

*This is not a final federal agency product. Rather, it is a pre-decisional document prepared by the Action Agencies that reflects present understandings of currently available information and analyses, and of the progression of discussions with the sovereigns in the collaborative process. Revisions and refinements are to be expected based on further discussions with the sovereigns over new and modified proposed federal actions upon which the action agencies will ultimately consult. Finally, the information in this product does not constitute an analysis of whether the identified measures would or would not jeopardize the continued existence of a listed species or result in the destruction or adverse modification of designated critical habitat. Furthermore, this document does not in any way interpret or apply the regulatory definitions of the statutory phrases “jeopardize the continued existence of” and “destruction or adverse modification.”*

## **Accountability for Results and Risk: Performance Standards, Adaptive Management, Reporting, Oversight, and Contingencies**

Using the Collaboration Framework, the Action Agencies identified Biological Objectives, Recovery Strategies, and Actions for ESUs affected by the operation of the FCRPS -- supported by specific commitments for hydro, habitat, hatcheries, predator management, and harvest. In the biological analyses of these commitments, the Action Agencies estimated benefits to listed fish and considered aggregated, cumulative effects on “gravel to gravel” lifecycle survival and recovery under the ESA. The Action Agencies evaluated multiple measures of survival and recovery, including extinction risk, recruits per spawner, abundance trend, population growth rate (or lambda, the measure primarily used in the 2000 BiOp), and the Collaboration Framework gaps (allocation of long term recovery responsibility by sector).

Our analysis is based on the best available scientific information. However, as with any analysis for a species with a complex lifecycle, there is uncertainty associated with our evaluation of survival, recovery, and biological benefits. These issues are described in more detail in our discussions of the biological analysis, climate change and ocean conditions, and latent mortality. Our proposal incorporates an adaptive management structure of checks and balances similar to that in the 2000 BiOp to assure accountability for results in the face of uncertainty and risk.

### **Accountability for Results**

- **Action Commitments:** The Action Agencies' specific commitments, including funding, presented in the form of a proposed Reasonable and Prudent Alternative (RPA), provide the first means to gauge results.
- **Performance Standards:** Commitments to action are reinforced by performance targets (long term goals) and performance standards (benchmarks for results). These will help us track and gauge the effectiveness of our actions.
- **Planning and Reporting:** A key aspect of our accountability structure is implementation plans, reporting and check-ins. The Action Agencies will report annually on progress of implementation and performance results to inform and signal appropriate adaptations or adjustments to our actions, and provide cumulative check-ins at 5 and 8 years.
- **RM&E and Adaptive Management:** Using a program of extensive and robust research, monitoring and evaluation (RM&E), the Action Agencies will assess compliance, effectiveness, and critical uncertainties. Adaptive management will be used to modify our actions and ensure that they continue to track performance expectations, based on the best available scientific information.
- **Oversight:** Continued collaboration and oversight of implementation by the sovereign parties is provided, including review of how listed fish are progressing toward recovery and “all H” diagnosis of emerging issues.
- **Contingencies:** Consistent with the 2000 Biological Opinion, we provide specific and general contingencies in case more aggressive adaptive management changes are called for based on evaluation of our performance in years 5 and 8.

This document summarizes the Action Agencies' performance standards and targets; reporting and adaptive management approach; continued collaboration and oversight; and contingencies. Summaries of our action commitments, including RM&E, are presented in separate documents.

## ***1. Performance-based Framework***

As in the 2000 and 2004 BiOps, performance targets and standards and RM&E remain central to the success of the proposed actions. Commitments to specific actions through this PA are reinforced by a performance-based framework that will help us track and gauge the effectiveness of our actions, as well as inform adaptive management actions.

The Action Agencies have identified performance *measures* (metrics) that will be monitored and evaluated relative to performance *standards* (benchmarks) and performance *targets* (longer-term goals) to assess progress and inform adaptive management actions. Performance *standards* will be monitored frequently to ensure accountability and adherence to proposed actions with potential contingencies or other time critical corrective actions. Performance *targets* will be evaluated over longer time periods as new information and learning is applied through analytical models to check for progress toward expected life stage survival improvements and trends in population performance. Performance targets will inform longer-term adaptive management decisions and prioritization of options across populations with different relative needs.

We will be monitoring two aspects of performance: 1) *Programmatic* performance standards, tracked through project implementation and compliance monitoring, and 2) *Biological and Environmental* performance standards or targets, tracked and evaluated through status monitoring, action effectiveness research and critical uncertainty research in combination with existing and developing quantitative models. Descriptions of biological/environmental performance standards and targets are outlined below in the following sections for adult abundance, hydro, predation, habitat, and hatchery performance. Programmatic performance standards are also discussed below, but specific programmatic standards are, or will be, identified by the specific actions and associated projects committed to within this PA and in subsequent 3 year Implementation Plans.

