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April 29, 2003

MEMORANDUM

TO: Council Members

FROM: Lynn Palensky

SUBJECT: John Day Subbasin Planning Contract

Proposed Action

Staff recommends that the Council authorize the Executive Director to negotiate a contract with the Columbia-Blue Mountain Resource Conservation and Development Area, Inc. (CBMRC&D) for the development of the John Day Subbasin Plan pursuant to the Council's Master Contract for subbasin planning with Bonneville. The John Day workplan is approved by and submitted through the Oregon Subbasin Planning Coordination Group (OSPCG). The total projected cost of completing this work is not to exceed \$222,475.

Background

The CBMRC&D has been designated by the OSPCG as the lead entity for the subbasin. The John Day subbasin plan will be developed under the guidance of the John Day Coordination Team. The Coordination Team includes representatives from nineteen organizations ("stakeholders") in the basin who are all party to a Memorandum of Agreement for subbasin planning. The Coordination Team will ask the CBMRC&D to subcontract as necessary for project management, writing, technical assistance, and public outreach to develop the plan in the next year. The final plan will be submitted to the Council for adoption into the Fish and Wildlife Program and to the Oregon Watershed Enhancement Board (OWEB) for consideration and adoption by OWEB under state statute. *The proposed workplan and budget, which have been sent to you electronically, are also available on the Council's website at <http://www.nwcouncil.org/news/agenda.htm>.*

Proposed Schedule and Budget

The final John Day Subbasin Plan will be submitted to the Council by May 28, 2004. The funding for this contract will not exceed for \$222,475 for FY03/04.

Memorandum of Agreement John Day Basin Coordination Team for Subbasin Planning

(COMPLETED MARCH 21, 2003)
<amended section 14.2, April 16, 2003>

1. INTRODUCTION

The Northwest Power Planning Council (“NWPPC” or “Council”) adopts a Fish and Wildlife Program under the Northwest Power Planning Act to guide the investment of fish and wildlife restoration funds by the Bonneville Power Administration (“BPA” or “Bonneville”). The Council’s 2000 Fish and Wildlife Program calls for the adoption, by the Council, of subbasin plans in each major subbasin of the Columbia River Basin between 2002 and 2004.

The purpose of an adopted subbasin plan is to direct Bonneville funding to projects that enhance, mitigate and protect fish and wildlife populations that have been adversely impacted by the operation and maintenance of the Columbia River hydroelectric power system. The Council, Bonneville, the U.S. Bureau of Reclamation, the National Oceanic & Atmospheric Administration, Fisheries (“NOAA, Fisheries” or “NMFS”) and the U.S. Fish and Wildlife Service (“USFWS”) intend to use adopted subbasin plans to help meet requirements of the 2000 Federal Columbia River Power System Biological Opinion. The NMFS and the USFWS intend to use subbasin plans as building blocks for recovery planning for threatened and endangered species.

The purpose of the Memorandum of Agreement is to form a coordination team and establish a process that will be used by cooperating local stakeholders, private citizens, public organizations, local, tribal, state and federal governments to develop a watershed restoration plan for the John Day Basin in Eastern Oregon. The plan, directed by the Technical Guide for Subbasin Planning and the Oregon Specific Guidance document, will be submitted to the Northwest Power Planning Council for adoption as a subbasin plan under the Council’s Fish and Wildlife Program. The plan will also be submitted to the Oregon Watershed Enhancement Board (“OWEB”) for consideration and adoption by OWEB as the goals and priorities for watershed restoration in the John Day Basin under ORS 541.371(1)(c).

2. DEFINITIONS

- 2.1 “Basin” means all lands drained by the John Day River and their tributaries from ridge top to ridge top.
- 2.2 “Consensus” means an agreement of all parties that they can support an idea, proposal, alternative or recommendation, recognizing that not every party supports every idea, proposal, alternative or recommendation with equal enthusiasm. The “consensus” position represents the collective, general agreement of the participants on a topic, even though individual participants may prefer their own position over the collective position. Participants signing this MOA agree to support the collective “consensus” position. The anticipated product of the planning process is a Plan that each party to this agreement can support for adoption by the Council, or at a minimum not challenge before the Council.
- 2.3 “Council” means the Northwest Power Planning Council.
- 2.4 “Coordination Team” means the signatories of nineteen of the representative stakeholders in the John Day watershed. These nineteen entities consist of 1) Columbia-Blue Mountain RC&D; 2) Lower John Day Partnership (representing Wheeler, Sherman, Gilliam and Wasco Counties); 3) Grant County; 4) Grant Soil and Water Conservation District (SWCD); 5) Gilliam County SWCD; 6) Wheeler SWCD; 7) Wasco County SWCD; 8) Sherman County SWCD; 9) North Sherman County Watershed Council; 10) Pinehollow/Jackknife Watershed Council; 11) Grass Valley Canyon Watershed Council; 12) North Fork John Day Watershed Council; 13) Mid John Day Watershed Council; 14) Gilliam East John Day Watershed Council; 15) South Fork Watershed Council; 16) Confederated Tribes of the Warm Springs Indian Reservation; 17) Confederated Tribes of the Umatilla Indian Reservation; 18) Oregon Department of Fish and Wildlife; 19) Oregon Water Resources Department; 20) U.S. Forest Service; 21) U.S. Bureau of Reclamation; and 22) U.S. Bureau of Land Management, 23) Monument SWCD
- 2.5 “Fiscal Agent” means the Party to this Agreement who will contract with the Council for the preparation of the Plan in order to oversee contract management for the Coordination Team.
- 2.6 “Limiting Factors” means conditions that prevent or impede watershed restoration. When used in reference to fish and wildlife, “limiting factors” refers to conditions that currently inhibit populations and ecological processes and functions relative to their potential.
- 2.7 “Party” means any involved stakeholders
- 2.8 “Plan” or Subbasin Plan or “SBP” means the plan for protection, mitigation and enhancement of fish and wildlife resources and water quality through watershed restoration that will be prepared under this Agreement and submitted to the Council for adoption as a subbasin plan under the Council’s Fish and wildlife Program.

- 2.9 “Restoration” means to take actions likely to achieve watershed improvements and sustainable population levels of native fish or wildlife and their habitat and meet applicable harvest objectives, water quality standards and in-stream water rights.
- 2.10 “Subbasin Assessment” means a compilation of existing scientific and technical information about the John Day watershed prepared in accordance with the Subbasin Assessment template adopted by the Council. The Subbasin Assessment shall incorporate and build upon the existing watershed assessments including those submitted to the Oregon Watershed Enhancement Board and by federal land management agencies.
- 2.11 “Subbasin Technical Team” means interdisciplinary technical teams comprised of representatives of the stakeholders to assist in development of the Plan as described in Section 8. This team works under the direction of the Coordination Team.
- 2.12 “Stakeholder” is defined as persons or entities, which reside in, derive their livelihood from, or are involved with land or natural resource management, business, research or regulatory means within the John Day watershed.

