



Dear Northwest Citizen:

I am writing to you today to tell you about a new and different approach to solving the economic and natural resource challenges facing the Pacific Northwest. I am writing today about the Multi-Species Framework Project.

The project is an attempt by the region's governments and decision-makers to bring a sense of order, openness and clarity to the debate about the future of the Columbia River.

If the project is successful, the region finally will have a set of clear options for the future of the river, options that can be debated more effectively, honestly and thoroughly than any created to date. The Framework Project also will help ensure that each of the governments and agencies involved in managing the river will be working from the same information -- information developed in an open, public way that ensures all voices are heard.

The project's teams of independent scientists and economists are about to begin analyzing the first versions of several options for managing the river in the future and those options' effects on our environment and our economy.

The options were developed by a number of work groups representing different interests in the four Northwest states and the by the Framework staff. The work groups and staff will refine those options after the initial analysis until the options and the information from the analysis are thorough and credible.

I've enclosed an information kit to help you understand more about what the Framework Project is doing and how it is doing it. It provides some basic information about where the project is today and where I hope it will go in the future. And most important, the kit also explains how you can get involved in the project's important work.

In closing, I have one important message: you are welcome and encouraged to join the Framework Project. All of the project's meetings are open to the public. The bottom line is, we need your help.

Please contact the Framework Project at the number listed above if you have any questions.

Sincerely,

Roy Sampsel  
Project Manager

enclosure

# Information Kit

Columbia River Basin

**Multi-Species**



**Framework**

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The Multi-Species Framework is a collaborative project of the Northwest Power Planning Council,  
the Columbia River Basin's Indian Tribes and the United States Government



# The Multi-Species Framework: Helping Define the Future of the Columbia River

**T**he people of the Northwest want healthy salmon runs. At the same time, they're frustrated that recovery efforts seem to have created more controversy than fish. Too often, we hear about one group promoting its recovery strategy while criticizing the other strategies as radical, costly or ineffective. Citizens and policymakers have a difficult time sorting through the claims and counter-claims. Progress is stalled.

Meanwhile, two panels of independent scientists have concluded that the region's salmon recovery efforts could be greatly improved if they went beyond looking at one species in isolation. Instead, these efforts should look at restoring or protecting the entire community of plants, animals, and people of which the species is a part.

The scientists' advice may point to a way to address the problems with competing salmon recovery proposals...a way to decrease the rhetoric and increase the results.

## A Different Approach to Fish Recovery Plans

What's needed is a new foundation for fish and wildlife recovery – a blueprint for future decision-making that accounts for multiple species in the Columbia River Basin.

The Multi-Species Framework Project was conceived and designed from the start to be different than other planning projects. This project, for the first time, will look at the entire system: at the humans, salmon, steelhead, and other species that share the Columbia Basin and call it home.

The states, federal agencies, and tribes collaboratively manage the Framework. Unlike most planning processes, where a single agency manages a decision process that affects a single species, the Framework brings together decision-makers and interest groups in one effort.

Jointly, they seek to create a common understanding of the ecological problems facing fish and wildlife. Together, they will define the future management of the Columbia River.

The Framework creates a system in which everyone's proposal can be tested against the same criteria. It provides a context for all of the plans.

## A Framework for Future Recovery Plans

At the heart of the Framework process is creation of a handful of scientifically based, agreed-upon alternatives for determining the future of the river.

The alternatives will represent solutions ranging from those that are the most protective of ecology to those that are most protective of the economy. Once they are done, they will serve as a

framework for policy decisions on fish and wildlife restoration. Decision-makers will be able to understand the anticipated outcomes of the decisions they make.

Each alternative will include:

- **Values.** Values reflect what's important to people. Values could be things like abundant fish harvests, or preserving Columbia River tribal communities' cultural and religious traditions that have been passed down for thousands of years.
- **Vision.** With a vision, people try to paint a picture for the future of the river and the life it supports. In addition to fish and wildlife goals, a vision could describe the state of industry, agriculture or commerce. The vision must be realistic, and acknowledge the trade-offs necessary for all the river's uses to co-exist effectively.
- **Goals and Objectives.** These are the targets that define the vision and give direction on how to proceed. They are measurable outcomes; for instance, the number and type of species or the growth in the local economies.
- **Actions.** The types of actions expected to achieve the goals and objectives. They might include changes in operations at the dams, land management approaches, harvest levels and hatchery programs to help build dwindling salmon runs.

