## HOUSE BILL 1577

State of Washington 60th Legislature 2007 Regular Session

By Representative B. Sullivan; by request of Office of Financial Management

Read first time 01/23/2007. Referred to Committee on Agriculture & Natural Resources.

- 1 AN ACT Relating to the salmon recovery office; amending RCW
- 2 77.85.005, 77.85.010, 77.85.020, 77.85.030, 77.85.040, 77.85.090,
- 3 77.85.150, 77.85.200, 43.41.270, and 79A.25.240; providing an effective
- 4 date; and declaring an emergency.
- 5 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- 6 **Sec. 1.** RCW 77.85.005 and 2005 c 309 s 1 are each amended to read 7 as follows:
- 8 The legislature finds that repeated attempts to improve salmonid
- 9 fish runs throughout the state of Washington have failed to avert
- 10 listings of salmon and steelhead runs as threatened or endangered under
- 11 the federal endangered species act (16 U.S.C. Sec. 1531 et seq.).
- 12 These listings threaten the sport, commercial, and tribal fishing
- 13 industries as well as the economic well-being and vitality of vast
- 14 areas of the state. It is the intent of the legislature to begin
- 15 activities required for the recovery of salmon stocks as soon as
- 16 possible, although the legislature understands that successful recovery
- 17 efforts may not be realized for many years because of the life cycle of
- 18 salmon and the complex array of natural and human-caused problems they
- 19 face.

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The legislature finds that it is in the interest of the citizens of the state of Washington for the state to retain primary responsibility for managing the natural resources of the state, rather than abdicate those responsibilities to the federal government, and that the state may best accomplish this objective by integrating local and regional recovery activities into a statewide strategy that can make the most effective use of provisions of federal laws allowing for a state lead salmon recovery, delivered through implementation activities consistent with regional and watershed recovery plans. The legislature also finds that a statewide salmon recovery strategy must be developed and implemented through an active public involvement process in order to ensure public participation in, and support for, salmon recovery. The legislature also finds that there is a substantial link between the provisions of the federal endangered species act and the federal clean water act (33 U.S.C. Sec. 1251 et seq.). The legislature further finds that habitat restoration is a vital component of salmon recovery Therefore, it is the intent of the legislature to specifically address salmon habitat restoration in a coordinated manner and to develop a structure that allows for the coordinated delivery of federal, state, and local assistance to communities for habitat projects that will assist in the recovery and enhancement of salmon stocks. A strong watershed-based locally implemented plan is essential for local, regional, and statewide salmon recovery.

The legislature also finds that credible scientific review and oversight is essential for any salmon recovery effort to be successful.

The legislature further finds that it is important to monitor the overall health of the salmon resource to determine if recovery efforts are providing expected returns. It is important to monitor salmon habitat projects and salmon recovery activities to determine their effectiveness in order to secure federal acceptance of the state's approach to salmon recovery. Adaptive management cannot exist without monitoring. For these reasons, the legislature believes that a coordinated and integrated monitoring system should be developed and implemented.

The legislature therefore finds that a coordinated framework for responding to the salmon crisis is needed immediately. To that end, the <u>statewide</u> salmon recovery office ((<del>should be</del>)) <u>is</u> created within the ((<del>governor's</del>)) office <u>of the interagency committee for outdoor</u>

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recreation to provide overall coordination of the state's response; an independent science panel is needed to provide scientific review and oversight; a coordinated state funding process should be established through a salmon recovery funding board; the appropriate local or tribal government should provide local leadership in identifying and sequencing habitat projects to be funded by state agencies; habitat projects should be implemented without delay; and a strong locally based effort to restore salmon habitat should be established by providing a framework to allow citizen volunteers to work effectively. 

Sec. 2. RCW 77.85.010 and 2005 c 309 s 2 are each amended to read as follows:

The definitions in this section apply throughout this chapter unless the context clearly requires otherwise.

