

PROPOSED Salmon Recovery Funding Board Meeting Agenda

December 4-5 2013

Natural Resources Building, Room 172, Olympia, WA 98504

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.

You also may submit written comments to the Board by mailing them to the RCO, attn: Stephanie Fudurich at the address above or at stephanie.fudurich@rcow.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.

DECEMBER 4

OPENING AND WELCOME

9:00 a.m.	Call to Order	<i>Chair</i>
	<ul style="list-style-type: none">Determine QuorumReview and Approve Agenda (<i>Decision</i>)Approve October Meeting Minutes (<i>Decision</i>)	
	Service Recognition: Josh Brown	<i>Chair</i>
	Approve Service Resolution #2013-03	

MANAGEMENT AND PARTNER REPORTS (Briefings)

9:10 a.m.	1. Management Report	
	A. Director's Report	<i>Kaleen Cottingham</i>
	<ul style="list-style-type: none">Staff changes at RCOLegislative and Policy UpdatesPerformance Update (written only)	<i>Nona Snell</i>
	B. Financial Report	
9:30 a.m.	2. Salmon Recovery Management Report	<i>Brian Abbott</i>
	<ul style="list-style-type: none">Communication plan update	<i>Tara Galuska</i>
9:45 a.m.	3. Reports from Partners	
	A. Council of Regions Report	<i>Jeff Breckel</i>
	B. Lead Entity Advisory Group Report	<i>Darcy Batura</i>
	C. Regional Fisheries Enhancement Groups	<i>Lance Winecka</i>
	D. Board Roundtable: Other Agency Updates	<i>SFRB Agency Representatives</i>

General Public Comment: Please limit comments to 3 minutes

Decisions

10:00 a.m.	4. 2013 Grant Round A. Overview B. Slideshow of featured projects proposed for funding C. Review Panel Comments	<i>Tara Galuska Grant Managers Review Panel Chair</i>
11:00 a.m.	BREAK	
11:15 a.m.	4. 2013 Grant Round, continued D. Regional Area Comment Period to Discuss Project Selection and Projects of Concern (Optional, maximum 10 minutes per region) <ul style="list-style-type: none">• Hood Canal Coordinating Council• Lower Columbia Fish Recovery Board• Northeast Washington• Puget Sound Partnership• Snake River Salmon Recovery Board• Upper Columbia Salmon Recovery Board• Washington Coast Sustainable Salmon Partnership• Yakima Basin Fish and Wildlife Recovery Board E. Public Comment on Grant Funding and Projects: Please limit comments to 3 minutes	<i>Scott Brewer Jeff Breckel Joe Maroney Jeanette Dorner Steve Martin Derek Van Marter Miles Batchelder Alex Conley</i>
12:30 p.m.	LUNCH	
1:30 p.m.	4. 2013 Grant Round, continued F. Board Funding Decisions <ul style="list-style-type: none">• Hood Canal Coordinating Council• Lower Columbia Fish Recovery Board• Northeast Washington• Puget Sound Partnership• Snake River Salmon Recovery Board• Upper Columbia Salmon Recovery Board• Washington Coast Sustainable Salmon Partnership• Yakima Basin Fish and Wildlife Recovery Board	
Briefings		
1:45 p.m.	5. Manual 18 Updates Proposed for 2014 A. Manual 18 Policy Changes: Riparian Buffers	<i>Tara Galuska Leslie Connelly</i>
2:30 p.m.	BREAK	
2:45 p.m.	6. Appeal of Review Panel Decision: Whidbey Camano Land Trust, Dugallia Heights Lagoon Restoration, RCO Project 11-1290	<i>Marc Duboisiki</i>
3:30 p.m.	7. Overview of the Estuary and Salmon Restoration Program (ESRP) and projects	<i>Betsy Lyons Mike Ramsey</i>
4:15 p.m.	ADJOURN FOR THE DAY	
DECEMBER 5		

OPENING AND WELCOME

9:00 a.m.	Call to Order	<i>Chair</i>
	<ul style="list-style-type: none">Determine Quorum	

Decisions

9:05 a.m.	8. Assessment and Proposed Recommendations for the Board's New Monitoring Strategy	<i>Brian Abbott Keith Dublanica Stillwater Sciences</i>
	<ul style="list-style-type: none">Stillwater Sciences – Recommendations for improvements	
10:30 a.m.	9. Request by Department of Fish and Wildlife to Use Returned Funds for Fish-in/Fish-Out Monitoring	<i>Erik Neatherlin</i>
11:00 a.m.	BREAK	

Briefing

11:15 a.m.	10. Salish Sea Marine Survival Research Project	<i>Long Live the Kings</i>
12:00 p.m.	ADJOURN	

LEAG Officers

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

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

Cheryl Baumann, Past Chair
N.Olympic Lead Entity for Salmon

John Foltz
Klickitat County Lead Entity

Rich Osborne
N. Pacific Coast & Quinault
Indian Nation Lead Entities

Nick Bean
Kalispell-Pend Oreille Lead Entity

Dawn Pucci
Island County Lead Entity

Jason Mulvihill-Kuntz
Lake Washington, Cedar,
Sammamish Watershed (WRIA 8)
Lead Entity

Members

Todd Andersen
Kalispell-Pend Oreille Lead Entity

Jane Atha
Chehalis Basin Lead Entity

Jeff Breckel
Lower Columbia Lead Entity

Scott Brewer
Hood Canal Lead Entity

Richard Brocksmith
Skagit Watershed Council

Ann Bylin
Co-Lead for the Stillaguamish
Watershed Lead Entity

Kim Gridley
Nisqually Lead Entity

Joy Juelson
Upper Columbia Salmon
Recovery

Steve Martin
Snake River Lead Entity

Mike Nordin
Pacific County Lead Entity

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

Kathy Peters
Westsound Watershed Council

Becky Peterson
WRIA 1 Salmon Recovery Board

Barbara Rosenkotter
San Juan Lead Entity

Lisa Spurrier
Pierce County Lead Entity

Pat Stevenson
Stillaguamish Tribe Lead Entity

LEAD ENTITY ADVISORY GROUP

Community-Based Salmon Recovery



November 20, 2013

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,

We are happy to report that the Lead Entity Advisory Group (LEAG) has been busy since the last SRFB meeting. A main area of focus was the Regional Area Project Meetings. As you know, there were 32 Projects of Concerns (POC) out of 181 projects submitted statewide (roughly 16%). The priority of these meetings is to address the 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 POC, 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.

LEAG Fundraising

Our membership met on October 1st to discuss our fundraising options and to develop short-term and long-term strategy for moving forward:

Short-Term:

- Maintain current funding sources;
- Expand/grow the pot of funding;
- Look at structure options;
- Continue to support the Washington Way;
- Stay involved with GSRO/WDFW in a legislative strategy

Long-Term:

- Continue to implement the Washington Way;
- Continue to refine messaging

LEAG will continue this conversation and hopes to collaborate on innovative funding solutions with our partners.

LEAD ENTITY ADVISORY GROUP



Community-Based Salmon Recovery

LEAG Outreach & Communication

LEAG is collaborating with the Council of Regions on their effort to improve and strengthen communications with restoration partners, elected officials, and the public. Responses to the RFQQ are due on Nov 22, and LEAG representatives will assist with the evaluation of contractor qualifications.

LEAG has submitted a letter to our Legislative and Congressional delegation thanking them for their support of PCSRF funding and reminding them of the value of Lead Entities and salmon recovery in terms of economic importance, cultural significance, and ecological gain. Copies of the Lead Entity directory accompanied the letter. Some of these have been mailed and many will be hand delivered during our LEAG Legislative Outreach Day.

Statewide Lead Entity News and Updates

LEAG Welcomes New Lead Entity Staff:

- Todd Andersen, Kalispell-Pend Oreille Lead Entity
- Jane Atha, Chehalis Basin Lead Entity
- Scott Brewer, Hood Canal Lead Entity (Interim)
- Jason Wilkenson, Lake Washington, Cedar, Sammamish Watershed (WRIA 8) Lead Entity

Richard Brocksmith in a New Position

- LEAG welcomes and congratulates Richard Brocksmith in his new position as the Executive Director and Lead Entity Coordinator for the Skagit Watershed Council. Richard reports that the SWC is excited to take a fresh look at recovery of Skagit River salmon and trout and how they continue to grow their list of partner organizations!

Lead Entity Hiring Underway

- Snake River is in the process of hiring a new Lead Entity Coordinator.

Upper Columbia - Monumental Lower White Pine Project Almost Complete!

"Fish Nirvana" is the term one fish biologist used to describe the habitat opened up on Nason Creek, 120 years after railroad tracks cut off 2 miles of its historic channel. The creek has been reconnected to 152 acres of wetland, 5 mountain streams, and critical juvenile rearing habitat for endangered spring Chinook and threatened steelhead. A few highlights:

- The entire project was done with regular train traffic during available work windows. Over 20 cargo and passenger trains ply the track daily.
- Over the past two months, a new bridge was constructed on top of 16 steel piles driven over 200 feet deep by Burlington Northern Santa Fe (BNSF) crews, replacing a section of the Chicago-Seattle main line.
- Hurst Excavation, under contract with Chelan County, removed 2300 cubic yards of railroad grade under the tracks that previously blocked fish from the oxbow.
- This ambitious project was completed by Chelan County and BNSF Railway with \$4 million provided by the US Bureau of Reclamation, WA Salmon Recovery Funding Board, and UCSRB programmatic funds from the Bonneville Power Administration, and in cooperation with over 70 landowners.
- The project took over six years to complete and involved numerous partner agencies, and extensive design, engineering and construction review.
- See link to a recent article about this project in the [Wenatchee World](#).

LEAD ENTITY ADVISORY GROUP



Community-Based Salmon Recovery

WRIA 13: Deschutes Salmon Habitat Recovery Lead Entity - Mission Creek Estuary Restoration

After over a decade of meetings and preparation, the estuary on this Budd Inlet watershed has been reconnected to Puget Sound. Sponsored by the Port of Olympia, this high-profile site is contained within the City of Olympia's Priest Point Park is within close proximity to downtown Olympia. With help from the Squaxin Island Tribe, the South Puget Sound Salmon Enhancement Group (SPSSEG) was able to bring together funds from the Port of Olympia and federal PCSRF through the WRIA 13 Lead Entity process in 2011. A ribbon cutting and tour was held in October, attended by numerous local community members, stakeholders, and elected leaders to celebrate the completion of this barrier removal and estuary restoration. "This project was a great opportunity to work with the local community to remove a barrier and restore estuary function in a relatively intact watershed without needing to put anything back in its place," said Lance Winecka, Executive Director of the South Puget Sound Salmon Enhancement Group. The WRIA 13 Salmon Habitat Recovery Lead Entity is excited to have partnered and supported this project that demonstrates scientifically sound best practices on public property. The Port of Olympia and City of Olympia are setting an example of good land stewardship. Coupled with the bulkhead removal updrift also within the Park earlier this summer, the story of salmon recovery is being conveyed in a very compelling manner by these partners.



On behalf of LEAG, I thank you for your continued support,

A handwritten signature in blue ink, appearing to read "D. Batura".

Darcy Batura
Yakima Basin Lead Entity Coordinator & Lead Entity Advisory Group Chair

**Washington Council of Salmon Recovery Regions
Report to the Salmon Recovery Funding Board
December 2013**

The directors met twice in October. The focus of the first meeting was to share region-based information for updating the State of the Salmon website next year. Each region presented an overview of their recovery plan goals and the methods they use to track progress. At the end of the day it was agreed that each region's uniqueness and planning complexities will make it challenging to report on a statewide level. Next month GSRO will begin meeting with each region individually to discuss specific metrics.

The second meeting focused on the communication and outreach strategy, the SRFB monitoring assessment and funding matters.

COR COMMUNICATION AND OUTREACH STRATEGY

The directors reviewed the overall work plan and schedule. The RFQQ has been published and the work group will evaluate the proposals on December 3. The directors agreed on the following goals to help guide the strategy development:

- 1) To craft high-level key messages for sustaining and recovering ESA-listed salmon and steelhead that everyone can use or tailor to their specific area (this should include business and economic relationships);
- 2) Identify ways to effectively deliver the messages; and
- 3) Develop a 3-year workplan, with quarterly milestones to implement in the future.

General agreement on the work group composition was finalized. In addition to GSRO and the regional directors, representatives from the SRFB, LEAD, PSP, WDFW and RCO have been invited. It was agreed that the consultant will interview each region individually so that additional stakeholders could be included at the interviews.

MONITORING STRATEGY

The directors reviewed the draft Stillwater report and agreed to submit a letter of comment to GSRO. Generally, they agreed the report failed to give adequate consideration to monitoring needs at the ESU or recovery region level. While coordination on monitoring methods and protocols and data management sharing on a statewide or multiple agency basis is appropriate, on-the-ground monitoring activities for salmon recovery occur on an ESU or recovery region level, not on a statewide level. The regions have developed research, monitoring and evaluation plans which identify key management questions and associated monitoring needs, approaches, and priorities. The directors believe that SRFB monitoring activities should be consistent and/or coordinated with regional monitoring programs to ensure maximum benefit for both SRFB and regional monitoring needs.

MANUAL 18 AMENDMENTS

In preparation for the 2014 grant round, the directors offered recommendations for revising Manual 18 including:

- Adding **monitoring as an eligible project type** for proposals that could be funded as part of a region's project list under the current allocation formula. It was also recommended that these proposals should only be sponsored by a regional organization or in partnership with a regional organization.
- **Stewardship of riparian projects as eligible project type** – the directors agreed that this was a good start however, in future years it was recommended that the SRFB consider stewardship for all project types.
- Revising **Appendix N, Regional Area Summary Information** – the directors agreed that using the SRFB December report template was helpful and recommends revising appendix N to require regions to submit the previous year's template in Track Changes format.

2014 FUNDING OUTLOOK

Early next year the directors will begin preparing recommendations for the April 2014 SRFB meeting. They asked that GSRO keep them informed on the development of the state's PCSRF application to NOAA. There remains confusion regarding NOAA's guidance and the priority categories. Given that PCSRF funding may drop below \$20 million for the State, it may be necessary for RCO, DFW and NWIFC to revise their proposals. Concerns were expressed that decisions among the agencies were being made without consulting the regions. The directors hope they might be able participate in the discussions.

UNEXPENDED REGIONAL CAPACITY FUND

It is not uncommon for a regional organization to have an unexpended fund balance at the end of its contract period due to unforeseen delays or transitioning staff. The directors suggested adding a section in Manual 19 by increasing the period of performance to 26 months. The flexibility will allow overlapping contracts so regions could make use of potential surplus. Funds would be used on tasks listed in their current contract or request an amendment to add a new task.

Salmon Recovery Funding Board Briefing Memo

Meeting Date: December 2013
Title: 2013 Grant Round Overview
Prepared By: Tara Galuska, Salmon Recovery Section Manager

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

The Salmon Recovery Funding Board will be asked to approve funding tables at the December meeting. The 2013 Grant Round Funding Report provides background on the process for identifying and evaluating the projects under consideration.

Board Action Requested

This item will be a:

<input checked="" type="checkbox"/>	Request for Decision
<input type="checkbox"/>	Request for Direction
<input type="checkbox"/>	Briefing

Proposed Motion Language

Motions will be presented to the board at the December meeting.

Background

The 2013 Grant Round Funding Report, which was released on November 20, is included with this memo for review by Salmon Recovery Funding Board (board) members.

This report consolidates into one place the project selection process work of the lead entities, regions and review panel. It serves as the basis for the board's funding decisions. The projects under consideration are listed in the Funding Table as Attachment 5 to the report. Applicants submitted their projects for board consideration through the application process described in Salmon Recovery Grants Manual #18, Section 3. This report summarizes information that the regional organizations and lead entities submitted to the Recreation and Conservation Office (RCO) regarding their local funding processes. The report also accounts for the work completed by the board's review panel and provides the panel's collective observations and recommendations on the funding cycle.

The report is structured in three main parts:

- Introduction and overview of the 2013 grant round;

- Discussion of the Review Panel and their findings;
- Region-by-region summary of local project selection processes.

Project Approval

The board will consider each region's list of projects in the funding table at its meeting on December 4, 2013, and will make funding decisions by regional area. The projects are listed in Attachment 5 of the funding Report and hard-copies of the final funding tables will be provided to the board at the meeting. Each region will also have ten minutes at the board meeting to discuss the project selection process. The staff will highlight some of the outstanding projects on the various lists.

The board set a target funding amount of \$18 million, based on known and anticipated state and federal funds. The PCSRF grant award, combined with returned funds and other available funds, make an \$18 million grant cycle possible. The proposed regional allocations in the funding tables reflect that funding target. Each regional area and corresponding lead entities prepared its list of projects with the available funding in mind. Several lead entities also identified "alternate" projects on their list. These projects must go through the entire lead entity, region, and board review process. Project alternates within a lead entity list may be funded only within one year from the original board funding decision, and only if another project on the funded portion of the list is not able to be completed.

The board also will be awarding 2013-2015 Puget Sound Acquisition and Restoration (PSAR) funding. The state 2013-2015 Capital Budget included \$70 million to accelerate implementation of the *Puget Sound Salmon Recovery Plan*. The budget included two components with two different processes for allocating funds: \$30 million was allocated by formula to watersheds to advance projects that ensure every watershed in Puget Sound is making significant progress and \$40 million was allocated to a large, capital project list that was prioritized by the Puget Sound Recovery Council using criteria for ranking pre-proposals. Thirteen Puget Sound Acquisition and Restoration projects, including four large capital projects, utilized an early action approach and were funded at the August and October Board meetings. The board approved \$10,504, 541 Puget Sound Acquisition and Restoration funding utilizing this early action approach. All projects proposed have gone through the full review process outlined in Manual 18. The board is distributing these funds in coordination with the Puget Sound Partnership. The full amount will not be allocated at this meeting, as two of the large capital projects will be sequenced, and some Lead Entities are not allocating their full PSAR amount.

Attachments

The funding report is available on the web at www.rco.wa.gov/documents/salmon/eval_results/2013SRFBFundingReport.pdf

Salmon Recovery Funding Board Briefing Memo

Meeting Date: December 2013

Title: Discussion with Review Panel Chair of 2013 Observations and Recommendations

Prepared By: Tara Galuska, Salmon Recovery Section Manager
Kelley Jorgensen, Review Panel Chair

Approved by the Director:

Summary

The chair of the Salmon Recovery Funding Board Technical Review Panel (review panel) will present five topics of interest for discussion with the board at the December meeting. This memo provides a brief overview of the topics.

Board Action Requested

This item will be a:

<input type="checkbox"/>	Request for Decision
<input checked="" type="checkbox"/>	Request for Direction
<input type="checkbox"/>	Briefing

Background

The Recreation and Conservation Office (RCO) wants to ensure the review panel remains an independent body that can provide their insight on projects, grant round processes, and needed improvements to the Salmon Recovery Funding Board (board). In 2012, in order to improve the grant making process RCO decided to select a chairperson who would be responsible for providing direct feedback to the board, instead of using staff to provide that feedback.

The review panel chair and panel members will present several topics of interest to the board. The review panel is also requesting direction on several unique types of projects. Based on discussion with the board, the review panel will work with staff to refine policies in Manual 18 for future grant rounds.

Review Panel Topics of Interest

Process Based Restoration: This year the review panel saw several examples of projects that had opportunities for a more process-based restoration approach but chose instead to implement something else. These projects did not have strong justification for not pursuing the more sustainable process-based approach. The review panel understands that compromise is sometimes necessary in highly constrained reaches. The compromise is sometimes a tradeoff between buying time for species at serious biological risk through engineering replacement habitat features that provide limited habitat functions, and restoring habitat forming processes on a watershed or reach scale. The review panel would like to recommend that the board consider stronger encouragement for lead entities and regions to make a more proactive and coordinated effort to acquire enough land at some sites so that a more process-based approach is feasible.

Data gaps: Another issue is that of projects proposed to fill data gaps that lean more towards addressing research issues than leading to protection or restoration projects. The panel interprets the four data gap-filling criteria from Manual 18 rather strictly. Those criteria are as follows:

Eligible Projects:

Filling a data gap that is identified as a high priority (as opposed to a medium or low priority) in a regional salmon recovery plan or lead entity strategy. All of the following must apply:

1. The data gap clearly limits subsequent project identification or development.
2. The regional organization or lead entity and applicant can demonstrate how it fits in the larger context, such as its fit with a regional recovery-related, scientific research agenda or work plan, and how it will address the identified high priority data void.
3. The region and applicant can demonstrate why SRFB funds are necessary, rather than other sources of funding.
4. The results must be designed to clearly determine criteria and options for subsequent projects and show the schedule for implementing such projects, if funded.

Currently there is not a good mechanism for funding proposals aimed at filling data gaps if the proposal doesn't clearly meet the four criteria above and if it doesn't directly lead to projects. A related problem is the lag time for updates to recovery plan chapters that identified a data gap. It may be that there has been data to fill those gaps, but the sponsors aren't aware of it. The review panel would like board direction on proposals for funding data gaps. The review panel recommends that if the board wants to fund high priority research projects to fill data gaps,

then the criteria needs to be expanded to allow for more flexibility. The other option is to leave the criteria as is, and those research projects that do not directly lead to projects will continue to receive "project of concern" status. This would allow the board to make case-by-case decisions during the funding meeting. The risk to the sponsor would be the loss of the funding if the board says no. If the board wants to be more flexible on this, then the staff and the panel can develop revised criteria.

Program vs. Project: Evaluation and eligibility criteria have been developed with a strong bias towards funding projects as opposed to funding on-going programs. The review panel continues to see proposals for "projects" that are truly programs seeking funding for on-going activities. The review panel acknowledges that it is difficult to find other sources of grant funding for activities that are part of an on-going program, even if that work is critical to salmon recovery. Projects that are more programmatic in nature, like knotweed eradication on a watershed scale and riparian stewardship, have been dealt with by adding additional review criteria in Manual 18 specific to those programmatic areas. The emerging area needing more guidance is for nutrient enhancement projects. To date, only a handful of nutrient enhancement projects have been funded by the board. One recommendation for board consideration is to only approve nutrient enhancement projects in areas where Intensively Monitored Watershed (IMW) programs or other funded monitoring programs are in place to provide long term funding of monitoring. Another option would be to ask the staff and panel to recommend additional review criteria to address programmatic nutrient enhancement projects.

Lessons Learned: The review panel sees a clear need for analysis of all the monitoring data SRFB has paid to collect to date in order to connect the dots between what's working, what's not, and what have we learned from our project implementation monitoring thus far. The analysis needs to result in some recommendations and be paired with a good communication strategy to get it into the hands of sponsors, lead entities and project reviewers around the state that make recommendations for project funding at the local and state level. This is consistent with the recommendations in the Stillwater monitoring report. The board needs to decide whether the review panel plays a role in implementing the Stillwater recommendations.

Sea-Level Rise Analysis: A new project element we have seen added to assessment or planning projects is related to long-range planning and modeling for sea level rise impacts on estuarine habitats. Questions have arisen about how precise the modeling resolution should be and how well does this tool fit SRFB review criteria. The review panel recommends that staff set the planning horizon for sea level rise to be year 2050. This is somewhat arbitrary, but at least it sets limits on things like engineering design parameters for elevations of new setback dikes. An emerging issue for nearshore restoration projects is how much SRFB money should be spent to upgrade infrastructure that is impacted by the project (such as local dikes or levees) to account for sea level rise, as opposed to simply replacing it at the current design level of service. For example, does it make sense to construct new setback dikes to elevation 15 feet when all the surrounding dikes were constructed at elevation 13 feet? These are projects that are being handled on a case by case basis thus far.

Noteworthy Projects –Future and Current: This year’s project proposals resulted in few individual stand-alone noteworthy projects in part because large, impressive projects take multiple years of phased construction or implementation to accomplish. A number of past noteworthy projects were proposed for additional funding this year – leading to a potential future noteworthy project when they get fully completed. A few notable projects in that category include:

FUTURE POTENTIAL NOTEWORTHY PROJECTS

PROJECT	PHASE/STAGE	FUTURE NOTEWORTHY	LEAD ENTITY
13-1197 Smith Island Estuarine Restoration.	2 nd construction grant	Large Cap PSAR made \$4.1 million in funds possible	Snohomish
13-1169 Tolt River Conservation 2013	Land acquisition	Will restore watershed processes to flood-prone area	Snohomish
13-1463 McKenna Reach Ranch Protection	Land acquisition	Large Cap PSAR made \$3.5 million in fund possible	Nisqually
13-1401 Klickitat Floodplain Restoration Phase 5	5 th construction phase of 7 to reconnect miles of floodplain	Upon completion of last phase	Klickitat
13-1397 Rock Creek Conservation Easement Assessment	Conservation Easement Assessment	Will protect over 1000 acres with 21 miles of riparian habitat	Klickitat

This year’s noteworthy projects include a combination of two instream flow improvement projects in the Upper Columbia Region:

- **Chewuch River Permanent Instream Flow Project** ([#13-1336](#)). The project ranked #2 and will return 10 cfs of water back into the river during lower flows and stops the diversion of water in the late fall;
- **MVID Instream Flow Improvement Project** ([#13-1334](#)). This project ranked #4 and will help change the point of diversion for the irrigation system. It will also fund replacement well development and develop piping system on the east side of the Methow River. This project will require 70 to 90 wells and may need contingency money in case any wells do not produce sufficiently. The point of diversion would switch from the Twisp River to the Methow River and will allow for 11 cfs return flows in the Twisp River. The amount of instream gain to the Methow River is uncertain at this point.

