review Process

There are four options identified in Table 7 for establishing the application review process for this new category. The main difference between the options is identifying who prioritizes the applications for creating a statewide list of large-scale projects. Another difference is whether lead entities are involved in reviewing the applications.

Staff recommends sponsors submit applications directly to lead entities for review; the Council of Regions prioritize the applications into a ranked list; and the board's technical review panel review the applications for technical merit. The staff recommendation is Option 7D in Table 7.

Table 7. Options for Setting the Application Review Process

OPTIONS	PROS	CONS
Option 7A 1) Board technical review panel prioritizes them into a ranked list 2) Council of Regions reviews applications with the potential to adjust the ranking	• Review of proposals would be focused at the regional level which is an appropriate level of review for projects at a landscape scale. • Places prioritization of the list of applications the responsibility of the state, similar to other statewide funding programs.	• Does not include review by local technical and citizen committees which may have opinions about the projects within their lead entity areas. • Creates a new role for the board's technical review panel to prioritize applications into a ranked list.

OPTIONS	PROS	CONS
Option 7B 1) Council of Regions reviews and prioritizes applications into a ranked list 2) Board technical review panel reviews them for projects of concern	• Places prioritization of the list of applications the responsibility of the regions, maintaining a bottoms up approach to application review. • Maintains the current level of responsibility for the board's technical review panel. • Board makes its funding decision based on regional recommendations.	• Does not include review by local technical and citizen committees which may have opinions about the projects within their lead entity areas. • Creates a new role for the Council of Regions to prioritize applications into a ranked list.
Option 7C 1) Local technical and citizen committees review applications within their lead entity area 2) Board technical review panel prioritizes them into a ranked list 3) Council of Regions reviews applications with the potential to adjust the ranking	• Local technical and citizens committees included the review process and can make a recommendation about projects within their lead entity area to the Council of Regions. • Review of proposals at the regional level would provide review at a broader landscape scale. • Places prioritization of the list of applications the responsibility of the state, similar to other statewide funding programs.	• Large-scale projects may include more than one lead entity area which may generate conflicting recommendations. • Local technical and citizens committees limited in their geographic scope. • Creates a new role for the board's technical review panel to prioritize applications into a ranked list.
Option 7D 1) Local technical and citizen committees review applications within their lead entity area 2) Council of Regions reviews and prioritizes applications into a ranked list 3) Board's technical review panel reviews them for projects of concern **(Staff Recommendation)**	• Local technical and citizens committees included the review process and can make a recommendation about projects within their lead entity area to the Council of Regions. • Places prioritization of the list of applications the responsibility of the regions, maintaining a bottoms up approach to application review. • Maintains the current level of responsibility for the board's technical review panel. • Board makes its funding decision based on regional recommendations.	• Large-scale projects may include more than one lead entity area which may generate conflicting recommendations. • Local technical and citizens committees limited in their geographic scope. • Creates a new role for the Council of Regions to prioritize applications into a ranked list.

Evaluation Criteria

In order to prioritize applications into a ranked list, the ranking team needs evaluation criteria. At a minimum, the board must consider the evaluation criteria in the Salmon Recovery Act.[3] The board's technical review panel evaluation criteria include most of the required criteria (*Salmon Recovery Grants, Manual 18, Appendix H*). There are also valuable things to consider in benefit and certainty criteria provided for lead entity project evaluation (Appendix I), as well as the regional area criteria (Appendix J).

Table 8 illustrates the options for establishing the evaluation criteria. Based on staff's recommendation regarding the review process, staff recommends Option 8B that combines elements from the technical review panel criteria, lead entity guidance, and regional area criteria for prioritizing this new category.

Table 8. Options for Evaluation Criteria

Options	PROS	CONS
Option 8A – Use the existing technical review panel criteria, with additions to meet the statutory requirements	• Uses existing criteria familiar to the board's technical review panel.	• Criteria were originally created for a different purposes.
Option 8B – Use a combination of criteria from the technical review panel, lead entity guidance, and regional area criteria **(Staff Recommendation)**	• Combines appropriate criteria from existing sources.	• None.
Option 8C – Create a new set of criteria	• Creates a new set of criteria for reviewing large-scale salmon recovery projects.	• Ignores the existing criteria that has been in use for years.

Once a preferred approach is determined, staff will evaluate whether individual team members should subjectively score the criteria with a numeric value or the team applies the criteria to reach consensus for a prioritized list.

Proposed Timeline

To accomplish the work outlined in this memo, staff proposes the following timeline. The timeline is aggressive in order to accommodate producing a ranked list by August 2016 for inclusion in the 2017-2019 capital budget request. Note that sponsors may submit applications' beginning in January 2016 before the board makes final policy decisions in March 2016.

[3] Revised Code of Washington 77.85.130

Timeline for Implementing the Large-Scale Salmon Recovery Project Category	
December 2015	Prepare and release materials for public comment
January 2016	Application period starts, public comment ends
February 2016	Prepare final policies and evaluation criteria
March 2016	Board meeting, final policies and evaluation criteria approved
June 2016	Early application due date
July 2016	Technical review panel review/ranking
August 2016	Board approves ranked list

Next Steps

Based on board direction, staff is prepared to implement the timeline above. Draft policies and evaluation criteria would be developed and released for formal public comment this winter. Staff would review comments, make revisions based on those comments, and prepare a final recommendation for the board's consideration and approval at the March 2016 meeting.

Strategic Plan Link

Creating a new grant category to address emerging funding needs supports the implementation of Goal 1 of the board's strategic plan, which states: "Fund the best possible salmon recovery activities and projects through a fair process that considers science, community values and priorities, and coordination of efforts.

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **8**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: Washington Administrative Code Updates

Prepared By: Leslie Connelly, Natural Resource Policy Specialist

Summary

This memo summarizes progress made on drafting amendments to Title 420 of the Washington Administrative Code (WAC) and outreach to stakeholders.

Board Action Requested

This item will be a:

- ☐ Request for Decision
- ☐ Request for Direction
- ☒ Briefing

Background

At the October 2015 meeting, Recreation and Conservation Office (RCO) staff provided the Salmon Recovery Funding Board (board) with an overview of proposed amendments to Title 420 of the Washington Administrative Code (WAC). The board reviewed the draft amendments and directed staff to proceed with informal review of the changes with interested stakeholders. The board also requested staff evaluate whether new sections could be drafted by the December meeting.

Update

In November 2015, staff provided the proposed amendments reviewed by the board at the October meeting to lead entities and regional organizations for their review and feedback (Attachment A). Staff will brief the board at the December 2015 meeting on feedback received.

Due to the short turn-around between the October and December meetings, staff was unable to prepare drafts for new sections about lead entities, regional organizations, and the Governor's Salmon Recovery Office (GSRO). Staff will continue to draft these sections later this winter.

Next Steps

Staff will discuss feedback with interested stakeholders and revise the draft amendments in preparation for formal rule-making. Staff will then proceed with the formal rule-making in February 2016 and file a Notice of Proposed Rule-making (called a CR-102) with the Office of the Code Reviser. The board would conduct a formal public hearing at the March 2016 meeting. Depending on the formal public comment received, the board could adopt the rules at the March meeting or defer a decision to the next meeting in June 2016.

Strategic Plan Link

Revising the board administrative rules supports the implementation of Goal 2 of the board's strategic plan, which states: "Be accountable for board investments by promoting public oversight, effective projects, and actions that result in the economical and efficient use of resources."

Attachments

A. Revised Draft Amendments to Title 420

Revised Draft Amendments for Sections 420-04-010 and 420-04-020 WAC

WAC 420-04-010 Definitions.

For purposes of Title 420 WAC, the definitions in RCW 77.85.010 apply. In addition, unless the context clearly indicates otherwise, the following definitions also apply:

(1) "Acquisition project" means ~~the gaining of rights of public ownership by~~ a project that purchases or receives a donation~~, negotiation, or other means,~~ of fee or less than fee interests in real property~~, and related interests such as water or mineral claims and use rights~~. These interests include, but are not limited to, conservation easements, access/trail easements, covenants, water rights, leases, and mineral rights.

(2) "Agreement" or "project agreement" means the accord accepted by the office and the sponsor for the project and includes~~; this agreement,~~ any attachments, addendums, and amendments, ~~any supplemental agreements, any amendments to this agreement~~ and any intergovernmental agreements or other documents that are incorporated into the project agreement subject to any limitations on their effect.

(3) "Applicant" means any ~~agency, person or organization~~party that meets qualifying standards as described in RCW 77.85.010(6), including deadlines, for submission of an application soliciting a grant of funds from the board. ~~Generally, eligible applicants for board funds include a state, local, tribal or special purpose government, a nonprofit organization, a combination of such governments, or a landowner for projects on its land.~~

(4) "Application" means the ~~form(s) developed and implemented for use by applicants in soliciting project funds administered by the board~~ documents and other materials that an applicant submits to the office to support the applicant's request for grant funds.

(5) "Board" means the salmon recovery funding board ~~created by chapter 13, Laws of 1999 1st sp. sess. (2E2SSB 5595), now codified~~ as described in RCW 77.85.110.

(6) "Capacity funding" is a ~~block~~ grant to lead entities and regional organizations as described in RCW 77.85.130(4) to assist in carrying out functions to implement chapter 77.85 RCW.

(7) "Chair" means the chair of the board described in RCW 77.85.110.

(8) "Citizens committee" means a committee established by a lead entity that consists of representative interests of counties, cities, conservation districts, tribes, environmental groups, business interests, landowners, citizens, volunteer groups, regional fish enhancement groups, and other habitat interests as described in RCW 77.85.050.~~"Development" means the construction or alteration of facilities, the placement or removal of materials, or other physical activity to restore or enhance salmon habitat resources.~~

(9) "Director" means the director of the office or that person's designee, as described in RCW 79A.25.150~~, responsible for implementation of administrative support for board activities under chapter 77.85 RCW~~.

(10) "Enhancement project" or "hatchery and harvest enhancement project" means a project that supports hatchery reform to improve hatchery effectiveness, ensure compatibility between hatchery production and salmon rebuilding programs, or support sustainable fisheries.

(11) "Habitat project list" means the list of projects as described in RCW 77.85.010(3) compiled by a citizens committee and submitted by a lead entity to the board as described in RCW 77.85.050(3). The habitat project list shall establish priorities for individual projects and define the sequence for project

implementation as described in RCW 77.85.050. The list of projects in the habitat project list must be within the lead entity area as described in RCW 77.85.050(2).

(12) "Habitat work schedule", also known as the "lead entity ranked list", means those projects on the habitat project list that will be implemented in the current funding cycle per RCW 77.85.010(4) and as described in RCW 77.85.060. For purposes of Title 420 WAC, habitat work schedule does not refer to the habitat work schedule database administered by the governor's salmon recovery office.

(13) "Lead entity" means ~~the local organization or group~~ a city, county, conservation district, special purposes district, tribal government, regional recovery organization or other entity that is designated jointly by the counties, cities, and Native American tribes within the lead entity area as described in ~~that comprises the lead entity grant sponsor, lead entity coordinator, technical advisory group and citizens committee under~~ (RCW 77.85.050).

(14) "Lead entity area" means the area designated jointly by the counties, cities, and Native American Tribes in resolutions or in letters of support which is based, at a minimum, on a watershed resource inventory area, as described in RCW 77.85.010(13), combination of water resource inventory areas, or any other area as described in RCW 77.85.050(2).

(15) "Manual(s)" means a compilation of ~~board, director,~~ state and federal laws; board rules, policies~~,~~ and procedures;~~, rules,~~ and director procedures, forms, and instructions ~~that have been~~ assembled in manual form ~~and which have been approved by the office~~ for dissemination ~~by paper, electronic or other formats to all who may wish~~ to parties that participate in the board's or office's grant program(s).

(16) "Match" or "matching share" means the portion of the total project cost in the project agreement provided by the project sponsor.

(17) "Monitoring or research project" means a project that monitors the effectiveness of salmon recovery restoration actions or provides data on salmon populations.

(18) "Office" means the recreation and conservation office ~~or the office of recreation and conservation~~ as described in RCW 79A.25.010.

(19) "Planning project" means a project that results in a study, assessment, project design, or inventory.

(20) "~~Preliminary expense~~Pre-agreement cost" means a project cost~~s~~ incurred ~~prior to board approval, other than site preparation/development costs, necessary for the preparation of a development project~~ before the period of performance identified in the project agreement.

(21) "Project" means the undertaking which is, or may be, funded in whole or in part with funds administered by the office on behalf of the board.

~~"Project agreement" means a project agreement, supplemental agreement, intergovernmental agreement, or project contract and all subsequent amendments and attachments between the office acting on behalf of the board, and a project sponsor.~~(22) "Project area" means the area consistent with the geographic limits of the scope of work of the project. For restoration projects, the project area must include the physical limits of the project's final site plans or final design plans. For acquisition projects, the project area must include the area described by the legal description of the properties acquired in the project.

(23) "Regional recovery organization" or "regional salmon recovery organization" means an organization described in RCW 77.85.010.

(24) "Reimbursement" means the payment of funds from the office to the sponsor for eligible and allowable project costs that have already been paid by the sponsor per the terms of an agreement.

(25) "Restoration project" means to bring a site back to its historic function as part of a natural ecosystem or improving or enhancing the ecological functionality of a site.

(26) "Salmon recovery region" means a geographic area as described in RCW 77.85.010.

(27) "Project sSponsor" means an eligible applicant under RCW 77.85.010(6) who has been awarded a grant of funds, and has a signed is bound by an executed project agreementproject agreement; includes its officers, employees, agents, and successors.

WAC 420-04-020 Organization and operations Duties of the Board.

The board:(1) Is an unsalaried body of ten members. Five members are citizens appointed by the governor from the public-at-large, with the consent of the senate, for a term of three years each. The other members are the:

(a) Commissioner of public lands;

(b) Director of the department of fish and wildlife;

(c) Director of the state conservation commission;

(d) Director of the department of ecology; and

(e) Secretary of transportation (or the designees of these individuals).

The five citizen members, including the chair, are voting members. The chair of the board is appointed by the governor from among the five citizen members The board was created by the legislature in the Salmon Recovery Funding Act of 1999 (section 3, chapter 13, Laws of 1999 special session) codified in RCW 77.85.110.

(2) Membership of the board is defined in 77.85.110.

(3) The board is authorized ~~and obligated~~ to:

(a) Allocate and administer ~~grant programs~~ funds for salmon habitat projects and salmon recovery activities~~, and related programs and policies~~ from amounts appropriated or authorized by the legislature (RCW 77.85.120);

(b) Develop procedures and criteria for allocation of funds for salmon habitat projects and salmon recovery activities on a statewide basis to address the highest priorities for salmon habitat protection and restoration (RCW 77.85.130(1));

(c) Adopt an annual allocation of funding (RCW 77.85.130(1));

(d) Establish a maximum amount of funding available for any individual project (RCW 77.85.130(1));

(e) Establish criteria for determining the award of grants for capacity funding as described in RCW 77.85.130(4);

(f) Give preference and consideration to projects as described in RCW 77.85.130(2);

(g) Require applicants to incorporate the environmental benefits of the project into their grant applications, and utilize the statement of environmental benefits in its prioritization and selection process (RCW 77.85.135);

(h) Adopt procedures for lead entities to submit habitat project lists (RCW 77.85.050);

(i) May reject, but not add, projects from a habitat project list submitted by a lead entity for funding (RCW 77.85.130(3);

(j) Develop appropriate outcome-focused performance measures to be used both for management and performance assessment of the grant program (RCW 77.85.135); and

(k) Provide the legislature with a list of the proposed projects and a list of the projects funded as described in RCW 77.85.140.

(4) The board does not own or operate any salmon recovery properties or facilities.

(5) The board is not a public hearings board and does not decide land use issues. To the extent possible, all project proposals should demonstrate adequate public notification and review and have the support of the public body applying for the grant or where the project is located.

(6) The office, ~~Performs and accomplishes work by a staff~~ under the supervision of the director appointed by the governor, performs and accomplishes work on behalf of the board.

(7)The board:

(a) Conducts regular meetings, pursuant to RCW 42.30.075, according to a schedule it adopts in an open public meeting~~.~~,

(b) May conduct special meetings at any time, pursuant to RCW 42.30.080, if called by the chair~~.~~,

(c) Maintains an official record of its meetings in a recorded audio format, unless written minutes are otherwise indicated for logistical reasons~~.~~;

(d) Defines a quorum as three of its voting members, with a preference that at least two of the agency members shall also be present~~.~~; and

(e) Adopts parliamentary meeting procedure generally as described in *Robert's Rules of Order*. Only voting members may make motions or formal amendments, but agency members may request the chair for leave to present a proposal for board consideration.

WAC 420-04-015 Address. All communications with the board, office, director and staff shall be directed to the recreation and conservation office at the Natural Resources Building, 1111 Washington Street S.E., P.O. Box 40917, Olympia, Washington 98504-0917. Telephone 360-902-3000, fax 360-902-3026, Web www.rco.wa.gov.

WAC 420-04-030 ~~Manuals and waivers—Guidance~~ Policies and Procedures. ~~(1) The board shall adopt one or more manuals that describe its general administrative policies, for use by grant applicants, potential applicants, project sponsors, and others. The board shall inform all applicants in any given grant cycle of the specific project application process and methods of review, including current evaluation tests and instruments, by explaining these items in the manuals or other publicly available formats. Manuals may be adopted for each grant cycle, or for a topical issue, and shall contain a clear statement of the applicability of the policies outlined. The board also instructs the director to use applicable office administrative manuals for general guidance in the implementation of board grant contracts. These include manuals regarding land acquisition, conservation easements, funded projects, and reimbursement procedures.~~

~~(2) Board policies, including those referenced in the manuals, shall be considered and approved by the board in an open public meeting. Notice of such considerations will be given by distribution of the agenda for the meeting, press releases, meeting notice in the Washington State Register, or other means.~~

(1) The board shall adopt plans, policies, and procedures per the duties of the board as described in WAC 420-04-020. Board policies shall be considered and approved by the board in an open public meeting. Notice of such considerations will be given by distribution of the agenda for the meeting, press releases, formal meeting notice in the Washington State Register, or other such means as appropriate.

(2) The director shall approve administrative procedures to implement the board's policies and general grant administration per the duties of the director in WAC 420-04-060.

(3) The office shall publish the policies and the administrative procedures and make them available to applicants, sponsors, and other interested parties.

(~~3~~4) ~~Project a~~Applicants, ~~project~~ sponsors, or other interested parties may petition the director for a waiver or waivers of those items ~~within the manuals~~ dealing with ~~general~~ administrative ~~matters and~~ procedures. The director may refer any petition on an administrative procedure to the board for determination. Determinations on petitions for such waivers made by the director are subject to review by the board at the request of the petitioner.

(~~4~~5) Applicants, sponsors, or other interested parties may petition the board for a waiver or waivers of those items dealing with policy and procedures. Petitions for waivers of subjects regarding board policy and procedures, ~~and~~ those petitions ~~that in the judgment of~~ referred by the director ~~require~~ to the board ~~review~~, and determinations made in subsection (4) at the request of a petitioner, shall be ~~referred to~~considered by the board ~~for deliberation. Policy waivers may be granted after consideration by the board~~ at an open public meeting.

WAC 420-04-040 Project selection. – *This section is combined in WAC 420-12-020.*

WAC 420-04-050 Final decision. (1) The board shall review ~~options or~~ recommendations from the director for grant awards at regularly scheduled ~~board~~ open public meetings ~~announced as funding sessions~~. ~~It~~

(2) The board retains the ~~final~~ authority and responsibility to ~~award grant or loan funds, and to~~ accept or ~~depart~~ deviate from ~~any~~ the director's recommendations and make the final decision concerning the funding of an application or change to a funded project. Unless otherwise required by law, the board's decision is the final decision ~~concerning the funding of a project~~.

