APPENDIX D

Regional Coordination and Integration

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The Portland City Council's directive to achieve clean and healthy river conditions and watersheds and assist with the recovery of federally listed salmonids must be carried out with coordination and collaboration with other entities—both public and private—within the entire Willamette watershed and the entire range of the evolutionarily significant units (ESUs) of the listed species. Although the City of Portland will focus attention on achieving watershed health within its own watersheds, it will also conduct its efforts within a regional context that includes the Columbia River and various upstream and downstream communities and resources. For example, the City will consider (and where appropriate may integrate) regional planning and recovery actions such as those outlined in *Wy-Kan-Ush-Mi-Wa-Kush-Wit: The Spirit of the Salmon* (Columbia River Intertribal Fish Commission 1995), NOAA Fisheries recovery plans and biological opinions, Northwest Power and Conservation Council subbasin plans and the Oregon Plan for Salmon and Watersheds in the Columbia and Willamette river basins. In addition, Portland's geographic location is an important factor in water quality and salmon recovery; this means that decisions and actions taken by jurisdictions upstream from Portland need to be coordinated with the City of Portland because those actions will affect local conditions and, consequently, decisions made by the City. Similarly, the City of Portland needs to coordinate with upstream jurisdictions to make sure that upstream investments are not diminished by actions (or inaction) in Portland.

For this reason, the City of Portland has taken a variety of steps to ensure that its actions are consistent with actions taken by other entities within the Willamette watershed and within the ranges of the ESUs of listed species. The City also is attempting to capture basinwide habitat, water quality and other information at the appropriate scale to inform its decisions.

The City of Portland is playing an active role in a number of collaborative regional efforts to restore fish and wildlife and improve water quality and watershed conditions. Portland's collaborative approach builds partnerships with federal, state, tribal and other local governments throughout the region and with the public. It integrates several different planning efforts, including ESA recovery planning, Northwest Power and Conservation Council subbasin planning, state salmon recovery planning, state water quality planning and regional wildlife planning, into a single watershed-based approach. This approach will do the following:

The City is integrating multiple planning efforts, from ESA recovery planning to regional water quality planning, into a single, watershed-based approach.

- Ensure consistency in goals, strategies, actions and priorities across the region
- Avoid costly duplication of efforts and provide economy of scale
- Establish a partnership of federal, state, tribal and local agencies and the public for effective and efficient coordination of research, planning, implementation and monitoring efforts for protection and restoration of watershed health

Portland participates in the following activities, among others:

- Federal ESA recovery planning efforts administered by NOAA Fisheries (for listed Chinook salmon, chum salmon and steelhead) and the U.S. Fish and Wildlife Service (for bald eagles, cutthroat trout and other species). Portland participates on the NOAA Fisheries Executive Committee guiding the development of a recovery plan for listed species in the Willamette and lower Columbia region. The plan is being created through a collaborative effort involving federal and state agencies, tribes, local governments and the public. The City will use the process described in this *Framework* to create the portion of the NOAA recovery plans that address the area within Portland's jurisdiction.
- Development of a Northwest Power and Conservation Council (NPCC) subbasin-level recovery plan for the Willamette Basin that will help protect, provide mitigation for and enhance fish and wildlife populations adversely affected by the development and operation of the Columbia River Power System. The completed subbasin plan for the Willamette Basin will be adopted as part of NPCC's Columbia River Basin Fish and Wildlife Program and will help direct Bonneville Power Administration (BPA) funding of watershed-related projects. Through the Willamette Restoration Initiative (WRI, see below), Portland staff are working on planning and technical elements of the Willamette Subbasin Plan, and the City has a representative on the board of WRI.
- The Willamette Total Maximum Daily Load (TMDL) Council, a group of "stakeholders" formed by the Oregon Department of Environmental Quality (DEQ). The council is working on developing TMDLs and load allocations for individual designated management agencies (DMAs), modeling management scenarios and preparing a water quality management plan. The DMAs will then draft implementation plans. Representatives of agriculture, municipalities, industry, the tribes, fishing, forestry, developers, government, federal dam operators and environmental groups have been invited to participate. The City of Portland participates in the council via membership in the Association of Clean Water Agencies (ACWA), which has two positions on the council.
- Technical activities. The City of Portland has collected riparian and instream habitat observations for each of its watersheds using the protocol in the *Oregon Watershed Enhancement Manual* (Governor's Watershed Enhancement Board 1999). The City is using the EDT model developed by the Northwest Power and Conservation Council and others to assess habitat conditions and prioritize protection and restoration actions. The City's approach is modeled after the Northwest Power and Conservation Council's subbasin planning process. The City has partnered with the Oregon Department of Fish and Wildlife (ODFW) to conduct fish research and complete ODFW's regional fish data set. The City of Portland has an Intergovernmental Agreement with DEQ to facilitate collaboration and integration on pollution source control and stormwater issues.
- Intergovernmental planning. The City of Portland created an intergovernmental agreement with Seattle and other Puget Sound jurisdictions to develop a consistent conceptual foundation for the recovery of salmonids in an urban context. City staff also participate in the Willamette Urban Watershed Network and the Oregon Plan for Salmon and Watersheds Implementation Team.