Next Steps

Based on the board discussion and direction, staff will work with the Review Panel and stakeholders to clarify Manual 18 for future grant rounds. If additional policy work is needed, staff and the Review Panel chair will bring forward recommendations at the March 2014 Board meeting.

Salmon Recovery Funding Board Briefing Memo

Meeting Date: December 2013

Title: Manual 18 Changes for 2014 Grant Cycle: Administrative Changes and Minor Policy Clarifications

Prepared By: Tara Galuska, Salmon Recovery Section Manager

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

Recreation and Conservation Office (RCO) staff will summarize the administrative revisions to [Manual 18](#). These revisions incorporate comments submitted by lead entities in their semi-annual progress reports, suggestions from the board's technical review panel, and suggestions from board staff to update and clarify the manual.

Board Action Requested

This item will be a:

<input type="checkbox"/>	Request for Decision
<input type="checkbox"/>	Request for Direction
<input checked="" type="checkbox"/>	Briefing

Background

Manual 18 contains the instructions and policies needed to complete a grant application to the Salmon Recovery Funding Board (board) and to manage a project once funded.

Each December, Recreation and Conservation Office (RCO) staff recommends manual updates to the board for the next grant round. These revisions incorporate comments submitted by lead entities in their semi-annual progress reports, suggestions from the board's technical review panel, and clarifications and updates suggested by the staff.

The board is briefed on revisions in December so that lead entities and regions have a final version of the manual for developing their projects and processes at the start of the next grant round. The RCO director has authority to approve administrative changes and minor policy clarifications, but staff reviews them at the December meeting so that (a) the board is informed and (b) the changes are reviewed in an open public meeting. The board makes the more substantial policy decisions, which are then incorporated into Manual 18.

Manual 18 Changes Proposed for 2014 Grant Cycle

Administrative Updates and Policy Clarifications

Staff plans to make some administrative updates and policy clarifications – such as new contact information, new grant round timeline, and updated links – to the manual as noted in Attachment A.

Substantial Policy Changes

See Item 5A for proposed guidance on riparian buffer restoration.

Review Panel Recommendations

The Review Panel is not recommending any substantial policy changes at this board meeting. However, in Item 4C the Review Panel is requesting that the Board provide direction for future work on a few issues in Manual 18. The review panel has also identified several issues and trends in Item 4C which may need work for future grant rounds. Staff and the review panel will work together following board direction and bring any changes or additional information to the board at its March 2014 meeting.

The following issues were identified by the Review Panel:

- Is there a need to develop criteria for nutrient enhancement projects?
- Does the criteria for funding projects that fill data gaps need to be revised?

Note: The board is being asked to review Item 4C separately, as the review panel recommendations are not included in Attachment A.

Analysis

Changes of note to Manual 18 include:

- The 2014 grant round schedule has been updated (Attachment B). The schedule is similar to the one for the 2013 grant round and continues to drop one feedback loop between the review panel and sponsors for efficiency purposes.
- Stewardship projects have been added to the riparian category. To ensure the success of riparian habitat projects, applicants may propose stand-alone stewardship for previously installed riparian habitat projects. Sites may include previously funded SRFB projects or other similar riparian habitat planting sites.
- Clarifying language was added that if a sponsor received a planning or design grant from RCO, they must submit completed design deliverables, at a minimum preliminary designs, from that grant as part of the final application.

Opportunity for Stakeholder Comment

Staff has had informal discussions with many stakeholders about the proposed changes to the manual. We expect to receive additional comments from the Lead Entity Advisory Group and the Council of Regions. The public, including lead entities, regions, and project sponsors, will have another opportunity for comment on the proposed changes after the December 4-5 2013 board meeting.

Next Steps

Staff will highlight some of the proposed changes to Manual 18 at the December board meeting. Based on board discussion, staff will refine the proposals and share draft language with the public, including lead entities, regions and project sponsors, for their review and comment. The RCO director has authority to approve administrative changes and minor policy clarifications following final revisions. It is expected that the manual will be finalized in January or early February 2014.

Attachments

- A. Proposed Administrative Changes and Policy Clarifications
- B. 2014 Grant Schedule

Attachment A: Proposed Administrative Changes and Policy Clarifications.

Page	Section of Manual	Proposed Clarification	Notes/Issue Description
Schedule	Update timeline for 2014	Key points: <ul style="list-style-type: none"> • Application due date August 15 	Proposed schedule follows
Table of Contents	Table of Contents	Update Pages and Appendices	Administrative change
7	Section 1	Update staff contact list	Administrative change
14, 15, 22, 33	Section 2: Eligible Projects, Restoration	<ul style="list-style-type: none"> • Clarifying the language that if a sponsor received a planning or design grant from RCO, they must submit completed design deliverables, at a minimum preliminary designs, from that grant as part of the final application. 	Request from lead entity, Review Panel, and staff.
16	Section 2: Eligible Projects, Restoration	<p>Riparian Stewardship Projects</p> <ul style="list-style-type: none"> • To ensure the success of riparian habitat projects, applicants may propose stand-alone stewardship for previously installed riparian habitat projects. Sites may include previously funded SRFB projects or other similar riparian habitat planting sites. Eligible activities in stewardship projects may include managing invasive species, replacing unsuccessful plantings, supplementing the site with water, installing fences or other browse-protection methods. 	Request from lead entities, sponsors, Review Panel, and staff.
28-32, 37	Section 3: How to Apply/Materials to Submit	Clarify required draft and final application materials. Added language about online PRISM application wizard.	Administrative change
N/A	N/A, Project Proposals	Moved the three types of project proposals out of the main body of Manual 18 (Section 4) into their own appendices.	Administrative change
38	Section 4: SRFB Evaluation Process	SRFB Evaluation Process is now Section 4 due to moving of "Project Proposals" to the appendices.	Administrative change
42	Section 4: SRFB Evaluation Process	Clarify that if a project of concern is left on a Lead Entity's project list and a convincing case is not made to the SRFB at the funding meeting that the project merits funding, that dollar amount will not remain in the target allocation for the Lead Entity. If a lead entity withdraws a project of concern prior to the funding report	Policy in Funding Report Administrative change

Page	Section of Manual	Proposed Clarification	Notes/Issue Description
		deadline, then the next alternate(s) may be considered for funding.	
	Section 5: Lead Entity and Recovery Region Instructions	This will be changed to Section 5. Staff will review deliverables prior to finalizing Manual in January.	Administrative change
	Section 6: Managing your SRFB Grant	This will be changed to Section 6	Administrative change
	Appendices	The Appendices will be arranged in a new order by topic to make them easier to find and use.	Administrative change
	Appendix A – Salmon Recovery Contacts	Update Salmon Recovery Contacts	Administrative change
	Appendix C – Submitting Your Application	This section will be updated with any new Habitat Work Schedule information.	Administrative change
123	Appendix E - Evaluation Criteria	Clarify that regional and review panel discussion about Projects of Concerns happens at the Regional Area meetings or prior to the meetings.	Administrative change
128	Appendix G – SRFB Individual Comment Form	Make clarifications on the form to provide better instructions to the Review Panel	Administrative change
129-130	Appendix G-1 and G-2	Remove these Appendices from the Manual. The sponsor responses to comment forms will be moved to the Salmon Project Proposal, so there will only be one document to find information.	Request from sponsors, Review Panel, and staff.
148	Appendix P – Puget Sound Acquisition and Restoration Funds	Working with Puget Sound Partnership to update the Puget Sound Acquisition and Restoration Appendix. Project eligibility—took out bullets that allowed Puget Sound and Acquisition Funds to be used for projects outside of SRFB eligibility criteria. Took out Early Action schedule. This will come back next biennium.	Capital bond funds must be used to fund capital projects. There is no early action process needed for 2014 grant round.
142-147	Appendix N and O-Regional Area Summary Information and List	Working with GSRO and Regions on Appendix N and O. Will provide Regions templates for Regional Appendix N submittal.	Administrative change

Attachment B - 2014 Grant Schedule

Date	Phase	Description
January-June 30	Technical review (required)	RCO staff and review panel members meet with lead entities and grant applicants to discuss project ideas and visit sites. Requests for site visits are due to RCO by February 14, 2014. Site visits must be completed before June 30, 2014.
January-May 31	Project draft application materials due (required)	Projects are submitted through PRISM Online. Work with your lead entity to get a project number from the Habitat Work Schedule. Project sponsors enter draft application materials in PRISM Online for the SRFB Review Panel. This step should be completed as early as necessary to fit lead entities' schedules, and at least three weeks before the site visit. Complete draft application materials are required to secure a site visit by the review panel.
February-June	Application workshops (on request)	RCO staff offer application workshops or online meetings, on request, for lead entities. Lead entity coordinators shall schedule with the appropriate RCO grants manager.
February-June 30	SRFB review panel completes initial project comment forms	Two weeks after visiting projects, the review panel will provide comments to lead entities and grant applicants. The review panel's comments will specify in which sections of the proposal modifications should be made. Additional information needed from the sponsor will be clearly identified. Applicants must address review panel comments through revisions to the draft application (using the MS Word track changes feature).
August 1	OPTIONAL early application & lead entity submittal due date	Lead entities may choose an early submittal option of August 1. This will allow RCO staff more time to review applications, more time for sponsors to correct applications as needed, and more time for the review panel to do its work. Draft F1 or F2 forms are due from Lead Entities which submit early.
August 15	DUE DATE: Applications due Lead entity submittals due	Application materials, including attachments, must be submitted via PRISM Online by August 15. Draft F1 or F2 forms are due from Lead Entities. Lead entities without regional organizations must submit responses to the information questionnaire. (Appendices N and O)
August 18-29	RCO grants manager review	All applications are screened for completeness and eligibility. If applications are submitted to PRISM

Date	Phase	Description
		Online before August 18, RCO staff can make them available to the review panel earlier.
August 29	Application materials made available to review panel in SharePoint and Habitat Work Schedule	RCO staff forwards all application information to review panel members for evaluation.
September 5	DUE DATE: Regional submittal	Regional organizations submit their recommendations for funding, including alternate projects (only those they want the SRFB to consider funding), and responses to the information questionnaire (Appendices N and O).
September 22-25	SRFB review panel meeting	Review panel meets to discuss projects. The review panel will consider application materials and site visits to prepare comment forms and determine the status of each project.
October	SRFB review panel updates project comment forms	Within one week of the review panel meeting, the review panel will provide comments for lead entities and grant applicants. A status will be identified for all projects as either "Clear," "Conditioned," "Need More Information" (NMI), or "Project of Concern" (POC).
October 15	DUE DATE: Response to project comment forms	<p>Grant applicants with projects that are labeled Conditioned, NMI, or POC should provide a response to review panel comments through revisions to the project proposal attached in PRISM.</p> <p>If no response to comments is received from the grant applicant by this date, RCO will assume the project has been withdrawn for funding consideration.</p>
October 22	Review panel list of projects for regional area meeting	The review panel will review the response to comments and identify which projects have been cleared. It also will recommend a list of projects of concern to be presented at the regional area project meeting
October 27-30	Regional area project meetings	<p>Regional organizations, lead entities, and grant applicants present projects identified by the review panel.</p> <p>Regional presentation of strategies and/or recovery goals and objectives. Discuss list of projects and how they achieve these goals. Provide information on the following:</p> <ul style="list-style-type: none"> • Overview map of where all the projects are and the discussion of how they fit into the regional priorities. • Map of regional priority areas (and overlap with first item).

Date	Phase	Description
		<ul style="list-style-type: none"> • Present any third party reviews of project list and fit to recovery strategy. • Other funding sources significantly contributing to restoration in region and how it all fits together. • Any science on how they're doing – effectiveness. • Noteworthy considerations of other factors influencing recovery: hydropower, hatcheries, and harvest. • Challenges to implementation that they'd like to highlight.
November 6	Review panel finalizes project comment forms	The review panel will finalize comment forms by considering application materials, site visits, grant applicants' responses to comments, and presentations by the regions and during the regional area project meeting.
November 11	Lead entity submits signed copy of F1-F2 Form	Lead entities submit signed copies of their lead entity lists memorandum. The grant funding report will not incorporate any updates submitted after this date.
November 19	Final 2014 grant report made available for public review	The final funding recommendation report is available online for SRFB and public review.
December 3-4	Board funding meeting	Board awards grants. Public comment period available.

Salmon Recovery Funding Board Briefing Memo

Meeting Date: December 2013
Title: Manual 18 Policy Changes for 2014 Grant Cycle: Riparian Buffers
Prepared By: Leslie Connelly, Natural Resources Policy Specialist

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

This memo presents draft policy changes regarding riparian buffer requirements for funded projects. Pending further board direction, these proposed changes will be made available for public review and comment in December 2013 and January 2014. Staff will then summarize comments and present final recommendations to the board at its March meeting.

Board Action Requested

This item will be a:

<input type="checkbox"/>	Request for Decision
<input checked="" type="checkbox"/>	Request for Direction
<input type="checkbox"/>	Briefing

Background

In August, the National Marine Fisheries Service of the National Oceanic and Atmospheric Administration (NOAA Fisheries) contacted the Environmental Protection Agency (EPA) and Natural Resources Conservation Service (NRCS) to encourage adoption of minimum riparian buffer requirements for restoration projects funded in lower elevation agricultural landscapes.

NOAA Fisheries provided the sister federal agencies with minimum riparian buffer recommendations (Attachment A) to implement into voluntary financial assistance and grant programs. The recommendations are based mainly on soil types and the potential for vegetation growth at the restoration site. The recommendations are based upon work proposed but not adopted in the Agriculture, Fish and Water process in 2002 during initial phases of salmon recovery planning. NOAA Fisheries supports the 2002 work as a recommendation to use on an interim basis for minimum riparian buffer widths to protect water quality and aquatic conditions important for salmon. The recommendations apply to rivers, streams, and intertidal channels in lower elevation agricultural landscapes.

In response, the NRCS applied the recommendations, with certain revisions, to projects it funds through its Environmental Quality Incentives Program in the Puget Sound region. This voluntary program provides financial and technical assistance to agricultural producers for planning and implementing conservation practices that address natural resource concerns.

The EPA responded by requiring minimum riparian buffers for its programs and projects funded through the National Estuary Program. All lead implementing organizations in the program will be required to meet minimum buffers in their riparian restoration projects. Subsequently, the Washington State Department of Ecology (Ecology) revised its minimum riparian buffer requirements, based on set numerical standards for western and eastern Washington for projects that address nonpoint pollution and will apply these new requirements starting in 2014 (Attachment B). Ecology minimum riparian buffers are meant to protect and restore salmon fisheries and achieve water quality standards. The requirements apply to riparian restoration projects in any landscape setting.

In addition to the minimum riparian buffer recommendations from NOAA, the Stream Habitat Restoration Guidelines (SHRG) published by the Aquatic Habitat Guidelines Program provide recommendations for riparian buffer widths (Attachment C). The SHRG recommendations are based upon work developed in 1997. These recommendations are intended to maintain fully functional riparian habitat ecosystems and represent a best management practice for restoring buffers and are wider than the NOAA Fisheries recommended widths. Last year, members of the Aquatic Habitat Guidelines Program lead by Ecology and the Washington Department of Fish and Wildlife launched a review of the scientific literature to update the recommendations from 1997. They expect to have a draft scientific white paper available spring 2014 and final guidelines ready by summer 2015.

Analysis

RCO staff evaluated whether the board should require minimum riparian buffers for its riparian habitat restoration projects. Options considered included when, where and how to apply the guidelines.

After review of current practices, staff recommends the board adopt a policy that strongly encourages riparian restoration projects meet the buffer recommendations in the Stream Restoration Habitat Guidelines, but use the NOAA Fisheries riparian buffer recommendations as a minimum benchmark upon which to evaluate applications. The minimum riparian buffer threshold is not intended to reduce the riparian buffer width encouraged by the Stream Restoration Habitat Guidelines. As the NOAA Fisheries' recommendations are based upon soil type and potential site vegetation, staff also proposes to apply NOAA fisheries riparian buffer recommendations as minimum requirements to any riparian restoration project, regardless of location or landscape setting.

The technical review panel would continue to evaluate the riparian habitat projects. The technical review panel would evaluate riparian restoration projects based upon the Stream

Restoration Habitat Guidelines (preferred) and NOAA Fisheries (minimum). If the technical review panel found the riparian restoration application to be deficient in meeting the minimum riparian buffer recommendations established by NOAA Fisheries, the application would be flagged as a project of concern. The board would retain its discretion to fund the application at its regularly scheduled funding meeting.

Proposed Changes

There are three changes proposed to capture the riparian buffer recommendations. The changes are shown below as underlined text to the current language in Manual 18. These policy statements would be incorporated into Manual 18 and apply to the riparian habitat applications starting in 2014.

Change #1 - Eligible Projects Section (page 16) - *underlined text is the proposed change*

Riparian Habitat – includes freshwater, marine near-shore, and estuarine activities that will improve the riparian habitat outside of the ordinary high water mark or in wetlands. Activities may include planting native vegetation, managing invasive species, or controlling livestock, vehicle, and foot traffic within protected areas.

- Knotweed Control – Applicants proposing knotweed control as an element of their projects should answer the knotweed questions identified in the restoration proposal.
- Buffer Requirements - All riparian habitat projects must include the minimum riparian buffer widths as recommended by NOAA Fisheries (November 2012). Projects that do not include the minimum buffer recommendation may receive a project of concern rating from the technical review panel during evaluation. Exceptions to the minimum buffer requirement will only be allowed in cases where there is a scientific basis for doing so or there are physical constraints on an individual parcel (e.g., transportation corridors, structures, naturally occurring conditions).

Change #2 - Stream Habitat Restoration Guidelines Section (page 106) - *underlined text is the proposed change*

The Stream Habitat Restoration Guidelines are part of a series of guidance documents produced through the Aquatic Habitat Guidelines program with SRFB funding in early 2000. The Aquatic Habitat Guidelines program is a joint effort among state and federal agencies in Washington, including the Washington Departments of Ecology, Fish and Wildlife, Natural Resources, and Transportation; the Washington State Recreation and Conservation Office (SRFB); Puget Sound Partnership; the U.S. Fish and Wildlife Service; and the U.S. Army Corps of Engineers. The aquatic habitat guidelines do not replace existing regulatory requirements, though they are designed in part as technical guidance supporting regulatory streamlining and grant application review for stream restoration proposals.

RCO highly recommends that project sponsors review the Stream Habitat Restoration Guidelines (2012) online at wdfw.wa.gov/conservation/habitat/planning/ahg/. The purpose of the guidelines is to promote process-based natural stream restoration. Project sponsors are strongly encouraged to design riparian habitat projects to include the riparian habitat buffer recommendations in the Stream Restoration Habitat Guidelines. At a minimum, however, riparian habitat projects must include minimum riparian buffer widths as recommended by NOAA Fisheries (November 2012).

In developing your SRFB application, RCO highly recommends you consult Chapters 4 and 5 of the Stream Habitat Restoration Guidelines. Chapter 4 provides guidance to sponsors in developing their goals and objectives for their restoration projects as well as their restoration strategies. Chapter 5 provides guidance on designing and implementing restoration techniques.

Change #3 - SRFB Review Panel Evaluation Criteria (page 124) - *underlined text is the proposed change*

For acquisition and restoration projects, the panel will determine that a project is not technically sound and cannot be significantly improved if:

1. It is unclear there is a problem to salmonids the project is addressing. For acquisition projects, this criterion relates to the lack of a clear threat if the property is not acquired.
2. Information provided, or current understanding of the system, is not sufficient to determine the need for, or the benefit of, the project.
 - a. Incomplete application or proposal.
 - b. Project goal or objectives not clearly stated; or do not address salmon habitat protection or restoration.
 - c. Project sponsor has not responded to review panel comments.
 - d. Acquisition parcel prioritization (for multi-site proposals) is not provided or the prioritization does not meet the projects goal or objectives.
3. The project is dependent on other key conditions or processes being addressed first.
4. The project has a high cost relative to the anticipated benefits and the project sponsor has failed to justify the costs to the satisfaction of the review panel.
5. The project does not account for the conditions or processes in the watershed.
6. The project may be in the wrong sequence with other habitat protection, assessments, or restoration actions in the watershed.
7. The project does not work towards restoring natural watershed processes, or prohibits natural processes.
8. It is unclear how the project will achieve its stated goals or objectives.
9. It is unlikely that the project will achieve its stated goals or objectives.
10. There is low potential for threat to habitat conditions if the project is not completed.
11. The project design is not adequate or the project is sited improperly.

12. The stewardship description is insufficient or there is inadequate commitment to stewardship and maintenance and this likely would jeopardize the project's success.
13. The main focus is on supplying a secondary need, such as education, stream bank stabilization to protect property, or water supply.
14. The design for a riparian habitat project does not include minimum riparian buffers as recommended by NOAA Fisheries (November 2012).

Next Steps

Pending board direction, RCO staff will post the proposed policy changes on its Web site for public review and comment. Staff will review public comments received, respond to comments, and summarize them for the board's consideration. Staff will prepare a final recommendation and present it at the board's March 2014 meeting. Any changes approved in March would apply to grants starting in 2014.

Attachments

- A. NOAA Fisheries Interim Riparian Buffer Recommendations for Streams in Puget Sound Agricultural Landscapes
- B. Minimum Buffer Requirements for Surface Waters for Grants Awarded through the Washington Department of Ecology for Nonpoint Source Pollution
- C. Recommended Riparian Habitat Area Widths from the Stream Habitat Restoration Guidelines

Attachment A

NOAA Fisheries Interim Riparian Buffer Recommendations for Streams in Puget Sound Agricultural Landscapes (November 2012)

Channel Type	Habitat Functions	Composition	Buffer Width
Class I Constructed ditches; small non-fish bearing streams	Water quality protection; shade; sediment filtration	Grasses, trees or shrubs; may only need woody vegetation on one side of channel	As wide as necessary to meet water quality standards; can be determined by NRCS Field Office Technical Guide
Class II Fish bearing streams; natural and modified natural watercourses that are incised and cannot move	Water quality; LWD for cover, complexity; litter fall; shade	Site potential vegetation; trees where they will grow	2/3 Site potential tree height; 50 ft. minimum to 180 ft. maximum
Class III Fish bearing; natural unconfined channels	Same as above, but structural LWD essential	Same as above	3/4 Site potential tree height
Class IV fish bearing streams confined by dikes or other hardened man- made feature	Water quality; complex cover; litter fall; shade	Trees and shrubs	Face of levee, from top of dike to ordinary high water mark
Class V Fish bearing intertidal and estuarine streams and channels	Water quality; food inputs; habitat complexity	Site potential vegetation (salt- tolerant sedges, shrubs, trees)	35-75 ft.; varies according to adjacent land use

Attachment B

Minimum Buffer Requirements for surface waters for grants awarded through the Washington State Department of Ecology for Nonpoint Source Pollution (October 2013)

Category	Functions	Minimum Buffer Width West of Cascades	Minimum Buffer Width East of Cascades
A. Constructed Ditches, Intermittent Streams and Ephemeral Streams that are not identified as being accessed and were historically not accessed by anadromous or Endangered Species Act (ESA) listed fish species	Water quality, shade, source control and delivery reduction.	35' minimum	35' minimum
B. Perennial waters that are not identified as being accessed and were historically not accessed by anadromous or ESA listed fish species	Water quality, shade, source control and delivery reduction.	50' minimum	50' minimum
C. Perennial, intermittent and ephemeral waters that are identified as being accessed or were historically accessed by anadromous or ESA listed fish species	Water quality, large wood debris for cover, complexity and shade and microclimate cooling, source control and delivery reduction.	100' minimum	75' minimum
D. Intertidal and estuarine streams and channels that are identified as being accessed or were historically accessed by anadromous or ESA listed fish species	Water quality, habitat complexity	35'-75' minimum, or more as necessary to meet water quality standards	N/A

Attachment C

Recommended Riparian Habitat Area Widths Stream Habitat Restoration Guidelines (2012)

Stream Type	Recommended Riparian Habitat Area Width (feet)
Types 1 and 2 streams (Shorelines of the State and channels with widths greater than 20 feet)	250
Type 3 streams or other perennial or fish bearing streams that are five to 20 feet wide	200
Type 3 streams or other perennial or fish bearing streams that are less than five feet wide	150
Types 4 and 5 streams or intermittent streams with low mass wasting potential	150
Types 4 and 5 streams or intermittent streams with high mass wasting potentials	225

Salmon Recovery Funding Board Briefing Memo

Meeting Date: December 2013
Title: Appeal of Review Panel Decision (Dugualla Heights Lagoon Restoration)
Prepared By: Marc Duboiski & Mike Ramsey, Salmon Recovery Grants Managers

APPROVED BY RCO DIRECTOR KALEEN COTTINGHAM

Summary

This memo and the staff presentation at the December board meeting will provide a brief overview of the request by Whidbey-Camano Land Trust to complete the Dugualla Heights Lagoon Restoration project (11-1290) in a reduced condition due to landowner constraints. The Review Panel has determined the current project design would have a low benefit to salmon.

