
PART I - ADMINISTRATIVE

Section 1. General administrative information

Title of project

Bonneville Power Administration Non-Discretionary Projects Umbrella

BPA project number: 20537

Contract renewal date (mm/yyyy):

Multiple actions?

Business name of agency, institution or organization requesting funding

Bonneville Power Administration Fish and Wildlife Group

Business acronym (if appropriate)

BPA-EWI

Proposal contact person or principal investigator:

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NPPC Program Measure Number(s) which this project addresses

3.2F.2, 3.2G, 5.0F.4, 5.0F.5

FWS/NMFS Biological Opinion Number(s) which this project addresses

NMFS 1995 BiOp RPA's (particularly Sec. 13f) and ITS's; NMFS 1998 Supplemental Steelhead BiOp; and all other BiOps and associated RPA's and ITS's pertaining to the Federal Columbia River Power System

Other planning document references

Short description

Implement certain non-discretionary actions. Provide independent information to guide and support BPA's decisions pertaining to its responsibilities under the Power Act and Endangered Species Act

Target species

Anadromous and resident fishes of the Columbia-Snake River Basin

Section 2. Sorting and evaluation

Subbasin

Systemwide

Evaluation Process Sort

CBFWA caucus	Special evaluation process	ISRP project type
Mark one or more caucus	If your project fits either of these processes, mark one or both	Mark one or more categories
<input checked="" type="checkbox"/> Anadromous fish <input type="checkbox"/> Resident fish <input type="checkbox"/> Wildlife	<input type="checkbox"/> Multi-year (milestone-based evaluation) <input type="checkbox"/> Watershed project evaluation	<input type="checkbox"/> Watershed councils/model watersheds <input checked="" type="checkbox"/> Information dissemination <input checked="" type="checkbox"/> Operation & maintenance <input type="checkbox"/> New construction <input checked="" type="checkbox"/> Research & monitoring <input checked="" type="checkbox"/> Implementation & management <input type="checkbox"/> Wildlife habitat acquisitions

Section 3. Relationships to other Bonneville projects

Umbrella / sub-proposal relationships. List umbrella project first.

Project #	Project title/description
20537	Bonneville Power Administration Non-Discretionary Projects Umbrella
9104600	Spokane Tribal Hatchery (Galbraith Springs) O&M
9104700	Sherman Creek Hatchery O&M
8503800	Colville Tribal Hatchery O&M
9305800	Washington Coalition Wildlife Mitigation Agreement
9608000	Nez Perce MOA - NE Oregon Wildlife O&M
8902700	Power/Repay O&M for US BOR Pumping Project
9303701	Technical Assistance with Life Cycle Modeling - Paulsen Environmental
9601700	Provide Technical Support in PATH - BioAnalysts Inc. (Giorgi)
9800100	Analytical Support-PATH and ESA Biological Assessments - Hinrichsen Envir
9700200	PATH - UW Technical Support - Columbia Basis Research
9800600	Technical Support to PATH - Anderson Consulting
8910800	Monitoring and Evaluation Modeling Support - Columbia Basin Research
9105100	Monitoring and Evaluation Statistical Support for Life-Cycle Studies-UW
9601900	Second-Tier Database Support for Ecosystem Focus - BPA

Other dependent or critically-related projects

Project #	Project title/description	Nature of relationship
9600600	PATH Facilitation, Technical Assistance, & Peer Review	Complimentary, umbrella adds information and evaluation of consensus products
9600800	PATH-Participation by State & Tribal Agencies	Complimentary, umbrella adds information and evaluation of consensus products
9600801	Provide Scientific Input to PATH Process - NMFS	Complimentary, umbrella adds information and evaluation of consensus products
8810804	StreamNet: The Northwest Aquatic Information Network	Complimentary, umbrella improves access, integration and display of inseason and historical information
9403300	Fish Passage Center	Complimentary, umbrella improves access, integration and display of inseason and historical information. FPC is primary data source for current year smolt monitoring

		data.
9008000	Columbia Basin PIT-Tag Information System	Complimentary, umbrella reduces user impacts to PITAGIS, improves access, integration, and display. PITAGIS is primary data source for PIT tag data.