3. PURPOSE OF AGREEMENT

The purpose of this Agreement is to establish a local Coordination Team to prepare a fish and wildlife restoration plan in a watershed context for the John Day Basin. The purpose of the Plan is to identify and prioritize strategies and actions needed to:

- 3.1 Protect and enhance stream flows to meet water quality standards, in stream water rights, fish and wildlife restoration objectives and existing water rights;
- 3.2 Support research, monitoring, and evaluation to guide existing and future restoration and management efforts in the subbasin;
- 3.3 Support management that maintains and enhances the wild fish populations in the John Day Subbasin;
- 3.4 Protect and enhance water quality to meet state and federal standards;
- 3.5 Maintain the resource base in the subbasin, consistent with acknowledged comprehensive land use plans, and the needs of the local resource-based economies;
- 3.6.1 Recognize the municipal and industrial water needs for the next 50 years;
- 3.4 Promote sustainability and conservation that is consistent with the customs, culture and quality of life in the Basin.

4. OPERATING PRINCIPLES

As a foundation for developing the Plan, the Coordination Team agrees to the following goals and operating principles:

- 4.1 Within the constraints of time, resources and existing regulatory program mandates and financial resources, develop a Plan to protect and restore the natural resources of the Basin including fish, wildlife and water quality in order to ensure regional economic viability and environmental quality for future generations;
- 4.2 Develop a Plan that will guide future fish & wildlife restoration funding by the Council, Bonneville, the Oregon Watershed Enhancement Board and other funding organizations;
- 4.3 Be consistent with and, to the extent possible, assist in addressing the requirements of the Endangered Species Act, the Clean Water Act, the Oregon Plan for Salmon & Watersheds, Wy-Can-Ush-Mi Wa-Kish-Wit (Spirit of the Salmon), and other laws and regulations;
- 4.4 Build upon past and on-going planning efforts by all parties to avoid redundancy, accelerate preparation, and maximize results. These existing efforts include, among others, watershed assessments, agricultural water quality management plans, Oregon Department of Fish and Wildlife fish management plans, federal land and resource management plans, John Day Subbasin Summary, tribal, state, and federal plans;
- 4.5 Consider the entire Basin including the cumulative impacts of activities in the Basin;
- 4.6 Prioritize restoration needs and opportunities and, to the extent possible, identify potential mechanisms to help fund implementation efforts;

5. STAKEHOLDERS OF THE JOHN DAY BASIN

The following entities represent stakeholders of the John Day Basin as identified to date. This list is not intended to limit participation and is open to others if future participation in the development of the subbasin plan is requested:

- 5.1 Tribes
 - 5.1.1 Confederated Tribes of the Warm Springs Reservation
 - 5.1.2 Confederated Tribes of the Umatilla Indian Reservation
- 5.2 Soil and Water Conservation Districts
 - 5.2.1 Grant SWCD
 - 5.2.2 Sherman County SWCD
 - 5.2.3 Gilliam County SWCD
 - 5.2.4 Wheeler SWCD
 - 5.2.5 Monument SWCD
 - 5.2.6 Wasco SWCD

- 5.2.7 Morrow SWCD
- 5.3 Watershed Councils
 - 5.3.1 Pinehollow/Jackknife Watershed Council
 - 5.3.2 North Fork John Day Watershed Council
 - 5.3.3 South Fork John Day Watershed Council
 - 5.3.4 Mid John Day Watershed Council
 - 5.3.5 Gilliam East John Day Watershed Council
 - 5.3.6 Grass Valley Canyon Watershed Council
 - 5.3.7 North Sherman County Watershed Council
- 5.4 Municipalities (incorporated cities)
 - 5.4.1 City of Canyon City
 - 5.4.2 City of Condon
 - 5.4.3 City of Dayville
 - 5.4.4 City of Fossil
 - 5.4.5 City of Grass Valley
 - 5.4.6 City of John Day
 - 5.4.7 City of Lonerock
 - 5.4.8 City of Long Creek
 - 5.4.9 City of Monument
 - 5.4.10 City of Moro
 - 5.4.11 City of Mount Vernon
 - 5.4.12 City of Prairie City
 - 5.4.13 City of Ukiah
 - 5.4.14 City of Wasco
- 5.5 Counties
 - 5.5.1 Lower John Day Partnership (representing Sherman, Gilliam, Wheeler and Wasco Counties)
 - 5.5.2 Grant County
 - 5.5.3 Umatilla County
 - 5.5.4 Morrow County
- 5.6 State Agencies
 - 5.6.1 Oregon Department of Fish and Wildlife
 - 5.6.2 Oregon Department of Agriculture
 - 5.6.3 Oregon Department of Environmental Quality
 - 5.6.4 Oregon Department of Water Resources
 - 5.6.5 Oregon Department of Parks and Recreation
 - 5.6.6 Oregon Department of Forestry
 - 5.6.7 Oregon Division of State Lands
 - 5.6.8 Oregon State Police
 - 5.6.9 OSU Extension
 - 5.6.10 Oregon Department of Transportation

5.6.11 Oregon Watershed Enhancement Board

5.7 Federal Management Agencies

- 5.7.1 U.S. Bureau of Reclamation
- 5.7.2 U.S. Forest Service
- 5.7.3 U.S. Fish & Wildlife Service
- 5.7.4 U.S. Bureau of Land Management
- 5.7.5 National Park Service
- 5.7.6 USDA Natural Resources Conservation Service
- 5.7.7 USDA-Agriculture Research Service
- 5.7.8 National Oceanic & Atmospheric Administration, Fisheries
- 5.7.9 U.S. Army Corps of Engineers

6. COORDINATION TEAM AND STAKEHOLDER EXPECTATIONS

It is recognized that the John Day Subbasin Plan will be consistent with recovery goals for anadromous fish and wildlife as established by the Northwest Power Planning Council and supported by the Bonneville Power Administration. The John Day Subbasin Plan will make considerable demands on, and thus should benefit stakeholders in a tangible way.

The Coordination Team in the John Day Subbasin enters into this significant effort with the expectation that the approved plan will result in responsible agency and organization commitments to facilitate improved process for management plan actions including permitting process and program implementation. We expect streamlining of regulation, contracting and oversight of programs, in order to facilitate flexible, economically feasible and effective restoration projects. All those who sign this MOA encourage BPA and the NWPPC to:

- Expedite completion of programmatic consultation for BPA funded restoration programs in order to streamline compliance with Section 7 of the ESA.
- Continue to use programmatic approaches to facilitate National Environmental Policy Act (NEPA) compliance for individual BPA funded projects.
- Commit to expediting review of program contracts in order to better coordinate project funding cycle with project implementation schedules and timelines (i.e. ODFW in water work period). Investigate the use multi-year contracts and funding to facilitate more efficient project management.
- Simplify reporting processes to allow for more efficient use of implementation funds.
- Pursue a simplified review and consultation process for projects consistent with the John Day Subbasin Plan. Coordinate with State and Federal regulatory agencies (such as Division of State Lands and Army Corps of Engineers) to develop procedures allowing them to expedite review of permits and clearances of accepted plan elements.

