

CHAPTER 2: PLAN IMPLEMENTATION FRAMEWORK

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Part 1: Plan Implementation with an Adaptive Management Approach

The WRIA 8 Steering Committee's Mission and Goals statements that direct the development and implementation of this Plan are ambitious. They encourage an approach to Plan implementation that provides confidence that the activities undertaken are effective and timely and that the WRIA partners develop and use tools to show progress toward achieving the Mission and Goals. They reflect deeply held interests in returning Chinook salmon in the Lake Washington/Cedar/Sammamish Watershed to robust health, making strategic and cost-effective decisions about how to spend limited resources, and maintaining the region's quality of life. They call for clear communication with the public about the successes and challenges that will be part of Plan implementation. Meeting any one of these interests alone would be difficult, and crafting an approach to meeting them all together is truly challenging.

In recognition of this challenge, the implementation of this Plan will take advantage of fundamental principles of adaptive management. This reflects the basic assumption that adaptive management principles offer strategies and techniques that are useful in addressing the unique complexity of salmon recovery in WRIA 8. Another factor influencing the choice to employ these principles is guidance offered in several documents pertaining to WRIA 8's salmon planning work. These documents include the *Coastal Conservation Guidance*¹ from the National Oceanic and Atmospheric Administration (NOAA); the *Technical Guidance for Watershed Groups in Puget Sound*² from the Puget Sound Technical Recovery Team (TRT); and the Washington Department of Fish and Wildlife's (WDFW) *An Outline for Salmon Recovery Plans*³. Each of these documents, produced by an agency with a significant role in salmon conservation and recovery, recommends the application of adaptive management principles in the development and implementation of plans intended to return salmon populations to robust health.

Applying Adaptive Management Principles

Using adaptive management principles appropriately and strategically depends foremost upon establishing a common understanding among decisions-makers and stakeholders about what adaptive management is. Here are several key features of adaptive management and how they relate to meeting the Plan implementation goals in WRIA 8:

- *A systematic process for improving future management actions by learning from the outcomes of implemented actions*⁴. It may be helpful to think about this theme as implementing a series of activities that support learning and strategic decision-making. One way to depict such a process is shown in Figure 2-1. The figure shows both a series of specific activities and arrows that indicate the importance of establishing purposeful and explicit connections between the activities – each action informs the next action. Undertaking actions that address the individual activities without giving similar consideration to the connections between them will lead to ineffective or inefficient Plan implementation.

¹ <http://www.nwr.noaa.gov/1salmon/salmesa/pubs/salmrest.pdf>

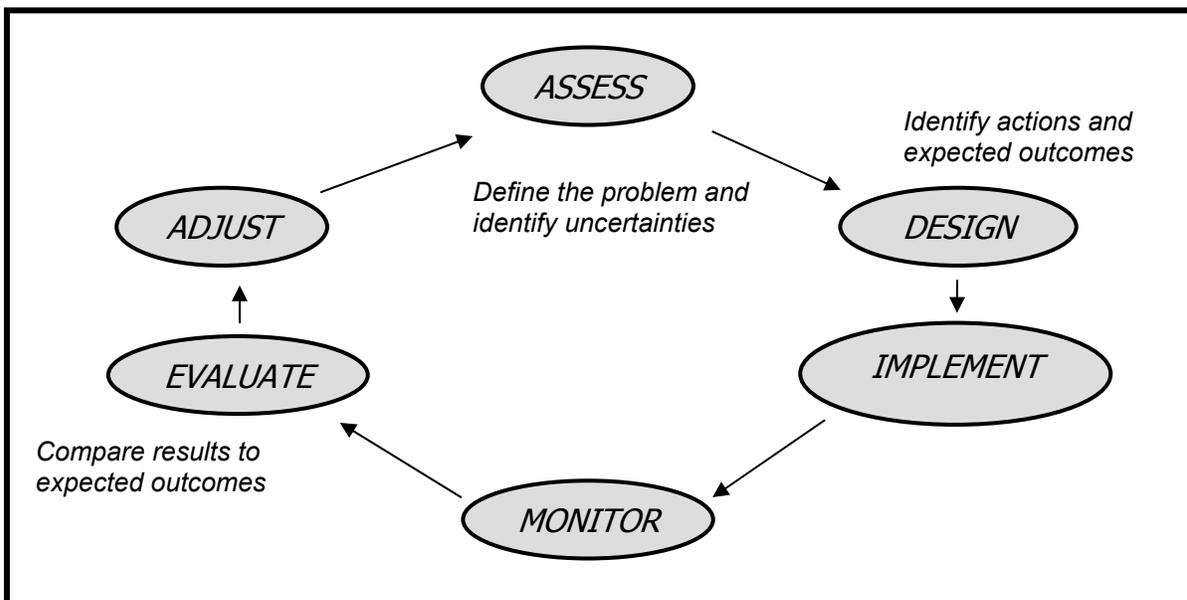
² <http://www.sharedsalmonstrategy.org/files/Guidance%20Document02-03-03a.pdf>

³ http://www.wa.gov/wdfw/recovery/recovery_model.htm

⁴ From David Marmorek/ESSA, "What is Adaptive Management?", a presentation to the Washington Trout./ Seattle Public Utilities Adaptive Management Conference, February 13-14, 2003; Seattle, WA

- *A means to reduce the risk of insufficient investments and misdirection of future funding.* There is considerable interest in making timely and cost-effective use of resources to make habitat improvements that support achievement of salmon conservation goals. Adaptive management calls for using actions as learning tools that can direct the next conservation dollar to the most beneficial action available at that time.
- *Setting reasonable expectations and timeframes.* Both the technical limitations on predicting and diagnosing the response of salmon to habitat actions and the long timeframe needed to draw confident conclusions encourage cautious optimism about the near-term benefits of habitat actions. An adaptive management approach calls for quantitative and qualitative statements of what WRIA 8 partners hope to

Figure 2-1 – Plan Implementation Steps within an Adaptive Management Approach



achieve through the Plan and the use of analytical tools that give a sense of how actions move habitat and salmon conditions toward those goals and objectives. It also calls for building and sustaining an organization that can drive implementation of actions over the timeframe within which WRIA 8 partners can realistically expect to reach their goals.

- *Taking action even though there is uncertainty.* The long-standing interest of WRIA 8 partners in salmon conservation, the immediate gravity of the salmon conservation challenge, and the availability of funding for salmon conservation have all ensured that important actions have already been undertaken. While these actions continue and new ones are implemented, the unavoidable uncertainties inherent in complex ecological challenges like salmon conservation must be recognized. These uncertainties originate in the unpredictability of the response of salmon to habitat management actions, the limits of existing analytical techniques to accurately describe this response, and the varying – and potentially very long – timeframes necessary for data collection to accurately describe the response. This uncertainty should be used to foster a sense of urgency to learn from implemented actions and turn new knowledge into more effective actions.

- *Communicating information to the public and building understanding.* Learning is an integral part of Plan implementation within an adaptive management approach. As Plan implementation moves forward, more will be learned about how salmon use the watershed and how habitat actions can and do benefit them. Implementers will need to communicate what they learn with a wide variety of audiences with a stake and an interest in how well the Plan works.
- *Expecting surprise and capitalizing on “crisis”.* One thing that is certain in implementing actions over the near and long term is that habitat and political or social conditions change unexpectedly and that salmon will respond in ways that contradict assumptions. While the actions recommended in the Plan should be based upon reliable and credible technical information, Plan implementation should go forward with openness toward learning from the unexpected. Denying that the results of some actions are surprising, or worse, avoiding analysis of unexpected results, lessens the ability of WRIA 8 partners to make informed decisions and increases the likelihood of repeating predictable and avoidable mistakes.
- *Distinguishing mistakes from failure.* The actions WRIA 8 partners commit to and implement will rely on scientists’ best -- but probably incomplete -- understanding of biology and ecology. Therefore a solid scientific foundation must be created that will allow implementers to conclude when the appropriate response to assessment of progress is “We’ve learned we need to correct our strategy” or when it should be “We’re never going to achieve our goal!” Not every instance in which expectations are not met means the failure of the overall effort, but the tools must be developed that will allow implementers to know the difference.

Elements Necessary for Adaptive Implementation of This Plan

The adaptive management literature identifies the basic elements of an adaptive management-based program to implement a plan like this one. Creating an implementation structure that lacks any of these elements would limit the ability to adapt in response to knowledge gained through the implementation of actions. It would also increase the likelihood that current and future investments would not be as cost-effective in working toward the Steering Committee Mission and Goals. The basic elements of an adaptive management program are:

1. *Goals*
2. *Assumptions and uncertainties* about key habitat and species factors related to the goals
3. *Specific actions* believed to contribute to achieving the goals
4. *Hypotheses* about the contribution of the actions to the goals
5. *Measures* to assess the effectiveness of the actions
6. *Data collection* supporting the measures to assess effectiveness
7. *Communication* at all levels of the results of actions and the improvement of knowledge
8. *Resources* sufficient to carry out each element over the necessary time period and geographic area
9. *An organizational (decision-making) structure* that defines roles and responsibilities for each element
10. *Commitments* to implement the plan and its actions
11. *A systematic process* that links these elements together predictably

One objective for this draft of the WRIA 8 Plan is to take significant steps toward describing how each of these elements is created and/or sustained and linked in support of Plan

implementation over the coming years. This chapter describes actions and Steering Committee decisions that pertain to each of the elements in general, and several of them specifically, including numbers 7, 9 and 11. The other chapters in this document address the remaining elements.