Reporting on achievement of performance standards and progress toward longer term targets will take place annually and through three comprehensive evaluations in years 2009, 2012 and 2015. The proposed reporting structure includes changes made through monitoring and adaptive management, as well as clear signals if performance standards are not being met. If there is a failure to achieve performance standards, the Action Agencies commit to explore specific contingencies, in coordination with States and Tribes. These discussions will occur through the Regional Implementation Oversight Group (*tentative name*) described below.

### **Performance-Based Framework**

**Performance targets:** Performance goals for actions. These are generally the survival improvements from the life cycle modeling, and will continue to be assessed using a modeling approach. The performance targets represent long-term goals, which are not necessarily achievable by this PA/BiOp alone.

**Performance standards:** Results or benchmarks for accountability for FCRPS actions. They may be biological, physical, programmatic or a combination. This PA establishes contingencies to address failure to meet performance standards.

**Performance metrics or measures:** Units of measurement for assessing performance targets or performance standards.

**All-H Reporting metrics:** Broad level measurements which the Action Agencies may report but which are not the exclusive performance responsibility of the FCRPS, -e.g. adult trends

#### ***1.1. Adult Abundance and Trends (All H Reporting Metrics)***

Adult abundance and trends reflect the most accessible currency in which to evaluate the progress in region-wide recovery efforts over multiple years. They give us an indication of how both the naturally spawning and hatchery based portions of a listed species are doing. Adult trends are also indicators of variability in ocean survival conditions, which can significantly affect the numbers of adult anadromous fish over multiple years. Because adult trends are so critical to understanding the progress of listed fish toward recovery, we will regularly track and report available data on overall adult abundance and trends for the ESUs. Adult abundance and trends represent an overarching performance target, not just for the FCPRS but also for the collective actions by all parties in the Columbia Basin for the conservation and recovery of listed fish. Specifically, this overarching performance target is a positive trend in adult abundance.

Based on our examination of adult abundance and trends, including NOAA's expected updates of ESU status in 2009 and 2014, we may determine that some ESUs and populations may require greater or less immediate attention as we advance our implementation, particularly related to more "local" mitigation such as habitat improvements and hatchery reforms. This approach makes best use of available resources for those ESU's in greatest need.

#### ***1.2. Hydrosystem Performance***

The primary benchmark for assessing progress of our actions for conservation of listed fish is adult and juvenile survival through the hydrosystem. The Action Agencies have the greatest influence on this outcome, and it is less confounded by actions of others.

- **Adult Survival**

For adult fish, the Action Agencies have largely achieved or exceeded the performance standards identified in the 2000 BiOp (Ruff Memo 6/29/04 to Brian Brown). Because we do not expect the proposed action to reduce adult upstream passage success, we will continue that operation and

monitor adult passage. The intent of this standard is to demonstrate that current high levels of adult survival are being maintained.

The Action Agencies will use the existing adult PIT detection system to estimate survival from Bonneville Dam to the most upstream federal dam in the fish's migration path (i.e. to Lower Granite Dam for Snake River ESUs and to McNary Dam for Upper Columbia ESUs) using data for hatchery and wild, transported and inriver migrants when available. A five-year rolling average survival will be made, based on PIT tag detections with adjustments for estimated harvest and stray rates. The proposed standards are as follows:

[Placeholder for Adult Performance Standards Table]

Straying estimates will be based on historic Corps-funded radio tag studies (University of Idaho Technical Report 2005-5) and harvest estimates for each year will be based on US-v-Oregon's Technical Advisory Committee (TAC) information. The adult survival standard will take into account fallback and delay effects in so much as they affect PIT detection survival estimates. Jacks will not be included in the analysis. There is significant steelhead sport harvest above McNary dam which currently is not accounted for in any ESA documentation. Therefore, it is impossible at this time to estimate conversion and provide a valid steelhead estimate.

Consistent with our adaptive management approach, we will adjust our actions as warranted to ensure implementation of an effective and efficient program for adult migrants. We will continue to report on adult hydrosystem survival in our annual and cumulative progress reports.

- **Juvenile System Survival**

In the biological analyses, we will have estimated the expected juvenile fish survival benefits that are associated with our proposed hydrosystem improvement actions from 2007-2017. We have also displayed recent hydro improvements through 2004, and base or historical hydro passage survivals. These estimates use a 50-year hydrologic record to capture the full range of possible survival conditions and the average over time using the COMPASS model. The Action Agencies propose to use a long-term performance target equal to the relative improvement in average survival from our 2007-2017 actions relative to 2004 base conditions. We will report updated juvenile survival improvements relative to this target in 2012 and 2015.

