



STATE OF WASHINGTON

RECREATION AND CONSERVATION OFFICE

May 2009

**Item #7: Consideration of Revised Strategic Plan**

**Prepared By:** RCO Staff, Salmon and Policy Sections

**Presented By:** Megan Duffy, Policy and Planning Specialist  
Brian Abbott, Salmon Section Manager

**Approved by the Director:**

---

**Proposed Action: Decision**

**Summary**

Recreation and Conservation Office (RCO) staff prepared the attached revision to the Salmon Recovery Funding Board (board) strategic plan for the board's consideration.

**Staff Recommendation**

Recreation and Conservation Office (RCO) staff recommends that the board either approve the revised plan or provide additional direction to staff.

Suggested motion language is as follows:

*Move to adopt the Salmon Recovery Funding Board Strategic Plan presented for board consideration on May 14, 2009.*

**Background**

The board adopted its first strategic plan, *Mission, Roles and Responsibilities, and Funding Strategy* in 2001. Since that time the roles of the board, regional recovery organizations and lead entities have changed significantly, primarily due to the development of robust lead entity strategies and comprehensive regional recovery plans.

During 2008, the board assessed its strategic plan and how its resources are distributed to support habitat restoration and related activities. Most recently, at meetings in October 2008, December 2008, and February 2009, the board discussed fund allocation, efficiencies, and the recommendations of the regional allocation task force. At the February meeting, the board asked RCO staff to prepare a revised strategic plan that incorporated the following elements:



- Broader mission statement that reflects the board's support for the various elements necessary to achieve overall salmon recovery; and
- Funding allocation strategy that (1) includes projects, monitoring, and human capital and (2) designates habitat restoration projects as a critical part of the board's mission.

### **Analysis**

Staff created the attached strategic plan, which addresses the board's requests as well as its ongoing discussions about funding coordination, support for its partners and efficiencies among them, the "4-h's" of salmon recovery, existing board principles and values, public engagement, and accountability. A summary of the key changes made since the last draft (July 2008) is in Attachment B.

The 2001 plan included details of board funding policies, such as eligibility and evaluation criteria, and the funding process. Since these policies tend to change with each grant cycle and are detailed in Manual 18, they were not included in the strategic plan.

### **Next Steps**

If the board adopts the attached strategic plan, RCO staff will provide copies to board members and make the plan available to the public.

If the board provides additional direction, RCO staff will prepare a revised draft for board consideration at its August meeting.

### **Attachments**

- A. Draft Salmon Recovery Funding Board Strategic Plan (April 2009)
- B. Summary of key changes from the last draft (July 2008)

# DRAFT

## Salmon Funding Recovery Board Draft Strategic Plan

---

In 1999, the Washington State Legislature created the Salmon Recovery Funding Board to provide grants for salmon habitat restoration and protection projects and other salmon recovery activities. The board is governed by Chapter 77.85 RCW and Title 420 WAC.

### **Mission**

The Salmon Recovery Funding Board provides funding for elements necessary to achieve overall salmon recovery, including habitat projects and other activities that result in sustainable and measurable benefits for salmon and other fish species.

### **Values**

The board supports a comprehensive approach to salmon recovery that reflects the priorities and actions of its local, regional, state, tribal, and federal partners.

- **Recovery Goals:** The board supports the goals in the regional salmon recovery plans approved by NOAA and recognizes the importance of integrating habitat restoration, hydropower operations, and hatchery and harvest management.
- **Coordinated, Bottom-up Approach:** Coordination across all levels of governmental and non-governmental organizations and geographic scales is necessary to balance diverse interests, build community support, and provide for the efficient use of resources to maximize the public investment.
- **Science-based Decisions:** The board believes that successful salmon recovery requires decisions and actions guided by science, and advocates for coordinated scientific support at all levels of salmon recovery.
- **Community Priorities:** The board considers community values and priorities in its decisions, and integrates public participation and outreach into its actions and those of its partners.
- **Assessing Results:** The board recognizes the importance of monitoring project implementation, project effectiveness, and the long-term results of all recovery efforts.
- **Accountability:** The board provides citizen oversight and accountability for the expenditure of public funds, and conducts its work with openness and integrity.

# DRAFT

## Goals and Strategies

The board values all aspects of salmon recovery, and provides funding and support based on its priorities, available resources, and emergent opportunities.

**Goal 1: Fund the best possible salmon recovery activities and projects through a fair process that considers science, community values and priorities, and coordination of efforts.**

*Allocation Strategy:* Within the limits of the board's budget and priorities, fund projects, monitoring, and human capital in a way that best advances the salmon recovery effort.

*Process Strategy:* Ensure that the processes to identify, prioritize, and fund projects are based on (1) regional salmon recovery plans, lead entity strategies, and tribal governments' salmon recovery goals, (2) sound science and technically appropriate design, and (3) community values and priorities.