Part 2: Organization, Roles, and Responsibilities for Plan Implementation

As Part I of this chapter highlights, implementation efforts that include a commitment to managing adaptively need a clearly defined organizational strategy. Managing adaptively requires taking a *systematic* approach to learning about the results of implemented actions, and using that learning to improve future actions. This ongoing process of learning and adjusting course is unlikely to occur unless the Plan itself reflects an agreement among decision-makers on how the steps involved in adaptive management will be carried out, and by whom. For example, the Plan must describe who will gather the information needed to evaluate which actions have been implemented, what the results of specific actions have been, and how the actions together have cumulatively influenced the health of habitat and salmon runs. It must also describe how the information will be interpreted and by whom. Lastly it must describe how decisions making will occur, who will receive information once it's interpreted, and how subsequent decisions will be made to ensure that priorities are on course to maximize the benefits of limited resources toward achieving recovery of salmon runs in the watershed.

The WRIA 8 Steering Committee has devoted considerable attention to developing recommendations for an adaptive approach to implementing this Plan. One of the central questions considered was "How 'regional' should the implementation process be?" WRIA 8 partners have collaborated closely over the last five years to develop a conservation strategy based on sound science, and to identify recommended projects, programs and regulatory changes needed to fulfill that conservation strategy. Now, as the WRIA transitions from Plan development to on-the-ground Plan implementation, is regional collaboration still important?

The Steering Committee's resounding answer to this question is yes. Key to ensuring that actions recommended in the Plan become a reality, that WRIA 8 partners learn from those actions, and that learning improves effectiveness over time will be a commitment to continue working together. Moreover, the Steering Committee strongly believes that leaders drawn from a range of governments and stakeholders will be needed to sustain the steady collaboration that has characterized WRIA 8's efforts to date. Collaboration cannot survive without leadership.

This section highlights the Steering Committee's recommended approach to organizing Plan implementation. It first highlights lessons learned in WRIA 8 by examining the experience of other watershed protection and restoration groups around the country that have made the transition from planning to implementation. It then describes specific recommendations regarding how implementation should be organized in WRIA 8.

Lessons from other watershed protection and restoration efforts

Many other watershed protection and restoration groups have navigated the transition from developing plans to putting plans into action. Each group has developed a unique approach to implementation based on the scale of its watershed, the nature of the natural resource issues and problems being addressed, and the universe of key stakeholders and institutional contexts. However, comparing these groups before and during their efforts to implement watershed plans

yields some common lessons that have helped to inform the Steering Committee's recommended organizational recommendations. For a more detailed description of findings from a review of watershed cases, please see Appendix B.

There are many varied approaches to setting up an organizational structure for plan implementation

An examination of watershed groups around the country reveals that they have chosen a variety of organizational structures. Some of the groups have elected to establish a non-profit watershed group once they transition to implementation. Non-profit organizations provide some advantages in the pursuit of external sources of funding. Others have developed temporary, ad hoc regional organizations through agreements similar to the Interlocal Agreements in WRIA 8 and 9. Still others have centralized implementation efforts in a single agency.

However, nearly all successful watershed groups have created a collaborative committee structure to track and guide plan implementation

Perhaps the strongest commonality among watershed groups is the commitment to carry some level of collaboration into the implementation phase. Committees are often formed to actively oversee aspects of implementation. Often there is a policy-level committee representing multiple governments and stakeholders that meets periodically to receive information or make decisions about implementation. Sometimes there are also subcommittees charged with particular tasks.

Many watersheds have set specific goals and objectives, and have tracked their progress through monitoring

Across the country, many watershed groups have sought to incorporate some degree of adaptive management into their implementation process. How formal and structured this learning process is varies greatly due to differences in the size of the watershed, the complexity of its plan and the resources available. For example, some watershed groups define a general vision and qualitative goals for their plans, while others define very specific and measurable goals and objectives. Approaches to collecting information, managing data and developing reports to summarize monitoring information also vary widely. But almost all watersheds attempt to track their progress in some way.

Some watersheds have developed a formal process and timeframe for revisiting plan priorities

Regional efforts focused on larger watersheds often have very specific goals, indicators or thresholds towards which progress can be clearly tracked. Most of these efforts have established a timeline to evaluate and update their plans periodically: often every 5 years, but in some cases annually. Time frames for implementation plans typically range from 5 to 20 years.

Staffing resources vary widely among watershed efforts, but most have some level of staffing to support coordinated implementation

Almost all successful watersheds have some level of watershed-wide staffing. In most efforts, there is a staff watershed coordinator assigned to help provide coordination and keep the diverse elements of implementation (stakeholders, meetings, projects, monitoring results) moving smoothly. Beyond a single plan coordinator, staffing positions and levels vary. The level of staffing for each watershed organization typically reflects a balance between the services desired by the stakeholders and the availability of funding to support the recovery effort.

Implementation in WRIA 8: Key Functions

Review of other implementation efforts around the country has confirmed that the need for collaborative work across jurisdictional and organizational boundaries does not end with the production and publication of a final Plan. Successful watershed groups have recognized a need to continue the hard work of working together right through implementation.

The Steering Committee strongly recommends that WRIA 8 partners continue to collaborate and coordinate during Plan implementation. Committee members agree that adaptive management will not happen effectively, and the goals of the Plan will not be pursued efficiently, if jurisdictions and stakeholders implement the Plan individually, at their own discretion, and with little or no coordination.

The following section summarizes the Steering Committee's specific recommendations for how to organize Plan implementation. These recommendations were developed by considering how function should drive form. The Committee identified the specific functions and tasks most necessary to support a robust and adaptive implementation, and then decided which would best be accomplished through ongoing regional collaboration and which would best be accomplished by implementers acting at their own discretion. The results of this deliberation are summarized below. For each of the regional functions, the Steering Committee decided who should accomplish them, how, and on what timeline. These decisions together yielded the proposed committee structure, staffing plan, and timeline proposals in the following section.

Function One: Tracking and Guiding Plan Implementation

Adaptive Plan implementation requires a deliberate process to track if actions recommended in the Plan are implemented, and to what degree. The Steering Committee favors a coordinated approach to tracking the extent of Plan implementation, rather than a more decentralized approach in which each jurisdiction tracks its own actions separately. The Steering Committee also favors building capacity to actively champion and coax progress in implementing Plan actions.

Specifically, the Steering Committee recommends that responsibility for collecting and maintaining information about implementation should lie with local jurisdictions and others who are conducting the actions. However, a regional policy body should meet to synthesize and review the information. Reports regarding progress towards implementation would equip the regional body to decide how to improve implementation, for example by securing missing resources, addressing institutional or policy obstacles, or providing needed technical assistance to action implementers.

While responsibility to collect implementation information should rest with individual implementers, the Steering Committee recommends that a common set of implementation measures be developed to ensure that information from different jurisdictions and stakeholders can be compared and synthesized. These common measures should be limited in number, and should accommodate the different types of actions (e.g. site specific and land use).

Some staff support will be required to gather data on common implementation measures from different jurisdictions and stakeholders, and synthesize it for the regional policy body. Information will be synthesized in an Annual Report on implementation progress, the depth and breadth of which remains to be determined.

Function Two: Making Technical Assessments About Effectiveness

Adaptive management will require a process for compiling and analyzing information describing the result of actions. The Steering Committee generally supports an approach to monitoring that emphasizes a strategic deployment of limited resources to gather the most useful monitoring information in the most cost-effective manner possible. Several different types of information about results will be needed. "Direct effectiveness" monitoring will be needed to evaluate the results of individual actions and make improvements in project selection and design. "Cumulative effectiveness" monitoring will be needed to evaluate how multiple actions are affecting habitat condition and fish populations, and to identify possible adjustments in conservation priorities.

The Steering Committee supports an approach that gives individual jurisdictions the role of gathering most of the monitoring data, but emphasizes coordination in the selection of measures, methods, and interpretation of results.

Specifically, information about the results of projects should be collected by individual jurisdictions and stakeholder organizations as they implement actions. However, the WRIA will provide common measures and guidelines to help jurisdictions produce information that can be "rolled up" to produce a watershed assessment of Plan progress and effectiveness. The Steering Committee sees a key role for a regional technical committee in this process. The technical committee will be the bridge between local data collection efforts and regional decision making, by developing the common measures and by synthesizing information gathered locally for presentation to a regional policy body.

While the Steering Committee recommends that responsibility for collecting information about the results of specific actions should lie with action implementers, it also recommends that a limited set of data about the *cumulative* results of actions be collected through a regionally managed and funded process. For example, there should be a regional process to collect certain measures of land use change needed to evaluate habitat degradation or improvement at a landscape scale. A regional technical committee would have a key role to play here too, in designing and implementing the joint monitoring and presenting results to the policy body.