Board Action Requested

This item will be a:

<input checked="" type="checkbox"/>	Request for Decision
<input type="checkbox"/>	Request for Direction
<input type="checkbox"/>	Briefing

Background

In 2007, the Board and project sponsor Whidbey-Camano Land Trust (WCLT) embarked on a series of complex acquisitions and restoration efforts in and around the Dugualla Heights housing development in Dugualla Bay, which is located along the shoreline of Whidbey Island in Island County. A conservation easement in December 2009 purchased the undeveloped land around Shorecrest Lagoon within Dugualla Heights for the purpose of future restoration. The Board contributed \$614,560 to the \$744,000 easement through two grant agreements (07-1591 and 07-1592).

In December 2011, the Board funded a \$935,000 restoration project (11-1290), sponsored by the WCLT. The project was jointly funded with Puget Sound Acquisition and Restoration (PSAR) and Salmon Recovery Funding Board (SRFB) funds from the allocation for both Island County and Skagit Watershed Council lead entities. Although it is outside the Skagit Watershed, Dugualla Bay provides critical nearshore rearing habitat for outmigrating Skagit River juvenile Chinook salmon.

The restoration project was funded to improve juvenile salmon fish passage into a 25-acre lagoon, or “pocket estuary.” Pocket estuaries are partially enclosed bodies of marine water that are connected to a larger estuary (such as Puget Sound) at least part of the time, and are diluted by freshwater from the land at least part of the year.¹

Details of the Appeal

In the spring of 2013, the WCLT completed final project design and submitted it to both lead entities technical work groups for approval. The final design calls for replacing the existing outfall pipe, connecting the lagoon to the bay, with an open channel and a tidegate, which closes at a tidal elevation of 7.5 feet. The Skagit Watershed Council did not approve of the final design and their Board sent the WCLT a letter outlining their recommendation under which the sponsor could continue to use the Skagit’s share of PSAR funds for construction. Their recommendation is to set the tidegate to close at a tidal elevation of 9.0 feet or higher. Their aim is to allow fish passage over a greater portion of most tide cycles.

The WCLT took this recommendation to the Duguala Heights Community for approval. The landowners declined the recommendation for the higher (9.0 feet) tidal elevation. The sponsor then asked RCO to clarify the process for one lead entity withdrawing “their” funding from a grant agreement. The RCO requested the SRFB review panel review the final design and provide a technical recommendation as well.

The original SRFB review panel recommendation (August 6th) was to pursue further discussions with landowners over the possibility of having the tidegate close at the 9.0 foot elevation in the spring months, during juvenile Chinook outmigration, and then lowered to the 7.5 foot elevation in the higher risk months for extreme tides. The WCLT approached the Duguala Heights Community about this second option which they also declined. The landowners do not want the water table beneath their properties to rise above the existing ordinary high water elevation of approximately 7.5 feet.

The SRFB review panel was then asked to render a technical opinion on whether the project should continue forward at the agreed upon final design (submitted spring 2013). Their recommendation (August 21st) is that the current design and proposed operation does not provide enough benefits to salmon to justify the project costs. They recommend the project be resubmitted for funding in the future with a minimum operation elevation of 8.5 feet, at least seasonally during the juvenile outmigration period, then the project benefits would merit SRFB funding.

The WCLT has appealed the SRFB review panel recommendation.

¹ Pritchard, DW. 1967. What is an estuary: Physical Viewpoint. Pages 3-5 in GH Lauff, ed. Estuaries. American Association for the Advancement of Science, Publication 83, Washington DC.

Considerations

Some possible options for SRFB consideration are:

- 1 – Complete the project with the current design, but allow the Skagit Watershed Council to remove their PSAR funding. WCLT can then proceed with final design and use their current funding allocation to complete the project.
- 2 – Allow WCLT more time to negotiate a higher tide gate elevation closure, or an operation plan with the landowners acceptable to the review panel within the current project end date of June 30, 2014.
- 3 – Terminate the project, resulting in returning PSAR funds to the two lead entities and SRFB funds back to RCO.

Attachments

- A. Appeal Letter - Whidbey Camano Land Trust – November 5, 2013. Includes Final Review Panel Recommendation – dated August 6, 2013
- B. Revised Review Panel Graphic

To: Salmon Recovery Funding Board
From: Whidbey Camano Land Trust
Date: November 5, 2013
Subject: **Appeal for Project 11-1290, Dugualla Lagoon Habitat Restoration**

The Whidbey Camano Land Trust ("Land Trust") and its project partners, Whidbey Conservation District and Dugualla Heights Community, thank the Board for taking the time to consider the Land Trust's request to approve our proceeding with the Dugualla Lagoon Habitat Restoration so we can provide critical estuarine habitat for juvenile salmonids.

APPEAL: The Land Trust is appealing the recommendation from the SRFB Review Panel to RCO that the Dugualla Lagoon project is not worthy of continued SRFB funding unless the tidegate elevation is set 1.0 feet higher than the proposed 7.5 feet NAVD88 (Exhibit 1). Following is a summary for the basis of our appeal:

1. The *Skagit Chinook Recovery Plan* (WRIA 3) states that, "This site (Dugualla Lagoon) has the highest landscape scale connectivity of any pocket estuary with restoration potential."
2. Dugualla Lagoon is located within one ebb tide from the Skagit River Delta and all six Skagit Chinook salmon stocks currently rear in the Delta and its pocket estuaries.
3. The loss of estuarine habitat in Puget Sound is identified as the leading cause of declining salmon numbers. Protection and restoration of estuarine habitats is identified as a primary tool needed to recover salmon stocks and other native fish.
4. The recommendation by the SRFB Technical Review Panel and Skagit Watershed Council focused only on the technical aspects of the Dugualla Lagoon project design. Neither took into account the complex social aspects of the project nor the requirement in the WRIA 6 Salmon Recovery Plan that requires project sponsors to protect private property. Nearly all of the important salmon estuaries in WRIA 6 (Island County) have either been destroyed or significantly altered. Dugualla Lagoon, targeted as one of the highest restoration priorities in WRIAs 3 and 6, is set in a residential subdivision of about 200 households, similar to many WRIA 6 estuary restoration targets.
5. The *WRIA 6 Multi-Species Salmon Recovery Plan* (WRIA 6 SRP), adopted by Island County and approved by the State of Washington, requires "*Cultivating an environment for salmon recovery*" by balancing neighboring landowner concerns and benefit for salmon (see Exhibit 2 for excerpts from the SRP). The WRIA SRP states that,

"Island County's role in habitat restoration is to promote projects that respect the rights of property owners and create a sustainable environment for people and fish." It further states, "Restoration projects will gain the support of the Island County Commissioners under the following conditions:

- Neighboring private and public uses and surrounding environment are protected,
- There are willing landowners,
- There is no adverse impact to Naval operations, and
- There is a significant benefit for salmon."

The current project design is supported by both the WRIA 6 TAG and WRAC committees (see Exhibits 5 and 6). Additional support letters from other agencies will be presented at the meeting.

6. The current design for the Dugualla Lagoon project is wholly consistent with the 2011 restoration proposal submitted to RCO/SRFB by the Land Trust. In the proposal, it was stated, *“The Land Trust will restore habitat-forming ecological processes to the **extent feasible within the constraints of the existing development conditions** by restoring tidal and upland hydrology and re-grading the site to better approximate its original topography.” [emphasis added]*
7. The Land Trust appreciates SRFB review panel’s work to objectively evaluate the technical issues underlying the project design change. While we do not dispute the facts identified in the panel’s memo (Exhibit 1), we believe that there are valid technical arguments that refute the panel’s conclusion that the current design will result in an unacceptably low benefit for supporting the project’s salmon recovery objectives. These arguments are presented in the attached *“Response to SRFB Panel’s Conclusions and Recommendations.”* (See Exhibit 1).
8. To-date, the total salmon restoration investment for Dugualla Lagoon, identified as having *“the highest landscape scale connectivity of any pocket estuary with restoration potential”* is over \$1 million, including approximately \$777,000 of SRFB funds.
9. Currently, the Lagoon does not support salmon smolt. Implementation of the current design will definitely result in significant habitat that will be used for salmon rearing habitat.

In conclusion, we maintain that the current project design, with the tidegate set at 7.5 feet rather than the recommended 8.5 feet, represents a reasonable balance between honoring the wishes of the local community and having a significant benefit for salmon by restoring valuable rearing habitat that support the Skagit and Island County Chinook salmon recovery goals. We respectfully request the Board to direct RCO to continue to allow the original allocation of SRFB funding for the construction of this project.

Attached for your review consideration are the following documents:

- **Exhibit 1:** Review and Recommendation Regarding the Dugualla Heights Lagoon Habitat Restoration, SRFB Review Panel members, 8/6/13; Addendum 8/21/13 (see last pages)
- **Exhibit 2:** Excerpts from WRIA 6 Multi-Species Salmon Recovery Plan, 2005
- **Exhibit 3:** Explanation of Design Rationale, Benefit and Certainty of SRFB Project 11-1290, Tom Slocum, et al., 6/2/13
- **Exhibit 4:** Letter from the Skagit Watershed Council, WRIA 3
- **Exhibit 5:** Letter from WRIA 6 Water Resources Advisory Committee (signed copy will be delivered)
- **Exhibit 6:** Letter from WRIA 6 Salmon Technical Advisory Group (signed copy will be delivered)

RESPONSE TO SRFB PANEL'S CONCLUSIONS and RECOMMENDATIONS: We would like to specifically respond to the review panel's conclusions and recommendations (see Exhibit 1).

1. Recommendation to Raise the Tidegate Closure Level:

The review panel recommended raising the closure level of the proposed tidegate to an elevation of 8.5' during the February to June migration period for Chinook smolts to allow for a higher tidal range for fish passage into the lagoon. The Land Trust discussed this recommendation with the Dugwalla Community homeowner association's project committee, but, unfortunately, members raised the same objection as before: that elevated water levels in the lagoon at this time of year correspond to the season when water table is highest, and that a few landowners strongly object to any increase in water table elevations that may be associated with a higher tidal level in the lagoon. From the very start of this project, the Land Trust has taken the opinions of the affected landowners very seriously and tried to accommodate those interests in the project design. The Land Trust's approach is important both from the standpoint of protecting ourselves from potential legal liability, and from honoring the goals of WRIA 6's salmon recovery plan, which explicitly includes a goal to promote community acceptance of all salmon recovery projects.

The review panel further recommended that the Land Trust consider purchasing a flood easement on higher elevation private property surrounding the lagoon to allow for impacts of raising the tide level. This idea potentially has merit, but at this stage it would represent a separate project that would require a new, independent funding source. Nevertheless, the current design of an adjustable tidegate does make it possible to raise the lagoon's water level in the future, if flood easements such as those recommended by the review panel, or some other kind of arrangement, could be negotiated.

2. Benefit to Salmon and Certainty of Success:

The review panel's conclusions of benefit to salmon and certainty of success were based on optimizing the duration of fish access through the tidegate into the lagoon. The review panel defined this as the duration of time that the tidegate was open during flood tide and slack tide only, and not during ebb tide. The panel's memo justified this assumption as follows:

Specifically, there is uncertainty – and ecological variability – regarding the extent to which juvenile Chinook will swim upstream against outflowing water as fast as 4 feet per second to access the habitat. More certain is the likelihood of juvenile Chinook salmon utilizing the habitat by moving (passively or actively) in a block of water that enters the habitat area during a rising tide or during the slack period at high tide.

The Land Trust is not aware whether there is enough research on this issue of how juvenile Chinook respond to tidal directional vectors to form a definite conclusion on this issue. Our project designer has observed juvenile Chinook utilizing tidal channels in the Skagit Delta during flooding, slack and ebbing tides, and cannot conclude with any certainty whether there is a significant difference in the response.

He participated in a 2008 monitoring study of juvenile salmon utilization of Skagit Delta channels at the mouth of Dry Slough, which concluded:

Although tide conditions were a variable in the sampling method, the current data does not show any strong correlations between the amount of juvenile salmon or other species and the conditions of the tide. (SFEG, 2008)

Furthermore, we believe that the review panel's approach of defining "benefit to fish" as the duration of time that fish can swim through the tidegate neglects to consider the fact that once fish enter the lagoon, the difference in habitat benefit between the 7.5' tidegate closure elevation and the 9.0' closure elevation is marginal. Research indicates that a water depth of approximately 3 feet is optimal for juvenile Chinook rearing habitat (E. Conner, Puget Sound RTT member, personal communication). The 7.5' tidegate closure level allows for a depth of at least 3 feet over the majority of the lagoon. Although this is obviously 18 inches shallower than the lagoon depth for a 9.0' tidegate setting, the difference would seem to affect habitat suitability only at the margins of the lagoon, where the depth will be less than 3 feet. The current project design includes grading of the land along the edges of the lagoon to increase the water depth in these areas and to allow for the establishment of intertidal salt marsh vegetation.

Conclusion:

The Land Trust maintains that our current project design represents a reasonable balance between honoring the wishes of the local community and restoring valuable rearing habitat to support the Skagit and Island County Chinook salmon recovery goals. We respectfully request the Board to direct RCO to continue to allow the original allocation of SRFB funding for the construction of this project.

Citations

SFEG, 2008. *Juvenile Salmon and Other Species Inhabiting the Mouth of Dry Slough in Conway, WA in Conjunction with a Tide Gate*. Skagit Fisheries Enhancement Group, August 2008.

EXHIBIT 1: SRFB Review Panel Recommendation

To: Kaleen Cottingham, Director of the Washington State Recreation and Conservation Office

From: Paul Schlenger and Pat Powers, SRFB Review Panel members

Date: August 6, 2013

Re: Review and Recommendation Regarding the Dugualla Heights Lagoon Habitat Restoration

As requested, members of the Salmon Recovery Funding Board Review Panel reviewed design submittals associated with the Dugualla Heights Lagoon Habitat Restoration Project (Project No. 11-1290). It is our understanding that this request for review was prompted by concerns expressed by the Skagit Watershed Council (SWC), one of the two lead entities funding the work. The restoration design includes a muted tidal regulated (MTR) tide gate and the SWC concerns focus on the tidal height at which the MTR tide gate will close. The 90% design has a culvert with invert elevation of 4.5 and the MTR tide gate closing at a water level of 7.5 feet NAVD88 which is 1.5 feet lower than the mean higher high water elevation for the project site (9.0 feet NAVD88). The 4.5 elevation for the culvert invert is a tradeoff between sedimentation of the channel and maintenance to keep it open. SWC submitted a letter to the Whidbey Land Trust (project sponsor) and Island County Lead Entity recommending *“that the project only go forward with a Self-Regulating Tidegate (SRT) set to close at a tidal height of no lower than 9 feet NAVD88, which was previously considered as a design option by the project sponsor. This is close to MHHW, so it will only restrict tides during larger tidal cycles, allowing for a greater tidal prism and fish passage over a greater portion of most tide cycles.”*

The proposed tide gate invert elevation and closure elevations have both varied over time as the project advanced from conceptual design in 2009 (9.0 feet) through the 2011 proposal process (11.0 feet), the 2011 preliminary design (10.0 feet) and to the current 90% design stage (7.5 feet NAVD88; see memo from Slocum et al. to Marc Duboiski and Mike Ramsey dated May 30, 2013 for summary). The closure elevation of 7.5 feet NAVD88 is the lowest level analyzed for the site. As explained in the memo by Slocum et al., the adjustment to this closure level was the culmination of an outreach and negotiation process with the property owners bordering the lagoon. The 7.5 feet NAVD88 closure level being proposed is the outcome of the sponsor and design team working within the constraints of the site in order to keep the restoration project viable without threat of litigation from adjacent property owners.

In conducting this review of the project, we reviewed the documents related to the project that are available on the PRISM database and other relevant documents provided by Marc Duboiski, the RCO Project Manager. The documents reviewed included:

- Explanation of Design Rationale, Benefit and Certainty of SRFB Project 11-1290, memo by Tom Slocum, Cheryl Lowe, and Pat Powell, dated May 30, 2013
- 90% Draft Plan Set for Dugualla Heights Lagoon Habitat Restoration Project
- Dugualla Heights Lagoon Restoration- Effects of Lower SRT Closure, memo by Susan Tonkin of Moffatt & Nichol, dated February 8, 2013
- Moffatt & Nichol Revised Fish Passage Calculations, memo by Pat Powell, dated March 2013

- Dugualla Heights Conservation Easement Restoration Design Update, prepared by Moffatt & Nichol, dated October 2012

Assessment of Project Benefits to Juvenile Chinook Salmon

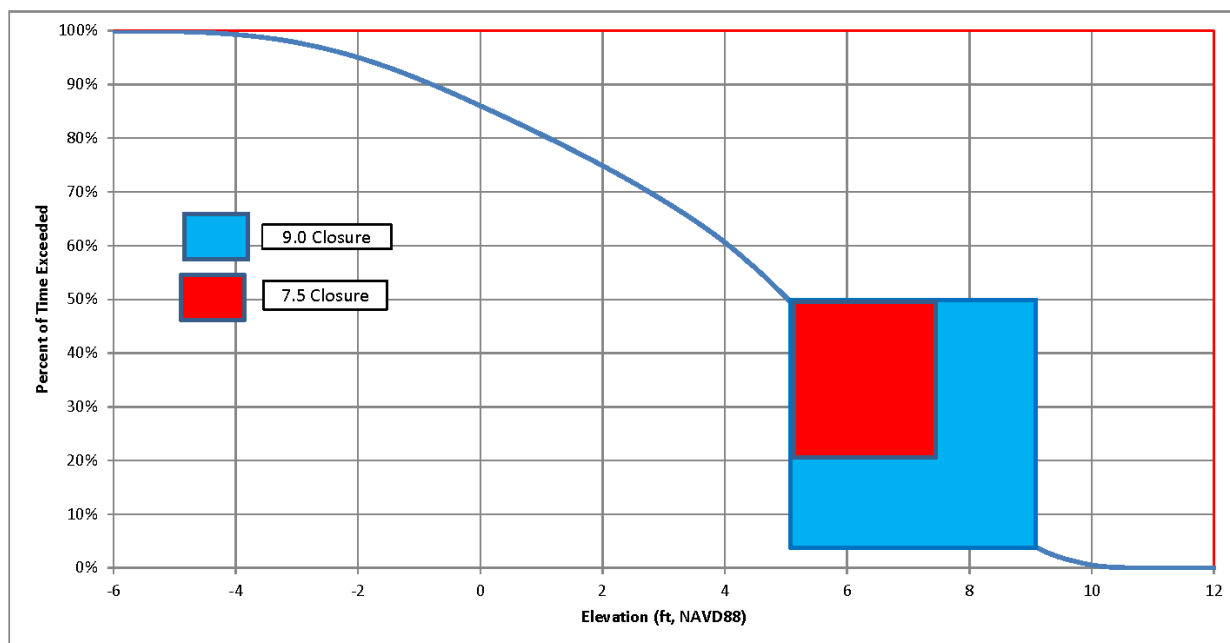
Lagoon habitats tend to be highly utilized and productive areas for juvenile Chinook salmon during their early marine life history; therefore, these are important habitats on which to focus restoration efforts. The Dugualla Heights Lagoon Restoration project has the potential to provide substantial benefits to juvenile Chinook salmon because of its location in Skagit Bay where large numbers of juvenile Chinook from the Skagit River rear and because of its size as the project would open up more than 11 acres of tidal habitat.

When restoring habitat in constrained settings, design features to address infrastructure and property owner constraints act to limit the full restoration potential for the site. For the Dugualla Heights Lagoon, the design includes a muted tidal regulated tide gate to protect against flooding of adjacent properties. While tide gates are a common feature in estuarine restoration designs – and a design feature that enables restoration to occur in areas where it would not be possible otherwise – there are significant questions as to how effective tide gates are in facilitating fish access to restored habitats. The recent ESRP tide gate study by Correigh Greene et al. (2012) documented lower densities of juveniles Chinook salmon in areas with tide gates compared to reference sites. Although in this case since there is no access currently, the tidegate structure would create access to some level. Additional study is needed to understand the effectiveness of tide gates and design features to minimize the effects of tide gates on fish access to restored sites, but it is clear that there is less certainty of achieving fish benefits when restoration designs include tide gates (as opposed to restoration designs that can accommodate a more natural opening and tidal exchange). The trade-off is one restoration scientists are continually struggling with. One design method restoration scientists often use in this case is to design based on a reference reach. The sponsors did complete a reference reach study for this site and concluded the culvert invert elevation should be 5.5 to 6.5 and the closure level for the SRT should be above 9.0.

The certainty of achieving fish benefits in a restoration design with a tide gate is further compromised by the elevation and operation of the tide gate. This is the key issue at the Dugualla Heights Lagoon. The potential fish benefits can be evaluated by estimating how accessible the habitat will be for juvenile Chinook salmon migrating along the shoreline off the mouth of the lagoon. One approach to estimating fish access is to look at the percentage of time that the entrance channel to the lagoon provides suitable depth and velocity conditions for juvenile Chinook passage. The Dugualla Heights Lagoon Restoration design team used this approach and estimated that a tide gate closure elevation of 7.5 feet NAVD88 would provide suitable fish access conditions for the same percentage of time as a 9.0 feet NAVD88 during spring tides and the difference would be only 2% less during neap tides. This finding reflects that although a tide gate that closes at 7.5 feet is not open for fish access during the flood tide or high slack as long as a tide gate that closes at 9.0 feet, the 7.5 feet tide gate provides that much more time during the ebb tide when depths and velocities are suitable for juvenile Chinook salmon to swim up into the lagoon habitat. Based on the numerical estimates of the design team, the tide gate would allow fish access between 33% and 41% of the time depending on tide gate closure elevation and tidal conditions.

However, there is uncertainty about the likelihood of juvenile Chinook salmon entering shoreline habitats during all portions of the tidal cycle when the depth and velocity criteria are achieved. Specifically, there is uncertainty – and ecological variability – regarding the extent to which juvenile Chinook will swim upstream against outflowing water as fast as 4 feet per second to access the habitat. More certain is the likelihood of juvenile Chinook salmon utilizing the habitat by moving (passively or actively) in a block of water that enters the habitat area during a rising tide or during the slack period at high tide.

Considering only the flood tide and high slack portions of the tidal cycle, a tide gate closure at 7.5 feet provides a much shorter period of accessibility than a 9.0 feet closure. This is graphically depicted below where the red box displays the percentage of time a tide gate with a closure at 7.5 feet will be open and the blue box displays the same information for a tide gate closing at 9.0 feet. Assuming that fish access is provided when water levels reach 5.0 feet NAVD88 (4.5 feet invert elevation plus 0.5 feet of water depth for fish passage), a tide gate that closes at water elevations higher than 7.5 feet would be open for approximately 30% of the tidal cycle. In comparison, a tide gate that closes at water elevations higher than 9.0 feet would be open for approximately 45% of the tidal cycle. In this way, compared to 9.0 feet, a tide gate closure at 7.5 feet provides a substantially shorter window of fish access during the most certain portions of the tidal cycle when juvenile Chinook salmon will enter the habitat. Based on this analysis the SWC recommendation appears to be reasonable.



This “window of access” can be somewhat deceiving in terms of time, as fish will have access twice every day, but just during a shorter time window.

Recommendation : This review has focused on the fish benefit aspects of the Dugualla Heights Lagoon Restoration design. It is a complex project that balances many design objectives and constraints, most of which were not

touched on in this review. It is clear that the project sponsor and design team have worked diligently to develop a beneficial restoration project while encountering numerous technical and community challenges. The adjustment of the tide gate closure from 9.0 feet down to 7.5 feet NAVD88 will result in a lower certainty of success for the project in terms of habitat access. Combined with the potential issues discussed above relative to tide gates, the benefits of the overall project may be compromised. While a tide gate closure at 7.5 feet would allow the project to move forward and provide fish access and improved habitat, the fish benefits are lessened and made less certain by having the tide gate open during only a limited portion of the tidal cycle.

We suggest the elevation setting be further reviewed and discussed with stakeholders including adjacent landowners, to see if there is a potential for a 9.0 closure in the spring during juvenile fish use months and lowered to 7.5 during the higher risks months for extreme tides (November to January). Also, the sponsor may want to ask affected landowners about buying a flood easement for the higher elevation area?

Dugualla Heights Design Review: Review Panel Recommendation Addendum
21 August 2013

The review panel opinion is that the tide gate concept as currently proposed with a 7.5 ft NAVD88 (all elevations herein are NAVD88 datum) maximum elevation operation does not provide enough certainty of fish benefits in the form of sufficient opportunity for access by juvenile salmonids rearing in the nearshore. Further explanation of this opinion was provided in the review panel memo dated August 6, 2013 but essentially comes down to the fact that the current proposal allows fish access during only 2.5 feet of the tidal range (i.e., 5.0 ft to 7.5 ft). This limited range would still provide indirect benefits from detritus export and increased primary productivity through connection with the lagoon, but does not provide the physical access as proposed. Given the current project design and proposed operation, the review panel advises that the benefits to salmon do not appear to justify the project costs.