WAC 420-04-060 ~~Delegated~~ Director's authority. (1) Consistent with RCW 79A.25.240 and other applicable laws, the director is delegated the authority and responsibility to carry out policies and administrative functions of the board. This includes, but is not limited to, the authority to:

~~(1) Administer board programs;~~

(a) Provide staff support to the board (RCW 77.85.110);

(b) Provide all necessary grants and loans administration assistance to the board, and distribute funds as provided by the board in RCW 77.85.130 (RCW 77.85.120);

(c) Enter into contracts and agreements with applicants upon approval of the board;

(~~2~~d) Administer all applicable rules, regulations and requirements established by the board or reflected in the laws of the state;

(~~3~~e) Implement board decisions; ~~and~~

(~~4~~f) Approve certain ~~cost increases or~~ waiver requests as described in WAC 420-04-030 and certain amendments to project agreements as determined by board policy ~~or other administrative matters.~~;

(g) Appoint such technical and other committees as may be necessary to carry out the purposes of this chapter; and

(h) Approve the contents, requirements and format for receiving grant applications.

(2) Consistent with RCW 77.85 and other applicable laws, the director has authority and responsibility to carry out actions to support salmon recovery. This includes, but is not limited to, the authority to:

(a) Administer funding to support the functions of lead entities (RCW 77.85.050);

(b) Provide administrative support to the governor's salmon recovery office (RCW 77.85.030);

(c) Track all funds allocated for salmon habitat projects and salmon recovery activities on behalf of the board, including both funds allocated by the board and funds allocated by other state or federal agencies for salmon recovery or water quality improvement (RCW 77.85.140);

(d) Produce a biennial report on the statewide status of salmon recovery and watershed health, summarize projects and programs funded by the salmon recovery funding board, and summarize progress as measured by high-level indicators and state agency compliance with applicable protocols established by the forum for monitoring salmon recovery and watershed health (RCW 77.85.020); and

(e) Administer other programs related to salmon recovery as delegated by the legislature, governor, or through interagency agreements with other state agencies.

(3) The director does not have the authority to waive these administrative rules, except as expressly allowed in these administrative rules, or waive policies adopted by the board unless the board has delegated such authority in an open public meeting.

WAC 420-04-070 Compliance with the State Environmental Policy Act ~~guidelines~~ and other laws. (1) The board's and office's ~~finds that, pursuant to RCW 43.21C.0382, all of its~~ activities and programs

are exempt from threshold determinations and environmental impact statement requirements under the provisions of WAC 197-11-875.

(2) To the extent applicable, it is the responsibility of ~~applicants and project~~ sponsors to comply with the provisions of chapter ~~43.21C RCW~~ 197-11 WAC, the State Environmental Policy Act rules~~, the National Environmental Protection Act, and to obtain associated land-use and regulatory permits and reviews. It is also the responsibility of sponsors to~~ and comply with all applicable federal, state, and local laws and regulations regardless of whether the sponsor is a public or private organization.

WAC 420-04-080 ~~Declaratory order—Petition requisites—Consideration—Disposition~~ Petitions for declaratory order of a rule, order, or statute. (1) Any person may submit a petition for a declaratory order pursuant to RCW 34.05.240 in any written form so long as it:

(a) Clearly states the question the declaratory order is to answer; and

(b) Provides a statement of the facts which raise the question.

(2) The director may conduct an independent investigation in order to fully develop the relevant facts.

(3) The director ~~shall~~ will present the petition to the board at the first meeting when it is practical to do so and will provide the petitioner with at least five ~~days notice~~days' notice of the time and place of such meeting. Such notice may be waived by the petitioner.

(4) The petitioner may present additional material and/or argument at any time prior to the issuance of the declaratory order.

~~(5) The board may issue either a binding or a nonbinding order or decline to issue any order.~~(~~6~~5) The board may decide that a public hearing would assist its deliberations and decisions. If such a hearing is ordered, it will be placed on the agenda of a meeting and at least five ~~days notice~~days' notice of such meeting shall be provided to the petitioner.

~~(7) If an order is to be issued, the petitioner shall be provided a copy of the proposed order and invited to comment.~~

~~(8) The declaratory order cannot be a substitute for a compliance action and is intended to be prospective in effect.~~

~~(9) The board will decline to consider a petition for a declaratory or to issue an order when:~~

~~(a) The petition requests advice regarding a factual situation which has actually taken place; or~~

~~(b) When a pending investigation or compliance action involves a similar factual situation.~~**WAC 420-04-085 Petitions for ~~rule making~~adoption, amendment or repeal~~—Form—Consideration—Disposition~~ of a rule**. Any person may submit a petition requesting the adoption, amendment or repeal of any rule by the board, pursuant to RCW 34.05.330 and the uniform rules adopted by the office of financial management that are set forth in chapter 82-05 WAC.

WAC 420-04-100 Public records ~~access~~. (1) The board is committed to public access to its public records. All public records of the board, as defined in RCW 42.56.070 as now or hereafter amended, are available for public inspection and copying pursuant to this regulation, except as otherwise provided by law, including, but not limited to, RCW 42.56.050 and 42.56.210.

(2) The board's public records shall be available through the public records officer designated by the director. All access to the board's records ~~access for board records~~ shall be conducted in the same manner as ~~records access for office records, including office location, hours, copy fee and request forms. The board adopts by reference the records access procedures of the office and charges the director to administer for access purposes the board's records in the same manner as records of the office are administered, pursuant to~~ chapter 286-06 WAC.

~~(3) Any person who objects to the denial of a request for a public record of the board may petition the director for review by submitting a written request. The request shall specifically refer to the written statement which constituted or accompanied the denial.~~

~~(4) After receiving a written request for review of a decision denying inspection of a public record, the director, or designee, will either affirm or reverse the denial by the end of the second business day following receipt according to RCW 42.56.520. This shall constitute final board action. Whenever possible in such matters, the director or designee shall consult with the board's chair and members.~~(3) The office will include language in the project agreement that requires sponsors that are not subject to public disclosure requirements under chapter 42.56 RCW to disclose any information in regards to funding as if the sponsor were subject to chapter 42.56 RCW (RCW 77.85.130(8).

WAC 420-12-020 Application ~~form~~ Requirements and the Evaluation Process. (1) The board shall adopt an evaluation process to guide it in allocating funds to and among applicants. The board's evaluating process for applications and habitat project lists shall:

(a) Be developed, to a reasonable extent, through the participation of interested parties and specialists, and include best available science;

(b) Consider regional recovery plans goals, objectives, and strategies;

(c) Be adopted by the board in open public meetings;

(d) Be made available in published form to interested parties;

(e) Be designed for use by an independent state technical review panel or team of evaluators with relevant expertise when selected for this purpose on behalf of the board; and

(f) Be in accord with RCW 77.85.130, 77.85.135, and 77.85.240 and other applicable statutes.

(2) The office shall administer the evaluation process adopted by the board and prepare funding options or recommendations for the director to present for the board's consideration.

(3) The office shall inform all applicants of the application requirements and evaluation process. All grant requests must be completed and submitted to the office in the format ~~and manner~~ prescribed by the ~~board~~ director.

~~(2)~~ If the director determines that the applicant is eligible to apply for federal funds administered by the board, the applicant must execute any additional forms necessary for that purpose.

(4) All applications for funding submitted to the office that meet the application requirements will be referred to the director. In reaching a recommendation, the director shall seek the advice and counsel of the office's staff and other recognized experts, including an independent state technical review panel or team of evaluators or from other parties with relevant experience.

WAC 420-12-030 Grant Program Deadlines.~~—Applications and agreements~~. (1) ~~Applications. To allow time for review, a~~Applications must be submitted by the ~~announced~~ due date approved by the board. Unless otherwise authorized by the board, the director and staff have no authority to extend the application filing deadlines. Excepted are applications for programs where the director specifically establishes another deadline to accomplish new or revised statutory direction, board direction, or to meet a federal grant application deadline.

(2) ~~Project agreement.~~ To prepare a project agreement, certain documents or materials in addition to the application may be required by the office. These documents or materials must be provided by the applicant to the office at least two calendar months after the date the board or director approves funding for the project or earlier to meet a federal grant program requirement. After this period, the board or director may rescind the offer of grant funds and reallocate the grant funds to another project(s).

(3) An applicant has three calendar months from the date ~~of~~ the ~~board's mailing of~~office sends the project agreement ~~document~~ to ~~execute~~sign and return the agreement to the ~~board's~~ office. After this period, the board or director may reject any agreement not ~~completed,~~ signed and returned, and ~~may~~ reallocate the grant funds to another project(s). ~~The director may waive compliance with this deadline for good cause.~~

(4) Compliance with the deadlines is required unless a waiver is granted by the board or director. Such waivers are considered based on several factors which may vary with the type of waiver requested, including any one or more of the following:

(a) Current status and progress made to meet the deadline;

(b) The reason the established deadline could not be met;

(c) When the deadline will be met;

(d) Impact on the board's evaluation process;

(e) Equity to other applicants; and

(f) Such other information as may be relevant.

WAC 420-12-040 Eligible matching resources. (1) Applicant resources used to match board funds ~~may~~ must be eligible in the grant programs. Sources of matching resources include, but are not limited to, any one or more of the following:

~~Cash, certain federal funds, the value of privately owned donated real estate, equipment, equipment use, materials, labor, or any combination thereof. The specific eligible matches for any given grant cycle shall be detailed in the published manual. The director shall require documentation of values~~(a) Appropriations and cash;

(b) Value of the applicant's expenses for labor, materials, and equipment;

(c) Value of donated real property, labor, services, materials, and equipment use; and

(d) Grant funds.

(2) Agencies and organizations may match board funds with other state funds, including recreation and conservation funding board funds, so long as the other state funds are not administered by the board and if otherwise allowed by state law. For the purposes of this subsection, grants issued by other agencies under the Jobs for Environment program and the Forests & Fish program are not considered to be administered by the board.

(3) ~~Private donated real property, or the value of that property, must consist of real property (land and facilities) that would otherwise qualify for board grant funding.(4)~~ The eligibility of federal funds to be used as a match is governed by federal requirements and thus may vary with individual proposals and grant cycles.

WAC 420-12-050 Project agreement. (1) For every funded project, an agreement shall be executed within the deadlines in WAC 420-12-030 and as provided in this section.

(~~1~~2) The project agreement shall be prepared by the ~~director~~ office after approval of the project by the board at a public meeting. ~~The director shall execute the agreement on behalf of the board and submit the document to the applicant. After the applicant signs the agreement, the applicant becomes and is referred to as the project sponsor. The~~ The project agreement is executed upon the signature of the office and the applicant and the parties are then bound by the agreement's terms. The applicant shall not proceed ~~with~~ until the project ~~until the~~ agreement has been ~~signed and the project start date listed in the agreement has arrived~~ executed, unless ~~the applicant has received~~ specific authorization pursuant to WAC 420-12-070 has been given by the director.

(~~2~~3) If the project is approved by the board to receive a grant from federal funds, the director shall not execute an agreement or amendment with the applicant until federal funding has been authorized through execution of ~~a concurrent project~~ an agreement with the applicable federal agency~~, if and as necessary~~.

WAC 420-12-060 Disbursement of funds. (1) Except as otherwise provided in this ~~rule~~ chapter, the ~~director~~ office will authorize disbursement of project funds only on a reimbursable basis at the percentage identified in the project agreement~~,~~ after the ~~project~~ sponsor has ~~spent its own funds and has~~ presented ~~a billing showing satisfactory evidence of property rights acquired and/or~~ an invoice documenting costs incurred and compliance with ~~partial or all~~ the provisions of the project agreement.

(~~1~~2) ~~Reimbursement method. Reimbursement shall be requested on voucher forms authorized by the director. Requests must include all documentation as detailed in the manual in effect at the time reimbursement is requested.~~

~~(2) Reimbursement level.~~ The amount of reimbursement may never exceed the cash spent on the project by the sponsor.

(3) Reimbursement shall not be approved for any donations, including donated real property.

~~(3) Partial payment. Partial reimbursements may be made during the course of a project on presentation of billings showing satisfactory evidence of partial acquisition or development by the project sponsor. The director may require written assurance that full project completion is scheduled by a specific date. In the event of appropriation reductions or terminations, the project agreement shall allow the board to suspend or terminate future obligations and payments.~~(4) ~~Direct payment.~~ Direct payment to an escrow account of the ~~board~~ office's share of the approved cost of real property and related costs may be made following ~~board~~ office approval ~~of an acquisition project~~ when the ~~project~~ sponsor indicates a temporary lack of funds to purchase the property on a reimbursement basis. Prior to release of the ~~board~~ office's share ~~of~~ into escrow ~~funds~~, the ~~project~~ sponsor must provide the ~~director~~ office with a copy of a binding ~~sale~~

agreement between the ~~project~~ sponsor and the seller, all required documentation, and evidence of deposit of the ~~project~~ sponsor's share ~~(if any)~~, identified in the project agreement, into an escrow account.

(5) Advance payments may be made in limited circumstances only, pursuant to the policy outlined in the adopted reimbursement manual.

(6) ~~Payment deadline.~~ As required by RCW 77.85.140, sponsors who complete salmon habitat projects approved for funding from habitat project lists will be paid by the board within thirty days of project completion. This means the board will issue a reimbursement within thirty days of the sponsor's completion of the billing requirements described in the board's reimbursement policy manual.

WAC 420-12-070 Retroactive ~~expenses~~, pre-agreement, and increased costs. ~~The definitions in WAC 420-04-010 apply to this section.~~

(1) Unless otherwise provided in this chapter, the office shall not approve the disbursement of funds for costs incurred before execution of a project agreement.

(2) The ~~board shall not~~office will only reimburse ~~expenses for activities undertaken, work performed or funds expended before the date on which the agreement was signed~~ costs that occur within the period of performance in the project agreement.

~~This policy is referred to as the board's prohibition on retroactivity. The only exceptions are as outlined in the adopted reimbursement manual, for certain preliminary expenses.~~

~~(2) If such exceptions do not apply, a waiver may be issued to avoid the prohibition on retroactivity only under the following circumstances, for retroactive land acquisition cost reimbursements:~~(3) The director may grant a waiver of retroactivity ~~when~~ for acquiring real property whenever an applicant

~~documents~~asserts, in writing, ~~that a condition exists which may jeopardize the project~~ the justification for the critical need to purchase the property in advance of the project agreement along with any documentation required by the director. When evidence warrants, the director may grant the applicant permission to proceed prior ~~to the signing of an agreement~~ by issuing ~~the~~ a written waiver. This waiver of retroactivity ~~shall~~ will not be construed as an approval of the proposed project. If the project is subsequently approved ~~for board funding~~, however, the ~~expenditures described in the waiver~~ costs incurred ~~shall~~ will be eligible for ~~assistance if they otherwise satisfy the reimbursement requirements under WAC 420-12-060~~ grant funding. If the project is to remain eligible for funding from federal funds, the director shall not authorize a waiver of retroactivity to the applicant until the federal agency administering the federal funds has issued its own waiver of retroactivity as provided under its rules and regulations. A waiver may be issued for more than one grant program.

(~~3~~4) The only retroactive acquisition, development, and restoration costs eligible for grant funding are pre-agreement costs as defined by the board.

(45) ~~Cost increases. The board shall reimburse only for allowable expenses under WAC 420-12-070. If costs increase after the agreement is signed, a project sponsor is solely responsible, unless the adopted manual for the relevant grant cycle specifically establishes a cost-increase method for that cycle.~~ Cost increases for approved projects may be granted by the board or director if financial resources are available.

(a) Each cost increase request will be considered on its merits.

(b) The director may approve a cost increase request as delegated by the board. The director's approval of an acquisition project cost increase is limited to a parcel-by-parcel appraised and reviewed value.

WAC 420-12-075 Nonconformance and repayment. ~~In the event any project sponsor's expenditure of board grant moneys is determined~~ Any project cost deemed by the board or director to conflict with applicable statutes, rules and/or related manuals, or the project agreement, ~~the board reserves the right to demand repayment~~must be repaid, upon written request by the director, to the appropriate state account~~, by written notice from the director to the project sponsor~~ per the terms of the project agreement. Such repayment requests may be made ~~following~~ in consideration of an applicable report from the state auditor's office.

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **9**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: Communications Strategy Update

Prepared By: Brian Abbott, Governor's Salmon Recovery Office Executive Coordinator

Summary

The communications plan funded by the Salmon Recovery Funding Board was completed in May 2014. Staff from the Governor's Salmon Recovery Office will update the board on progress and suggest potential next steps for continuing the work.

Board Action Requested

This item will be a:

- ☐ Request for Decision
- ☒ Request for Direction
- ☐ Briefing

Background

At the August 2013 Salmon Recovery Funding Board (board) meeting, the Council of Regions (COR) requested that the board fund a communications plan for regional organizations. The board discussed the proposal, generating ideas for engaging other parties, and directed the Governor's Salmon Recovery Office (GSRO) to prepare options for consideration at the October 2013 meeting.

GSRO staff worked with the Washington Department of Fish and Wildlife (WDFW) and COR to prepare options for the board's consideration, under the advisement of Chair David Troutt and member Nancy Biery. One of the primary themes of these planning conversations was the notion that elected officials have lost interest in the on-going need for salmon recovery, often referred to as "salmon fatigue." Given that recovery in some watersheds will take years or decades, it is imperative to show progress and tell the salmon recovery story in order to unify stakeholders, decision-makers, and funders into continuing to be fully invested in long-term recovery work.

Based on these discussions, GSRO presented three options to the board:

1. Regional Communication Plan Proposed by COR: Broad salmon recovery themes, funding, and general support.
2. Capacity Assessment and Plan 2014-2019: Articulate the capacity and non-project strategies, actions, and funding necessary to carry out salmon recovery through 2019.
3. Board Strategic Funding and Communication Plan: Develop a strategy to build support for increasing public and private salmon recovery funding.

Ultimately, the board chose to fund the first option, the original COR proposal, with the understanding that the other two options would be researched if time and funds allowed. The GSRO completed a

competitive procurement and selected Pyramid Communications from a pool of twelve applicants to help develop the Regional Communication Plan.

The final communications plan was delivered in May 2014 (Attachments A, B, and C). GSRO extended Pyramid's contract and asked them to explore the other communication plan concepts for which the board had earlier expressed interest. At the June 2014 board meeting, Pyramid Communications staff Barbara Cairns and John Hoyt summarized the communications strategy, its findings and recommendations, and suggested actions. (Attachment D).

Pyramid identified two primary goals: 1) tell a common story visually and make the message immediately apparent and relevant to the general public; and 2) recognize that the funding landscape and cast of champions has changed since 1999, and amplify the voice of salmon recovery by targeting essential decision makers. The plan suggests regional-scale changes to communications including common messaging and an aligned design standard.

Communication Plan Outcomes

The board directed GSRO to prepare funding options for aligned communications, marketing, and outreach for discussion at the August 2014 board meeting. Staff presented a detailed proposal that was approved by the board. The board funded $244,000 in activities. These activities are summarized in table 1 and briefly discussed below.