- (1) "Adaptive management" means reliance on scientific methods to test the results of actions taken so that the management and related policy can be changed promptly and appropriately.
- (2) "Critical pathways methodology" means a project scheduling and management process for examining interactions between habitat projects and salmonid species, prioritizing habitat projects, and assuring positive benefits from habitat projects.
- (3) "Habitat project list" is the list of projects resulting from the critical pathways methodology under RCW 77.85.060(2). Each project on the list must have a written agreement from the landowner on whose land the project will be implemented. Projects include habitat restoration projects, habitat protection projects, habitat projects that improve water quality, habitat projects that protect water quality, habitat-related mitigation projects, and habitat project maintenance and monitoring activities.
- (4) "Habitat work schedule" means those projects from the habitat project list that will be implemented during the current funding cycle. The schedule shall also include a list of the entities and individuals implementing projects, the start date, duration, estimated date of completion, estimated cost, and funding sources for the projects.
- (5) "Limiting factors" means conditions that limit the ability of habitat to fully sustain populations of salmon. These factors are primarily fish passage barriers and degraded estuarine areas, riparian corridors, stream channels, and wetlands.

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- (6) "Project sponsor" is a county, city, special district, tribal 1 2 government, state agency, a combination of such governments through interlocal or interagency agreements, a nonprofit organization, 3 regional fisheries enhancement group, or one or more private citizens. 4 5 A project sponsored by a state agency may be funded by the board only if it is included on the habitat project list submitted by the lead 6 7 entity for that area and the state agency has a local partner that would otherwise qualify as a project sponsor. 8
  - (7) "Regional recovery organization" or "regional salmon recovery organization" means an entity formed under RCW 77.85.090 for the purpose of recovering salmon, which is recognized in statute or by the <a href="statewide">statewide</a> salmon recovery office.
  - (8) "Salmon" includes all species of the family Salmonidae which are capable of self-sustaining, natural production.
  - (9) "Salmon recovery plan" means a state or regional plan developed in response to a proposed or actual listing under the federal endangered species act that addresses limiting factors including, but not limited to harvest, hatchery, hydropower, habitat, and other factors of decline.
  - (10) "Salmon recovery region" means geographic areas of the state identified or formed under RCW 77.85.090 that encompass groups of watersheds in the state with common stocks of salmon identified for recovery activities, and that generally are consistent with the geographic areas within the state identified by the national oceanic and atmospheric administration or the United States fish and wildlife service for activities under the federal endangered species act.
  - (11) "Salmon recovery strategy" means the strategy adopted under RCW 77.85.150 and includes the compilation of all subbasin and regional salmon recovery plans developed in response to a proposed or actual listing under the federal endangered species act with state hatchery, harvest, and hydropower plans compiled in accordance with RCW 77.85.150.
    - (12) "Tribe" or "tribes" means federally recognized Indian tribes.
- 34 (13) "WRIA" means a water resource inventory area established in 35 chapter 173-500 WAC as it existed on January 1, 1997.
- 36 (14) "Owner" means the person holding title to the land or the 37 person under contract with the owner to lease or manage the legal 38 owner's property.

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1 **Sec. 3.** RCW 77.85.020 and 2005 c 309 s 3 are each amended to read 2 as follows:

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- (1) ((By December 1, 2006)) No later than January 31, 2009, and every odd-numbered year thereafter, the ((governor)) statewide salmon recovery office shall submit a biennial state of the salmon report to the legislature and the governor regarding the implementation of the state's salmon recovery strategy. The report may include the following:
- (a) A description of the amount of in-kind and financial contributions, including volunteer, private, and state, federal, tribal as available, and local government money directly spent on salmon recovery in response to actual, proposed, or expected endangered species act listings;
  - (b) A summary of habitat projects including but not limited to:
- 15 (i) A summary of accomplishments in removing barriers to salmon 16 passage and an identification of existing barriers;
- 17 (ii) A summary of salmon restoration efforts undertaken in the past 18 two years;
- 19 (iii) A summary of the role which private volunteer initiatives 20 contribute in salmon habitat restoration efforts; and
  - (iv) A summary of efforts taken to protect salmon habitat;
- 22 (c) A summary of collaborative efforts undertaken with adjoining states or Canada;
- 24 (d) A summary of harvest and hatchery management activities 25 affecting salmon recovery;
  - (e) A summary of information regarding impediments to successful salmon recovery efforts;
  - (f) A summary of the number and types of violations of existing laws pertaining to: (i) Water quality; and (ii) salmon. The summary shall include information about the types of sanctions imposed for these violations;
  - (g) Information on the estimated carrying capacity of new habitat created pursuant to chapter 246, Laws of 1998; and
- 34 (h) Recommendations to the legislature that would further the success of salmon recovery. The recommendations may include:
- 36 (i) The need to expand or improve nonregulatory programs and 37 activities;