However, the proposed outlet channel and tide gate design would allow for flexibility in the management of the system – specifically the maximum elevation at which the tide gate is open. If the project was proposed in the future with a higher maximum elevation to close the tide gate or with operational flexibility to close the tide gate at higher elevations (8.5 ft or higher) during the juvenile salmon outmigration period, then the review panel believes the certainty of fish benefits are increased sufficiently to merit funding from the Salmon Recovery Funding Board. The 8.5 ft maximum elevation threshold is based on the review panel's understanding that keeping the tide gate open until water levels reach 9.0 ft would necessitate the construction of some retaining wall or levee structures on the shoreline to protect shoreline properties. Also, observations by a local restoration engineer indicate that in previous events when the existing lagoon has been filled to 8.5 ft by freshwater inputs, there has been no visible damage to structures on adjacent properties. A graph showing the percentage of time the tide gate would be opened with 7.5, 8.5, and 9.0 ft maximum elevations is attached to show the apparent increase in fish access opportunity with a tide gate closure at 8.5 ft or higher. The review panel recommends that if the project were resubmitted in the future with an operation elevation of 8.5 ft at least seasonally during the juvenile salmonid outmigration period, then the project would merit funding from the Salmon Recovery Funding Board.

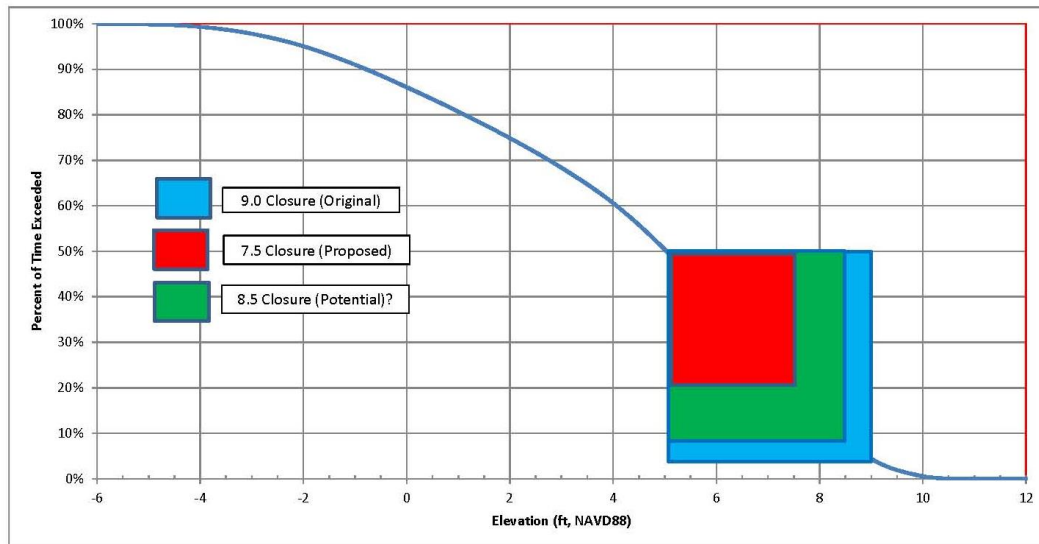


Exhibit 2: Excerpts from WRIA 6 Salmon Recovery Plan

The following excerpts are taken from the Water Resources Inventory Area 6 (Whidbey & Camano Islands) Multi-Species Salmon Recovery Plan, adopted by the Board of Island County Commissioners on May 9, 2005.

The salmon recovery framework employs three core elements. These include:

- *providing access to technologies and the best science combined with,*
- *the promotion of improved salmon recovery practices and facilities, and*
- *support for long-term sustainability through the creation of an enabling environment in which salmon recovery activities can be supported and take place.*

Island County's role in habitat restoration is to promote projects that respect the rights of property owners and create a sustainable environment for people and fish. The county is committed to protecting the property rights of citizens from uncompensated "take" as well as protecting against the "take" of habitat. Restoration projects will gain the support of the Island County Commissioners under the following conditions:

- Neighboring private and public uses and surrounding environment are protected,
- There are willing landowners,
- There is no adverse impact to Naval operations, and
- There is a significant benefit for salmon.

Vision Statement: *We, the citizen volunteers and staff of the WRIA 6 salmon recovery lead entity, envision:*

- Abundant Pacific salmon using nearshore and coastal stream habitats in WRIA 6
- Diverse, viable populations of salmon coexisting with the human population and supporting human harvest
- Strong community participation in ecosystem protection and restoration

5. Guiding Principles

In order to produce a Salmon Recovery Plan that resonates with property owners, elected officials, scientists, and environmental interests, we knew that certain guiding principles were necessary. The following principles set the framework for WRIA 6's ESA response.

1. **Salmon Recovery Requires a Long Term View and Commitment:** The goals of this plan will take decades, possibly centuries to achieve. The actions in this plan are initial steps. As we add to our knowledge about juvenile and adult salmon utilization of WRIA 6 habitats, we will revise and update our action plan to best support regional recovery efforts.
2. **Best Available Science and Appropriate Technologies:** It is critical that salmon recovery activities be based on comprehensive and current fisheries science and habitat information. Filling key existing data gaps and integrating this new information into future versions of this recovery document are high priorities in WRIA 6.
3. **Ecosystem Processes and Habitat Protection:** In comparison to many areas of Puget Sound, the salmon supporting habitats and ecosystem processes in WRIA 6 are generally in good to very good condition (Washington Department of Natural Resources 2001a). Our initial focus is on ensuring that the high quality habitats and functioning processes are protected, with a goal of no additional loss of habitat and function. In

addition to protecting ecosystem processes and habitats it will be necessary to find ways to accommodate additional housing and commercial development in WRIA 6. Where protection is pursued through property acquisition, we advocate that the project should provide for the perpetual protection, enhancement, and/or restoration of critical ecological processes and habitat structure.

4. **Ecosystem Processes and Habitat Enhancement and Restoration:** Just as there is a need to find creative ways to combine protection actions with the need for additional residential and commercial development, it is necessary to accommodate landowner and community needs when developing enhancement and restoration projects. Enhancement and restoration projects will gain the support of the Board of Island County Commissioners under the following conditions: 1) neighboring private and public uses and surrounding environment are protected; 2) there are willing landowners; 3) there is no adverse impact to Naval operations; and 4) there is a significant benefit for salmon.
5. **Community Outreach, Education, and Participation:** Developing and maintaining regular community outreach and education programs is a critical component for salmon recovery. Developing these programs will require partnerships with groups that can provide education and outreach forums, advocacy for stewardship and sustainable actions, and opportunities for public participation.

Cultivating an Environment for Salmon Recovery: Successful salmon recovery efforts have the best chance of success if implementation is carried out on a local level in an integrated manner. This approach needs to build and maintain linkages between all stakeholders; integrate salmon issues as an integrated component of water resource issues; encourage and nurture local, regional, and state partnerships; and advocate implementation of policies that support salmon recovery.

Salmon abundance and productivity are limited in part by the amount of habitat available for juvenile salmon to find a protected and suitable environment for rearing. Studies in the Skagit River system show that when the number of fry in the river exceeds the delta's capacity to support them, they seek alternative, non-natal estuarine habitat along the WRIA 6 nearshore. Habitat loss reduces spatial structure, as juvenile salmon find fewer places along the nearshore to feed, transition from fresh water to saltwater, and take refuge from natural predators and high-energy marine environments. The loss of different types of habitat reduces the nearshore's ability to support a diversity of life-history types. This compresses the salmon population and reduces its resilience in bouncing back from abnormal weather or catastrophic events. The loss of habitat that supports forage fish populations reduces the available food supply for salmon, greatly limiting the nearshore's capability to support abundance.

Geographic Area 1 (top priority) includes the WRIA 6 sub-basins and shorelines of Deception Pass, Skagit Bay, and Port Susan. (Dugualla Lagoon is in Geographic Area 1). These shorelines are within ~5 miles of the mouths of the Skagit, Stillaguamish, and/or Snohomish rivers. This area is utilized by the largest number of Chinook fry migrants, from these rivers, during their first day of nearshore migration. The shorelines are primary pathways for bull trout migrating between these rivers. And the area is used heavily by juveniles and adults from the 47 salmon and trout stocks that originate in these rivers; over 20% of the stocks in Puget Sound.

EXHIBIT 3: Explanation of Design Rationale, Benefit and Certainty of SRFB Project

To: Marc Duboiski and Mike Ramsey
From: Tom Slocum, Cheryl Lowe and Pat Powell
Date: June 2, 2013 (revised)
Subject: Explanation of Design Rationale, Benefit and Certainty of SRFB Project 11-1290

Purpose

At RCO's request, this memo explains the development of the current design for SRFB Project No. 11-1290, *Dugualla Heights Lagoon Habitat Restoration Project*. The memo describes the goals, specific objectives and key design parameters for achieving the project objectives, and compares them with the goals, objectives and design parameters that were identified in three documents that serve as the technical foundation for the current design. The three documents are the following:

1. SRFB Project 05-1475 *Skagit Basin Nearshore Habitat Restoration Feasibility Study* Final Report, Skagit River System Cooperative (SRSC), dated December 2009 ("2009 Feasibility Study")
2. SRFB Project 09-1468 *Skagit Bay Nearshore Habitat Restoration Preliminary Design Study*, Final Project Report, Whidbey Island Conservation District (WICD), dated August 2011 ("2011 Preliminary Design Study")
3. SRFB Project 11-1290 *Dugualla Heights Lagoon Habitat Restoration Project*, Project Proposal, Whidbey Camano Land Trust ("Land Trust"), dated June 2011 ("2011 Project Proposal").

The purpose of the comparison is to explain the evolution of the current design and to provide technical context with which to evaluate the benefit and certainty of the Skagit Watershed Council's (SWC) recent recommendation that the "...project only go forward with an SRT set to close at a tidal height no lower than 9.0' NAVD88 ... allowing for a greater tidal prism and fish passage over a greater portion of most tidal cycles." (SWC letter to WRIA 6 Lead Entity, dated June 13, 2013).

Project Goal

The 2011 Project Proposal states the following goal for the project:

The Land Trust will restore habitat-forming ecological processes to the extent feasible within the constraints of the existing development conditions by restoring tidal and upland hydrology and re-grading the site to better approximate its original topography.

The 2011 Preliminary Design report reiterates this goal, as does the current project design.

SRSC's 2009 Feasibility Study provided the basis for the project goal. The study evaluated twelve potential nearshore restoration project sites around the perimeter of Skagit Bay and concluded that the Dugualla Heights Lagoon site had the highest "landscape connectivity" for out-migrating Skagit Chinook, and was,

therefore a high priority for helping to achieve the Skagit Watershed Council's Chinook recovery goals. The SRSC report concluded:

It is anticipated that completed restoration at this site would increase nearshore habitat fish capacity by an estimated 26,025 smolts annually, and juvenile salmon are expected to use the site immediately following project completion. (p. 46).

Project Objectives

The 2009 Feasibility Study likewise provides the foundation for the project's specific objectives. The study defined the "Restoration and Conservation Potential" for the site as follows:

At the Dugualla Heights/Shorecrest Lagoon, there is potential to implement restoration actions to restore 6.3 acres of intertidal lagoon and channel habitat. Initial actions would include excavation of fill at the southern margin of the site to restore elevation suitable of the development of natural salt marsh habitat. Restoration of tidal processes would likely be facilitated through a self-regulating tidegate installed through the beach berm at the northwestern edge of the site. Greater tidal exchange could be facilitated through an open cut in the beach berm, but this alternative is less feasible because it would likely require installation of a bridge across the open cut in the beach berm, and would likely required construction of dikes surrounding the historic lagoon/salt marsh complex to protect the large amount of residential and transportation infrastructure associated with the site. (Ibid, p. 45).

The 2011 Preliminary Design Study investigated key issues to determine the feasibility of implementing these objectives at the project site. These included the interests of the surrounding residential community, environmental permitting issues, and relevant hydraulic, hydrologic and geotechnical engineering issues. Based on the findings of the study, the Land Trust refined and expanded the original 2009 project objectives to the four that are stated in the 2011 Project Proposal:

1. *Reopen the historic tidal connection to Dugualla Bay by replacing the 30" diameter drainage culvert with an open tidal channel.*
2. *Restore the historic marsh/lagoon topography to allow ecological succession to more complex and diverse low marsh and intertidal habitat.*
3. *Increase desirable nearshore habitat by removing invasive plants and pasture grasses from upland areas and planting native species to create native high marsh and shrub/scrub tree zones.*
4. *Day-light approximately 220' of a small natural stream that is now routed across the site through a small culvert.*

In terms of project metrics, the RCO grant agreement lists these objectives as follows:

- 11.4 acres of estuary treated¹

¹ For the purposes of the grant agreement, the term "acres of estuary treated" has been understood to refer to objective No. 2, the area of the site that has been treated to allow ecological succession to a more complex and diverse low marsh and intertidal habitat.

- 5.4 acres of slope re-grading
- 10 (additional) acres replanted
- 0.04 miles of stream treated (day-lighted)
- 5900 yards of nearshore channel modified²

The current project design will produce the following updated metrics:

- 11.2 acres of estuary treated
- 4.9 acres of slope re-grading
- 11.3 (additional) acres replanted
- 0.04 miles of stream day-lighted
- Approx. 7840 square feet (870 square yards) of nearshore channel modified

The current project design reduces the area of estuary treated by about 2 percent relative to the original project metric because of the need to drop back from the original optimistic design parameter for restoring tidal processes. This design parameter is discussed in detail below. It should be noted that the project goal of increasing Chinook rearing carrying capacity by roughly 26,000 smolts annually was based on restoring 6.3 acres of intertidal and channel habitat. This figure corresponds to the surface area of the existing lagoon.

Key Design Parameters

The 2011 Project Proposal also described key design parameters for achieving the project objectives. Like the objectives, the design parameters were derived from the original 2009 Feasibility Study. As part of that study, SRSC prepared a conceptual design that included the following:

- Replacing the existing lagoon outfall pipe with a 48" diameter, 170-foot long HDPE culvert leading to a self-regulating tidegate (SRT) with an invert elevation of 6.0' and located at the existing beach berm. No closure level for the SRT was specified.
- Excavating an open channel connecting the SRT to the lagoon at the existing lagoon bottom elevation of approximately 5.0' NAVD88.
- Omitting setback dikes or other methods for protecting property from flooding. This parameter implies that the SRT is intended to limit the tidal exchange into the lagoon to a level that will not cause property damage to the surrounding residences. As shown in the LiDAR elevation contours on the study's conceptual design drawings, and subsequently confirmed in the 2011 Preliminary Design study, this level varies somewhere between the ordinary high water level of about 7.5' NAVD and the mean higher high water elevation of 9.0' NAVD³, at which point salt water inundates some of the private gardens, landscaping, and drainage culverts.

² The origin of this large figure is unknown. It was not identified in the proposal or preliminary design, and may be an input error in the PRISM file.

³ In the early phases of the design development, a figure of 8.8' NAVD88 was used to estimate the local MHHW elevation. The project's hydraulic consultant revised the figure to 9.0' NAVD88 during the final design phase to incorporate more precise data from NOAA's tidal predictions.

- Based upon the proposed invert elevation (6.0') and the necessary closure level of the SRT (no higher than 9.0'), the 2009 Feasibility Study's design parameter for achieving the objective of restoring tidal processes would have been to allow a tidal range of no more than three feet to enter the lagoon.
- Potential impacts to water table and drain fields was not addressed

The 2011 Project Proposal expanded on SRSC's original design parameters in an attempt to achieve a greater degree of restoration of natural tidal process than was identified in the 2009 Feasibility Study. The key design parameters that were stated in the 2011 Project Proposal are as follows⁴:

- Replacing the 30" outfall with an open channel with outlet invert elevation of 2.6' NAVD88
- Building setback dikes to prevent flooding of private property and infrastructure
- Including a "muted tidal regulated" (MTR) tidegate set in a 6' x 6' concrete vault as a "backup" for the protection provided by the dikes. The closure level of the tidegate was listed as 11.0' NAVD88, which would have been two feet below the dike top elevations of about 13.0 feet.

Although not explicitly stated in the 2011 proposal, the project design approach also included the following operational parameters:

- Avoiding impacts to private property, including residential landscaping and drain fields.
- Minimizing operation and maintenance requirements, including minimizing the need to clear sediment from the channel.
- Maintaining walking access along the beach.
- Meeting WDFW and NOAA NMFS velocity and depth guidelines for salmonid fish passage through culverts and tidegates to the maximum extent feasible.

The 2011 Preliminary Design, which was completed after submission of the Project Proposal, modified the design parameters for restoring tidal processes by addressing review comments by stakeholders, including the Dugualla Community, Inc. ("DCI", the homeowners association), the WRIA 6 and WRIA 3 technical review committees, and the SRFB review panel. Specific revisions are as follows:

- Construct setback berms and retaining walls on individual lots to elevation 12.0'
- The MTR tidegate would have an invert of 4.0' NAVD88 and a closure level of 10.0', which is one foot above the MHHW elevation of 9.0'
- The channel to the bay would be a rock-lined, trapezoidal channel that would require some level of maintenance to clear out accumulated sediment.

Between 2012 and 2013, the project design team developed detailed engineering designs for implementing the project objectives. As part of the final design process, the project design team met repeatedly with technical consultants; the homeowner's association; each of the owners of the twelve private residential properties that extend into the lagoon; local, state and federal permitting officials; and a project stakeholder

⁴ The 2011 proposal described a "current preferred alternative" but made it clear that this was not necessarily the final project design.

group. In an attempt to balance all of the diverse interests of this group, the design evolved to include the following final design parameters:

- 285-foot long, variable width open channel from the beach to the lagoon, of which 48 feet is a rectangular concrete channel, 28 feet is an open concrete vault, and the rest is a rock-lined, trapezoidal channel
- A 6' x 8' MTR tidegate with invert elevation of 4.5' and a closure setting of 7.5' NAVD88.
- No setback dikes or retaining walls at all.

A comparison of the evolution of the key design parameters for restoring tidal processes is shown in the following table.

Summary of Changes in Key Design Parameters 2009 – 2013

Design Parameter	2009 Feasibility Study Conceptual Design	2011 Project Proposal	2011 Preliminary Design	Current 90% Design
Channel from lagoon to bay	48" diameter culvert with outlet IE = 6.0' ⁵	Open, rock-lined trapezoidal channel with outlet IE = 2.6'	Open, rock-lined channel with outlet IE = 2.6'	Mixed rock and concrete open channel with outlet IE = 3.5'
Tide gate	SRT with IE = 6.0' and closure setting no higher than 9.0'	6'x6' MTR with IE = 4.0' and closure setting of 11.0'	6'x6' MTR with IE = 4.0' and closure setting of 10.0'	6'x8' MTR with IE = 4.5' and closure level of 7.5'
Property protection	No dikes or retaining walls	Dikes and retaining walls to elev. 13.0'	Dikes and retaining walls to elev. 11.0'	No dikes or retaining walls
Water table impact	Not addressed	No impact to drain field operation	No impact to drain field operation	No water table rise
Area of estuary treated	Not specified	11.4 acres	11.8 acres	11.2 acres
Area subject to tidal inundation	6.3 acres (?) ⁶	11.4 acres	11.8 acres	9.6 acres

Design Rationale for Key Design Parameters

The rationale for selecting the current design parameters and a discussion of how they support the overall project objectives follows.

Impacts to Landscaping and Drain Fields

⁵ All elevations are referenced in NAVD88 datum

⁶ Comparison of the current area of estuary treated to the area identified in the 2009 feasibility study is unclear. That study identified the project area as "6.3 acres of intertidal habitat," which is the figure on which the project goal of increasing Chinook rearing carrying capacity by roughly 26,000 smolts annually was based. It is unclear if the original 2009 project objective included just the existing open water lagoon area or both the lagoon area and the re-graded land around the lagoon that would be inundated by the restored tidal flow.

As part of the final design process, the design team met with each property owner whose land would be impacted by allowing daily tidal flow into the lagoon. The 10.0' tidal inundation level made it necessary to protect lawns, gardens and landscaping up to that level, plus an additional 1.0' elevation to allow for protection in the event of 100-year runoff conditions occurring while the lagoon was full. Designs were prepared for each property, consisting of either retaining walls at the existing lagoon bank or filling further out into the lagoon, so that there would be no net reduction in dry land area on each lot. Eventually all lot owners except one agreed to a retaining wall or re-grading plan. One property owner refused to allow any change to his lagoon frontage.

All residents insisted that the rise in water surface levels in the lagoon should not cause any impact to their drain fields. The design team conducted an in-depth study to evaluate this issue. The study included compiling available as-built documentation of each drain field (documentation for older drainfields was usually not very detailed); long-term monitoring of water elevations in the bay, lagoon and piezometers and permanent monitoring wells located along a transect between the bay and the lagoon; and comparisons with other long-term studies of correlations between tidal height and water table response at other project sites.⁷ The study's geohydrology consultant concluded that an increase in the lagoon water surface to the MHHW elevation of 9.0' due to daily tidal exchange would likely correlate with an approximately 3-inch rise in the water table beneath the properties fronting the lagoon. This response would likely have no significant effect on the function of otherwise properly-functioning drain fields.

Three property owners unequivocally stated that any rise in the water table beneath their properties would be unacceptable due to concerns about septic drainfields and one basement. After considering the potential for legal challenges from these residents to derail the entire project, the Land Trust and DCI decided to change the design to ensure that the water table did not rise above existing baseline conditions. The new design limits tidal exchange in the lagoon to the existing ordinary high water elevation of about 7.5' NAVD88. Hydrology modeling indicates that the lagoon water surface could rise up to 1 foot above this level under 100-year runoff events, but this extreme situation would not be the result of normal tidal exchange into the lagoon. The decision to reduce the tidal elevation allowed the design team to delete all of the proposed retaining walls, setback berms, and other property protection elements from the design, which will greatly simplify project permitting and construction.

Effect on Flow Hydraulic and Fish Passage Conditions

A key element of the design process has been optimizing the hydraulic characteristics of tidal exchange through the new channel. The design requires balancing two conflicting requirements. First, the design attempts to meet WDFW and NOAA NMFS juvenile salmonid fish passage guidelines for velocity and depth to the extent practicable. Specifically, it assumes that fish passage is possible at water depths of at least 0.8 feet and velocities not exceeding 4.0 fps.⁸ The second design requirement is to ensure that the channel's flow

⁷ The draft study report, *Preliminary Groundwater Level Changes Assessment*, Geoengineers, Inc. December 2012 is included as an attachment to this memo.

⁸ Relevant guidelines on juvenile salmonid fish passage velocities are presented in WDFW's 2003 publication *Design of Road Culverts for Fish Passage* and NOAA NMFS' 2011 publication *Anadromous Salmonid Passage Facility Design*. WDFW

reaches a high enough instantaneous velocity during typical ebbing tides to be able to scour out gravel that would be carried into the channel from the beach during storm events.

The project's coastal hydraulic consultant, Moffatt & Nichol, completed numerical modeling evaluations to test the ability of several channel design configurations to optimize these two conflicting requirements.⁹ The design configurations included combinations of the following:

Hydraulic Modeling of Tidegate and Channel Configurations

Design Feature	Alternatives		
Tidegate invert elevation	4.0' NAVD88	4.5' NAVD88	5.0' NAVD88
Tidegate closure elevation	7.5' NAVD88	9.0' NAVD88	
Channel design	rock-line trapezoidal channel	concrete rectangular channel	hybrid rock-lined trapezoidal at the lower end and roughened-wall concrete rectangular at the upper end

As discussed in detail in Moffatt & Nichol's technical memo, the design configuration that yielded the best balance of the conflicting fish passage and channel scour requirements was a hybrid rock and roughened concrete channel with a tidegate invert elevation of 4.5' NAVD and a tidegate closure setting of 7.5' NAVD88. A "Memo to the File: M&N Revised Fish Passage Calculations (March 2013)" summarizes the modeling results in terms of the percentage of time that the channel meets fish passage depth and velocity criteria. For the optimal case described above, these conditions are met 33 percent of the time that the tidal elevation is higher than the tidegate invert during spring tides, and 39 percent during neap tides. **The percentage is the same for 7.5' and 9.0' NAVD88 tidegate closures for spring tides and only 2% less for a 7.5' NAVD88 closure at neap tides.**

The conclusion that the tidegate closure level of 7.5' NAVD88 provides similar fish passage conditions compared to a longer duration of typical tidal cycles associated with a closure setting of 9.0' NAVD88 may seem counterintuitive. Obviously the tidegate is open for a longer duration of the tidal cycle at a 9.0' closure setting. But, because a significantly larger tidal prism typically enters into the lagoon at the higher setting, the resulting flow velocities in the channel as the tide ebbs exceed the 4.0 fps criteria for a longer duration of the tidal cycle than at the lower setting. If juvenile salmon migrated into tidal channels only on flood tides (i.e. with the current), then a tidegate closure setting of 9.0' NAVD88 would obviously allow for passage over a larger portion of the tidal cycle. But neither the WAC criteria nor NMFS' draft guidelines specify a velocity

states that for hydraulic design of culverts, passage requirements for juvenile salmonids are assumed to be met if the design meets the WAC 220-110-070 standard of 4.0' fps for adult trout (p. 21), while also citing the 1997 Powers and Bates study, which identified a velocity range of 1.1 to 1.3 fps (p. 22). Later, the guidance states that the hydrology of culverts in tidal areas is a special case, and fish passage requirements basically depend on site specific factors. NMFS' guidance is likewise ambiguous, listing the range of flow velocities for upstream passage of juvenile salmon as between 1.5 to 4.5 fps, but allowable velocities in culverts as 1.0 fps. NMFS currently has not published guidelines for fish passage through tidegates. Recognizing the lack of definitive guidance on this issue, the Dugualla Lagoon project design assumes 4.0 fps as the maximum velocity that will allow fish passage. The actual range of velocities modeled through the Dugualla tidegate is between -8 to +8 fps, with the typical range between -2 to +2 fps (Moffatt & Nichol, 2013, p. 10).

