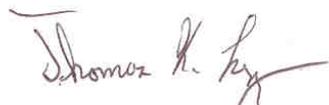


Fish Passage Advisory Committee

MEMORANDUM

TO: Brian Lipscomb, CBFWA
CBFWA Members

FROM: 
Russ Kiefer, Chairman
Fish Passage Advisory Committee


Tom Lorz, Vice Chairman
Fish Passage Advisory Committee

DATE: February 16, 2006

RE: BPA proposal to transfer Fish Passage Center's Fish Passage Advisory Committee functions and services to the Department of Energy PNNL and CBFWA

This is in response to a request from the Anadromous Fish Committee to the Fish Passage Advisory Committee (FPAC) to review the Bonneville Power proposal for transition of the Fish Passage Center work to other entities. Specifically FPAC was asked to develop a list of FPC services that were not covered by the new PSMFC and Department of Energy Pacific Northwest National Lab (PNNL) contracts. FPAC has also included a response to FPC activities relative to the BPA proposal that CBFWA assume flow and spill policy coordination for FPAC. Further, we have addressed the FPC services that are provided to FPAC member fish agencies and the public at large which will be eliminated with the implementation of the BPA proposal. At the end of this memorandum we have included a brief background regarding the establishment of the FPC and the tasks assigned to the FPC for reference (attachment 1). In addition we have attached the FPC 2005 data log that displays the data requests that the FPC has received in 2005, the request dates, and the dates that the FPC completed response (attachment 2). These are included to show the broad scope of request topics, scope of requestors and the rapid turn around time. It is clear that a majority of these are from FPAC and CBFWA member agencies and tribes.

The BPA Proposal

A key issue in the BPA proposal is that routine versus non-routine analysis are not defined.

BPA has decided to award a contract to PSMFC for: 1) Smolt Monitoring Program coordination, 2) Routine Data Analysis and, 3) Data warehousing. Specifically, PSMFC will display SMP data

and maintain the web site displaying the data. PSMFC will also maintain the Fish Facilities Inspection Program, write an SMP annual report and provide weekly reports.

BPA has decided to award a contract to the Department of Energy PNNL for “Non-Routine Fish Passage Analysis.” This proposal includes a process in which a Governing Committee is established by the NPCC. The Governing Committee would be charged with overseeing Battelle’s implementation of this analytical function. The Governing Committee will be made up of one member from the NPCC, one member from NOAA Science Center (and/or the regional office), and one member jointly agreed to by CRITFC and the UCUT tribes. Membership to the Governing Committee conspicuously does not include representatives from ODFW, WDFW, IDFG or USFWS. The proposal funds a Department of Energy PNNL Coordinator who will handle requests for analysis. PNNL will have a group of experts standing by to do the analysis. PNNL will arrange for independent review of these analyses and after the review the PNNL Coordinator will make the final analysis available to the requester and the public. The PNNL Coordinator would refer requests to the Governing Committee that might be outside the scope of the analytical function in the contract.

The final element of the BPA proposal is a request that CBFWA consider approving a contract modification for “spill and flow policy coordination for the Fish Passage Advisory Committee”

CBFWA –Consideration of Request from BPA

BPA has asked CBFWA to modify its contract to include spill and flow policy coordination for FPAC in transferring FPC activities. **FPC has not and does not coordinate spill or flow policy or other river operations policy for FPAC member agencies. Each individual FPAC member agency is responsible for coordinating, within and outside their own agency, spill and flow policy positions and actions.**

How FPAC works

FPAC is utilized as a forum to discuss and explore areas of potential mutual agreement on technical fish passage issues. This includes technical assessment and technical recommendations on flow and spill, fish passage issues, and other hydrosystem operations. System Operations Requests and Joint Agencies and Tribes technical staff comments, which can be developed by any subset of FPAC member agencies. These collaborative products do not require consensus, and they reflect the parties that have found a mutual basis for technical agreement.

What the FPC does for FPAC

Specifically the BPA action essentially eliminates FTEs from the state, federal and tribal fish and wildlife agencies, which they have relied upon for decades on technical issues regarding fish passage through the hydrosystem.