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- 1 (ii) The need to expand or improve state and local laws and 2 regulations; and
  - (iii) Recommendations for state funding assistance to recovery activities and projects.
  - (2) The report shall summarize the monitoring data coordinated by the monitoring forum. The summary must include but is not limited to data and analysis related to:
    - (a) Measures of progress in fish recovery;

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- 9 (b) Measures of factors limiting recovery as well as trends in such 10 factors; and
- 11 (c) The status of implementation of projects and activities.
- 12 (3) The department, the department of ecology, the department of
  13 natural resources, the state conservation commission, and the
  14 governor's monitoring forum shall provide to the statewide salmon
  15 recovery office information requested by the office necessary to
  16 prepare the state of the salmon report and other reports produced by
  17 the office.
- 18 **Sec. 4.** RCW 77.85.030 and 2005 c 309 s 4 are each amended to read 19 as follows:
  - (((1))) The statewide salmon recovery office is created within the office of the ((governor)) interagency committee for outdoor recreation to coordinate state strategy to allow for salmon recovery to healthy sustainable population levels with productive commercial recreational fisheries. The primary purpose of the office is to coordinate and assist in the development, implementation, and revision of regional salmon recovery plans as an integral part of a statewide strategy developed consistent with the guiding principles and procedures under RCW 77.85.150. The ((<del>governor's</del>)) statewide salmon recovery office shall gather regional recovery plans from regional recovery organizations and submit the plans to the federal fish services for adoption as federal recovery plans. The statewide salmon recovery office shall work with regional salmon recovery organizations including the southwest Washington salmon recovery region established in RCW 77.85.090 and the Puget Sound partnership, created by chapter . . ., ([House][Senate] Bill No. .... (Z-0369/07)), Laws of 2007 on salmon recovery issues in order to ensure a coordinated and consistent

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- statewide approach to salmon recovery. The ((governor's)) statewide
  salmon recovery office may also:
- ((\(\frac{(a)}{a}\)) (1) Assist state agencies, local governments, landowners, and other interested parties in obtaining federal assurances that plans, programs, or activities are consistent with fish recovery under the federal endangered species act;
- $((\frac{b}{b}))$  (2) Act as liaison to local governments, the state congressional delegation, the United States congress, federally recognized tribes, and the federal executive branch agencies for issues related to the state's salmon recovery plans; ((and
- 11 (c))) (3) Provide periodic reports pursuant to RCW 77.85.020; and
- 12 (4) Provide, as appropriate, technical and administrative support
- 13 to the independent science panel or other science-related panels on
- 14 <u>issues pertaining to salmon recovery</u>.

- $((\frac{2)}{\text{This section expires June 30, 2007.}})$
- **Sec. 5.** RCW 77.85.040 and 2005 c 309 s 5 are each amended to read 17 as follows:
  - (1) The governor shall request the national academy of sciences, the American fisheries society, or a comparable institution to screen candidates to serve as members on the independent science panel. The institution that conducts the screening of the candidates shall submit a list of the nine most qualified candidates to the governor, the speaker of the house of representatives, and the majority leader of the senate. The candidates shall reflect expertise in habitat requirements of salmon, protection and restoration of salmon populations, artificial propagation of salmon, hydrology, or geomorphology.
  - (2) The speaker of the house of representatives and the majority leader in the senate may each remove one name from the nomination list. The governor shall consult with tribal representatives and the governor shall appoint five scientists from the remaining names on the nomination list.
  - (3) The members of the independent science panel shall serve fouryear terms. Vacant positions on the panel shall be filled in the same manner as the original appointments. Members shall serve no more than two full terms. The independent science panel members shall elect the chair of the panel among themselves every two years. Based upon