Section 4. Objectives, tasks and schedules

Past accomplishments

Year	Accomplishment	Met biological objectives?
1998	Satisfied contractual commitments (Hatchery O&M, Wildlife, and pumping agreements) established prior to 1996 Memorandum of Agreement on Funding	Since 1996 have annually met commitments from Direct Program
1996	Satisfied statutory and regulatory requirements, particularly those of the Endangered Species Act	BPA received NMFS certification that the FY96 FWP under the 1996-2001 Memorandum of Agreement was "adequate to implement the requirements of the Biological Opinions".
1997	Satisfied (?) statutory and regulatory requirements, particularly those of the Endangered Species Act	Uncertain. BPA requested NMFS certification that the FY97 FWP under the 1996-2001 Memorandum of Agreement was "adequate to implement the requirements of the Biological Opinions". No certification has been received.
1998	Satisfied (?) statutory and regulatory requirements, particularly those of the Endangered Species Act	Uncertain. BPA has not yet requested NMFS certification that the FY98 FWP under the 1996-2001 Memorandum of Agreement was "adequate to implement the requirements of the Biological Opinions". No certification has been received.
1998	Supported independent governmental decisions pertaining to near-term (e.g. inseason) planning and operation of the FCRPS	Provided access to data permitting independent evaluation of issues and decision support for inseason operational decisions. 122,169 data queries and 87,834 html documents served Jan-Nov 1998 via Data Access in Real Time (DART).
1998	Supported independent governmental decisions pertaining to near-term (e.g. inseason) planning and operation of the FCRPS	March 1998, BPA and the Corps of Engineers reported to the National Performance Review on "Decision Support and the Management of the Columbia River for Hydro-electrical Power Generation and Endangered Species".
1998	Supported independent governmental decisions pertaining to near-term (e.g. inseason) planning and operation of the FCRPS	Daily predictions of run-timing of wild yearling and subyearling chinook and sockeye smolts at LWG provided in-season via World Wide Web to TMT and fisheries community. (RealTime Program)
1998	Supported independent governmental decisions pertaining to near-term (e.g. inseason) planning and operation of the FCRPS	Weekly predictions of run-timing and survival of ESU runs and populations of interest from LWG to below BON provided in-season via World Wide Web to TMT and fisheries community. (CRiSP Program)

1998	Supported independent governmental decisions pertaining to near-term (e.g. inseason) planning and operation of the FCRPS	Provided access to forecasting tools and forecast results permitting independent evaluation of issues and decision support for inseason operational decisions. 6,283 graphical and tabular products and 8,811 html documents served Jan-Nov 1998 via DART
1998	Supported independent governmental decisions pertaining to near-term (e.g. inseason) planning and operation of the FCRPS	Statistical support for the design and analytical methods of PSMFC/WDFW project "Monitoring pinniped predation on the threatened and endangered salmonids of Washington"
1998	Supported independent governmental decisions pertaining to near-term (e.g. inseason) planning and operation of the FCRPS	Analyzed historical salmonid smolt radiotelemetry data and statistical methods to extract improved information on pool and route-specific (turbine, spillway, bypass) survival, etc. to improve spring 1999 smolt radiotelemetry studies
1998	Supported independent governmental decisions pertaining to near-term (e.g. inseason) planning and operation of the FCRPS	Completed 3-year investigation of ocean survival rates of WA coho, finding survival within narrow band of optimal ocean conditions
1998	Supported independent governmental decisions pertaining to near-term (e.g. inseason) planning and operation of the FCRPS	Improved confidence in relative contributions of pool and dam to overall smolt mortality through integration of historical PIT-tag, hydroacoustic, balloon-tag, and radiotelemetry studies.
1998	Supported independent governmental decisions pertaining to long-term planning (e.g. PATH) of the configuration and operation of the FCRPS	Expanded scope/depth of issues addressed via non-discretionary increase in PATH funding level above amount recommended by CBFWA