⁹ Moffatt & Nichol's final technical report, dated February 8, 2013, is included as an attachment to this memo.

direction, and field observations have shown that juvenile Skagit Chinook will migrate into a tidal channel during both a flooding and ebbing tide¹⁰.

Effect of Tidegate Setting on Intertidal Area in the Lagoon

The proposed restoration area at the Dugualla Lagoon site consists of both the existing 6.3-acre dredged lagoon and 4.9 acres of low-lying land to the south. The lagoon bottom elevations vary from about 1.0' NAVD88 to about 5.0' NAVD88, while the adjacent land ranges from about 6.5' to 11.0' NAVD88. The project design includes removing of old dredge spoils and grading 4.9 acres of the adjacent land to achieve an elevation range from 5.0' to 9.0' so that the entire 11.2 acres of treated estuary area will contain subtidal (lagoon), intertidal, and low salt marsh zones with elevation ranges similar to natural reference sites on Whidbey Island and in the San Juan Islands.¹¹ The area subject to daily tidal exchange in the current design is about 16 percent less than that proposed in the 2011 proposal (9.6 acres versus 11.4 acres). The difference is made up with a greater area of low salt marsh habitat in the current design.

Lessons from Previous Nearshore Restoration Projects and their Application at Dugualla Lagoon

The current version of the 90% draft design drawings is included as an attachment to this memo. The design team's rationale for several of the design features was framed by lessons learned from some previous nearshore habitat restoration projects in WRIA 3 and WRIA 6. A brief discussion of these findings is helpful for understanding the motivation for design features of the Dugualla Lagoon project.

Wiley Slough

The Wiley Slough dike setback project on Fir Island illustrates the importance of carefully evaluating how restoration of tidal processes can affect local sediment transport patterns and water table elevations on adjacent properties. Flow capacity in the Wiley Slough tidal channel reduced significantly over time as sediment accumulated in it. The flow velocity on ebbing tides was insufficient to transport the sediment out to Skagit Bay. The project also appears to have changed local hydrology patterns to the extent that it reduced drainage capacity from surrounding farmland. WDFW has attempted to mitigate the impacts by installing a large pumping station, which will be operated indefinitely at public expense. The Dugualla Lagoon design process attempted to avoid these two problems by focusing carefully on evaluating sediment transport between the bay and the new channel, and by taking the conservative approach of designing for no change at all from the baseline water table elevations.

Crescent Harbor Marsh

The design teams' experience with the Crescent Harbor Marsh restoration project near Oak Harbor illustrates the importance of properly protecting local infrastructure from unanticipated high tide elevations and from erosion by tidal scouring. The initial channel armoring designs at Crescent Harbor were inadequate, and extra

¹⁰ Personal observation at Dry Slough, Skagit Delta, May 2009.

¹¹ See Attachment No. 35 "Reference Site Preliminary Evaluation" in the PRISM project file for evaluation of ecological reference conditions.

public funding was needed to complete emergency supplemental armoring when bank erosion threatened key infrastructure. Likewise, emergency dike construction was required when higher than anticipated tidal elevations inundated a road. The Dugualla Lagoon design process has attempted to avoid these two problems by more thoroughly researching USACE coastal channel armoring design guidance, by conservatively designing the tidegate closure levels, and adding back-up redundancy in the tidegate vault design.

ESRP Tidegate Study – Fisher Slough

Finally, the design team has attempted to address some of the conclusions of a recent ESRP-funded study of the effectiveness of selected self-regulating tidegate projects in improving habitat connectivity for juvenile Skagit Chinook salmon.¹² Among other findings, the study noted that juvenile Chinook utilization of Fisher Slough, a freshwater tidal channel upstream of the recent SRFB-funded Fisher Slough tidegate project, is much lower than at reference sites. Although inconclusive, a reasonable inference from the study is that the Fisher Slough tidegate design may in some way inhibit upstream juvenile Chinook passage. To test this implication, the Dugualla Lagoon project design employs two features that were not included in the Fisher Slough tidegate design.

First, by ensuring that the entire length of the channel and tidegate vault are open to daylight, the design avoids the abrupt bands of shading that seem to inhibit juvenile passage in some situations.¹³ Second, the concrete channel design utilizes a variation in the concrete roughness panels that were developed for the SRFB-funded retrofit of the Mill Creek flumes in Walla Walla to provide localized low velocity flow paths. Although the Mill Creek project is intended to facilitate upstream passage of adult salmon, observations that juvenile salmon take advantage of lower flow velocities along the rough sides of culverts¹⁴ and natural channels suggests that this innovative technique may have advantages for juvenile salmon passage as well.

Concluding Observations on the Benefit and Certainty of the Current Design

The anticipated benefit of this project for supporting the WRIA 3 Chinook recovery goals has consistently been defined as achieving the increase in carrying capacity of approximately 26,000 smolts, which was identified in the 2009 Feasibility Study. This figure was derived from the Skagit Chinook Recovery Plan's model, which assumes allowing fish access to 6.3 acres of intertidal lagoon and channel area at the site. The goal is not derived from the size of the tidal prism entering the lagoon, only the actual intertidal area that would be available for fish. The original conceptual design proposed to accomplish this goal by introducing tidal exchange into the lagoon between tidal elevations of 6.0' NAVD88 to no more than the MHHW elevation of 9.0' NAVD88. Even though the current design has retreated from the optimistic design parameters that were initially described in the 2011 Project Proposal, it still provides for a larger total area subject to daily tidal exchange (9.6 acres) over a greater duration of the tidal cycle than was proposed in the 2009 feasibility study.

¹² Greene, Correigh et al., *Biological and Physical Effects of "Fish-friendly" Tide Gates*, January 2012.

¹³ Anecdotal information from fish passage studies associated with the SR 520 floating bridge replacement project. NMFS' 2011 draft guidance also stipulates avoidance of abrupt changes in lighting.

¹⁴ Personal observation of Mr. Leo Kuntz, May 2013.

Unlike the Skagit recovery plan, the Island County recovery plan specifies a dual focus for defining project “benefit.” In WRIA 6’s plan, projects must provide both ecological benefit by protecting and restoring salmon habitat as well as community benefit by supporting local community priorities. The Dugualla Lagoon project has consistently focused on providing the dual ecological and community benefits that are required in the Island County recovery plan, and the project team believes that both the overall “benefit” and the certainty of implementation depends on accommodating the desires of the property owners at the project site.

In its May 16, 2013 letter recommending using a 9.0’ NAVD88 elevation for the tidegate closure setting, SWC concluded that, “This project will likely not be constructed now and at best will be constructed in a few to several years when the community can be convinced to do the project.” This statement is not supported by any facts and, in fact, is false. The Land Trust has worked for over six years with the DCI community (consisting of about 200 households) on this project. With the exception of a few individuals, the community has consistently supported our work. Contrary to SWC’s conclusion, the community does want to do the project, but just not with a 9.0’ tidegate closure setting. The current project design meets the objectives of the SRFB grant and the needs of the DCI community. The Land Trust believes that if this project does not move forward now, the momentum will be lost and the DCI leadership with whom we are working will probably transition to new people. A future project sponsor would have to start over again from the very beginning. In the meantime, the chronic maintenance problems associated with the existing 30” outfall pipe may convince new DCI leadership to simply replace it with another pipe with no attention to restoring habitat processes whatsoever.

List of Relevant Background Documents in PRISM

The following background documents can be found as attachments in PRISM.

1. SRFB Project No. 11-1290 Proposal *Dugualla Heights Lagoon Restoration Project*, June 2011.
2. GeoEngineers, Inc., *Dugualla Groundwater Impact Assessment Memorandum*, May 2013
3. GeoEngineers, Inc., *Dugualla Geotechnical Report Addendum*, May 2013
4. Moffatt & Nichol, Inc., *Memorandum: Hydraulic Modeling Summary – Dugualla Heights*, June 2012
5. Moffatt & Nichol, Inc., *Memorandum: Dugualla Heights Lagoon Restoration – Effect of Lower SRT Closure*, February 2013
6. Whidbey Camano Land Trust, *Memo to the File: M&N Revised Fish Passage Calculations (March 2013, March 2013*
7. Whidbey Island Conservation District, 90% draft design drawings (incomplete), May 2013

Exhibit 4: SKAGIT WATERSHED COUNCIL LETTER



Pat Powell
Whidbey Camano Land Trust
765 Wonn Road Barn C-201
Greenbank, WA 98253

Dawn Pucci
Island County Department of Natural Resources
Lead Entity Coordinator, WRIA 6
P.O. Box 5000
Coupeville, WA 98239-5000

Dear Ms. Powell and Ms. Pucci:

At the request of Island County Lead Entity, on April 23rd, 2013 members of the Skagit Watershed Council Technical Work Group (SWC TWG) met with representatives from the Island County Lead Entity (ICLE), the Salmon Recovery Funding Board (SRFB), Island County Conservation District (ICD), and Whidbey Land Trust (WLT) to discuss design changes to the Dugualla Heights Lagoon Restoration project.

In order to arrive at an acceptable fish benefit the SWC TWG developed recommendations for the SWC Board to consider. Each was reviewed carefully by the SWC Board, which voted unanimously to support the following recommendation.

We recommend that the project only go forward with a SRT set to close at a tidal height of no lower than 9 feet NAVD 88, which was previously considered as a design option by the project sponsor. This is close to MHHW, so it will only restrict tides during larger tidal cycles, allowing for a greater tidal prism and fish passage over a greater portion of most tide cycles.

We recognize that there are indications that landowners will likely not accept this proposal. The project will likely not be constructed now and at best will be constructed in a few to several years when the community can be convinced to do the project. ICLE and the project sponsor may elect to fund the project without the additional funding from the SWC by using their 2013 allocation or other funding source.

Thank you for the opportunity to review and comment. If you have any questions, please do not hesitate to contact me.

Sincerely,

Carolyn Kelly
Interim Director

Cc: Mark Dubois

815 Cleveland Avenue, Suite 201
P.O. Box 2856
Mount Vernon, WA 98273

Phone: 360-419-9326
Fax: 360-336-5936
E-mail: council@skagitwatershed.org
Web: www.skagitwatershed.org

EXHIBIT 5: LETTER from WRIA 6 WRAC

Island County
Water Resources Advisory Committee
P.O. Box 5000, Coupeville, WA 98239

Don Lee, Chair

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

October 25, 2013

RE: Dugualla Heights Lagoon Restoration (11-1290)

Dear Chairman Troutt and Salmon Recovery Funding Board Members,

The Water Resources Advisory Committee (WRAC) strongly supports reversing the Review Panel's decision to withdraw funding for the Dugualla Heights Lagoon Restoration project. The WRAC requests that the SRFB allow the project to move to construction and returning the Skagit Lead Entity's (LE) portion of funding. This restoration project will provide a significant benefit to the highest priority area identified in WRIA 6's Salmon Recovery Plan (2005) and to a priority pocket estuary as identified in the Skagit Chinook Recovery Plan (2005).

While one of the initial objectives of this restoration project was to replace the current barrier culvert with an open channel, it was deemed not feasible due to the risk to private property and the homeowners that live on the lagoon. The 3 other objectives of the project will be achieved as initially proposed (creation of low marsh and tidal habitat, removal of invasive species, restoration of native nearshore vegetation and daylighting of 200' of stream channel currently routed through the culvert). Because an open natural channel is not feasible, access to Dugualla Heights Lagoon will be provided by the installation of a tidegate, as noted in both the Skagit Chinook Recovery Plan (2005) and on WRIA 6's 3-year work plan.

The project as currently proposed has 100% private landowner consent among the 200+ homeowners in the project area, including those whose property will be directly affected by the restoration. This is a precedence setting consent level in WRIA 6.

In 2009, the Whidbey Camano Land Trust (WCLT) applied for 2009 SRFB funds to develop engineering plans and construction permits to restore tidal flow to the Skagit Bay Nearshore and Dugualla Heights Lagoon properties. The Skagit Bay Nearshore restoration project will be proceeding as a WA Department of Transportation mitigation site. It is expected that implementation of this plan at the two sites (Skagit Bay to the North and Dugualla Lagoon to the South) will re-establish tidal exchange to approximately 30 acres, allowing fish passage into restored channels and restoration of the native estuary plant communities. This restoration is expected to increase juvenile Chinook salmon rearing capacity in the Skagit Bay/Whidbey Basin by about 20% of the target recovery capacity for pocket estuaries identified in the Skagit Chinook Recovery Plan (2005).

The WRAC supports returning the Skagit LE's unused portion of their funding contribution and requests that the SRFB permit this precedent setting restoration move forward towards construction. Thank you for your consideration of this important matter.

Sincerely,
BEING SIGNED

Don Lee, Chair
Water Resources Advisory Committee
WRIA 6 Lead Entity, Island County

EXHIBIT 6: LETTER from WRIA 6 SALMON TAG

Island County
Salmon Technical Advisory Group
P.O. Box 5000, Coupeville, WA 98239

October 28, 2013

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

RE: Dugualla Heights Lagoon Restoration (11-1290)

Dear Chairman Troutt and Salmon Recovery Funding Board Members

The Island County Salmon Technical Advisory Group (TAG) strongly supports reversing the Review Panel's decision, allowing the project to move to construction and returning the Skagit LE's portion of funding. This restoration project will provide a significant benefit to the highest priority area identified in WRIA 6's Salmon Recovery Plan (2005) and to a priority pocket estuary as identified in the Skagit Chinook Recovery Plan (2005).

After discussing the final proposed design of the Dugualla Heights Lagoon Restoration with the Skagit Technical Work Group (TWG), it was determined that the discrepancy between the two opinions on the technical merits of the project lie with the amount of time the tide gate remains open allowing salmonid access to the lagoon. The time difference between when the gate closes at a 7.5 ft. NADV88 tidal height and when it would close at 9 ft. NADV88 was the tipping point as to whether this project was still worth doing. The TWG believes this is not technically strong enough. While the TAG agrees that technically this is not ideal, that when taken into consideration the social benefits and limited opportunities for similar successes in Island County, this project is worth doing.

There is general agreement between the TAG and TWG that the habitat created on the inside of the lagoon remains as originally proposed. There is agreement, also, that an open channel is not possible and that a tide gate is necessary to protect the current configuration of homes. There is also agreement that this is not a perfect passage project and is highly engineered, which is not ideal in general. The TAG would have also preferred a higher tidal elevation but we must take into consideration private property protection. At the current time, this is the best compromise possible.

The TAG has also proposed an adaptive management strategy that would allow for increasing the tidal elevation if and when it is acceptable to the landowners. The tide gate is adjustable and could be set to close at higher tide levels when it is demonstrated that the fluctuation of the tidal elevation in the lagoon isn't endangering septic fields, wells or private property.

The TAG understands, given the scale of projects that the Skagit LE and TWG must tackle are magnitudes larger than the majority of our projects, it is understood why the Skagit LE would rather spend their funding on a much technically stronger, less engineered restoration project(s) in their watershed. It is totally reasonable that two Lead Entities

should/could have two different levels of standards for what they deem worthy for funding. Project importance is relative within a watershed, not always across different watersheds.

But this project IS the top priority for Island – in large part because we have 100% consent from a large (200+ household) private landowner community to go forward with a restoration project, including those whose property will be directly affected by the restoration. It also provides passage, not perfect passage, but much improved passage on what's in place currently. And that's big for Island County as it's what we have to offer. We don't have rivers to restore or spawning grounds to improve, we have nearshore refuge and forage fish spawn.

The TAG supports returning the Skagit LE's unused portion of their funding contribution and requests that the SRFB permit this precedent setting restoration move forward towards construction.

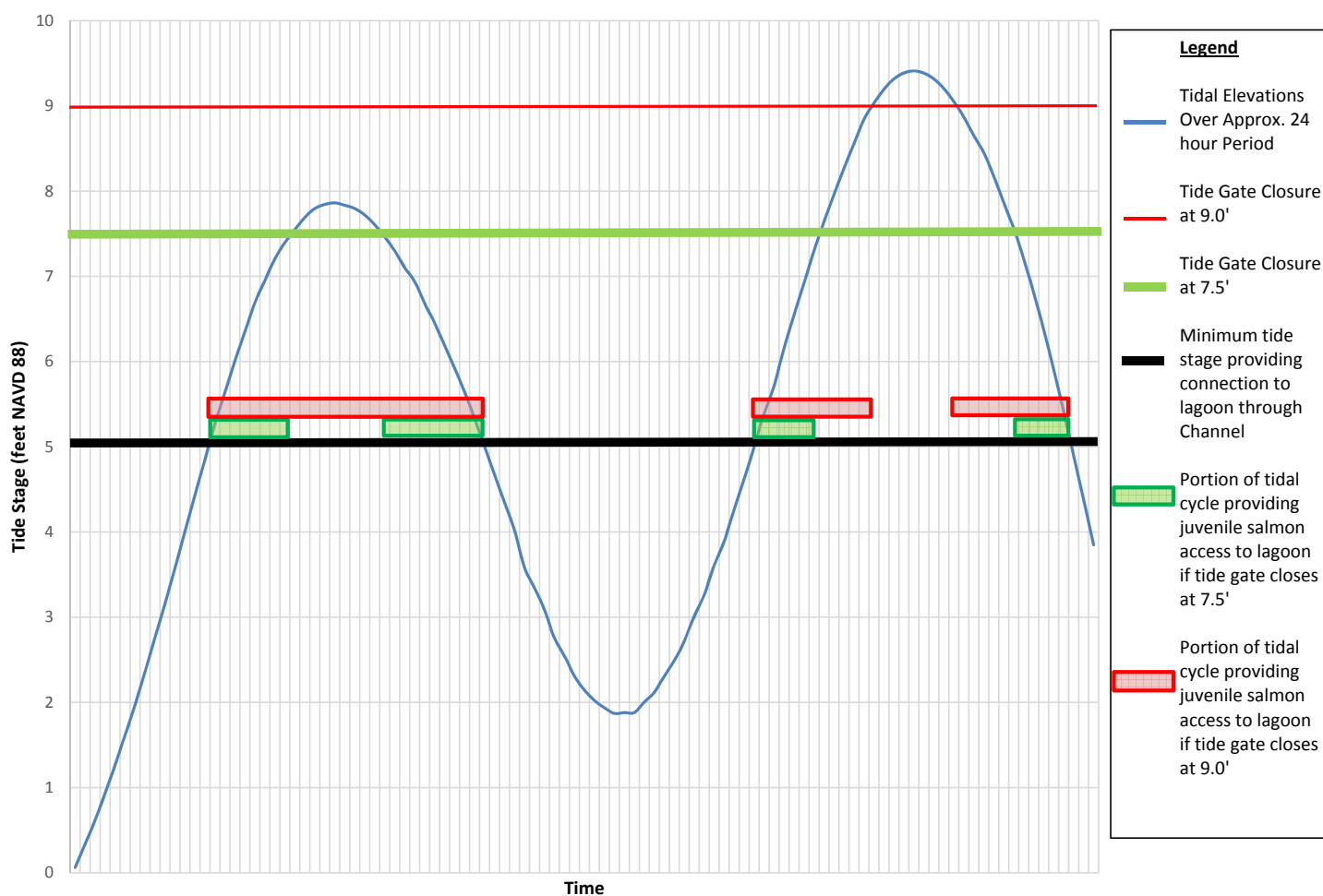
Thank you for your consideration of this important matter.

Sincerely,

Being signed

Barbara Brock, Co-Chair & Todd Zackey, Co-Chair
Island County Salmon Technical Advisory Group

Typical Spring Diurnal Tidal Elevations with Relevant Tide Gate and Access Channel Elevations. Boxes Depict the Differences in the Length of Time That Juvenile Salmon Can Access the Lagoon During the Rising Tide. In this Example, the Total Length of Time





DATE: 25 November 2013
TO: Washington State Recreation and Conservation Office
FROM: Dr. Jody B. Lando, Dr. Derek B. Booth, and Stephen C. Ralph
SUBJECT: Recommendations for improvements to the Salmon Recovery Funding Board
Monitoring Program

To develop recommendations for the SRFB Monitoring Program, it is essential to recall the primary drivers for monitoring – *accountability*, to show value for the cost of habitat-restoration projects; and *adaptive management*, to drive continued improvement in future projects. These reflect two distinct, but complementary purposes of monitoring: “looking backward,” to document what has been accomplished through the expenditures of public funds; and “looking forward,” to improve the value and effectiveness of future efforts. It is not sufficient to be successful in just one realm in the absence of the other. Thus, the next step in advancing a “successful” monitoring program for salmon recovery in the State of Washington must be to define and implement revisions to the current program that clearly document the expenditures being made on salmon restoration, inform improvement in restoration design, and guide future resource allocation based on monitoring results. There has been good progress towards these overarching goals but much remains to be done.

To be truly effective, these fundamental drivers of accountability and adaptive management must be well integrated and executed at multiple geographic scales, because salmon recovery seeks to achieve population-scale benefits primarily through the collective benefits accrued from localized treatments. So, for example, the Project Effectiveness Monitoring Program supports regional accountability but cannot tell us whether salmon populations are actually increasing; Intensively Monitored Watersheds (IMW) support centralized adaptive management by testing credible hypotheses about limiting factors through multiple integrated actions and broad-scale evaluation of results; status and trends monitoring of fish can both document the integrative biological response within individual watersheds and provide a statewide context to gauge overall improvements and variability in salmon populations. As recognized in the original 2002 strategic documents for monitoring, each of these drivers has a critical role to help guide progress towards recovery and sustainability of salmon populations.

With this in mind, we recommend the following six changes to the SRFB Monitoring Program. We have attempted to provide key recommendations that will significantly improve the program value without significant increase in cost, recognizing the practicalities of present funding and the possible reductions in future funding..

1. Establish (or restate) the SRFB goals with respect to monitoring

SRFB Monitoring Goals (from the SRFB Strategic Plan):

Be accountable for board investments by promoting public oversight, effective projects, and actions that result in the economical and efficient use of resources.

Embraced by these goals are four elements that Lando et al. (2013) termed “themes”, also articulated by the SRFB Strategic Plan:

“Provide accountability for board funding by ensuring the implementation of board-funded projects and assessing their effectiveness, participate with other entities in supporting and coordinating state-wide monitoring efforts, and use monitoring results to adaptively manage board funding policies.”

These themes set a foundation for a monitoring program that not only documents past efforts but also guides future resource allocation. Both are essential, but the review of Lando et al. (2013) found that, to date, the former has been emphasized far more than the latter.

Recommendations (low cost, short time frame) – The SRFB needs to clarify their role in salmon recovery and monitoring. This should consist of an updated and explicit statement of goals; an explicit, time-bounded plan to implement those goals; and a clear framework for integrating the results of the ongoing monitoring programs to achieve the fundamental needs of accountability (backward-looking) and adaptive management (forward-looking).

Each of the monitoring components funded by the Board (effectiveness monitoring, IMWs, and fish status and trends) should demonstrate annual fulfillment of these strategic goals, acknowledging their specific role(s) in the overall monitoring strategy, in order to receive continued funding. The SRFB should require this information in a consistent and publically-accessible format. For this approach to be successful, however, the monitoring components must each be told what is expected—what role does each component play in the overall strategy, and how is it best suited to support these four themes? Meeting this need is the intent of this first recommendation.

2. Develop a functional adaptive management program

A focus of SRFB-funded monitoring to date has been accountability; however, that alone will not direct the effective use restoration and monitoring funds for salmon recovery. In order to move beyond accountability monitoring and strategically guide future salmon recovery efforts, an adaptive management program is essential. Many of the individual elements of a functional adaptive management program already exist within the SRFB-funded monitoring elements. Specifically, the evaluation of restoration treatments that is integrated with the cause-and-effect design of intensively monitored watersheds should provide the information needed to support an adaptive management framework. To be functional rather than cumbersome, such a framework must be streamlined, transparent, and efficient. It should incorporate two key elements: (1) a policy element, whereby key management questions or concerns are articulated and an administrative body with the capacity to act upon new information to change management actions; and (2) a science element that can help translate those management questions into objectives that form the basis for the design of specific monitoring efforts. Results from the combination of monitoring elements would provide information relevant to the policy group so that improvements in their decisions can be based on relevant and reliable information.

Recommendations (* = policy-level changes) Form a 3-member Adaptive Management Board to establish an explicit framework, set of expectations and process for timely implementation (Year 1). In years to follow the AMB will work with input from the Independent Science Advisory Board (ISAB) to verify accountability by each monitoring component and integration of their findings into future decisions. To ensure close coordination, all three AMP members will serve on the ISAB (see recommendation #3 below).