The FPC staff act as direct technical staff to the fish and wildlife agencies and tribes just as if each agency had a group of people in their buildings that provided information and analysis on technical matters of juvenile and adult fish passage through the hydrosystem. The FPC staff is

directly analogous to walking down the hall at our agencies offices and asking for help in an analysis, information, a graphic, historic data or calculations from a co-worker or subordinate in our agencies. Most of these requests require very short turn around times, sometimes hours and can take no longer than a few days to a week due to the timely nature of technical recommendations for in-season management decisions. A list of data and or analysis requests for 2005 is attached as examples (attachment2).

In addition to their role as FPAC member agency technical staff, the FPC staff serves as technical facilitators and coordinators for the FPAC member agencies. The FPC staff provides technical facilitation and coordination services during the development and discussion of System Operation Requests, Joint State and Tribal technical staff memoranda, and in-season hydrosystem technical fish passage issues. The FPC staff has extensive depth and breadth of technical expertise, which is required to successfully perform these facilitation and coordination roles. When directed, FPC staff attends interagency committees, prepares analyses for those meetings and reports back to FPAC. The FPC participates in meetings along with the fish agencies and tribes in groups such as the Water Quality Committee and the FCRPS BiOp Regional Forum processes, and responds to requests from committees such as TMT and IT, for data summaries and analyses.

A key issue with the BPA proposal is that routine versus non-routine data analyses are not defined. In our opinion, all of the technical services and analyses that the FPC currently provides are routine. The analyses are based upon methods accepted within peer-reviewed scientific literature and commonly employed by fish and wildlife agencies within and beyond the Region. The BPA proposal appears to be making an artificial distinction between routine and non-routine analyses, when in fact all of the technical services and analyses provided by the FPC are common and routine.

FPAC has serious concerns that the BPA proposal fails to accommodate these essential FPAC services that the Fish Passage Center has routinely provided to the tribes and fishery managers for decades. The BPA proposal would have the effect of eliminating many technical staff FTE's from the state, tribal, and federal fish and wildlife agencies, and eliminate critical technical facilitator and coordinator FTE's. The BPA proposal does not appear to mitigate for these impacts.

The following is a list of the duties performed by the Fish Passage Center as part of their responsibilities to the state, tribal and federal fishery agencies and to the Fish Passage Advisory Committee (FPAC). The responsibilities range from administrative to technical.

Administrative

At the request of FPAC members or chair:

- 1) Provide general administrative support for FPAC.
- 2) Schedule and arrange conference calls and handle monthly and weekly meeting schedules.
- 3) Provide draft and final agenda for weekly and monthly meetings.

- 4) Distribute all draft and final documents.
- 5) Finalize and maintain all FPAC documentation. File all documents.
- 6) Distribute draft SORs and distribute final SORs to appropriate agencies and individuals.
- 7) Post documents on web site for public access.

Weekly and Monthly Routine Data Analysis Products for FPAC meetings

At the request of FPAC members or chair:

- 1) Provide weekly and in some cases daily summaries of reservoir operations, river flow and spill, snowpack conditions, and current water supply forecasts pertaining to FCRPS, Upper Snake, Canadian and FERC mainstem Columbia and Snake River hydroprojects.
 - a. Review reservoir elevations of the main storage reservoirs relative to flood control and BiOp operations including those for resident fish.
 - b. Review weekly flow and spill relative to BIOP flow and spill targets.
 - c. Review annual snowpack accumulation basin-wide as part of analysis of ability to achieve flow targets.
 - d. Track weekly spill at all projects and advise FPAC when BIOP spill levels are not being achieved. Develop SOR requesting higher spill levels if necessary.
- 2) Provide weekly summaries of current and historic fish movement and fish condition sampling at projects. Assess progress of the juvenile and fish passage at key sites. Identify major components and passage issues of the juvenile fish population using PIT tag recoveries, hatchery release schedules and anticipated mark releases.
- 3) Provide weekly summaries of current and historic adult fish passage abundance and movement.
- 4) Provide periodic estimates of transport vs. in-river juvenile passage ratios.
- 5) Provide weekly summary of water quality parameters affecting fish passage and survival. Provide in-season and general data and analyses on total dissolved gas and gas bubble trauma issues and compliance with WQ standards.
- 6) Provide weekly updates on mainstem and tributary chum spawning populations below Bonneville Dam, redd distribution and hydroproject operational impacts on these populations.