Table 1 Communications Plan Outcomes

Board Approved	Service/Task	Status	Cost Estimate
Improve Internal Network Communications			
Facilitated workgroup of leaders	Facilitator: Triangle Associates	**Underway.** Salmon Recovery Network formed. Three meetings held.	$65,000
Annual progress meeting	Facilitator: Triangle Associates	**Planning phase.** Meeting in April or May 2016.	$15,000
Strengthen Capacity of Regions to Lead			
Briefings to regional recovery boards about further developing regional communications strategies	Consultant: Pyramid Communications	**Completed.** Six briefings to regional recovery boards.	$21,000
Region-specific communications strategies	Regional Organizations	Build out and implement region-specific communications plans. **Completed** in two regions; **Underway** in four regions. (Attachment E)	$100,000
Region-specific training	Regional Organizations	**Underway.** Develop trainings once regional communications strategies completed	$30,000
Branding and Creating a Visual Framework			
Short-term: info-graphic that illustrates the world of salmon recovery in Washington	Consultant: Pyramid Communications	**Completed.** Developed a network diagram (Attachment F).	$8,000

Board Approved	Service/Task	Status	Cost Estimate
Longer-term: clearly recognizable visual identity for salmon recovery in Washington	Outcome of the Salmon Recovery Network	TBD	TBD
Update the Lead Entity Directory			
Short-term: basic update with additional information	RCO in-house	**Completed.** Printed and distributed.	$5,000
Longer-term: determine needs and develop tools, case statements, or documents to illustrate how community-based salmon recovery works in Washington	TBD. May be one of the outcomes of the Salmon Recovery Network	TBD	TBD

Salmon Recovery Network

The communications strategy objectives include improvement of internal salmon recovery network communications to support recovery partners in salmon recovery advocacy. GSRO completed a competitive procurement and contracted with Triangle Associates to facilitate and help shape the Salmon Recovery Network (SRNet).

At this time, SRNet has held three meetings and developed both a charter and a workplan. The SRNet vision is to bring together leaders from the different salmon recovery organizations[1]. Their mission is to speak with a unified voice to build public, political, and financial support for salmon recovery in Washington State.

This forum provides a venue for relationship building, direct communication, and opportunities for coordination and collaboration among member organizations. Initially, the focus is on understanding the capacity needs of the various organizations; this will support development of a coordinated budget request to fund capacity in the 2017-19 biennium.

The SRNet partners have five main goals:

1. Create a forum where they can work together to build mutual understanding and identify shared priorities for action.
2. Speak to others with a unified and mutually-supportive message about the roles, values, and functions of all network partners.
3. Collaborate effectively at each organizational level (watershed, area, region, statewide).
4. Support a long-term funding strategy for salmon recovery implementation that includes all network partners.
5. Secure full funding for human and organizational capacity needed to effectively implement salmon recovery.

GSRO sees great promise in continuing the SRNet effort. Partners value working together and speaking with one voice. SRNet is working toward success in the 2017-19 budget cycle: organizational leaders are tasked with selling the concept to their caucuses. While it takes time and patience to develop

[1] Council of Regions, Lead Entities, Regional Fisheries Enhancement Groups, Conservation Districts, Governor's Salmon Recovery Office, State Agencies, Tribal, NOAA Fisheries, and non-profits.

relationships and trust among the partner organizations, the effort is already bearing fruit and demonstrates significant potential.

Annual Progress (Leadership) Meeting

The purpose of an Annual Progress Meeting for salmon recovery leadership (regional organizations, state agency executives, and NOAA Fisheries) is to review progress and build awareness of roles, responsibilities, and resources. The meeting will help identify opportunities to align resources and priorities to ensure that salmon recovery efforts are successful. The Triangle Associates contract includes helping to shape and facilitate the first of these annual meetings. Planning is underway, and the meeting is on track to be scheduled in April or May 2016.

Region-Specific Communications Strategies

Staff briefed the board at the October 2015 meeting on the status of regional communications efforts (Attachment E).

Analysis

The board's initial investment in developing the statewide messaging framework and general communications plan is nearly complete. Regional recovery organizations are investing in their regional communication strategies with their own resources and with the incentive funding provided by the board. Salmon recovery leaders formed the Salmon Recovery Network and actively work together to speak with a unified voice in salmon recovery advocacy.

Telling the salmon story is critical for the continued success of the salmon recovery effort. In almost every salmon-bearing watershed in the state, great stories about salmon recovery can be shared. We must strengthen and improve communication with our decision-makers, community leaders, and landowners in order to sustain this long-term effort. Hundreds of millions of dollars have been dedicated to on-the-ground projects, however, only a small fraction of those funds support communicate results and future needs.

The challenge continues to be sourcing appropriate finding. Of the three common funding sources, state capital funds may only be used for public works projects; the Pacific Coast Salmon Recovery Fund (PCSRF) focuses on projects, but does allow for education and outreach; and approval of budget requests from the state general fund proves difficult during restrictive budget sessions. For years the board discussed reaching beyond these usual funding sources, but never made a focused effort to seek additional options.

Proposals for Discussion

Communication is an ongoing investment. Staff proposes the board consider the following activities for the next phase of the communications strategy.

1. **Build on the Communications Framework** and develop a communications plan specific to the board and GSRO for the next five years. Reframe how the board and GSRO message salmon recovery. Reach out to non-traditional partners in order to gain support for community-based salmon recovery. Develop communication materials that may include handouts, fact sheets, website development, or video shorts.

Who:	GSRO, Board Communications Sub-committee, Pyramid Communications
Timeline:	Spring 2016–June 2017
Cost:	Range: $60,000–$180,000
Board Action:	Approve scope of work and funding (from either unallocated, returned, or future PCSRF funds)

2. **Continue to support the development of the Salmon Recovery Network (SRNet).** Coordinate SRNet messaging to align with board communications. Promote collaborative communications in order send consistent messages about salmon recovery to decision makers.

Who:	GSRO, Board Representative to SRNet, Triangle Associates
Timeline:	December 2015–June 2017
Cost:	$85,000 (from either unallocated, returned, or future PCSRF funds)
Board Action:	Approve funding

3. **Support the efforts of GSRO on the First Annual Progress (Leadership) Meeting** to bring regional salmon recovery leaders and state agency executives together to examine progress in salmon recovery.

Who:	GSRO, Board Representative to SRNet, Triangle Associates
Timeline:	First meeting, April or May 2016
Cost:	Included in current contract with Triangle Associates
Board Action:	None

4. **Sponsor the next biennial Salmon Recovery Conference** to bring implementers, tribal, government, and regional salmon recovery leaders together to share successes and challenges on salmon recovery in Washington. Kickoff planning for the 2017 Salmon Recovery Conference will be in March 2016.

Who:	GSRO, RCO, SRFB, WDFW, Long Live the Kings
Timeline:	Conference date April or May 2017
Cost:	$98,900 (from either unallocated, returned, or future PCSRF funds)
Board Action:	Approve funding for contract with facility in March 2016

5. **Establish a funding subcommittee.** Staff suggests the board create a funding subcommittee comprised of two board members, GSRO staff, regional and lead entity representatives, and a consultant who specializes in fundraising, with two primary tasks. First, to explore both public and private funding available for projects and capacity. An initial target would be to find funding for the communications needs of the board and the regional organizations. Second, to provide expertise and resources to help local recovery partners diversify their capacity funding, for example by requesting support from their county, city, utility, or other stakeholders.

Who:	GSRO, RCO, two SRFB members, consultant
Timeline:	Spring 2016–March 2018
Cost:	Range: $30,000–$90,000 (from either unallocated, returned, or future PCSRF funds)
Board Action:	Approve funding and scope

Next Steps

Staff asks that the board consider the proposals outlined above and provide direction.

Attachments

A. Communications Plan
B. Salmon Recovery Message Framework
C. Summary of Findings and Recommendations
D. Communications Planning Memo from Pyramid Communications
E. Progress on Region-Specific Communications Strategies
F. Salmon Recovery Network Diagram

GOVERNOR'S SALMON RECOVERY OFFICE & COUNCIL OF REGIONS COMMUNICATIONS PLANNING

COMMUNICATIONS PLAN | MAY 2014

INTRODUCTION

The purpose of this communications plan is to assist Washington State's seven regional salmon recovery organizations to continue to build support for and coordinate the implementation of locally written, federally approved, scientifically credible recovery and sustainability plans for at-risk salmon and steelhead (six of them for ESA-listed salmonids).

This communications plan with message framework, findings, and recommendations report should be of additional assistance to other members of Washington State's infrastructure for regionally led salmon recovery: the Governor's Salmon Recovery Office (GSRO) and Recreation and Conservation Office (RCO); the Salmon Recovery Funding Board (SRFB); and the Lead Entities, now organized as the Washington Salmon Coalition (WSC), who work within regions to coordinate and implement on-the-ground salmon recovery projects.

The plan was developed by Pyramid Communications and based on workshops, meetings, interviews, research, and our own experience with salmon recovery in the state of Washington. Our work was guided by a communications working group assembled by the Governor's Salmon Recovery Office: Brian Abbott (GSRO); Jeff Breckel (Lower Columbia Salmon Recovery Board); Derek Van Marter (Upper Columbia Salmon Recovery Board); Alicia Lawver (Puget Sound Partnership); Darcy Batura (WSC); Susan Zemek (RCO); Nancy Biery (SRFB); and Jennifer Quan (WDFW). Additional assistance was provided by Alex Conley (Yakima Fish and Wildlife Recovery Board); Jeanette Dorner (Puget Sound Partnership); Miles Batchelder (Washington Coast Sustainable Salmon Partnership); Scott Brewer (Hood Canal Coordinating Council); and Steve Martin (Snake River Recovery Board). Methodology is described in the attached Findings and Recommendations Summary.

OVERVIEW

Robust salmon migrating in healthy rivers connect the marine environment and the communities of our coasts to those of our mountains and high deserts. When the decline of multiple species of salmon caused the federal government to list them as threatened and endangered, the citizens of Washington State got to restore salmon and the rivers, forests, shorelines, and other features of the natural world upon which they and we depend.

This collective and local response to federal ESA listings in the late 1990s was unprecedented. Washington State created a new infrastructure of regional salmon recovery organizations to coordinate the efforts of thousands of local professionals and volunteers working in concert with federal, tribal, and state agency scientists and policymakers to create our own regional salmon recovery and sustainability plans.

With the plans completed, the regional organizations have turned their focus to implementation. They review and make recommendations to the Salmon Recovery Funding Board for projects submitted by Lead Entities that will help implement recovery. They have created well-respected processes for public participation. They partner with other organizations to conduct necessary science; they coordinate the efforts of multiple government agencies; and they monitor progress and work with the Governor's Salmon Recovery Office to report biennially to the legislature and public. Funding for the regional organizations is sourced from the federal Pacific Coastal Salmon Recovery Fund. Washington State competes with four other states for this funding. Some regions have begun to diversify their sources of financial support.

The story of this unique approach and new infrastructure was widely reported and well-known in the early years when the ESA listings themselves were received as dramatic news, as was the decision to craft our own recovery plans. But in the 15 years since, as the regions and local leads have been implementing their plans, reporting on the story has shifted and become more about individual projects or threats, fights among interest groups, or questions about how much is being spent and when we'll be done. There's also a lot of confusion inherent in the salmon recovery story. It's difficult to explain how we can continue to allow a harvest on listed species; most people don't realize that there are different species of salmon and within those species, different Ecologically Significant Units that were listed. Very few understand the complications surrounding the use of hatchery fish to supplement fisheries and, in some cases, help rebuild naturally spawning populations. The general public also has limited understanding of the co-manager relationship between the treaty tribes and the state of Washington—another unusual government arrangement.

In part, this is because there was little perceived need on the part of the regions to keep telling this complex story. We'd been successful: the lawsuits and economic upheaval that we feared ESA listings would prompt did not come to pass. Federal funding for implementation was all but assured by our federal congressional delegation who understood the necessity of regional coordination to ensure funds were effectively spent. The regions left the storytelling to the partner organizations and individuals who undertook the salmon recovery projects and to the representative state agencies to make the case for continued federal and state funding.

Fifteen years in, it's time to retell the story. Thousands of people across our state are working together to restore salmon so that we might recover and protect a Pacific Northwest in which we want to continue to live. We want to be able to explain to county, legislative, state, federal, congressional, and tribal decision makers and their constituents what the past 15 years have bought us, and what multiple benefits will continue to accrue to all of us now and into the future from an investment in the restoration of salmon and the unique landscapes and waterways they inhabit.

GOAL

To ensure continued support for scientifically credible, regionally led, locally implemented salmon recovery in Washington State so that we might enjoy abundant and healthy salmon populations, all the multiple additional benefits of functional ecosystems, and a Pacific Northwest we recognize into the future.

OBJECTIVES AND STRATEGIES

The recommended activities in this plan are designed to help regional directors and others in Washington's salmon recovery network work toward the following eight objectives and strategies:

OBJECTIVE #1: COMMUNITY MEMBERS KNOW THE MULTIPLE BENEFITS OF INVESTING IN SALMON RECOVERY.

Strategies:

- Articulate the multiple tangible benefits of investment in salmon recovery, locally
- Stay positive and future-oriented, but be clear about the cost of not acting

OBJECTIVE #2: KEY DECISION MAKERS ADVOCATE FOR AND FUND REGIONALLY LED SALMON RECOVERY.

Strategies:

- Provide clear, consistent, usable updates to elected and agency officials and staff and their influencers, primarily those in the local media
- Invite elected officials to salmon recovery projects to witness multiple benefits
- Help regional stakeholders understand who makes decisions that impact recovery

OBJECTIVE #3: LEAD ENTITY STAFF AND VOLUNTEERS REMAIN ENTHUSIASTIC, COMMITTED, AND RELIABLE.

Strategies:

- Ensure lead entity views are well-incorporated in regional decision making
- Create opportunities for recognition and celebration
- Provide staff and volunteers clear information and relevant communications tools

OBJECTIVE #4: PRIVATE LANDOWNERS CONTINUE TO EMBRACE AND VOLUNTARILY IMPLEMENT SALMON HABITAT RECOVERY STRATEGIES.

Strategies:

- Provide a platform for landowners who undertake recovery projects to tell their stories
- Foster improved conversation and relationships between landowners and agency staff
- Continue to support NGO partners working with private landowners

OBJECTIVE #5: STATE AGENCY ACTIONS RELATED TO SALMON HEALTH ARE FULLY FUNDED AND MORE CLOSELY INTEGRATED WITH APPROVED REGIONAL RECOVERY PLANS.

Strategies:

- Educate all stakeholders on the need for full funding and implementation of Hatchery Reform principles of "All-H" integration and program change recommendations
- Continue to encourage better integration at the regional scale of DNR, Ecology, and WDFW activities related to hatchery and harvest management, water quality and quantity, forest health, and other actions impacting salmon recovery

OBJECTIVE #6: FEDERAL AGENCY OBLIGATIONS TO SALMON RECOVERY ARE BEING IMPLEMENTED AND ARE WELL UNDERSTOOD BY AFFECTED COMMUNITIES.

Strategies:

- Provide a forum for federal agency staff to update communities on their plans and responsibilities
- Continue to include participation of federal agency staff in regional collaboration

OBJECTIVE #7: RELATIONSHIPS WITH TRIBES AT THE REGIONAL SCALE ARE BASED ON MUTUAL TRUST AND SHARED ACCOMPLISHMENT.

Strategies:

- Understand and communicate tribal salmon recovery plans and actions
- Help stakeholders better understand the co-manager relationship
- Work with tribes at the regional scale to review recommendations for integrating habitat, hatchery, and harvest decisions for greater recovery benefits

OBJECTIVE #8: PROFESSIONALS TASKED WITH SALMON RECOVERY SPEAK WITH ONE VOICE AND WORK TOWARD COMMONLY UNDERSTOOD OBJECTIVES.

Strategies:

- Coalesce as the network of salmon recovery professionals (RCO, GSRO, Regional Boards, SRFB, Lead Entities) created 15 years ago to identify and pursue shared priorities
- Invest in better mutual understanding of roles and responsibilities and opportunities with WDFW Olympia and regional leaders
- Use the message framework to frame the story of salmon recovery with our shared values, identify the multiple benefits of investments in recovery, and then explain the projects and the financial asks

PRIORITY AUDIENCES

Support from the following audiences is essential to achieve the key objectives and employ the identified strategies above and the priority actions that follow.

Tier one audiences are foundational. Once these are updated and on message, they can become effective messengers to influence tier two and tier three audiences.

TIER ONE

- The seven regional salmon recovery organizations (with tribal and county representatives)
- Lead Entities (Washington Salmon Coalition)
- Salmon Recovery Funding Board
- GSRO/RCO
- Washington Department of Fish and Wildlife
- Regional Fisheries Enhancement Groups
- Governor's natural resources policy staff

TIER TWO

- Washington legislative leaders relevant to salmon recovery
- Washington Congressional Delegation
- Washington Department of Ecology; DNR; and other state agencies impacting salmon recovery
- Fishing and other recreational organizations
- Local media

TIER THREE

- Private landowners
- Federal agencies, primarily NOAA, USFS, USFWS, EPA, and Army COE
- Potential partners
- Civic and community groups, eg: Rotary, faith, veterans, school

KEY MESSENGERS & MESSAGES

Regional Salmon Recovery Boards, GSRO/RCO, Lead Entities, and the SRFB will need to identify within their own organizations who is primarily responsible for sharing the story of salmon recovery in Washington State.

It is recommended that all messengers use the attached message framework to introduce the specific content or points they want to convey—whether they are intended as informational or persuasive.

By framing local and regional or organizational messages in the same way, we can amplify the impact of our story. We want multiple messengers to be understood as representing a movement of many, not just many messengers with many different stories or requests.

PRIORITY ACTIONS

The following four sets of actions are recommended to implement the strategies and achieve the outcomes identified above. Individual actions may help implement multiple strategies.

1. IMPROVE INTERNAL NETWORK COMMUNICATIONS

The Council of Regions and the WSC are important new elements for coordination and support, but the network as a whole needs and wants better synchronization and internal communication before it can best tell its story to others.

- Create a biennial system to identify and communicate shared statewide priorities—perhaps in tandem with the biennial State of the Salmon report—which would then lead to identifying target decision makers and empowering key messengers and influencers to carry requests and expectations forward.
- Improve WDFW and other state agencies' understanding of regionally-led salmon recovery and better synchronize with the WDFW regional offices.
  - Meet with WDFW to scope a process for regional scale conversations about how habitat recovery investments can work in tandem with hatchery and harvest decisions to recover at-risk salmonids.
  - Help educate legislative and congressional funders and the public about the need for fully funding WDFW salmon recovery programs, as well as regional salmon recovery organizations.
- Train key messengers (RCO, GSRO, SRFB, WSC) in the use of the message framework and how to tailor it to their needs.
  - SRFB, GSRO, RCO, and the regions all need to update their communications to make use of unifying language in the message framework.
- Prepare for the May 2015 Salmon Recovery Conference.
  - Present the message framework and communications plan and conduct message and communications training for interested participants.

2. STRENGTHEN CAPACITY FOR REGIONS TO LEAD

Regional organizations are essential as resources and conveners for the community of professionals and volunteers working on recovery. Increasingly they are viewed as trusted sources of information and safe places for conversation about natural resource issues of concern to the broader community.

- Regional directors and everyone associated with the organization need to be able to explain the purpose of salmon recovery and its multiple benefits for their communities.
  - Convene lead entities, RFEGs, and other partners to synchronize regional priorities.
  - Create regional and local messages using the message framework as the foundation.
  - Convene staff to identify communications expectations for the organization and for individual staff for the coming year, and write them into performance contracts.
- When regional board members—tribal leaders and county commissioners—speak with one voice in Washington, D.C., or Olympia, the power of their shared voices is unmatched.
  - Look for areas of agreement on regional recovery boards and create opportunities for them to share those with elected officials and other decision makers.
- Identify the top 20 influencers in your region who need to understand the value of what the regional organizations and their partners are doing. Commit to talk to or spend time with two of them each month.
- Provide forums at the appropriate level of formality and scale for tribal leaders or staff to share their salmon recovery project work.
- Convene lead entities and other partners at regional scale to understand status of "All-H" integration (focus of conference) in each region, and develop questions and recommendations to take to the conference.
- Convene or co-host as advisable forums for discussion of recovery-related issues of particular importance to the community.