### Framework Process is Scientific and Systematic

The intent of the Framework process is to continually narrow and refine the alternatives, and to eventually come closer to consensus on the goals of fish and wildlife restoration.

Two independent scientific workgroups will analyze the alternatives not only from a biological and ecological perspective, but for their impacts on human culture, economics, and society as well. Along the way, various stakeholders and members of the public will also contribute.

**Step One.** A broad spectrum of interests will be given the opportunity to develop a set of visions and goals for the future of the Columbia Basin. Using workshops and public meetings, an alternatives group will narrow the options down to major alternatives.

*Target completion date:* March 1999

**Step Two.** Two scientific work groups, the Ecological Workgroup and the Human Effects Workgroup, will analyze the alternatives to see if they are feasible and complete, and if their objectives and goals can be expected to achieve the stated visions.

*Target completion date:* April 1999

**Step Three.** The alternatives can be revised to reflect any surprises or concerns that the scientific work groups found.

*Target completion date:* May 1999

**Step Four.** The scientific work groups will describe the expected outcomes of each of the revised alternatives: how could Northwest ecosystems change in response to each? What will be the effect on the various human economies involved?

*Target completion date:* Late spring 1999

**Step Five.** The alternatives will be revised to reflect the analysis, and the Framework groups will produce a final report.

The final report will contain the scientific analysis of current species and habitats in the Columbia Basin; a scientific analysis of a range of alternative strategies to affect their future; and an economic, social and cultural analysis of each alternative.

*Target completion date:* Fall 1999

#### Independent Analysis, Open Public Process

Everything about the Framework process is designed to be open, collaborative, and to the greatest extent possible, objective. The scientific work groups are made up of carefully selected, independent experts from a range of environmental, biological, cultural, and economic specialties.

All of the agencies involved are joining to coordinate a public involvement and outreach effort to communicate with a wide range of the public that will be concerned with the decisions. All work group meetings are open to the public.

Funds for the initial phase of the project were approved recently by the Bonneville Power Administration. The budget for the first phase of the Framework is \$936,500. Roy Sampsel is serving as the project coordinator.

#### Framework to Guide Important Decisions on Fish

In the short term, the Framework Project is intended to inform the important decisions on salmon recovery that will be made in 1999-2000 by the National Marine Fisheries Service, other federal agencies, and the Power Planning Council. The alternatives will lay a foundation so that each agency and stakeholder can work from the same information and choose from the same range of possible options.

In the longer term, these same decision-makers could use the Framework alternatives as the foundation for a single, multispecies recovery plan for the Columbia River Basin. Such a plan would take into account the fish and wildlife recovery goals of all the agencies, tribes, and stakeholders.

The Framework is a serious attempt by the region's governments and stakeholders to bring a sense of order, openness, and clarity to the debate about the management of the Columbia River. If they are successful, the Framework will make a real difference in the future for the region's fish and wildlife.



# The Scientific Workgroups

**T**wo scientific workgroups support the Framework Project. Their mission is to look at each alternative described by the Framework process and describe how fish, wildlife, and humans in the Columbia Basin would be affected by its implementation.

Their mission recognizes that if one part of an ecosystem is changed, it will affect others. For instance, if the number and type of fish in a river basin changes, it will also affect the birds that feed on those fish, which in turn affects surrounding vegetation, and so on.

Most approaches to saving fish also have an impact on people. Local economies are affected. Changes in the operation of the dams to increase fish passage, for instance, will affect shipping, trade and agriculture. Culture and society are affected. Tribal heritage and rituals, for instance, depend on healthy salmon runs.

The Framework process is designed to weigh these effects, along with saving fish and wildlife, and to look at them all together.

## An Iterative Process

The two workgroups will have several opportunities to review and refine the alternatives. Ultimately, they will describe measurable outcomes for each: What are the expected changes in employment rates, gross regional product, or tribal community activity? What numbers and types of species will exist? What will happen to air and water quality?

The Framework's final report will contain a description of current populations and habitats in the Columbia Basin; a scientific analysis of a range of alternative strategies to affect their future; and an economic, social and cultural analysis of each alternative.