Below are some key expectations for each monitoring component within such an Adaptive Management Program:

EM Program:

- Improve the present annual reporting by project type, by expanding the depth of analysis to include attributes that would directly support adaptive management feedback: for example, generalized conclusions for most/least effective project types and specific designs, evaluation of regional differences in project performance/success for a given type, and discussion of implications that inform future project design or circumstances where certain types of projects are not appropriate
- Explicitly state the expected outcome of each project (for example, “improve habitat conditions [provide specifics] that current limit salmon survival and productivity for a given life stage”)
- Evaluate regional differences in project performance/success for a given type (why did some projects fail and others seem to not?)
- Provide timeline for an update of the project design manual that incorporates EM findings
- Provide a peer review/revision cycle for all reports*

IMWs:

- For each IMW, restate the working hypotheses regarding limiting factors and working assumptions that are the target of a given suite of restoration actions; identify general types and specific locations of appropriate projects and a schedule that targets full implementation of such projects
- Assess credible likelihood and a working schedule of producing measurable change(s) from full project implementation
- Require annual report that documents hypotheses, treatments, progress, measured outcomes, and implications for basin-specific and transferrable approaches to identifying and correcting population-limiting factors
- Require integration/evaluation of relevant EM findings by each IMW in a written report to facilitate the cross-scale integration of these monitoring components
- Identify dedicated funding for treatments in any/all IMW watersheds. If funding cannot be realistically secured, identify a revised treatment strategy if IMW implementation is to continue being funded

Status and Trends:

- Make future SRFB-funding for fish in/fish out contingent on obtaining WDFW analysis of fish in/fish out data for each SRFB-funded IMW
- Integrate the cumulative restoration actions within a given basin (type, location, footprint, objectives, relative success) to evaluate possible correlation with smolt abundance, size and timing – WDOE responsibility
- Include evaluations of smolt trap performance and describe the implications for establishing confidence in correlations between investments in restoration actions and resulting increase in smolt abundance, size and timing – WDFW and WDOE responsibility

3. Establish an Independent Science Advisory Board

Recommendations (moderate cost, ongoing time frame) – a 5-member independent review panel with strong scientific credentials and explicit monitoring expertise is needed to evaluate the degree to which the monitoring themes are being fulfilled by annual reporting. They should also provide ongoing programmatic guidance as needed to support the adaptive management program (see #2 above). A successful evaluation of each monitoring component by this review board should affect the likelihood of future funding for that component.

This issue was expressed by reviewers of the Stillwater report – “*We believe that the SRFB should seriously consider empowering an independent technical body (e.g., ISRP) to help advise them with technical issues. “The SRFB should focus on programmatic requirements, coordination and collaboration while seeking scientific input from a technical advisory board.”*

4. Provide specific requirements of each monitoring component

Only the SRFB themes in greatest need of improvement (i.e., rated 3 or lower in Lando et al. 2013) are listed below with suggested improvements. Unless otherwise specified, the reporting timeframe for each theme should be as part of an annual, written summary.

Recommendations (variable cost and time frame) – The SRFB, with support from an Independent Science Advisory Board (see #3 above), should provide specific requirements of each monitoring component, a framework for reporting, and a performance assessment for each SRFB themes:

Effectiveness Monitoring

- a. **Project effectiveness:** as a central focus of the Effectiveness Management (EM) Program, this theme is well-supported by the present reporting framework for conveying key information: each visit to a project site is documented in a report of observations and data, with annual summaries across all projects for each of the habitat-restoration project “types.” As documented in Lando et al. (2013), however, these reports have limited interpretation beyond some very basic statistical tests for “significance” and almost no exploration of the implications for future project design and implementation. An improved annual reporting framework for the EM Program will therefore need the additional analytical and reporting elements listed in recommendation #2, above.
- b. **Adaptive management:** see recommendation #2 for an integrated approach to this theme, including specific recommendations to improve the analysis and reporting of the EM Program to support this theme.

IMW

- a. **Accountability:** post the monitoring sites, analyses and results to a centralized location. Identify attributes of a given IMW that would be transferable to other basins and increase the relevance of a particular IMW, recognizing that the long-term value of the IMW program is not in developing a watershed-specific understanding of limiting factors but rather in testing analytical approaches and prospective treatments that are more widely applicable.
- b. **Project effectiveness:** analyze and report on project effectiveness with respect to salmon endpoints, with a particular focus on the response of hypothesized limiting factors within the IMW.

- c. **Coordination:** seek additional funding and outreach opportunities to fill critical gaps. SRFB-funded IMWs need to collaborate with other IMWs to troubleshoot common challenges and increase program effectiveness. SRFB-funded IMWs should emphasize the degree to which findings from any individual IMW can be generalized to other IMWs, and thence to watersheds throughout Washington State and the PNW.
- c. **Adaptive management:** see recommendation #2 for an integrated approach to this theme.

Note of clarification: Approximately 60% of IMW funding supports status and trend (i.e., fish in/fish out) monitoring in the IMW watersheds.

Status and Trends

- a. **Accountability:** first determine if each SRFB IMW has adequate status and trend monitoring. This is fundamental to a successful monitoring program. Next, post the SRFB-funded monitoring sites, data and statistical analyses and results to a centralized location. Location and species are not sufficient; data analysis and reporting on an annual basis are critical for this component of the SRFB Monitoring Program to provide value.
- b. **Project effectiveness:** S&T monitoring as it is currently reported does not provide analysis and results that adequately benefit SRFB goals. S&T results need to be evaluated in the context of salmon recovery and adaptive management, with clear articulation of the value of specific S&T monitoring for a given basin. This should be an ongoing effort with annual reporting.
- c. **Coordination:** require recipients of SRFB monitoring funds to analyze and interpret the data with respect to salmon recovery efforts. Given the scale of S&T monitoring, this will require coordination across multiple agencies.
- d. **Adaptive management:** see recommendation #2 for an integrated approach to this theme.

5. Resolve the IMW implementation problem

Recommendations – limit IMW funding to watersheds with the ability to implementing restoration projects in a timely manner and with an explicit tie between habitat restoration and fish monitoring. Consider IMW success to date, future potential of matching funds to support implementation and resolve delayed restoration schedules, integration/overlap with other non-SRFB-funded IMWs, and statewide value to salmon recovery in deciding which IMWs to maintain. If adequate progress is not determined by the ISAB in 2014, the IMW program should face funding reallocation.

According to review comments on the Stillwater report, matching funds have been supported IMWs to date: *“IMWs have partnered with ongoing fish monitoring programs in order to leverage those programs and their technical expertise. These partnerships have leveraged over \$900k per year in existing monitoring resources and in-kind contributions of several hundred thousand dollars per year as well as technical expertise from NWFSC, Lower Elwha Tribe, Skagit River Cooperative, Weyerhaeuser Co., WDFW, and Ecology.”* This support notwithstanding, greater levels of financial support from either within or beyond the SRFB are needed to justify expenditures to date, and into the future. Although the need for a long-term commitment to IMWs was always recognized and affirmed, a completely unbounded commitment with no credible path to a successful outcome is also not warranted.

6. Identify how the SRFB can improve coordination with other statewide monitoring.Recommendations (low cost, on-going time frame)

- a. Post the programmatic changes recommended above and resulting reports to the SRFB website. Consult with Northwest Power and Conservation Council regarding their Fish and Wildlife monitoring program.
- b. Substantively engage with the Pacific Northwest Aquatic Monitoring Partnership (PNAMP) to advance collaborative opportunities and benefit from the collective efforts of the region in the following ways: 1) Collaborate with PNAMP webtools to identify and post the location of all SRFB funded restoration and monitoring; 2) provide incentives for SRFB-funded monitoring programs to participate in PNAMP sponsored workshop and contribute to workshop products and documentation; 3) fund a SRFB representative to engage with PNAMP.

Requests made by the regional directors to the SRFB for consideration:

1. The regional directors have requested that the SRFB annually allocate a portion of the PCSRF 10% monitoring funds to the regional organizations to help meet high-priority monitoring needs specific to each region. How these funds are distributed would be determined by the SRFB. They further recommend that additional monitoring requests beyond the 10% should not be funded through returned funds.

Response –Although we recognize the importance of project scale monitoring, the SRFB is not able to fund such allocations. Doing so would be costly when considering the scale of benefit. Furthermore changing the allocation of SRFB monitoring funds to support regional priorities would require a change to the basic structure of the program. SRFB monitoring to date has focused on funding IMWs, Status and Trends monitoring for fish and category-scale Effectiveness Monitoring. We acknowledge that the usefulness of IMW and EM Program results have been lacking from the perspective of the regions. However rather than dissolving those programs, we hope that improvements implemented through the enactment of an AMP and ISAB will change this reality.

2. They have also requested that “monitoring” be added as an eligible project type for proposals that could be funded as part of a region’s project list using the current allocation formula (i.e., sponsored only by regional organization or in partnership with a regional organization).

Response – It is not possible to use state funds for monitoring. Federal funds may be eligible, but such a request would be best considered by the SRFB if the regions provide a complete understanding of what is needed (restoration and monitoring) to achieve delisting.

The dilemma of IMW funding vs. regional allocations

In order to move forward with a decision regarding the IMW funding, the Board must make a policy decision: does scientific understanding and long-term accountability, via fully implemented IMWs, trump the principle of regional funding allocations? We believe that both are important, and that the Board also shares the judgment that IMWs hold great value, but not in the absence of some level of regional allocation. With that in mind, we advise the SRFB fund the IMW program, including planned treatments within each target watershed to regain momentum throughout this program, and then disperse the remaining projects funds among the recovery regions in accordance with their anticipated proportions.



State of Washington
DEPARTMENT OF FISH AND WILDLIFE

Mailing Address: 600 Capitol Way N, Olympia, WA 98501-1091 • (360) 902-2200 • TDD (360) 902-2207
Main Office Location: Natural Resources Building, 1111 Washington Street SE, Olympia, WA

October 2, 2013

Kaleen Cottingham
Director
Washington Recreation and Conservation Office
Post Office Box 40917
Olympia, WA 98501-0917

Re: Amendment to Washington Department of Fish and Wildlife (Department) letter dated
September 19, 2013

Dear Ms. Cottingham:

I am writing to amend the letter Director Phil Anderson sent to Chairman David Troutt on September 19, 2013, in which we requested Salmon Recovery Funding Board "return funds." Specifically, we are reducing the scope and amount of the request.

The Department is requesting \$208,000 to continue implementation of the status and trend Fish-in/Fish-out monitoring program. The Fish-in/Fish-out program, established as part of the Statewide Comprehensive Monitoring Strategy, provides a tool for estimating both returning adults (fish in) and outmigrating juveniles (fish out) in order to assess freshwater productivity for at least one population per major population group per listed species (ESU/DPS). Fish-in/Fish-out monitoring is the cornerstone of tracking recovery progress and the data directly inform abundance, productivity, and key freshwater habitat or salmon life-stage bottlenecks.

Thank you for your time on the agenda. Please let me know if you have any question or need further clarification.

Sincerely,

A handwritten signature in black ink, appearing to read "Jennifer Quan", is written over the word "Sincerely,".

Jennifer Quan
Special Assistant to the Director

cc: Jim Scott
Erik Neatherlin
Brain Abbott



Salish Sea Marine Survival

What are the Causes of Salmon Decline in the Salish Sea?



Duration
7 years (2012 - 2019)

Status
Entering Research Phase

Estimated Total Cost

\$20M over 5 years
(Combined US/CA)

Funds Raised To Date
Over \$2 Million

Project Partners

Fisheries and Oceans Canada
NOAA Fisheries
Washington Department of Fish and Wildlife
Northwest Indian Fisheries Commission
Nisqually Indian Tribe
Tulalip Tribes
Lummi Nation
Puget Sound Partnership
Environmental Protection Agency
US Geological Survey
US Fish and Wildlife Svc.
Washington Department of Ecology
Washington Department of Natural Resources
Washington State Recreation and Conservation Office
Salmon Recovery Funding Board
University of Victoria
University of British Columbia
University of Washington
Port of Seattle
Port Metro Vancouver
Washington Sea Grant
National Fish and Wildlife Foundation
Puget Sound Salmon Recovery Council
Pacific Salmon Commission (Southern Fund Committee)
Goldcorp
Sitka Foundation

Project Purpose:

Long Live the Kings (LLTK) and the Pacific Salmon Foundation (PSF) are managing a joint US - Canada research effort to identify the leading causes of weak salmon and steelhead survival in the Salish Sea.

The *Salish Sea Marine Survival Project*:

- ▶ **Leverages financial and human resources from two countries** to evaluate Salish Sea salmon and steelhead survival in our shared marine waters;
- ▶ **Provides critical NEW information for researchers, managers, and policymakers** about salmon survival in marine and estuarine environments, identifying the most critical threats;
- ▶ **Compels the development of new, science-based solutions** to guide the effective management of Salish Sea salmon and steelhead, and their marine environment, supporting regional recovery efforts.



Oncorhynchus kisutch
Coho Salmon



Oncorhynchus tshawytscha
Chinook Salmon



Oncorhynchus mykiss
Steelhead Trout

The Problem: *Fisheries managers have identified early marine survival as the most critical unknown in sustainable recovery and management of salmon and steelhead.*

Changes in the Salish Sea are thought to be significantly affecting the abundance of our region's salmon and steelhead. Marine survival for many stocks of Chinook, coho and steelhead that migrate through the Sea is now less than 1/10th of what it was 30 years ago; and sockeye, chum, and pink salmon numbers have varied extraordinarily over the same time period.

While there exists solid understanding of the factors affecting salmon survival in freshwater, our collective knowledge about salmon in marine waters is limited. To improve survival, we must have a more complete understanding of the complex relationship between salmon and the physical, chemical and biological characteristics of the Salish Sea.

The Solution:

The *Salish Sea Marine Survival Project* brings together multidisciplinary expertise from over 20 Federal and State agencies, Tribes, academia and nonprofit organizations on both sides of the US/Canada border. Through the development of a comprehensive, ecosystem-based research framework; coordinated data collection and standardization; and improved information sharing, the project will help managers better understand the critical relationship between salmon and the Salish Sea.

The largest-scale and most important research effort of its kind, the Salish Sea Marine Survival Project promises to fundamentally change the ways we manage salmon and steelhead and steward Puget Sound and the Georgia Basin.

The Salish Sea Marine Survival Project seeks to:

- ▶ **IMPROVE** harvest, hatchery and habitat management
- ▶ **INCREASE** sustainable fishing opportunities
- ▶ **SPEED** wild, ESA-listed salmon, steelhead, and southern resident killer whale recovery
- ▶ **IDENTIFY** environmental problems affecting salmon and steelhead in the Salish Sea

www.lltk.org

Project Timeline and Current Status:

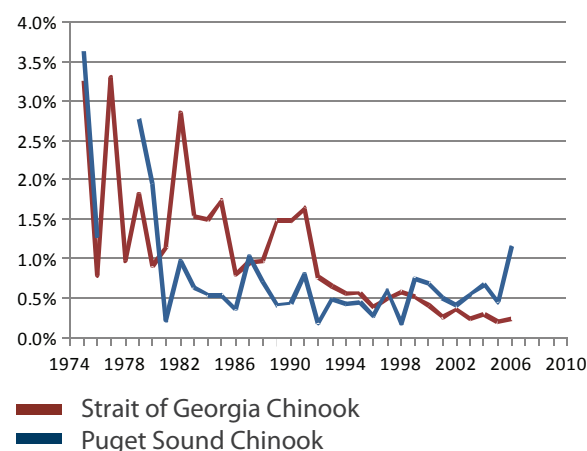
Initiated in 2012, the *Salish Sea Marine Survival Project* will last seven years. In November 2012, a planning workshop attended by 90 participants from both sides of the border was held to define the critical elements of a comprehensive integrated US/Canada research program. Technical teams have been using the workshop outcomes to complete proposals for the Project's research phase. **Partners are now poised to enter the 5-year intensive research period.**

Once the research phase of the Project is complete, a one-year implementation phase will commence; when the research results will be converted into general conclusions and management actions.

Measures of Success:

- ▶ Existing information on interactions between salmon and the marine environment is compiled; critical information gaps are identified.
- ▶ A joint U.S. - Canada research program, identifying critical research, data collection, and modeling needs, is developed.
- ▶ New mechanisms direct funds toward accomplishing the work proposed in the research plan.
- ▶ Changes in resource management actions are guided by research results.
- ▶ Marine survival of salmon and steelhead is improved.

CHINOOK DECLINE IN MARINE SURVIVAL



Long Live the Kings' and the Pacific Salmon Foundation:

Seattle-based LLTK and Vancouver-based PSF are co-managing this significant international research effort, working together to create necessary funding mechanisms, managing collaborative research activities, and establishing and maintaining project outreach and communications.

Funding Snapshot: Total funds raised to-date: Over \$2M.

In the United States, LLTK has helped identify over \$1.25 million dollars to initiate the Project's research phase. This includes \$788,000 recently appropriated by Washington State to the Puget Sound Partnership and Washington Department of Fish and Wildlife to implement Puget Sound steelhead research.

In Canada, the Pacific Salmon Foundation, which convened a science panel in 2009 to develop the research plan for coho and Chinook in the Strait of Georgia that was used as the foundation for the *Salish Sea Marine Survival Project*, has raised \$750,000.

The Pacific Salmon Commission's Southern Endowment Fund Committee, recently granted \$175,000 to LLTK and PSF for Salish Sea program development.

While these initial investments are strong, an estimated total of \$20 million dollars (\$10M each in the US and Canada) will be necessary to support the 5-year research phase on both sides of the international border. LLTK and PSF are actively seeking funding partners to help facilitate this critically important work.

For More Information:

Contact **Michael Schmidt**, Long Live the Kings' Director of Fish Programs: (206) 382-9555 x27, or mschmidt@lltk.org.

SALMON RECOVERY FUNDING BOARD SUMMARIZED MEETING AGENDA AND ACTIONS
DECEMBER 4-5, 2013

Agenda Items without Formal Action

Item	Follow-up Actions
Item 1: Management Report	No follow-up actions requested.
Item 2: Salmon Recovery Management Report	No follow-up actions requested.
Item 3: Reports from Partners	No follow-up actions requested.
Item 5: Manual 18 Updates Proposed for 2014	Research will be done regarding riparian buffers and presented to board in March.
Item 7: Overview of Estuary and Salmon Restoration Program (ESRP) and projects	No follow-up actions requested.
Item 8: Recommendations for Monitoring Strategy	Sub-committee will meet to operationalize the recommendations and bring back options for the board to consider in March
Item 10: Salish Sea Marine Survival Research Project	No follow-up actions requested.

Agenda Items with Formal Action

Item	Formal Action	Follow-up Actions
Minutes	Approved October meeting minutes	No follow-up actions requested.
Service Recognition: Josh Brown #2013-03	Approved	No follow-up actions requested.
Item 4: 2013 Grant Round	Approved \$1,195,165 in SRFB funds for projects and project alternates in the Hood Canal Region Approved \$361,245 in PSAR funds for projects in the Hood Canal Region Approved \$2,700,000 for projects in Lower Columbia.	No follow-up actions requested.

	<p>Approved \$360,000 for projects in the Northeast Region.</p> <p>Approved \$6,795,035 in SRFB funds for projects and project alternates in the Puget Sound Region.</p> <p>Approved \$13,017,394 in PSAR funds for projects and project alternates in the Puget Sound Region.</p> <p>Approved \$10,823,625 in PSAR funds for Large Capital projects in the Puget Sound Region.</p> <p>Approved \$1,598,400 for projects and project alternates in the Snake River Region.</p> <p>Approved \$1,953,000 for projects and project alternates in the Upper Columbia Region.</p> <p>Approved \$1,620,000 for projects and project alternates in the Coastal Region.</p> <p>Approved \$1,776,600 for projects and project alternates in the Yakima Mid-Columbia Region.</p>	
Item 6: Appeal of Review Panel Decision: Whidbey Camano Land Trust, Dugualla Heights Lagoon Restoration, RCO Project #11-1290	Approved Option 1 as presented.	No follow-up actions requested.
Item 9: Request by Department of Fish and Wildlife to Use Returned Funds for Fish – in/Fish-out Monitoring	Approved \$208,000 in returned funds for fish-in/fish-out monitoring.	No follow-up actions requested.

SALMON RECOVERY FUNDING BOARD SUMMARY MINUTES

Date: December 4, 2013

Place: Olympia, WA

Salmon Recovery Funding Board Members Participating:

David Troutt, Chair	Olympia	Megan Duffy	Department of Natural Resources
Phil Rockefeller	NWPCC		
Nancy Biery	Quilcene	Rob Duff	Department of Ecology
Bob Bugert	Wenatchee	Jennifer Quan	Department of Fish and Wildlife
Josh Brown	Kitsap County	Susan Cierebiej	Department of Transportation

It is intended that this summary be used with the materials provided in advance of the meeting. A recording is retained by RCO as the formal record of meeting.

Carol Smith was excused.

Opening and Welcome

Chair David Troutt called the meeting to order at 9:05 a.m. and a quorum was determined. Director Cottingham introduced Susan Cierebiej as a new member of the board, representing the Department of Transportation.

Megan Duffy arrived at 9:12am.

Phil Rockefeller moved to adopt the agenda.

Seconded by: Nancy Biery

Motion: APPROVED

Phil Rockefeller moved to approve the minutes from October 2013.

Seconded by: Nancy Biery

Motion: APPROVED

Phil Rockefeller moved to approve the service recognition for Josh Brown, #2013-03

Seconded by: Nancy Biery

Motion: APPROVED

Briefings

Item 1: Management Report

Director Cottingham presented information as described in her director's report. She reviewed staffing changes in the Recreation and Conservation Office, including: Alice Rubin, a grant manager working on SRFB grants; Jen Masterson RCO performance management specialist; Cindy Gower, an administrative assistant supporting the Recreation and Conservation grant section; and Kiri Kreamer, who has joined GSRO as an intern.

Legislative and Policy Updates:

Nona Snell presented information as described in the staff memo. She noted that none of the issues that were addressed in the special session will be affecting salmon recovery, but there was talk of a transportation package, before the session starts in January. It could impact in some way fish passage barriers. She also addressed the mitigation matching project from the 2013-15 budget.

Item 2: Salmon Recovery Management Report

Brian Abbott and Tara Galuska reviewed the salmon recovery management report as presented in the staff memo. Tara Galuska stated that we have wrapped up the grant round. She stated that FFFPP was given \$2 million in 2013-15 biennium and ESRP was given \$10 million from the legislature. She addressed Item 2A, which shows the list of 22 recently completed projects since the last board meeting.

Brian Abbott presented an update on the communication plan, and the RFQQ proposals which were due on November 22, 2013. An evaluation team meeting took place December 3 to review the 12 responses to the RFQQ. They have decided to interview the top 3 firms in early January.

Director Cottingham added that she recently sent Brian Abbott back to Washington D.C. to meet with the congressional staffers. Brian made the trip with Jennifer Quan from WDFW and was guided by Rich Innes, contractor and Sam Ricketts from the Governor's D.C. Office.

Tara Galuska noted that Jennifer O'Neil from TetraTech has been selected as a new member on the SRFB technical review panel.

3: Reports from Partners

Jeff Breckel, Council of Regions: Jeff Breckel from the Lower Columbia Fish Recovery Board gave a brief update on regional priorities in terms of working with the board. He noted that the Council of Regions is looking at the monitoring strategies, and expressed the concerns about the Stillwater recommendations. He noted that they don't accurately reflect the message that they were trying to provide to them, and to the board. He explained that they are anxious to be working with the board to ensure that the board's monitoring investments not only meet the needs of the board, but also in terms of making good decisions about how the board's money is invested. He also touched on the funding picture and how they were going to deal with that. The regions would like to see a proactive approach over the next few months, to start looking at where are the real priorities.

Darcy Batura, Lead Entity Advisory Group: Darcy Batura gave an update on the Lead Entity Advisory Group. She noted that they have decided to change their name to better reflect their collective work. Their new name is the Washington Salmon Coalition – Community Based Salmon Recovery. They will be working over the next few months to reflect changes, both internally and to their partners, to make sure everyone is aware of the name change, and why they made it. The group also received training on legislative process from Phil Rockefeller, Raquel Crosier, and Nona Snell. This is done in preparation for their Legislative Outreach Day, scheduled for January 22, 2014. Batura introduced new Lead Entity coordinators: Todd Andersen with Kalispell-Pend Oreille Lead Entity; Jane Atha with Chehalis Basin Lead Entity; Scott Brewer with Hood Canal Coordinating Council; and Jason Wilkinson with WRIA 8. She also congratulated Richard Brocksmith on his new position as Executive Director of the Skagit Watershed Council.

Batura also gave an update on what they have been doing the last 3 months. This includes working closely with their sponsors, review panel, and RCO Staff to finalize their projects lists. She thanked everyone for their support on behalf of the Washington Salmon Coalition.

Lance Winecka, Regional Fisheries Enhancement Groups (RFEGs): Lance Winecka from the South Puget Sound Salmon Enhancement Group gave an update on sustainable funding for the RFEG program and explained the new budget proviso.

Jennifer Quan, WDFW: Jennifer Quan gave a follow up to the recent Washington D.C. trip. She explained that they met with almost all of the House of Representatives staff. She described some of the discussions and the importance of working with the federal agencies. There was a discussion on Puget Sound and EPA funding, PSNRP and Aquatic Invasive Species. Quan explained that there was a lot of conversation regarding the administrative use of PCSRF funding.