Objectives and tasks

Obj 1,2,3	Objective	Task a,b,c	Task
1	Satisfy pre-existing contractual obligations	a	Fund O&M at three resident fish hatcheries
1		b	Fund Washington Wildlife Agreement
1		c	Fund Northeast Oregon Wildlife Project through FY2001
1		d	Power/Repay O&M for US BOR Pumping Project
2	Satisfy statutory and regulatory requirements, particularly those of the Endangered Species Act. Implement measures as prioritized by responsible agency and regional processes and as funded by Congressional appropriation or Direct Program	a	Request written certification that the annual FWP under the 1996-2001 Memorandum of Agreement is "adequate to implement the requirements of the Biological Opinions".
3	Implement 95BO RPA 13 (Comprehensive monitoring, evaluation,	a	Analyze historic tagging data to extract added-value information on salmonid

	and research program) in a manner sufficient to satisfy BPA's responsibilities.		population dynamics and their interactions with the environment
3		b	Provide statistical guidance on design and analysis of fisheries tagging studies
3		c	Provide BPA and the northwest fisheries community with professional support as needed in the design, analysis, and interpretation of fisheries tagging studies
3		d	Provide inseason statistical support and real-time analyses of smolt outmigration dynamics for ESA demes and runs-at-large for Snake and Columbia Rivers
4	Provided access to data and analytical tools permitting independent evaluation of issues and decision support for inseason operational decisions.	a	Encourage improved FWP information management services through incorporation of prototyped tools and services
4		b	Conduct independent analyses to inform BPA management and inseason management participants of inseason conditions and alternative actions.
4		c	Continue development of improved methods of accessing and displaying regional information to assist all inseason management participants.
5	Provided access to data and analytical tools permitting independent evaluation of issues and decision support for long term planning.	a	Provide independent evaluation of consensus PATH work products.
5		b	Accomplish PATH work products in an accelerated or different sequence than scheduled from the consensus process.
5		c	Accomplish PATH work products that are not addressed in the consensus process but which BPA believes necessary for responsible decisions.
6	Restructure governmental services to provide public access to environmental information and effective information tools to decision makers (Executive Order Order 13011 - "Federal Information Technology")	a	Support development of World Wide Web based information services and their incorporation by technical and political processes involving federal resources and decisions.

Objective schedules and costs

Obj #	Start date mm/yyyy	End date mm/yyyy	Measureable biological objective(s)	Milestone	FY2000 Cost %
1	10/1999	9/2000			
2	9/1999	9/1999	NMFS certification that implementation of annual FWP under the 1996-2001 Memorandum of Agreement is "adequate to implement the requirements of the	X	

			Biological Opinions"		
3	10/1999	9/2000			
4	10/1999	9/2000			
5	10/1999	9/2000			
6	10/1999	9/2000			
				Total	0.00%

Schedule constraints

Completion date

Section 5. Budget

FY99 project budget (BPA obligated):

FY2000 budget by line item

Item	Note	% of total	FY2000
Personnel		%0	
Fringe benefits		%0	
Supplies, materials, non-expendable property		%0	
Operations & maintenance		%0	
Capital acquisitions or improvements (e.g. land, buildings, major equip.)		%0	
NEPA costs		%0	
Construction-related support		%0	
PIT tags	# of tags:	%0	
Travel		%0	
Indirect costs		%0	
Subcontractor		%0	
Other		%0	
TOTAL BPA FY2000 BUDGET REQUEST			\$ 0

Cost sharing

Organization	Item or service provided	% total project cost (incl. BPA)	Amount (\$)
Corps of Engineers	Primary source for online inseason and historical hydro operations data and administrative record of Technical Management Team	%0	
		%0	
		%0	
		%0	
Total project cost (including BPA portion)			\$ 0

Outyear costs

	FY2001	FY02	FY03	FY04
Total budget				

Section 6. References

Watershed?	Reference
<input type="checkbox"/>	OMB 1992. Policy Letter on Inherently Governmental Functions. Office of Management and Budget. Federal Register 57 FR 45096. September 30, 1992.
<input type="checkbox"/>	MOA 1996. Memorandum of Agreement among the Department[s of Army, Commerce, Energy, and Interior] concerning the Bonneville Power Administration’s Financial Commitment for Columbia Basin Fish and Wildlife Costs. September 1996.
<input type="checkbox"/>	Executive Order 13011
<input type="checkbox"/>	

PART II - NARRATIVE

Section 7. Abstract

This BPA non-discretionary proposal umbrella addresses a set of actions that BPA believes must be included in projects approved by the annual Fish and Wildlife Program (FWP) prioritization process. Certain actions are required by legal agreements predating the implementation of the regional prioritization process or resulting from the Endangered Species Act (ESA) or Northwest Power Act. Other actions contribute to BPA’s necessary ability to make informed and independent decisions. Still others provide FWP participants, resource managers, and the Public with environmental, technical, and administrative information and analysis tools with which to draw their own conclusions.