*Funding Source Strategy:* Identify gaps in current funding related to overall salmon recovery efforts and work with partners to seek and coordinate with other funding sources.

**Goal 2: Be accountable for board investments by promoting public oversight, effective projects, and actions that result in the economical and efficient use of resources.**

*Accountability Strategy:* Conduct all board activities clearly and openly, and ensure that the public can readily access information about use of public funds for salmon recovery efforts.

*Resource Strategy:* Confirm the value of efficiency by funding actions that result in economical and timely use of resources for projects, human capital, and monitoring.

*Monitoring Strategy:* Provide accountability for board funding by ensuring the implementation of board-funded projects and assessing their effectiveness, participate with other entities in supporting and coordinating state-wide monitoring efforts, and use monitoring results to adaptively manage board funding policies.

**Goal 3: Build understanding, acceptance, and support of salmon recovery efforts.**

*Support Strategy:* Support the board's community-based partner organizations in their efforts to build local and regional support for salmon recovery.

*Partner Strategy:* Build a broad partner base by engaging a variety of governmental and non-governmental organizations to address salmon recovery from different perspectives.

# DRAFT

## Key Actions

### Funding Allocation Strategy: Key Actions

*Within the limits of the board's budget and priorities, fund projects, monitoring, and human capital in a way that best advances the salmon recovery effort.*

- Provide funding for the following:
  - Projects that produce measureable and sustainable benefits for salmon
  - Monitoring to measure project implementation, effectiveness, and the long-term results of all recovery efforts
  - Human Capital that identifies, supports, and implements recovery actions
- Ensure funding practices reflect that a critical part of the board's mission is to fund the habitat restoration and protection projects that constitute the foundation of salmon recovery.
- Support projects that meet regional salmon recovery goals and the goals of other related planning efforts.
- Inform budget decisions by establishing the minimum and maximum funding needed for each focus area (projects, monitoring and human capacity) necessary to support salmon recovery.
- Encourage projects and activities that find innovative ways to achieve goals and realize efficiencies.

### Process Strategy: Key Actions

*Ensure that the processes to identify, prioritize, and fund projects are based on (1) regional salmon recovery plans, lead entity strategies, and tribal governments' salmon recovery goals, (2) sound science and technically appropriate design, and (3) community values and priorities.*

- Ensure that funded projects reflect the current federal, state, and tribal governments' salmon recovery goals.
- Ensure that the knowledge of habitat conditions, ecosystem processes, and trends in long-term factors (e.g., human population growth, climate change, and working land priorities) guide the type, complexity, location, and priority of proposed habitat protection and restoration.
- Fund projects that reflect community support and priorities, sound science, and that benefit salmon.
- Encourage actions and policies that optimize board investments by integrating with other restoration and protection tools and efforts (e.g., transfer of development rights, purchase of development rights, mitigation banking, and ecosystem services markets).
- Work with partners to evaluate and improve the board's funding process.

### Funding Coordination Strategy: Key Actions

*Identify gaps in current funding related to overall salmon recovery efforts and work with partners to seek and coordinate with other funding sources.*

- Help to ensure that funding sources are coordinated to make the most effective and efficient use of board dollars.

# DRAFT

- Recognize the importance of a full understanding of the roles of hatcheries, harvest, and hydropower, and communicate and coordinate with involved parties to ensure that funding decisions are in concert.

## Accountability Strategy: Key Actions

*Conduct all board activities clearly and openly, and ensure that the public can readily access information about use of public funds for salmon recovery efforts.*

- Ensure that the public is aware of and has access to board meetings and materials and other elements of the funding process.
- Provide clear, comprehensive, and easily accessible information to the public about restoration and protection projects via electronic databases, the agency web site, and other communication tools.
- Meet all reporting requirements with consistent and consolidated information, including data and project examples that explain both salmon recovery efforts and results.

## Resource Strategy: Key Actions

*Confirm the value of efficiency by funding actions that result in economical and timely use of resources for projects, human capital, and monitoring.*

- Facilitate information sharing among project sponsors and experts in the restoration/preservation community.
- Continue to sponsor workshops and policy forums for project sponsors, lead entities, regional organizations and other interested parties.
- Develop funding approaches that reward innovation and efficiency in areas such as project development and implementation, administration, technical review, and community outreach.

## Monitoring Strategy: Key Actions

*Provide accountability for board funding by ensuring the implementation of board-funded projects and assessing their effectiveness, participate with other entities in supporting and coordinating state-wide monitoring efforts, and use monitoring results to adaptively manage board funding policies.*

- Conduct implementation (compliance) monitoring of every board-funded project to ensure the project has been completed consistent with pre-project design objectives and criteria.
- Conduct monitoring to determine the effectiveness of different types of Board-funded restoration and protection projects in achieving stated objectives.
- Support validation monitoring of selected intensively monitored watersheds to determine whether watershed health and salmon populations are responding to recovery efforts.
- Participate in supporting status and trend monitoring.
- Coordinate with the Monitoring Forum to ensure consistency with statewide monitoring goals while meeting SRFB monitoring goals and objectives.
- Ensure that projects identify objectives and use adaptive management principles to improve success.