In addition to committee work, this function would benefit from support by a dedicated staff person or consultant. This resource person could help coordinate the synthesis and evaluation of data from multiple sources, while also providing support for committee meetings, communications, and work products.

Function Three: Evaluating Progress and Making Decisions About Priorities

The third function is closely tied to the first two. It is also the heart and soul of adaptive management. Adaptive management is most successful when decision-makers are central actors in the process, using current information to adjust priorities and resources for better results.

As in the case of Function One ("tracking and guiding Plan implementation") the Steering Committee recommends that WRIA 8 partners accomplish this function collaboratively. Specifically, decision-makers from the WRIA should be convened in a manner that allows them to stay connected to new information about habitat improvements and fish populations, and to make joint decisions about how to adjust recovery efforts for maximum success.

The Steering Committee believes the decision making function would best be accomplished with two separate policy bodies. The first body would be a small group with responsibility for reviewing reports from the technical committee, and making “day to day” decisions about implementation priorities and resource allocation. The second body would be a much larger group that would meet less frequently, and would serve as a forum through which new learning about effectiveness and progress could be disseminated to a broad set of jurisdictions and stakeholder organizations.

Together, these two policy bodies would make the Plan a living, adaptive document. The Steering Committee agrees that both would need staff support to function well.

Function Four: Communicating Progress

A fourth key function is communicating about the results of Plan actions to audiences who are not directly involved in implementing elements of the WRIA 8 plan. External audiences will include the National Oceanic and Atmospheric Administration Fisheries Service (NOAA Fisheries), which is accountable for achieving recovery of chinook salmon, interested landowners and citizens in WRIA 8 and the larger Puget Sound area, elected officials, and funders of salmon recovery actions such as foundations and government grant programs.

The Steering Committee strongly supports the notion that ongoing communication with external audiences about progress towards Plan goals will be essential to the Plan's ultimate success. Clear messages and accurate information about the results of habitat actions will help maintain the support of funders, by demonstrating that WRIA 8 partners are using resources wisely to achieve recovery. It will also cultivate public awareness of the work that is being done and public support for local contributions to Plan implementation.

The Steering Committee recommends that communication occur both at the local jurisdiction and at the watershed-wide scale. WRIA 8 partners will actively communicate about their individual efforts to complete habitat projects or accomplish public outreach or land use initiatives. However, communication to inform external audiences about overall progress towards Plan goals will be coordinated across the watershed via a regional communication strategy.

A regional communication strategy will be created and focused on achieving effective communication without significant additional cost. It should:

- include the development of a shared set of messages about progress, tailored for different audiences
- take advantage of existing public outreach staff within jurisdictions and stakeholder groups
- take advantage, to the greatest extent possible, of existing communications "infrastructure" such as web sites, newsletters, cable TV programs and other venues that can be readily used to disseminate information about what is happening in the watershed
- use modern technologies such as the internet to reach a maximum number of people.

The Steering Committee recommends that a public outreach committee support the effort to develop and carry out a regional communication strategy for the Plan.. A staff person could

also help coordinate the use of existing communications infrastructure to "get the word out" from WRIA 8.

Function Five: Managing Data Describing Plan Effectiveness

Adaptive management depends on the availability of good scientific information. There are many approaches that could be pursued to manage the storage, access and retrieval of information gathered through research and monitoring in WRIA 8.

The Steering Committee agrees that the best approach would be one that allows regionally significant habitat and fish data to be shared among WRIA 8 partners. Sharing data will be essential for developing assessments of the WRIA's progress towards improved habitat and fish runs at the reach and at the watershed scale. The Steering Committee recommends several actions to lay the groundwork for efficient sharing of data across jurisdictional boundaries. WRIA partners will:

1. work together to develop guidelines for quality assurance and quality control of important data sets
2. agree on a set of clear protocols for sharing data
3. choose mechanisms for sharing data, e.g. web sites, conferences and workshops

The Steering Committee also considered recommending the creation of a data "clearinghouse" for all monitoring data gathered during implementation of the WRIA Plan. Centralizing monitoring data could produce multiple benefits for recovery efforts both within and beyond the WRIA. Having data in one location would greatly facilitate access for WRIA partners, potentially preventing duplication of mobilization and data gathering efforts and maximizing the resulting learning across jurisdictional boundaries. It would also provide a ready resource for a technical committee to use in updating the EDT model, and in developing assessments of effectiveness for a regional policy body. Finally, a clearinghouse could be beneficial for others such as regulators and non-profit organizations that might find the information useful in understanding salmon recovery efforts and progress in WRIA 8.

While there are many potential advantages to developing a data clearinghouse, there are also significant uncertainties regarding how it would be structured, and what its development and subsequent maintenance would cost. Moreover, further exploration is needed to determine the best geographic scale for a data clearinghouse. One option would be to create a data clearinghouse for all of Puget Sound, aggregating monitoring data collected in various watersheds that are part of the Puget Sound Salmon Recovery Plan. State agencies such as the Department of Fish and Wildlife and regional entities such as Shared Strategy may be considering this and other approaches.

The Steering Committee recommends further consideration of the concept of a data clearinghouse, in concert with other agencies involved in salmon recovery across the state. In the meantime, the Committee supports an approach to data management that maximizes regional coordination through the development of shared technical standards for data quality assurance and quality control, and common protocols for sharing data across jurisdictional and agency boundaries. Some staff resources will likely be required to coordinate data management and data sharing among WRIA partners. In addition, assistance from a technical committee will be needed to design and recommend overall approaches to managing data access and data sharing.

Function Six: Securing Funds to Support Plan Implementation

Lastly, adaptive implementation of the Plan will depend on consistent and aggressive efforts to garner resources, to fund the actions themselves and to fund the implementation process described in this chapter. Across the country, those working to implement long-term natural resource plans have faced great challenges in maintaining steady, stable funding sources that weather changes in economic conditions and political dynamics.

Of all the implementation functions considered by the Steering Committee, the active pursuit of funding is perhaps the one that was most clearly highlighted as being fundamental to the success of the Plan. The Steering Committee recommends that considerable effort be devoted to seeking external funds to supplement local contributions to Plan implementation. Implementing jurisdictions and stakeholders should coordinate lobbying and other fundraising efforts. The Steering Committee also strongly recommends building staff-level capacity to champion and advocate for funding to support strong progress in implementing the actions in the Plan.

Actively seeking external funds could become an important role for a regional policy body. Members could work together on building new relationships and maintaining existing relationships with funders, through lobbying or other means. They could also coordinate efforts to transmit written or verbal reports to funders demonstrating the tangible results from resources invested in the WRIA 8 recovery effort. In addition, any consistent effort to increase available external resources will necessitate some staff and committee support. For example, if WRIA 8 were to launch a new push to prepare and submit grant applications for regional projects, a staff person could help identify potential grant sources and prepare grant applications. A committee could help develop a funding strategy, and could assist in the prioritization of projects for regional grants cycles.

Implementation in WRIA 8: A Recommended Organizational Structure and Staffing

With definition of the key functions that should be performed during the Plan implementation phase, the Steering Committee considered which individuals or groups should perform these functions. The Committee has given specific thought to the need for an organizational structure for Plan implementation that would provide assurance that these functions would be performed effectively and efficiently, therefore also providing assurance that progress, learning and adaptation would take place.

The preceding text provides a general sense of the scope of activity under each key function. This section provides detailed information regarding the overall organizational structure that would support the key functions. This structure incorporates specific roles and responsibilities focused on Plan implementation activities and encompasses the involvement of committees, agency and stakeholder staff, and staff jointly funded by the participants in Plan implementation. This structure also is intended to roughly correspond to a level of effort, represented in the pace, scope and breadth of actions, the Steering Committee feels is appropriate for the Plan implementation phase.

The recommended organizational structure reflects several fundamental assumptions that have bearing on its appropriateness for Plan implementation:

- High -level decision makers and staff from government agencies and stakeholder groups will continue to participate at roughly current levels of engagement in the WRIA 8 salmon recovery effort.
- There will be a mechanism for funding and providing oversight of a small contingent of shared staff. The Interlocal Agreement that supported the shared staff during the Plan development phase is one model for such a mechanism.
- Any deviations from this organizational structure will be offset by actions to ensure the overall desired level of effort will be achieved and sustained. For example, if expectations for in-kind contributions of jurisdiction staff time to perform specific activities are not met the shortfall will be addressed by increasing the amount of shared staff time supported by agreement among implementing entities.
- There will be a need to coordinate with and have a presence within regional salmon recovery processes. While it is difficult to predict the scope and structure of these processes or the role of individual watersheds within them, they may occur at several scales including multiple WRIAs, Tri-County, the Puget Sound Basin, and/or the state. The current recommended committee structure, in combination with the recommended shared staffing, broadly accounts for this need, but it should be revisited when coordination opportunities and needs become clearer.
- The appropriateness of the organizational structure will be reviewed periodically as part of the adaptive management framework and may be changed to ensure its effectiveness and efficiency.