- Develop consistent methods and criteria for prioritization and review of BPA funded projects.
- Work with all stakeholders to secure adequate and stable funding for implementing elements of the subbasin plan. Members of the Coordination Team have made commitments in good faith to basin stakeholders, and must be assured that the same level of commitment to the plan exists at all levels within the Council and BPA.
- Encourage federal land management agencies (BLM and USFS) to incorporate relevant sections of the John Day Subbasin Plan into Federal Management Plans.
- Commit to a ridgetop-to-ridgetop perspective that emphasizes the relationship between uplands and riparian habitats.
- Continue to communicate with stakeholders to identify and incorporate local priorities in watershed management.
- Commit to the John Day Subbasin Plan planning partners that the Plan will retain relevance and value for the duration of its implementation.
- Coordinate with agencies responsible for planning efforts such as TMDL, SB 1010, the Oregon Plan for Salmon and Watersheds, ODFW Native Fish Conservation Plan, and the Clean Water Act in order to reduce overlap.

7. FEDERAL AGENCY PARTICIPATION

All other federal agencies with authority and responsibility within the Basin may participate in the planning process. The planning process may include input from the Environmental Protection Agency, U.S. Fish and Wildlife Service, USDA Natural Resources Conservation Service and NOAA, Fisheries so that the plan may be the foundation for fish and wildlife recovery plans in the Basin.

8. COORDINATION TEAM

Parties involved in this partnership will consist of the following entities:

- Columbia-Blue Mountain RC&D
- Grant County Court
- Sherman County Court
- Grant Soil and Water Conservation District (SWCD)
- Gilliam County SWCD
- Monument SWCD
- Wheeler SWCD
- Wasco County SWCD

- Sherman County SWCD; North Sherman County Watershed Council; Pinehollow/Jackknife Watershed Council; Grass Valley Canyon Watershed Council
- North Fork John Day Watershed Council
- Mid John Day Watershed Council
- Gilliam East John Day Watershed Council
- Paleo Project
- South Fork Watershed Council
- Confederated Tribes of the Warm Springs Reservation
- Confederated Tribes of the Umatilla Indian Reservation
- Oregon Department of Fish and Wildlife
- Oregon Water Resources Department
- U.S. Forest Service
- U.S. Bureau of Reclamation
- U.S. Bureau of Land Management

Each Party to this Agreement shall be represented by one spokesperson on the Coordination Team for the planning process. The Coordination Team will guide the planning process. The responsibilities of the Coordination Team are to:

- (1) Provide decisions and consensus based recommendations based upon information developed by the Technical Teams after input from all participants (when consensus cannot be reached by the group in a timely manner, a super majority vote will be used to move forward);
- (2) Establish protocols to facilitate decision making and communication regarding the contents of the Plan;
- (3) Guide the Technical Team & stakeholders to develop a Plan with specific goals, strategies, priorities & actions for fish & wildlife restoration.
- (4) The Coordination Team members will listen to each other and will keep open minds during the planning process. The partnership will refrain from lengthy speeches during group meetings and will refrain from side conversations.
- (5) Coordination Team members will not personally attack or question the motivation of any other participant.
- (6) Coordination Team members agree to work out differences through the planning process and not in the press or other public arenas.

At the first meeting of the Coordination Team, Karl Niederwerfer of the Blue Mountain RC&D was chosen as the facilitator. The facilitator (with input from the other partners) will be responsible for preparing the agenda for all meetings of the Coordination Team, leading discussions at the meetings, appointing a recorder for the meetings & all other aspects of facilitating the planning process.

9. TECHNICAL TEAMS

The Subbasin Technical Team shall be an interdisciplinary team organized to draw upon the knowledge, skills and abilities of different parties, resources agencies, tribes and organizations. The technical team, acting through the Coordination Team, may contract with outside professionals to perform their assigned tasks. The duties and responsibilities of the technical team are:

- (1) to assist in the preparation of the subbasin assessment, including identification of limiting factors; to inventory existing fish, wildlife and watershed restoration programs and activities within the basin; to develop specific biological objectives that clearly describe the physical and biological changes needed to achieve the fish & wildlife watershed restoration vision;
- (2) to prepare the initial draft of the Assessment and Inventory for review by the Coordination Team.
- (3) to assist in the preparation & presentation of technical information & facilitation of stakeholder participation in technical matters as appropriate.

10. FISCAL AGENT

The Coordination Team has selected the Columbia-Blue Mountain RC&D as fiscal agent. The Columbia-Blue Mountain RC&D will act as contracting officer for all Parties to this Agreement. Fiscal agent operates under the guidance of the Coordination Team, work plan and budget developed by the Coordination Team. The Columbia-Blue Mountain RC&D will be primary contractor with the Northwest Power Planning Council and will act as contracting officer for all sub-contactors and parties to this agreement.

11. PLAN AND PLANNING PROCESS

The Plan will identify the goals for watershed restoration, establish the strategies to meet the goals and define objectives to measure progress toward the goals. The Plan will consist of four parts: an inventory of existing programs and activities, assessments of biological potential and opportunities for restoration, and a management plan. The management plan will include a vision statement, biological objectives, strategies and both short and long-term budgets for implementation.

The Parties will follow guidance provided by the NWPPC for the subbasin planning process and expect to take the following steps in the process:

- 11.1 Develop and Approve Work Plan and Budget
- 11.2 Review Subbasin Summary
- 11.3 Prepare Subbasin Assessment
 - 11.3.1 Review and integrate existing assessments and plans
 - 11.3.2 Integrate EDT analysis
 - 11.3.3 Develop Working Hypotheses (Limiting Factors)
- 11.4 Inventory Existing Program and Activities
- 11.5 Develop and Approve Vision Statement
- 11.6 Identify Biological Objectives

- 11.7 Develop Strategies and Priorities
- 11.8 Prepare and Review Draft Management Plan
- 11.9 Distribute Draft Plan for Public Review and Comment
- 11.10 Revise Draft Plan in Response to Comments
- 11.11 Submit Plan to Council and OWEB
- 11.12 Submit Plan to Governing Bodies of all Parties
- 11.13 Coordinate with Federal, Tribal and State Regulatory Agencies
- 11.14 Defend Plan and answer questions from NW Power Planning Council and ISRP

12. PUBLIC PARTICIPATION AND COMMUNICATION DURING THE PLANNING PROCESS

Public Participation.

- 12.1 All meetings of the Coordination Team and Technical Team shall be open to the public. The Coordination Team shall solicit and encourage participation in the planning process by citizens and organizations in the Basin who are interested in and support fish & wildlife watershed restoration.

Communication.

- 12.2 While the Coordination Team is encouraged to advocate for management strategies and plan provisions, the Coordination Team agrees to refrain from unnecessarily characterizing the opinions, interests, positions, motivations or values of any other participant or group in any public discussions.
- 12.3 The Columbia-Blue Mountain Resource Conservation and Development Council will be the primary entity utilized to outreach and communicate with watershed stakeholders.
- 12.4 Coordination Team accepts responsibility for keeping their associates, colleagues, clients, constituencies, boards, commissions and councils informed of the progress, to seek advice and comment from them and to work with them to understand the perspectives of other parties to the planning process.
- 12.5 Coordination Team agrees to bring back to the planning process relevant advice and comments from their associates, colleagues, clients, constituents, boards, commissions and councils.

