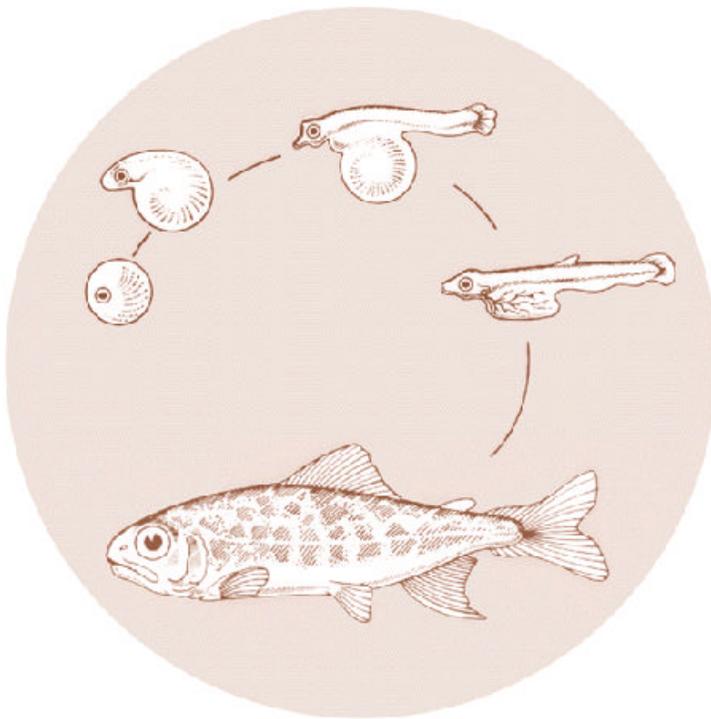


December 2000

**DEVELOPMENT OF AN IMPLEMENTATION PLAN
RELATED TO BIOLOGICAL OPINION ON OPERATION
OF THE FEDERAL COLUMBIA RIVER POWER SYSTEM
STEP 1: REVIEW & CRITIQUE OF
IMPLEMENTATION PLANS**



DOE/BP-00000652-1



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**Development of an Implementation Plan Related to
Biological Opinion on Operation of the Federal Columbia
River Power System
Step 1: Review and Critique of Implementation Plans**

By
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December 2000

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Executive Summary

The Bonneville Power Administration, Corps of Engineers, and Bureau of Reclamation (Action Agencies) will be developing 1- and 5-year implementation plans for the Draft Biological Opinion on Operation of the Federal Columbia River Power System developed by the National Marine Fisheries Service. These plans will provide the roadmap for planning and subsequent implementation of actions intended to meet specific performance standards for the Biological Opinion. The first step for developing the implementation plan was to determine the organizational structure of the plan. A review of implementation plans concerning natural resource management was conducted to evaluate the elements of plans and determine the applicability of the best elements to the draft implementation plan.

Based on the review of eight implementation plans, it was determined that the most useful elements to develop an implementation plan are:

- Purpose
- Interagency Coordination
- Public Involvement
- Tribal Consultation
- Objectives
- Strategies (sequencing of tasks, assessment of resources)
- Feasibility Statements
- Research
- Monitoring (coordination and guidance activities, information management system)
- Project Feedback (performance standards, milestones)
- Accounting and Crediting System

Implementation plans will be drafted around these elements. The elements of an implementation plan organize the activities and resources for successful completion of the program's purpose. For example, performance feedback ensures the activities are staying on course with the strategies and objectives to meet the purpose of the program. Where there is uncertainty or need for new information, research and monitoring activities are used to keep the program progressing to achieve the purpose. The implementation plans can be organized into single and/or multiple year programs.

Following the review of this critique and adoption of these elements implementation plans may be developed. Development can begin with the compilation of actions and goals in the Biological Opinion and comparing these action / goals with the various ongoing processes used by the Action Agencies to prioritize and initiate specific actions in the basin. The comparison of Biological Opinion actions / goals with the action of ongoing processes will indicate where there are priorities, redundancies and gaps, which can be addressed as the 1- and 5-year implementation plan are finalized.

Introduction

The Draft Biological Opinion on Operation of the Federal Columbia River Power System calls for the development of 1- and 5-year *implementation plans*. These plans will provide the roadmap for planning and subsequent implementation of actions intended to meet specific performance standards (i.e., biological objectives) in a timely manner. To develop implementation plans the key tasks and sequences of steps must be determined. Those responsible for specific tasks must be identified and they must understand what they need to do. There must be assurances that the resources (human, physical, and fiscal) to complete the tasks are available. Motivation and incentive systems should be set up. Systems to coordinate efforts and guide activity must be devised and installed. An information management system must be designed to manage and analyze data and ensure that appropriate data are collected. This will aid managers in assessing whether individual activities or actions are tracking with stated goals and objectives. Training programs to improve managerial and worker capability in making and implementing plans should be designed. Managerial leadership to guide the efforts of all individuals in achieving the goals of the anadromous and resident fish recovery must be developed. It is the entire process of managing fish recovery in relationship to the Biological Opinion that will guide, coordinate, motivate, and control work and determine the effectiveness and efficiency of plan implementation.

Objective

Through the review and critique of selected natural resource recovery plans, we compared the elements we listed at the beginning of this critique to elements in implementation plans we reviewed. The elements (further defined in Section 2) used in this review were:

- Purpose
- Interagency Coordination
- Public Involvement
- Tribal Consultation
- Objectives
- Strategies
 - Determination and sequencing of tasks
 - Assessment of resources to complete tasks
 - Establishment of motivation and incentive systems
- Feasibility Statements
- Research
- Monitoring and Evaluation
 - Development of coordination and guidance activities
 - Development of an information management system
- Project Feedback
 - Performance Standards
 - Milestones

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- Accounting and Crediting System
- Other Elements
 - Training
 - Guidance
 - Estimated Cost per year, longer-term

In reviewing and critiquing plans and development of the elements for Implementation Plans related to the Biological Opinion, we realize that the region have many of these elements in place. We used the above list of elements to guide the critique. If or when the review provides insight to other elements of an effective implementation plan for natural resource management, we included those elements in the results of the review.

Approach

We reviewed and critiqued selected comprehensive natural resource recovery programs. The critique included the identification of key elements of these plans. Key elements were reviewed against elements of implementation planning found in strategic planning and business management literature (e.g., "Project Planning, Scheduling & Control" by James P. Lewis, Probus Publishing Company, Chicago, Illinois or "Strategic Planning What Every Manager Must Know" by George A. Steiner, The Free Press, New York, New York.). We also examined implementation plans that are available publicly, especially those plans that are available on the Internet. We looked for plans that include all the elements of an implementation plan "model" or "template" that we selected and looked for individual elements of plans that exemplify the best of what we would recommend to the region for developing an implementation plan.

Examples of existing programs for critique and comparison against the agreed upon model or template included, to date:

- CalFed Bay-Delta Program, California
- Trinity River (California) Restoration Plan,
- Anadromous Fish Doubling Plan for the Sacramento / San Joaquin Basin (California);
- Everglades Restoration: The Comprehensive Everglades Restoration Plan;
- Colorado River Management Plan;
- Glen Canyon (Colorado) Adaptive Management Plan

Report

The final report includes:

- The elements of an implementation plan that we feel will provide the roadmap for planning and subsequent implementation of actions intended to meet specific performance standards (i.e., biological objectives) in a timely manner.
- The criteria for selecting the plans and list of plans.
- The review matrix (or methodology) used for the review and the criteria for ranking plans and plan elements.
- The results of the review.

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Next Steps

A draft schedule and a description of the next steps required to complete the 1-year and 5-year plans are discussed.

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Generic Template for an Implementation Plan

During our review and critique of implementation plans, we looked for plan elements that meet the purposes listed here.

Purpose

The general purposes of an implementation plan are to:

- Ensure that activities are thoroughly investigated and appropriate response action taken as necessary to protect the meet the stated needs.
- Provide a framework for orderly, effective implementation, research, monitoring and evaluation.
- Ensure compliance with agreed-to actions.
- Establish a procedural framework and schedule to develop, prioritize, implement and monitor appropriate actions.
- Facilitate cooperation, exchange of information and the coordinated participation of the agencies in such actions.
- Minimize the duplication of data and other analysis and documentation.

We conducted our review with the goal of finding elements to progress toward 1-year and 5-year implementation plans by the Action Agencies (BPA, ACOE, and BoR). To evaluate whether the plans being reviewed accomplish these purposes, we defined the "elements" of an implementation plan.

Interagency Coordination

Interagency cooperation is vital to the full realization of implementation planning. The ability of a single agency to implement and coordinate actions of any complexity within the obligations of the Biological Opinion and other regional agreements is limited without coordination with and assistance from other organizations. Interagency and nation-to-nation cooperation and the coordination of shared resources and common activities are imperative at all organizational levels. A clear understanding of the roles each agency and tribe have at each organizational level is necessary to maximize the benefits of coordination and assure the fulfillment of agency responsibilities. Plans should articulate specifically the obligations of each agency involved (i.e., resource and other commitments, responsible individual(s), schedule of delivery for products, delivery to whom, etc.). The review and critique of implementation plans included the fulfillment of this need.

Public Involvement

Public involvement is intended to ensure that public participation is an integral and effective part of implementation planning and that decisions are made with the benefit and consideration of important public perspectives. Public involvement provides a mechanism for bringing a broad range of diverse viewpoints and values early into the implementation processes. This early involvement enables the Action Agencies to make more informed decisions, improve quality through collaborative efforts, build mutual

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understanding and trust between the Action Agencies, other agencies, tribes and the public it serves. The review and critique of implementation plans included the fulfillment of this need.

Tribal Consultation

Tribal Governments have a unique legal relationship with the United States as derived from the historical relationship between the Federal government and the Tribes and as expressed in Treaties, statutes, Executive Orders, and Federal Indian case law. The United States has committed to a government-to-government relationship with Indian Tribes. In addition to coordinating with the Tribes and seeking input through public forums, Federal agencies consult with the region's Tribes as provided in relevant executive orders, secretarial orders, and tribal policies. This review and critique of various implementation plans included consideration of how Tribal consultation was addressed.