3. BUILD RELATIONSHIPS THAT EXTEND YOUR REACH

Salmon recovery is a lifetime commitment and will require all of us to make changes. We need the support of relationships and community with all stakeholders to succeed.

- Participate in local recovery-related events in your communities. Create additional opportunities where possible and strategic.
  - Create a calendar of events that mimics the salmon's life history; organize or join others' celebrations of homecoming, spring planting of refugia, hatchery releases and out-migrations, and fishing.
  - Build alliances with local civic, business, veterans, first-responders, or faith-based organizations.
  - Visit a variety of recovery projects—on tribal, private, and public lands, at dams, and on farms; take partners with you.
  - Create a forum (online, via social media, earned media or recognition-event) for partners to tell their stories; share those stories with your network.

- Identify with project partners the best way to keep potentially affected citizens informed consistently and proactively as large projects are being designed and before implementation.
  - Use social media, postcard mailers, radio talk show interviews, or other means of communicating that will most likely reach potentially affected stakeholders.

4. CREATE AND USE EFFECTIVE MESSAGES AND TOOLS

Creating the necessary tools to effectively reach key audiences is essential. Tools that articulate agreed upon messages in a simple, concise, and visually effective manner will go a long way to engage the audiences we have to reach.

- Use the attached message framework across all mediums (materials, speeches, media, etc.) to introduce consistently the rationale, benefits, and organizational structure of salmon recovery in Washington State.
- Prepare and share necessary informational tools with partners and key messengers for target audiences, including:
  - Update the diagram that illustrates the relationships between Lead Entities, Regional Recovery Organizations, GSRO and RCO, and the SRFB;
  - Expand the Lead Entities Directory to include all members of the network and explain how the network functions;
  - Prepare infographic fact sheets for easy distribution online or in person;
  - Prepare briefing pages on local priorities that can easily be repurposed for use electronically;
  - Prepare simple maps that identify projects within the regions and highlight the migratory routes of at-risk salmon;
  - Post 1-2-minute video clips or links on regional and lead entity, GSRO websites to enable people to see salmon and the excitement they generate up close;
  - Develop online regional media packets with up-to-date, digestible information and contact information for reporters.
- Design, by region, social and earned media strategies tied to key local priorities.
- Consider a new logo, font, color palette, and design framework to hold and amplify the story and infrastructure of salmon recovery in Washington State.

TIMELINE

Communications efforts designed to achieve specific outcomes from specific events or decisions are most effective. Recognizing that regional recovery organizations have little capacity at present for communications and that most of the responsibility for this will fall to the directors, the following calendar is designed to help distribute the intensity of the effort over the next year.

Each of these milestones is an opportunity to use the message framework and, if developed in time, new visual aids and print and online collateral.

Recommended new communications activities by regions are presented in bolded italics.

2014

May	▪ Information for Governor's biennial State of the Salmon Report compiled ▪ Compile information on monitoring and capacity needs for GSRO ▪ Communications Plan delivered to GSRO and Council of Regions
June/July	▪ ***Regional Recovery Directors meet with staff and identify communications planning targets (audiences, messengers, needed training, events, materials) for their regions*** ▪ ***Identify top 20 people you want to relay salmon recovery message to in the coming year; commit to 1-2 conversations per month*** ▪ ***Visit recovery projects with key audiences***
August	▪ Regional boards make recommendations for project funding to SRFB ▪ ***Regional Recovery Boards visit Congressional Delegation in district*** ▪ ***Review communications strategies for potentially affected citizens***
September	▪ ***Visit salmon homecoming celebrations with key audiences*** ▪ ***Network meets to determine shared priorities*** ▪ ***Host regional forums as applicable and immediately impactful (issue-focused, built around release of a new federal agency plan, to highlight the work of a particular partner, or education/update purposed)***
October	▪ ***Host open house or brown bag forum with tribal partner to share tribe's salmon recovery strategies/key projects with community of partners***
November	▪ Draft State of the Salmon Report
December	▪ SRFB announces funding decisions ▪ Governor's budget released ▪ ***Regions highlight local projects and partners—holiday/year end recognition of new funding awards and project milestones of note***

2015

January	▪ Governor's Biennial State of the Salmon Report (2014) released ▪ GSRO and RCO organize state requests for 2015 federal funding ▪ State legislative session begins—through April
February	▪ ***Convene working groups by region to review integration of habitat with hatchery and harvest decisions, in anticipation of conference in May: how can we best use this conference to tell our story and get what we need to be successful?***
March	▪ Western Governors and others support of PCSRF delivered to Congress
April	▪ ***Finalize materials, message, and presentations for Salmon Recovery Conference***
May	▪ ***Salmon Recovery Conference*** hosted by SRF Board through RCO and GSRO with WDFW and Long Live the Kings: "All-H" Integration is a major theme ▪ ***Regional Recovery Boards visit Congressional Reps and agencies in WDC as able***

RECOMMENDED NEXT STEPS

Several of the recommendations in this Communications Plan may require further communications planning and expertise:

- Training the seven regional salmon recovery organizations and RCO, GSRO, SRFB and WSC to use the message framework;
- Assisting the seven regional organizations with building tailored and more detailed outreach and media plans, audience maps, messages, and implementation calendars;
- Assisting the seven regional organizations and/or the SRFB to develop funding strategies that will require more targeted communications strategies and tools;
- Designing a visual framework for the salmon recovery network that would help convey connectivity, unity, organization, and professionalism, and instill confidence in partners, funders, critics, and the public;
- Designing and producing collateral materials and online content for all members of the network (FAQs, infographic fact sheets, maps, network diagrams, backgrounders, etc.)

CONCLUSION

The advent of salmon recovery and its multiple benefits for our communities and our state may have been imposed upon us by federal ESA listings, but the thousands of citizens who've come together across the state to restore salmon and the natural systems upon which they and we depend are leading an effort to define our own future. This process has been fortunate to have the right leaders for the right tasks at the right times. Today, with the implementation of locally drafted recovery plans underway and requiring sustained support, it is the directors of the regional salmon recovery organizations who must step forward and coordinate a new telling of the salmon recovery story. Supporting them and the other members of the network of salmon recovery professionals and volunteers across Washington State is the aim of this plan.

ATTACHMENTS

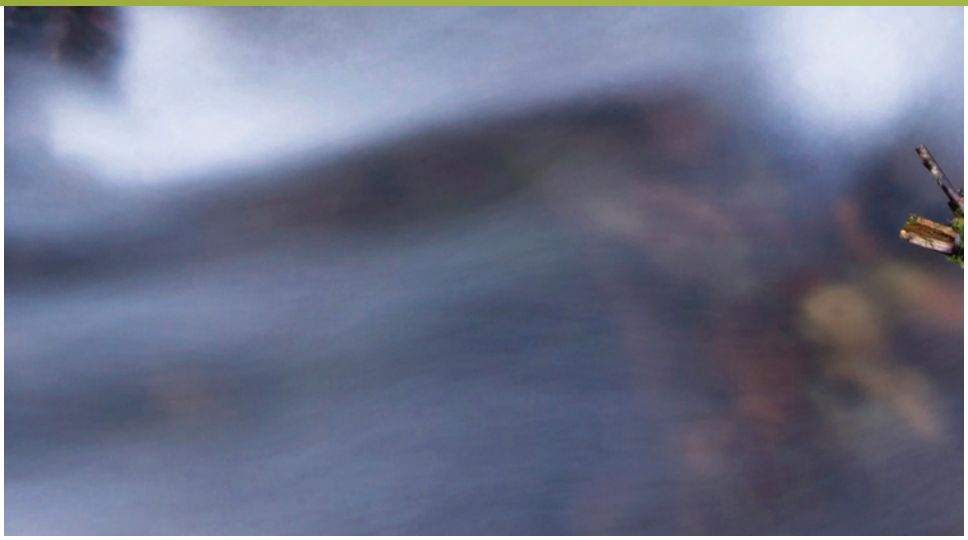
- Message Framework
- Findings and Recommendations Summary

PREPARED BY PYRAMID COMMUNICATIONS

www.pyramidcommunications.com

GOVERNOR'S SALMON RECOVERY OFFICE & COUNCIL OF REGIONS

MESSAGE FRAMEWORK | APRIL 2014



INTRODUCTION

While the message framework is designed primarily for the regional salmon recovery organizations, all members of the salmon recovery network can use it to introduce their stories or requests, highlight the supporting arguments that best make their case, and fill in with specifics unique to their watersheds or their organizations.

The Framework holds the supporting arguments that best make our case. And it helps ensure that we begin every communication with:

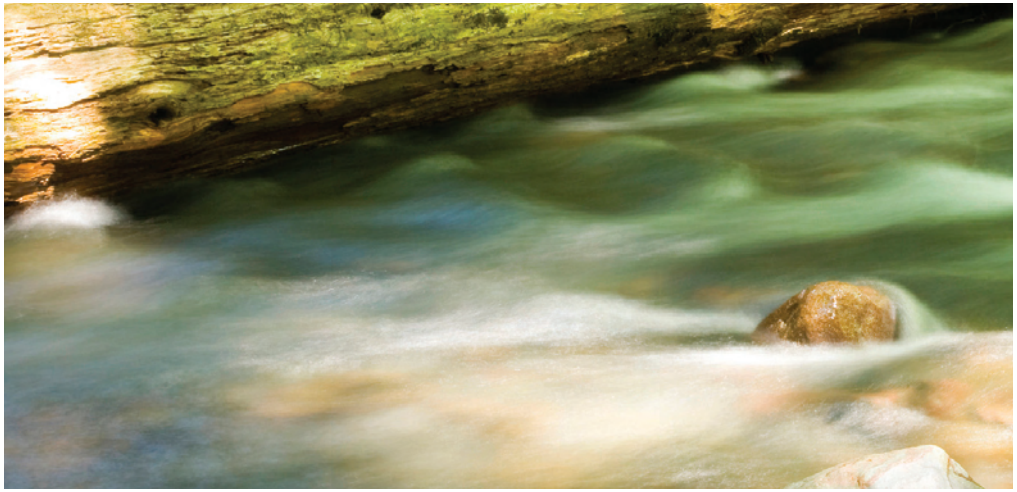
- the values we share
- our identity as Northwesterners
- our fealty to this place and to our communities
- how working together to ensure a future we want to live in connects us
- that this is why we are working to recover salmon

It names the multiple benefits that salmon recovery provides our communities, and it acknowledges that this is a lifetime commitment.

VALUES

What the organization values in the world that motivates and inspires its work.

- Clean water and air, a healthy Pacific Northwest we can all enjoy
- Our identity as residents of this unique place
- Our connection to one another
- Our commitment to strong and vibrant communities
- Safe and healthy food (salmon)
- Using our resources sustainably so they persist for the future generations
- The independence that allows us to chart our own future



VISION

How the world would be different if the organization achieved its mission.

Our rivers would be cleaner and less likely to flood; our forests would be healthier; we'd have more fish and wildlife, generally, with sustainable harvests of salmon. We could take our grandchildren fishing where we used to fish. Our natural systems would provide protection from the excesses of a changing climate. We could continue to live in a Pacific Northwest we recognize.

MISSION

A one-sentence, overarching description of the organization's purpose, what it does, and how. It's the big-picture summary, not a laundry list of activities.

Washington's regional salmon recovery organizations coordinate the work of thousands of volunteers and professionals implementing recovery and sustainability plans to restore salmon to our landscape.

PRIORITY AUDIENCES

Priority audiences are those groups or individuals with the authority, responsibility and capacity to make decisions that will directly benefit or hinder progress toward key objectives. Targeting outreach, relationship-building, education, and messaging to these audiences is the most effective use of limited resources. Tier One audiences with time and attention become key messengers.

TIER ONE

- The seven regional salmon recovery organizations (with tribal and county representatives)
- Lead Entities (Washington Salmon Coalition)
- Salmon Recovery Funding Board
- GSRO/RCO
- Washington Department of Fish and Wildlife
- Regional Fisheries Enhancement Groups
- Governor's natural resources policy staff

TIER TWO

- Washington legislative leaders relevant to salmon recovery
- Washington and Congressional delegation
- WA Department of Ecology; DNR; and other state agencies impacting salmon recovery
- Fishing and other recreational organizations
- Local media

TIER THREE

- Private Landowners
- Federal agencies, primarily NOAA, USFS, USFWS, EPA, and Army COE
- Potential partners
- Civic and community groups, e.g., Rotary, faith, veterans, school

KEY MESSAGES

SALMON BIND US TO THIS REGION AND TO ONE ANOTHER

Salmon are a symbol of resilience, strength, and survival in the dramatic and changing landscape we share.

For millennia, the annual return of salmon has been revered and celebrated by Native American tribes.

By treaty alone, we are honor-bound to restore salmon to abundance and support sustainable fisheries. In turn, we are helping to ensure a future we all want to live in.

Today, thousands of people gather to witness the salmon's homecoming in rivers across our state.

RESTORING SALMON EASES A STRESSED PACIFIC NORTHWEST

For 100 years, we put salmon at risk: we blocked fish passage with dams, overdrew water from streams and rivers, let runoff carry pollutants into our shorelines, and managed our forests primarily for harvest.

We also managed salmon harvest and hatchery production in ways that kept salmon populations depressed.

The good news is that by correcting the mistakes of our past, we can better prepare ourselves for a whole new set of challenges in our future. Waters and forests, shorelines and riverbanks healthy enough to support salmon also help our communities be more resilient in the face of,

- Fluctuating temperatures
- Shrinking snowpack
- Wetter springs and winters
- Drier summers and falls
- Flood & forest fire risk
- Dead zones in our estuaries (low dissolved oxygen)
- Acidification of our oceans (absorbing excess carbon from the atmosphere)

INVESTMENTS IN SALMON RECOVERY PROVIDE MULTIPLE BENEFITS

Clean and reliably available water is essential for safe drinking, sustaining our farms and gardens, and swimming and boating.

Free flowing rivers provide fish passage and great rafting.

Reconnecting streams to their flood plains lessens flood risks for our communities.

Healthy forests absorb carbon and improve the air; they provide shade, cooler temperatures, and refuge for wildlife. Healthy forests hold water—essential for areas with shrinking snow pack. They provide economic opportunity for rural communities, and recreation for hikers, packers, hunters, and foragers.

Unarmored shorelines filter pollution, support shellfish, shelter salmon, and aid all species challenged by rising sea levels.

Tourism, hospitality, and recreational fishing feed our economy; all are driven by a healthy Pacific Northwest and salmon safe to eat.

WE ARE SHAPING OUR OWN FUTURES: SALMON RECOVERY IS LOCALLY DESIGNED AND LED

When salmon got listed, Washington got organized.

Seven regional salmon recovery organizations coordinate the work of hundreds of volunteers and professionals in each watershed to implement locally crafted recovery and sustainability plans.

The regional salmon recovery organizations ensure projects recommended for funding will help implement their plans; they monitor, evaluate, and report on progress to the Governor and the Legislature.

Project funding allocations are decided in public; the process is transparent and accountable.

RESTORING SALMON IS WORKING, BUT THERE IS MUCH MORE TO DO

With the implementation of strong recovery plans, we've lessened the threats to our economy and livelihoods that we feared a federal ESA listing would provoke.

Our goal is ambitious: natural systems that can support healthy, sustainably harvestable salmon populations.

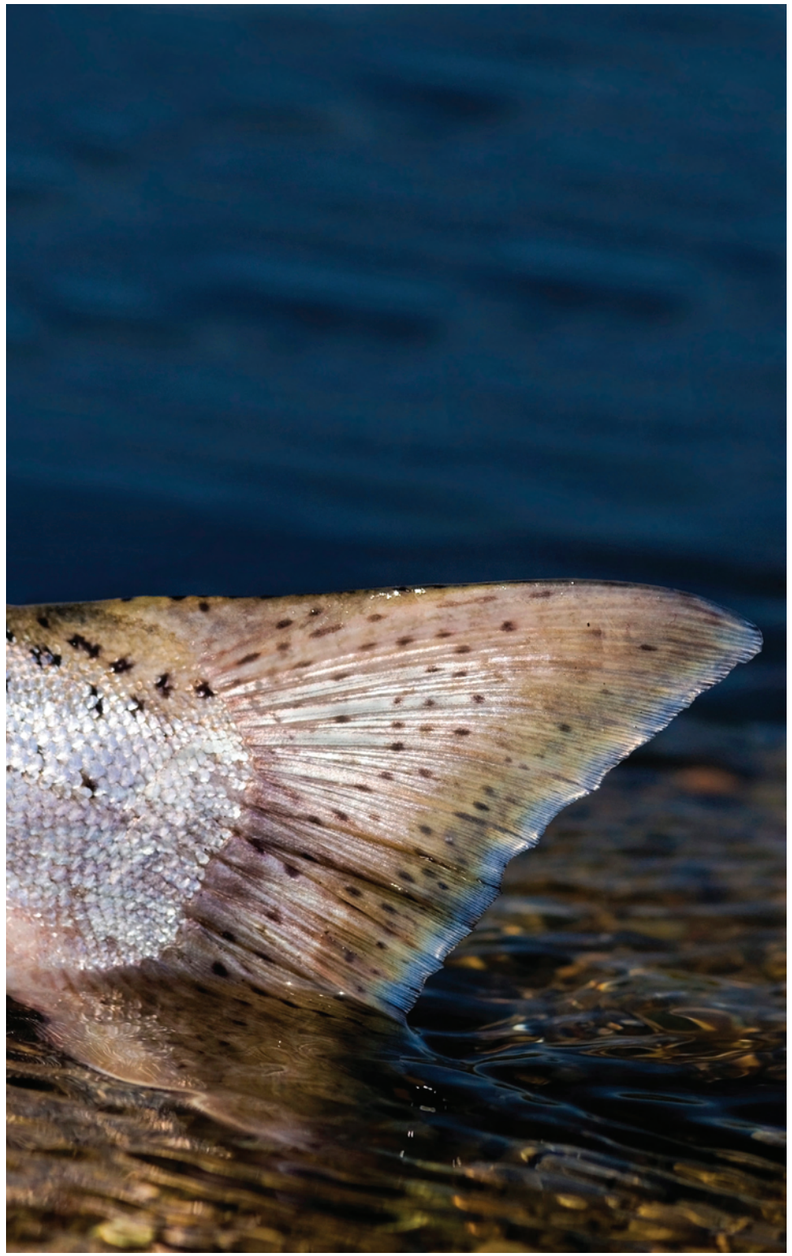
We've recovered a lot of habitat, and returns have increased, but we're still only at a fraction of what we had 100 years ago.

Restoring habitat must be met with equal commitment to protect the best of the rest.

Integrating hatchery and harvest reforms with habitat recovery is essential: WDFW funding must be restored.

It took a human lifetime to bring salmon to the brink of extinction; it will take at least that long to bring them back.

This is a lifetime commitment.



WHERE DOES MY ORGANIZATION'S MESSAGING FIT IN?

You can tailor the messaging in this booklet to show how the work of your organization relates to the larger statewide salmon recovery effort and to frame up specific messages unique to your region. To demonstrate unity and the size of the network, try to stay true to the primary (bolded) messages and tailor or add to second- and third-level messages. To help you think about how your work and messages connect to the larger effort, you might ask:

- Which of our shared values most guide the thinking of my organization or audience?
- What does my organization contribute uniquely to the salmon recovery network?
- What specific results will my organization's work lead to?
- How are we doing that work?
- What can others do to support it?