Identify potential problems in Basin or fish measures needing attention.

- 1) Identify hydrologic and operational actions that can enhance or aid fish passage migration conditions. Conduct analyses of alternative management actions for implementation using the most up-to-date hydrologic products. Review reservoir elevations and resulting flows. Evaluate the longer-term implications and risks of taking management actions in the near term.
- 2) Coordinate hydrologic data with fish passage data to ascertain potential benefits and risks of actions taken.
- 3) Compile fish passage analyses for FPAC review to determine if an action needs to be taken. Compile fish passage statistics (fish timing, distribution, travel time and survival),

PIT tag data, hatchery release schedules and any historic data that may be used in technical analyses.

- 4) Provide fish passage and survival data for use in TRT viability and recovery planning for listed Snake and Columbia River Chinook and steelhead.
- 5) Calculate water transit times between projects under a wide range of flow and project elevations.
- 6) Determine the total dissolved gas produced at various locations under various operational scenarios and identify options to reduce gas under uncontrolled spill that provides the highest benefit to fish.
- 7) Provide information to FPAC on emergency issues that may develop at SMP sites that are brought to FPC attention through SMP personnel such as fish condition and mortality and adult passage issues at projects.
- 8) Coordinate emergency responses to facility breakdowns and fish emergencies including but not limited to high temperatures at passage facilities, adult passage problems.

On a weekly and sometimes on a more frequent basis, summarizes data and prepares System Operations Requests as directed by the agencies and tribes for their submittal to the operators and regulators through the federal regional process.

- 1) Either present to FPAC technical information that would warrant the development and submittal of a System Operational Request (SOR), or participate in discussions with FPAC leading to the development of an SOR.
- 2) For system operation requests and technical memorandums, summarize fish passage and abundance information based on passage data and hatchery release schedules.
- 3) Develop draft SOR's for FPAC review, incorporating comments of FPAC from weekly meetings. Prepare technical information for the justification section of SOR. Develop and include any graphic presentations pertinent to the justification. In season drafts are usually developed within a two-hour time frame and circulated to FPAC for review within the next two hours to meet TMT deadlines for submittal of SORs.
- 4) Receive comments and incorporate into final SOR submittal prior to the 1500-hour deadline on Tuesday imposed by the Action Agencies.
- 5) Make every effort to reconcile comment received by all agencies. Follow-up with phone calls if necessary to address concerns of individual FPAC agency members. Assure that only those agencies wishing to participate in the SOR submittal are included on the SOR.
- 6) Submit and distribute final SOR. Post on web page for public access.

Other projects

- 1) Provide direct technical analysis, review of research results and proposals, data analysis relative to alternative management actions as directed by the state, federal and tribal fishery agencies.
- 2) Provide select analyses upon request relating to particular passage issues such as summer spill, emergency curtailment of spill, and emergency conditions at dams. Including mortality in transport of bypass facilities, and flow survival relationships
- 3) Review and participate in the development of research proposals regarding adult and juvenile fish passage and provide comments to the agencies and tribes and the US Army

Corps of Engineers in their Anadromous Fish Evaluation Program (AFEP) and FERC licensed dam program reviews.

- 4) Prepare annual report summarizing all aspects of hydrosystem operations and fish passage as part of long-term historic record. Conduct multi-year analysis updates of all fish passage information when appropriate.
- 5) Coordinate in-season and general joint technical memos, providing technical hydrological and biological analyses on issues such as dam structural configuration (i.e. RSWs), system wide mainstem research, responses to various NWPCC initiatives such as the mainstem amendments and subbasin plans, system water storage analyses, biological opinions for salmon and sturgeon, FERC licensed dams, Hanford Reach impacts from dam operations, basin passage models such as SIMPAS, CRISP.
- 6) Provide analyses on PNCA planning documents and Columbia River Treaty and Non-Treaty issues upon request.

Respond to FPAC request for review of technical papers or proposals in a timely fashion. Respond to state, federal and tribal fishery agency request for specific analyses in a timely fashion.