Objectives

The objectives are statements of planned accomplishments, in other words, what are the objectives of specific actions (mainly applicable to the 1-year plans) overall goals of the Biological Opinion (mainly applicable to the 5-year plan). Objectives should be defined in terms of the question, "what do we want?" Objectives must be clearly stated. Objectives must be realistic and achievable. Objectives must be measurable. Objectives should state what is expected to happen in precise terms and when. Measures can be stated in terms of quality, quantity, time, cost, ratio, percentage, rate, or specific steps that need to be followed. Plans should explicitly state metrics to measure progress toward objectives. Plans should also discuss scale(s) of objectives/metrics (i.e., does plan address needs/benefits at multiple scales (e.g., reach, watershed, basin, short-term and/or long-term, single- or multiple-species).

The plans should also acknowledge other objectives that may be potentially impacted by the means we choose for meeting our objective. This is important to interagency, inter-working group, and nation-to-nation understanding of the cooperative and coordination aspects of an implementation plan.

Strategies

The strategies are the statements of actions to achieve specific objectives. Strategies should be defined in terms of the question, "what will we do to get what we want?" There is usually more than one possible strategy to achieve an objective. For example, there is more than one way to analyze competition, estimate habitat types, or evaluate effects. The mechanism to identify and recognize alternative strategies must be clearly defined in the implementation plan. Selection of a strategy by the action agencies, working groups, NMFS, or the Power council among alternatives will be important to assess risk, determine and sequence tasks, assess resources to complete tasks, and establish motivation and incentive systems. A plan needs to discuss the robustness of the strategy, that is, to what extent are potential impacts are reversible?, What contingencies are available if things do not happen according to plan?, and What are the bale-out or re-design mechanism(s)?

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Feasibility Statements

An implementation plan's assumptions are suppositions or statements of conditions or perceptions under which the stated strategies will achieve the objectives. Assumptions are those statements that we believe are true and therefore provide the basis for developing a strategy to get what we want. The statement of an assumption includes some degree of uncertainty. The strategy may not be doable at a planned time, or for a given quantity or occurrence. This point is of particular importance, as implementation plan elements later become possible research projects. The underlying uncertainties may make some research very risky (i.e., expensive, high likelihood of failure, potential risk to protected species). The assumptions will be the basis for the benefits and risk assessment. The plan should discuss the risk management strategy for the plan (i.e., what are the principal uncertainties and associated risks and how will they be managed throughout the life of the program and beyond?). The plan should address the sustainability of actions. There should be some discussion of opportunity costs associated with this plan – if we do this, we won't be able to do that. The plan should establish an economic foundation for its implementation (i.e., articulate biological, economic, and social tradeoffs). The plan should identify past practices/experience and the lessons learned as they relate to this plan. Thus, it is very important that we are diligent, during this review, to identify those plans that provide a clear basis for stating and communicating all the assumptions related to implementation of any action.

Research

In the near-term of any implementation plan, uncertainties affect the ability to implement strategies. Directed research that resolves uncertainties and increases the chances of implementation success is a high priority. In the near-term of any implementation plan, uncertainties affect the ability to implement strategies. Because the return on investments of time and resources, research must facilitate management decisions. Thus, we need to clearly identify plans where careful prioritization and execution of research activities are critical to resolving short-term questions.

Monitoring and Evaluation

Failure to meet objectives suggests that a strategy should be significantly modified or perhaps ended. The ability to distinguish success from failure depends upon the quality and effectiveness of the monitoring program. Conclusions about success are manifested in decisions to continue or to reshape the evaluation. However, these decisions are never final; rather, they are reexamined on an iterative basis. At each iteration, an assessment is made regarding benefits and risks. Conclusions about benefits and risks are affected not only by new information but also by changing priorities. During the review, it was important that we focused on monitoring plan development, execution, and communication of results. The communication aspect focused on development of coordination and guidance activities and development of an information management system.

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Project Feedback

Given the fluidity of the agency actions and the needed coordination among agencies, tribes and the public, the process of documentation and review must also be fluid in nature. Documents must be developed and maintained to reflect 1) the evolution of the implementation plans, 2) evaluations of benefits and risks, and 3) progress toward milestones. Reviewing what is learned will enable the action agencies, NMFS, the tribes and Power Council to map the boundaries of unresolved uncertainties, identify needed research, and lay out the tools necessary to move forward toward meeting the objectives of the Biological Opinion.

Independent Scientific Review

An important element of "project feedback" is an independent scientific review. We have attempted to highlight this elements importance by discussing it separately from other project feedback elements. The purpose of the independent review is to provide independent scientific advice and recommendations on issues related to regional fish and wildlife recovery programs under the Biological Opinion. The review board should be designed to foster a scientific approach to fish and wildlife recovery and ensure the use of sound scientific methods in the planning and implementation of research and recovery strategies related to these programs.

Accounting and Crediting System

Project feedback must also include criteria for determination of success and completion. These criteria are of special importance to those implementing actions and using the 1- and 5-year plans. An accounting and crediting system are integral to monitoring and project feedback but we have called this element out here to highlight its importance during the review. We examined plans and looked for successful accounting and crediting systems related to fish or wildlife objectives. This is assumed to be important here because proposed and implemented actions will often be directed at the same stock or habitat unit. It is important to determine how other planners have addressed these issues so monitoring activities are not limiting or feedback becomes misdirected.

Financial Control and Accountability

Financing of projects or activities will be important to implementation of any plan related to the Biological Opinion. The plans that we reviewed do not specifically call out the financial arrangements for funding activities. They do not address, who will provide funding? what is the process for adjusting priorities when funding does not meeting planned activities?, or similar questions. While we can not provide a specific example from the review and critique that we conducted, we do know from the discussions that this should be an element of the action agencies' plan to the region.

Other Elements

We reviewed other elements in the selected implementation plans. Training, guidance, incentive programs are some of the elements that we have already seen that are on this list. We examined these and other elements as we reviewed implementation plans. We

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included them within the appropriate elements that are important to developing the 1- and 5-year implementation plans.

Implementation Plans Reviewed

Table 1 lists the implementation plans that were reviewed for developing the elements for Implementation Plans related to the Biological Opinion. These implementation plans were chosen for their applicability to natural resource recovery programs that are comparable in size, complexity and nature to the Columbia River Power System. These plans were selected after discussion with BPA and BoR staff as the higher priority plans for review.

Table 1: List of implementation plans that were reviewed for developing the elements for Implementation Plans related to the Biological Opinion	
Name of Implementation Plan	Brief Description
CALFED Bay-Delta Program Implementation Plan	The CALFED Bay-Delta Program is a cooperative effort among the public and state and federal agencies with management and regulatory responsibility in California’s San Francisco Bay/Sacramento-San Joaquin Delta Estuary. The mission of the CALFED Program is “to develop a long-term, comprehensive plan that will restore ecological health and improve water management for beneficial uses of the Bay-Delta system.” The Implementation Plan, published in June 2000, includes a schedule for funding and implementing all elements of the long-term CALFED Program.
Final Trinity River Flow Evaluation Report	This report provides recommendations to the Secretary of the Interior designed to fulfill fish and wildlife protection mandates of the 1955 Act, the 1981 Secretarial Decision, 1984 Trinity River Basin Fish and Wildlife Management Act, 1991 Secretarial Decision, the 1992 Central Valley Project Improvement Act, and the federal trust responsibility to restore and maintain the Trinity River fishery resources.
Anadromous Fish Restoration Program	In 1995, the Anadromous Fish Restoration Program was created with the as part of the Central Valley Project Improvement Act. It’s purpose is “to develop and implement a program that makes all reasonable efforts to at least double natural production of anadromous fish in California’s Central Valley streams.” The Implementation Plan is a website that is to provide public access to information on the program and encourage input from interested parties. It provides access to the documentation that guides the program and annual work plans that list the projects for the coming fiscal year.
Table 1 (cont.): List of implementation plans that were reviewed for developing the elements for Implementation Plans related to the Biological Opinion	

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Comprehensive Plan for the Restoration of the Everglades	The U.S. Department of Interior published the Comprehensive Plan in 1996. The purpose of the Comprehensive Plan was to outline the development and implementation of efforts to restore the south Florida ecosystem, including the Everglades, and provide for the other water-related needs of the region, including urban and agricultural water supply and flood protection.
Joint Strategic Plan for Management of Great Lakes Fisheries	The Joint Strategic Plan was adopted in 1981 and revised in 1986 and 1997. It was designed to be a tool for coordinating efforts of related offices and agencies to provide mutual benefits and protection of the Great Lakes aquatic system. The most recent revision showed that the five major issues that were part of the original strategic plan have not changed dramatically.
Strategic Plan for Glen Canyon National Recreation Area (NRA) and Rainbow Bridge National Monument (NM)	The National Park Service prepared the Strategic Plan in 2000. It is a five-year plan to achieve the stated mission goals, long-term goals and external analyses. The Strategic Plan is considered the performance agreement with Congress, customers, partners, and stakeholders.
Implementation Plan for the Code of Conduct for Responsible Fisheries	The National Marine Fisheries Service prepared the Implementation Plan in 1997 in response to the United Nations Food and Agriculture Organization's Code of Conduct for Responsible Fisheries. It was designed to meet or make major and measurable progress toward certain fundamental goals with respect both to the domestic marine fish resources and the users of those resources. The Plan includes action steps to address key elements of sustainable marine fisheries, long-term goals, and cross-cutting themes.
Patuxent Wildlife Research Center Whooping Crane Review Implementation Plan	The U.S. Geological Survey prepared the plan in 1999 to implement the findings and recommendations of a review team concerning the scientific activities and future direction of the Whooping Crane work at the Patuxent Wildlife Research Center. The concise organization of the plan includes the list of recommendations, specific actions that will be undertaken to implement the recommendations, who will lead the action, and the timeline to complete the actions.

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Evaluation Sheets

The evaluation sheet or review matrix was developed to help us keep track of our evaluation comments and provide an order for presentation of the comments. The left hand column includes the elements of a plan as discussed in a previous section. The subsequent columns include comments placeholders for the evaluator, the ranking criteria and a place for the summary ranking.