ELEVATOR STATEMENT

An elevator statement is a concise and compelling statement about an organization, initiative, or cause, which you would verbally use as a lead in to a conversation. You can revise this elevator statement to feel comfortable in your own words and reflect your organization's work.

When Washington's salmon populations were listed as endangered in the late 1990s, we decided to write our own regionally-specific recovery and sustainability plans. Seven regional salmon recovery organizations now coordinate the work of thousands of people working across our state to restore our rivers, streams, forests, and shorelines. What's good for salmon is good for us all. Investing in this work now helps ensure we'll maintain what we love about the Pacific Northwest into the future.

EXAMPLE NARRATIVE

Salmon are a symbol of what connects us.

Salmon bind together the unique features of our landscape and our communities: the salmon's migration brings the ocean to our mountains and high deserts.

Salmon inspire us: they persist across a dynamic and sometimes cataclysmic geography of landslides, earthquakes, roaring rivers, skyscraper trees; they cross busy ports and highways, heavily populated cities and suburban backyards, and hundreds of miles of farmland.

We need and want our shorelines, rivers, and forests to be as healthy as salmon need them to be.

Our communities are made stronger and our lives enriched by the multiple returns from our investments in salmon recovery: cleaner air and water, less flooding, stronger river banks, fewer forest fires, more refuge from hotter temperatures, healthier shellfish farms, more fishing, better hiking, continued tourism, and salmon safe to eat.

And so we have come together by the thousands across Washington in an unprecedented network of regional recovery organizations coordinating the efforts of volunteers, private landowners, farmers and fishers, scientists and restaurateurs, working with Native American tribes and state and federal agency staff to protect and restore what's good for all of us.

It's working because we are committed to making decisions that allow our natural world to function for the greatest number of shared benefits.

This is a lifetime commitment. We are changing how we live today so that we will all have the Washington we love in the future.

SALMON CONNECT US: We're working together to restore wild salmon and retain the Pacific Northwest we love.

Salmon are a symbol of the abundance and vitality of the Pacific Northwest. Saving them means we must respect and restore our natural environment to a condition that can support them—and us. Thousands of people across Washington are working together through regional recovery organizations to restore our rivers, streams, forests, and shorelines. We are building the future we want to live in.

Produced by Pyramid Communications

GOVERNOR'S SALMON RECOVERY OFFICE & COUNCIL OF REGIONS COMMUNICATIONS PLANNING

SUMMARY OF FINDINGS AND RECOMMENDATIONS | MARCH 2014

INTRODUCTION

The Governor's Salmon Recovery Office (GSRO), on behalf of the Council of Regions, contracted with Pyramid Communications to develop a communications plan to help the seven regional salmon recovery organizations, as well as other salmon recovery professionals and advocates, tell the story of salmon recovery and why it matters, more effectively. This document is a draft summary of key findings and recommendations toward that end, including:

1 **Methodology**

1 **Inquiry**

6 **Recommendations and key audiences**

11 **Conclusion**

12 **Appendix**

12 List of interviews

13 List of collateral reviewed

METHODOLOGY

OVERARCHING GOAL

The state wide recovery and sustainability of salmon species and the habitats upon which they and we depend.

METHODOLOGY

The following summary identifies key findings and recommendations to guide development of a message framework and communications plan for the Council of Regions and Governor's Salmon Recovery Office. This summary is based on information provided to Pyramid Communications by salmon recovery leaders and others through the following:

- Communications workshop with the GSRO & Council of Regions communications working group
- 16 interviews with salmon recovery leaders, funders, and volunteers (see appendix)
- Review of websites, videos, recovery plans, reports, fact sheets, and other existing materials that presently tell the story of regional salmon recovery (see appendix)
- In-house Pyramid Communications expertise

INQUIRY

The inquiry phase of this project was framed by three questions:

1) We sought to clarify the ends toward which a communications plan should be constructed: What would success look like to the regional salmon recovery organization directors, primarily, but also to their partners in salmon recovery?

2) We also wanted to break those goals into more measurable outcomes toward which to target new strategies: How would we know we were making progress?

3) We asked what communications strategies and activities were currently in place: Who needs to know what? Which messages resonate across the regions?

The answers to these questions come primarily from our interviews (see appendix) and a workshop with the communications working group for this project assembled by GSRO, as well as our review of relevant communications collateral.

FINDINGS

Q1: IF THIS COMMUNICATIONS PLAN IS SUCCESSFUL, WHAT WILL IT HAVE HELPED ENABLE YOU TO ACCOMPLISH?

- More Washingtonians would have a shared understanding of why regional salmon recovery is a priority
- Elected officials and others would know the importance of regional salmon recovery and continue to fund it
- Volunteers would remain enthusiastic, committed, and reliable
- Private landowners would continue to embrace and implement voluntary salmon habitat recovery, knowing they were delivering multiple benefits for their property and their community
- Professionals tasked with salmon recovery would speak with one voice and work toward commonly understood objectives
- Relationships between regional organizations, lead entities, and American Indian tribes would be positive and mutually supporting

Q2: WHAT WOULD NEED TO HAPPEN FOR THESE RESULTS TO BE REALIZED?

With this question, we identify some more measurable results toward which to target our communications strategies.

- Washingtonians would make the link between salmon recovery and our quality of life
- We would understand the connection between salmon and our identity as Northwesterners, Washingtonians
- Washingtonians would know in which salmon recovery region and watershed they live, and they'd understand the priority recovery actions for their region and watershed
- Washingtonians would believe it's possible to protect, recover, and restore salmon
- Elected decision makers would feel accountable to thousands of people across the state working toward the same goal: recovering healthy salmon populations and watersheds

- Washington State salmon recovery would remain grounded in local and regionally-led efforts by citizens
- County and other local governments would automatically consider salmon impacts when making decisions related to habitat—from growth management and shoreline master plans to permitting individual activities—and know who to call to get a good assessment of impact
- Federal agencies would be fulfilling their obligations to manage federal lands and implement federal laws in ways that help protect and recover wild salmon
- State agencies (primarily Washington's Departments of Fish and Wildlife, Ecology, and Natural Resources) would want to integrate their activities at the regional scale more closely with regional salmon recovery organizations
- GSRO would have a closer working relationship with tribal governments and staff
- Tribal governments and staff would continue to work closely with regional organizations and lead entities to coordinate and implement priorities for salmon recovery

Q3: WHAT IS THE STATUS OF PRESENT COMMUNICATIONS EFFORTS BY GSRO, RECREATION AND CONSERVATION OFFICE, AND REGIONS?

We wanted to examine how successful current communications efforts by GSRO, the seven regional recovery organizations, and the lead entities were toward achieving the key outcomes the practitioners had identified as necessary for success. The findings below are based on interviews about current communications activities and capacity, Pyramid's review of communications materials, and our twenty-plus years of expertise working on salmon and communications in the Pacific Northwest.

- Most communications about salmon recovery provided by the GSRO and Council of Regions reads as if directed to NOAA for the purpose of demonstrating progress on implementing ESA salmon recovery plans. Messaging tends to:
  - Be technical or written in the language of ESA recovery plans (using phrases like, "limiting factors; riparian areas; ecosystem function" without definition)
  - Generally be limited to a description of the specifics of a particular project (the what, but not the why or the so-what)
  - Emphasize statistics (how many river miles restored) without baselines or context

- The media, and by extension general public, but also most non-professionals involved in salmon recovery find the salmon recovery story complex and confusing. Failure to provide context, connect dots, or frame a narrative lends to this.
  - If 1.6 million Chinook are returning to the Columbia River this year, aren't we done? Why should it matter that they are hatchery Chinook? We need to tell the story of the necessity of wild stocks as brood for hatchery fish as well as critical to functional ecosystems
  - Recreation and Conservation Office (RCO) and GSRO do not generally receive media inquiries about salmon. These are likely going to Washington Department of Fish and Wildlife and individual American Indian tribes
  - General public education provided by GSRO is limited to press releases announcing Salmon Recovery Funding Board grants

  - The GSRO video is engaging, high energy, and features lots of different faces intent on salmon recovery but is not yet reinforced by messaging or outreach/engagement activities

- The relationship between GSRO, RCO, and the regional recovery organizations/boards is not lent clarity by the current configuration of websites
  - The RCO has done the most to "brand" salmon recovery by incorporating the titles of GSRO and the Salmon Recovery Funding Board in its logo on some documents related to or used by those organizations
  - The GSRO is housed in the Washington State Recreation and Conservation Office and has a page on the RCO website. The GSRO page serves as a good one-stop-shop for most relevant state-generated reports and policies related to salmon recovery. It provides additional links to:
    - *Region-specific landing pages and to the regions' individual websites*
    - *The separate website established for the Governor's State of the Salmon reports.*
  - A separate website hosts the Governor's State of the Salmon in Watersheds reports, and it offers similar links and information about each of the regions. Recent standardization of reporting is helpful.

- Communications by regional organizations varies
  - The regional organizations each have their own websites. While the websites vary—some regional recovery boards are 501©3 organizations: one is a state agency; others are government entities or public-private partnerships—all appear to be directed primarily toward recovery project implementers and professional salmon managers or volunteers already familiar with this infrastructure of salmon recovery efforts
  - The seven regional salmon recovery organizations are required by the terms of their funding contracts with RCO to engage in communications and outreach activities, but activities are not defined, and they vary widely from region to region

- Capacity to develop and implement communications strategies is low
  - The SRFB is one of many multiple resource-related entities reliant on RCO for communications support; GSRO as an office within RCO is similarly dependent
  - None of the seven regional salmon recovery organizations has a full-time dedicated communications staff person, nor do the lead entities

- The lead entities have come together across regions to self-identify as "The Washington Salmon Coalition" (WSC) and this year have developed limited materials and messaging to enable them to speak as a group of many with a shared language and shared set of measures of success
  - The lead entities feel "The Washington Way" is one of their strongest messages with legislators
  - Language on lead entity printed materials tends to be statistic-heavy and inside-baseball
  - Participation in broader education efforts in Olympia is limited to a small group, including the WSC chair, primarily, though training and support has been offered to entice others

- Native American Tribes' contributions toward salmon recovery receive little mention on the GSRO or regional organization/board websites
  - As co-managers of the salmon resource, the state of Washington might be expected to reference that partnership through all of its agencies' communications
  - Tribes have membership on all of the regional recovery organization/boards; those relationships do not seem to be well understood by the general public

- There has never been a communications plan designed to integrate messaging across the state, among agencies, regional organizations, and lead entities, to generate a shared vocabulary, or to tie messaging and outreach activities to the pursuit and accomplishment of particular outcomes for salmon recovery
  - Because the messaging is so diverse, a legislator hearing from fifty salmon recovery advocates may be less impressed by the size and relative power of that constituency than overwhelmed by having to choose among fifty different requests for assistance
  - This is a relatively new need—we used to have the Chair of the U.S. House of Representatives Committee on Appropriations carrying this for the state at a time when the Congress was making line-item appropriations. We continue to have the leadership support of our senior U.S. Senator, but support is uncoordinated

- Current messages and communications activities among different professionals are not coordinated, consistent, or reinforcing
  - While most Native American tribes in Washington participate in the regional recovery organizations and boards and several are designated as lead entities, their additional communications activities and messaging may complicate these shared endeavors
  - Sport fishing groups are delivering additional sets of messages—from those who self identify as "wild fish advocates" who argue against hatchery fish of any stripe to those who advocate a significant increase in hatchery production and management of hatchery fish for the purpose of increased recreational fishing and its contributions to the economy
  - There is a need to tell the story of how state and tribal co-management of hatchery and harvest improvements is beginning to be integrated with habitat recovery and how it needs to continue

RECOMMENDATIONS

Pyramid offers these draft recommendations as a starting point for conversation. We based them on our understanding of the targets and outcomes our interviewees identified as critical, as well as on our review of communications activities and products currently in use by GSRO and the regional recovery organizations/boards and lead entities. We have also drawn on our collective experience working on communications and salmon recovery in the Pacific Northwest for two decades.

EMPOWER REGIONAL SALMON RECOVERY ORGANIZATIONS/BOARDS AND LEAD ENTITIES TO LEAD US THROUGH THIS PHASE OF SALMON RECOVERY

- While governors, Native American tribal chairs, ambassadors, congressional appropriators, U.S. senators, and county executives were out front and vocal when the task was to get in front of Endangered Species Act listings and develop our own plans for recovery, fifteen years into implementation it will be regional and local leaders who can best tell our shared story and motivate change

- To build a groundswell, educate a new generation, hold local decision-makers accountable for changes necessary to restore our watersheds to levels of health adequate to restore salmon and provide the benefits we expect, we need to support local and regional leaders to communicate the changes that will be made and implemented at the local, municipal, and county scale. They,
  - Embody the Washington Way
  - Provide our best forum for land use negotiations, involving county officials and private landowners
  - Can engage WDFW and Ecology to help them integrate their activities with local habitat recovery efforts for maximum benefit
  - Enjoy tribal membership and support

WE NEED TO UPDATE LOCAL PARTNERS ON REGIONAL SALMON RECOVERY STATUS

- Each region should consider the best way to convene locals and elected officials at that scale to re-frame the story of salmon recovery, share what's been accomplished to date, and be candid about what needs to be done

MESSAGING NEEDS TO CONNECT THE DOTS BETWEEN SALMON RECOVERY AND MULTIPLE BENEFITS TO OUR COMMUNITIES, OURSELVES

- We hike swim, boat, fish, enjoy the views, rely on the clean air and water that healthy rivers and streams, forests, wetlands, estuaries, and shorelines provide us and which are necessary as well for salmon
- River banks planted for salmon strengthen hillsides, allowing plants and trees to grow alongside streams provides more habitat for birds and insects important to farmers and filters pesticides or street pollutants when it rains. Streams reconnected to flood plains provide flood control; streams cooled by vegetation provide refuge from warm temperatures
- Stable streams increase property values, and the healthy rivers and forests necessary for salmons support robust economic contributions by fish and wildlife-dependent industries (fishing, recreation, tourism, hospitality), particularly benefitting rural communities

MESSAGING NEEDS TO REMIND US OF HOW CENTRAL THE FACT AND IMAGE OF HEALTHY SALMON IN OUR WATERSHEDS IS TO OUR IDENTITY AS NORTHWESTERNERS

- This isn't Kansas. We live in a place marked by big geography, dynamic ecological systems, charismatic animals, big mountains and rivers, ocean and rain forest and high desert. We live in rural areas, farming and fishing communities, and in vibrant urban centers. And salmon swim through all of them
- Most of the Pacific Northwest American Indian tribes are salmon tribes. Honoring, celebrating, and harvesting salmon shapes their religion, culture, and art and in turn shapes that of the entire region. Many of the images, colors, and forms we immediately recognize as "Pacific Northwest" come from salmon-dependent cultures

RECRUIT MESSENGERS WHO ARE NOT SALMON PROFESSIONALS AND HELP THEM TELL THEIR STORIES

- Salmon recovery stories can get stale. Fresh voices from landowners who have seen their property values increase as a result of habitat improvements on their lands; veterans groups who've embraced new fish and wildlife recreational opportunities; faith communities who have embraced salmon habitat as an act of stewardship; rotary members who volunteer for salmon, school kids whose salmon reports can be posted on-line—look for new faces and voices to tell the story

LOOK FOR WAYS TO MAKE SALMON RECOVERY A WAY FOR YOUR COMMUNITY TO CONNECT AND SHARE A POSITIVE EXPERIENCE.

- "Salmon fatigue" may be more of an issue for professional salmon managers who've been at this since the beginning (15 years since first listings) than for the general public. Consider:
  - Hundreds of people fill a theater in downtown Tacoma to watch a salmon film series
  - Issaquah Salmon Days is a premiere tourist attraction—thousands of people shut down a city to visit a hatchery and a bit of restored stream to see and celebrate the return of salmon each fall. Find a way for real-life encounters with salmon for more people

REGIONAL LEADERS NEED TO BE ABLE TO SAY AND PRIORITIZE WHAT HAS YET TO BE ACCOMPLISHED—AS A COUNCIL

- Acknowledge what we've done—created this unique extraordinary infrastructure, created our own recovery plans with scientists and community members, government policy staff and private landowners, tribes, and the dozens of different stakeholder groups who see salmon through one particular lens or another. But we're not done. Make a fair statement about hatchery, harvest, pollution, development, and passage issues. Break it out by region—for Puget Sound and parts of southwest Washington, development is a huge pressure. Not so much in Upper Columbia. There, the issues are…On the coast, we…

TO ACHIEVE RECOVERY GOALS, WASHINGTON'S SALMON PROFESSIONALS MUST IMPROVE COMMUNICATIONS INTERNALLY

- Consider a policy summit similar to what the Washington Environmental Council does once a year, where they pull together across the environmental community and identify what their priorities are. Consider a forum that would include Lead Entities, RFEGs, SRF Board, RCO, and GSRO, WDFW
- Coming together around shared objectives and requests for funding will necessitate agreement on priorities and better integrate efforts; it will also provide up-to-date messaging
- The regional recovery organization boards are experiencing turnover—newly elected county commissioners, tribal chairs, etc. New participants bring fresh perspectives and opportunities to refine message

LEAD ENTITIES ARE CRITICAL OUTREACH ENGINES AND NEED SUPPORT

- The lead entities are a potentially significant unified statewide voice. We need lead entities to help regional recovery organizations build relationships across jurisdictions to make tough choices
- Rural areas can feel like they're carrying the burden for urban ones on salmon recovery; less so when they have a lead entity that speaks for them

FEDERAL AND STATE SOURCES OF FUNDING ARE STILL OUR MOST RELIABLE AND GENEROUS SOURCES; WE NEED TO MAINTAIN, STABILIZE, AND INCREASE THEM WHILE DEVELOPING ALTERNATIVES

- We need to better explain the relationship between funding and recovery
  - This is an investment: We're preserving a way of life and building resilience for the future
  - Widespread support across every region of the state and every economic sector
- There's a perception that salmon habitat is well funded, and compared to other species protection, it is; but we are far short of what we need to accomplish what is recommended in our recovery plans
  - Senator Murray leads the fight to secure salmon-related federal funds, but the public doesn't really know about this effort, much less that the money is not guaranteed

- Every region should have the capacity to tell its story to appropriators and other funders, describe its piece of the statewide effort to safeguard our watersheds, preserve ecosystem function, recover endangered species, and build resilience for our communities in the face of a changing climate

DESPITE ENTHUSIASM FOR THE PACIFIC NORTHWEST AND FOR SALMON, THE GENERAL PUBLIC IS INCONSISTENTLY EDUCATED ON THE BASICS OF CONSERVATION BIOLOGY, THE LINK BETWEEN SALMON AND THE HABITAT THAT SUSTAINS THEM AND US

- A consistent, repetitive approach to ecosystem education and conservation biology is needed; partner where possible with local educators
- Most of the messaging right now focuses on listed species—but even the salmonids not on ESA lists are under threat because all of our watersheds are under threat. We need to know what to manage for as much as what to manage against
- Help people understand: We want to restore fully functioning natural systems that will bring back salmon populations on their own
- We want to change behavior, give people ways to live differently on the land, make different choices—understand the connection between taking a bus to work and lessening the diesel runoff into a shoreline where juvenile salmon go to rest and feed
  - Consider a state-wide poll to fully assess the public's knowledge and perspectives on salmon recovery, watershed health, ecosystem function, climate change resilience
  - Look for opportunities to build identity and ownership at the watershed scale: this is my watershed; where I live, where I get water to drink, water my garden, where I work, where I play
  - A message to the 60% of Washingtonians who have moved here from somewhere else: Washington isn't trashed yet. You left somewhere else to come here; why?
- To live here you need to engage to preserve the quality of life that drew you here and defines this place
- Salmon recovery is an exercise of citizenship

COLLATERAL MATERIALS SHOULD BE VARIED BUT TARGETED TO SPECIFIC AUDIENCES

- People love seeing fish; video is an effective way to demonstrate before and after, connection, change, excitement; short video clips on line are a good investment and many people can now take them with their phones
- Coordinate messaging between print, web, social media, and video productions to reinforce
- Materials don't need to be glossy or expensive; let the story and the examples do the work
- More specific recommendations on this topic will be provided in the Communications Plan

A STATEWIDE CAMPAIGN TO EDUCATE THE GENERAL PUBLIC WOULD BE VERY EXPENSIVE TO LAUNCH AND TO MAINTAIN; TARGET MESSAGING TO KEY DECISION MAKERS AND INFLUENCERS

PRIORITY AUDIENCES

Priority audiences are those groups or individuals with the authority and responsibility and capacity to make decisions that will directly benefit or hinder progress toward key objectives. Targeting outreach, relationship-building, education, and messaging to these audiences is the most effective use of limited resources. Tier One audiences with time and attention become key messengers.