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- available funding, the ((governor's)) statewide salmon recovery office may contract for services with members of the independent science panel for compensation under chapter 39.29 RCW.
- (4) The independent science panel shall be governed by generally 4 5 accepted guidelines and practices governing the activities of independent science boards such as the national academy of sciences. 6 7 The purpose of the independent science panel is to help ensure that sound science is used in salmon recovery efforts. The ((governor's)) 8 9 statewide salmon recovery office may request review of regional salmon 10 recovery plans by the science review panel. The science panel does not have the authority to review individual projects or habitat project 11 12 lists developed under RCW 77.85.050 or 77.85.060 or to make policy The panel shall periodically submit its findings and 13 decisions. 14 recommendations under this subsection to the legislature and the 15 governor.
- 16 **Sec. 6.** RCW 77.85.090 and 2005 c 309 s 7 are each amended to read 17 as follows:
  - (1) The southwest Washington salmon recovery region, whose boundaries are provided in chapter 60, Laws of 1998, is created.
- 20 (2) Lead entities within a salmon recovery region that agree to 21 form a regional salmon recovery organization may be recognized by the 22 statewide salmon recovery office as a regional recovery organization. 23 The regional recovery organization may plan, coordinate, and monitor 24 the implementation of a regional recovery plan in accordance with RCW 77.85.150. Regional recovery organizations existing as of July 24, 25 2005, that have developed draft recovery plans approved by the 26 governor's salmon recovery office by July 1, 2005, may continue to 27 plan, coordinate, and monitor the implementation of regional recovery 28 29 plans.
- 30 **Sec. 7.** RCW 77.85.150 and 2005 c 309 s 9 are each amended to read 31 as follows:
- 32 (1) The governor, with the assistance of the <u>statewide</u> salmon 33 recovery office, shall maintain and revise, <u>as appropriate</u>, a statewide 34 salmon recovery strategy.
- 35 (2) The governor and the <u>statewide</u> salmon recovery office shall be

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guided by the following considerations in maintaining and revising the strategy:

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- (a) The strategy should identify statewide initiatives and responsibilities with regional recovery plans and local watershed initiatives as the principal means for implementing the strategy;
- (b) The strategy should emphasize collaborative, incentive-based approaches;
- (c) The strategy should address all factors limiting the recovery of Washington's listed salmon stocks, including habitat and water quality degradation, harvest and hatchery management, inadequate streamflows, and other barriers to fish passage. Where other limiting factors are beyond the state's jurisdictional authorities to respond to, such as some natural predators and high seas fishing, the strategy shall include the state's requests for federal action to effectively address these factors;
- (d) The strategy should identify immediate actions necessary to prevent extinction of a listed salmon stock, establish performance measures to determine if restoration efforts are working, recommend effective monitoring and data management, and recommend to the legislature clear and certain measures to be implemented if performance goals are not met;
- (e) The strategy shall rely on the best scientific information available and provide for incorporation of new information as it is obtained;
- (f) The strategy should seek a fair allocation of the burdens and costs upon economic and social sectors of the state whose activities may contribute to limiting the recovery of salmon; and
- (g) The strategy should seek clear measures and procedures from the appropriate federal agencies for removing Washington's salmon stocks from listing under the federal act.
- (3) ((Beginning on September 1, 2000,)) If the strategy ((shall be)) is updated ((through)), an active and thorough public involvement process, including early and meaningful opportunity for public comment, must be utilized. In obtaining public comment, the statewide salmon recovery office shall ((hold public meetings)) work with regional salmon recovery organizations throughout the state and shall encourage regional and local recovery planning efforts to ((similarly)) ensure an active public involvement process.

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1 (4) This section shall apply prospectively only and not 2 retroactively. Nothing in this section shall be construed to 3 invalidate actions taken in recovery planning at the local, regional, 4 or state level prior to July 1, 1999.