Recommended Committee Structure

The Steering Committee is recommending several shifts in emphasis within the WRIA 8 committee structure as WRIA 8 moves into the implementation phase. One shift, alluded to in the preceding discussion of evaluating progress, is the establishment of an Oversight Body that will be the focus of Plan implementation guidance and tracking. A second related shift is the establishment of a Summit Advisory Body representing the broad-based WRIA 8 community that provides the foundation for ongoing salmon recovery efforts well into the future. The extent to which these shifts indicate a change in roles for specific current committees or committee members will become clearer through the process of Steering Committee and Forum approval of the Plan.

The following text provides a list of the committees that are part of the recommended organizational structure for Plan implementation, accompanied by a short description of the activities that each committee would undertake. The names attached to these committees are intended to be roughly descriptive of the role of the committee. These names may change with further consideration of the organizational structure. Figure 2-2 provides an organizational chart depicting the committees and their inter-relationships.

Oversight Body – This body will provide direction to ongoing Plan implementation activities and guide the work of committees and shared staff. It will be comprised of representatives of Plan implementers and funders, including government agencies, citizens, non-governmental organizations, and others. It is likely to meet on at least a quarterly basis. Its specific responsibilities will include:

- Track status of implementation and the results of Plan actions via reports from staff
- Guide completion of Annual Reports
- Make decisions, with input from the Summit Advisory Body, about Plan priorities, resource allocation and major Plan improvements
- Receive and develop the response to information regarding significant unexpected events
- Provide guidance to staff on work program priorities
- Develop and pursue strategies to increase resources
- Finalize recommendations for Salmon Recovery Funding Board/King Conservation District grants
- Foster broader awareness of the Plan and its goals

Summit Advisory Body – This body will serve as a sounding board in the assessment of effectiveness and progress of recovery efforts and will advise the Oversight Body regarding the advisability of maintaining or changing priorities. Its membership will include the members of the Oversight Body and a broader set of decision makers -- elected officials, regional leaders, and stakeholders. It is currently anticipated to meet in Year Three and Year Five following the ratification of the Plan according to the framework described in the current WRIA Planning Interlocal Agreement. Its responsibilities will include:

- Serve as a forum where information about effectiveness and Plan progress can be widely shared
- Advise the Oversight Body on Plan priorities, resource allocation, and major Plan improvements
- Transmit new information to agencies, jurisdictions and stakeholders to guide local projects, programs and regulatory updates
- Sustain community support for the range of recovery activities

Technical Committee – The Technical Committee is likely to be the busiest of the committees during the first year of Plan implementation. It will serve as the hub for maintaining and improving the scientific basis for strategic actions. Its membership will include scientists from jurisdictions and stakeholder organizations, with consultants taking part as needed for specific tasks. It is likely to meet on a monthly or more frequent basis. Its responsibilities will include:

- Recommend a monitoring plan, with common measures, protocols and QA/QC procedures
- Synthesize monitoring and research results and advise the Technical Coordinator on the development of annual reports
- Manage the analysis of the treatment stage of Ecosystem Diagnosis and Treatment model of habitat conditions
- Advise the oversight body on adjustments to the conservation strategy and priorities
- Provide input to shared staff about work program priorities

Action Committee – This committee is intended to carry forward the work of the current Project Subcommittee that has assisted in the review and prioritization of projects for

Salmon Recovery Funding Board and King Conservation District funding. It will have a broadened portfolio of tasks related to Plan actions. This committee is different from the ad-hoc action identification committees referenced in Chapter 5 and were formed solely to identify actions for the Comprehensive Action List. Its membership will include a geographically diverse group of citizens, scientists, and project and program managers from agencies, jurisdictions and stakeholder organizations with expertise in habitat projects. It is likely to meet periodically throughout the year, with varying frequency depending upon the current demands, e.g., preparing Salmon Recovery Funding Board project lists. Its responsibilities will include:

- Assist Funding Coordinator to develop recommended prioritization of projects for Salmon Recovery Funding Board, King Conservation District and other grants
- Serve as a sounding board for the Funding Coordinator on fundraising strategies, e.g. potential new funding sources and their fit with WRIA 8 projects, etc. Provide support for the completion of Annual Reports as needed

Public Outreach Committee - This committee will serve as the hub for developing and coordinating communication regarding Plan implementation. Its members will include staff with expertise in public environmental communications and education drawn from jurisdictions and organizations. Its meeting frequency will likely be approximately quarterly but potentially more frequent as specific tasks warrant. Its responsibilities will include:

- Craft shared messages about Plan progress
- Use existing communications infrastructure (web sites, newsletters, etc.) to disseminate messages and information
- Help design and organize meetings of Summit Advisory Body
- Provide guidance to shared staff about work program priorities
- Special events could also be organized to foster coordination and collaboration on stewardship Provide support for the completion of and sharing of information from annual reports as needed

Recommended Staffing

The committee structure described in the preceding section will provide a means of engaging WRIA 8 partners in an ongoing and adaptive process for managing Plan implementation. It will also provide a means of accomplishing much of the work involved, from designing and implementing regional monitoring and research efforts, to reviewing information about progress and adjusting Plan priorities, to communicating progress to stakeholders and funders outside of WRIA 8.

However, the Steering Committee strongly believes that successful implementation cannot be achieved with committees alone. It will also require sustained and energetic leadership from a small contingent of shared, dedicated staff whose charge it is to ensure that momentum from the planning phase carries over into implementation, and results in the completion of a wide range of site-specific projects, land use actions and public education initiatives across the watershed.

By “shared” the Steering Committee has in mind a staff that is employed by a collective group of WRIA 8 partners, rather than by a single WRIA 8 jurisdiction, similarly to the current shared staff

funded by the WRIA 8 2001 Interlocal Agreement. This shared staff would take its direction and guidance from the Oversight Body, with input from the Summit Advisory Body, and other subcommittees comprised of representatives of WRIA 8 jurisdictions and stakeholder groups. However, the Steering Committee has not discussed in detail what the best mechanism would be for funding shared staff or structuring its accountability. In addition, some Steering Committee members believe that there may be opportunities to share staff across WRIAs. These opportunities are difficult to assess now, but deserve further exploration.

While the general concept of a dedicated staff supporting implementation is analogous to the WRIA's current dedicated staff supporting planning, the Steering Committee agrees that new challenges associated with the Plan implementation phase will require a new set of staff roles and job responsibilities specifically designed for this phase of the WRIA's recovery work. Therefore, the following staffing recommendation features several positions not currently included on the ILA-funded staff, and eliminates others that currently exist. It does not presuppose the specific individuals that would fill these positions.

Before describing the specific job responsibilities associated with each of the recommended staff positions it is important to highlight the overall purpose identified for shared staff. Shared staff will occupy a key leadership role. Specifically, the staff will:

- Ensure that momentum from the planning phase carries into the implementation phase
- Help keep jurisdictions actively engaged in implementation
- Support ongoing technical work to evaluate actions
- Help keep the WRIA 8 implementation process well-coordinated with implementation efforts in other WRIAs and around Puget Sound wide
- Secure external resources to finance the Plan through grant programs, appropriations and other funding sources
- Communicate progress and successes to external audiences
- Staff WRIA committees and support their decision-making

To identify what staffing positions are needed, the Steering Committee again used a "form follows function" approach. The Committee carefully considered the functions associated with adaptive implementation that would be more effectively and efficiently achieved with help from a shared staff. The Committee also considered what specific support the Oversight Body, Summit Advisory Body, and Technical, Outreach and Action Committees would need from staff to facilitate their work and decision making. The result is a proposal for 3.5 FTE positions, fewer than the 5 currently funded under the Interlocal Agreement. The job responsibilities envisioned for each of the proposed 3.5 positions are described below:

Executive Director (1 FTE)

There is a strong consensus among Steering Committee members that an Executive Director position is critical to the long-term success of WRIA salmon recovery efforts. A well-respected, outspoken and energetic Director will provide the drive needed to keep the watershed steadily moving towards its habitat protection and restoration goals. It is particularly important to locate this leadership capacity in the staff due to expected changes in the level of effort and time that elected officials and other stakeholder representatives will be able to devote to collaborative work once the Plan has been finalized. While the proposed committee structure calls for

continued participation by a broad cross-section of local and regional leaders, the committees will not meet as frequently as they did during the planning phase. Moreover, the attention of individual committee members may shift more towards mobilizing local implementation efforts, now that actions have been identified and prioritized. This increases the need to have a strong and effective Executive Director who can continue to galvanize and guide regional collaboration.