Criteria for ranking

The criteria for ranking the implementation plans the their elements included:

- Quality of the description,
- Relationship to regional issues,
- Relationship to regional structure,
- Elements of long-term planning, and
- Elements of short-term planning.

The elements of the implementation plans were scored in each criteria on a scale of zero to three. A score of zero indicated that the element was not present in the implementation plan. A “one” indicated that the element was present but was of low quality or relationship to the criteria. A “two” indicated that the element was of moderate quality or relationship to the criteria. A “three” indicated that the element was of high quality or relationship to the criteria.

Each element was then totaled across criteria. Again, a zero was used if the element was not present in the implementation plan. Low quality and relevance was ranked from one to seven. Medium quality and relevance was ranked from 8 to 11. High quality and relevance was ranked from 12 to 15.

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Table 2: Example evaluation sheet or review matrix used during review of chosen implementation plans.

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Purpose								
Interagency Coordination								
Public Involvement								
Tribal Consultation								
Objectives								
Strategies								
Determination and sequencing of tasks								
Assessment of resources to complete tasks								
Establishment of motivation and incentive systems								
Feasibility Statements								
Research								
Monitoring								
Development of coordination and guidance activities								
Development of an information management system								
Project Feedback								
Performance Standards								
Milestones								
Accounting and Crediting System								
Other Elements								
Training								
Guidance								

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Results

After reviewing eight implementation plans, it is apparent that there are many ways agencies have developed their plans, and the plans have achieved their purposes to varying degrees. While the success for these implementation plans cannot be measured because they have been developed recently, the success for which the implementation plan met the purpose of the plan was evident. The criteria for ranking the reviewed implementation plans was designed to assist in the identification of which implementation plan contained an element that was the best for consideration in the development of Biological Opinion on Operation of the Federal Columbia River Power System. Table 3 indicates which element in an implementation plan ranked the highest.

The following is a template for an implementation plan that can successfully meet the purpose of the plan to address the Biological Opinion on Operation of the Federal Columbia River Power System.

Purpose

The purpose statement is probably the most important part of an implementation plan because all of the other elements in the plan should link directly back to the purpose. Oddly enough, the implementation plans that were reviewed often did not have a succinct statement of purpose. The purpose should to provide guidance in the preparation of the plan and to report results of the scoping process. The purpose should also address the issues that might delay or complicate implementation of a plan. Issues can then be further developed and means for assessing these issues discussed in the subsequent sections like the "feasibility statements."

The best purpose for an implementation plan was in the *Implementation Plan for the Anadromous Fish Restoration Program*:

“...develop and implement a program that makes all reasonable efforts to at least double natural production of anadromous fish in California's Central Valley streams.” (AFRP 2000)

The purpose was stated succinctly at the beginning of the implementation plan, and then was the guide to all the goals, objectives and strategies contained in the remainder of the document.

The most common problem with the purpose statements in the implementation plans was that the purpose was described in bits across several sections of the report. For example, the *CALFED Bay-Delta Program: Implementation Plan* (CALFED 2000), contained part of the purpose for the implementation program in the introduction and the other part in description of Stage 1 actions.

Table 3: Summary of Ranking for the Reviewed Implementation Plans.

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Reviewed Plans	Reviewed Plans							
	CalFed Bay-Delta Program	Trinity River Flow Evaluation Report	Anadromous Fish Restoration Program	Comprehensive Fish Restoration	Restoration of Everglades	Joint Strategic Plan for Management of Fisheries	Glen Canyon (Colorado) Adaptive Management Plan	Implementation Plan for the Code of Conduct for Responsible Fisheries
Elements of Implementation Plan								
Purpose	10	5	11	5	8	10	8	10
Interagency Coordination	14	10	9	7	9	6	5	9
Public Involvement	14	4	10	10	1	6	1	0
Tribal Consultation	4	0	1	1	3	6	1	0
Objectives	14	12	14	6	12	0	9	11
Strategies	13	13	9	5	0	0	8	10
Determination and sequencing of tasks	13	0	12	5	3	9	5	9
Assessment of resources to complete tasks	13	0	7	7	3	0	0	0
Establishment of motivation and incentive systems	13	0	4	0	3	0	0	0
Feasibility Statements	11	0	8	0	3	0	8	0
Research	10	0	5	8	3	5	6	9
Monitoring	10	12	13	5	9	5	0	0
Development of coordination and guidance activities	12	8	11	0	5	0	0	0
Development of an information management system	6	11	0	0	12	0	0	0
Project Feedback	14	12	10	0	6	7	11	0
Performance Standards	8	13	5	0	1	5	11	0
Milestones	10	0	11	0	1	5	11	0
Accounting and Crediting System	14	0	0	0	1	5	0	0
Other Elements	0	0	0	0	0	0	0	0
Training	0	0	0	0	0	0	0	0
Guidance	0	0	0	0	0	0	0	0
Total of Criteria Ranking	203	100	140	59	83	69	84	58

Interagency Coordination

Interagency coordination is vital to implementation planning and execution of large programs.

CALFED prepared a governance plan as part of the implementation plan to address the “challenge of retaining Program direction and coherence while implementing actions on many fronts, with multiple agencies and stakeholder groups.” An entire section is devoted to the governance plan:

“The decision-making process and governance structure for implementation of the CALFED Preferred Alternative is a key feature in assuring successful program implementation. A CALFED long-term governance proposal is described in this

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section. The state and federal administrations strongly believe that a new joint federal/state commission must be created, through state and federal legislation, to oversee the long-term implementation of the CALFED Preferred Alternative. This approach will require resolution of federal constitutional concerns. In the near-term the CALFED agencies will develop an interim governance structure similar to the current voluntary structure to bridge the gap before appropriate legislation can be completed establishing a permanent structure....

In developing a long-term governance structure, CALFED identified and evaluated principles, functions, and structures/forms needed to successfully implement the CALFED Program. Included in this chapter is a discussion of the:

- Existing governance structure and decision-making processes for CALFED
- Functions needed for CALFED implementation
- Interim governance proposal
- Reasons for a new governance structure
- Long-term governance principles and proposal.” (CALFED 2000)

Public Involvement

Public involvement is intended to ensure that public participation is an integral and effective part of implementation planning and that decisions are made with the benefit and consideration of important public perspectives. The CALFED implementation plan considers public involvement as the “cornerstone” for identifying and setting priorities. The implementation plan includes the most succinct definition of the purpose of public involvement:

“The purpose of CALFED public involvement is to maximize opportunities for the public to work with the commission, state and federal implementing agencies, and scientific and technical advisors to design, implement, and evaluate the CALFED Program. ‘Public,’ in this context, means interest groups, their representatives, and the public at-large. Public involvement in the program will be provided through advisory committees and groups, public workshops, newsletters, and other publications that provide updated information, and meetings outside the Sacramento area.” (CALFED 2000)

Tribal Consultation

Consultation with Tribal Nations is part of many of the implementation plans that were reviewed. Generally, there was little information provided about how consultation between agencies and Tribal Nations was to take part in the plans. In the strategic plan for Glen Canyon National Recreation Area, Tribal consultation was part of the development of the plan:

“In developing goals for this strategic plan, we considered and evaluated our mission and legislative intent, purpose and significance, general management plans, various development plans, cooperative agreements between other federal and state agencies and the Navajo Nation, condition and assessment of resources, and interests of partners, stakeholders, and employees.” (Glen Canyon 2000)

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Consultation was part of the plan's stated purposes and goals. As a result, the plan identified one of the goals with the Navajo Nation was an "external factor" that may affect the success of the five-year plan:

"The National Park Service is working with the Navajo Nation and the Bureau of Indian Affairs toward the completion of developing a new marina on Navajo Reservation and Glen Canyon National Recreation Area lands at Antelope Point. Pursuit of this goal has required a large amount of time and energy from the park staff, but is required to fulfill commitments of the Federal government which are over 30 years old." (Glen Canyon 2000)

This is also an example of a feasibility statement. The strategic plan for Glen Canyon recognized the goal of building a new marina on the Navajo Reservation to be an uncertainty because the funding for planning the effort might be greater than allocated in the plan and might not result in a new marina. Unfortunately, the plan did not include a means for the park staff to provide feedback on progress with the goal or any other mechanism to manage the uncertainty of the goal.

Objectives

The best example of the development of objectives is in the *Implementation Plan for the Anadromous Fish Restoration Program (AFRP)*:

"The goal of the AFRP, as stated in Section 3406(b)(1) of the CVPIA, is to 'develop within three years of enactment and implement a program which makes all reasonable efforts to ensure that, by the year 2002, natural production of anadromous fish in Central Valley rivers and streams will be sustainable, on a long-term basis, at levels not less than twice the average levels attained during the period of 1967-1991.' Section 3406(b)(1) also states that 'this goal shall not apply to the San Joaquin River between Friant Dam and the Mendota Pool.'

Six general objectives need to be met to achieve the program goal:

- Improve habitat for all life stages of anadromous fish through provision of flows of suitable quality, quantity, and timing, and improved physical habitat;
- Improve survival rates by reducing or eliminating entrainment of juveniles at diversions;
- Improve the opportunity for adult fish to reach their spawning habitats in a timely manner;
- Collect fish population, health, and habitat data to facilitate evaluation of restoration actions;
- Integrate habitat restoration efforts with harvest and hatchery management; and
- Involve partners in the implementation and evaluation of restoration actions.

The CVPIA directs the AFRP to give first priority to measures that protect and restore natural channel and riparian habitat values." (AFRP 2000)

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Strategies

Strategies are the statements of actions to achieve specific objectives. The best example of the development of strategies and the organization of actions into strategies is in the *CALFED Bay-Delta Program: Implementation Plan*:

“The CALFED Program includes several efforts to develop broadly supported strategies for dealing with complex implementation issues which affect many facets of the Program. These include:

1. Regulatory Compliance Strategy....
2. Science Program....
3. Water Management Strategy (WMS)....
4. Complementary Actions....
5. Local Implementation....” (CALFED 2000)

The strategies for implementation cut across the program elements in the CALFED program. There are eight program elements that have been identified: Ecosystem Restoration, Watershed Management, Levee System Integrity, Water Quality, Water Transfers, Water Use Efficiency, Storage, and Conveyance. The program elements are intended to be “implemented as a series of discrete, but inter-related actions.”