## The Ecological Workgroup

**Who:** The ecological workgroup is a carefully selected group of independent scientists and researchers from throughout the Pacific Northwest who are specialists in analyzing river ecosystems.

**How:** The scientists will describe the current state of the Columbia Basin: which species live there, their number, location, and overall health. The Framework will use this information to develop a range of alternatives for the future of the Basin.

The ecological workgroup also has defined some measures of ecological impacts. These will be used to describe the projected effects of each alternative. Some examples might be:

- **Diversity:** The ability of the ecosystem to support a number of different species, and the number of each species it will support.
- **Resilience:** The ability of the ecosystem to bounce back to its original state after some outside human or environmental disturbance, such as a flood, logging or grazing.

- **Productivity:** The ability of the ecosystem to produce new and numerous members of different species over time.

To analyze the alternatives, the ecological workgroup will make use of existing databases on Columbia Basin species and habitat characteristics from the Bureau of Land Management, the U.S. Forest Service, and others. These data, together with computer modeling techniques, will project how different species and systems will perform under the proposed alternatives.

#### The Human Effects Workgroup

**Who:** The human effects workgroup is made up of individuals and representatives of groups who have an economic or cultural stake in the river and the fish and wildlife that live there. They will be supported by economists and social scientists who specialize in analyzing the effects of various management actions on local economies and populations.

**How:** The work of the human effects workgroup will address elements that can be *quantified*, i.e., described with numbers, and those that are *non-quantifiable*, i.e., that must be described as values or general outcomes. The challenge will be to balance and present the two so that they can be weighed fairly.

The workgroup will project the impacts of each alternative using several indicators of human effects. Some examples are:

- **Economic Opportunity.** This could include projected employment rates and per capita income.
- **Human health and well-being.** This could include life expectancy, crime rates, nutrition, accident rates, infant mortality.
- **Community and culture.** The river plays an important part in the cultural identity of many ethnic populations. This must be considered in the human effects analysis, but the impacts probably won't be described numerically.

The human effects analysis will use existing studies that analyze the effects of various fish recovery strategies on local and regional economies. Two important studies here will be the Bonneville Power Administration System Operation Review and the U.S. Army Corps of Engineers' analysis of draw-down options and their effect on juvenile salmon migration.

River operations as a fish recovery strategy has been well studied. Other strategies, such as habitat improvements, are less understood. The human effects workgroup may be extrapolating from existing data or recommending further research.

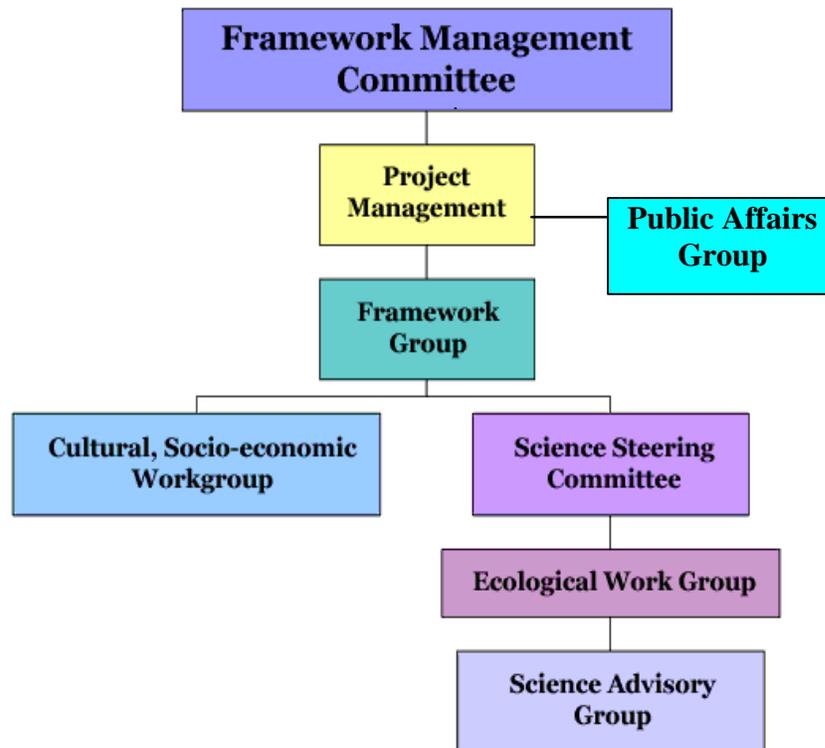
#### Balancing the Effects to Set Policy Direction

Recovery plans will always involve compromises and trade-offs. The purpose of ecological and human effects analysis in the Framework process is to help policy-makers understand the outcomes so they can take into consideration the trade-offs involved.