Attachment 1

BACKGROUND

The FPC (Water Budget Center) was established through agreement of BPA, NMFS and CRITFC in 1982 after the passage of the Northwest Power Act, as part of the first Northwest Power Planning Council Fish and Wildlife Program. The origins of what is now the Fish Passage Center evolved shortly after Act's passage, during the development of Council's very first Fish and Wildlife Program in 1982. That Program recommended that BPA fund the establishment of two "Water Budget Managers" to "provide expert assistance to the [state, federal and tribal fishery managers] in working with the power project operators and regulators to ensure that the requirements for fish are made a part of river system planning and operations" and to be the "primary points of contact between the power system and the fish and wildlife agencies and tribes on matters concerning the Water Budget" (1982 Fish and Wildlife Program, § 300(b)(1) and (3)). The FPC was established to provide technical support for the state, federal and tribal fish managers, relative to fish passage management and migration through the hydrosystem. The agreement between NOAA, BPA and CRITFC recognized that consolidating technical staff support in one central unit was more efficient and cost effective than establishing individual teams in each state, federal and tribal agency.

The NPCC has in the 2003 Mainstem Amendment established the following tasks for the FPC.

"The mainstem plan calls for the continued operation of the Fish Passage Center (Center). The primary purpose of the Center is to provide technical assistance and information to fish and wildlife agencies and tribes in particular , and the public in general, on matters related to juvenile and adult salmon and steelhead passage through the mainstem hydrosystem.....In performing this function the Center shall:

1. Plan and implement the annual smolt monitoring program;
2. Gather, organize, analyze, house and make widely available monitoring and research information related to juvenile and adult passage, and to the implementation of the water management and to the implementation of the water management and passage measures that are part of the Councils' program;
3. Provide technical information necessary to assist the agencies and tribes in formulating in-season flow and spill requests that implementing the water management measures in the Councils program, while also assisting the agencies and tribes in making sure that operating criteria for storage reservoirs are satisfied; and
4. In general, provide the technical assistance necessary to coordinate recommendations for storage reservoir and river operations that to the extent possible avoid potential conflicts between anadromous and resident fish."

Attachment 2

2005 DATA REQUESTS

Name/Agency	Data Requested	Date Requested	Date Completed
Cindy LeFleur/WDFW	Comments on Water Management Plan	11/24/2004	12/2/2004
Ed Bowles/ODFW	Convert flow table from kcfs to water particle travel time	1/5/2005	1/5/2005
Don Anglin/USFWS	PRD/WAN 1995-2004 Analysis	12/29/2004	1/10/2005
Mark Sneider/NOAA	Camas/Washougal/Cascade Island/Bradford Island %TDG analysis 2002-2004	1/10/2005	1/13/2005
Ron Boyce/ODFW	Flows/Velocity/drawdown	1/18/2005	1/21/2005
Keith Kutchins Shoshone-Bannock	Drought definitions	1/19/2005	1/24/2005
FPAC	ISP Methodology Investigation	1/27/2005	2/1/2005
Don Anglin/USFWS	Comparison of STP predictions w/actual	1/27/2005	2/1/2005
CRITFC	2004 BIOP proposed action vs. referenced op	2/3/2005	2/4/2005
Ron Boyce/ODFW	Summary of request by action agencies 2003/2004	2/3/2005	2/4/2005
Ron Boyce/ODFW	Memo re spill discrepancy at Bonneville...	2/7/2005	2/7/2005
Mark Sneider/NOAA	Wrap up of all BON TDG/spill	2/4/2005	2/9/2005
Julie Carter/CRITFC	Historical documents-review comments	2/16/2005	2/17/2005
Agnes Lut/ODEQ	Relations between spill for TDG at TDA, JDA, BON Forebays	1/28/2005	2/15/2005
Bob Heinith/CRITFC	WPTT in Snake & Columbia	2/23/2005	2/24/2005
Tom Lorz/CRITFC	Relationship between WPTT & flow	2/25/2005	2/25/2005
Doug Marsh/NOAA	2004 Outmigration data-MCN, LGR, RIS – all species	2/28/2005	2/28/2005
Bob Heinith/CRITFC	Revised WPTT scenarios	2/28/2005	2/28/2005
Liz Hamilton NWSFIA	Flow & Temp at Bonneville	2/28/2005	2/28/2005
Dave Wills/USFWS	Differing scenarios at Grand Coulee	3/1/2005	3/1/2005
Mitch Nicholson	Hatch/wild/transport	3/2/2005	3/2/2005
Bob Heinith/CRITFC	Flow scenarios & WTT's	3/1/2005	3/2/2005
Bob Heinith/CRITFC	RRH capacity to re-regulate flows	3/1/2005	3/3/2005
Bob Heinith/CRITFC	WTT Scenarios	3/3/2005	3/4/2005
Tom Lorz/CRITFC	Estimate LGR summer flows – WPTT calculations	3/9/2005	3/10/2005
A. Englander/SWS	Citations	3/15/2005	3/15/2005
Bob Heinith/CRITFC	CTT Calculations	3/14/2005	3/15/2005
Public	DWO Dam info	3/17/2005	3/17/2005
Bob Heinith/CRITFC	WTT C-CS	3/18/2005	3/18/2005
Tom Lorz/CRITFC	WTT Calculation	3/21/2005	3/21/2005
Bob/Fishing Guide	Bon Pool information	3/20/2005	3/21/2005
FPAC	Flow op scenarios	3/22/2005	3/23/2005
FPAC	MCN-passage sub-year	3/22/2005	3/23/2005
Dave Wills/USFWS	Flow Scenarios	3/28/2005	3/28/2005
Ron Boyce/ODFW	Velocity of all BIOP flows	4/12/2005	4/12/2005