Section 2 of CALFED’s implementation plan provides the details for actions within the strategies and across CALFED’s program elements. Each action in Section 2 indicates an estimate of when the action may occur. For example, under the Ecosystem Restoration program element, one of the actions is to:

“Implement an Environmental Water Account (EWA) that acquires water for critical ecosystem and species recovery needs, substantially through voluntary purchases in the water transfer market in its first few years and developing additional assets over time (yr 1-4).” (CALFED 2000)

The sequence in which the action is to be accomplished is indicated in the parentheses as 1 to 4 years.

Section 3 follows with a description of the action and the “primary effects or objectives of that action.” To continue with the action mentioned above breaks the action into two parts. The first is to establish and administer the EWA, which is identified as having the primary effect of “protection and recovery of fish while maintaining south Delta Diversions”. The second part of the action is to seek to provide water flows to the San Joaquin River to meet flow objectives and to do this through water purchases and transfers from willing sellers. The latter part of the action has the primary effect of “increased instream flows during significant periods.” Thus, the action of implementing an EWA cuts across the regulatory compliance, water management and local implementation to accomplish the objectives of increased instream flow, and protection and recovery of fish.

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Another interesting set of actions relating back to a strategy for implementation that cuts across the program elements is the CALFED Science Program. Section 1 describes the program as it will “help assure that decisions in all elements of the Program are guided by independent scientific review and advice.” The actions for the Science Program are further described in Section 2 and 3, along with an indication of the sequence for the actions. The CALFED Science Program will include Chief Scientist and an Independent Science Board, as described in Section 4 on governance, and they will provide oversight and review of the performance measures and indicators for each program. The Science Program feedback is central to the adaptive management process, and will provide a comprehensive framework to provide new information and scientific interpretations necessary to implement, monitor, and evaluate the success of the CALFED program. Section 5 discusses the options for allocating resources for financing the Science Program, including funding from the users of the program, cost-sharing with existing programs, and public funding.

Feasibility Statements

Feasibility statements were considered in this review as the suppositions or statements of conditions or perceptions under which the stated strategies will achieve the objectives. The CALFED implementation plan integrates the understanding and management of uncertainty with the monitoring and research aspects of their Science Program:

“The purpose of the Science Program is to provide those new facts and scientific interpretations necessary to implement and evaluate the success of the CALFED Program. Monitoring involves measuring and sampling physical, chemical, and biological attributes of the resources and can include social and economic attributes of associated human activities. Assessment involves developing correlations among monitored data. Research involves analysis or experiments to establish mechanisms that explain observed correlations, such as documenting fish distributions and mortalities for different flows. The information generated from monitoring, assessment, and research provides managers with the understanding needed to design actions and to detect responses to their actions. The principal monitoring objectives include documenting conditions; recognizing trends; assessing causes of observed changes; partnering with agency/ecosystem management for adaptive management; and reducing scientific uncertainties.”
(CALFED 2000)

In addition to the scientific uncertainties, a program has to deal with uncertainties in financing. These are captured in CALFED under their financing plan and are discussed further in the section below on accounting and crediting.

Research

A research program is the part of an implementation plan that deals with the uncertainties that affect the ability to implement strategies. Resolving uncertainties increases the chances of a program’s success. Many of the implementation plans that were reviewed had few details on their research program, if they had a program at all. The CALFED implementation plan included focused research directed at obtaining a better

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understanding of the issues through their Science Program. The implementation plan described the strategy for the Science Program as follows:

“As part of the Science Program, establish monitoring, data assessment, and research activities for all program elements which provide information for evaluating the effectiveness of the program actions in reaching the program objectives. All the monitoring, data assessment, and research activities will be done within an adaptive management framework. Consequently, most of the activities will be undergoing continual refinement through the duration of the program. The program will be designed to examine 30 year trends within which, components will be tailored to examine the short term time step of the 1-7 year Phase III, Stage I Program.” (CALFED 2000)

As discussed above under the section on Strategies, the CALFED implementation plan provides the actions to meet a strategy as well as the sequencing and duration of each action. For example, the actions combine areas of research with the adaptive management approach by a call for the determination of triggers and time periods that management needs to know in order to determine if the direction of the program should change. This is to be accomplished in the next seven years in conjunction with actions that include periodic reviews from a long- and short-term perspective, and focused research in such areas as Delta hydrodynamics and linkage to food webs.

Monitoring

Monitoring in an implementation plan is the mechanism for determining if a program is succeeding or failing. Implementation plans that were reviewed often provided little emphasis on the development of a monitoring plan. The Anadromous Fish Restoration Program considered monitoring to be the “foundation of the adaptive management approach.” Monitoring programs are focused on “solving or better understanding a wide variety of problems faced by wild anadromous fish populations at all stages of their life cycles.” The programs are designed to “document pre- and post-project conditions and to help assess project effectiveness.” Unfortunately, the Anadromous Fish Restoration Program includes few details on the development of coordination and guidance activities or information management systems within their monitoring program.

The CALFED implementation plan does include the details on the development of coordination and guidance activities. CALFED does not distinguish monitoring from research under their Science Program and the details are found in the descriptions of the Science Program.

The *Joint Strategic Plan for Management of Great Lakes Fisheries* includes the best description of an information management systems within their monitoring program. They consider the monitoring to be a component of their adaptive management or ecosystem approach. The sharing of information is crucial to making management decisions, and their system for managing monitoring information is as follows:

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“Information useful as a guide to management practice is a precious commodity. Where it exists, it is vitally important that it be readily available for application wherever appropriate. However, agencies involved in fisheries and environmental management on the Great Lakes have generated a variety of data which is often inadequate for measuring and predicting the effects of management decisions on a lakewide basis. Therefore:

Fishery agencies must cooperatively develop means of measuring and predicting the effects of fishery and environmental management decisions.

Because all Great Lakes fishery agencies share similar problems there should be basin-wide commonality in and accessibility to information collected and used to measure and predict the effect of decisions.

Many user groups are continuously imposing stresses on Great Lakes fishery resources, often without prompt response from fishery agencies. It is important that fishery management agencies make necessary decisions as quickly as possible and nothing in this strategy should be construed as suggesting that urgent decisions can be delayed until enough highly-specific scientific information is available to ensure an airtight legal case.” (Great Lakes 1997)

These programs all recognize in their implementation plans the importance of monitoring to determining the success of their actions.

Project Feedback

Project feedback can be accomplished in many different ways and the differences observed in the reviewed implementation plans reflect the their level of development and emphasis on feedback. The reviews looked for whether project feedback was part of the implementation process, and if so, whether the project defined performance standards and milestones for the activities. Project feedback would include tracking performance by progress on completing activities to the specified standards and milestones.

The CALFED implementation plan covered project feedback under the area of “accountability”. The implementation plan describes accountability in the following way:

“California taxpayers, stakeholders, and the federal government will invest billions of dollars in Phase III of the CALFED Program. Expenditure of those funds must be based upon accountability and measurable progress being made on all elements of the program. Program progress will be measured in an annual report issued by the CALFED governing body. The annual report will contain status reports on all actions taken to meet CALFED objectives in Stage 1, including goals, actions, schedules, and financing agreements. The CALFED governing body will conduct such annual reviews in consultation with state and federal CALFED representatives and other interested persons and agencies.” (CALFED 2000)

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The CALFED implementation plan goes on to link the actions with a schedule and financing agreements. Performance standards (or measures) and milestones are not included explicitly in the implementation plan. However, the process for determining them is discussed:

“The State and federal fish and wildlife agencies charged with making the programmatic determinations for the CALFED Program pursuant to federal [Endangered Species Act], [California Endangered Species Act], and the NCCPA [Natural Community Conservation Planning Act] will be describing program performance measures or milestones for the Ecosystem Restoration Program (ERP) and MSCS [Multi-species Conservation Strategy]. The milestones will be derived from the ERP targets and programmatic actions, and MSCS conservation measures. These milestones will be an integral component of the federal biological opinions and NCCPA authorization.” (CALFED 2000)

The CALFED implementation plan states that adaptive management will be the approach to managing changes in their actions as new information is gained. However, the implementation plan does not include a lot of description for how adaptive management will be addressed in the long-term.

The *Trinity River Flow Evaluation Report, Final Report*, on the other hand, devotes an entire appendix to adaptive management. This is called the Adaptive Environmental Assessment and Management program and the report describes the program in detail:

“Adaptive Environmental Assessment and Management (AEAM) is a formal, systematic, and rigorous program of learning from the outcomes of management actions, accommodating change, and improving management (Holling, 1978). Such a program combines assessment and management. Most agency and task force structures do not allow both to go on simultaneously (International Institute for Applied Systems Analysis, 1979). The basis of adaptive environmental assessment and management is the need to learn from past experience, data analysis, and experimentation. AEAM combines experience with operational flexibility to respond to future monitoring and research findings and varying resource and environmental conditions. AEAM uses conceptual and numerical models and the scientific method to develop and test management choices. Decision makers use the results of the AEAM process to manage environments characterized by complexity, shifting conditions, and uncertainty about key system component relations (Haley, 1990; McLain and Lee, 1996).

The AEAM approach to management relies on teams of scientists, managers, and policymakers to jointly identify and bound management problems in quantifiable terms (Holling, 1978; Walters, 1986). In addition, the adaptive approach to management ‘recognizes that the information we base our decisions on is almost always incomplete’ (Lestelle et al., 1996). This recognition encourages managers to treat management actions as experiments, whose results can better guide future

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decisions. AEAM must not only monitor changes in the ecosystem, but also must develop and test hypotheses of the causes of those changes to promote desired outcomes. The results are informed decisions and increasing certainty within the management process.