In the next year, the region's policy-makers will be using the Framework and other processes to make some very important decisions made about the future of the Columbia Basin. It's important that the region understand those decisions and contribute to them. You can learn more or participate by calling the Framework Project Office at 800-222-3555 and asking for Public Affairs. Or, see the contact sheet included in this packet.



# Framework Organization



## Framework Management Committee

*Committee Coordinator:* Roy Sampsel, Multi-Species Framework

*Committee Members:*

Doug Arndt, US Army Corps of Engineers

Lorri Bodi, Bonneville Power Administration

John Brogoitti, Northwest Power Planning Council, Oregon Council Member

Danny Consenstein, National Marine Fisheries Service

F.L.Cassidy Jr. "Larry," Northwest Power Planning Council, Washington Council Member

Mike Field, Northwest Power Planning Council, Idaho Council Member

Howard Funke, Coeur d'Alene Tribe

Stan Grace, Northwest Power Planning Council, Montana Council Member

Norm Campbell, Coeur d'Alene Tribe

Chad Colter, Shoshone-Bannock Tribes

John Platt, Columbia River Inter-Tribal Fish Commission

Bill Shake, US Fish and Wildlife Service

## Project Management Group

Roy Sampsel, project manager

Dani Evenson, executive assistant

Peter Paquet, deputy project manager

John Volkman, counsel

Jim Tanner, fiscal manager

Chip McConnaha, science coordinator

Jim Middaugh, public affairs coordinator

John Palensky, coordinator, Science Advisory Group

Al Wright, coordinator, Human Effects Work Group

### Framework Group

A forum for open participation of interested and affected parties

*Committee Coordinator:* Roy Sampsel, Multi-Species Framework

### Cultural, Socio-Economic Workgroup

*Facilitator:* Al Wright, Al Wright Consulting

*Liaison:* Terry Morlan, Northwest Power Planning Council

*Workgroup Participants (partial list):*

Dick Adams, PNUCC

Ken Boire, Consulting economist, IEAB member

Ken Casavant, Washington State University, IEAB member

Ken Corum, Northwest Power Planning Council

Ellen Donoghue, US Forest Service

Angus Duncan, Columbia/Pacific Institute

Katherine Fisher, Bonneville Power Administration

Steve Freese, National Marine Fisheries Service

Joel Hamilton, University of Idaho, IEAB member

Richard Haynes, USDA Forest Service

Daniel Huppert, University of Washington

Candy Jackson, Shoshone-Bannock Tribes

Dan James, Pacific Northwest Waterways Association

William Lang, Portland State University and Center for Columbia River History

Jim Litchfield, Litchfield Consulting Group

Laurie Mercier, Washington State University, Vancouver and Center for Columbia River History

Phil Meyer, Meyer Resources, Inc.

Charles Pace, Economist/consultant

Lon Peters, NW Economic Research, Inc., IEAB member

Kathy Pierce, Bonneville Power Administration

Hans Radtke, Natural resource economist, Pacific Fisheries Management Council

Anthony Scott, University of British Columbia, IEAB member

Lisa Sharp, Murphy and Buchal

Ed Sheets, Consultant

Dennis Wagner, Army Corps of Engineers

### Science Steering Committee

*Science Coordinator:* Chip McConnaha, Northwest Power Planning Council

*Members:*

Tom Cooney, National Marine Fisheries Service

Al Giorgi, Bio Analysts, Inc.

Chip McConnaha, Northwest Power Planning Council

Tony Nigro, Oregon Department of Fish and Wildlife

Peter Paquet, Northwest Power Planning Council

Phil Roger, Columbia River Inter-tribal Fish Commission

Dave Statler, Nez Perce Tribe

### Ecological Work Group

Pete Bisson, USDA Forest Service

Chris Frissell, University of Montana Flathead Biological Station

James Lichatowich, Alder Fork Consulting

Bill Liss, Oregon State University

Lars Mobernd, Mobernd Biometrics, Inc.