- Local collaborations. Portland collaborates actively with the Johnson Creek Interjurisdictional Committee, local watershed councils and neighboring jurisdictions, such as Washington County's Clean Water Services and Clackamas County's Water and Environment Services.
- Portland River Trust. Portland has established a "River Trust" with the U.S. Environmental Protection Agency (EPA), NOAA Fisheries and the U.S. Army Corps of Engineers. Success in enhancing watershed health will be accomplished through effective partnerships and more effective intergovernmental working relations with relevant federal and state agencies. The Portland River Trust is the key to bringing those agencies together. It is the mechanism for establishing a new and more effective relationship among the federal, state and local government entities that make key decisions on the future of the lower Willamette River. The Portland River Trust is designed to help the City and federal agencies address river issues more comprehensively and to allow local needs and creativity to meet and surpass federal requirements. The partnership is defined by an agreement from all levels on specific goals, measures and benchmarks.

There is no single entity responsible for planning at the regional watershed or ESU scale. As the City begins to apply the watershed management process in the *Framework*, more emphasis will be placed on working with the state and NOAA Fisheries to improve integration of efforts of multiple entities. The City believes that its approach is consistent with or supportive of approaches being used by other jurisdictions and agencies and, more importantly, that the tools and techniques it is developing can be adjusted to ensure that Portland's work fits well within the broader regional efforts.

The tools and techniques presented in the *Framework* can be adjusted to ensure that Portland's work fits well within broader regional efforts to improve watershed health.

In the absence of a fully integrated regional approach, the City of Portland believes that its strategies and techniques will result in scientifically sound actions that can be implemented and measured within the City's legal constraints.

In the meantime, numerous state and local regulations, programs and activities have important linkages to the City of Portland's efforts to achieve watershed health. The City plans to continue to be involved in, coordinate with and exchange information with these programs and activities to help improve integration across jurisdictional responsibilities and boundaries. In addition, the City will continue to recommend to NOAA Fisheries, the state government of Oregon, the Northwest Power and Conservation Council and other entities ways to improve coordination and integration of efforts within Portland at larger geographic scales.

Additional Active Local and Regional Partnerships and Collaboration

In addition to the activities described above, the City of Portland's integrated watershed planning efforts include active partnerships or collaboration with the following:

Lower Willamette Group. The City is a member of this group composed of parties potentially responsible for the Portland Harbor Superfund cleanup being conducted under the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA).

Metro ESA Coordinators Group. The Metro ESA Coordinators Group is made up of natural resource and planning staff representing many of the 23 government jurisdictions within the boundary of the Portland area's regional government, Metro. The group meets monthly to share information and provide a single forum for federal and other natural resource staffs to provide briefings and answer questions.

Oregon Plan for Salmon and Watersheds. Governor Kitzhaber unveiled his Oregon Plan for coastal salmon recovery in August 1996. This plan and a subsequent steelhead supplement and Executive Order in January 1999 committed state agencies to enforce environmental laws, coordinate activities for protecting listed salmonids and provide technical assistance to local conservation activities. The plan's stated goal is "to restore salmon to a level at which they can once again be part of people's lives." The Oregon Plan identified how private interests could work through local watershed councils, identified restoration activities on forest lands to be completed by forest industries and identified water quality planning opportunities at a basin level. The City of Portland, which has participated on the Oregon Plan Implementation Team, is committed to embracing the goals and approaches in the Oregon Plan.