Charlie Petrosky IDFG	SAR weighting	4/11/2005	4/13/2005
Liz Hamilton/NSIA	Outmigrants flow conditions 1998,1999,2000	4/19/2005	4/19/2005
Ron Boyce/ODFW	Definition of reservoir replacement method	4/21/2005	4/24/2005
Gary Fredericks/NOAA	Bon spill plus/minus 120% TDG-Cascade, Ives	4/25/2005	4/25/2005
Bob Heinith/CRITFC	Rocky Reach flows 2000-2004	4/1/2005	4/25/2005
Ron Boyce/ODFW	April, May, June WSF 1995-2004	4/27/2005	4/28/2005
Joe Baumgartner/WDFW	Smolt Passage Index data-freeze brand & el. At LGR, LMN & MCN	4/25/2005	5/2/2005
Ron Boyce/ODFW	Non-implemented SORs 2000-present	4/28/2005	5/2/2005
Bob Heinith/CRITFC	10% increase in WTT calculations	5/8/2005	5/8/2005
Bob Heinith/CRITFC	WTT in Snake & Columbia	5/10/2005	5/10/2005
Rod Sando/CBFWA	Operations 2005 adult return	4/27/2005	5/10/2005
Liz Hamilton/NSIA	Graph adult counts 2001/2005	5/19/2005	5/19/2005
Coven/Trout, Unltd	Rearing disposition of adult returns	5/23/2005	5/23/2005
Joan Dukes/NPCC	Spring Chinook jack counts	6/1/2005	6/1/2005
Tom Lorz/CRITFC	Bon spill discrepancy 2002-2004	6/6/2005	6/6/2005
Robert Stokes/Spokane	Survival transport fall Chinook	6/13/2005	6/13/2005
Bill Murlin/BPA	Adult Counts	6/17/2005	6/17/2005
Rob Lothrop/CRITFC	Cost of Spill lost at BON 2002-2004	6/15/2005	6/16/2005
Ron Boyce/ODFW	Update TDA spill calculations w/gas caps at TDA & BON	6/17/2005	6/20/2005
R.L. Nicholson Idaho Steelhead Assoc.	Web report 2002-2005	6/24/2005	6/27/2005
Betsy Herrington	Transportation advantages and disadvantages	6/27/2005	6/27/2005
Doug Tarlow/Student	Adult Returns at BON dam since 1938	4/12/2005	4/12/2005
Bill Tweit/WDFW	Adult number discrepancy?	4/13/2005	4/13/2005
Cindy LeFleur/WDFW	2001-2005 flow v/date at BON, MCN, LGR	4/21/2005	4/21/2005
Pete Hassemer/IDFG	1997-2004 survival smolt passage at LGR	5/15/2005	5/15/2005
Joe Skalicky/USFWS	PRD flow scenarios thru MASSL model	6/3/2005	6/9/2005
Bob Heinith/CRITFC	Request for FERC documents	6/24/2005	6/28/2005
Bob Heinith/CRITFC	FPC staff review SRWG plan	6/15/2005	6/16/2005
Ron Boyce/ODFW	Estimate summer spill % at TDA if...	6/20/2005	6/20/2550
Steve Haeseker/USFWS	PRD scenarios	6/29/2005	6/30/2005
Steve Haeseker/USFWS	PRD weekly flow summary 1995-2004; Oct 1-Mar 31	7/6/2005	7/7/2005
Al Scholz/EWU	Migration Data	7/6/2005	7/7/2005
Ron Boyce/ODFW	LGR flow and temp 6/22-9/30; 1995-2004; DWR flow	7/11/2005	7/11/2005
Steve Haeseker/USFWS	Adult passage	7/7/2005	7/7/2005
Tom Lorz/CRITFC	Adult passage	7/7/2005	7/7/2005
Bill McMillan	Downstream survival	7/10/2005	7/13/2005
Bill Tweit/WDFW	Flow impacts of MT SOR at Libby & Hungry Horse	7/11/2005	7/13/2005