Susan Cierebiej, Department of Transportation: WSDOT constructed 19 fish passage projects in 2013, opening up nearly 60 miles of habitat for salmon. WSDOT is also planning to construct 10 fish passage projects next summer. They are currently designing another 34 projects to be constructed in the next biennium. WSDOT will be also installing log jams in the Skagit River, which will improve habitat for fish.

Megan Duffy, Department of Natural Resources: DNR anticipates starting the NEPA/ SEPA process for their Aquatics HCP in early April. The HCP cover 29 species, including salmonids. It also addresses three activities -- log storage, aqua culture, and over water structures. DNR welcomes comments on their HCP once it is released.

Phil Rockefeller NWPCC: Provided an update on the Northwest Power and Conservation Council. He stated that the council has two main missions, one being to develop the regional power plan, and the other is to develop and periodically update a fish and wildlife program to address the impacts of the hydropower operations in the Columbia and Snake River on salmon, steelhead, sturgeon, and wildlife in general. He explained the council also engages in ocean and estuary research activities, and their work extends into tributaries, and not just the main stem of the Columbia River. The council is currently updating the Fish and Wildlife program.

Rob Duff, Ecology: He noted that the Marine Resources Advisory council met for the first time. This council was set up in response to Governor Gregoire's blue ribbon panel on ocean acidification.

General Public Comment:

There was no general public comment.

DECISIONS

Item 4: 2013 Grant Round

Tara Galuska, Salmon Section Manager, presented the information from the memo for item 4. She gave an overview of the 2013 Grant Round and noted that the total amount of dollars to be awarded at this meeting is approximately \$42 million. The total approved for the grant round, including match is approximately \$81 million. There are no projects of concern remaining on the lists, although the review panel did condition 22 projects.

Salmon Section Managers gave a presentation on some featured projects proposed for funding. Projects of note are:

- Hood Canal - Dosewallips Riparian Corridor Acquisition – Phase 2, #13-1211;
- Lower Columbia - Wahkiakum Conservation District - Seven Springs Restoration, #13-1083;
- Washington Coast - The Nature Conservancy, Hurst Creek Habitat Restoration Pilot Project, #13-1077;
- Northeast - Kalispell Tribe, 13-1357 LeClerc Creek Restoration Phase I;
- Puget Sound - King County, Natural Resources and Parks, 13-1135 Upper Carlson Floodplain Reconnection;
- Snake Region - Asotin County PUD, Alpowa Instream Post Assisted Log Structures, #13-1399;
- Middle Columbia Region - Kittitas Conservation Trust, Cle Elum Side Channel Restoration Phase II, #13-1314;
- Upper Columbia Region - Trout Unlimited, Methow Valley Irrigation District (MVID) Instream Flow Improvement, #13-1334.

Kelley Jorgensen, Review panel chair, presented the information as stated in the memo for item 4. Jorgensen noted the review panel has 7 members. She introduced the 3 that were present at the meeting. Jorgensen shared a few observations from the review panel, including:

- Large complex multiphase projects – The Panel is reviewing more of these types of project. They are more costly and come in at application in phases.
- Process-based restoration projects – The preference is for projects to pursue process based restoration. If this cannot be accomplished, the Panel recommended the Board consider strong encouragement for lead entities and regions to acquire property that allows process based restoration to occur.
- Data gaps/research projects – Projects continue to be submitted as data gaps that do not meet all the eligibility requirements. These will continue to receive project of concern status.

- Program vs. Project - Some projects come in that are more programmatic in nature, such as nutrient enhancement. If a trend continues, the Board may want to develop criteria for these types of projects.
- Lessons learned – monitoring – The panel sees a clear need for analysis of monitoring data and a need to share the data with project sponsors in order to inform project development.
- Sea-level rise analysis- The Board may want to consider setting a horizon year for sea level when used in project designs.
- Cost benefit analysis-The Panel has no true tool for true cost benefit analysis of projects.
- Typical project element cost ranges – The Panel could develop a document that shows the range of project costs that is typical for project implementation for project sponsors.

Jorgensen also reviewed two noteworthy projects for the 2013 grant round:

- 13-1336, Chewuch River Permanent In stream project which will place 10 cfs back in the river during lower flows and stops diversion of water in the late fall;
- 13-1334, MVID Instream Flow Improvement Project that will change the point of diversion for the MVID and compensate landowners for well development. It will also develop piping system on the east side of the Methow River

Comments from the Regions:

Hood Canal Coordinating Council, Scott Brewer – Provided an over view of the Hood Canal Coordinating Council, and updates over the past year. He explained that the council has withheld some of the PSAR funds to focus on what the top salmon recovery priorities are for the Hood Canal. He noted that HCCC is asking for the board's support, patience and understanding as they move through this process of prioritization for salmon recovery. They are on task to have a final report by March.

Lower Columbia Fish Recovery Board, Jeff Breckel – Breckel stated that PCSRF funds are the primary funds available in the Lower Columbia region. This year they are asking for funding for 17 projects and that they all address their highest priority tiers. In this grant round they have 8 restoration projects, 7 design projects, and 1 acquisition project. He noted that they work with a very diverse group of project sponsors, and noted that they have 8 different sponsoring organizations this year. Breckel stated that he would prefer more contact with the review panel in the future.

Northeast, Nick Bean and Todd Andersen – Nick introduced Todd Anderson, who will be the new Lead Entity Coordinator. Bean presented information from their grant round. Northeast has submitted 3 projects this grant round, with no projects of concern. He gave his appreciation to review panel and grant mangers on their work this year. Bean provided a synopsis of the Northeast Region and some of their efforts in salmon recovery this year. He noted their work with Invasive Species, and the removal of northern pike in the Pend Oreille River. This project has about a year left and has been very successful.

Puget Sound, Jeanette Dorner – Jeanette Dorner thanked the members for their service, and work on the board. She provided an overview of PSP, and explained the 22 listed Chinook population, steelhead, bull trout, and Hood Canal summer chum. She noted that they presented 11 projects for early action, and an additional 79 projects that they are hoping to have funded in today's meeting. There will still be PSAR money to obligate to projects throughout the rest of the year. PSP is working closely with RCO staff to ensure the money will be going to the best projects.

Dorner asked for the board's assistance on a project that was pulled entitled Marine Survival of Chinook in the San Juans. The project was proposed and reviewed as part of the San Juan Lead Entity project list, and was recently removed due to the project's inability to meet the SRFB project eligibility requirements. She has asked for the board to consider the "Marine Survival of Chinook in the San Juans" project proposal. Cottingham noted that the only funds that can be used for this project is our federal PCSRF money. San Juan LE does have additional funds in their PSAR allocation that can be shifted to an eligible project, thus freeing up federal funds to cover this project.

Member Quan provided information in support of the project, and noted that the WDFW director has made Marine survival in Puget Sound a priority.

Snake River, Steve Martin - Thanked the board for the allocation framework that they have provided. Also thanked the review panel for the technical review they have given, and gave a brief overview of the recovery efforts going on in the Snake River Region.

Upper Columbia, Derek Van Marter – Joy Juelson presented on behalf of Upper Columbia. She gave an overview of the consolidation of the three Lead Entities. She explained that they have 20 projects this year, 7 of which are above the funding line. She gave information on the Roaring Creek Instream Flow and Barrier Removal project, which is at the top of their list. She noted that over half of the wild steelhead are spawning in the Roaring Creek. She thanked GSRO and the staff at RCO for their work on the projects.

Washington Coast, Miles Batchelder – Miles thanked the chair and SRFB on their work. He explained Washington Coast's efforts to protect ESA listings throughout the state. He believes they had a great grant round this year, but explained that there were some challenges with local committees and not agreeing with the technical review panel. He thanked the technical review panel on their tremendous work throughout the year. Batchelder explained that the Washington Coast Sustainable Salmon plan was finally completed this summer, with the help of the Nature Conservancy who provided them with a full time staff member. He noted that the Coast is developing an implementation schedule.

Yakima Basin, Alex Conley – John Foltz began by presenting on behalf of Klickitat County Lead Entity. He noted that there were 2 projects from their Lead Entity on the funding list this year. He thanked Dave Caudill, RCO, GSRO, and the review panel for their work.

Alex Conley present for the Yakima Basin. He highlighted two things: one being Darcy Batura's work with their TAG, and another being their project list.

Tara Galuska provided board members with new motion language, and updated funding tables. She explained that the motions now include the San Juan Marine Survival of Chinook project.

Hood Canal:

Josh Brown moved to approve \$1,195,165 in SRFB funds for projects and project alternates in the Hood Canal Region, as listed in Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Nancy Biery

Motion: APPROVED

Josh Brown moved to approve \$361,245 in PSAR funds for projects in the Hood Canal Region, as listed in Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Bob Bugert

Motion: APPROVED

Lower Columbia

Josh Brown moved to approve \$2,700,000 for projects, as listed in Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Phil Rockefeller

Motion: APPROVED

Director Cottingham noted that this includes two projects for the Klickitat County lead entity.

Northeast

Phil Rockefeller moved to approve \$360,000 for projects in the Northeast Region, as listed in Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Josh Brown

Motion: APPROVED

Puget Sound

Nancy Biery moved to approve \$6,795,035 in SRFB funds for projects and project alternates in the Puget Sound Region, as listed Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Phil Rockefeller

Motion: APPROVED

Nancy Biery moved to approve \$13,017,394 in PSAR funds for projects and project alternates in the Puget Sound Region, as listed in Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Phil Rockefeller

Motion: APPROVED

Nancy Biery moved to approve \$10,823,625 in PSAR funds for Large Capital projects in the Puget Sound Region, as listed in Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Phil Rockefeller

Motion: APPROVED

Snake River Region

Bob Bugert moved to approve \$1,598,400 for projects and project alternates in the Snake River Region, as listed in Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Josh Brown

Motion: APPROVED

Upper Columbia Region

Josh Brown moved to approve \$1,953,000 for projects and project alternates in the Upper Columbia Region, as listed in Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Phil Rockefeller

Motion: APPROVED

Bob Bugert recused himself.

Washington Coast Region

Phil Rockefeller moved to approve \$1,620,000 for projects in the Coastal Region, as listed on Funding Table as listed in Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Nancy Biery

Motion: APPROVED

Yakima Region

Phil Rockefeller moved to approve \$1,776,600 for projects and project alternates in the Yakima Mid-Columbia Region, as listed in Attachment 5 of Funding Report, dated December 4, 2013.

Seconded by: Josh Brown

Motion: APPROVED

Director Cottingham noted that 2 projects for Klickitat LE are included.

BRIEFINGS

Item 5: Manual 18 Updates Proposed for 2014

Tara Galuska presented the information as described in memo for item 5. She gave an overview of Manual 18, and its purpose in the grant round, and then went on to highlight an overview of proposed changes for 2014:

- Grant Round Schedule
 - Maintain similar schedule as 2013, which eliminates the July feedback loop as an efficiency measure to save time and resources.
- Riparian Projects
 - Allow riparian stewardship projects to be funded under riparian category to protect planting investments.
- Move Salmon Project Proposals out of the body of the Manual into Appendices. Take out any redundancies in questions.
 - Allows sponsors to easily download the proposal applicable to their project.
- Funding Report
 - In the future, we will look at streamlining the report and regional submittals.

Riparian Buffers

Leslie Connelly, RCO policy specialist, provided a background on riparian buffers width guidelines and the National Marine Fisheries Service recommendations for minimum buffer widths. She provided questions to the board to consider regarding adopting a policy on minimum riparian buffer widths:

- Should there be a minimum riparian buffer threshold?
- Where should it apply?
 - Puget Sound agriculture lands only or other geographic areas?
- What types of projects?
 - Projects in which riparian restoration is the main goal or all projects that include some riparian restoration work?
- How should it apply?
 - As an eligibility requirement or part of the review panel's evaluation?
- When should the board act?
 - Now or wait for final recommendations from NOAA?

Connelly also provided pros and cons regarding setting a riparian buffers threshold, staff recommendations and concluded with potential next steps should the board approve the staff recommendation.

General Public Comment:

Todd Bolster, NWIFC- provided comments regarding riparian buffer policy. He states that the NWIFC strongly supports the SRFB moving forward with this decision.

Eli Asher, Cowlitz Indian Tribe – Provided comments that he doesn't support any changes toward a minimum buffer width and asked that the board consider the impact before any decision is made.

Jeff Breckel, LCFRB – Encouraged the board to step back from this and do more research before any decision is made. He believes that this could be a significant issue for his sponsors.

Alex Conley, Yakima Basin- Commented that he is concerned about the effects on the landowners, and that he hasn't heard anyone complain that riparian buffers aren't working on their land. He believes that the SRFB shouldn't fix what is not broken.

Kelley Jorgensen, Review Panel - added some additional information regarding the buffer discussion. Jorgensen explained the variability in cost of buffers, and explained her concerns regarding the riparian buffers.

The board discussed the merits and challenges with setting a minimum riparian buffer for proposed projects. Members expressed concern for how a minimum buffer would be implemented and whether there would be "chilling effect" on applicants submitting riparian restoration projects for funding. Chairman Troutt recommended staff research the impacts on previously funded projects as a case study, meet with external partners to hear more feedback, and come back in March with more information and data as to the impacts of a minimum buffer on SRFB projects. There was no objection with this concept from the board. Staff will look at the impact of riparian buffers on a set of previously funded projects and bring that information to the March board meeting.

Item 6: Appeal of Review Panel Decision: Whidbey Camano Land Trust, Dugualla Heights Lagoon Restoration, RCO Project #11-1290

Marc Duboiski presented the information as explained in the memo for item 6. He explained that the Skagit Watershed Council does not support the grant, as well as the landowners who are not interested in changing the design.

Pat Powell, Whidbey-Camano Land Trust (project sponsor), and Fred Wilmot, President of the Dugualla Heights homeowner's association, detailed their appeal of the SRFB review panel recommendation.

Paul Schlenger and Pat Powers from the SRFB review panel provided information on the technical diagram included in the board memo. Marc Duboiski explained 3 possible options for SRFB to consider:

- 1 – Allow the current design. Allow the Skagit Watershed Council to remove their PSAR funding. Backfill the grant balance from the Island County lead entity PSAR funding allocation.
- 2 – Allow WCLT more time to negotiate a higher tide gate elevation closure, or an operation plan with the landowners acceptable to the review panel. Grant expires June 30, 2014.

3 – Terminate the grant, resulting in PSAR funds returned to the lead entities and SRFB funds back to RCO.

A decision was made by the board to adopt option 1 as presented.

Josh Brown moved to approve option #1 as listed above.

Seconded by: Nancy Biery

Motion: APPROVED

Item 7: Overview of the Estuary and Salmon Restoration Program (ESRP) and projects

Betsy Lyons and Mike Ramsey presented the information as described in the memo for item 7. Betsy provided a background of ESRP, and noted that ESRP is managed by WDFW, RCO and PSP through an interagency agreement. She went on to explain that most of the programs funding comes from state bonds appropriated by the legislature in the state capital budget.

Betsy provided an overview of the last ground round, and projects of note:

- Skokomish Estuary Restoration Phase III, Skokomish Flats
- Three Crabs Nearshore and Estuarine Restoration
- Seahurst Park Shoreline Restoration (City of Burien) – underway
- Washington Harbor Restoration (Jamestown S’Klallam Tribe) – recently completed
- Discovery Bay Railroad Grade Removal & Restoration

Betsy provided the board with some opportunities for collaboration. Those include:

- Federal funding partners
- Coordinated floodplain funding
- Storytelling around river deltas
- Supporting tribal treaty rights

Meeting adjourned for the day at 4:56pm.

Date: December 5, 2013

Place: Olympia, WA

Salmon Recovery Funding Board Members Participating:

David Troutt, Chair	Olympia	Megan Duffy	Department of Natural Resources
Phil Rockefeller	NWPCC	Rob Duff	Department of Ecology
Nancy Biery	Quilcene	Jennifer Quan	Department of Fish and Wildlife
Bob Bugert	Wenatchee		
Josh Brown	Kitsap County	Susan Cierebiej	Department of Transportation

Carol Smith was excused

Opening and Welcome

Chair David Troutt called the meeting to order at 9:10 a.m. and a quorum was determined.

Item 8: Assessment and Proposed Recommendations for the Board's New Monitoring Strategy

Brian Abbott, Keith Dublanica presented the information as described in the memo for item 8. Jody Lando from Stillwater Sciences was present as well. Abbott provided the history of the SRFB Monitoring program, highlighting the current SRFB strategy (Three –legged stool), and explaining the purpose of why the presentation is being done today. He gave an overview of SRFB-Funded Monitoring Efforts, and presented the board with the six proposed recommendations, that GSRO/RCO staff, Stillwater and SRFB subcommittee developed as a result of the November 22, 2013 meeting. The recommendations are as follows:

1. Establish (or restate) the SRFB goals with respect to monitoring.
2. Develop a functional Adaptive Management Program.
3. Establish an Independent Science Advisory Board.
4. Provide specific requirements of each monitoring component.
5. Resolve IMW implementation problem.
6. Identify how the SRFB can improve coordination with other-statewide monitoring.

A decision was made by the board to continue the board's monitoring subcommittee, which includes David Troutt, Phil Rockefeller, Jennifer Quan and Rob Duff. Brian Abbott, Keith Dublanica and Kaleen Cottingham will continue to provide support and feedback. The purpose of the subcommittee will be to develop options for the board to consider for operationalizing the

recommendations from the Stillwater Report. The subcommittee will address recommendations 1, 4, and 5. After that meeting, the subcommittee will meet with the Council of Regions chair, and WSC chair to address recommendations 2, 3 and 6. Results of these meetings will be brought back to the board in March to consider options for implementing the recommendations. This will also include an updated monitoring program goals and overall strategy.

Rob Duff stated that he would like to see an adaptive management program move forward, as well as a science panel.

Public Comment:

Bruce Crawford, NOAA – provided information in relation to his background with monitoring and gave a very brief history on purpose of the monitoring requirement in the Pacific Coastal Salmon Recovery Fund. The basic question that monitoring should answer is do restoration projects produce more fish.

Jeff Breckel, Alex Conley, Miles Batchelder, Jeannette Dorner, Steve Martin, Council of Regions - Breckel explained that the COR is there to discuss a much broader issue than the two requests presented in Abbott's presentation. He explained that there was a lot more work that has been done that was not fully recognized in the Stillwater report, and they would like to see an opportunity to sit down and work with the SRFB and agencies, to better shape the work that will be happening. He believes that there is more work that could be done to add to the Stillwater report.

Steve Martin, Snake River Salmon Recovery Board - agrees that Breckel has summarized everything well. He believes the report failed to recognize the monitoring efforts done by the regions.

Jeanette Dorner, Puget Sound Partnership - adds that she believes that clarifying SRFB goals is key to the decision making. Dorner explains her concerns on monitoring, and decision making process, and believes it is important to have the opportunity to have the conversation regarding what are the regions developing, what is the SRFB accountable for, and what is the best use for the monitoring funds?

Alex Conley, Yakima Basin - provided his input in regards to the recommendations for the board's new monitoring strategy.

Jennifer O'Neal, Tetra Tech - Jennifer O'Neal explained that in 2009 a review was done of what was working in project effectiveness and what needed to be increased or enhanced. One of the outcomes of that review was for in stream structure projects, and for flood plain enhancement projects we needed to expand that sample size in order to answer the questions of what is working better, and what are some better ways for projects to be implemented on the ground. In 2012, there was an increase by the SRFB in the sample sizes for those categories. So, we added 8 in stream

projects, and another 6 projects in floodplain enhancement. She believes there are still questions to be asked in terms of project effectiveness and there are some ways to address those additional questions as they are coming forward in the next several years.

Jen Bayer, PNAMP - Explains the communication now, isn't as good as it was in the past when the monitoring forum was active. She looks forward to working with Keith Dublanica and her board and further communication and ways to proceed.

Item 9: Request by Department of Fish and Wildlife to Use Returned Funds for Fish-in/Fish-out Monitoring.

Bob Bugert moved to approve \$208,000 in returned funds for fish-in/fish-out monitoring.

Seconded by: Phil Rockefeller

Motion: APPROVED

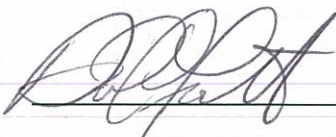
Item 10: Salish Sea Marine Survival Research Project

Long Live the Kings presented the information as described in the memo for item 10. Jacques White presented a simplified conceptual diagram of the Salish Sea Marine Survival Research Project.

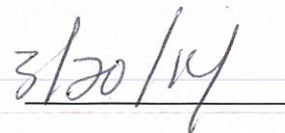
Michael Schmidt, program director for Long live the kings presented background information on the Salish Sea, and mortality occurrence in the Puget Sound. He explained the problem of Marine Survival in the Puget Sound, as well as in other regions. He gave an overview of the Salish Sea Marine Survival Project, the operational structure that will be involved with the project, provided information on the project process, and scope of work. Michael explained some of the factors that are affecting survival, and also briefed the board on research activities, and their results.

Meeting adjourned for the day at 12:30 p.m.

Minutes approved by:



David Troutt, Chair



Date

Appendix G: Salmon Recovery Funding Board Individual Comment Form



Lead Entity: San Juan County Community Development Lead Entity
Project Number: 13-1427
Project Name: Marine survival of Chinook in the San Juans
Project Sponsor: Long Live the Kings
Grant Manager: Mike Ramsey

Date		Status
Early Application Review/Site Visit	6/5/2013	Reviewed
Post Application	10/4/13	POC
Final	11/7/13	POC
Early Application Status Option		
REVIEWED	SRFB Review Panel has reviewed and provided comments.	
Post-Application & Final Status Options		
NMI	Need More Information	
POC	Project of Concern	
CONDITIONED	SRFB Review Panel has applied conditions	
CLEAR	Project has been reviewed by SRFB Review Panel and is okay to continue in funding process	

EARLY APPLICATION REVIEW AND SITE VISIT – REVIEW PANEL COMMENTS

Date: 6/5/2013

Panel Member(s) Name: Paul Schlenger And Marnie Tyler

Early Project Status: ☒ Reviewed

Project Site Visit? ☒ Yes ☐ No

1. Recommended improvements to make this a technically sound project according to the SRFB's criteria.

The proposal would be strengthened by clarifying the project's fit to the local strategy and the anticipated benefits to local salmon restoration efforts.

The strongest links to factors that may be affected by San Juan County restoration/conservation actions and land use planning appear to be the study elements focused on the nearshore sampling and prey selection. The proposal would be strengthened by focusing the funding request on the nearshore sampling and analysis elements to inform survival estimates, factors affecting survival during the time in the nearshore, and the relative importance of nearshore rearing in the smolt-to-adult survival estimates. It is recommended that other funding sources are considered for the offshore sampling elements.

The sampling design does not appear tailored to answer San Juan-specific questions. The proposal would be strengthened by using a more comprehensive geographically-spaced sampling design either by adjusting the proposed location of sampling sites or increasing the number of sampling sites. The recent work published by Beamer and Fresh should be used to inform sampling locations and ideally the data generated in the proposed study can be used to supplement the findings and conclusions of Beamer and Fresh, as well as the local PIAT project.

Please describe the larger study design and how the proposed San Juan study elements fit into the overall study.

Appendix G: Salmon Recovery Funding Board Individual Comment Form



Given the inter-annual variability in juvenile salmon numbers and distributions, the questions posed in the study will require multiple years of study. Please clarify the proposed duration and funding strategy for the San Juan study elements and whether future SRFB funding requests are anticipated. The proposal could request funding for multiple years.

The final application will need to provide details on the project activities and the associated budget with the activities.

2. Missing Pre-application information.

Pre-application materials were incomplete, so these comments are based on the information that was available in the pre-application and presented during the site visit presentation meeting. As a result, additional questions may arise after the sponsor completes the final application, which will provide the sponsor little time to address.

Please complete a project proposal for Planning Projects per Manual 18.

3. Comments/Questions:

The proposed project is to evaluate the role and drivers of juvenile, size-selective mortality as it relates to the overall marine survival of ESA-listed Puget Sound Chinook that inhabit the San Juan Islands. This will be done by: a) identifying the critical periods of growth and associated habitats; and b) determining whether temperature, food supply, energetic quality of food, or competition are the primary factors limiting growth.

4. Staff Comments:

Appendix G: Salmon Recovery Funding Board Individual Comment Form



EARLY APPLICATION REVIEW AND SITE VISIT – LEAD ENTITY AND PROJECT SPONSOR RESPONSES

Directions: By the final application due date, applicants must revise their project proposals using “track changes” and update their PRISM applications and attachments, as needed, to respond to the review panel comments. In addition, please fill out the “Response to Early Review Comments” form and attach the form in PRISM labeled “Response to Early Review Comments.”



Special Note: To help speed the local and SRFB Review Panel evaluation process, if for any reason throughout the application review process you update your project proposal based on SRFB Review Panel comments please update your project proposal using WORD “track changes” and re-attach your proposal in PRISM. This step will save time and focus the reviewer on the changes.

POST APPLICATION – REVIEW PANEL COMMENTS

Date: 10/4/2013

Review Panel Member(s) Name: Review Panel

Application Project Status: POC

1. Is this a Project of Concern (POC) according to the SRFB’s criteria? (Yes or No)

Yes.