5 **Sec. 8.** RCW 77.85.200 and 2005 c 308 s 1 are each amended to read 6 as follows:

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- (1) A program for salmon and steelhead recovery is established in Clark, Cowlitz, Lewis, Skamania, and Wahkiakum counties within the habitat areas classified as the lower Columbia evolutionarily significant units by the federal national marine fisheries service. The management board created under subsection (2) of this section is responsible for developing and overseeing the implementation of the habitat portion of the salmon and steelhead recovery plan and is empowered to receive and disburse funds for the salmon and steelhead recovery initiatives. The management board created pursuant to this section shall constitute the lead entity and the committee established under RCW 77.85.050 responsible for fulfilling the requirements and exercising powers under this chapter.
- (2) A management board consisting of fifteen voting members is created within the lower Columbia evolutionarily significant units. The members shall consist of one county commissioner or designee from each of the five participating counties selected by each county legislative authority; one member representing the cities contained within the lower Columbia evolutionarily significant units as a voting member selected by the cities in the lower Columbia evolutionarily significant units; a representative of the Cowlitz Tribe appointed by the tribe; one state legislator elected from one of the legislative districts contained within the lower Columbia evolutionarily significant units selected by that group of state legislators representing the area; five representatives to include at least one member who represents private property interests appointed by the five county commissioners or designees; one hydro utility representative nominated by hydro utilities and appointed by the five county commissioners or designees; and one representative nominated from the environmental community who resides in the lower Columbia evolutionarily significant units appointed by the five county commissioners or designees. The board shall appoint and consult a

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technical advisory committee, which shall include four representatives of state agencies one each appointed by the directors of the departments of ecology, fish and wildlife, and transportation, and the commissioner of public lands. The board may also appoint additional persons to the technical advisory committee as needed. The chair of the board shall be selected from among the members of the management board by the five county commissioners or designees and the legislator on the board. In making appointments under this subsection, the county commissioners shall consider recommendations of interested parties. Vacancies shall be filled in the same manner as the original appointments were selected. No action may be brought or maintained against any management board member, the management board, or any of its agents, officers, or employees for any noncontractual acts or omissions in carrying out the purposes of this section.

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- (3)(a) The management board shall participate in the development of a habitat recovery plan to implement its responsibilities under (b) of this subsection. The management board shall consider local watershed efforts and activities as well as habitat conservation plans in the development and implementation of the recovery plan. Any of the participating counties may continue its own efforts for restoring steelhead habitat. Nothing in this section limits the authority of units of local government to enter into interlocal agreements under chapter 39.34 RCW or any other provision of law.
- (b) The management board is responsible for the development of a lower Columbia salmon and steelhead habitat recovery plan and for coordinating and monitoring the implementation of the plan. The management board will submit all future plans and amendments to plans to the ((governor's)) statewide salmon recovery office for the incorporation of hatchery, harvest, and hydropower components of the statewide salmon recovery strategy for all submissions to the national marine fisheries service. In developing and implementing the habitat recovery plan, the management board will work with appropriate federal and state agencies, tribal governments, local governments, and the public to make sure hatchery, harvest, and hydropower components receive consideration in context with the habitat component. The management board may work in cooperation with the state and the national marine fisheries service to modify the plan, or to address habitat for other aquatic species that may be subsequently listed under

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the federal endangered species act. The management board may not exercise authority over land or water within the individual counties or otherwise preempt the authority of any units of local government.