# DRAFT

## Support Strategy: Key Actions

*Support the board's community-based partner organizations in their efforts to build local and regional support for salmon recovery.*

- Encourage public involvement in planning and implementation activities so that projects reflect a community's social, cultural, and economic values.
- Help ensure that lead entity and regional strategies include community values and priorities.

## Partner Strategy: Key Actions

*Build a broad partner base by engaging a variety of governmental and non-governmental organizations to address salmon recovery from different perspectives.*

- Seek input from partners on key program and policy decisions such as fund allocation, monitoring, data sharing and special projects.
- Seek regular updates from partners to ensure that their actions and board actions are mutually supportive.
- Work with the Puget Sound Partnership to implement the Puget Sound Action Agenda.
- Engage more organizations in discussions of the effects of salmon recovery in Washington State.

## Partners

The Salmon Funding Recovery Board recognizes that success in achieving its mission and meeting its goals requires important partnerships with the Legislature, Governor, state and federal agencies, tribes, and regional and local communities throughout the state. The board seeks to continually build new partnerships so that salmon recovery is addressed from multiple perspectives. Partners include, but are not limited to:

- 1) **Lead Entities:** Voluntary watershed-based organizations established by RCW 77.85 that select and submit projects to the Board for funding consideration. Lead entities have technical experts and citizen committees whose work ensures that their projects have both scientific and community support, and contribute to the lead entity's effectiveness.
- 2) **Regional Salmon Recovery Organizations:** Organizations that (1) develop and coordinate implementation of salmon recovery plans, which are required under the Endangered Species Act, or (2) coordinate salmon restoration projects across a region in areas where there are no ESA-required recovery plans. Regional organizations bring the public, tribes, and private interests together to collaborate on improving their watershed for fish. Regional organizations and lead entities together identify and prioritize habitat protection and restoration strategies and other salmon recovery activities.
- 3) **Regional Fisheries Enhancement Groups (RFEs):** The fourteen RFEs implement salmon recovery projects, including habitat protection and restoration, and participate with lead entities and regional salmon recovery organizations.

# DRAFT

- 4) **State Agencies and Programs**
  - a) **Governor's Salmon Recovery Office:** Coordinates and produces a statewide salmon strategy; assists in the implementation of regional recovery plans; helps secure funding for local, regional, and state recovery effort; and provides the Biennial State of Salmon report to the Legislature.
  - b) **Washington's Forum on Monitoring Salmon Recovery and Watershed Health:** Provides a multi-agency venue for coordinating technical and policy issues related to monitoring salmon recovery and watershed health. The forum makes recommendations to the Office of Financial Management, Salmon Recovery Funding Board, Governor's Salmon Recovery Office, the Puget Sound Partnership, and other state and federal agencies about monitoring issues.
  - c) **Puget Sound Partnership:** Addresses the health of Puget Sound by developing and implementing an action agenda for restoration.
  - d) **Puget Sound Nearshore Partnership:** Addresses priorities in the Puget Sound marine nearshore ecosystem (co-managed by the Washington Department of Fish and Wildlife and the Army Corps of Engineers).
  - e) **Conservation Commission:** Oversees conservation districts in the state, which are often SRFB grant recipients and habitat project implementers. The commission also administers conservation programs targeted at agricultural land, such as the Conservation Reserve Enhancement Program.
  - f) **Washington Department of Fish and Wildlife:** Provides technical assistance to project sponsors and lead entities, manages fish hatcheries and hatchery reform activities, regulates harvest, and takes the lead on working with the tribes on salmon recovery issues.
  - g) **Washington Department of Natural Resources:** Manages timber land and aquatic land, jointly manages the Family Forest Fish Passage Program, and addresses salmon recovery through its habitat conservation plans and the Forest and Fish Agreement.
  - h) **Washington Department of Ecology:** Manages monitoring efforts, including status and trends, and addresses water issues such as watershed planning, water rights, and water quality.
- 5) **Tribes:** Individual tribes, along with the Northwest Indian Fisheries Commission and the Columbia River Inter-Tribal Fish Commission are involved in regional recovery organizations, lead entities, the Puget Sound and Nearshore Partnership, sponsor salmon recovery projects, and co-manage the state's fisheries.
- 6) **Federal Agencies:** Federal partners include the Army Corps of Engineers, National Oceanic and Atmospheric Administration (NOAA-Fisheries) and U.S. Forest Service.
- 7) **Other Entities:**
  - a) **Northwest Power and Conservation Council:** Maintains a regional power plan and a fish and wildlife program aimed at protecting and rebuilding fish and wildlife populations affected by hydropower development in the Columbia River Basin.
  - b) **Nonprofit and non-governmental organizations:** Play a variety of roles in salmon recovery, such as sponsoring habitat protection and restoration projects and promoting local activities and citizen involvement.