14. The project does not address an information need important to understanding the watershed, is not directly relevant to project development or sequencing, and will not clearly lead to beneficial projects.

17. The project does not clearly lead to project design or does not meet the criteria for filling a data gap.

2. Why?

Because of the lack of targeted information that would lead to project development within the San Juan Islands, other sources of funding may be more appropriate for this work. The results of the marine survival study will not clearly determine criteria and options for subsequent projects, nor a schedule for implementing such projects.

3. If YES, what would make this a technically sound project according to the SRFB’s criteria?

The Review Panel does not believe that there are modifications that could be made to this project that would make it technically sound according to current SRFB criteria.

4. If NO, are there ways in which this project could be further improved?

5. Other comments:

The sponsor has prepared a clear and well-organized response to earlier Review Panel comments. The panel concurs with sponsor that an enhanced understanding of marine survival of Puget Sound Chinook would benefit salmon recovery efforts within San Juan, and would in fact provide benefit across the region (and beyond Washington's borders). However, under current SRFB criteria, this project as scoped is not a good fit for the funding source. The SRFB's emphasis is on project development within specific watersheds. If the SRFB were to adopt an approach whereby some monies were available for projects spanning multiple watersheds, such a project would be a good fit.

Appendix G: Salmon Recovery Funding Board

Individual Comment Form



POST APPLICATION – LEAD ENTITY AND PROJECT SPONSOR RESPONSES

Directions: All projects will be reviewed at the September 23-26 review panel meeting. A status will be assigned to each project by October 4, 2013. **By October 17**, applicants of projects assigned a status of Project of Concern, Conditioned, or Need More Information, must update their project proposals using “track changes” and update their PRISM application and attachments, as needed, to respond to the review panel comments. In addition, please fill out the “Response to Post-Application Review Comments” form, attach the form in PRISM labeled “Response to Post-Application Review Comments,” and send your grant manager an e-mail that your response is complete.

FINAL REVIEW PANEL COMMENTS

Date: 11/5/2013

Panel Member(s) Name: Review Panel

Final Project Status: POC

1. Is this a project of concern (POC) according to the SRFB’s criteria? (Yes or No)

Yes, per criteria 14 and 17.

14. The project does not address an information need important to understanding the watershed, is not directly relevant to project development or sequencing, and will not clearly lead to beneficial projects.

17. The project does not clearly lead to project design or does not meet the criteria for filling a data gap.

2. Why?

The POC status results from: 1) poor fit with SRFB eligibility criteria for filling a data gap; and 2) a lack of being able to lead to implementation of specific recovery projects.

The proposed project does not meet the SRFB eligibility criteria for a planning project filling a data gap. The eligibility criteria in Manual 18 read as follows:

"Filling a data gap that is identified as a high priority (as opposed to a medium or low priority) in a regional salmon recovery plan or lead entity strategy. All of the following also must apply:

- 1) The data gap clearly limits subsequent project identification or development.
- 2) The regional organization or lead entity and applicant can demonstrate how it fits in the larger context, such as its fit with a regional recovery-related, scientific research agenda or work plan, and how it will address the identified high priority data void.
- 3) The region and applicant can demonstrate why SRFB funds are necessary, rather than other sources of funding.
- 4) The results must be designed to clearly determine criteria and options for subsequent projects and show the schedule for implementing such projects, if funded."

The Review Panel finds that criteria #1 and #4 are not adequately met by the proposed project. The proposed study is well designed to add information on the role of nearshore rearing and growth on the marine survival of Chinook salmon; however, this is not a data gap that clearly limits subsequent project identification or development. The recently completed "Putting it all Together" (PIAT) project incorporated information from a two-year study of fish use (by Beamer and Fresh) in nearshore habitats in the San Juan Islands and identified restoration and protection priorities at landscape and shoreform scales. The Beamer and Fresh data filled an earlier data gap and the recommendations of PIAT are just beginning to be applied to identify

Appendix G: Salmon Recovery Funding Board Individual Comment Form



and develop projects. Additional SRFB-funded planning efforts dating back to 2001, including multiple inventories of nearshore biological resources and shoreline modifications, have also contributed to filling data gaps limiting project identification. The Review Panel believes that additional project implementation should be completed on the ground prior to investing in additional planning, assessments, and research.

While this research will help inform the relative importance of marine nearshore habitats in salmon life history, the Review Panel feels it will not directly lead to specific restoration projects on the ground.

3. If YES, what would make this a technically sound project according to the SRFB's criteria?

4. If NO, are there ways in which this project could be further improved?

5. Other comments:

The Review Panel thanks the sponsor for their thorough response to prior comments. They were well reasoned, carefully crafted, and the sponsor adapted the proposal and deliverables in an effort to be consistent with SRFB criteria.

The Review Panel believes this to be a technically sound research project that holds value for salmon recovery and hopes that an appropriate funding source may be identified.

To: Hood Canal Coordinating Council Lead Entity for Salmon Recovery (HCCC-LE) Staff

From: John Cambalik, Coordinator, Strait Ecosystem Recovery Network



Subject: 2012 SRFB/PSAR Funding Cycle – Expression of support for proposed Discovery Bay Salmon Recovery Projects

Date: August 2, 2012

I am writing on behalf of the Steering Group for the Strait Ecosystem Recovery Network (Strait ERN), the Local Integrating Organization for the Strait Action Area, to express support for two projects proposed for the 2012 Salmon Recovery Funding Board / Puget Sound Acquisition and Restoration Fund (SRFB/PSAR) funding cycle that are important to the Strait Action Area, namely the:

- Discovery Bay Railroad Grade Removal Project (proposed by the North Olympic Salmon Coalition), and the
- L. Brown Snow Creek Acquisition (proposed by the Jefferson Land Trust).

If funded, the Discovery Bay Railroad Grade Removal Project will go a long way in completing one of the specific actions that are a part of our "Packaged Local Near Term Actions" (Packaged LNTA) identified within the 2012 Action Agenda. Our Packaged LNTAs are considered to be the highest priority to accomplish in the near-term for the Strait Action Area. In a similar fashion, if funded, the L. Brown Snow Creek Acquisition project will support the overall efforts to recover the Salmon and Snow Creek watershed in Discovery Bay.

Thank you for considering this expression of support for these two projects.

If appropriate, please forward this memo to the HCCC Board and the SRFB.

Nov 27th 2013

Dear Chairman Troutt and Salmon Recovery Funding Board Members:

After reading the WCLT appeal information to the RCO I have to disagree with their vision for Dugualla Bay.

I have had no correspondence from the WCLT or any other parties involved in this project for the past year. I have not been asked to attend or notified of any meetings pertaining to the project. Their statement on the first line of page 17 in the appeal states "As part of the final design process, the design team met with each property whose land would be impacted by allowing daily tidal flow into the lagoon". This is a false statement.

The claim that there is 100% approval from the 200+ residences is also a false statement.

I have been a property owner in the Dugualla Bay since we built our home in 1997. My stake in your decision a very personal one on this matter as my home and property is one of only 2 that border the proposed tidal gate area. My property does not border the lagoon but I have the most to lose should there be an error in the proposed plan. My septic system and crawlspace area will suffer and I will do everything in my power to recover for any damages.

I am always amazed that a group can come into an area and try to push their ideas forward with blatant lies and disregard for the concerns of the impacted individuals. If the RCO allows the WCLT to move forward on this I will stand alongside my neighbors and take the appropriate steps to oppose such a venture.

This is clearly a waste of time and monies that can be put to better use than the Dugualla Bay Lagoon Project. I ask that you see the facts that there is NOT community support for this and to deny the request.

Thank you,

David Sem
787 E Shorecrest Dr
Oak Harbor, Wa 98277

From: rjvw@aol.com
Sent: Friday, November 22, 2013 10:17 AM
To: Fudurich, Stephanie (RCO)
Subject: Dec. Salmon Recovery Board Mtg. Agenda: RE Dugualla Heights Lagoon Restoration RCO #11-1290

11/22/2013

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

RE: Dugualla Heights Lagoon Restoration (RCO 11-1290)

Dear Chairman Troutt and Salmon Recovery Funding Board Members,

I am writing in regards to a letter from the Island County Salmon Technical Advisory Group (TAG) dated 10/28/2013 that is included in the proposed agenda for the Dec. 4-5 Salmon Recovery Funding Board Meeting. It is listed on the proposed agenda as Exhibit 6: LETTER from WRIA 6 SALMON TAG.

In the first paragraph on page 2, TAG states they have "100% consent from a large private landowner community to go forward with a restoration project, including those whose property will be directly affected by the restoration". This is simply not true. I live in the Dugualla Community next to the lagoon and do not favor going forward with this project. Many of the other property owners feel the same way. I am not writing this letter to discuss technical issues of the project, but simply to point out that the "100% consent" claim by TAG is incorrect.

Sincerely,

Russ Van Wyngarden
801 Shorecrest Dr.
Oak Harbor, WA 98277

November 27, 2013

Dear Chairman Troutt and Board Members,

This letter is in regards to the Dugualla Heights Lagoon project and the 12/4/13 RCO meeting regarding this project.

We own a home on the Lagoon at 797 Shorecrest Dr. and are strongly opposed to the increasing of the lagoon water level.

We were very clear to Whidbey Camano Land Trust that the current lagoon level of 7.5' was going to be maintained. But evidently they wish to try an end run at a later date.

Thank you for your attention to this matter.

Very Truly Yours,

Rod and Gail Russell

797 Shorecrest Dr. Oak Harbor, WA 98277

PO Box 13886, Mill Creek, WA 98082

From: Mark Van Wyngarden <MarkVW@the-cpa-group.com>
Sent: Monday, November 25, 2013 8:48 AM
To: Fudurich, Stephanie (RCO)
Subject: Dugualla Heights Lagoon Restoration (RCO 11-1290)

Follow Up Flag: Follow up
Flag Status: Flagged

Dear Chairman Troutt and Salmon Recovery Funding Board Members:

We are homeowners bordering the Dugualla Heights Lagoon project. We believe it is important for you to know that we do not support the project at this time.

We found the 12/4/13 RCO meeting agenda and packet that was posted on the RCO website. In that packet are comments from the Island County Salmon Technical Advisory Group, Island County Water Resources Advisory Committee and the Whidbey Camano Land Trust (WCLT) indicating there is 100% community support for this project. We are not sure how these organizations arrived at that conclusion since we are unaware of any Dugualla community vote, poll or survey of the landowners either before or after this project was started in late 2009. I am not sure how many landowners support, oppose or are ambivalent on the project, but I can be certain there is not 100% support for it.

There are a number of unanswered questions and concerns regarding this project that still need to be addressed before we can even think about supporting the project. Those questions and concerns are mainly surrounding the monitoring, longevity, and maintenance of the tidegate and its infrastructure.

But those questions have nothing to do with the pond level issue. We are very firm that the tidegate must be set so the water will not raise above its current level (which we are told by WCLT is 7.5' NAVD88). We are concerned about the potential impact on our septic system and basement if the water level is allowed to raise.

We made this very clear to the WCLT in the fall of 2012 and this was reiterated to them over the summer and early fall of 2013. We were under the impression the pond height issue was settled in our October 2013 discussions with the WCLT but apparently, based on comments made in their appeal materials, the WCLT wishes to try and negotiate this point one more time.

If the RCO Board decision is to continue with the project at the 7.5' level, please make sure that WCLT clearly understands we will firmly oppose any future attempt to raise the pond water level above its current normal height.

We are sorry that we are unable to attend the December 4th meeting and present our points to you in person, but our schedules do not allow us to travel to Olympia that day.

Thank you for your time and consideration.

Very truly yours,

Mark and June Van Wyngarden
761 Bayfront Lane, Oak Harbor, WA
PO Box 3403, Everett, WA 98213

From: Fredrick Stilwell <stilwellsnest@msn.com>
Sent: Tuesday, November 26, 2013 8:36 PM
To: Fudurich, Stephanie (RCO)
Subject: Dugualla Heights Lagoon Restoration Project (RCO 11-1290)

Follow Up Flag: Follow up
Flag Status: Flagged

Please pass to Mr. Troutt

RE: RCO meeting

Mr. David Troutt (And Board Members)
Chairman
RCO Board WA, Recreation and Conservation Service

Our residence (744 Bay Front Lane) borders the lagoon in question. We are writing to let you and the RCO Board members know that the statement made by the Island County Salmon Technical Advisory Group , Island County Water Resources Advisory Committee and The Whidbey Camano Land Trust (WCLT) that "there is 100% community support for this project" is FALSE and just how anybody came to that conclusion is beyond us, as most of the land owners bordering the lake have opposed it. We, along with numerous other residents bordering the lagoon, are adamantly opposed to any, repeat, ANY action to raise the lake beyond its normal level, now or at any time in the future. We have personally been told by Fred Wilmot, Dugualla Bay Inc. President that the level "would never be raised without everyone's approval". PERIOD!! That approval will NOT be forthcoming should the lake level raising become an issue now or any such time in the future.

Also at issue is what agency will assume liability should this project fail (tide gate malfunction, septic system (drain field) incursion) in any fashion. This question of liability continues to be skirted by all factions, although the question continues to be asked by community members. It needs to be resolved before we give approval to any plan.

It is apparent that they (WCLT) is yet again trying to circumvent our wishes to not raise the level by possibly "renegotiating" the lake level issue at a "later date". Should the RCO board approve the project at the 7.5 level (lake's current level) we fully intend to oppose any effort by the WCLT to later raise it. In court, if it comes to that.

Please ensure that our position is made known at the 4 Dec RCO meeting.

Sincerely,

Fred and Cheri Stilwell
Commander, US NAVY (ret)
Special Agent NCIS (ret)
744 Bay Front Lane
Oak Harbor, WA 98277
360 675 5535

From: Keith Mowbray <keith.mowbray@gmail.com>
Sent: Thursday, November 28, 2013 6:38 AM
To: Fudurich, Stephanie (RCO)
Subject: Dugualla Heights Lagoon Salmon Recovery Project

Dear Chairman Troutt and Salmon Recovery Funding Board Members:

We are homeowners bordering the Dugualla Heights Lagoon project. We believe it is important for you to know that we do not support the project at this time.

My concerns are the height of the Lagoon. The water level of the lagoon should not change and never be allowed to be raised. This will compromise the properties in the area and their septic systems.

My other concern is maintenance and liability when there are failures which will damage properties. The flow in and out of the lagoon has had a long consistent history of trouble that has caused property damaged and required a lot of maintenance.

Thanks and best regards,

Keith and Emy Mowbray
857 Shorecrest Dr.
Oak Harbor, WA 98277

From: Fredrick Stilwell <stilwellsnest@msn.com>
Sent: Friday, November 29, 2013 5:59 PM
To: Fudurich, Stephanie (RCO)
Cc: *Mike-Debby Spence
Subject: Fw: Dugualla Heights Lagoon Restoration Project (RCO 11-1290)

Michael and Debby....Here's the email I'm sending to the RCO board on your behalf.
Smooth Sailing, Fred Stilwell

Dear Stephanie

29 Nov 2013

As you can readily see, the email below is from Michael and Debby Spence, our next door neighbors, whose property (748 Bay Front Ln.) also borders the lagoon. They are currently on an extended sailing voyage now approaching Indonesia and are unable to correspond directly with the RCO. They wish that I communicate their desires to you for presentation to the board.

They concur with my email in that they also are adamantly opposed to efforts, present or FUTURE by WCLT to raise the lake level above 7.5 (its normal height). They also are concerned about liability issues as no agency has stepped forward to say that they will be responsible for any damages the project might inflict on their property.

Please present their concerns to Mr. Troutt and the RCO Board.

Thank you,
Fred Stilwell
----- Original Message -----

From: [michael spence](#)
To: [fred and cheri stilwell](#)
Sent: Friday, November 29, 2013 2:19 AM
Subject: RE: Dugualla Heights Lagoon Restoration Project (RCO 11-1290)

Hi Freddie,

Our feelings exactly.

We will join in any effort to fight this project if they continue to stonewall our concerns.

We have internet but it is slow and on top of that we are spending nearly every day underway getting through Indonesia.

Thanks for your efforts,

M and D

From: stilwellsnest@msn.com
To: michaelcspence@hotmail.com
Subject: Dugualla Heights Lagoon Restoration Project (RCO 11-1290)
Date: Thu, 28 Nov 2013 17:09:52 -0800

Please pass to Mr. Troutt

RE: RCO meeting

Mr. David Troutt (And Board Members)

Chairman

RCO Board WA, Recreation and Conservation Service

Our residence (744 Bay Front Lane) borders the lagoon in question. We are writing to let you and the RCO Board members know that the statement made by the Island County Salmon Technical Advisory Group, Island County Water Resources Advisory Committee and The Whidbey Camano Land Trust (WCLT) that "there is 100% community support for this project" is FALSE and just how anybody came to that conclusion is beyond us, as most of the land owners bordering the lake have opposed it. A number have already voiced their intent to sue if, in fact, an attempt is made to raise the lake level. We along with numerous other residents bordering the lagoon are adamantly opposed to any, repeat, ANY action to raise the lake beyond its normal level, now or at any time in the future. We have personally been told by Fred Wilmot, Dugualla Bay Inc. President that the level "would never be raised without everyone's approval". PERIOD!! That approval will NOT be forthcoming should the lake level raising become an issue now or any such time in the future. Additionally, what agency will assume liability should this project fail (tide gate malfunction, septic system (drain field) incursion) in any fashion. This question of liability continues to be skirted, although the question continues to be asked by community members.

When we had rains in Dec 2012, and the drain pipe became plugged causing the level to rise about 3 feet plus, we had a good portion of our rock retaining wall crumble, even though we had advised the Dugualla Bay Inc. of the impending damage they initially claimed no responsibility...It was only with our persistence that they finally assumed the responsibility and the damage was covered by their insurance company. Mark Van Wyngarden, a neighbor who also borders the lake, drilled his own test well hole to measure the water table during this time and it (the water table level) rose over 2 feet which flies in the face of the WCLT own "hydrologist" conclusion who said raising the lake level would only create an "approx 2-3 inch rise in the water table", We thought the lake level issue was settled in Oct 2013 after discussions with WCLT. It is apparent that they (WCLT) are yet again trying to circumvent our wishes to not raise the level by possibly renegotiating the lake level issue at a later date. Should the RCO board approve the project at the 7.5 level we fully intend to oppose any effort by the WCLT to later raise it. In court, if it comes to that.

Please ensure that our opposition is made known at the 4 Dec RCO meeting.

Sincerely,

Fred and Cheri Stilwell
744 Bay Front Lane
Oak Harbor, WA 98277
360 675 5535

From: Connolly, Rebecca (RCO)
Sent: Tuesday, October 22, 2013 10:09 AM
To: Fudurich, Stephanie (RCO); Galuska, Tara (RCO)
Subject: FW: Expression of support for Discovery Bay projects
Attachments: 2012 HCCC-LE Discovery Bay Proposals - Expression of Support memo FINAL 02AUG2012.pdf;
Attached Message Part

Follow Up Flag: Follow up
Flag Status: Completed

Something to keep track of for the December meeting materials.

Rebecca Connolly

Accountability Manager and Board Liaison
Recreation and Conservation Office • PO Box 40917 • Olympia, WA 98504
Phone: 360-902-2637 • Fax:360-902-3026
Email: rebecca.connolly@rco.wa.gov

From: Luke Cherney [<mailto:lcherney@hccc.wa.gov>]
Sent: Thursday, August 02, 2012 10:29 AM
To: Connolly, Rebecca (RCO); John Cambalik
Subject: Expression of support for Discovery Bay projects

Rebecca,

I spoke with Mike Ramsey about how to handle getting a letter of support to the SRFB for two of our projects in this funding round and he said I could forward them to you. I am submitting the attached letter on behalf of the Strait Ecosystem Recovery Network. If there is some other procedure to follow for submission please let me know.

Luke Cherney
Habitat Assessment Biologist
Hood Canal Coordinating Council
17791 Fjord Drive NE, Suite 124
Poulsbo, WA 98370-8481
www.hccc.wa.gov
(360) 301-9565 cell
Skype: tailsfins
lcherney@hccc.wa.gov

----- Original Message -----

Subject:Re: Strait Action Area Priority Actions: Expression of support for Discovery Bay projects - FINAL for processing by 05AUG2012 deadline
Date:Thu, 2 Aug 2012 10:05:38 -0700
From:John Cambalik <StraitSoundEnvironmental@wavecable.com>

To: Luke Cherney <lcherney@hccc.wa.gov>, Richard Brocksmith <rbrocksmith@hccc.wa.gov>

Luke and Richard,

Attached is the final memo expressing support for the two Discovery Bay projects. Please log it in and process it accordingly. Thanks for your help! I'll be sending this memo to NOSC and JLT now so that they have a copy and to keep them informed.

Do I need to submit this memo to the RCO for the SRFB separately, or can you do that for me when the proposals are submitted? If not, can I submit this memo now to the RCO so that I can complete this work, or do I have to wait until November :-(?

John C.

Hood Canal Coordinating Council

JEFFERSON, KITSAP & MASON COUNTIES;
PORT GAMBLE S'KLALLAM & SKOKOMISH TRIBES

30 October 2013

Dear Salmon Recovery Funding Board Members:

I am writing at your request to confirm that the Hood Canal Coordinating Council (HCCC) Board of Directors, with input from the Lead Entity committees, have approved allocating all available SRFB funds (\$1,195,165) and a portion of the available PSAR funds (\$1,000,000) towards funding down the 2013 habitat project list submitted on September 6, 2013. That submittal references these same amounts and recommends a specific allocation of funds to our top five projects, with remaining projects listed as alternates.

The HCCC Board continues to work on improving regional policy-making and implementation of salmon recovery in the Hood Canal and eastern Strait of Juan de Fuca watersheds. While we are confident that we have made significant progress in the last 13 years of implementing salmon recovery as demonstrated by our salmon recovery programs, we are also optimistic about the benefits of re-evaluating our salmon recovery priorities for Hood Canal. This will result in a decision about how to allocate the remaining PSAR funds and any future salmon recovery funding that may be available.

We look forward to working with the SRFB and agency staff in these efforts. Please don't hesitate to contact me if you have any questions on the 2013 projects or our ongoing prioritization efforts.

Sincerely,



Scott Brewer
Executive Director
Hood Canal Coordinating Council



November 22, 2013

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

RE: Project 13-1427 Marine Survival of Chinook in the San Juans

Dear Chair Troutt and other SRFB members,

On behalf of the Puget Sound Salmon Recovery Region I request that you consider the “Marine Survival of Chinook in the San Juans” project proposal 13-1427. The project was proposed and reviewed as part of the San Juan Lead Entity project list development this year and was only recently removed from the San Juan’s project list due to questions about the project’s ability to meet the SRFB project eligibility requirements. The project was determined to be a Project of Concern by the SRFB Review Panel because of the following evaluation criteria: The project does not clearly lead to project design or does not meet the criteria for filling a data gap.

The project proposes to investigate key factors affecting marine and nearshore survival of juvenile Chinook salmon that are migrating out of Puget Sound through the San Juan Islands. It would identify specific habitats and prey species being used by the juvenile salmon and how critical they are to growth and survival. It would also examine the roles of temperature, food supply and competition. The intention of the study would be to contribute to a clearer understanding of why there is such a significant problem with marine survival of juvenile salmon from Puget Sound and to point towards likely habitat actions that might address the marine survival issues.

The project is part of a much larger assessment of the causes of low marine survival of juvenile salmonids in the Salish Sea. The Puget Sound region used a portion of the funds that the SRFB allocated for Puget Sound Steelhead Recovery planning in the last biennium to support the development of a research workplan to investigate this critical issue. Recently, a significant funding award was made to the Salish Sea marine survival project by the Pacific Salmon Commission’s Southern Endowment Fund and SRFB funding of the San Juan marine survival assessment project would serve as a portion of the match needed for these funds.

This project has been discussed with our regional policy body – the Puget Sound Salmon Recovery Council – numerous times and there is agreement that this is one of the highest priority information needs that can inform planning for future effective recovery actions. We understand that the San Juan lead entity was supportive of this project but withdrew it because of questions about project

eligibility. The SRFB Review Panel in their written comments acknowledge that the proposed study was well designed but designated the project as a Project of Concern because of questions about whether the project met the eligibility criteria.

In light of the broad support for this critically important project we are asking the SRFB to consider the project for funding in the amount of \$236,806.

I plan to discuss this proposal during our region's time at your meeting in December and would be happy to answer any questions that you might have.

Thank you for your consideration.

Sincerely,

A handwritten signature in black ink, reading "Jeanette Dorner". The signature is fluid and cursive, with a long horizontal stroke extending from the end of the name.

Jeanette Dorner
Director of Ecosystem and Salmon Recovery

Attachment: Review Panel Comment Form: (13-1427) Marine Survival of Chinook in the San Juans

From: Dave Sem <dave@sebos.comcastbiz.net>
Sent: Wednesday, November 27, 2013 9:45 AM
To: Fudurich, Stephanie (RCO)
Subject: WCLT Appeal
Attachments: Dear Chairman Troutt and Salmon Recovery Funding Board Members.docx

Follow Up Flag: Follow up
Flag Status: Flagged

Hello Stehanie,

Can you please pass along this letter to Chairman Troutt concerning the appeal by the WCLT and the Island County Salmon Technical Advisory Committee.

Thank you and have a great day,

Dave