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- (c) The management board shall prioritize as appropriate and approve projects and programs related to the recovery of lower Columbia river salmon and steelhead runs, including the funding of those projects and programs, and coordinate local government efforts as prescribed in the recovery plan. The management board shall establish criteria for funding projects and programs based upon their likely value in salmon and steelhead recovery. The management board may consider local economic impact among the criteria, but jurisdictional boundaries and factors related to jurisdictional population may not be considered as part of the criteria.
- (d) The management board shall assess the factors for decline along each tributary basin in the lower Columbia. The management board is encouraged to take a stream-by-stream approach in conducting the assessment which utilizes state and local expertise, including volunteer groups, interest groups, and affected units of local government.
- (4) The management board has the authority to hire and fire staff, including an executive director, enter into contracts, accept grants and other moneys, disburse funds, make recommendations to cities and counties about potential code changes and the development of programs and incentives upon request, pay all necessary expenses, and may choose a fiduciary agent. The management board shall report on its progress on a biennial basis to the legislative bodies of the five participating counties and the state natural resource-related agencies. The management board shall prepare a final report at the conclusion of the program describing its efforts and successes in developing and implementing the lower Columbia salmon and steelhead recovery plan. The final report shall be transmitted to the appropriate committees of the legislature, the legislative bodies of the participating counties, and the state natural resource-related agencies.
  - (5) The program terminates on July 1, 2010.
- (6) For purposes of this section, "evolutionarily significant unit" means the habitat area identified for an evolutionarily significant unit of an aquatic species listed or proposed for listing as a

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threatened or endangered species under the federal endangered species act (16 U.S.C. Sec. 1531 et seq.).

- Sec. 9. RCW 43.41.270 and 2001 c 227 s 2 are each amended to read as follows:
- (1) The office of financial management shall assist natural resource-related agencies in developing outcome-focused performance measures for administering natural resource-related and environmentally based grant and loan programs. These performance measures are to be used in determining grant eligibility, for program management and performance assessment.
- (2) The office of financial management and the ((governor's)) statewide salmon recovery office shall assist natural resource-related agencies in developing recommendations for a monitoring program to measure outcome-focused performance measures required by this section. The recommendations must be consistent with the framework and coordinated monitoring strategy developed by the monitoring oversight committee established in RCW 77.85.210.
- (3) Natural resource agencies shall consult with grant or loan recipients including local governments, tribes, nongovernmental organizations, and other interested parties, and report to the office of financial management on the implementation of this section. The office of financial management shall report to the appropriate legislative committees of the legislature on the agencies' implementation of this section, including any necessary changes in current law, and funding requirements by July 31, 2002. Natural resource agencies shall assist the office of financial management in preparing the report, including complying with time frames for submitting information established by the office of financial management.
- (4) For purposes of this section, "natural resource-related agencies" include the department of ecology, the department of natural resources, the department of fish and wildlife, the state conservation commission, the interagency committee for outdoor recreation, the salmon recovery funding board, and the public works board within the department of community, trade, and economic development.
- (5) For purposes of this section, "natural resource-related environmentally based grant and loan programs" includes the

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- conservation reserve enhancement program; dairy nutrient management 1 2 grants under chapter 90.64 RCW; state conservation commission water quality grants under chapter 89.08 RCW; coordinated prevention grants, 3 public participation grants, and remedial action grants under RCW 4 70.105D.070; water pollution control facilities financing under chapter 5 70.146 RCW; aquatic lands enhancement grants under RCW ((79.24.580)) 6 7 79.105.150; habitat grants under the Washington wildlife and recreation program under RCW 79A.15.040; salmon recovery grants under chapter 8 77.85 RCW; and the public ((work[s])) works trust fund program under 9 10 chapter 43.155 RCW. The term also includes programs administered by the department of fish and wildlife related to protection or recovery 11 12 of fish stocks which are funded with moneys from the capital budget.
- 13 **Sec. 10.** RCW 79A.25.240 and 2003 c 39 s 44 are each amended to 14 read as follows:
  - The interagency committee for outdoor recreation shall provide necessary grants and loan administration support to the salmon recovery funding board as provided in RCW 77.85.120. The committee shall also be responsible for tracking salmon recovery expenditures under RCW 77.85.140. The committee shall provide all necessary administrative support to the board, and the board shall be located with the committee. ((The committee shall provide necessary information to the salmon recovery office.))
- NEW SECTION. Sec. 11. Section 4 of this act is necessary for the immediate preservation of the public peace, health, or safety, or support of the state government and its existing public institutions, and takes effect July 1, 2007.

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