13. INTERNAL DECISION MAKING

- 13.1 During meetings, the facilitator will be responsible for polling representatives to assess the degree of agreement on any given issue. For group decisions related to the process, the facilitator will assume general agreement if there is no dissent. Individuals are responsible for providing the facilitator with a clear indication of their level of agreement.

- 13.2 If consensus cannot be reached any member can request a vote. A super majority of 60% (currently 12 affirmative votes of 19 member Coordination Team) will be required to move decisions to finality (e.g. work plan, budget, subcontractors, final plan products).
- 13.3 Members in absentia can indicate their vote by fax, phone, or email prior to the date of voting or at the time of voting.
- 13.4 The Coordination Team will not agree to any provisions, action or agreement for which they are unwilling to seek the concurrence of those who share their interest and/or those they directly represent.
- 13.5 The Coordination Team understands that some parties to this Agreement may not have the authority to bind those whose interests they represent or whose interest they attempt to represent or articulate; and agreement(s) reached with such parties must remain tentative until the subbasin Plan is adopted or approved by the Coordination Team. These requirements should be made known to other team members at the time of the vote.

14. TIMELINES, IMPLEMENTATION AND FUNDING

- 14.1 The Coordination Team agrees to actively support work under this Agreement aimed at adoption of the Basin Plan by the Council and OWEB by Fall 2004 considering limitations imposed by availability of necessary personnel and budgets and/or changes in Council schedules.
- 14.2 The Parties agree that nothing in this Agreement commits their respective organizations to adopt or approve the Basin Plan, however, all Parties are encouraged to submit the Basin Plan to their governing boards.

15. GENERAL PROVISIONS

- 15.1 Any member of the Coordination Team may terminate its participation in this Memorandum of Agreement after thirty (30) days prior notice to the other Parties. During the intervening thirty (30) days, the Coordination Team agrees to actively attempt to resolve outstanding disputes or disagreements.
- 15.2 Coordination Team recognizes that some members and their representatives may have statutory responsibilities and otherwise obligations which cannot be waived or abrogated. This Agreement does not affect such non-discretionary mandates.
- 15.3 Nothing in this Agreement shall commit the members of the Coordination Team or their representatives to expenditure of funds not appropriated by law and administratively allocated for the Basin Planning process.
- 15.4 Amendments to this Agreement may be proposed by any member of the Coordination Team and shall become effective upon written approval of all members.
- 15.5 This Agreement shall terminate automatically upon approval of the Basin Plan by the Northwest Power Planning Council. However, it is implied

that this Partnership will remain in effect to facilitate implementation and funding of the ensuing restoration activities derived from the Plan.

16. DISCLAIMERS

Nothing in this Agreement shall affect the legal position of any party on any issue through waiver, estoppels or other similar principle.

17. SIGNATURES OF PARTICIPANTS

17.1 By signing this Agreement, We understand that We are agreeing to participate in the Basin Planning process as described in this Agreement and that we will comply with the terms and conditions of the Agreement. We understand that we will be identified as a Participant in the planning process and will be represented on the Coordination Team.

17.2 This Agreement may be signed in counterparts if signed signature pages are sent to the Columbia-Blue Mountain RC&D

18. EFFECTIVE DATE

This Agreement shall be effective upon signatures by the parties identified in Section 8 above. Voting members of the Coordination Team will be determined by receipt of signature page.

Name: _____

Signature: _____

Title: _____

Organization: _____

Address: _____

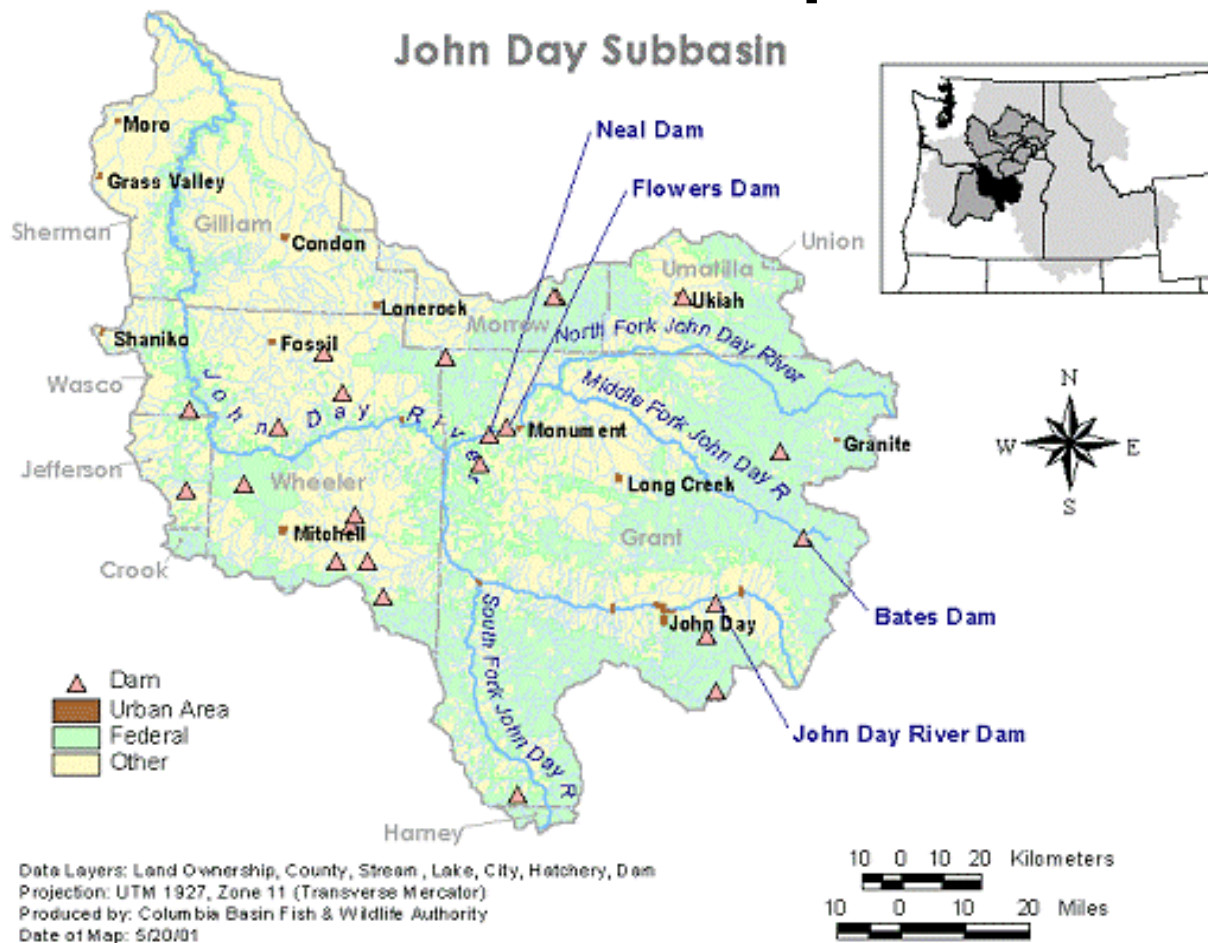
Telephone: _____

Designated Representative: _____

Email Address: _____

Date: _____

John Day Subbasin Workplan



Subbasin Planning Request for Funding April 28, 2003

APPLICATION CERTIFICATION AND TRANSMITTAL

To: Northwest Power Planning Council
851 SW Sixth Avenue, Suite 1100
Portland, OR 97204
Attn: Contracts Officer