TIER ONE

- The seven regional salmon recovery organizations (with tribal and county representatives)
- Lead Entities (Washington Salmon Coalition)
- Salmon Recovery Funding Board
- GSRO/RCO
- Washington Department of Fish and Wildlife
- Regional Fisheries Enhancement Groups
- Governor's natural resources policy staff

TIER TWO

- Washington legislative leaders relevant to salmon recovery
- Washington and Congressional delegation
- WA Department of Ecology; DNR; and other state agencies impacting salmon recovery
- Fishing and other recreational organizations
- Local media

TIER THREE

- Private Landowners
- Federal agencies, primarily NOAA, USFS, USFWS, EPA, and Army COE
- Potential partners
- Civic and community groups, eg: Rotary, faith, veterans, school

CONCLUSION

This findings and recommendations report will serve as the basis for development of a communications plan and message framework. This suite of documents is designed to assist, primarily, the seven regional salmon recovery organizations. It should also serve the other members of Washington's salmon recovery network, chiefly, the Governor's Salmon Recovery Office, the Washington State Recreation and Conservation Office, the Washington Salmon Coalition (Lead Entities), and the Salmon Recovery Funding Board.

This project is guided by a Communications Working Group assembled by the Governor's Salmon Recovery Office,

- Brian Abbott, *Governor's Salmon Recovery Office*
- Jeff Breckel, *Lower Columbia Salmon Recovery Board*
- Derek Van Marter, *Upper Columbia Salmon Recovery Board*
- Nancy Biery, *Salmon Recovery Funding Board*
- Darcy Batura, *Washington Salmon Coalition*
- Alicia Lawver, *Puget Sound Partnership*
- Susan Zemek, *Washington State Recreation and Conservation Office*
- Jennifer Quan, *Washington Department of Fish and Wildlife*

With assistance from,

- Alex Conley, *Yakima Fish and Wildlife Recovery Board*
- Jeanette Dorner, *Puget Sound Partnership, Salmon Program Manager*
- Miles Batchelder, *Washington Coast Sustainable Salmon Partnership*
- Scott Brewer, *Hood Canal Coordinating Council*
- Steve Martin, *Snake River Recovery Board*

APPENDIX

INTERVIEWS

Brian Abbott, Executive Coordinator, Governor's Salmon Recovery Office

Phil Anderson, Director, Washington Department of Fish and Wildlife

Miles Batchelder, Executive Director, Washington Coast Sustainable Salmon Partnership

Darcy Batura, Chair, Washington Salmon Coalition

Nancy Biery, member, Salmon Recovery Funding Board

Jeff Breckel, Executive Director, Lower Columbia Salmon Recovery Board

Scott Brewer, Executive Director, Hood Canal Coordinating Council

Alex Conley, Executive Director, Middle Columbia (Yakima Basin) Salmon Recovery Board

Kaleen Cottingham, Director, Washington State Recreation and Conservation Office

Jeanette Dorner, Ecosystem and Salmon Recovery Program Manager, Puget Sound Partnership

Mike Grayum, Executive Director, Northwest Indian Fisheries Commission

Steve Martin, Snake River Salmon Recovery Board

Jennifer Quan, Lands Division Manager, Washington Department of Fish & Wildlife

Derek Van Marter, Executive Director, Upper Columbia Salmon Recovery Board

Jacques White, Executive Director, Long Live the Kings

James White, Program Manager, Upper Columbia Salmon Recovery Board Program

Susan Zemek, Communications Director, Washington State Recreation and Conservation Office

REFERENCE MATERIALS

WEBSITES

- Recreation and Conservation Office (including GSRO and Regional Organization landing pages)
- State of the Salmon Report
- 7 Regional organizations
  - Hood Canal Coordinating Council website <http://hccc.wa.gov
  - Lower Columbia Fish Recovery Board website <http://www.lcfrb.gen.wa.us>
  - Yakima Basin Fish and Wildlife Recovery Board website <http://www.ybfwrb.org>
  - Puget Sound Partnership website <http://www.psp.wa.gov>
  - Snake River Salmon Recovery website<http://snakeriverboard.org/wpi/>
  - Upper Columbia Salmon Recovery Board website <http://www.ucsrb.com>
  - Washington Coast Sustainable Salmon Partnership website <http://www.wcssp.org>

RECOVERY PLANS:

- Lake Ozette (coast region) Sockeye Recovery Plan
- Lower Columbia River Bull Trout, Chinook, Chum, Coho, and Steelhead Recovery Plan
- Middle Columbia River Bull Trout and Steelhead Recovery Plan
- Upper Columbia River Bull Trout, Chinook, and Steelhead Recovery Plan
- Hood Canal Summer Chum Recovery Plan
- Puget Sound Chinook Recovery Plan
- Snake River Steelhead

OTHER MATERIALS:

- State of Salmon in Watersheds 2012 report
- State of Salmon: Restoring a Washington Icon video
- Millie Judge report to NOAA on Implementation of Puget Sound Chinook Recovery Plan
- Funding for Salmon Recovery in Washington State, Dennis Canty report
- The Washington Way 2006 report
- Extinction is Not an Option 1999 report
- Lead Entity Directory
- Various agency, regional and lead entity briefing documents, fact sheets, hand outs

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SALMON RECOVERY FUNDING BOARD COMMUNICATIONS PLANNING MEMO JUNE 4, 2014

OVERVIEW

This report is written at the request of the Governor's Salmon Recovery Office (GSRO). Its purpose is to update the Salmon Recovery Funding Board (SRFB) on the communications planning it set in motion and to provide recommendations for next steps.

WHAT WE DID

Pyramid Communications has completed its contracted scope of work with the Governor's Salmon Recovery Office on behalf of the Council of Regions. Guided by a communications work group assembled by the GSRO, Pyramid developed a communications plan for use primarily by the seven regional salmon recovery organizations. The plan is written to serve also as a framework for the rest of the network of salmon recovery agencies, offices, entities, and groups that were created as part of the State of Washington's response to federal Endangered Species Act listings of Pacific salmonids in the late 1990s.

The communications plan was built primarily to help the regional directors tell the story of salmon recovery to key civic and community decision makers in their regions. As well, it should help them build support from county commissioners, legislators, agency directors and members of Congress who've asked to know more and whose decisions directly impact the regions' ability to implement their recovery and sustainability plans.

An essential element of the communications plan is a new message framework. Based on values we share with all citizens of Washington State, the message framework will help members of the network speak more cohesively. This matters because a lot of Washingtonians don't really understand how the network works, that it works, or even that it exists, despite it being professionally managed and integrated. Establishing this foundation makes it possible to describe the success of salmon recovery over the last 15 years in terms of the multiple benefits it provides our communities, even as it frames some potential difficult discussions about the work left to do.

All of this work is based on three months of inquiry and analysis, which Pyramid conducted with the assistance of the communications work group, producing a Findings and Recommendations Report. This report identifies the objectives of the communications plan and priority audiences. It is based on workshops with the work group, a review and analysis of all existing communications collateral, and 16 in-depth interviews.

THE PEOPLE WANT A STORY

For the first 15 years of salmon recovery, the participants have focused on establishing the statewide network, finishing the recovery plans, building regional systems of project partners and scientific advisory teams, securing support from multiple governments, and pursuing new regional relationships between tribal leaders and their staff and the regional salmon recovery organizations. Systems were put in place to develop, recommend and evaluate, and report on projects and progress by region. Thousands of people across the state participate.

Building communications strategy wasn't a priority, perhaps in part because it wasn't perceived as necessary. The shock of the Endangered Species Act listings and the high-profile leaders who rose to the challenge of meeting it all but guaranteed media coverage, political support, and funding.

The story of salmon recovery has been told by multiple participants—largely from their own perspectives or to advance or describe near-term objectives or projects. The language used has largely been the language of the federal Endangered Species Act (i.e., "limiting factors") or the language of people in the know (e.g., "riparian areas," "refugia," "mitigating factors"). The emphasis has been on the "what" of salmon recovery and, especially as the original high-profile advocates have begun to retire, the "why" has taken a back seat. This matters because people are always more motivated by the "why" than the "what." Or to put it another way, the "what" won't be as impactful without the "why."

Telling the story of salmon recovery by the numbers in real time is inherently difficult. The recovery plans were written to influence and manage complex biological interactions over decades, while the media and public often want immediate, simple, and definitive answers. This presents a challenge to already under-resourced communications professionals. Attempts to describe recovery in fact sheets or data points often fall flat. The public wants a narrative.

There's a new story to tell today and a new urgency to tell it. Thousands of people across the state have built an unprecedented and proactive approach to recovery, but we still have a long way to go. Most recovery plans cover 20–30 years. To implement them fully will require continued coordination by the SRFB and GSRO, but it will also require regional directors who are adept at and equipped to build community support for salmon recovery efforts that go beyond projects directed at eliminating obvious choke points or poisons. Salmon recovery and the story we tell about it needs to be intertwined with all the efforts our communities are pursuing to create the future we want to live in.

There's another reason communications planning matters: The SRFB has overseen the distribution of $541,093,879 since 2000, averaging $38,649,562 per year. Any business of equal size would invest in telling its story, as well as empowering its subsidiaries to tell theirs. It's good business practice, and it's essential for an entity that has pledged transparency, accountability, and which seeks to continue to secure and distribute both public and private funding on behalf of the citizens of Washington State.

EMPOWERING THE REGIONS

The Governor's Salmon Recovery Office and Council of Regions Communications Plan, the Message Framework, and the Findings and Recommendations Report were, by necessity, written at a fairly high level: they needed to serve 7 different regions, as well as the GSRO, and provide guidance to the Recreation and Conservation Office RCO, SRFB, and 25 different lead entities. But recovery plans were written for particular species and are implemented within particular regions.

Each region is unique: different species of salmon with different life histories and habitat needs; different impacts from different industries. The human demographics vary among the regions; recreational options vary. Each region has its own level of political influence and private wealth. There are different tribes in each region, and the relationships between tribes and between tribal and non-Indian communities varies. The impacts of climate change will be felt uniquely, as well.

For communications and outreach plans to be most effective, they need to be written specific to the region implementing them. The work we have completed to date provides a good foundation and a way for all members of the network to frame discussion and dissemination of factors important to them. It provides a narrative framework, categorizes key audiences, and provides guidance on relationship building and outreach. But unless the regions are adept and staffed for this already, they will not immediately know how to use this framework, much less how to build their own individual communications and outreach strategies.

For this reason, upon consultation with the communications work group, Pyramid agreed to write this memo to the SRFB with our recommendations for next steps.

RECOMMENDED NEXT STEPS

To meet its fiduciary responsibilities and to prepare the regional organizations to diversify and strengthen their sources of support within the regions, even as it expands its own capacity for guidance, oversight, and planning, the SRFB might consider the following recommendations.

Ideally, the SRFB would embrace a holistic approach in keeping with its overarching responsibilities for the network and the scale of its financial transactions. Investing to complete communications strategy on behalf of the entire network—as well as the individual regions the SRFB seeks to empower—is a necessary strategic step toward success.

1) **Training**: At a minimum, the seven regional salmon recovery organizations, RCO, GSRO, SRFB, and the 25 lead entities now coalescing as the “Washington Salmon Coalition” would benefit from specialized training in how to use the new Communications Plan and Message Framework:

    - Message and vocabulary need to be updated on all communications materials.
    - Audiences need to be built out and prioritized for each region.
    - Messengers need to be identified for each region, and they need to practice the new elevator statement and the new sequence of messaging that will frame their specific narratives, requests, and assertions.

2) **Regional Communications Planning**: While all the regions will benefit from the overarching plan and messaging, to be specifically effective, each region requires a plan and messaging based on findings and recommendations unique to its circumstances and specifically targeted to its key audiences and decision-makers.

3) **Regional and/or SRFB Fundraising Planning:** Diversifying the sources of funding for each of the regions, and for the system as a whole, is key to its impact and longevity. The regions are in various stages of this thinking at present; two have become 501©3 organizations. The SRFB has the authority to accept private funds, as well. Planning for this now makes sense.

4) **Branding the Network/Creating a Visual Framework:** The network as a whole, as well as each of the regions, would benefit from a shared visual representation.

   The network doesn't need a single logo so much as it needs, a common set of design standards, color palette, a dozen small shared design choices. This would:
   - Underscore for a legislator, reporter, agency staff member the unity of a movement rather than the perception of dozens of unrelated requests;
   - Demonstrate the professional integration and management of a complex set of agencies, offices, entities, and organizations—a network;
   - Inspire funder and investor confidence;
   - Reinforce messaging and brand values (the network is trustworthy, scientifically credible, locally-driven yet connected across the state, future-focused; investments in salmon recovery provide multiple benefits; we are working together to build the Pacific Northwest we want to live in).

   At present, the RCO is serving as an umbrella "brand" for the SRFB and the GSRO, but the SRFB and GSRO are not visually linked to one another, nor are the regions or lead entities included in this mix. It is a brand of convenience that conveys organized and professional management of these offices and the funds they administer, but it does not appear intended to reflect the full power, reach, or purpose of the salmon recovery network in Washington State.

5) **Producing Effective, Targeted Collateral Materials Online and In-Hand:** Which materials to produce and where and how to distribute them can be as strategic a decision as which call to return first or which project to champion.

   Each region will have a different set of collateral needs:
   - Some may need significant investment in their websites;
   - For others, the website may simply be the place they steer people to get information about projects;
   - All will want to update their messaging and language across materials;
   - Some will benefit from a significant social media presence;
   - Others may have constituencies and audiences who respond better and have more consistent access to postal delivery, flyers or posters at farmers markets or other community gatherings, waiting rooms, public space.

6) **Similarly, the RCO and GSRO and SRFB would benefit from an examination of how their web pages currently relate and the "front" they present to the public:**

   - It is not immediately obvious how to navigate the various pages on the RCO website in addition to the separate State of the Salmon Report website for best results;
   - The infrastructure and efficiency of the network is not relayed by the infrastructure of the website;
   - Similar if not the same information appears in multiple places and is sometimes called out by different names or in different order of priority;

- This appears to be simply a function of lack of resources and availability of staff time dedicated to this undertaking;
- A branding exercise like the one referenced in item #4 would help direct changes to the current system of websites that would help tell and reinforce the strategic messaging of the network.

CONCLUSION

The SRFB, RCO, and GSRO, the Council of Regions, and the core communications group have made a strategic investment in communications and outreach to further the success of salmon recovery and the efforts of thousands of us across the state who are working to ensure a future Pacific Northwest we want to continue to live in. Given the scale of the financial investment in this unprecedented endeavor, a continued investment in communications and outreach is to be expected. It would be enormously important to the regional and watershed-scale organizations whose job it is to build support for and implement salmon recovery strategies that are going to require community-based decisions about how we are willing to change the way we live today so that we might have the lives we want to live in the future.

Regional Communications Strategy Funding

Region	Scope	Timeline	Funded	Local Commitment
Upper Columbia Salmon Recovery Board	• Communications plan completed; Implementation phase. • Media production – topic centered media piece that could be played on local television and over the internet. • Website and social media updates and all other elements of the plan.	Work completed. Implementing work plan	$20,000	$6,000 + $40,000 Communication Plan
Lower Columbia Fish Recovery Board	• Planning phase – Recovery Board strategic planning session held and draft implementation plan and schedule developed. • Production phase – messages and materials designs and production underway • Rollout – Lower Salmon Recovery Conference	Communication Strategy to LCFRB in December 2015	$20,000	$35,500
Washington Coast Sustainable Partnership	• Develop WCSSP brand identity • Develop Communication and Outreach Strategy for the Coast video	Just started the communications committee. Products in 2016.	$12,500	$10,000 and seeking $10,000 private foundation
Yakima Fish and Wildlife Recovery Board	• Professional review of current draft outreach plan – Cascadia Consulting. • Workshop with Board and Key Partners • Finalize Communications Plan • Identify funding sources to implement communications strategy	Revised plan update by December 2015	$20,000	$5,200 in-kind staff
Puget Sound Partnership	• Training/workshop for local watersheds. • Hire consultant to engage with partners, show them how to use the tools, determine next steps/future needs	By end of 2015 is the target for the workshop	$7,500	$20,000 in-kind staff time
Snake River Recovery Board	• Pyramid Communications met with Snake Recovery Board. Board decided messages could be conveyed locally.		--	
Hood Canal Coordinating Council	• Half-day workshop with a professional facilitator to develop message framework. • Discussion with HCCC Board to revise organizational vision and mission and finalize the HCCC strategic communications plan. • Products will be an update and revision to the HCCC website format and content and building a new core website.	Draft Communications Strategy by the end of October 2015. Website by end of 2015.	$20,000	$100,000 Strategic Communications Plan and website(s) development
Totals			**$100,000**	**$226,500**

The following is a list of organizations/entities that ensure the statewide salmon network is coordinated and that salmon recovery projects are taking place in communities across Washington:

Seven Regional Organizations and twenty-five Lead Entities
Regional organizations form the backbone of local salmon recovery; they write and coordinate and monitor implementation of local recovery plans. Lead entities work directly with implementers to ensure projects are consistent with science, recovery plans, and community values.

Treaty Tribes
29 tribes in Washington state co-manage the salmon resource. By treaty, they are guaranteed the right to fish in their usual and accustomed areas. Tribal representatives serve on the boards of each of the seven regional organizations. Tribes are also implementers.

Non-profit sponsors and implementers
Dozens of land trusts, environmental and community groups, foundations, schools, implement on-the-ground projects and bring additional resources to the effort.

Conservation Districts
Non-regulatory and supported by the Conservation Commission, local districts provide technical and scientific assistance to land owners and other local partners to design, implement, and monitor on-the-ground recovery projects.

Regional Fisheries Enhancement Groups (RFEG)
With support from WDFW, RFEG's coordinate community involvement and education, in addition to implementing salmon recovery projects.

Counties, Cities, and Local Jurisdictions
In addition to implementing local projects, local jurisdictions exercise their authorities on behalf of salmon recovery in response to citizen expectations.

Washington Department of Fish and Wildlife (WDFW)
With the treaty tribes, the State of Washington co-manages the salmon resource, primarily through WDFW's habitat, hatchery, and harvest programs. WDFW provides direct support to RFEGs and technical and scientific expertise to the implementation of fisheries, consistent with salmon recovery.