Section 8. Project description

a. Technical and/or scientific background

Construction, maintenance, and operation of the Federal Columbia River Power System (FCRPS) is governed by a variety of authorizing documents that seek to provide fiscal and social benefits to the region while addressing associated environmental impacts. The Northwest Power Planning Council’s Fish and Wildlife Program (FWP) under the Northwest Power Act and several federal Biological Opinions issued under the Endangered Species Act (ESA) have identified actions and responsibilities necessary to limit environmental impacts and avoid a condition of jeopardy for certain species affected by the FCRPS.

Fiscal realities resulted in the 1996-2001 federal Memorandum of Agreement (MOA 1996) that limits BPA’s average annual fish and wildlife expenditures while assuming " that the funding commitments in this Agreement are adequate to implement the requirements of the Biological Opinions". The MOA also provides for the regional process by which the federal signators, the Tribes, and the Northwest Power Planning Council will, to the extent consistent with applicable law, jointly implement agreed upon procedures for prioritizing and funding all activities to restore fish and wildlife through expenditures from the direct program, reimbursable, and capital cost categories.

The MOA honors BPA’s pre-MOA hatchery, wildlife, and other agreements. Pre-MOA contracts require reasonable operations and maintenance funding for three resident fish hatcheries. The Washington Wildlife Agreement commits Bonneville to specified payments over a period of years. For the Northeast Oregon Wildlife Project, the stream of payments for operations and maintenance through FY2001 was an integral part of the agreement and was subject to extensive review at that time. However, operations and

maintenance expenses for that wildlife project after FY2001 will be subject to annual prioritization. Finally, the congressional authorization for the Umatilla Basin project requires BPA to provide payment of annual pumping costs for delivering water to the Umatilla River from the Columbia River to support the irrigation water exchange established by the Umatilla Basin project.

As the federal party responsible for funding and cost-effectively implementing these efforts, BPA has certain intrinsic governmental responsibilities (OPM 1992) that may not be voided or transferred to other entities, including consensus processes such as the regional prioritization process. Chief among these responsibilities is preservation of the federal agency's ability to independently make decisions that commit fiscal and material federal resources. This ability is embodied in certain internal and external contracted activities that generally comprise the majority of BPA non-discretionary projects. BPA identifies these projects as providing "non-discretionary support for independent governmental decisions". Most of the these projects are, in BPA's view, required to provide information and support necessary for the agency to carry out consultations and operations in an independent and responsible manner consistent with the requirements of the ESA. They also permit development of issues, data, and analytical tools that are not approved in consensus processes but which BPA believes necessary for complete and independent consideration of alternatives and actions. Such projects are submitted to the regional prioritization process for technical review and potential improvement. Comments and recommendations as to what constitutes a reasonable level of funding for an activity will be considered by BPA, but funding is to be planned at the requested level unless otherwise confirmed in writing by BPA.

BPA's non-discretionary decision-support projects are one means by which BPA is restructuring governmental services under Executive Order 13011 - "Federal Information Technology" - to provide public access to environmental information and effective information tools to decision makers. In general, these projects include efforts that generate useful new data, provide or improve access to new and pre-existing information at diverse levels of integration, and develop new or more effective methods of analysis and/or presentation. The objective of these efforts is to provide the information and analytical tools needed by front-line decision makers to make informed decisions, monitor consequences, and adapt management actions to changing conditions.