**2012.** For yearling and subyearling chinook and steelhead, the Action Agencies 2012 comprehensive evaluation will report estimates of average system survival (operations and configurations level) relative to 2004 base level survival conditions. These estimates will be based on the most recent fish passage research applied within the COMPASS passage model, calibrated and validated by recent years' empirical survival data. To account for varying water conditions, the model will use the full 50-year hydrologic record for both the current and 2004 survival estimates (the same procedure used in estimating the hydro survival benefits in the biological analyses).

**2015.** The Action Agencies' 2015 comprehensive evaluation and progress report will use the same approach as in 2012. The estimates will be updated with additional research results, empirical survival data, and any new operations or configurations present in 2015.

Ongoing smolt monitoring at the dams and through river reaches will be the primary sources of data to inform the COMPASS modeling estimates. It is not practical to attempt field measurements of juvenile fish survival for each stock migrating each year. We may use surrogates as indicators for some ESUs. For example, estimated survival of a composite of Snake River stocks in the lower Columbia could serve as a surrogate to represent the survival of mid- and lower Columbia River stock survival through the same reach (e.g., McNary to Bonneville). However, we are increasing the smolt monitoring efforts for Upper Columbia Chinook and steelhead, and potentially for Snake River sockeye, in order to have more specific information for these ESUs in the future.

- **Juvenile Dam Passage Survival**

The Action Agencies propose specific performance standards of at least 95% average dam survival for spring migrating fish and 93% average dam survival for summer migrating fish, with averaging/tradeoffs allowed between dams. Any survival averaging or tradeoffs between dams may occur amongst the Snake River dams or among the lower Columbia River dams, but not between Snake and Columbia River dams.

One mechanism for adaptive management to improve performance, when necessary, will be the Configuration and Operation Plans (COP) that the Corps prepares to evaluate and develop hydrosystem project improvements. The Corps has prepared COPs to lead to improvements including surface passage (e.g., RSWs) and other dam passage improvements at each of the Lower Columbia and Snake River projects. A COP is being/has been developed for each dam that will recommend the ultimate configuration and operation for that project. Each COP will be/is developed in close coordination with the Region at the technical level. The COP considers alternatives and performance standards, and several other components as described in the Draft Snake and Columbia River Surface Passage Strategy prepared by the Corps in July 2005. Following installation of dam passage improvements, an evaluation will be conducted to determine the success of the action in meeting the performance standard. If the standard is not met, the Corps will update the COP working within the regional process to determine additional potential actions.

- **Achievement of Performance Standards**

Once the Action Agencies meet hydro performance standards, the Action Agencies would move from detailed actions to maintenance of the performance standard, subject to regular monitoring to ensure continued performance. The choice of tools needed to maintain performance would be in the discretion of the Action Agencies.

### ***1.3. Predator Management Performance***

Management of piscivorous and avian predation of juvenile salmonids is an effective means of increasing juvenile fish survival (Beamesderfer et al. 1996, Roby et al. 1998, NOAA 2000, Good et al. 2004). The Action Agencies will pursue focused measures that reduce predation mortality in the near- and long-term. These measures will be monitored annually for programmatic level standards.

For both piscivorous and avian predation, estimates of juvenile fish survival improvements associated with our 2007-2017 actions (3.1% for Chinook, 4.4% for steelhead, and 1.7% for fall Chinook) will serve as long term performance targets. Additional performance metrics that will be reported and included into modeling assessments will include monitoring results on predator exploitation rates and changes in estimated annual predation rates. As described above for juvenile system survival measures, comprehensive evaluations using modeling will take into account any improvements in predator management over the 2004 BiOp baseline condition (i.e., current survival benefits associated with ongoing predator control).

Research and monitoring results on predation will continue to be incorporated into these juvenile survival analyses and used to evaluate progress and achievement of expected survival improvements from predation actions.

#### ***1.4. Tributary and Estuary Habitat Performance***

The Action Agencies have identified criteria and priorities for ESU improvements based on the biological analysis, targeting ESUs with productivity less than 1. For our tributary and estuary habitat actions, we have estimated survival and productivity benefits using methods developed and discussed in the Habitat and Estuary Workgroups. This approach, although not as precise as we would like, applies the best available scientific information to estimate benefits from habitat actions. Our performance targets and standards derive from this approach.