National Oceanic and Atmospheric Administration (NOAA)
NOAA administers the Pacific Coastal Salmon Recovery Fund, monies from which are matched by our state legislature to fund projects across Washington state. NOAA provides scientific support to the regions, whose plans it approved as likely to recover threatened and endangered salmon.

Salmon Recovery Funding Board (SRFB)
Evaluates proposals and distributes federal dollars to implementers across the state. Comprised of gubernatorial appointees from across the state and non-voting state agency representatives.

Recreation and Conservation Office (RCO)
Ensures fiscal responsibility for the network, housing SRFB and GSRO.

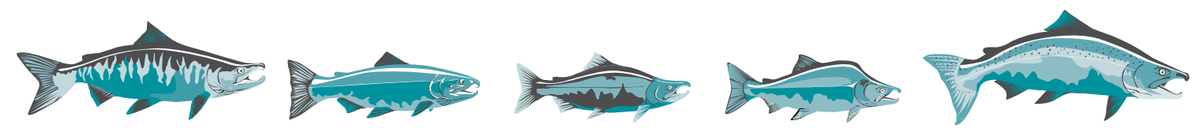
Governor's Salmon Recovery Office (GSRO)
Coordinates policy, statewide strategy, and provides network support. Assists with securing funds for recovery efforts on the ground. Works with regions to produce biennial State of the Salmon in Watersheds report.

Washington's salmon recovery network is unique and active in every community, providing economic, cultural, and health benefits for all. It is supported by federal and state governments, the 29 treaty tribes, county commissioners, and thousands of citizens who volunteer their time to restore salmon now and ensure their persistence into the future.

For a status report on salmon in our watersheds, visit stateofsalmon.wa.gov.

Salmon Recovery Network

Implementing salmon recovery from the ground up



15 years ago, the state of Washington and the 29 treaty tribes, co-managers of the salmon resource, supported the establishment of new regional salmon recovery organizations to support locally-driven salmon recovery.

Our success is a result of salmon recovery projects being implemented by local jurisdictions, conservation districts, tribal nations, regional fisheries enhancement groups, and dozens of local non-profit organizations relying on the volunteer hours of thousands of Washington citizens across the state.

The benefits to all of Washington's citizens are clear: cleaner water, less flooding, more productive farmland, improved bridges and roads, healthier forests and rivers and shorelines, more productive wildlife habitat, and improved opportunities for sustainable fishing and outdoor recreation.

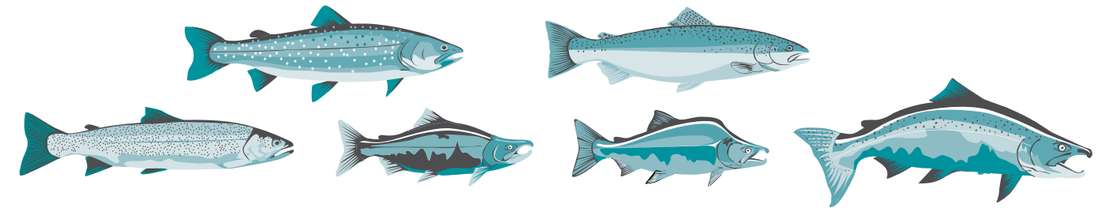
This work enables us to honor our commitment to tribal treaty fishing rights.

Together, our efforts form a network for salmon recovery across our state, rebuilding and strengthening our fish, water, and land resources today to maintain what we love about the Pacific Northwest into the future.

TOGETHER, WE ARE BUILDING THE FUTURE WE WANT FOR OUR CHILDREN.

Salmon Connect Us

The Salmon Recovery Network is a coordinated and collaborative statewide network that empowers local communities to lead salmon recovery in their communities.



1 **Regional Salmon Recovery Organizations** led by county and tribal leaders, and advised by scientists, citizens, state, federal, and tribal agency staff, develop and guide implementation of plans to recover and sustain salmon and the habitats upon which they depend.

2 **Lead Entities** work at the local watershed scale with technical and citizen committees to prioritize funding to high priority projects.

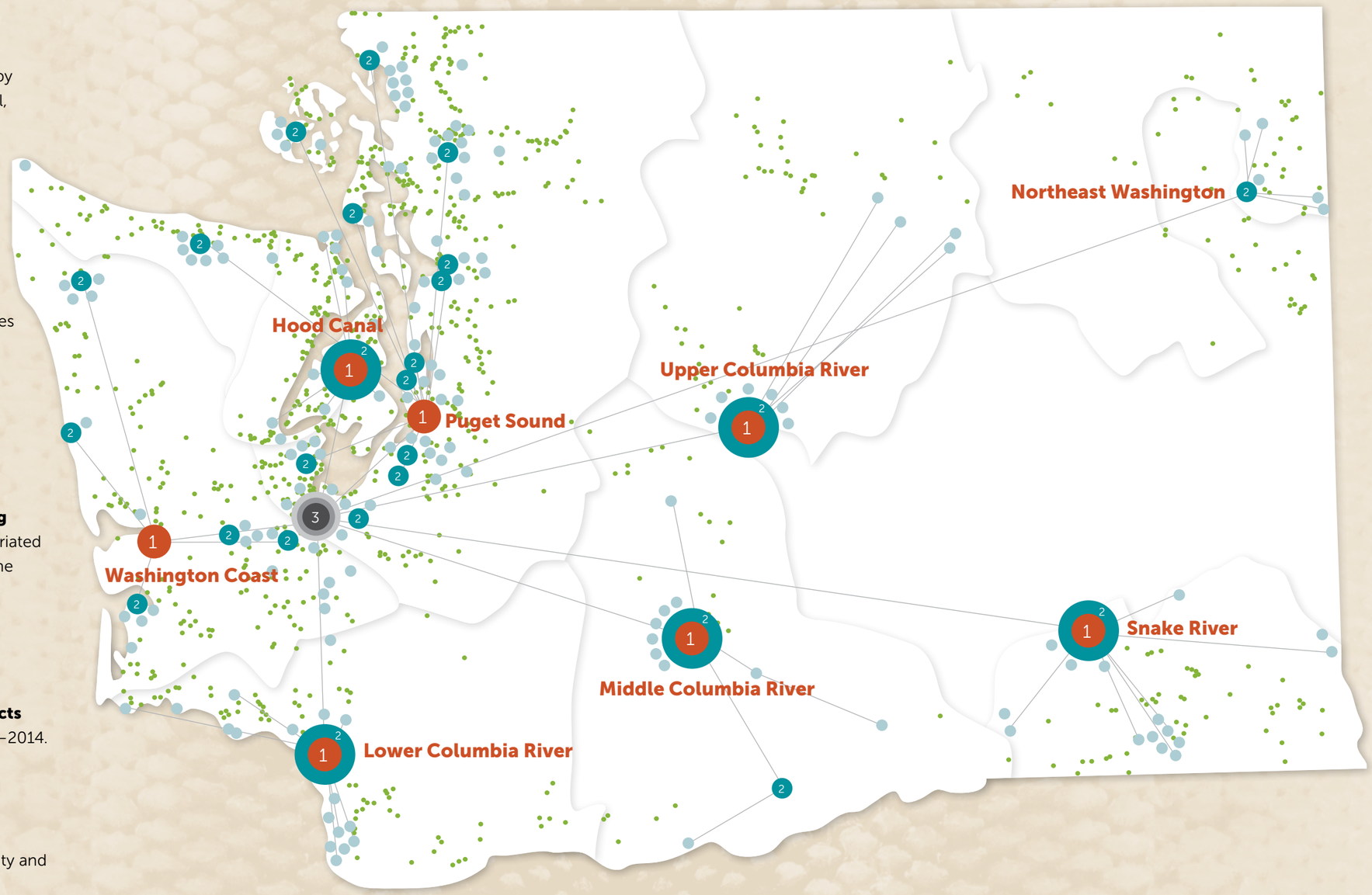
1 2 Regional Salmon Recovery Organizations that are also Lead Entities

3 The **Salmon Recovery Funding Board** distributes funds appropriated by Congress and matched by the State of Washington to project implementers across the state.

Implementer office location

On the ground **recovery projects** across Washington state, 2000–2014.

Washington's Recreation and Conservation Office and the **Governor's Salmon Recovery Office** ensure fiscal responsibility and statewide coordination.



4,793 JOBS
New or sustained jobs **salmon recovery funding** supports annually

$713M
Total economic activity from salmon recovery

16,374 JOBS
Estimated jobs **recreational and commercial fisheries** support annually

$540M
Personal income generated from recreational and commercial fisheries

80%
of grant funding is spent in the county where the project is located. For every $1 million spent on restoration, 15-33 new or sustained jobs and $2.2 - $2.5 million in total economic activity is generated.

(RCO, 2012)

Washington's natural beauty and healthy ecosystems draw visitors and businesses, increasing economic prosperity across the state.

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **10**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: 2015-17 Salmon Recovery Network (SRNet) Facilitation Contract

Prepared By: Brian Abbott, Governor's Salmon Recovery Office Executive Coordinator

Summary

This memo reports on the early success of the Salmon Recovery Network (SRNet) and requests approval to continue the facilitation contract with Triangle Associates. The 2015 PCSRF award supports up to $85,000 for this effort.

Board Action Requested

This item will be a:

- ☒ Request for Decision
- ☐ Request for Direction
- ☐ Briefing

Background

For the first time in 15 years, salmon recovery leaders have come together to focus on areas of agreement and to identify solutions. The following information provides an overview of the Salmon Recovery Network's (SRNet) collaborative framework and the progress accomplished thus far.

Making Clear Progress

Development of SRNet was recommended in the 2014 communication framework and supported in the Salmon Recovery Funding Board's (board) Strategic Plan. The communications strategy funded by the board in August 2014 covered facilitation of SRNet. The Governor's Salmon Recovery Office (GSRO) awarded the competitive contract to Triangle Associates and their work began in December 2014. The first SRNet meeting was held in April 2015, followed by meetings in June and October 2015.

Vision, Mission, and Goals

The SRNet vision is to bring together leaders from the different salmon recovery organizations[1]. Their mission is to speak with a unified voice to build public, political, and financial support for salmon recovery in Washington State.

This forum provides a venue for relationship building, direct communication, and opportunities for coordination and collaboration among member organizations. Initially, the focus is on understanding the

[1] Council of Regions, Lead Entities, Regional Fisheries Enhancement Groups, Conservation Districts, Governor's Salmon Recovery Office, State Agencies, Tribal, NOAA Fisheries, and non-profits.

capacity needs of the various organizations; this will support development of a coordinated budget request to fund capacity in the 2017-19 biennium.

The SRNet partners have five main goals:

1. Create a forum where they can work together to build mutual understanding and identify shared priorities for action.
2. Speak to others with a unified and mutually-supportive message about the roles, values, and functions of all network partners.
3. Collaborate effectively at each organizational level (watershed, area, region, statewide).
4. Support a long-term funding strategy for salmon recovery implementation that includes all network partners.
5. Secure full funding for human and organizational capacity needed to effectively implement salmon recovery.

Scope of 2015–17 Contract

The purpose of the Triangle Associates' facilitation contract is to support collaboration among the core salmon recovery partners for two objectives that will help improve communications and efficiency in accomplishing the agreed-upon goals.

The ongoing objectives are:

1. Coordinated Work Group (Salmon Recovery Network)
2. Annual Progress Meeting for Executive Managers of Salmon Recovery in Washington. The first annual progress meeting will be held in April or May 2016.

Analysis

Staff sees promise in continuing the SRNet effort. The upcoming Annual Progress Meeting for salmon recovery leadership (regional organizations, state agency executives, and NOAA Fisheries) holds great potential for aligning resources and priorities to ensure that salmon recovery efforts are successful.

Continuing the facilitation contract with Triangle Associates will build on the network's successes. It will allow network members to improve their process and build on the momentum they're generating. Consistent facilitation services from Triangle Associates will allow for seamless planning and follow through as we approach the annual leadership meeting.

Next Steps

Based on the progress made in the first phase of work, GSRO requests board approval to continue the facilitation contract with Triangle Associates through 2017 up to $85,000.

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **11**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: Board Strategic Plan Update and New Biennial Work Plan

Prepared By: Brian Abbott, Governor's Salmon Recovery Office Executive Coordinator

Summary

This memo summarizes the effort to review and update the Salmon Recovery Funding Board's Strategic Plan and finalize the 2015-2017 biennial work plan.

Board Action Requested

This item will be a:

- ☐ Request for Decision
- ☐ Request for Direction
- ☒ Briefing

Background

In March 2014, the Salmon Recovery Funding Board (board) made revisions to their strategic plan by adding new monitoring program language developed by the board's Monitoring Subcommittee.

In early 2015, the board created a subcommittee to further review and update the board's strategic plan and to develop a biennial work plan to support the board's strategic plan. Chairman David Troutt, Board Member Nancy Biery, Recreation and Conservation Office (RCO) Director Kaleen Cottingham, and Governor's Salmon Recovery Office (GSRO) Executive Coordinator Brian Abbott met and reviewed proposed drafts of a revised strategic plan and work plan. Within this document, a weakness was identified: there are no concrete actions specifically stated. As a result, the sub-committee drafted new language for the board to consider.

At the October 2015 meeting these ideas were discussed. The board agreed to create a sub-committee including Nancy Biery, Bob Bugert, Brian Abbott, and Director Cottingham will finalize the draft work plan and present to the board at the December 2015 meeting.

Next Steps

Staff will present the draft updates to the Strategic Plan and the biennial work plan at the December meeting for board consideration and approval.

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **12**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: Columbia River Update

Prepared By: Sarah Gage, Governor's Salmon Recovery Office, Program Manager for Lead Entities

Presented by: Brian Abbott, Governor's Salmon Recovery Office Executive Coordinator
Phil Rockefeller, Northwest Power and Conservation Council

Summary

Historically, the Columbia River Basin supported abundant runs of salmon and steelhead, with fish spawning over 900 miles upriver from the Pacific Ocean. Staff from the Northwest Power and Conservation Council (NWPCC) will update the board on salmon restoration initiatives and efforts in the basin.

Board Action Requested

This item will be a:

- ☐ Request for Decision
- ☐ Request for Direction
- ☒ Briefing

Topics

Topics in the presentation may include the following:

- Key elements related to salmonids in the basin: survival at dams (flow, passage), ecosystem function, hatcheries.
- Emerging priorities from the NWPCC 2014 Fish and Wildlife Program
- Status of the Biological Opinion (BiOp) issued by NOAA-NMFS
- Status of spring spill program to increase smolt survival at dams.
- Feasibility assessment of salmonid reintroduction above Grand Coulee Dam.
- Status of the Columbia River Treaty between the United States and Canada.
- Update on proposed Columbia River Partnership.

WASHINGTON STATE RECREATION AND CONSERVATION OFFICE
Salmon Recovery Funding Board

Salmon Recovery Funding Board Briefing Memo

Item **14**

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Meeting Date: December 9-10, 2015

Title: New Idea for Determining Restoration Needs and Priorities

Prepared By: Brian Abbott, Governor's Salmon Recovery Office Executive Coordinator

Presented by: Brian Abbott, Governor's Salmon Recovery Office Executive Coordinator
Dr. Phil Roni, Cramer Fish Sciences

Summary

This memo introduces a new approach to determining restoration needs and priorities in watersheds. Dr. Phil Roni will present a systematic approach to identifying the top few assessments needed in a watershed to enable the most strategic and successful restoration projects.

Board Action Requested

This item will be a:

- ☐ Request for Decision
- ☐ Request for Direction
- ☒ Briefing

Background

While millions of dollars are expended on salmon recovery projects, project monitoring, and project assessment, uncertainty remains regarding which restoration projects will be the most successful. Proper assessments and analyses guide the types of restoration needed, but performing all of the recommended assessments in a watershed is prohibitively expensive and time-consuming. Salmon recovery practitioners look for a one-size-fits-all assessment tool that will lead to prioritizing the best habitat restoration projects.

During the December 2015 meeting of the Salmon Recovery Funding Board (board), Dr. Phil Roni will outline a potential systematic approach to identify the top 2 to 5 assessments needed in each watershed to implement successful salmon habitat restoration projects. The appropriate assessments needed in each watershed differ based on the restoration goals, environmental conditions, levels of data collected, previously completed assessments, and other unique watershed or salmon population conditions.

Problem Statement

The presentation will encompass four problems that indicate the need for a new approach for identifying the key assessments needed in a watershed. A new approach is needed for several reasons:

1. Investing heavily in monitoring and assessment has not led to certainty about the true limiting factors in a watershed and the effectiveness of projects.
2. Completing assessments of all potential factors in a watershed would be costly, time-consuming, and unfeasible.

3. Trying to find a one-size-fits-all watershed assessment does not work.
4. Evaluating the utility of each watershed assessment tool is complicated by the number of tools available, the enthusiasm of each tool's proponents, and other factors.

Proposed Solution

Dr. Roni will present a strategic process for determining exactly which assessments, models, or data are needed in each watershed given the unique characteristics and goals of that watershed. Rather than a new tool, this proposal suggests a systematic process for matching restoration goals and priorities with potential habitat assessment tools. Performing the proposed process would identify the key assessments, tools, and data needed to identity strategic restoration opportunities.

Outcomes of this process would include:

- Partner engagement in evaluating existing information and identifying key gaps;
- A concise, strategic assessment plan specific to the watershed, fish populations, and partners;
- Identification of the 3 to 5 highest priority assessments needed in a watershed to implement effective habitat restoration;
- A rationale for funding and conducting the highest priority assessments needed in each watershed; and
- Assessment data useful for updating restoration priorities and projects in a given basin.

Attachment A includes a detailed outline of the steps in the proposed process.

Proposal for Pilot Project

Staff proposes that Dr. Roni and staff from the Upper Columbia Salmon Recovery Board (UCSRB) work together to undertake a pilot project for this approach. The UCSRB has identified the need to update its current priorities for salmon recovery restoration and protection and has proposed a draft strategic vision to inform this process (Attachment B). Dr. Roni's strategic process is identified as the first step in carrying out this vision. Given the complexity of partners, monitoring programs, data and information, and proposed modeling and monitoring approaches, this step is critical to identifying next steps and priorities for salmon recovery in the region.

Next Steps

Staff requests that the board consider the approach and pilot project outlined above and provide direction. The expected cost for this pilot would be approximately $25,000. The board could utilize return funds to fund this work.

Attachments

A. Identification of Key Assessments Needed to Determine Restoration Needs, Priorities and Projects, Phil Roni, Cramer Fish Sciences (November 1, 2015)

B. Discussion Memo: Science Integration Strategy, Upper Columbia Salmon Recovery Board (November 23, 2015)

Identification of Key Assessments Needed to Determine Restoration Needs, Priorities and Projects

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Summary

Hundreds of millions of dollars are spent on salmon recovery, yet it is still unclear if the right habitat restoration projects are being implemented. A key determinant of restoration project success is conducting the proper assessments and analysis to determine where and what type of restoration is needed. Guides for watershed assessments call for dozens of watershed and reach scale analyses, but doing all these in any one watershed would cost millions and take several years. Thus adequate assessment of watershed processes, limiting factors, habitat loss and other analyses or models have not been completed in most watersheds. Moreover, this has led to natural resource managers jumping form one shiny new tool or model to another in hopes that the latest model will quickly lead to the right restoration projects, and can be applied everywhere. This one size fits all approach has not been effective as not all watersheds need the same type and kind of assessments. Below I outline a systematic approach to identify the top 2 to 5 assessments needed in each watershed to implement successful salmon habitat restoration projects. The appropriate assessments needed in each watershed will differ based on restoration goals, conditions, levels of data and assessments previously completed and other factors unique to each watershed or salmon population. The final output would be a watershed specific strategic assessment plan (and material for proposal) for completing the key assessment to select, prioritize and design successful restoration projects.