Thru: Oregon Subbasin Planning Coordination Group
Contact Person: Lynn Youngbar

From: Columbia-Blue Mountain Resource Conservation and Development Area, Inc.,
as agent for the John Day Basin Coordination Team
17 SW Frazer, Suite 302
Pendleton OR 97801
Contact Person: Karl Niederwerfer, Coordinator
Phone: 541-278-6113
Fax: 541-278-1666

Request:

On behalf of the Oregon Subbasin Planning Coordination Group, the Columbia-Blue Mountain Resource Conservation and Development Area, Inc. (CBMRC&D) will serve as the fiscal agent for the John Day Basin Coordination Team. CBMRC&D requests contract financial assistance from the Northwest Power Planning Council for development of the John Day Subbasin Plan in accordance with such funding conditions as may be required by the Council and the Bonneville Power Administration.

Project Name: John Day Subbasin Plan
Subbasin: John Day
Province: Columbia Plateau

Certification:

I/we certify that to the best of our knowledge, the information provided in this application is true and correct and that the financial assistance requested will be utilized only for the purpose of carrying out the activities described in the attached statement of work.

Authorized Representative: _____
Signature Date

Printed Name and Title:

Emile Holeman, Secretary/Treasurer, CBMRC&D

APPLICANT/ORGANIZATION INFORMATION

Province name: Columbia Plateau

Subbasin name: John Day

Organization name: Columbia-Blue Mountain Resource Conservation and Development Area, Inc.

Type of organization: private, 501 (c) (3)

Mailing Address: 17 SW Frazer, Suite 302

City/Town: Pendleton

State, Zip: Oregon 97801

Telephone: 541-278-6113

Email address: karl.niederwerfer@or.usda.gov

FAX: 541-278-1666

Organization purpose and legal status: CBMRC&D covers a five county area including Umatilla, Morrow, Gilliam, Grant and Wheeler counties. Each of the five counties has at least some portion that drains into the John Day Subbasin. Voting members on the CBMRC&D Council include County Court Commissions and SWCD's who play major roles in the watershed health of the area. CBMRC&D, a 501 (c) (3) organization since 1989, has the authority to contract and perform fiscal responsibilities.

Contact information:

Project Facilitator:

Karl Niederwerfer, Coordinator, CBMRC&D

Mailing Address: 17 SW Frazer, Suite 302

City/Town: Pendleton

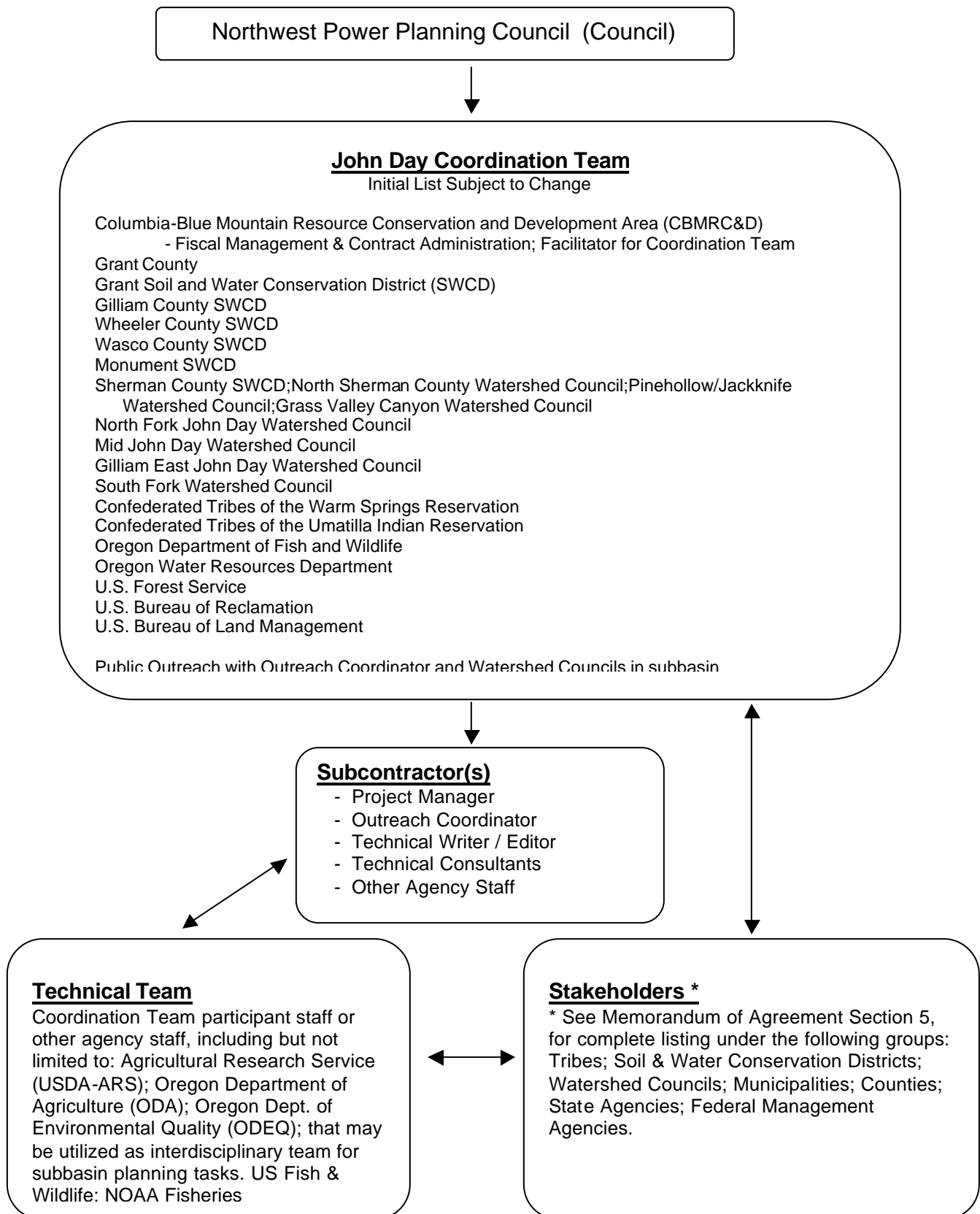
State, Zip: Oregon 97801

Telephone: 541-278-6113

Email address: karl.niederwerfer@or.usda.gov

FAX: 541-278-1666

Figure 1. John Day Subbasin Organizational Structure



JOHN DAY SUBBASIN

Project Overview

The Northwest Power Planning Council (Council) was directed by the Northwest Power Act of 1980 to develop a program to protect, mitigate, and enhance fish and wildlife of the Columbia River Basin and make annual funding recommendations to the Bonneville Power Administration for projects to implement the program. The purpose of subbasin planning is to document subbasin conditions and evaluate and define strategies that drive the implementation of the Council's Fish and Wildlife Program at the subbasin level. Ultimately, the subbasin plan will be used by NOAA Fisheries and U.S. Fish and Wildlife Service (USFWS) to help recovery planning efforts for threatened and endangered species. The plan will be evaluated for consistency with the Endangered Species Act, the Clean Water Act, federal treaty and trust responsibilities with the basin Native American Tribes, and the Council's 2000 Fish and Wildlife Program. The final subbasin plan will be submitted to the Council for adoption into its 2000 Fish and Wildlife Program. The Council will use the procedures and criteria required by the Northwest Power Act in evaluating the proposed plan.