- **Tributary Habitat**

Benefits for tributary habitat actions that are expected to be implemented in the periods FY07-09 and for FY10-17 have been estimated for individual populations and used within the biological analyses. These estimated benefits, in the form of changes in habitat quality linked to limiting factors, provide the long-term performance targets for individual populations and their habitats. Performance standards for annual tracking of progress will be based on implementation of hundreds of identified habitat projects (linked to expected changes in limiting factors and their habitat) projected for the periods FY07-09 and for FY10-17, which were used to estimate the long-term survival benefits. Specific projects are identified for 2007-2009, while habitat improvement scenarios are identified for 2007-2017. In 3-year cycles, specific projects will be identified based on these scenarios and their implementation will be tracked as a performance standard. Standard habitat performance measures such as cfs of water provided, diversions screened, or amount of habitat restored will also be compiled on a rolling basis.

RM&E will be used to confirm and improve our understanding of the relationships between different habitat actions, environmental improvements, and survival and productivity improvements. As this information is developed, it will be considered in the selection and the priorities of projects for 2010 to 2017 to meet our habitat quality targets.

- **Estuary Habitat**

Biological benefits for estuary habitat actions that will be implemented by the Action Agencies from 2007-2017 have been estimated for ESUs depending on life history and use of the estuary, and applied within the biological analysis. Estimates are .85% and 2.3% for stream-type fish and

1.9% and 5% for ocean-type fish. These estimates have been based on a review of the menu of potential recovery actions developed in the remand collaboration process, consideration of which projects might be feasible and estimated improvement of habitat functions linked to key limiting factors, developed in coordination with local biological input. The estimated improvements in habitat function based on estuary actions provide the long-term biological performance targets for estuary habitat.

Programmatic performance will be assessed by monitoring implementation of the specific projects identified to meet the habitat function targets on a 3-year cycle. Standard habitat performance measures such as amount of habitat restored will also be compiled on a rolling basis.

RM&E will be used to confirm and improve our understanding of the relationships between different estuary habitat actions, the environment and the survival and productivity performance measures. As this information is developed, it will be considered in the selection and the priorities of projects for 2010 to 2017 to meet our habitat quality targets.

### ***1.5. Hatchery Performance Standards***

The Action Agencies have developed hatchery actions that are expected to reduce extinction risk and increase abundance and productivity of several ESUs. These proposed actions identify targeted populations and factors to be improved by the action. Programmatic performance standards will be used based on Action Agency commitments and implementation plans to track implementation.

Although ongoing hatchery RME has targeted many of the research needs described in the Hatchery PA, existing information remains insufficient to quantitatively estimate the effects of many of the actions proposed in the Hatchery PA, a view confirmed by the Hatchery/Harvest Workgroup. The expected benefits of the proposed actions were qualitatively assigned as high, medium, or low value. These benefits represent our performance targets for adaptive management. Hatchery action effectiveness research will be used to help confirm and update our qualitative expectations of these benefits as new information becomes available.

These benefits (performance targets) are relative to the following objectives of the hatchery actions:

- Safety net programs reduce extinction risk for target populations in Snake River sockeye, Snake River spring/summer Chinook, Mid-Columbia River steelhead, Lower Columbia River steelhead, and Columbia River chum salmon ESUs.
- Conservation hatchery programs increase abundance of target populations in Snake River spring/summer Chinook, Snake River fall Chinook, and Upper Columbia steelhead ESUs, thereby reducing the time to recovery.
- High-priority hatchery reform actions, i.e., those needed to address hatchery programs that are considered major limiting factors by NOAA, result in improved abundance, productivity, diversity, and/or spatial structure of target populations.
- Future implementation of additional hatchery reforms identified through Columbia River Hatchery Scientific Review Group's hatchery review process, combined with use of Best Management Practices at FCRPS hatchery facilities, improve abundance, productivity,

diversity, and/or spatial structure of target populations, depending on the nature of the reform.

Hatchery effectiveness monitoring and research will be used in the 2012 and 2015 comprehensive evaluations to test and update our expectations of these benefits and gauge our progress. As best management practices are adopted for specific hatchery programs, these will provide additional performance measures we will track and report.

### 1.6 Summary of Performance Targets and Standards

The following table provides a summary of performance targets, standards, monitoring and reporting under the performance based framework.