Modern management strategies must have explicit and measurable outcomes. There are not many unambiguous clear-cut answers to complex hydraulic, channel-structure, and water-quality changes, but the AEAM process allows managers to adjust management practices (such as reservoir operations) and integrate information relating to the riverine habitats and the system response as new information becomes available.

Alluvial river systems are complex and dynamic. Our understanding of these systems and our predictive capabilities are limited. Together with changing social values, these knowledge gaps lead to uncertainty over how to best implement habitat maintenance or restoration efforts on regulated rivers. Resource managers must make decisions and implement plans despite these uncertainties. AEAM promotes responsible progress in the face of uncertainty. AEAM provides a sound alternative to either ‘charging ahead blindly’ or being ‘paralyzed by indecision’. Holling (1978) states that, ‘AEAM avoids the pitfall of requiring the costly amassing of more descriptive data before proceeding with policy initiatives. Instead, strategies are adopted as learning experiments in a fluid feedback structure that mandates vigorous self-critiquing and peer review at every stage, such that evaluation and corrective information is disclosed quickly and strategies modified or discontinued accordingly.’

A well-designed AEAM program (1) defines goals and objectives in measurable terms; (2) develops hypotheses, builds models, compares alternatives, and designs system manipulations and monitoring programs for promising alternatives; (3) proposes modifications to operations that protect, conserve and enhance the resources; and (4) implements monitoring and research programs to examine how selected management actions meet resource management objectives. The intention of the AEAM program is to provide a process for cooperative integration of water-control operations, resource protection, monitoring, management, and research.” (Trinity River 1999)

The Trinity River report goes on to list the “hypotheses, potential competing hypotheses, management objectives, what is known specifically about the Trinity River, and the major unknown or unquantified issues that need to be addressed.” This information becomes the “foundation upon which the Adaptive Management Team can further improve understanding of the system, accomplish validation of management models, and increase the overall certainty of management decisions.”

Independent Scientific Review

An important element of "project feedback" is an independent scientific review. We have attempted to highlight this elements importance by discussing it separately from other

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project feedback elements. (We did not get this element incorporated into the evaluation sheets. The best description of an independent review we found during the review was in the Trinity River Flow Evaluation Report.) The independent review provides scientific advice and recommendations on issues. The review board should be designed to foster a scientific approach to fish and wildlife recovery and ensure the use of sound scientific methods in the planning and implementation of research and recovery strategies related to these programs.

"The SAB would be appointed by the Executive Director. This group (note organization and relationship to other parts of the TMC) would be composed of prominent scientists appointed and appropriately compensated for 2 to 3 year rotating terms [and] be responsible for semiannual review of the analyses, models, and projections of the TMAT as well as providing a science review of the overall management plans and implementation of the annual operating criteria and procedures (described earlier in this chapter) as directed by the TMC. The SAB would also select outside peer reviewers and conduct the review and selection process for any contracted data collection, research, or model development."

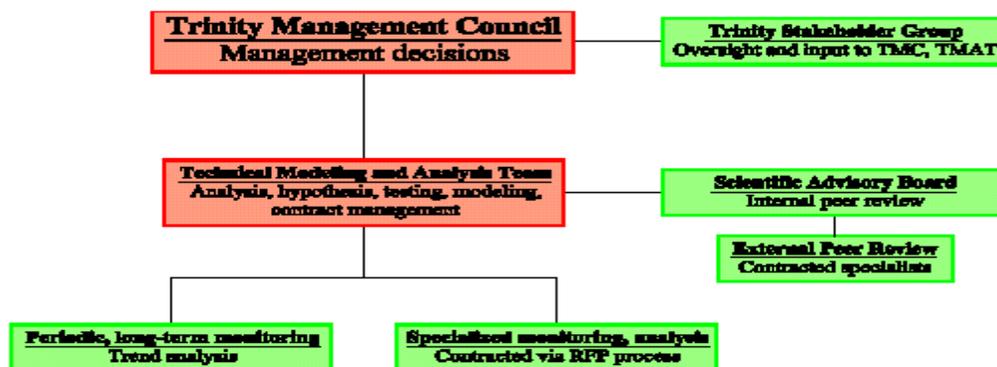


Figure 8-19. Organizational components of a successful Adaptive Environmental Assessment and Management (AEAM) program.

Accounting and Crediting System

The accounting and crediting system is the criteria for determining success and completion. In the CALFED implementation plan, such a system is equated to their financing plan because the success of CALFED's mission is dependent on adequate, long-term financing. At the same time, the CALFED program recognized that the support of member agencies and stakeholders is based on assurances that every effort will be made by the program to secure funding for all the components over the life of the program. Their financial plan was developed under the fundamental principle that "beneficiaries should pay the cost of benefits received." The implementation plan notes that "the difficulty in applying this principle lies in quantifying benefits of actions which are often difficult or impossible to measure directly." A great deal of the financial plan is devoted to determining the benefits and beneficiaries for each of the program elements, relating the priorities for implementation back to the strategies, objectives and purpose of the program. This is summarized in the implementation plan in the following steps:

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- “Identifying the priority actions for implementation;
- Developing cost estimates for priority actions;
- Identifying the funding and cost-sharing formulas in existing laws and agreements; Identifying program/project benefits and beneficiaries;
- Identifying finance issues that affect the successful implementation of the Program; and
- CALFED will work with federal and state agencies and stakeholders to recommend cost allocation procedures and cost-sharing strategies for each program element and in some cases for individual projects. These recommendations will likely come during implementation.” (CALFED 2000)

The options and issues identified in the financial plan of CALFED is the key to understanding how successful the program is in progressing towards the objectives. The range of options for financing and securing program element objectives makes the implementation plan adaptable to changes in the program.

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Next Steps

This is a first step toward developing an implementation plan related to the Biological Opinion on Operation of the Federal Columbia River Power System. This is a review and critique of other plans. The plan for the Columbia Basin will have to address the specifics of the basin and the Biological Opinion. The draft schedule for development of the plan was provided (Table 4).

Month	Task	Milestone
October	Contract work on Implementation Plan	Review and Critique of Implementation Plans
October	Conversations with State & Tribes re: schedule, process, scope, level of detail	Coordination
November	Drafting plans	
December	Drafting plans	Final Biological Opinion
January		Draft 5-yr plan complete; Release 1-year plan for Off-site
January	Conversations with State & Tribes re: priorities, decision pts, funding	Coordination
February	Complete Initial Plans	5-year plan complete
March	Complete Initial Plans	
Post March 31		NMFS 30-day review
Post March 31		Independent Scientific Review
Post March 31	Refine Plans	

The next step will require drafting the elements of a plan with language specific to the needs of the action agencies. The elements that can be used are listed in this report. Model language has been quoted from other plans. The specificity now must be added. For example, "purpose statements" must reflect the needs of the region and the issues that must be dealt with to accomplish the objectives and deploy the strategies that meet the requirements of the Biological Opinion. The objective statements will have to specifically address the objectives within the Biological Opinion. Decision points, priorities, funding sources and levels must relate to these issues. Additionally the drafting of plan elements specific to the biological Opinion will have to reflect the interim requirements of the 1-year plan versus the 5-year plan.

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Attachments

Table A.1: Evaluation sheet for *CALFED Bay-Delta Program: Implementation Plan. Final Programmatic EIS/EIR Technical Appendix (CALFED 2000)*. (Page 1 of 2)

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Purpose	No clear statement of purpose in one location of the implementation plan.	Discussed in Section 1.1 and 2.1. The plan "sets forth the directions and builds the foundations for long-term actions". It includes the "schedule for funding and implementing all elements of the long-term CALFED Program."	2	2	2	2	2	10
Interagency Coordination	Recognized as a key component to the development, implementation and success of the program. Discussed throughout the document.	CALFED Policy Group participants will be involved in all significant operational decisions with policy implications, and involvement at higher levels will be sought as needed to resolve outstanding concerns (Section 1.2, p. 1-2). Governance: most program actions will be implemented by existing entities with overall implementation and funding priorities directed by a new joint federal-state commission (Section 1.3, p. 1-5). See Section 4.	3	2	3	3	3	14
Public Involvement	Integral part of Implementation Plan.	The "cornerstone of CALFED's implementation strategy is to identify and set priorities for those actions in a fair, open process involving agency and stakeholder participants (see Section 1.5). Principle for Long-term Governance (# 8), see Section 4.5.1, page 4-14.	3	2	3	3	3	14
Tribal Consultation	Not well described.	Principle for Long-term Governance (# 7), see Section 4.5.1, page 4-14.	1	1	1	1	0	4
Objectives		Objectives are long-term and remain fixed over time, but the actions may be adjusted to assure that the solution is durable (adaptive management). See Section 2 for general discussion of Stage 1 actions, and Section 3, Table 3.1 for action specific objectives.	3	2	3	3	3	14
Strategies	Easy to identify strategies. Discussion includes how the strategies are implemented across program elements.	Strategies are broken into five areas, including regulatory compliance, science program, water management, complementary actions, and local implementation (see Section 1.2). These strategies cross the CALFED program elements. Actions within each program elements are in Sections 2 and 3.	3	2	3	3	2	13
Determination and sequencing of tasks	Section 2.0 defines how the subsequent sections include the actions and sequencing of actions.	See Sections 2.1 through 2.12 list the determination of actions and the sequencing of the actions for each program element. Table 3.1 is specific to the early implementation actions.	3	2	3	3	2	13
Assessment of resources to complete tasks	The assumptions that lead up to the cost estimates are a crucial component of the implementation process.	Section 5, Financing Plan, includes the estimated costs for the early implementation actions in Table 3.1 and identifies all the assumptions used to complete the cost estimates.	3	2	3	3	2	13
Establishment of motivation and incentive systems	Much thought has gone into establishing system that should motivate and encourage cooperation and coordination.	Section 5 indicates the benefits and beneficiaries of each program element. Specifically mentions incentives.	3	2	3	3	2	13
Feasibility Statements	Probably should be more acknowledgement of risk management or what to do if options due not work out.	Incorporated into the Finance Plan, Section 5, where the benefits and beneficiaries are identified, strategies are incorporated and options for funding are identified.	3	2	2	3	1	11
Research	Probably should identify further areas for research.	Incorporated into the Finance Plan, Section 5. Also part of specific actions in Sections 2 and 3.	2	2	2	2	2	10