Problem

Point 1.Massive investments in salmon recovery, but it is still unclear if doing right projects to recover salmon and watersheds - Despite large investments in restoration, monitoring, modeling, restoration planning and assessment tools, it is often unclear whether the right restoration projects are being implemented, and if these projects will lead to salmon recovery or are addressing a true "limiting factor"[1]. Moreover, whether we have actually identified the key life stage and habitats that are in fact limiting salmon recovery is a subject of ongoing debate in most watersheds. In fact, while almost all recovery and restoration plans have a list of "limiting factors", these are more often a long list of

[1] By "limiting factor" we mean a factor that is limiting the abundance or productivity of a salmon population.

problems or habitat impairments in a watershed rather than one or two specific habitats or factors that have been demonstrated to be limiting the productivity of the species and/or population in question.

Point 2. Complete assessment of everything in a watershed is costly and often not feasible - While most everyone agrees that process-based restoration is the goal of their restoration work, doing true process-based restoration requires doing a suite of watershed and reach-scale assessments well before restoration opportunities are identified or a project is designed. This rarely occurs in practice because: 1) it requires extensive planning, oversight and coordination, 2) takes expertise in a variety of fields (e.g., fish biology, hydrology, geomorphology, riparian ecology, stream ecology modeling), and, 3) the number of potential models, assessments and analysis that could or should be done is overwhelming and costly. There are many regional manuals on watershed assessment and analysis (e.g., Joint Natural Resources Cabinet 1991 [WA]; USFS et al. 1995 [NW Forest Plan], ODF 2004 [OR]; Schilling et al. 2005[CA] Wash. Forest Practices Board 2011[WA]) which list dozens of analyses and models to run. Many of these manuals do not include biological assessments or tools to determine factors limiting productivity of salmon and other biota. In the most complete and arguably up-to-date guide on assessments, Beechie et al. (2013) suggests dozens of potential analysis to identify disrupted processes and identify restoration opportunities. Doing all of the potential analysis outlined in these guides in any given watershed could take millions of dollars and many years, yet restoration can't wait and projects will move forward whether the assessments are done or not.

Point 3. A one-size fits-all approach won't work - Because of the cost and difficulty of doing a complete assessment of current and historical conditions, watershed processes and restoration opportunities; restoration practitioners, program managers, recovery boards and watershed councils jump from one new tool to the next. Some search for the latest tool or model that will supposedly solve this problem and can be easily and systematically repeated in every watershed. Others give up on strategic assessments and proceed directly to project implementation without strategic guidance or an understanding of underlying problems. That is not to say that doing all possible types of assessments wouldn't be useful or shouldn't be completed in some watersheds or for some populations, but that it rarely occurs because it isn't feasible. However, what is clear is that conditions differ for each watershed and population and that the goals, data, analysis, models and tools, and resources available, and types of assessments needed vary from watershed to watershed. For example, excess sediment may be a big issue in one watershed, but clearly not an issue in another, while isolated floodplain and degraded riparian may be critical in others. The same assessments and models aren't needed in every watershed and using the same tool everywhere isn't a wise use of resources or appropriate. In short, you don't need to do the same thing everywhere.

Point 4. Often not clear what each assessment, model or analysis tool will provide – Identifying the proper tool or assessment needed is complicated by 1) not understanding what the primary goal or gap filled by assessment or model, 2) incomplete information on utility of assessment or model to assist with restoration or recovery planning, and 3) not being clear about what step in the restoration process a particular assessment or model assists with. Moreover, proponents of various tools often overstate the utility of their approach for various aspects of the restoration process.

Solution

What is needed is a strategic process for screening and determining exactly which assessments, models and data are needed in each watershed. The appropriate assessments and analysis will vary from watershed to watershed or salmon population to population based on the goals, objectives, bio-physical characteristics and condition of watershed (or population status), as well as existing data and previously conducted analysis and assessments. We need a strategic way to identify which assessment will provide the most useful information in a given setting, and then complete them in a cost effective way. Moreover, existing data and information specific to a watershed can help inform what additional key assessments are needed.

What am I proposing? - Rather than a new tool, I propose a systematic screening process to match up restoration goals and priorities with potential habitat assessment tools. This would involve a gap analysis to identify the analysis, assessments, and data needed to identify strategic restoration opportunities. This process will assure that the right restoration is implemented at the right location, and that projects are designed properly according to watershed restoration and ecological goals. This is a relatively inexpensive process to identify, plan and complete the key assessments for a given basin that ensures that we make the right restoration investments in each basin. It is not a one size fits all approach, but one tailored a specific basin and fish population.

The product would be a brief and concise strategic assessment plan specific to a watershed and the partners involved. It would be the basis for funding and conducting the highest priority assessments needed in each watershed. Data from the assessments would be used to update restoration priorities and projects in a given basin to assure the most important projects are implemented to recover salmon populations. Key partners engaged in planning and implementing restoration in a watershed would work through a facilitated process to evaluate existing information and identify key gaps (Figure 1). The steps in the process include:

1. Identify participants
2. Assign and complete participant homework
    a. List of data, data type, years available, sub-basins/reaches covered, quality of data
3. Hold workshop (1-2 days)
    a. Workshop Intro and Background
        i. Goals, objectives and rules of workshop
        ii. Steps in process (below and Figure 1)
        iii. Steps in restoration process (Figure 2)
    b. Revisit/Confirm/Agree on goals and objectives of restoration
        i. Refine from recovery plan
        ii. Create if don’t exist
    c. Identify assessments and data needed
        i. Specific to each objective
        ii. Examine high level list of potential types of assessments that could be conducted

        iii. Examine list of specific types of assessments by category
    d. Define and describe existing data and completed assessments, models and tools
        i. Quality
        ii. Coverage/Completeness
    e. Determine and evaluate key gaps and specific assessments needed
        i. Compared assessment needs and
        ii. Existing assessments and data
        iii. Create list of assessment needs based on gaps
    f. Prioritize assessments needed to identify top 2-5 needed
        i. Discuss and agree on prioritization criteria
        ii. Score and rank each need
        iii. Highlight top 2-5 needed
    g. For each top assessment needs
        i. Review all types of assessments, data, analysis needed and geographic coverage needed (whole basin or specific subbasin, or reaches)
        ii. Select best method or approach for each assessment need
            1. Determine if follow meeting/call needed to do select best approach
4. Workshop follow up
    a. Provide written summary of workshop
    b. Additional data/comment from workshop participants
    c. Follow up – conference call or meeting

5. Develop a Summary document (Strategic Assessment Plan)
    a. Plan would include
        i. Restoration goals
        ii. Assessment/analysis needed to meet goals
        iii. Data currently available
            1. Limitations
        iv. Gaps
        v. List of priority analysis/data needs
        vi. Tables/spreadsheets with list
    b. Provide to participants for comment and revise

6. Follow up meeting to:
    a. How best to implement Strategic Assessment Plan
    b. Funding of top assessment/analysis needs
    c. Basis for RFP or proposals
    d. Update existing restoration strategies
    e. Revisit progress annual or biennially
        i. Revisit restoration priorities based on results of assessments

To assist groups with identifying the proper assessments needed, it is important to understanding what the primary goal or outputs are for each assessment, analysis, model or monitoring program and being clear about what step in the restoration process it assists with. Figure 2 outlines the key steps in the restoration process and Table 1 provides an example of goals of common assessment tools, models and monitoring programs.

Deliverables

- Concise strategic assessment plan documenting all steps, processes, data collected, and outcomes of workshop
- List of top 3 to5 assessments needed for a watershed or salmon population
- Plan to complete priority assessments including, if appropriate, material for proposal or RFP.

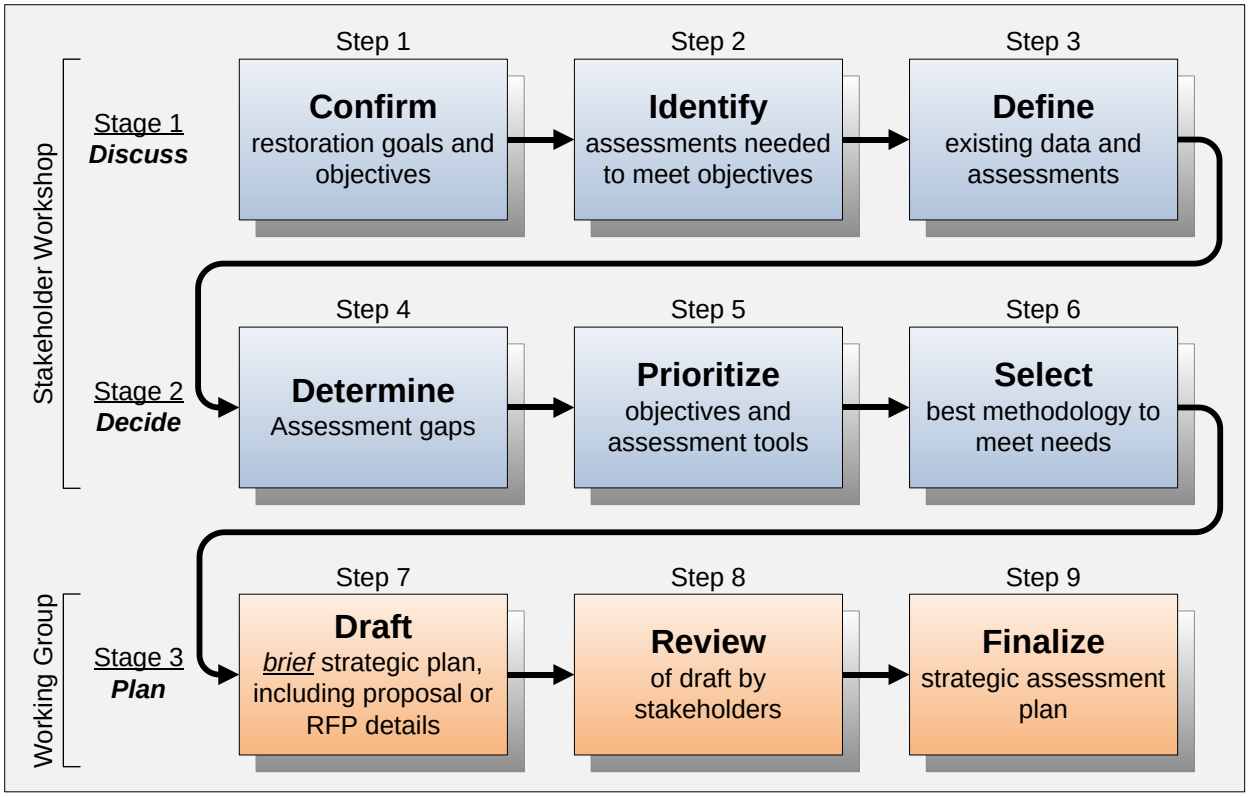

Figure 1. Diagram of steps in Watershed Assessment Screening Process. They are laid out sequentially here but some of these would be iterative and occur simultaneously. Assessments include models as well as inventories and other tools to assess processes, habitat conditions and loss, limiting factors, and identify degraded conditions and restoration or protection opportunities.

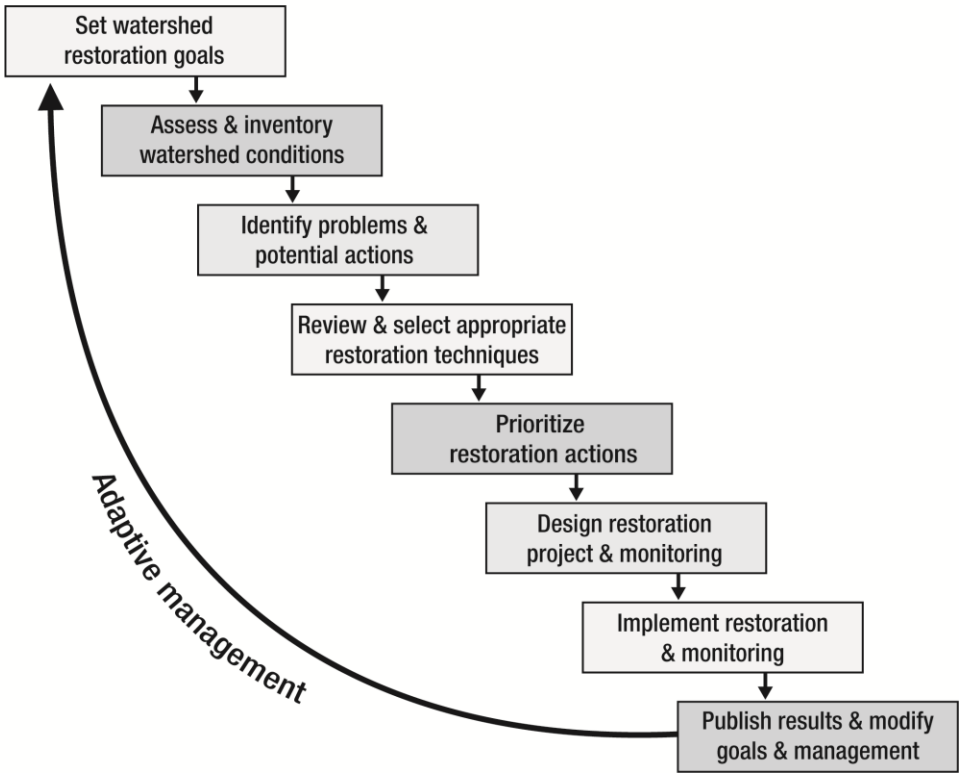

Figure 2. Major steps in the restoration process to develop a comprehensive and effective restoration program and projects. (From Roni and Beechie 2013).

Table 1. Main goal or utility of different assessment, models, analyses and monitoring methodologies organized by steps in the restoration process (Figure 2 above). X indicates that this is the primary goal, utility or output of methodology.

	Major Steps in Restoration Process								
Methodology	**Watershed Restoration Goals**	**Assess Watershed Conditions**	**Limiting life stage**	**Problem ID/Rest. Opportunity**	**Select Rest. Tech.**	**Prioritization**	**Project Design**	**Monitor Effectiveness**	**Supporting information**
Fish-Habitat Models									
Capacity limiting factor model	X		X						
Life cycle model	X		X						
EDT						X			
Food Web Models					X				
Climate change models	X				X	X			
Assessment methods/techniques									
Current historic habitat conditions	X	X		X	X		X		
Riparian mapping/assessment	X	X		X	X				
Sediment budget/assessment	X	X		X	X		X		
Hydrology	X	X		X	X		X		
WQ/Nutrients	X	X		X	X				
Connectivity (e.g. barriers, revetments)	X	X		X	X				
Basinwide habitat assessments	X	X		X					
Reach assessments									
BOR		X		X			X		
2D							X		
HIS							X		
Monitoring programs									
Action/Project Effectiveness					X			X	
Intensively Monitored Watersheds								X	X
Habitat status and trend									X
Spawner surveys (S&T)									X
Juvenile surveys (S&T)									X
Smolt trapping (S&T)									X

Discussion Memo

December 1, 2015

Subject: Science Integration Strategy

The UCSRB is proposing a strategy to leverage existing scientific tools and data to improve our process for prioritizing recovery actions. Seven years ago, planning implementation efforts lacked a cohesive, focused direction. The UCSRB focused project implementation planning efforts on biological priority areas informed by available information and current investments. A similar regional effort in planning, collaboration, and coordination on RM&E needs could result in greater returns on those necessary investments.

Since 2007, when the Upper Columbia Salmon and Steelhead Recovery Plan was adopted, an average of 28 habitat projects has been implemented each year. This represents a significant investment in resources going toward habitat improvement. The development, design, and implementation of these projects relies on accurate, timely, and relevant information of fish and habitat within a tributary and project area to ensure the maximum biological benefit and efficient use of resources. In our region and others, the prioritization of projects is based on working assumptions that cannot easily be tested with monitoring data. As an organization invested in a process that requires timely, accurate information to achieve our goal of recovery we believe strongly in advocating for better integration between science and implementation. In order for information to be most useful it must be collaboratively developed and readily available in a variety of formats for a variety of different audiences.

Current monitoring in the Upper Columbia has been guided through the Regional Technical Team, and is generally productive, efficient, and scientifically-sound. However, much of the data collected is not used in recovery implementation and additional planning and tool development is needed for adaptively managing future investments in monitoring and research. Continually updating the science and information is critical to identifying, prioritizing, designing and implementing projects and to understanding our ability to meet habitat restoration and protection goals and objectives at a variety of scales from the project scale to the population scale.

The challenge with integrating science into implementation stems from the different goals, metrics, temporal and spatial scales, and communication strategies used in each area of expertise. Overall, there has been no incentive or investment among these two independent

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groups to link monitoring and implementation programs, and a lack of effective communication models further exacerbate the issue. We recognize that with limited resources and time we need to identify a strategy that is both time-sensitive and cost-effective. We also recognize that although our region is unique in the amount of data available and the amount of restoration occurring we are NOT unique in the need for better science integration. Therefore developing a general strategy that can be applied in a variety of different situations would be useful beyond the Upper Columbia.

The goal of this strategy is **to develop tools to consume regional monitoring data that can be employed in recovery implementation.** The strategy for connecting data to information is the use of models that are connected to decision support tools that can be employed by recovery implementers. The tools could be used to answer important questions related to key data gaps such as survival bottlenecks, ecological concerns, life history pathways, project effectiveness, and design guidelines. They would allow managers to run scenarios of different decisions and evaluate the effects on listed species and habitat. Having these tools in place further accelerates our identification and tracking of biological priorities across the region in real-time

Proposed Strategy

1. Systems mapping

The first step in our proposed strategy for better science integration is to complete a systems mapping exercise for RM&E and recovery implementation. This strategic process helps us understand the players involved in the processes and connect their various needs and resources through pathways for communication. Systems mapping is a useful method for both planning and evaluating efforts that aim to change systems –that is, how people and organizations relate. When used for planning, this approach involves first visually mapping the system of interest and then identifying which parts and relationships are needing to change, and how. This process can occur in various ways from key informant interviews or other forms of data collection to a facilitated group process. The key audiences of our science integration strategy are regional recovery boards and other watershed groups, fish and habitat managers and planners, monitoring entities, expert panels, tribes, state and federal agencies, and sponsors and project implementers. These groups would be mapped to information needs and resources, available data and tools.

2. Analysis and Modeling Tool Development

Once a map of information needs, data resources, data gaps, and information pathways is generated the next step is to develop tools for analyzing data and making it useful for decision-makers. Recovery practitioners generally lack the time and expertise to take data and apply it effectively to their decision making process without the help of a tool. Models help translate available data into the appropriate scale, metrics, and language useful for the respective decision. Models that are dynamically linked to data resources provide a cost-effective way of providing up-to-date information with the best-available data. This allows managers to adapt to changing conditions as reflected by actual data. A critical step in

model development is the formation of a technical advisory group that can help shape and parameterize the model.

3. Decision-Support Tool Development

A critical step in this strategy is the development of a decision support tool that allows user groups access to the model and its outputs in a dynamic setting. A user-friendly interface tool allows decision-makers and other stakeholders to use available model information to identify potential actions that can contribute to recovery. It also allows them to evaluate recovery actions and develop alternatives through scenario building. A decision support tool could also allow users to evaluate potential restoration under a variety of future scenarios of climate and land use. Continuation of the technical advisory group involvement in the development of the decision-support tool helps ensure the tool will be relevant and applicable to the target audiences.

4. Integration into existing processes

The Upper Columbia has robust processes for prioritizing and implementing recovery actions and the final step in this strategy would be to integrate scientific information into these processes through a variety of measures.