Oregon Subbasin Planning Coordination Group. This group is made up of key state, federal and tribal agencies responsible for managing fish, wildlife and other natural resources. The group is responsible for organizing and managing the State of Oregon's work related to the Northwest Power and Conservation Council's subbasin planning process. The group also manages a team of state technical experts who support local planners.

Puget Sound Coordination on Urban Blueprint for Restoration. The City of Portland worked with cities in the Puget Sound region (Seattle, Tacoma, and Bellingham) to identify and discuss issues common to the restoration of salmon in urban watersheds, and to discuss and negotiate common elements with NOAA Fisheries.

Willamette Restoration Initiative (WRI). Established by the Governor of Oregon in response to recommendations from the Governor's Willamette River Task Force, the Willamette Restoration Initiative (WRI) is an ongoing project that seeks to coordinate efforts to protect and restore the watershed's health. The WRI has no legal authority but is intended to collaborate with various organizations (such as local governments, soil and water conservation districts, and other groups and programs) to provide a unified regional approach to improving fish and wildlife habitat, enhancing water quality and managing floodplains in the Willamette Basin, within the context of human habitation and projected population growth.

The WRI is serving as the lead entity for developing the "Willamette Subbasin Plan" as part of NPCC's program to protect, mitigate, and enhance fish and wildlife of the Columbia River Basin and to make annual funding recommendations to BPA for projects to implement the program. In developing the subbasin plan, WRI is working closely with its extensive stakeholders network, local groups, private and public technical experts, state and federal wildlife, land and water managers, NOAA Fisheries, the U.S. Fish and Wildlife Service

(USFWS), the U.S. Army Corps of Engineers, the Oregon Department of Fish and Wildlife (ODFW), area tribes, the Oregon Coordinating Group and the Technical Outreach and Assistance Team (TOAST). The WRI intends to complete subbasin planning products in May 2004.

The subbasin plan will document subbasin conditions and evaluate and define strategies that will drive the implementation of the Council's Fish and Wildlife Program at the subbasin level. Fish and wildlife population and habitat management goals and objectives, including harvest, natural and hatchery production will be developed for a 10- to 15-year horizon. Strategies to meet goals for habitat protection and restoration will be prioritized in collaboration with local stakeholders in the planning process. NOAA Fisheries and USFWS will also use the plan in their recovery planning efforts for threatened and endangered species. The plan will be evaluated for consistency with the Clean Water Act, the Endangered Species Act and federal treaty and trust responsibilities with the basin's Native American tribes. As intended by NPCC, the subbasin planning process will rely mostly on existing assessment information and focus the majority of effort on the management plan and strategies.

The WRI will rely on multiple partnering organizations in developing the subbasin plan. The City of Portland is playing an important coordinating role with the WRI as it prepares the Willamette Subbasin Plan. The City is providing in-kind and consultant services to the process. WRI will be creating technical and policy teams and engaging in some public process as it develops the Willamette Subbasin Plan. This will occur at the same time the City is developing the Willamette Watershed Plan, the Water Resources Development Act (WRDA) General Investigation and the River Renaissance Plan.

WRI anticipates spending significant time developing multiple Ecosystem Diagnosis and Treatment (EDT) models and assessing wildlife populations and habitat needs. A key element of the in-kind services being provided is the City's EDT analysis of Portland's waterways, including the Lower Willamette, Johnson Creek and Fanno-Tryon creeks. In addition to Portland's EDT work, WRI is committing to conducting EDT analyses on two additional Willamette tributaries: the Clackamas and McKenzie rivers. WRI is working with groups in both watersheds to get a start on this effort. The City of Portland has been working with Clackamas County Water and Environment Services on applying EDT in the Clackamas River watershed.

WRI also is working with other partners to secure additional resources for the subbasin planning effort, notably the U.S. Army Corps of Engineers. Since 1996, the Corps has been working on a major investigation dealing with floodplain restoration. After examining the content and process of subbasin planning, the Corps determined that it can provide a critical context for any additional floodplain study in the basin. Because WRI is the lead entity in subbasin planning, the Corps has approached WRI about being a nonfederal sponsor of further floodplain restoration research.