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Table A.1: Evaluation sheet for *CALFED Bay-Delta Program: Implementation Plan. Final Programmatic EIS/EIR Technical Appendix (CALFED 2000).* (Page 2 of 2)

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Monitoring	Critical to the adaptive management implementation strategy, but details on how the actions will be monitored are difficult to discern.	Monitoring is under the purview of Governance Plan.	2	2	2	2	2	10
Development of coordination and guidance activities	Great detail is given in this area.	Section 4 includes the proposal for creation of a joint federal/state commission to oversee the long-term implementation of the CALFED Preferred Alternative. The proposal cuts across all the program elements and strategies.	3	2	2	3	2	12
Development of an information management system	Plan could be improved with such a system.	Not specifically mentioned, but the need for the system is part of the proposal for the joint commission.	1	1	1	2	1	6
Project Feedback		Called "Accountability". See Sections 1.6. Program progress will be measured in an annual report, including status on objectives, goals, actions, schedules and financial agreements. Annual reviews by CALFED governing board in consultation with state and federal reps and public	3	2	3	3	3	14
Performance Standards	Each section has a type of disclaimer stating that actions are subject to review, modification, deletion or addition, which detracts from the successful measurement of an action.	Sections 2 and 3 have some performance standards.	2	2	2	1	1	8
Milestones	Stated clearly, but not linked to performance standards.	Built into Section 2 discussion of actions.	2	2	2	2	2	10
Accounting and Crediting System	Finance: beneficiaries should pay the cost of benefits received; the difficulty in applying this principle lies in quantifying benefits of actions which are often difficult or impossible to measure directly; integration will deal with policy judgements and negotiations; range of funding sources and mechanisms include state and federal appropriations, bond measures, user fees, and private investment. Very detailed. Crediting system and incentives included; financial contributions will be credited toward the ultimate obligations for program; incentives include interest credits for early contributions	See Section 5, Financing Plan. Finance: beneficiaries should pay the cost of benefits received; the difficulty in applying this principle lies in quantifying benefits of actions which are often difficult or impossible to measure directly; integration will deal with policy judgements and negotiations; range of funding sources and mechanisms include state and federal appropriations, bond measures, user fees, and private investment. Very detailed. Crediting system and incentives included; financial contributions will be credited toward the ultimate obligations for program; incentives include interest credits for early contributions	3	2	3	3	3	14
Other Elements		Not apparent.	0	0	0	0	0	0
Training		Not apparent.	0	0	0	0	0	0
Guidance		Not apparent.	0	0	0	0	0	0

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Table A.2: Evaluation sheet for *Trinity River Flow Evaluation Report, Final Report* (Trinity River 1999). (Page 1 of 2)

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Purpose	The purpose statement is not succinct. The purposes are stated throughout the plan but will not provide a model to work from.		1	1	1	1	1	5
Interagency Coordination	The Coordination agreement is stated in almost contractual terms. This is probably useful for a plan that requires agreements among agencies. Appendix B.	Doesn't include agreement with tribe.	2	2	2	2	2	10
Public Involvement	The plan recognizes a need for public involvement (Figure 8.19) but there is little guidance as to the makeup and authority of the stakeholders.	See Figure 8.19 and related discussion	1	0	1	1	1	4
Tribal Consultation	The obligations to the Tribal Trust are discussed but the specific roles and responsibilities of the tribes are not described in a way that would make it useful for the Action Agencies.	See Section 2.9	0	0	0	0	0	0
Objectives	Objectives are very specific. For each habitat requirement the specific objective is stated and how the objective will be achieved is described.	See Chapter 8	3	2	2	2	3	12
Strategies	The strategies for meeting the objectives are defined within the statement of objectives in Chapter 8. It is particularly useful because the strategy is flexible depending on the water year type.	See Chapter 8	3	2	2	3	3	13
Determination and sequencing of tasks			0	0	0	0	0	0
Assessment of resources to complete tasks			0	0	0	0	0	0
Establishment of motivation and incentive systems			0	0	0	0	0	0
Feasibility Statements	not evaluated		0	0	0	0	0	0
Research	not evaluated		0	0	0	0	0	0
Monitoring	Monitoring is well defined. For each objective what is to be monitored and what is expected is listed.	Chapter 8	3	2	2	3	2	12
Development of coordination and guidance activities	The structure is defined but coordination activities are missing.	This described in Chapter 8 and Appendix N.	2	1	1	2	2	8
Development of an information management system	This is provided by the Adaptive Management team and team structure.	This described in Chapter 8 and Appendix N.	2	2	2	2	3	11

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Table A.2: Evaluation sheet for *Trinity River Flow Evaluation Report, Final Report* (Trinity River 1999). (Page 2 of 2)

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Project Feedback	Appendix N (Adaptive Environmental Assessment and Management) provides a good description of an evaluation and feedback mechanism. The team is defined in Section 8.5.1	Adaptive Environmental Assessment and Management (AEAM) is a formal, systematic, and rigorous program of learning from the outcomes of management actions, accommodating change, and improving management. The basis of adaptive environmental assessment and management is the need to learn from past experience, data analysis, and experimentation. AEAM combines experience with operational flexibility to respond to future monitoring and research findings and varying resource and environmental conditions. AEAM uses conceptual and numerical models and the scientific method to develop and test management choices. Decision makers use the results of the AEAM process to manage environments characterized by complexity, shifting conditions, and uncertainty about key system component relations.	3	2	2	3	2	12
Performance Standards	The performance of the habitat is well defined. Specifics are given for the hydrograph and other geomorphic characteristics of the river		3	2	2	3	3	13
Milestones	The milestones for when action need to happen and when actions will be complete are not defined.		0	0	0	0	0	0
Accounting and Crediting System			0	0	0	0	0	0
Other Elements			0	0	0	0	0	0
Training			0	0	0	0	0	0
Guidance			0	0	0	0	0	0
								100

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Table A.3: Evaluation sheet for *Implementation Plan for the Anadromous Fish Restoration Program (AFRP) (AFRP 2000)*. (Page 1 of 2)

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Purpose	AFRP is part of the Central Valley Project Implementation Act (CVPIA), and is a program that was developed and implemented to make all reasonable efforts to at least double natural production of anadromous fish in California's Central Valley streams.	Purpose of the AFRP is "to develop and implement a program that makes all reasonable efforts to at least double natural production of anadromous fish in California's Central Valley streams." Discussed in the "Overview" of the web page. The web page serves as the "implementation plan"; objectives are to "articulate the rationale guiding implementation of the AFRP, describe past, present and likely future AFRP-sponsored projects, and to facilitate communication between AFRP staff and existing and potential future partners".	2	3	2	2	2	11
Interagency Coordination	Program created through direction of US DOI to CVPIA; coordinates with CALFED; Scientific Core Group composed of representatives of USFWS, USBR, NMFS, USEPA, CDFG, CDWR. "Partnerships" are emphasized	Discussed in section called "Cooperation, Coordination and Integration".	2	2	2	2	1	9
Public Involvement	Annual Work Plan is presented at a public meeting at the beginning of fiscal year. "Local involvement" is specified to share or take lead in implementing restoration activities	Discussed under "Approach" and "How to Get Involved". Critical to purpose of program. Also includes partnerships and local involvement in actions.	2	2	2	2	2	10
Tribal Consultation	Apparently there is Tribal involvement but nothing specific	See "Cooperation, Coordination and Integration".	1	0	0	0	0	1
Objectives	Clearly stated and obvious to reader.	See "Goal and Objectives". From CVPIA: To "develop within 3 yrs of enactment and implement a program which makes all reasonable efforts to ensure that, by the year 2002, natural production of anadromous fish in Central Valley rivers and streams will be sustainable, on a long-term basis, at levels not less than twice the average levels attained during the period of 1967-1991." Then lists 6 general objectives.	3	3	3	3	2	14
Strategies	Clearly stated and obvious to reader.	See "Strategy". Includes: implementation principles and implementation approach; Implementation principles are to compare actions that address a common limiting factor as well as to compare actions that address different limiting factors. Implementation approach emphasizes partnerships, local involvement, public support, adaptive management, and flexibility.	2	2	2	2	1	9
Determination and sequencing of tasks	Part of implementation principles. Plan is not helpful in directing readers to these aspects in supporting documentation.	Not part of Implementation Plan. Long-term strategies and determination of tasks in "Revised Draft Restoration Plan". Short-term sequencing of tasks in "Annual Work Plan".	2	2	2	3	3	12
Assessment of resources to complete tasks	Not part of Implementation Plan, but is in "Annual Work Plan"; disconnect with plan makes this difficult to understand.	Resources allocated in "Annual Work Plan" by those within AFRP's budget or with cost-sharing agreements, and those "contingent upon additional funding".	1	2	1	0	3	7
Establishment of motivation and incentive systems	Weakness in plans since the strategies are so dependent on cooperation and coordination with others.	Not specifically mentioned except in terms of cost-sharing (under "Cooperation, Coordination and Integration" in Implementation Plan and "Revised Draft Restoration Plan").	1	1	1	1	0	4

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Table A.3: Evaluation sheet for *Implementation Plan for the Anadromous Fish Restoration Program (AFRP) (AFRP 2000)*. (Page 2 of 2)