The Executive Director should be a persuasive champion of Plan implementation, working directly with the Oversight Body to ensure that watershed goals for habitat protection and restoration are achieved over time. Specific job responsibilities will include:

- Encourage, coax and facilitate efforts by WRIA 8 partners to implement actions
- Secure external resources by lobbying and building relationships with funders
- Serve as the spokesperson for WRIA 8 efforts with the press and with external parties
- Coordinate the ongoing work of the Oversight Body and Summit Advisory Body
- Inform those involved in regulatory processes such as the update of critical areas ordinances about relevant recommendations from WRIA 8's Plan
- Network with recovery entities (e.g. NOAA Fisheries and the U.S. fish and Wildlife Service, the Technical Review Team (TRT), other WRIA groups, the Co-managers, etc.) to ensure that WRIA 8 is informed about and well-coordinated with other efforts
- Oversee any shared, regional budgets and regionally funded staff

Funding Coordinator (.5 FTE)

The Steering Committee recommends an ambitious funding strategy, described fully in Chapter 7. This funding strategy begins with the premise that the level of resources available in WRIA 8 to support site specific, land use or public outreach actions should be increased by 50% above the “base” level of funding that has typified recent years. Locating and maintaining new sources of funding will be challenging given the tight fiscal circumstances governments are facing at all levels. Moreover, even existing funding sources are vulnerable, and sustained effort will be needed to maintain them.

WRIA 8's ambitious funding strategy highlights the need to locate fundraising capabilities in the shared staff. The Steering Committee recommends a half-time position for a Funding Coordinator focused exclusively on securing external funds to support the implementation of actions across the watershed, as well as the costs required to maintain a collaborative implementation process (staff costs, costs for monitoring and research, etc.).

The Funding Coordinator will be the main staff person supporting the work of the Action Committee. Specific job responsibilities for the Funding Coordinator will include:

- Work with the Executive Director to prepare an annual funding strategy for review and approval by the Oversight Body
- Identify new potential grant sources
- Work with the Action Committee to develop recommendations for the Oversight Body regarding projects for cyclical grant programs (e.g. King Conservation District and Salmon Recovery Board grants)
- Prepare grant applications for regional actions and regional implementation needs

- Work with the Technical Coordinator to maintain and update action lists targeted for funding
- Convene and staff the Action Committee

Assistant to the Executive Director (1 FTE)

The Executive Director will have a diverse and ambitious work program. Recognizing the need for staff support for the Director as well as other positions in the shared staff, the Steering Committee is recommending a full time Assistant position. The person in this role will be the Director's right hand aid, supplying administrative and programmatic assistance to keep staff and committee work running smoothly. The Assistant will also assume responsibility for specific communications tasks that cannot easily be accomplished by a public outreach committee.

It is difficult to summarize all the likely job responsibilities of the Assistant, however a few specific ones are as follows:

- Help staff the Oversight and Summit Advisory Bodies, by organizing meetings, preparing meeting notices and summaries, and assisting the Director in developing meeting agendas
- Carry out the leg work associated with tracking Plan implementation
- Assist in the preparation of annual reports for the Oversight Body, Summit Advisory Body, and the public
- Help develop a variety of communications tools (e.g. newsletter articles, press releases, web site material, etc.) to inform external audiences about Plan progress
- Provide general administrative assistance to the Executive Director
- Provide general administrative assistance to the Funding and Technical Coordinator as time allows and as requested by the Executive Director

Technical Coordinator (1 FTE)

Developing, synthesizing and interpreting technical information about the effectiveness of Plan actions is essential to adaptive Plan implementation. While the Technical Committee can accomplish many of the tasks that will facilitate the ongoing use of science to refine and improve the Plan, the Steering Committee strongly agrees that the Technical Committee must have support from a full time Technical Coordinator to be effective. Throughout the planning process, the Technical Committee has had such a coordinator. However, the coordinator's time has been donated by one jurisdiction, rather than funded regionally. In the future, the Technical Coordinator should be a key member of the shared and regionally funded staff.

The Technical Coordinator will have a diverse set of responsibilities. Some aspects of the job will involve coordinating with other entities that have gathered information useful for assessments of habitat improvement and salmon recovery in the watershed. For example, local jurisdictions will conduct monitoring about project effectiveness, and federal and state agencies and tribes may conduct monitoring about the status of fish populations (e.g. spawning surveys). The Technical Coordinator will be responsible for tracking these efforts, gathering and synthesizing information useful for watershed-level decision making, and communicating that information to the Oversight and Summit Advisory Bodies. Other aspects of the Technical Coordinator's job will involve designing and implementing research and monitoring that is regionally funded.

The Technical Coordinator will work closely with the Technical Committee on all major job responsibilities. Specific responsibilities will include:

- Lead the development and implementation of a monitoring framework for jointly funded monitoring activities
- Lead the development and implementation of jointly funded research activities
- Coordinate WRIA monitoring activities with tribes, agencies, stakeholders, and other WRIsAs
- Assist the Technical Committee to develop a common set of measures and guidelines for data collection, to ensure that data gathered by different jurisdictions and stakeholders can be compared and aggregated
- Oversee and coordinate data management
- Lead production of technical content for Annual Reports on the effectiveness of projects and overall progress toward habitat improvement
- Convene and staff the Technical Committee

The 3.5 positions described above cover the roles that the Steering Committee believes are most essential to supporting a collaborative and robust adaptive implementation process. Together, these positions will provide support to each of the committees in the recommended organizational structure. The relationships between individual shared staff and committees are shown in Figure 2-2. Figure 2-3 shows a matrix summarizing the roles and responsibilities both for the proposed staff positions and for the various proposed committees.

This staffing recommendation makes a determination about how roles should be organized as FTEs, and describes specific work programs for each. However, it is important to note that the Oversight Body or a newly hired Executive Director might choose to maintain these roles but organize the actual positions differently. Moreover, decisions could be made to have specific tasks or entire work programs carried out by consultants rather than by shared staff.

The Steering Committee agrees that internships should be arranged to increase the capacity of shared staff. Interns could help support technical work under the responsibility of the Technical Coordinator. They could also assist with communication services, meeting support, fundraising and joint stewardship activities. Several educational institutions around Puget Sound have formal internship programs that should be explored to determine for their fit with future WRIA work.

Finally, it should be noted that the intent of the recommended staffing plan is to describe a base level of staffing necessary to perform activities that directly support collaborative Plan implementation. The plan does also not account for additional staffing resources that would be needed to accomplish functions other than those described in this chapter. For example, the staffing plan does not account for staffing resources that might be needed to accomplish habitat planning for Coho, bull trout, or other species of concern in WRIA 8. In addition, there may be other opportunities for regional collaboration that could not be taken advantage of with these recommended staffing resources. If the Oversight Body wanted to sponsor training for jurisdictions and stakeholders about how to do certain types of actions (e.g. land use management tools, enforcement, or volunteer management for stewardship projects) staff resources beyond those described in this recommendation would likely be necessary.