BPA recognizes that reservation of authority and funds for BPA's non-discretionary projects may be misconstrued. However, it is BPA's position that these efforts are necessary under BPA's responsibilities outlined above to provide BPA and regional resource managers appropriate analytical tools, timely access to essential information, and a sufficient breadth of information resources with which to make sound and independent economic, cultural, and scientific decisions. Moreover, BPA does submit these non-discretionary proposals to the same regional review process as all other projects and expects both BPA and the region to hold them to a higher standard for definition, implementation, and evaluation.

b. Rationale and significance to Regional Programs

The regional prioritization process is an evolving process that reflects diverse views as to roles and responsibilities "consistent with applicable law". From BPA's perspective, the annual prioritization must a) satisfy BPA's contractual agreements entered into prior to the MOA, b) satisfy FCRPS ESA obligations, and c) not compromise BPA's ability to make independent decisions committing federal fiscal and natural resources. These requirements have been communicated annually since 1997 to the Council and CBFWA during formal Council sessions and in informal discussions with Council and CBFWA staff prior to completion of the annual prioritization process. Consequently, contracts and agreements entered into prior to the MOA are considered by BPA to be "nondiscretionary by pre-existing contractual requirements" and must be funded from the direct program without reduction.

Complimentary to BPA's willingness to satisfy FCRPS ESA obligations, BPA expects NMFS and USFWS staff to actively participate in the annual prioritization process to identify and promote ESA obligations that are ripe for implementation. Consequently, prior to BPA implementing each year's Council-prioritized direct-funded Fish and Wildlife Program, BPA has requested written acknowledgement from the NMFS and USFWS that the proposed projects satisfy BPA's Direct Program-related ESA obligations. Such

certification was provided by NMFS in 1996 but has not been provided since by either NMFS or USFWS. Absent clear certification of compliance, BPA has occasionally chosen to independently sponsor and elevate the priority of certain actions BPA considers essential for meeting its ESA obligations. Such projects are submitted to the regional prioritization process for technical review and potential improvement but are identified by BPA as "non-discretionary projects due to statutory or regulatory requirements". Such projects are to be funded at a "reasonable" funding level. In effect, such projects may be considered as NMFS' or USFWS' "nondiscretionary" projects.

BPA recognizes that reservation of authority and funds for BPA's non-discretionary projects may be misconstrued. However, it is BPA's position that these efforts are necessary under BPA's responsibilities outlined above to provide BPA and regional resource managers appropriate analytical tools, timely access to essential information, and a sufficient breadth of information resources with which to make sound and independent economic, cultural, and scientific decisions. Moreover, BPA does submit these non-discretionary proposals to the same regional review process as all other projects and expects both BPA and the region to hold them to a higher standard for definition, implementation, and evaluation.

Unless otherwise indicated below, Bonneville's intention is to provide a "reasonable" level of funding for each of these projects. The amount indicated is our best estimate of what this level of funding would be in FY1999. Comments and recommendations about what constitutes a reasonable level of funding for that particular activity will be considered, but no reductions in these amounts should be assumed in the FY1999 budget unless the reductions are confirmed in writing by us.

c. Relationships to other projects

Inter-Project relationships are addressed within individual proposals for projects that are non-discretionary by reason of pre-existing contractual, statutory or regulatory requirements. Non-discretionary decision-support projects are similarly treated with an overview provided here to integrate diverse efforts into a common schema.

The non-discretionary decision-support projects are one means by which BPA is restructuring governmental services under Executive Order 13011 - "Federal Information Technology" - to provide public access to environmental information and effective information tools to decision makers. In general, these projects include efforts that generate useful new data, provide or improve access to new and pre-existing information at diverse levels of integration, and develop new or more effective methods of analysis and/or presentation. The objective of these efforts is to provide the information and analytical tools needed by front-line decision makers to make informed and timely decisions, monitor consequences, and adapt management actions to changing conditions.

These non-discretionary decision-support projects are critical components of BPA's independent decision support structure and are not intended to duplicate or frustrate regional prioritization processes. Rather, similar efforts are intended to compliment, constructively challenge, or, at worst, provide a variety of independent peer review.

An example of compliment with constructive challenge involves StreamNet, the Fish Passage Center, and non-discretionary Project 96-019-00 services collectively known as DART - Data Access in Real Time. StreamNet and the Fish Passage Center provide certain data services under the Council's Fish and Wildlife Program and define one measure of the Program's often cited mandate to use the "best available" information. DART's second-tier data service integrates and leverages data from diverse regional data services through the Internet to redefine what is "best" and "available", effectively raising the standard. DART's services are non-discretionary only until adopted by participants in regional processes. Formal and informal offers to transfer DART's services to FWP data services have been rebuffed or ignored. Whether the Program decides to adopt this approach is an issue independent of BPA's need for the services for decision support.