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Feasibility Statements	Does not contain plans for implementing adaptive management except through further revisions of restoration plans.	See "Scientific Rationale" and "Approach". Adaptive management and monitoring are the strategies for dealing with "certainty". While implementation of long-term objectives will be achieved through adaptive management, the "Revised Draft Restoration Plan" considers itself to be in the first phase of adaptive management.	2	2	2	2	0	8
Research	No significant discussion of research needs identified for objectives.	Built into long-term and short-term objectives. No significant discussion of research needs identified for objectives.	1	1	1	1	1	5
Monitoring	Monitoring discussed in "Revised Draft Restoration Plan" and is integral to actions and costs in the "Annual Work Plan"	Implementation Plan considers "monitoring programs are the foundation of the adaptive management approach." See "Revised Draft Restoration Plan" for discussion of monitoring: "Monitoring, using standardized and validated methods, is essential to obtain data on anadromous fish production and associated habitats to facilitate an evaluation of the effects of restoration actions."	3	2	2	3	3	13
Development of coordination and guidance activities	Easy to understand the coordination within the "Annual Work Plan", but not easy to determine if these activities will achieve long-term plans mentioned in "Revised Draft Restoration Plan".	Coordination of monitoring part of "Revised Draft Restoration Plan" and built into activities in "Annual Work Plan".	2	2	2	2	3	11
Development of an information management system		Not apparent in Implementation Plan or supporting documents	0	0	0	0	0	0
Project Feedback	Difficult to understand the organizational structure associated with implementation, evaluation, and progress towards milestones.	See "Revised Draft Restoration Plan" under "Implementation Process" and "Actions and Evaluations". Tracked in "Annual Work Plan" under "Status" and "Accomplishments".	2	2	2	2	2	10
Performance Standards	Without performance standards, the actions and evaluations included in program will be difficult to judge and diminish means for adaptive management.	Not always included in the areas of the supporting documents mentioned above.	1	1	1	1	1	5
Milestones	Organization useful for implementing actions and evaluations.	Stated in "Revised Draft Restoration Plan" under "Actions and Evaluations". Based on stream or geographic area. Includes description, agencies involved, CVPIA tools and priority.	3	2	2	3	1	11
Accounting and Crediting System	Not apparent	Not discussed.	0	0	0	0	0	0
Other Elements	Not apparent	Not discussed.	0	0	0	0	0	0
Training		Not discussed.	0	0	0	0	0	0
Guidance		Not discussed.	0	0	0	0	0	0
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Table A.4: Evaluation sheet *A Comprehensive Plan for the Restoration of the Everglades* (Everglades 1996).

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Purpose	Statements on the purpose in slightly different throughout the plan.	Purpose is stated in the Summary and Introduction.	1	1	1	1	1	5
Interagency Coordination	Plan reflects input from Interagency Task Force and consultation with State of Florida. Plan not reviewed or approved by those agencies.	Plan prepared by Interior. No arrangement with other agencies or State of Florida (see last paragraph of Preface)	3	1	1	1	1	7
Public Involvement	Built into the process for development and approval of plan. Uses open meetings and smaller focus groups. How public involvement is incorporated into implementation would be useful to understand	See "Establish an Everglades Partnership..."	3	1	2	2	2	10
Tribal Consultation	Tribes are a part of the development of the plan.	See Footnote 1	1	0	0	0	0	1
Objectives		Objectives are called "elements" in the plan. There are 4 elements discussed in Sections 1 through 4.	2	1	1	1	1	6
Strategies	Broken down by element. Takes advantage of existing programs and interagency agreements.	See details of the four elements	1	1	1	1	1	5
Determination and sequencing of tasks	Tasks are determined as part of the elements, but there is no sequencing to the tasks	See details of the four elements	1	1	1	1	1	5
Assessment of resources to complete tasks		Resources are assigned according to agency and budget (see Table 1)	2	1	1	1	2	7
Establishment of motivation and incentive systems		Not part of plan.	0	0	0	0	0	0
Feasibility Statements		Not part of plan.	0	0	0	0	0	0
Research	One of the elements of the plan. Integrated into other elements (re: strategies). Details broken into research projects to gain information and projects to understand uncertainty in implementation.	See details on "Accelerate and Increase Scientific Modeling and Research" element.	2	1	2	2	1	8
Monitoring	Plan states that monitoring is an integral part of plan (one of the elements) and key to the use of adaptive management. However, there is no mention of how monitoring will be done. Just that it is important.	See details under "Accelerate and Increase Scientific Modeling and Research" element.	1	1	1	1	1	5
Development of coordination and guidance activities	Plan not developed enough to include specifics.	Not part of plan.	0	0	0	0	0	0
Development of an information management system	Plan not developed enough to include specifics.	Not part of plan.	0	0	0	0	0	0
Project Feedback	Plan not developed enough to include specifics.	Not part of plan.	0	0	0	0	0	0
Performance Standards	Plan not developed enough to include specifics.	Not part of plan.	0	0	0	0	0	0
Milestones	Plan not developed enough to include specifics.	Not part of plan.	0	0	0	0	0	0
Accounting and Crediting System		Not part of plan.	0	0	0	0	0	0
Other Elements		Not part of plan.	0	0	0	0	0	0
Training		Not part of plan.	0	0	0	0	0	0
Guidance		Not part of plan.	0	0	0	0	0	0

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Table A.5: Evaluation sheet *A Joint Strategic Plan for Management of Great Lakes Fisheries* (Great Lakes 1997). (Page 1 of 2)

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Purpose	Hard to find a succinct statement of purpose in the plan. Makes it difficult to understand and evaluate the issues, strategies and actions.	Purpose statement found in "Background", "The Original Plan -- 1981", and "1997 Plan Revision".	1	2	2	2	1	8
Interagency Coordination	Agencies are identified as authors. They are organized into committees with roles and decision makers defined.	Coordination is integral and to be achieved by "consensus". See "Background" and "Strategies for Great Lakes Fishery Management". Appendix A is a Memorandum of Acceptance, like a contract between participating agencies for adopt strategic plan. Appendix B is a "Reservation" to the memorandum of acceptance.	2	2	2	2	1	9
Public Involvement		Not specifically mentioned in plan.	1	0	0	0	0	1
Tribal Consultation		Tribal Nations are not apparent as members of Great Lakes Fishery Commission. Some mention of Tribal fisheries in plan (e.g. in "Lost Fishing Opportunities") but no mention of how Tribal Nations interact with commission or with strategic plan.	1	1	1	0	0	3
Objectives	Process for defining goal statement may be useful. Found that the differences between the agency goals was "largely matters of emphasis or coverage" rather than conflicts. Important aspect to following consensus strategy and developing goal statement.	Goal statement clearly defined under "Common goal statement for Great Lakes Fishery Agencies". Using the consensus approach, goal statements were obtained from all agencies and similarities of agency goals were used to formulate the goal statement.	3	2	3	3	1	12
Strategies	Process for defining issues in 1981 discussed. Through revisions of the plan, the issues have not changed but importance has changed.	Strategies are related to issues. Issues are outlined in "Great Lakes Fishery Issues". Strategies include consensus, accountability, ecosystem approach to fishery management, and management information. Strategic procedures defined to "achieve common goal and implement the strategies set forth in the plan." Procedures identify who is responsible for strategic procedures and implementation (also see Appendix F).						0
Determination and sequencing of tasks		Tasks are a function of the assigned agencies (see Appendix F). No mention of the sequencing of tasks.	1	0	1	1	0	3
Assessment of resources to complete tasks		No mention of tasks. Personnel resources come from assigned agencies (see Appendix F).	1	0	1	1	0	3
Establishment of motivation and incentive systems	Motivation appears to be a function of consensus and other strategies.	Not specific in plan.	1	0	1	1	0	3
Feasibility Statements	The description of how uncertainties in information, management and funding will be dealt with is not in the plan.	A function of the "Strategic Procedures" and activities to be performed by assigned agencies (see Appendix F).	1	0	1	1	0	3
Research	Research is not identified as a means to deal with uncertainty towards the goal statement.	A function of the "Strategic Procedures" and activities to be performed by assigned agencies (see Appendix F).	1	0	1	1	0	3
Monitoring		Part of Ecosystem Management strategy (see "Strategies for Great Lakes Fishery Management" and "Strategic Procedures")	2	2	2	2	1	9
Development of coordination and guidance activities	Details would be useful for understanding how coordination happens and if this fits with consensus.	See "Strategic Procedures". States that coordination should happen between agencies and follow strategies. No specifics offered.	1	1	1	1	1	5

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Table A.5: Evaluation sheet *A Joint Strategic Plan for Management of Great Lakes Fisheries* (Great Lakes 1997). (Page 2 of 2)

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Development of an information management system	Not a new strategy, so would be interesting to know how the information systems perform.	See "Management Information Strategy". "Fishery agencies must cooperatively develop means of measuring and predicting the effects of fishery and environmental management decisions."	3	2	3	3	1	12
Project Feedback	The type of feedback mentioned is not very complicated (e.g., sharing meeting minutes and preparation of annual reports).	See "Strategic Procedures". Covers accountability and governance. The procedures indicate that fishery agencies are to cooperate in setting measures on progress towards objectives.	2	1	1	1	1	6
Performance Standards		See "Strategic Procedures". No specifics on standards, just that they are to be prepared and progress reported.	1	0	0	0	0	1
Milestones		See "Strategic Procedures". No specifics on milestones, just that they are to be prepared and progress reported.	1	0	0	0	0	1
Accounting and Crediting System	Specifics of the "Decision Record" could be informative for understanding system.	No specifics in plan. Somewhat covered by "Strategic Procedures".	1	0	0	0	0	1
Other Elements		Not part of plan.	0	0	0	0	0	0
Training		Not part of plan.	0	0	0	0	0	0
Guidance		Not part of plan.	0	0	0	0	0	0
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Table A.6: Evaluation sheet *Strategic Plan for Glen Canyon National Recreation Area (NRA) and Rainbow Bridge National Monument (NM), October 1, 2001 -- September 30, 2005* (Glen Canyon 2000).