Willamette Urban Watershed Network. The Willamette Urban Watershed Network (WUW-Net) is a group of environmental professionals who have volunteered to work toward watershed health and salmon recovery in the urban areas of the Willamette River Basin. The purpose of the WUW-Net is to promote collaboration among local, state and federal agencies to help solve watershed and species problems related to urbanization. An

important focus of this effort is addressing Endangered Species Act compliance and species recovery needs in the urban setting. WUW-Net provides a unique forum for the City of Portland to share information and collaborate on basinwide issues.

Other Key Sources of Pertinent Information or Information Exchange

The City of Portland's integrated watershed management efforts also consider the following as key sources of pertinent information or information exchange:

Columbia River Inter-Tribal Fish Commission. The Inter-Tribal Fish Commission supports salmon recovery through the protection and restoration of watersheds in the Columbia Basin (Columbia River Inter-Tribal Fish Commission 1995). This effort emphasizes the importance of the entire watershed, including uplands, to well-functioning rivers and streams and is based on science, ecology and traditional Native American understanding of and respect for the natural world. It includes healthy human communities as part of healthy landscapes. The Inter-Tribal Fish Commission endorsed the *Oregon Watershed Assessment Manual* (Governor's Watershed Enhancement Board 1999) as a good watershed assessment resource.

King County, Washington. King County has embarked on regional watershed planning and implementation, reflecting governmental response to habitat degradation caused by the Seattle region's large population and growth rates over the past decades. King County and others have initiated the Puget Sound Ecosystem Restoration Initiative, a proposed program to restore habitat for salmon and other species throughout the Puget Sound Basin (Tri-County Salmon Conservation Coalition, Tri-County Model 4(d) Rule Response, April 19, 2002, www.salmoninfo.org). The initiative's goals are to identify, prioritize and construct the most effective habitat projects in the 17 watersheds in the basin. This science-based plan may provide an excellent model for similar efforts in the Portland area.

Lower Columbia River Estuary Plan. The Lower Columbia River Estuary Plan's mission is to preserve and enhance the water quality of the estuary to support its biological and human communities (Jerrick 1999). Developed by the governors of Oregon and Washington, the U.S. Environmental Protection Agency and other parties, this project relates to the Portland area because the water, and all of the sediments and pollutants contained therein, derive from or pass through the Portland area to reach the estuary—an excellent example of cumulative effects. The Estuary Plan offers strategies for aquatic ecosystem monitoring, information management and a program for analysis and inventory. The Estuary Plan's board is currently working with NOAA Fisheries to tie its efforts more closely to Endangered Species Act-related salmonid conservation efforts.

Metro's Regional (Goal 5) Fish and Wildlife Habitat Protection Program. Part of Metro's Nature in the Neighborhood initiative, the Regional (Goal 5) Fish and Wildlife Habitat Protection Program establishes minimum standards for consistent protection of Class I and Class II riparian areas in the Portland Metro region—standards that governments within the Metro area will, for the most part, be required to comply with. Class I and II riparian areas are the highest value stream corridors, floodplains and headwater streams, which provide ecological functions such as shade, pollution control, flood storage and nutrient cycling for

nearly 300 native fish and wildlife species in the region. The Regional Fish and Wildlife Habitat Protection Program also promotes habitat-friendly development through a suite of voluntary, incentive-based nonregulatory measures, and it proposes a regional bond measure in 2006 to acquire natural areas as public-access open space. In addition, the program is consistent with Oregon's Statewide Planning Goal 5, which requires that natural resources be inventoried and evaluated (see "Key State and Regional Regulations" in Appendix B).

NOAA Fisheries Technical Recovery Team. NOAA Fisheries has formed a Technical Recovery Team (TRT) for the Lower Columbia River evolutionarily significant units (ESUs) of steelhead trout and Chinook salmon. This team will be responsible for setting viable salmonid population goals for the ESU (see Appendix F). The City of Portland will work with the TRT to ensure that the City's watershed and habitat conservation efforts are consistent with salmonid recovery planning throughout the region. NOAA Fisheries also has formed an executive committee to assist the TRT in developing a recovery plan for the Willamette and lower Columbia rivers. The City of Portland is a member of this executive committee.

Northwest Habitat Institute. This Corvallis, Oregon-based nonprofit scientific and educational organization (www.nwhi.org/nhi/default.asp) has produced an online "Interactive Biodiversity Information System" that includes wildlife-habitat relationship data for native species and habitats of the northwestern U.S. The Northwest Habitat Institute has used this database to determine the extent to which ecosystems are currently "fully functional" and how functions have changed or been compromised by land use activities, as well as to help identify and prioritize areas for protection and restoration. The City of Portland will make use of the Northwest Habitat Institute's information as it addresses the terrestrial components of watershed management.