Located in the southern section of the Columbia Plateau Ecological Province in Northeastern Oregon, the subbasin planning area includes major portions of Grant, Wheeler and Gilliam counties and small portions of Wasco, Sherman, Morrow, Umatilla, Union, Crook, Harney, and Jefferson counties. The John Day Subbasin covers nearly 8,100 square miles with approximately 62% under private ownership and about 38% owned by the state, tribal or federal governments. The John Day River, including all the drainages, is the longest free-flowing river managed for wild salmon and steelhead in the Columbia Basin. It is the fourth largest subbasin in the State of Oregon. Topographically, the John Day Subbasin is an interior plateau generally situated between the Blue Mountains to the east and the Cascade Range to the west. The upper part of the subbasin is one of Oregon's most physiographically diverse regions with mountains, rugged hills, and plateaus cut by streams and valleys. The lower part of the subbasin is a plateau of nearly level to rolling land deeply dissected by the river and its tributaries. The mainstem John Day River flows 284 miles from its source in the Strawberry Mountains to the Columbia. Altogether, the John Day subbasin is home to more than 340 wildlife species and 27 species of fish, including four indigenous species that qualify as Sensitive, Threatened or Endangered under either the federal ESA or Oregon's Sensitive Species Rule.

Organization (Figure 1 illustrates the organization and membership for this collaborative effort)

John Day Coordination Team: The John Day Coordination Team was organized by basin management agencies to establish a locally led and collaborative process for cooperating stakeholders, private citizens, public organizations, local, tribal, state and federal governments in developing a comprehensive fish and wildlife restoration plan for the John Day subbasin. The Coordination Team will develop a comprehensive restoration plan for the John Day Subbasin (hereafter referred to as 'Subbasin Plan') following the guidance set forth in the *Oregon Specific Guidance* (Oregon Subbasin Planning Project Manager, draft 2002) and in *Technical Guide for Subbasin Planners*

(Council Document 2001-20). In addition, NOAA Fisheries Local Recovery Plan Guidelines provide a framework for what is needed for a subbasin plan to meet recovery plan needs. The initial team consists of representatives of Stakeholders in the John Day Subbasin. These nineteen entities include 1) Columbia-Blue Mountain RC&D; 2) Grant County; 3) Grant Soil and Water Conservation District (SWCD); 4) Gilliam County SWCD; 5) Wheeler SWCD; 6) Wasco County SWCD; 7) Monument SWCD; 8) Sherman County SWCD; North Sherman County Watershed Council; Pinehollow/Jackknife Watershed Council; Grass Valley Canyon Watershed Council; 9) North Fork John Day Watershed Council; 10) Mid John Day Watershed Council; 11) Gilliam East John Day Watershed Council; 12) South Fork Watershed Council; 13) Confederated Tribes of the Warm Springs Reservation; 14) Confederated Tribes of the Umatilla Indian Reservation; 15) Oregon Department of Fish and Wildlife 16) Oregon Water Resources Department; 17) U.S. Forest Service; 18) U.S. Bureau of Reclamation; and 19) U.S. Bureau of Land Management. Coordination Team membership varies as entities sign the MOA.

The Columbia-Blue Mountain Resource Conservation and Development Area (CBMRCD) is the designated lead entity and will serve as the Facilitator of the John Day Coordination Team and Fiscal Agent, managing the contract with the Council and contracting for other services as required in preparing the Subbasin Plan.

Members of the Coordination Team will be the most active group in this subbasin planning effort. They will take the lead in coordination among the Technical Team, subcontractors and stakeholders and in development of the vision, the biological objectives, and prioritization of subbasin strategies. Regular communication and input among the Coordination Team, the Stakeholders, the Technical Team and subcontractors will be maintained. Meetings of the Coordination Team will be held on a regular basis and will be open to the public.

Stakeholders: In the *Memorandum of Agreement John Day Coordination Team for Sub-Basin Planning* (MOA), “stakeholder” is defined as persons or entities, which reside in, derive their livelihood from, or are involved with business, research or regulatory means within the John Day watershed. The Stakeholders includes representatives from numerous basin organizations, watershed councils, cities, counties, state agencies and federal land and resource management agencies. The Stakeholders and other general public will be invited to participate throughout the planning process, particularly at the public meetings.

Technical Team: This interdisciplinary team will work under the direction of the John Day Coordination Team; it is comprised of specialists from various basin agencies and entities, as well as members of the John Day Coordination Team. The Technical Team will analyze data and assist in the development of the Subbasin Plan. They will meet during the development of the assessment and modeling efforts, assist with completing the inventory, and contribute expertise throughout the development of the management plan. All of the Technical Team meetings will be open to the public.

Subcontractor(s): As directed by the John Day Coordination Team, CBMRCD will subcontract with a qualified person to be the overall Project Manager. They will subcontract with an experienced Technical Writer/Editor to work as principal author of

the plan and also subcontract with an Outreach Coordinator. In addition, CBMRCD will subcontract with other agency staff and other technical consultants that might be needed throughout the planning process. The Project Manager will work closely with the John Day Coordination Team, the Technical Team and the Writer/Editor to compile, edit and write the various sections of the Subbasin Plan. The Project Manager will facilitate the Technical Team meetings and will take the lead in compiling data contributed by agency staff. All meetings of the John Day Coordination Team, Stakeholders and Technical Team will be open to the public, and participation by others interested in the subbasin planning effort will be encouraged.

Coordination: The organizational structure of the John Day Coordination Team assures coordination with all of the groups actively working towards fish and wildlife restoration in the John Day subbasin. The participants are committed to building on all of the watershed assessment and planning work that has already been done. The individuals serving on the John Day Coordination Team will assure that their organizations receive regular updates on the planning process so that as many of their members as possible track developments as they occur. Members of the John Day Coordination Team will participate in all Technical Team and other public hearings and meetings. They will take the lead in reviewing the subbasin assessment for accuracy, developing the vision and biological objectives and prioritizing strategies. The Project Manager will work closely with the John Day Coordination Team to maintain good communication among all participants, and in coordinating and tracking project tasks.