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Purpose	Strategic Plan required by the Government Performance and Results Act of 1993;	See Section III.A.1, Glen Canyon NRA: To provide public outdoor recreation use and enjoyment of Lake Powell and adjacent lands, and to preserve and protect the scenic, scientific, and historic features contributing to public enjoyment of the area. Rainbow Bridge NM: To preserve and protect the scenic, scientific, and historic features contributing to public enjoyment of Rainbow Bridge NM.	3	1	2	3	1	10
Interagency Coordination	On specific areas: Bureau of Land Management; Federal Aviation Administration	Under Section III.A.1.	2	1	1	1	1	6
Public Involvement	Draft purpose and significance statements were evaluated	See Section VII	2	1	1	1	1	6
Tribal Consultation	Southern boundary is contiguous with the Navajo Nation;	See Sections III.A.1, V and VI.	2	1	1	1	1	6
Objectives	See Strategies	See Section IV						0
Strategies	Considering mission goals to be strategies	See Section IV. Lists service-wide mission goals under Categories I, II, and IV and matching long-term goals for each service-wide goal that is applicable to Glen Canyon and Rainbow Bridge. Performance measures are built into long-term goals. Annual goals and progress towards the completion of long-term goals in another document.						0
Determination and sequencing of tasks	Not apparent; no mention of which goals take priority; does mention that external factors could affect success of 5 yr. Plan.		2	1	2	2	2	9
Assessment of resources to complete tasks	Not apparent	Not apparent	0	0	0	0	0	0
Establishment of motivation and incentive systems	Not apparent	Not apparent	0	0	0	0	0	0
Feasibility Statements	Not apparent	Not apparent	0	0	0	0	0	0
Research	Part of long-term goals. Part of baselining the region for natural resource inventories	See Section IV.	1	1	1	1	1	5
Monitoring	Part of long-term goals. Part of baselining the region for natural resource inventories	See Section IV.	1	1	1	1	1	5
Development of coordination and guidance activities	Not apparent	Not apparent	0	0	0	0	0	0
Development of an information management system	Not apparent	Not apparent	0	0	0	0	0	0
Project Feedback	Part of long-term goals; no connection of feedback between goals; no mention of what happens if performance standards or milestones not met	See Section IV.	2	1	1	2	1	7
Performance Standards		Part of long-term goals	1	1	1	1	1	5
Milestones		Part of long-term goals	1	1	1	1	1	5
Accounting and Crediting System	Mention budget for FY2000 and number of FTEs as broken down by class; no mention of a crediting system	See Section I	1	1	1	1	1	5
Other Elements	NA	Not apparent.	0	0	0	0	0	0
Training	NA	Not apparent.	0	0	0	0	0	0
Guidance	NA	Not apparent.	0	0	0	0	0	0

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Table A.7: Evaluation sheet for *Implementation Plan for the Code of Conduct for Responsible Fisheries* (National Marine Fisheries Service, 1997). (Page 1 of 2)

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary/ Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Purpose	The purpose of the Implementation Plan is not succinct. One needs to read the entire plan and understand the relationship between the plan and supporting documentation.	Purpose stated at beginning of document. Prepared in response to the United Nations Food and Agriculture Organization's Code of Conduct for Responsible Fisheries. Includes "action steps" for sustainable domestic marine fisheries, long-term goals, and "cross-cutting themes".	1	2	1	2	2	8
Interagency Coordination	The Implementation Plan mentions the organizations that NMFS will coordinate with, there is no mention of how they coordinate with other federal agencies or foreign nations.	Code is an international agreement, thus, NMFS is the U.S. agency responsible for coordination with the U.N. and other nations. Discussed as part of Part A., Purpose, in the first section of the document. Under Part B., Background, mention that NMFS will work in cooperation with other U.S. trade agencies. Part E., Implementation Steps, discusses role of Regional Fishery Management Councils on domestic fisheries, and other federal agencies and foreign Governments on international fisheries.	1	1	1	2	0	5
Public Involvement		Acknowledges in Part E., Implementation Steps, that input from Tribal Nations will be taken into account, but there is no detail included.	1	0	0	0	0	1
Tribal Consultation		Acknowledges in Part E., Implementation Steps, that input from Tribal Nations will be taken into account, but there is no detail included.	1	0	0	0	0	1
Objectives	Objectives are not clearly stated within Implementation Plan. They are mentioned throughout sections on background, methods and themes. The measures are found in the supporting documents or in the section on themes.	Part C., Method, states the objectives for the implementation plan. Objectives are discussed in supporting documentation: Sustainable Fisheries Act, Fisheries Strategic Plan, and . Brief overviews of supporting documentation indicates that the measures of the objectives are included in those documents. Objectives are also part of the themes mentioned in Part D.	2	2	1	2	2	9
Strategies	Strategies to achieve the objectives are not well expressed because they are covered in supporting documents or are mentioned in several sections of the Implementation Plan.	Part C., Method, discusses three areas of emphasis that has nine cross-cutting themes. Part D., Themes, outlines the goals (re: objectives) of the NMFS Code of Conduct.	1	2	1	2	2	8
Determination and sequencing of tasks	Tasks do not appear to be in a sequence. There are numerous tasks to be achieved within a 5 year window.	Tasks are discussed in Part D. There is no mention of the sequencing of tasks. More detail is available on the tasks in the supporting documents.	1	1	1	1	1	5
Assessment of resources to complete tasks	Appears that resources are part of NMFS overall budget, but the Implementation Plan does not discuss priorities or distribution of funding to tasks.	No mention of how available resources will affect implementation.	0	0	0	0	0	0
Establishment of motivation and incentive systems		Not part of Implementation Plan.	0	0	0	0	0	0

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Table A.7: Evaluation sheet for *Implementation Plan for the Code of Conduct for Responsible Fisheries* (National Marine Fisheries Service, 1997). (Page 2 of 2)

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Feasibility Statements	The strategies would be more credible if greater detail was included. For example, the time tables for eliminating overfishing are probably not realistic, and the solution if time tables are not achieved is that the problem will be pushed to a higher management level.	Part D., Themes, defines some of the uncertainties within each theme. Supporting documentation includes more details. Information limited on how to manage uncertainties.	2	2	1	2	1	8
Research	Part D indicates that research is a component in each of the themes, but the Implementation Plan does not deal with these programs.	Not explicitly discussed in Implementation Plan.	1	2	1	1	1	6
Monitoring		Not explicitly mentioned. Monitoring of performance standards and milestones is part of the NMFS reporting system.	0	0	0	0	0	0
Development of coordination and guidance activities		Not part of Implementation Plan.	0	0	0	0	0	0
Development of an information management system	Some details on information management systems were found in supporting documentation. Credibility could be gained by the Implementation Plan is some mention of these systems was included.	Not part of Implementation Plan.	0	0	0	0	0	0
Project Feedback	Definition of terms is important to understanding the performance standards and milestones. For example, the definition of "overfishing" is followed by performance standard and milestone in Theme 2.	Part D., Themes, mentions performance standards, but there is little mention of consequences if performance standards are not achieved. An example where the consequence is mentioned is in the case of overfished stocks, under Theme 2.	3	2	1	3	2	11
Performance Standards	Details that back up the standards are in the supporting documentation.	Included in each Theme	3	2	1	3	2	11
Milestones	Details that back up the standards are in the supporting documentation.	Included in each Theme	3	2	1	3	2	11
Accounting and Crediting System		Not part of Implementation Plan.	0	0	0	0	0	0
Other Elements		Not part of Implementation Plan.	0	0	0	0	0	0
Training		Not part of Implementation Plan.	0	0	0	0	0	0
Guidance		Not part of Implementation Plan.	0	0	0	0	0	0
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Table A.8: Evaluation sheet for *Patuxent Wildlife Research Center Whooping Crane Review Implementation Plan* (Whooping Crane 1999).

Elements of Implementation Plan	Comments	Summary	Criteria for Ranking					Summary Ranking
			Quality of Description	Relation to Regional Issues	Relation to Regional Structure	Long-term Plan	Short-term Plan	
Purpose	Good example of how to define the boundaries of a problem and the actions to implement a plan to solve the problem.	Purpose of implementation plan found in Section III. The plan includes a list specific actions that will be undertaken to implement the recommendations of a review team on the scientific activities and future direction of the Whooping Crane work at the Patuxent center.	3	1	2	1	3	10
Interagency Coordination	Roles are defined throughout discussion of coordination.	Coordination is discussed in Section I and III. The subject of the research included interagency coordination, thus the actions are specific to coordination.	2	1	2	2	2	9
Public Involvement		Not part of Implementation Plan.	0	0	0	0	0	0
Tribal Consultation		Not part of Implementation Plan.	0	0	0	0	0	0
Objectives	Organization and clear language are used to define the objectives.	Two types of objectives: 1) Section I includes the objectives of the review; and 2) Section III includes the objectives of each specific action.	3	1	2	2	3	11
Strategies	Organization and clear language are used to define each action.	Strategies are clearly defined in Section III for policy implications, administrative process, inadequate resources, future research, and science quality. Each action statement identifies the recommendation that leads to a specific action, why it is being undertaken, and who will lead the action.	3	1	2	2	2	10
Determination and sequencing of tasks	Not clear on how the sequence of tasks was determined.	Section IV on the time line states the sequence of each task.	2	1	2	2	2	9
Assessment of resources to complete tasks		Not part of Implementation Plan.	0	0	0	0	0	0
Establishment of motivation and incentive systems	Introduction states the motivation is the survival of the center. There are no specifics on how this overall motivation links to strategies.	Not part of Implementation Plan.	0	0	0	0	0	0
Feasibility Statements	This is a weakness because the strategies are not set in a context to determine or manage what happens if an objective is not achieved.	Not identified in Implementation Plan.	0	0	0	0	0	0
Research	Clearly the success of center based on the shift and refocusing of the research.	Implementation Plan designed to focus research at center. Section III actions are specific towards this shift in research.	2	1	2	2	2	9
Monitoring	This is a weakness because there is no tracking of the actions mentioned and thus no link to successful implementation.	Not part of Implementation Plan.	0	0	0	0	0	0
Development of coordination and guidance activities		Not part of Implementation Plan.	0	0	0	0	0	0
Development of an information management system		Not part of Implementation Plan.	0	0	0	0	0	0
Project Feedback		Not part of Implementation Plan.	0	0	0	0	0	0
Performance Standards		Not part of Implementation Plan.	0	0	0	0	0	0
Milestones		Not part of Implementation Plan.	0	0	0	0	0	0
Accounting and Crediting System		Not part of Implementation Plan.	0	0	0	0	0	0
Other Elements		Not part of Implementation Plan.	0	0	0	0	0	0
Training		Not part of Implementation Plan.	0	0	0	0	0	0
Guidance		Not part of Implementation Plan.	0	0	0	0	0	0
								58