Northwest Power and Conservation Council (NPCC). The Northwest Power Act, passed in 1980, created the Northwest Power and Conservation Council to give the governors of Oregon, Washington, Montana and Idaho valuable tools for use in addressing energy, fish and wildlife concerns in the region. The Council has developed a Columbia River Basin fish and wildlife program that guides the mitigation and restoration actions undertaken by the Bonneville Power Administration (Northwest Power and Conservation Council 2001). These tools include substantial input into the investment of power ratepayer money in energy, fish and wildlife initiatives; an open forum for public debate; and the capability to provide high-quality, independent analyses of complex resource issues. The Council's responsibility is to mitigate the impact of hydropower dams on all fish and wildlife in the Columbia River Basin through a program of enhancement and protection, and to provide guidance and recommendations on projects funded through Bonneville Power Administration revenues. (The cost of these projects amounts to hundreds of millions of dollars per year.) The Council has undertaken a number of important restoration-related activities in recent years, including input on subbasin inventory, assessment and planning; development of a fish and wildlife program for the Columbia Basin; and publication of several major scientific reports.

Oregon Watershed Enhancement Board (OWEB). The Oregon Watershed Enhancement Board administers State Lottery proceeds to fund watershed restoration projects and support watershed councils. OWEB will collaborate with the federal government as it implements

its mission to promote and implement programs to restore, maintain and enhance watersheds in Oregon, and to protect the economic and social well-being of the state and its citizens.

Pacific Northwest Ecosystem Research Consortium (PNERC). PNERC is an interdisciplinary research group made up of scientists from Oregon's state universities, EPA, private research consultants and others (Pacific Northwest Ecosystem Research Consortium 2002). The consortium's goals are to understand the ecological consequences of societal decisions in the Pacific Northwest, develop transferable tools to support management of ecosystems at multiple spatial scales and strengthen linkages between ecosystem research activities and ecosystem management applications in the Pacific Northwest**.** Specific objectives are to characterize ecosystem condition and change, identify and understand critical processes and evaluate outcomes (including modeling alternative future scenarios and potential consequences of these alternatives to humans and the environment). PNERC offers several data products, including maps modeling Willamette Valley land use from the 1850s and existing habitats in the Willamette Valley, and Habitat Suitability Index models for wildlife species in which wildlife trends may be modeled under various future alternatives.

Port of Portland Riverbank Management Program. Since 1997, the Port of Portland's Marine Division has managed the 11 miles of riverbank that it owns along the Willamette and Columbia rivers to protect the property from erosion and provide wildlife habitat. As part of this voluntary, comprehensive program, the Marine Division removes nonnative vegetation, plants native species, uses geotextile fabric wraps and large wood structures to stabilize the riverbank, and conducts annual surveys and monitoring. In 2005 the Marine Division reconstructed five acres of riverbank at Toyota's facility in St. John's.

Tualatin Basin Goal 5 Planning Process. A Tualatin Basin consortium of ten cities, Washington County, Clean Water Services and the Tualatin Hills Parks and Recreation District, in coordination with Metro, will develop its own basin-wide fish and wildlife habitat protection program, using Metro's habitat inventory. The basin approach proposes using existing Clean Water Services' protection standards coupled with expansion of a capital program to support restoration and volunteer activities. Metro passed a resolution to approve the Tualatin Basin approach as part of the regional program. Metro has agreed to apply the protection and restoration program developed by the Tualatin Basin consortium, if the basin's proposed program meets regional habitat goals.

Urban Ecosystem Research Consortium (UERC). UERC is a consortium of individuals from area academic institutions, public agencies, local governments, nonprofit organizations and other groups interested in advancing the state of the science of urban ecosystems, particularly in the Portland/Vancouver area. Among other activities, UERC sponsors an annual symposium that provides a forum for networking and exchanging information related to urban ecology and its application to natural resource conservation, natural area management, environmental planning, habitat restoration and the social sciences. UERC also has working groups that focus on providing direction and support for urban ecosystem research, creating an information-sharing network for data collection and application, and tracking, housing and providing access to information related to urban ecosystems.