Technical Assistance: The John Day Coordination Team has established a subbasin Technical Team that will assist in the completion of various products required in the Subbasin Plan. The Fiscal Agent may contract with ODFW, Tribes, USFS and other specialists as needed, for assistance with fish and wildlife matters. CBMRCD may contract with Mobrand Biometrics, Inc. (Mobrand), The Nature Conservancy (TNC), the Northwest Habitat Institute and/or other qualified contractor(s) to assist with the Ecosystem Diagnosis and Treatment (EDT), TNCs Sites model Sites, and the Interactive Biodiversity Information System (IBIS) modeling and analysis efforts, in addition to any related workshops as needed. Additionally, technical assistance will be provided through the Oregon Coordinating Group's Technical Outreach and Assistance Team (TOAST). USFS will provide assistance on their land and resource management plans and watershed assessments, hydrology and fish and wildlife biology. The Natural Resource Conservation Service (NRCS) will provide assistance on resource inventories on private lands. Cities and counties will provide information on land use and zoning and on municipal water supply needs.

Tasks and Major Sub-tasks

Startup

The planning process has already begun in the John Day subbasin with the development of the John Day Coordination Team and the signing of the Memorandum of Agreement (MOA). Extensive meetings among all participants have helped identify an agreed upon purpose and approach to the planning process. The process will proceed upon signing of a contract with the Council.

As directed by the John Day Coordination Team, CBMRCD will subcontract with a qualified person(s) for one or more positions: a Project Manager for overall project coordination services; a Technical Writer/Editor who will take the lead in drafting the Subbasin Plan; local agency technical staff; and other technical consultants as needed throughout the planning process. An Outreach Coordinator will assist with public information and involvement. Working with the Project Manager, CBMRCD will develop appropriate project management systems to track and manage associated contracts. The Fiscal Agent may also subcontract with ODFW, USFS, tribes or other specialists for fish and wildlife technical support services.

Members of the John Day Coordination Team will meet periodically with key public officials and newspaper editorial boards to make them aware of the planning process and to solicit their comments and concerns. While a separate website will not be created, project information will be linked with local natural resource websites including but not limited to the NWPPC website (www.nwcouncil.org/fw/subbasinplanning).

Assessment

1. Subbasin Overview: The Project Manager will work with the Technical Team and John Day Coordination Team to identify and gather the existing plans, watershed assessments and reports on the John Day subbasin. Working with these documents and the Subbasin Summary, a description will be prepared for review by the Technical Team and John Day Coordination Team. The overview will describe the geography, land ownership, biological and environmental situation in the subbasin. Information on how the John Day subbasin fits into the overall regional context will be provided by TOAST and included in the overview. The John Day Coordination Team will work with TOAST, ODFW, USFS and tribal staff to compile more detailed information concerning fish and wildlife populations and habitat components, with a special emphasis on focal species. They will work with state and federal biologists to identify data gaps.

The overview will be completed by July 31, 2003 and reviewed by the Technical Team and John Day Coordination Team.

2. Species Characterization and Status: ODFW, USFS and tribes will identify the focal species based upon ESA status, state sensitive species lists, cultural importance and other factors. The list will be reviewed by a technical review team from federal land management agencies and others, before review by the Technical Team and John Day Coordination Team. Based upon the list of focal species, the Project Manager and Writer/Editor will work with the agency biologists to delineate and characterize each species. This work will utilize input from the TOAST to assure consistency. USFWS, NOAA Fisheries and/or the Council will provide needed information on out-of-subbasin effects and assumptions for each focal species. The NOAA Fisheries Interior Columbia

Technical Recovery Team will provide identification of independent populations within listed Evolutionarily Significant Units (ESU) and interim and final recovery goals for listed ESU's.

This step will be completed by July 10, 2003 and will be reviewed by the Technical Team and John Day Coordination Team.

3. Environmental Conditions: The Technical Writer/Editor will develop the description of existing conditions based upon the Subbasin Summary, existing plans and watershed assessments. This description will be reviewed by the Technical Team and John Day Coordination Team to assure that it accurately provides a benchmark of the present situation. The TOAST will provide database structures, coarse screen EDT data sets, data input assistance, retrieval tools and standard report templates to use in the Plan. ODFW, USFS and tribes will work with TOAST and a qualified subcontractor to select stream reaches for developing the EDT model. They will work to transform state, tribal and federal stream habitat survey data into a usable format for the EDT model / reach level analysis, and will fill in the habitat attribute and population data. Other models used in the analysis may include IBIS and Sites.

The description of existing conditions will be completed by August 15, 2003.

4. Ecological Relationships: Through assistance with Mobrand, The Nature Conservancy, Northwest Habitat Institute or other qualified consultants, local technical staff from ODFW, tribes and other state and federal agencies will review the key interspecies and functional relationships, processes and functions of the focal species. Selected members of the Technical Team will participate in EDT workshops. The Project Manager and Writer/Editor will then work with TOAST and agency staff to prepare a written assessment of habitat population interactions for the focal species. This section will then be reviewed by the Technical Team and the John Day Coordination Team.

5. Limiting Factors and Conditions: Based upon the analysis of environmental conditions and analysis of ecological relationships, the Technical Team will identify the limiting factors and conditions that inhibit the ecological processes needed for sustainable populations of the focal species. The description and discussion of limiting factors and conditions will be reviewed by the John Day Coordination Team and documented, including data sources.

Both the description of ecological relationships and limiting factors will be completed by September 15, 2003.

6. Interpretation and Synthesis: Members of the Technical Team, with assistance from TOAST, will synthesize findings and develop a working hypothesis, characterizing species abundance and productivity, conditions needed to assure long-term sustainability in the subbasin, and identifying opportunities and challenges. An analysis of limiting factors and conditions will be integrated with work on the ecological relationships. The resulting findings will be used to develop scenarios for the management plan. Key assumptions will be stated and key factors impeding optimal

ecological function and biological performance for the focal species will be identified. Near-term opportunities will be identified based upon any areas that are high priorities for protection, for restoration, and for needed reference sites. Interim strategies and actions will be described and prioritized. The assessment will be reviewed by the full Technical Team and John Day Coordination Team.

The draft assessment will be completed by September 30, 2003.

Inventory

1. Inventory of Existing Projects and Accomplishments: While the assessment is being done, the Project Manager will work with the Technical Team and John Day Coordination Team to prepare an inventory of existing restoration and habitat activities in the subbasin, in addition to existing regulatory programs. A summary of the current management strategies, habitat protection projects, and on-going restoration projects will be completed. Members of the John Day Coordination Team, along with other organizations involved in restoration work, will be interviewed or surveyed. Maps of habitat restoration projects and other inventory elements will be created.

The Technical Team and John Day Coordination Team will review the inventory against the assessment results to identify gaps between actions taken and actions needed. A public meeting will be held to solicit comments. This process will be completed in September 2003.

Management Plan

1. Vision: A vision statement will be developed and written by the John Day Coordination Team describing the desired future condition of the subbasin. The vision statement will be completed and available for public review by December 2003. The Project Manager will take the lead on working with the John Day Coordination Team in the development of the vision statement.

2. Biological Objectives: The biological objectives will be based on the vision statement and will describe how the plan will address the NWPCC interim restoration goals, ESA delisting criteria, Native American treaty rights, and Clean Water Act implementation. They will explain how the limiting factors will be addressed and be used to describe and quantify the potential changes in biological performance of the focal species. The biological objectives will be developed by the Technical Team with support from ODFW, tribes, USFS and TOAST. They will be reviewed by the John Day Coordination Team before adoption and will be completed by December 2003.