Paul Whitney, Beak Consultants, Inc.

Cindy Deacon-Williams, consultant

### **Science Advisory Group**

*Coordinator:* John Palensky, National Marine Fisheries Service

*Members:*

Dr. Brian Alee, Columbia Basin Fish and Wildlife Authority  
Ray Entz, Chair, CBFWA Wildlife Caucus  
Bill Towey, CBFWA Resident Fish Caucus; Kelly Lillengreen (Alternate)  
Don Schwartz, Fisheries Biologist and Advisor to the Northwest Sport Fishing Industry  
Tim Stearns, Save our Wild Salmon  
John McKern, Fishery Biologist, Corp of Engineers (Walla Walla)  
Dr. Bruce Suzumoto, Public Power Council  
Dr. Bill McNiel, Fishery Biologist  
Carl Dreher, Idaho Water Resources Management  
Steve Cramer, Cramer and Associates

### **Public Affairs Group**

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Karl Weist, Oregon Office, Northwest Power Planning Council  
Rick Taylor, Columbia River Inter-Tribal Fish Commission  
Perry Gruber, Bonneville Power Administration  
Ed Mosey, Bonneville Power Administration  
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Carolyn Whitney, Bonneville Power Administration  
Joan Jewett, US Fish and Wildlife Service  
Kathy Pierce, Bonneville Power Administration  
Charles Alton, Bonneville Power Administration  
Lauri Hennessey, US Environmental Protection Agency  
Adele Merchant, US Army Corps of Engineers  
Janet Sears, National Marine Fisheries Service  
Tom Clune, Columbia Basin Fish and Wildlife Authority  
Mary Moore, Spokane Tribe  
Brian Gorman, National Marine Fisheries Service  
Bruce Lovelin, Columbia River Alliance



# Framework Project Fact Sheet

## WHY THE PROJECT IS IMPORTANT

- Recent scientific reports say current recovery efforts, taken as a whole aren't working
- The best science is calling for a focus on ecological functions not individual species
- Lack of progress is causing increased polarization
- The region needs a comprehensive recovery strategy regardless of decision about Snake River dams
- All constituencies want an analysis of a wide range of alternatives and an opportunity to participate

## HOW THE PROJECT WORKS

- Bonneville is financing the project; state, tribal and federal governments are managing it
- The management committee and stakeholders are developing a range of river management options
- Independent economic and scientific workgroups will review the options
- Participants will revise options based on review and submit them for more analysis
- Interactive review/revision continues until alternatives are fully defined, internally consistent and until trade-offs are defined and the analysis is credible

## PROJECT PARTICIPANTS

- The Framework is managed by state, federal and tribal governments
- Environmental and economic stakeholders are participating actively
- Independent scientific and economics groups ensure objectivity
- Coordinated interagency-supported public outreach and involvement effort underway

## WHY THE PROJECT IS DIFFERENT

- The project's broad scientific focus is on all fish and wildlife rather than a single species
- The project will incorporate the economic, cultural and social effects of proposed actions
- The project will provide the region with open, fair, credible economics and science

## THE PROJECT'S NEXT STEPS

- This month: complete initial range of management options
- Next month: conduct first round of analysis of options
- Spring: revise options with substantial interaction between stakeholders and reviewers
- Late Spring: conduct additional analysis
- Summer: public comment
- Fall: provide results to decision makers



# What People Are Saying about the Multi-Species Framework Project



**Eric Bloch**  
Power Planning Council

The framework is important because it will generate information on a variety of alternatives for how the Columbia Basin might be managed for the benefit of fish and wildlife as well as the economy.



**Lorri Bodi**  
Bonneville Power  
Administration

We need a plan so we can get on with the business of restoring fish for ourselves, for our children and for our grandchildren.



**Lionel Boyer**  
Shoshone-Bannock  
Tribes

The main reason I am here is to get the information out that you can't destroy the resource for economic means.



**John Brogoitti**  
Power Planning Council

It's very, very important from the standpoint of regional philosophy and what the region wants for the next 25 years to 50 years. If we don't make some progress with the Framework, somebody else is going to do it for us. I don't think we want those alternatives. We want to make a decision here in the Northwest.