#### Outline of Performance Tracking and Reporting

| Performance Targets  | Performance Standards   | Monitoring   | Reporting                                       |
|--|---|--|---|
| <b>Fish Population Metrics</b>   |   |  |   |
| Positive Trends in Abundance   |   | Context for prioritization of actions and adaptive management needs  | Comprehensive Reports (using BRT Status Report) |
| <b>Hydro</b>   |   |  |   |
| % increase in system survival – by ESU   |   | Juvenile Passage RM&E and System Survival Modeling   | Comprehensive Reports                           |
|  | Hydro PA Programmatic Standards   | Project Implementation and Compliance Monitoring   | Annual Progress and Comprehensive Reports       |
|  | Juvenile Dam Survival Standards (95% average for Spring Migrants and 93% average for Summer Migrants) | Juvenile Passage Monitoring and Dam Survival Modeling  | Annual Progress and Comprehensive Reports       |
| Flow and temperature targets (adjusted to reflect what annual and seasonal water conditions) | Juvenile and Adult Hydro System Environmental and Physical Configuration Standards                    | Environmental Monitoring at Mainstem Dams  | Annual Progress and Comprehensive Reports       |
|  | Adult Hydro System Survival (no significant change from current average survival levels)              | Adult System Survival  | Annual Progress and Comprehensive Reports       |
| <b>Tributary Habitat</b>   |   |  |   |
| % function improvement – by population for actions through 2007 and through 2017             |   | Intensively Monitored Watersheds, Status Monitoring, and Project Level Monitoring informs and updates modeling | Comprehensive Reports                           |
|  | Tributary Habitat PA Programmatic Standards (3 year cycle)  | Project Implementation and Compliance Monitoring   | Annual Progress and Comprehensive Reports       |

|   |  |   |   |
|---|--|---|---|
| <b>Estuary Habitat</b>  |  |   |   |
| % function improvements for Stream Type and Ocean Type ESUs for actions through 2007 and through 2017 |  | Status Monitoring and Project Level Monitoring informs and updates modeling   | Comprehensive Reports                     |
|   | Estuary Habitat PA Programmatic Standards              | Project Implementation and Compliance Modeling                                | Annual Progress and Comprehensive Reports |
| <b>Hatchery</b>   |  |   |   |
| Low, Med or High benefits relative to objectives – by target Populating                               |  | Status Monitoring and Project Level Monitoring and updates Lifecycle Modeling | Comprehensive Reports                     |
|   | Hatchery PA Programmatic Standards; site specific BMPs | Project Implementation and Compliance Monitoring                              | Annual Progress and Comprehensive Reports |
| <b>Predation</b>  |  |   |   |
| % survival increase for spring migrants and for summer migrants                                       |  | Predation action effectiveness research and status monitoring                 | Comprehensive Reports                     |
|   |  | Predator exploitation rates   | Comprehensive Reports                     |
|   | Predation PA Programmatic Standards                    | Project Implementation and Compliance Monitoring                              | Annual Progress and Comprehensive Reports |

### ***1.7. The Role of Cost Effectiveness***

Comprehensive performance management is critical to success in achieving ESA goals, but cost-effectiveness is also a consideration. Consistent with the approach described in the Northwest Power Act, clearly defined performance standards and biological objectives should be met through cost effective alternatives, so that fish receive the greatest benefits possible for the region’s financial investment. The Action Agencies will use the adaptive management framework to achieve performance standards in a cost-effective manner. We may seek changes or propose alternative implementation options if they would achieve equal or better survival improvements at lower cost. We will continue to engage in regional discussions of any potential or proposed cost effectiveness initiatives.

## **2. Planning and Reporting**

The Action Agencies will provide a transparent and regular examination of their performance under the new FCRPSA BiOp through implementation and progress reporting, using the following milestones:

### **Overview of Planning and Reporting Milestones**

| <b>Year</b> | <b>Plans and Progress Reports</b>                        |
|-------------|--|
| 2007        | 2007-2009 actions identified in Proposed Action/RPA      |
| 2008        | Annual Progress Report                                   |
| 2009        | Comprehensive Report                                     |
| 2010        | 2010-2012 Implementation Plan                            |
| 2010        | Annual Progress Report                                   |
| 2011        | Annual Progress Report                                   |
| 2012        | Comprehensive Report                                     |
| 2013        | 2013-2015 Implementation Plan;<br>Annual Progress Report |
| 2014        | Annual Progress Report                                   |
| 2015        | Comprehensive Report                                     |
| 2016        | Annual Progress Report                                   |
| 2017        | New Proposed Action                                      |

### **2.1. Implementation Plans**

Within our proposed actions, the Action Agencies have identified specific details for the first three years of the BiOp term (2007-2009). This specific information represents our initial three-year implementation plan for the new BiOp. The Action Agencies will maintain a BiOp database to provide project and action level detail for planning and reporting purposes. This information will be updated and summarized in subsequent three year implementation plans (2010-2012, 2013-2015, and 2016-2017) during the life of the BiOp.