Figure 2-2:- Plan Implementation Organizational Structure

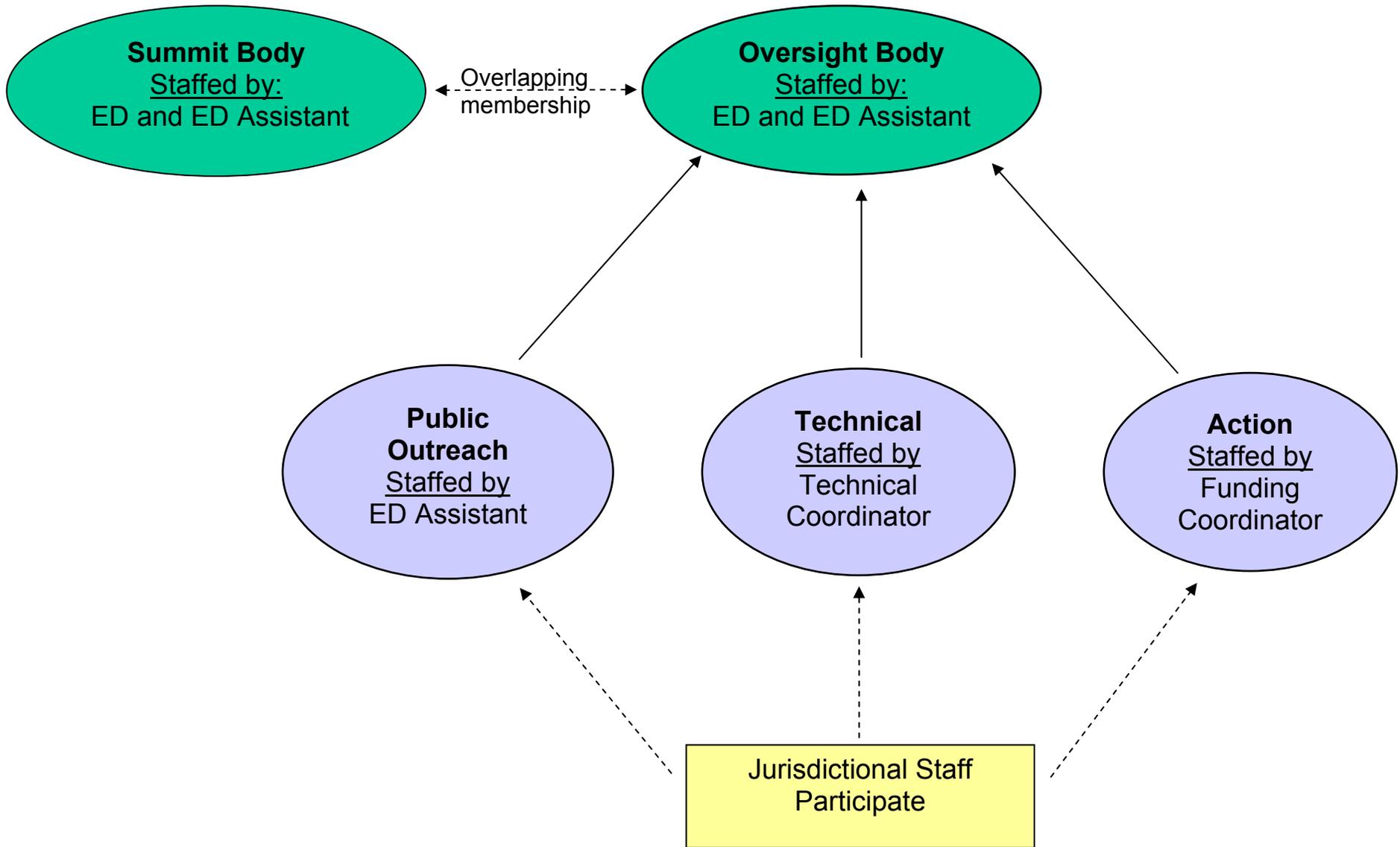


Figure 2-3: WRIA 8 Plan Implementation Roles and Responsibilities Summary Matrix

| Functions | Oversight Body | Summit Body | Technical Committee | Action Committee | Public Outreach Committee | Jurisdiction Staff supporting Oversight Body Members | Executive Director | Technical Program Coordinator | Funding Coordinator | Assistant to the Executive Director |
|---|----------------|-------------|---------------------|------------------|---------------------------|--|--------------------|-------------------------------|---------------------|-------------------------------------|
| Tracking and Guiding Plan Implementation | √ | | √ | √ | | √ | √ | √ | | √ |
| Making Technical Assessments about Effectiveness | | | √ | | | | | √ | | √ (minor) |
| Evaluating Progress and Making Decisions About Priorities | √ | √ | | √ | | √ | √ | | | √ |
| Communicating Progress | √ | | | | √ | √ | √ | | | √ |
| Managing Data Describing Plan Effectiveness and Progress | | | √ | | | | | √ | | √ (minor) |
| Securing Funds to Support Plan Implementation Functions | √ | | | √ | | √ | √ | | √ | √ |

 Requires participation by decision-makers/leaders TBD

 Requires in-kind contribution of staff by jurisdictions

 Requires funding from WRIA 8 partners through ILA or other mechanism

Part 3: Timeline for Plan Implementation, Monitoring, Reporting and Evaluation

Much time and consideration during the Plan development process – and in developing the 2002 Near-Term Action Agenda – has been given to identifying actions that can and should be implemented to reach habitat and salmon goals. The planning process is based on, and must lead to, making a difference on the ground through a range of programs, policies and projects implemented by WRIA 8 stakeholders.

There are unavoidable limitations, however, on the ability of WRIA 8 partners to improve habitat and salmon population conditions enough in the few years after the Plan is done to declare victory in recovering ESA-listed Chinook and bull trout. This is the case regardless of how specific the habitat actions, or how firm the commitments to implement them, are: detecting salmon response to habitat improvement happens over many years, while stakeholders' ability to make firm commitments of resources to specific actions spans only a few. It is critical, given these limitations, to build and follow a Plan implementation timeline that both accounts for our near term opportunities and limitations and maintains attention to the fundamental, longer-term indications of effectiveness and progress. This section describes the basic features of a Plan implementation timeline that meets this need.

The Steering Committee, through work sessions focused on Measures/Monitoring, Organizational Structure, and Implementation Timeline, has provided information essential to crafting a recommended Plan implementation timeline with activities and milestones that address the following questions:

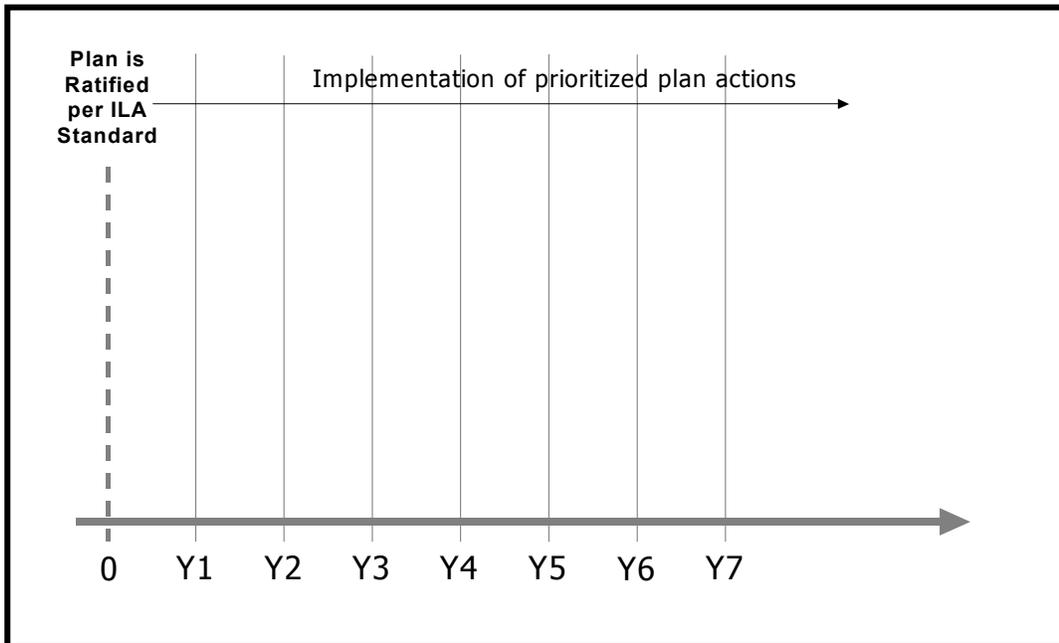
1. When does the Plan implementation clock start ticking?
2. What is the Plan implementation horizon?
3. When will we check on progress implementing the Plan?
4. When will we begin to formally assess Plan effectiveness?
5. When will Plan priorities and results be evaluated?
6. When will leaders convene to review Plan status?

Each of these questions is addressed in the following text. Each is presented with the answer provided by the Steering Committee and a brief description of the factors that were weighed in addressing the question and that will continue to influence how the timeline discussion is fully resolved.

When does the Plan implementation clock start ticking?

The Steering Committee recommends that the implementation clock start with the ratification of the Plan. In making this recommendation the Steering Committee recognized several factors that bear on or emerge from it. Each of these factors is likely to receive additional consideration as the Plan moves toward finalization and ratification. They may also affect achieving resolution of issues related to organizational structure, measures and monitoring, funding, and commitments. These factors include the following:

Figure 2-4 – Ratification Starts Plan Implementation Clock

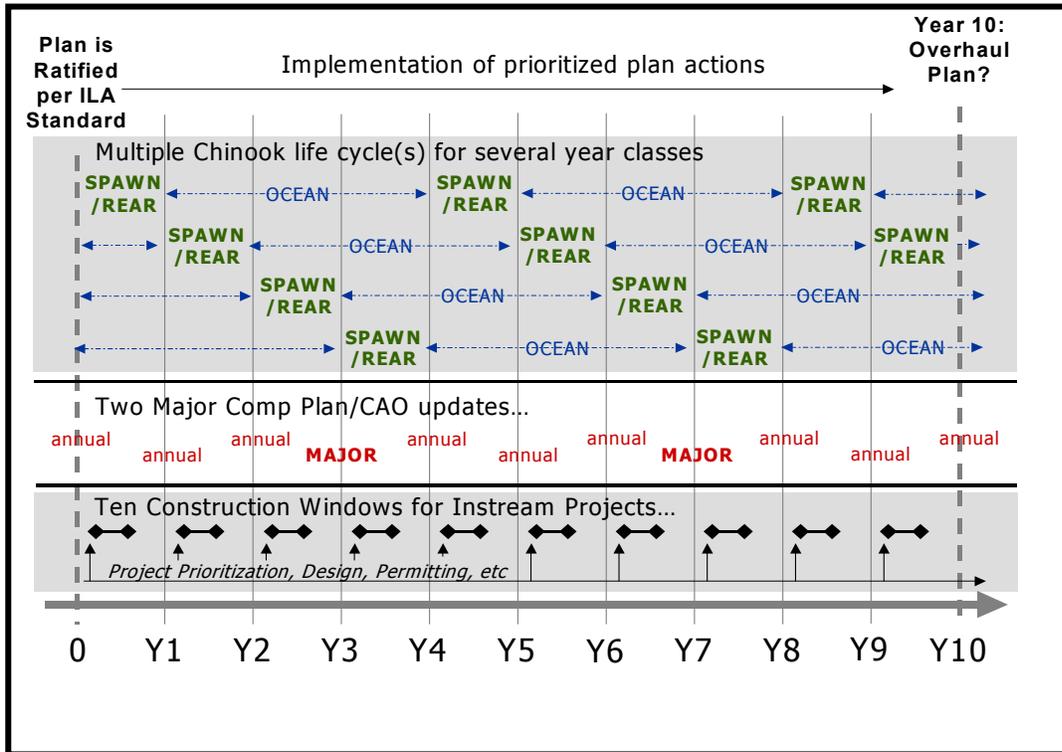


- Setting the baseline for monitoring* – Setting the baseline is an essential element of the monitoring framework for the Plan as it establishes the habitat and species conditions to which future conditions will be compared in order to judge progress and effectiveness. The monitoring baseline could be set to coincide exactly with the formal initiation of the Plan’s implementation phase, but the fundamental aim is to set the baseline as near to when implementers undertake Plan actions so the change attributable to them can be fully captured. The Steering Committee recommends setting the baseline separately from starting the implementation clock. Doing so will accommodate the limitations in the existing data describing conditions and the unpredictable nature of the ratification process. The data assembled by the Technical Committee for use in describing current conditions in the EDT modeling work will define the baseline for monitoring/reporting/evaluation purposes.
- Initiating the Monitoring/Reporting/Evaluation Process* – Starting the implementation clock has symbolic meaning, as representative of moving to the next phase of WRIA 8’s salmon recovery effort, and practical meaning for the logistics and operations of Plan implementation. The monitoring/reporting/ evaluation process, described in the following text and a critical part of showing success and progress, will be formally initiated with the start of the implementation clock. The years shown as milestones in the monitoring/reporting/evaluation process are therefore measured from Plan ratification.
- Connecting Ratification to Resources for Monitoring/Reporting/Evaluation* – De-linking ratification from the formal start of implementation increases the risk that there will be a significant lag between the baseline time and initiation of the monitoring/reporting/evaluation process. This is largely an artifact of the assumption that monitoring of measures of change from the baseline is not possible until ratification and subsequent delivery of resources to fund the work. It is possible that ratification will not happen until mid/late 2005, with monitoring not starting until early 2006, while the baseline could be set at 2003 using the EDT modeling data.

What is the Plan implementation horizon?

The Steering Committee recommends a ten-year horizon for Plan implementation. A number of factors bear on or emerge from a horizon of that length. Each of these factors is likely to receive additional consideration as the Plan moves toward finalization and ratification. They may also affect achieving resolution of issues related to organizational structure, measures and monitoring, funding, and commitments. The significant factors include the following:

Figure 2-5 – Plan Horizon is 10 Years



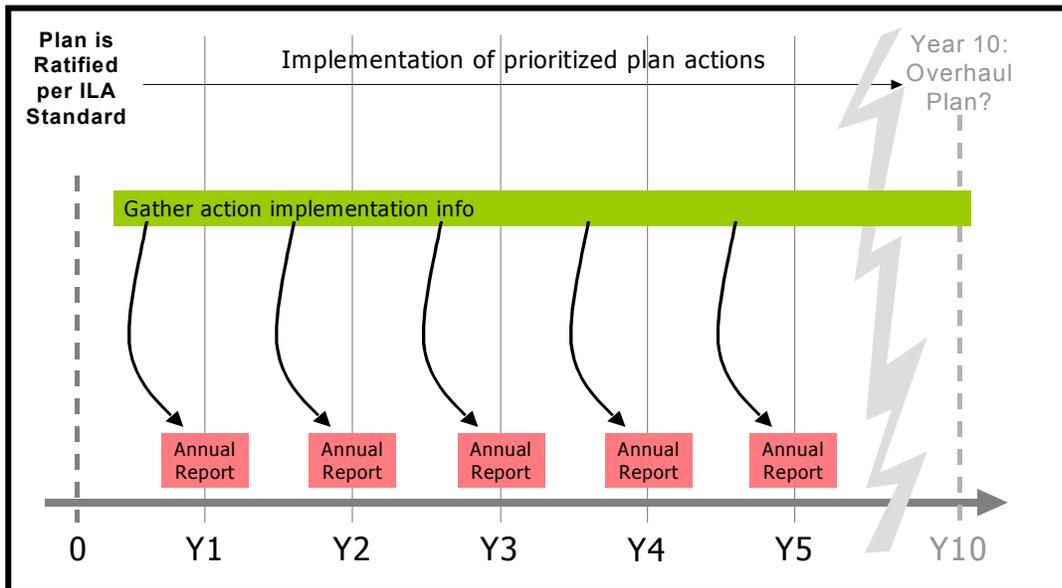
- *Allowing time to see action effects* – By the tenth year after the start of Plan implementation there should be a sufficient body of data compiled to allow a solid, but initial, assessment of how salmon populations are responding to the range of habitat actions implemented during that period. A ten-year horizon will also allow each chinook year class at least two opportunities to spawn/rear in habitat changed as a result of Plan actions.
- *Synchronizing the Plan horizon with other relevant processes* – The preceding discussion of organizational structure alludes to the need for WRIA 8 to have a presence in other major processes and projects that influence salmon recovery in WRIA 8. Such processes include updates of Comprehensive Plans and Critical Areas Ordinances, prioritization of projects within jurisdiction CIP programs, instream flow rule making, and others. Making direct connections to the most important of these processes will be possible but challenging; providing relevant habitat and salmon information indirectly to the other processes is possible but will not likely be a significant work task. Decision-makers must identify the external processes that are the most important and warrant attention when considering specific connections to Plan implementation.
- *Plan actions happen over different timescales* – A ten-year horizon does not mean that all activities associated with Plan implementation are geared toward a ten-year window. For

example, commitments to Plan implementation may extend over only a portion of the ten year horizon, and steps in assessing the effectiveness of actions will most likely be taken within a cycle that repeats over an approximately 3 year timeframe. In this context ten years is viewed as the timeframe over which the initial Plan priorities are most likely to be useful as guides for habitat actions, with year ten anticipated to be when serious consideration is given to shifting priorities based on monitoring results.

When will we check on progress implementing the Plan?

The Steering Committee recommends checking on and reporting Plan implementation progress annually. In addition, it recommends the production of an annual report describing the actions that were implemented during that year and summarizing the Plan activities undertaken from the start of implementation. The significant factors bearing on or emerging from these recommendations, and likely to receive additional consideration as the Plan moves toward finalization and ratification, include the following:

Figure 2-6 – Annual Check-in on Plan Implementation Progress



- *Transition to Plan implementation* – Regardless of when the implementation clock starts, activities in the first year of Plan implementation would include mobilizing people and resources supporting the Plan implementation framework. The recommended committee structure and staffing model provide a sense of how people and resources would be arrayed. Transitioning to the recommended new structure will entail hiring and orienting staff, establishing new committees with specific implementation tasks, and retasking existing committees with slightly different work. These activities will be undertaken concurrently with the implementation of habitat actions.
- *Responsibility for assembling the Annual Report* – This will be finalized with agreement on the funding, organizational structure, and staffing for Plan implementation. The recommended organizational structure anticipates that the Oversight Body, Technical Committee, Action Committee and Public Outreach Committee will have a role in this key task. The staff described in the recommendation for shared staff will likely play prominent

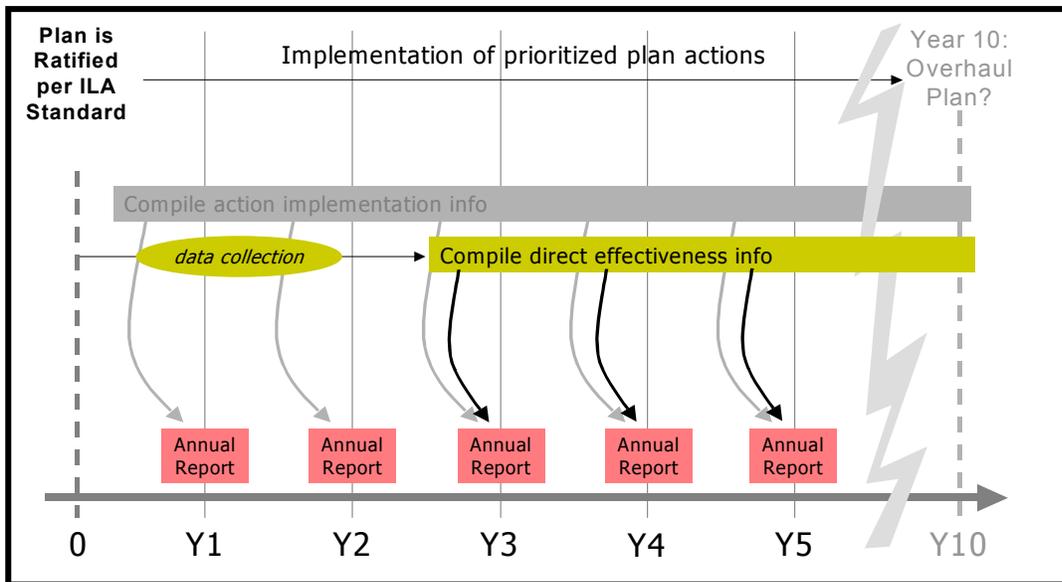
roles in this task. It is possible that completing the annual report may entail additional contributions from jurisdiction staff, consultants, and/or others.