3. Strategies: Proposed strategies will be developed by the Technical Team and reviewed by the John Day Coordination Team. Development of these strategies will occur from October through February 2004. Strategies will be prioritized and an implementation sequence will be determined to achieve the proposed biological objectives. A strategy for eliminating identified data gaps will be developed and included in the planning document. Public will be invited to review prioritized strategies.

4. Consistency with ESA and Clean Water Act Requirements: The John Day Coordination Team will work with the USFWS and NOAA Fisheries to evaluate consistency with ESA requirements and contributions to the ESA delisting criteria. The John Day Coordination Team will work with ODEQ to determine consistency with the CWA requirements. The management plan will explain how the objectives and strategies are integrated with recovery goals for listed species.

5. Research, Monitoring and Evaluation: Research needs will be identified to assure that the critical assumptions in the analysis are addressed and data gaps filled. Additional monitoring and research studies that are needed for improved decision-making will be identified. This portion of the management plan will be developed by the Technical Team, and will be reviewed by the John Day Coordination Team to assure that it meets decision-making needs and priorities. It will be coordinated with the Oregon Plan. TOAST will assist with preparation of the monitoring and evaluation component.

John Day Subbasin Plan

1. A draft version of the subbasin plan will be completed by April 2004. A public hearing will be held, and the subbasin plan will be submitted for review by the Independent Scientific Review Panel (ISRP), Council staff, the Oregon Subbasin Planning Coordinating Group, NOAA Fisheries and other interested public and advisory groups. Upon request, the Coordination Team will provide outreach presentations.
2. The final version of the John Day Subbasin Plan will address comments received during the review process and will be submitted to the Council on a schedule to be determined.

Public Participation and Involvement

Public participation in the subbasin planning process will be assured through broad representation on the Coordination Team, and outreach to stakeholders representing the basin's citizens and their various interests in the watershed. A list of the Stakeholder entities involved in the process can be found in the MOA. The composition of the John Day Coordination Team also assures visibility, prestige and support for the subbasin planning effort. Under the guidance of the John Day Coordination Team, a comprehensive public outreach plan, assuring that all of those interested in fish and wildlife restoration know about the planning process and have an opportunity to participate and comment.

All meetings of the John Day Coordination Team and Technical Team will be open to the public, and additional meetings may be scheduled to brief local elected officials. There will be four advertised, public hearing meetings held at key stages of the planning process to obtain public input and comments. Throughout the project, information will be made available via local natural resource internet sites.

John Day Subbasin Project Schedule

2003												2004					
Mar	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May			
Start-up; CBMRCD subcontracting; internal tracking system			ASSESSMENT & INVENTORY						MANAGEMENT PLAN								
Subbasin overview & focal species completed									Define subbasin vision and biological objectives								
Compile references, documentations and maps									Monitoring, evaluation, and research plan								
Summarize existing projects, programs, plans and ordinances																	
Develop EDT model; define reaches, convert stream survey data for model use, refine data sets			Review and validate EDT model results			Develop and prioritize subbasin strategies											
Compile wildlife information; utilize IBIS & Sites modeling; TOAST planning tools			Synthesis of findings: working hypothesis, species abundance / productivity, desired future conditions, opportunities, challenges			Compare inventory and assessment to identify gaps between actions taken and actions needed											
PUBLIC INVOLVEMENT																	
Public meeting #1								Public meeting #2							Public meeting #3		
Subbasin progress report								Draft assessment reviewed		Draft vision & biological objectives reviewed		Draft management plan reviewed					
												Subbasin Plan Finalized					

John Day Subbasin Workplan

Statement of Work Budget detail

PERSONNEL SERVICES

Task	Position title	Rate	Hours	Subtotal	Task Total
Assessment					\$54,704.00
	Project Manager	\$ 50.00	336	\$ 16,800.00	
	Outreach Coordinator	\$ 30.00	100	\$ 3,000.00	
	Technical Writer/Editor	\$ 40.00	243	\$ 9,704.00	
	Other Agency Staff	\$ 40.00	330	\$ 13,200.00	
	Technical Consultant	\$ 100.00	120	\$ 12,000.00	
Inventory					\$20,234.67
	Project Manager	\$ 50.00	112	\$ 5,600.00	
	Outreach Coordinator	\$ 30.00	100	\$ 3,000.00	
	Technical Writer/Editor	\$ 40.00	81	\$ 3,234.67	
	Other Agency Staff	\$ 40.00	110	\$ 4,400.00	
	Technical Consultant	\$ 100.00	40	\$ 4,000.00	
Management Plan					\$104,908.00
	Project Manager	\$ 50.00	672	\$ 33,600.00	
	Outreach Coordinator	\$ 30.00	170	\$ 5,100.00	
	Technical Writer/Editor	\$ 40.00	485	\$ 19,408.00	
	Other Agency Staff	\$ 40.00	670	\$ 26,800.00	
	Technical Consultant	\$ 100.00	200	\$ 20,000.00	
TOTAL PERSONNEL SERVICES					\$179,846.67

TRAVEL

Expense	Days/nights	Rate	Total
Per diem (federal rate - CONUS)	35	\$ 30.00	\$ 1,050.00
Lodging (federal rate - CONUS)	35	\$ 55.00	\$ 1,925.00
Air travel	From/to	Rate	# of trips
Attend pertinent regional meetings & training	PDT-PDX	250	-
Car travel	From/to	Rate/mi	# of miles
Mileage to attend meetings & training (EDT)		0.36	20,078
TOTAL TRAVEL			\$ 10,203.08

SERVICES & SUPPLIES

	Unit cost	Quantity	Total
Advertising (\$ per ad x # of ads)	150.00	12	\$ 1,800.00
Computer support/software/supplies (\$ per month x months)	300.00	10	\$ 3,000.00
Meeting expenses (room rate x # of mtgs)	100.00	10	\$ 1,000.00
Postage (\$ per month x months)*	50.00	-	\$ -
Printing/copying (\$ per copy x copies)*	0.10	50,000	\$ 5,000.00
Supplies (\$ per month x months)*	100.00	14	\$ 1,400.00
Telephone (\$ per month x months)*	60.00	-	\$ -
TOTAL SERVICES & SUPPLIES			\$ 12,200.00

Subtotal	\$ 202,250
*BPA approved indirect costs for CBMRCD to administer funds (10%)	\$ 20,225
Total	\$ 222,475

* Indirect costs through CBMRCD (10%) includes costs for contract administration, telephone, postage, supplies and copying (cost reductions reflected above in budget sheet for these items).

In-kind services of CBMRCD Coordinator through USDA NRCS and agency staff (Coordination Team members) are not reflected in the Total budget request.

In Addition: The Technical Assistance estimates were reduced by approximately 50% due to understanding that TOAST will be providing that additional coordination time between the assessment (120 hrs.), inventory (40 hrs.), and management plan (200 hrs.). The total of 360 hours as technical consultants is \$36,000.