The Action Agencies will coordinate implementation with other appropriate regional processes. This includes coordination related to statutory provisions for the Federal government (BPA/Power Council), voluntary coordination among Federal agencies (Federal Caucus), and coordination with regional processes for Federal/non-Federal engagement (TMT, SCT, Pacific Northwest Aquatic Monitoring Program (PNAMP), Northwest Environmental Data-network (NED), etc.). The collaboration described in the Oversight section is intended to support continued interaction among the sovereigns regarding the effectiveness of the Proposed Action and the need to alter or adjust actions in response to documented successes or failures.

### **2.2. Annual Progress Reporting and Adaptive Management**

As noted previously, the Action Agencies will monitor implementation and compliance, or programmatic performance, for all of our action commitments. In addition, we will track

biological and environmental performance metrics such as juvenile and adult hydro passage through monitoring and annual reports of hydro survival conditions, and performance metrics for non-hydro actions. Finally, to provide context for our performance in aggregate with others' actions, we will report on trends in adult abundance for listed ESUs using available information. The results of the progress reports will inform adjustments in future year actions through adaptive management.

The Action Agencies will prepare annual progress reports and provide them to the Regional Implementation Oversight Group described below. The annual reports will document our progress on specific performance standards and toward longer term performance targets. For example, some types of actions specify anticipated dates for implementation, e.g. for installation of RSWs. The Action Agencies consider project milestones as benchmarks for implementation. Annual reports will identify the status of achievement of these benchmarks.

### ***2.3. Comprehensive Evaluations***

Comprehensive evaluations are a tool to ensure that the Action Agencies and regional parties step back and take a cumulative perspective on implementation of FCRPS actions. This allows us to both build on our successes and make mid-course corrections where necessary. Comprehensive evaluations are also a juncture to examine the broader context of recovery, looking at the status of listed fish, actions by others across the salmon lifecycle, and environmental or other changes.

The Action Agencies will prepare comprehensive evaluations at roughly 3 year intervals: 2009, 2012, and 2015:

**In 2009:** The Action Agencies' annual progress report for 2009 will include a cumulative review of progress in implementation. Adaptive management changes will be identified and modifications noted for the 2010-2012 implementation plan. If available, information on updated status and trends from the NOAA Biological Review Teams, now scheduled for 2009, will also be summarized.

**In 2012:** The Action Agencies' annual report for 2012 will include a cumulative review of both progress in implementation and updated information on ESU status and trends by the NOAA Biological Review Teams (now scheduled for 2009 and 2012).

The 2012 evaluation will primarily focus on programmatic (compliance) standards to determine whether our cumulative implemented actions remain consistent with the objectives identified for the new BiOp. The 2012 evaluation will summarize our cumulative accomplishments, review survival and fish return status based on available information, propose corrective actions where we may be off track programmatically, and address any significant new information from new research, and monitoring and evaluation results.

The results of the 2012 evaluation will be used to guide adaptive management of our actions and to ensure that we are making adequate progress on achieving our strategies and performance standards, as well as to inform the 2012-2015 implementation plan. If we determine that course

changes are necessary in order to achieve expected performance, we will discuss those changes with NOAA Fisheries and the collaboration parties prior to implementation.

Coordination with the Regional Implementations Oversight Group in connection with the 2012 report will include consideration of adaptive management and contingencies (described in more detail below). The Regional Implementations Oversight Group may utilize a diagnostic performance framework described in Figure 1 to assess FCRPS and broader regional progress for listed fish.

**In 2015:** The 2015 evaluation will include a cumulative review of progress in implementation, updated information on ESU status and trends by the NOAA Biological Review Teams, and, new for this report, assessment of progress toward biological/environmental performance standards. As for the 2012 report, it will summarize our cumulative accomplishments, review survival and fish return status based on available information, propose corrective actions where we may be off track programmatically, and address any significant new information from new research, and monitoring and evaluation results. More comprehensive assessment of longer term performance targets will be possible for this evaluation as the result of more complete biological and environmental monitoring information at this time.

Coordination with the Regional Implementations Oversight Group for the 2015 report will include consideration of adaptive management and contingencies using the diagnostic performance framework in Figure 1.