Ron Boyce/ODFW	GCL elevations Sept 15/30; 1990 to 2004	7/20/2005	7/20/2005
Nick Nicholsen/Idaho Citizen	Budget info summary	7/26/2005	7/26/2005
Richard Dahlgren/Idaho Citizen	Information re: UW Dart and FPC	7/26/2005	7/26/2005
Don Anglin/USFWS	Review of NOAA analysis on re-regulating PRD flows	8/11/2005	8/11/2005
Dave Wills/USFWS	BRN historic elevations July 1, Aug 1, Sept 1 & Oct 1	8/11/2005	8/11/2005
Mark Schneider/NOAA	Info relative to winter monitoring stations at TDA	8/30/2005	8/30/2005
Don Anglin/USFWS	Operation of Pend Oreille draft	8/26/2005	8/31/2005
Don Anglin/USFWS	PRD weekly flow stats (Oct-Mar) 1995-2004	8/28/2005	8/31/2005
D. Gallian/USFWS	C.E. McN Nov – Dec	8/21/2005	8/21/2005
Karen Emond/USFWS	Directory of info basinwide	8/22/2005	8/22/2005
Ed Sheets	Summer Passage results in Snake	8/31/2005	9/12/2005
Rob Lothrop/CRITFC	Survival passage summer spill	9/1/2005	9/12/2005
Bert Bowler/Idaho Rivers	Summer passage in spill-Snake River	8/31/2005	9/12/2005
Curtis Cude/OR/DEQ	Archive info-regionwide	9/13/2005	9/13/2005
George Waters/Consultant	Re-run summer analysis	9/15/2005	9/16/2005
Don Anglin/USFWS	Re-run Hanford re-regulation analysis 1995-2004	9/5/2005	9/8/2005
Don Anglin/USFWS	Comments on plot by NOAA at 9/14 JFP meeting	9/15/2005	9/20/2005
Bill Connor/USFWS	Update flow scenarios at LGR 2004-2005	8/17/2005	9/22/2005
Bob Heinith/CRITFC	RIS & RR storage capabilities & hourly flows 1995-2004	9/8/2005	9/13/2005
Gary Young-student	Federal documents re Columbia BIOP	10/18/2005	10/18/2005
FPAC	Tailwater elevations/maintaining 6CL analysis	10/27/2005	10/27/2005
Tony Nigro/ODFW	Libby Modeling	9/28/2005	10/24/2005
Theresa Scott/WDFW	Historic spill data flow & which TDG cap is met	10/25/2005	10/25/2005
Rob Lothrop/CRITFC	Non-treaty storage 2002-2004	10/31/2005	10/31/2005
Russ Kiefer/IDFG	Albeni Falls flows 1995-2005 at 2059-2055 draft	10/31/2005	11/10/2005
Bob Heinith/CRITFC	Review of NW power point	11/16/2005	11/18/2005
Russ Kiefer/IDFG	Flows at JDA	11/29/2005	11/30/2005
Troy Buzalsky/Jet Boat Magazine	Hatchery releases by year and area for past 3 years	12/1/2005	12/2/2005