PATH provides an example of compliment and review since BPA's non-discretionary PATH projects provide independent evaluation of consensus work products and add resources to accomplish those work

products in an accelerated or different sequence. They also permit development of issues that are not approved in the consensus process but which BPA believes are necessary for complete and independent consideration of alternatives and actions.

d. Project history (for ongoing projects)

The 1996 Memorandum of Agreement (MOA 1996) provides for a regional process by which the federal signators, the Tribes, and the Northwest Power Planning Council will, to the extent consistent with applicable law, jointly implement agreed upon procedures for prioritizing and funding all activities to restore fish and wildlife through expenditures from the direct program, reimbursable, and capital cost categories. The resulting prioritization process is an evolving process that reflects diverse views as to roles and responsibilities "consistent with applicable law". From BPA's perspective, the annual prioritization must a) satisfy BPA's contractual agreements entered into prior to the MOA, b) satisfy FCRPS ESA obligations, and c) not compromise BPA's ability to make independent decisions committing federal fiscal and natural resources.

BPA's approach to satisfying these requirements includes certain internal and external contracted activities that are referred to as BPA "non-discretionary" projects. Most of these projects are, in BPA's view, required to provide information and support necessary for the agency to carry out consultations and operations in an independent and responsible manner consistent with the requirements of the ESA. They also permit development of issues, data, and analytical tools that are not approved in consensus processes but which BPA believes necessary for complete and independent consideration of alternatives and actions.

These requirements have been communicated annually since 1997 to the Council and CBFWA during formal Council sessions and in informal discussions with Council and CBFWA staff prior to completion of the annual prioritization process. Non-discretionary project proposals are submitted annually to the regional prioritization process for technical review and potential improvement. Comments and recommendations as to what constitutes a reasonable level of funding for an activity is considered by BPA, but funding from the Direct Program is expected to be at the requested level unless otherwise confirmed in writing by BPA.

e. Proposal objectives

1. Satisfy pre-existing contractual obligations by meeting agreed-to annual payments.
2. Satisfy statutory and regulatory requirements, particularly those of the Endangered Species Act. Implement measures as prioritized by responsible agency and regional processes and as funded by Congressional appropriation or Direct Program. Annually request written certification from the responsible federal resource agency that the annual FWP under the 1996-2001 Memorandum of Agreement is "adequate to implement the requirements of the Biological Opinions".
3. Implement 95BO RPA 13 (Comprehensive monitoring, evaluation, and research program) in a manner sufficient to satisfy BPA's responsibilities. Analyze historic tagging data to extract added-value information on salmonid population dynamics and their interactions with the environment. Provide statistical guidance on design and analysis of fisheries tagging studies. Provide BPA and the northwest fisheries community with professional support as needed in the design, analysis, and interpretation of fisheries tagging studies. Provide inseason statistical support and real-time analyses of smolt outmigration dynamics for ESA demes and runs-at-large for Snake and Columbia Rivers.
4. Provided access to data and analytical tools permitting independent evaluation of issues and decision support for inseason operational decisions. Encourage improved FWP information management services through incorporation of prototyped tools and services. Conduct independent analyses to inform BPA management and inseason management participants of inseason conditions and alternative actions. Continue development of improved methods of accessing and displaying regional information to assist all inseason management participants.
5. Provided access to data and analytical tools permitting independent evaluation of issues and decision support for long term planning. Provide independent evaluation of consensus PATH work products. Accomplish PATH work products in an accelerated or different sequence than scheduled from the

consensus process. Accomplish PATH work products that are not addressed in the consensus process but which BPA believes necessary for responsible decisions.

6. Restructure governmental services to provide public access to environmental information and effective information tools to decision makers (Executive Order Order 13011 - "Federal Information Technology"). Support development of World Wide Web based information services and their incorporation by technical and political processes involving federal resources and decisions.

f. Methods

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g. Facilities and equipment

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h. Budget

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Section 9. Key personnel

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Section 10. Information/technology transfer

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Congratulations!