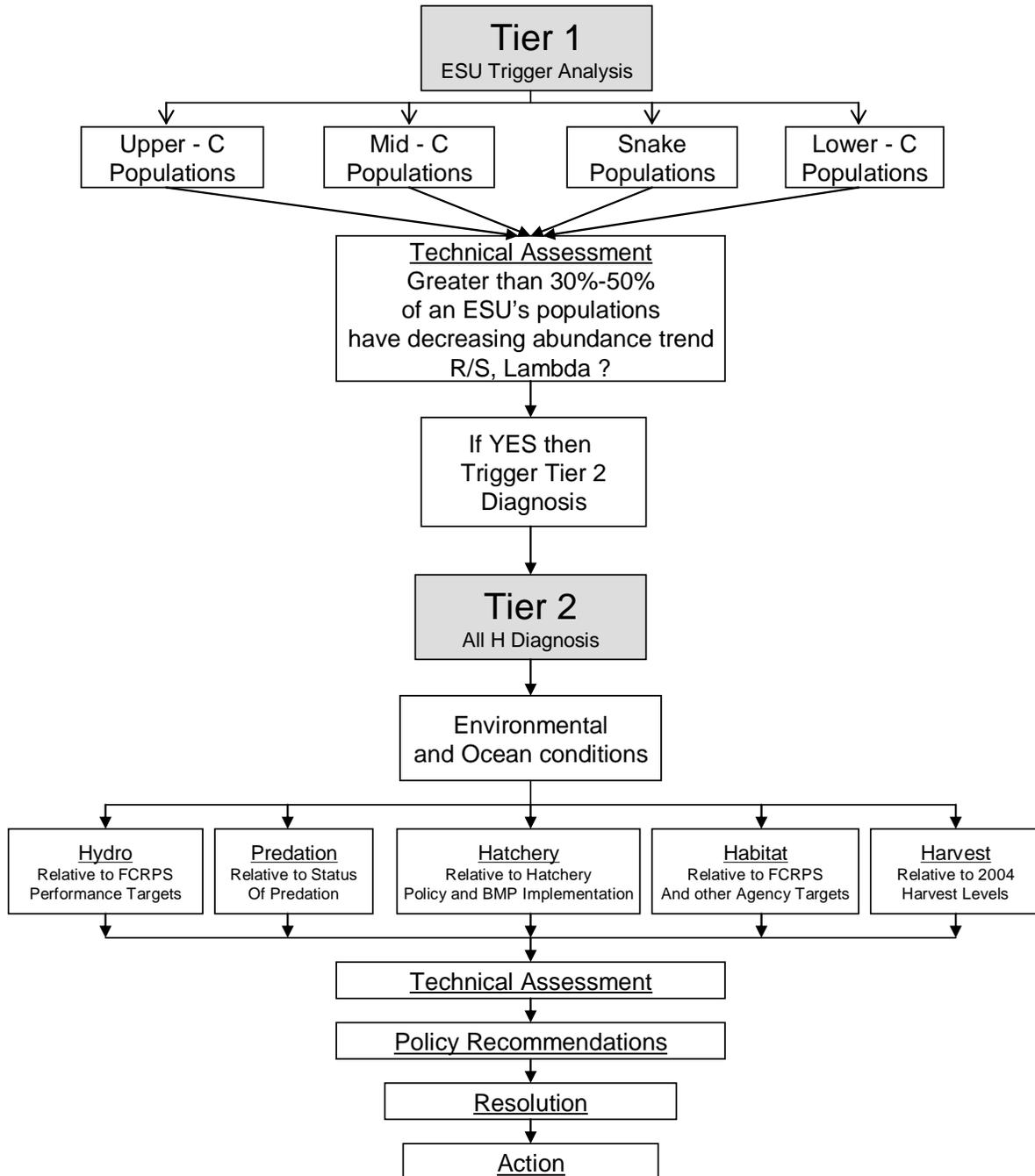
## ***2.4 Reporting Clear Signals for Adaptive Management***

As part of the 2012 and 2015 Comprehensive Evaluations, the Action Agencies will use the following Green-Yellow-Red signals to gauge their success, challenges, and failures:

- **Green: Standard Met or Exceeded:** If Annual Progress Reports show that compliance or performance standards for a particular strategy have been met, the strategy will be maintained. If Annual Progress Reports show that compliance or anticipated performance standards for a particular strategy has been exceeded, the strategies may also be adjusted.
- **Yellow: Obstacles or Delays in Meeting Standards:** If Annual Progress Reports show that issues are hindering or delaying achievement of performance standards, modifications of approach or schedule may be necessary to get back on track.
- **Red: Compliance/Standard Not Met:** If Annual Progress Reports show a failure to achieve compliance or performance standards for a particular strategy, a response will be necessary. This response may involve modification of the specific strategy not meeting expectations, or implementation of other cost-effective strategies. Depending on degree, more aggressive contingencies might be pursued. In the alternative, re-consultation might be necessary.

Red and yellow signals will be discussed with the Regional Implementation Oversight Group.

**Figure 1**  
**Performance Diagnosis Framework**



### **3. Contingencies**

Contingencies are alternative actions, plans or approaches for addressing failure to meet performance standards, in other words a “Red” signal as described above.