**Attachment B: Summary of Key Changes from the last draft (July 2008)**

Item	Last Draft of Strategic Plan (7/08)	Current Draft of Strategic Plan (date)
<b>Mission</b>	The Salmon Recovery Funding Board will support salmon recovery by funding habitat protection and restoration projects and related programs and activities that produce sustainable and measurable benefits for fish and their habitat statewide. (Originally adopted 6/15/2001).	The Salmon Recovery Funding Board provides funding for elements necessary to achieve overall salmon recovery, including habitat projects and other activities that result in sustainable and measurable benefits for salmon and other fish species.
<b>Goals</b>	<ol style="list-style-type: none"> <li>1. Ensure the best possible investment of funds in salmon recovery activities through a fair process that considers sound science and a comprehensive, coordinated approach.</li> <li>2. Be accountable for those investments through public oversight, economical use of resources, and project effectiveness.</li> <li>3. Build citizen support for salmon recovery efforts</li> </ol>	<ol style="list-style-type: none"> <li>1. Fund the best possible salmon recovery activities and projects through a fair process that considers science, community values and priorities, and coordination of efforts.</li> <li>2. Be accountable for board investments by promoting public oversight, effective projects, and actions that result in the economical and efficient use of resources.</li> <li>3. Build understanding, acceptance, and support of salmon recovery efforts.</li> </ol>
<b>Objectives (Now called "Strategies")</b>	<p><b>In Support of Goal 1:</b></p> <ol style="list-style-type: none"> <li>A. Regional salmon recovery plans, lead entity strategies, and tribal governments' salmon recovery goals should guide the identification and prioritization of habitat projects and other salmon recovery activities.</li> <li>B. Use and help ensure the use of sound science at each individual stream reach, watershed, recovery region, and statewide.</li> <li>C. Ensure that community values and priorities are included in planning and identifying, prioritizing, and funding projects.</li> <li>D. Coordinate across levels of government and geographic scales to balance diverse interests and use resources efficiently.</li> </ol>	<p><b>In Support of Goal 1:</b></p> <p><u>Allocation Strategy:</u> Within the limits of the board's budget and priorities, fund projects, monitoring, and human capital in a way that best advances the salmon recovery effort.</p> <p><u>Process Strategy:</u> Ensure that the processes to identify, prioritize, and fund projects are based on (1) regional salmon recovery plans, lead entity strategies, and tribal governments' salmon recovery goals, (2) sound science and technically appropriate design, and (3) community values and priorities.</p> <p><u>Funding Source Strategy:</u> Identify gaps in current funding related to overall salmon recovery efforts and work with partners to seek and coordinate with other funding sources.</p>

Item	Last Draft of Strategic Plan (7/08)	Current Draft of Strategic Plan (date)
	<p><b>In Support of Goal 2:</b></p> <ul style="list-style-type: none"> <li>A. Integrate public participation and outreach into Board actions.</li> <li>B. Facilitate information sharing among project sponsors and experts in the restoration/preservation community.</li> <li>C. Support an overall monitoring strategy to assess the long-term success of Board-funded projects and other recovery efforts.</li> <li>D. Meet Legislative and Congressional reporting requirements</li> </ul>	<p><b>In Support of Goal 2:</b></p> <p><u>Accountability Strategy:</u> Conduct all board activities clearly and openly, and ensure that the public can readily access information about use of public funds for salmon recovery efforts.</p> <p><u>Resource Strategy:</u> Confirm the value of efficiency by funding actions that result in economical and timely use of resources for projects, human capital, and monitoring.</p> <p><u>Monitoring Strategy:</u> Provide accountability for board funding by ensuring the implementation of board-funded projects and assessing their effectiveness, participate with other entities in supporting and coordinating state-wide monitoring efforts, and use monitoring results to adaptively manage board funding policies.</p>
	<p><b>In Support of Goal 3:</b></p> <ul style="list-style-type: none"> <li>A. Ensure projects are designed and prioritized to build community support for overall recovery efforts.</li> <li>B. Encourage public involvement in planning and implementation activities.</li> </ul>	<p><b>In Support of Goal 3:</b></p> <p><u>Support Strategy:</u> Support the board's community-based partner organizations in their efforts to build local and regional support for salmon recovery.</p> <p><u>Partner Strategy:</u> Build a broad partner base by engaging a variety of governmental and non-governmental organizations to address salmon recovery from different perspectives.</p>