- *Annual Report content* – There is currently no requirement dictating how long the Annual Report must be or what it must describe. In addition to describing activities that are part of the Plan and their results, the Plan could also capture non-Plan activities that may influence the effectiveness of Plan actions. Annual Report content can be determined and planned for as part of finalizing the Plan and with further consideration as Plan elements are implemented. Providing the desired level of detail and breadth of content will be possible only with people, time and money sufficient to complete report development tasks.
- *Annual Report as communication tool* – There is a strong desire to use the annual report as a communication tool for the general public and not just as information for implementers and engaged stakeholders. Meeting this desire may require the use of several communication mechanisms (e.g., newsletter, web page, presentations to councils, etc.) and a higher level of resources.

When will we begin to formally assess Plan effectiveness?

The Steering Committee recommends assessing Plan effectiveness initially in Year 3. The significant factors bearing on or emerging from these recommendations, and likely to receive additional consideration as the Plan moves toward finalization and ratification, include the following:

Figure 2-7 – Initial Effectiveness Assessment in Year 3



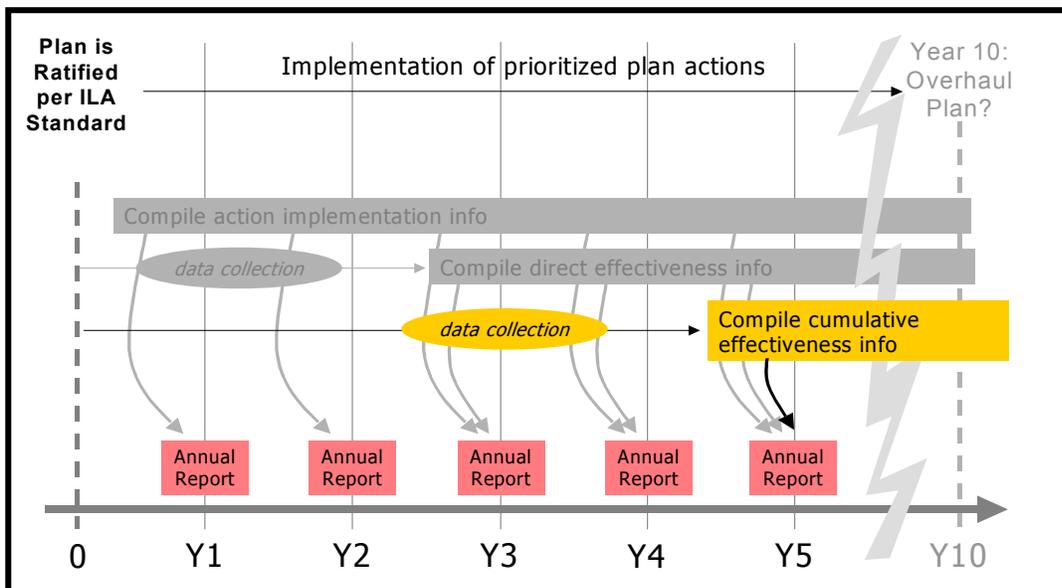
- *Collecting effectiveness data* – Data for judging effectiveness will be collected at least as soon as Plan implementation formally starts, if not earlier if resources allow. Three years should provide sufficient time to get an initial read of effectiveness of a subset of implemented Plan actions. The Technical Committee will play a primary role in developing the monitoring framework that guides data collection and drawing conclusions from effectiveness data.

- *Frequency of reporting effectiveness* – It is likely that as Plan implementation continues data pertaining to action effectiveness will be collected on an ongoing basis. It is also likely, however, that drawing substantive new conclusions from that data will not happen on a predictable – in this case annual – timeline. Effectiveness should be reported in the Annual Report on a frequency supported by data collection efforts.
- *Identifying and responding to crises* – The annual reporting process will not be the main avenue for communicating about unexpected events that may call for significant shifts in strategy and/or resource allocation. Within the anticipated organizational structure the Oversight Body would be the management level group that would receive and develop the response to information regarding significant unexpected events.
- *Timeframe for responding to effectiveness findings* – Just as there are limits to reaching conclusions from data regarding effectiveness, there are limits to how quickly and frequently implementers can respond to such conclusions. It is likely that significant changes driven by effectiveness findings are manageable every several years, apart from unique circumstances that would warrant immediate action to avoid catastrophic effects.
- *Reporting* – Results of this assessment can be captured in the Annual Report.

When will Plan priorities and results be evaluated?

The Steering Committee recommends evaluating Plan priorities and results initially in Year 5. Acting on this recommendation will be influenced by data collection timing limitations similar to those that affect the preceding recommendation regarding assessing effectiveness. The significant additional factors bearing on or emerging from this recommendation, and likely to receive additional consideration as the Plan moves toward finalization and ratification, include the following:

Figure 2-8 – Evaluating Priorities and Progress in Year 5

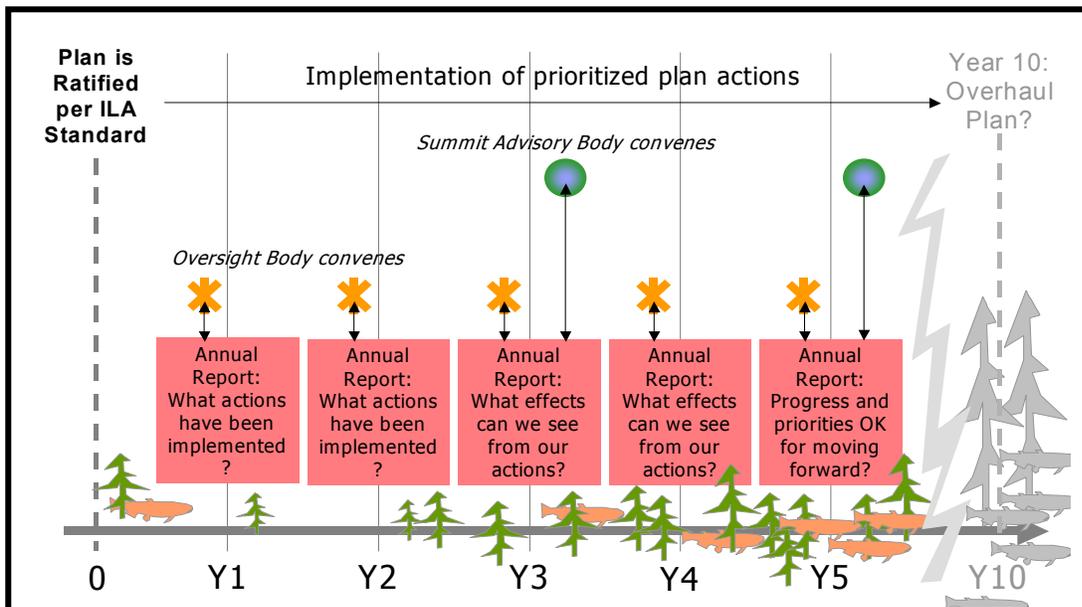


- *Relating evaluation to salmon cycles* – Year 5 is the earliest you can get a read from a salmon cycle that begins after Plan implementation has officially begun, but that provides only one data point (e.g., spawner-recruit ratio) for that year class. This type of evaluation should happen every three or five years based solely on the desire to avoid synchronizing evaluation with the return of only one year class. This would be the result if evaluation occurred every fourth year.
- *Frequency of evaluating priorities and progress* – The frequency of this type of evaluation after Year 5 has not been determined. In setting this interval decision-makers will weigh several key factors including the desire to maintain some consistency in priorities over time, the need to respond to emerging negative or positive trends in a timely manner, and fundamental constraints on drawing conclusions from small data sets.
- *Reporting* – Results of this evaluation can be captured in the Annual Report

When will leaders convene to review Plan status?

The Steering Committee recommends the formation of an Oversight Body for Plan implementation and convening a Summit Advisory Body in Years 3 and 5. The significant additional factors bearing on or emerging from this recommendation, and likely to receive additional consideration as the Plan moves toward finalization and ratification, include the following:

Figure 2-9 – Convening Leaders



- *Evolving Complexity of Leadership Role* – The purposeful linkage of the leadership bodies to the reporting activity denotes an expectation that the substance of review and guidance by leaders will be progressively more complex. In Years 1 -3 leaders will focus on tracking implementation as they build their knowledge base of the challenges to and opportunities for habitat protection and restoration. By Year 5 and beyond, leaders are more directly engaged with the value and appropriateness of Plan actions in the context of these challenges and opportunities.

- *Membership and Responsibilities of Oversight and Summit Advisory Bodies* – These topics are discussed in the preceding section describing the committees anticipated to be part of the Plan implementation organizational structure.
- *Anticipating and Accounting for Turnover* – It is likely that even within the first five years after initiating Plan implementation there will be turnover in decision-makers and staff involved in the process. This turnover increases the risk of losing critical knowledge of priorities and opportunities. The recommended timeline builds in measures that can help maintain knowledge of progress from the Plan implementation, including the formation of an Oversight Body focused specifically on implementation issues, the suggested frequency of convening leaders, and the linkage to annual reporting.