**Bobby Brunoe**  
Confederated Tribes of  
the Warm Springs Res.

It's important to me as the general manager of the Confederated Tribes of the Warm Springs to learn and understand what is going on in the Columbia Basin. The Framework is a way for me to learn about it and to present the Confederated Tribes of the Warm Springs' issues on fisheries and wildlife -- letting people understand where the tribe comes from and what their viewpoint is on the protection of those resources.



**James Buchal**  
attorney, Direct Service  
Industries



**Danny Consenstein**  
National Marine  
Fisheries Service



**Donna Darm**  
National Marine  
Fisheries Service



**John Etchart**  
Power Planning Council



**Howard Funke** attorney,  
Spokane and Coeur  
d'Alene Tribes



**Stan Grace**  
Power Planning Council

We hope through the Framework that some of the misinformation that has pervaded these processes can be cleared up.

We're here so we can all work together to try to define some options for comprehensive recovery plans that we can then evaluate to see if they will really work to restore fish and wildlife in the basin and to see what kinds of impacts those plans might have on the economy of the Northwest.

I think this is a new approach and it's an exciting approach. The federal government is certainly coming here with an open mind and hoping to play a part in what will be the creation of a solution that at least most of the people in the region can agree upon and move forward with.

We've reached a gridlock situation where our decision making apparatuses don't work the way they should and where many of the important players don't trust the decision making apparatus, where some feel disenfranchised. This is an effort to put it together again and to instill a little confidence in the people that are most interested that decisions are being made on a fair and equitable basis and will lead to a good outcome.

Well, the first order of business is increasing communication and building some trust and dialogue then generating some trustworthy, believable, credible data that can inform decisions. Getting all these people with divergent backgrounds in one room attempting to do that is worthwhile.

It's important to bring the region together to general agreement on general principles to follow when building new fish and wildlife plans.



**Jim Litchfield**  
consultant,  
investor-owned utilities

The Framework Project gives the region a fresh look at what are we really trying to accomplish; to get a clearer statement of what our goals are and where we are trying to go. A lot of what we do in our fish and wildlife planning is in conflict. So I think if we stop and step back and say, ‘What do we want out of our region’s environment and its economy and how can we bring those two in balance?’ then that will give us a good footing to go on and evaluate measures and determine which ones scientifically help us achieve that goal.



**Rob Lothrop**  
Columbia River Inter-  
Tribal Fish Commission

The Framework is giving staff an opportunity to look at the effort that the region is putting together and to be able to give our leaders recommendations on whether this is going to be a productive and fruitful effort and how the tribe’s might want to structure their involvement in the weeks and months to come.



**Shauna McReynolds**  
Pacific Northwest  
Utilities Conference  
Committee

I’m really here to look for another opportunity for finding certainty and finality to what we’re going to do to fix the Columbia River System.

**Governor Marc Racicot, Montana**

This framework will provide us with a fresh start in seeking solutions. It is a chance to get everyone on the same page so we can work toward the same goals and measure progress in the same way. I hold high hopes.

**Governor John Kitzhaber, Oregon**

It is difficult to hold anyone accountable for work in the Columbia. We have not made the politics or the costs of recovering salmon explicit. That is the ultimate goal of the process we have embarked upon.

**Will Stelle, Regional Director, National Marine Fisheries Service**

We need a better ability to evaluate the effects of different strategies and options. Important federal decisions must be made soon. The Framework Project can help assure that everyone’s ideas will be brought to the table and analyzed. We can use that analysis to help us make our decisions.

**Glenn Vanselow, Executive Director, Pacific Northwest Waterways Association**

Industry, environmentalists and the public want progress on fish and wildlife recovery. We are looking to the framework to help us find that progress.

**Tim Stearns, Policy Director, Save Our Wild Salmon Coalition**

The Framework Project is the region’s last chance to put together an effective recovery plan. The project has a chance because it is going to consider the whole Columbia River ecosystem and pass all the options through the same scientific and economic funnel. The real question is whether or not that information will lead to action or to more delay.

**John Saven, Executive Director, Northwest Requirements Customers**

We need to work together and collectively solve these difficult issues.

**Craig Smith, Vice President Environmental Affairs, Northwest Food Processors**

We are participating in the Framework Project because we believe it represents the best opportunity to craft a recovery plan that provides real benefits to fish while balancing all of the region’s diverse interests.



# Framework Contacts

## *General Information*

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