#### **3.1 Specific Contingencies**

The Action Agencies have committed to explore specific contingencies we have been able to identify through coordination with States and Tribes, in advance of knowing whether they will actually need to be deployed:

- For dam modifications, Configuration Operations Plans (COPs) include specific Phase 2 actions to be pursued in the event initial actions do not achieve performance standards for juvenile dam passage.
- For sockeye safety net production, the Action Agencies are investigating alternatives to the current expansion program, including lower river production and Wallowa Lake production, in the event that the expansion effort is not successful.
- For tributary and estuary habitat, the failure of an individual project to be implemented would lead to a replacement project of equal or greater biological value being implemented.

#### **3.2 Other Contingencies**

The Action Agencies acknowledge the need to consider other contingencies in the event that actions under this new BiOp do not prove successful, even after adaptive management. As a result, we commit to the following approach in coordination with States and Tribes:

- In the course of the 2012 and the 2015 comprehensive evaluations, the Action Agencies will include the All H diagnosis described in Table X.
- Tier 1 of this approach includes consideration of the status of abundance, trends, and productivity of the ESUs. Tier 2 includes consideration of whether the actions of the FCRPS are on track to meet H specific performance standards by 2017, as well as progress being through broader regional actions.
- Contingencies under this section may be advisable if ESA-listed fish are not making expected progress toward recovery goals and the All H diagnosis confirms that the FCRPS is a significant factor.

Based on this review, the Action Agencies will coordinate with States and Tribes using the Regional Implementations Oversight Group process described below to identify, evaluate, and develop proposed schedules for contingent actions to be implemented after 2017.

- Contingent actions should address the appropriate limiting factors identified in the All H diagnostic analysis and having a high likelihood of enhancing fish survival.
- Both biological-effectiveness and cost-effectiveness should be considered.
- The All H diagnosis process presented in Table XX will be used to guide the Regional Implementations Oversight Group consideration.

Once contingencies are identified, the Action Agencies will evaluate them for biological, economic, technical and institutional feasibility. If feasible, the Action Agencies will proceed

with pre-planning, design, and funding/authorization as appropriate, so that the actions can be implemented on schedule.

#### **4. Collaboration and Oversight of Implementation**

The Federal Agencies, States and Tribes would like to continue to collaborate and oversee implementation of recovery actions across the salmon and steelhead lifecycle. Acknowledging the value gained from the remand collaboration Policy Work Group, the Action Agencies will support a Regional Implementations Oversight Group (*tentative name*) to oversee the implementation of the FCRPS BiOp, in aggregate with the conservation and recovery actions of others.

Like the PWG, we recommend that the Regional Implementations Oversight Group consists of senior policy representatives, representing federal, state, and tribal sovereigns, appointed by:

- Federal executives to represent the following federal agencies: NMFS, BPA, Bureau of Reclamation, Corps of Engineers, and USFWS.
- The Governors representing the states of Montana, Idaho, Washington and Oregon.
- Tribal governments appointed by Tribal councils.

An MOA to memorialize the Regional Implementation Oversight Group would be desirable to provide operating principles and protocols. The Regional Implementations Oversight Group may form subcommittees to oversee the hydro and predator management, estuary and tributary habitat, hatchery and harvest, and RM&E.

Responsibilities of the Regional Implementations Oversight Group would include;

- Review implementation of FCRPS ESA actions and results;
- Review implementation of lifecycle recovery actions by others, including States and Tribes Discuss and attempt to resolve salmon and steelhead issues in ways that minimize or result in no adverse impact on other Columbia Basin fish and wildlife;
- Clarify, address, and narrow policy issues and differences relating to implementation;
- Promote coordinated funding and partnerships;
- Emphasize “on-the ground” actions that meet or exceed legal requirements and provide accountability for results in a biologically effective and cost-efficient manner;
- Coordinate regarding the annual and comprehensive progress reports prepared by the Action Agencies, including adaptive management decisions and consideration of contingencies.
- Hold an annual meeting to review how well actions by the FCRPS and others have been implemented and the success in meeting the appropriate performance standards.
- Coordinate implementation and oversight of the PA with other regional process (e.g., Power and Conservation Council; Regional Forum; U.S. v. Oregon; NOAA recovery process) to minimize duplication and promote efficiencies).

In year ten, the Regional Implementations Oversight Group will consider the effectiveness of the BiOp. It will also consider whether a new PA is desirable, or whether an extension of the current PA/BiOp would be appropriate, taking into account that biological benefits of FCRPS actions from 2007-2017 will continue to be expressed in adult returns and other measures in the next decade.