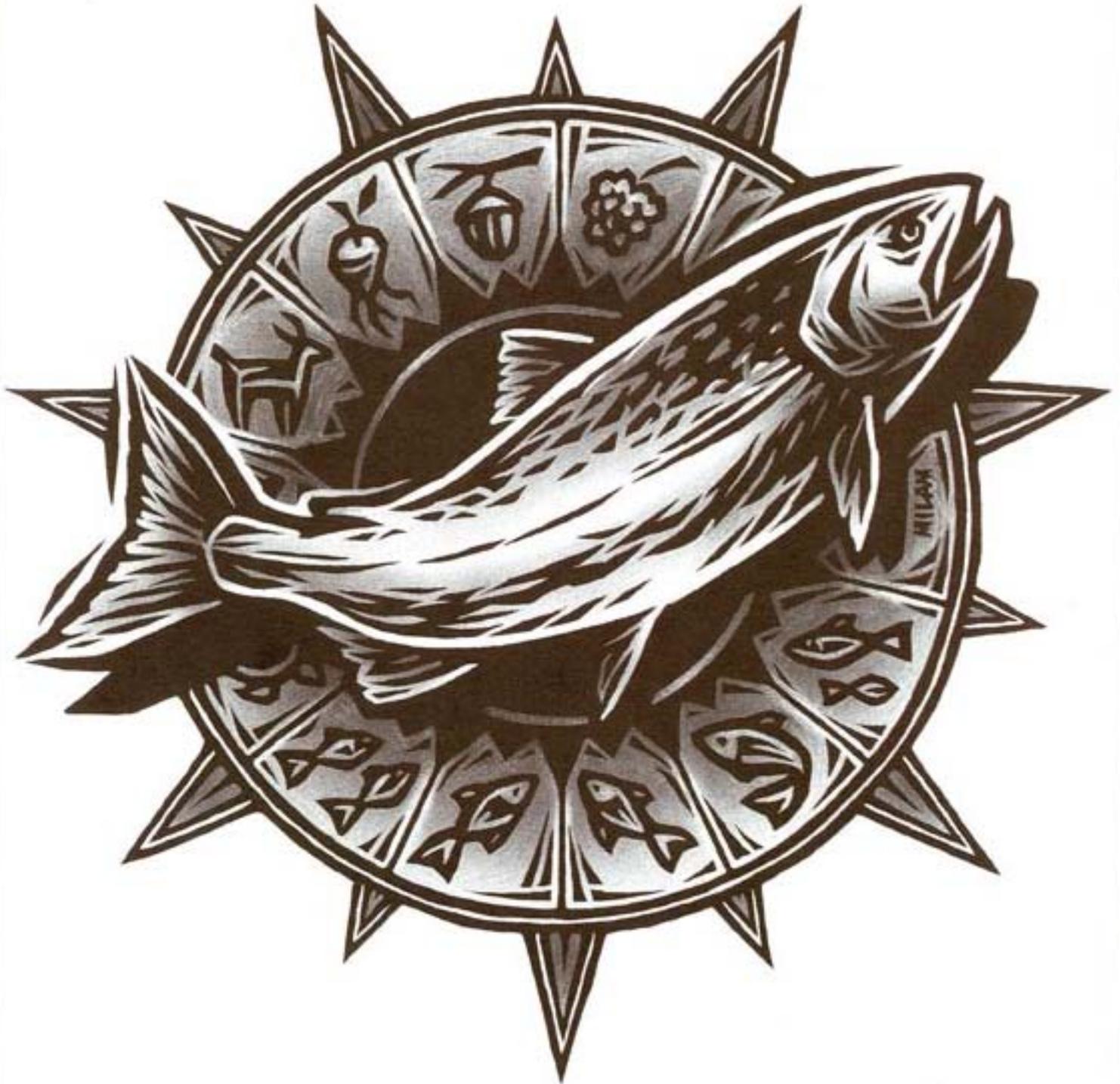


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This issue's cover illustration is by Larry Milam

from the CHAIR

When we adopted our Strategy for Salmon two years ago, criticism flew at us from many directions. We heard, for example, that we had gone too far in taxing the hydropower system to find more water for migrating fish. We also heard we had not gone far enough. We took some small comfort in that. Our job is a balancing act between the fisheries and the power system. We believe we struck a fair balance.

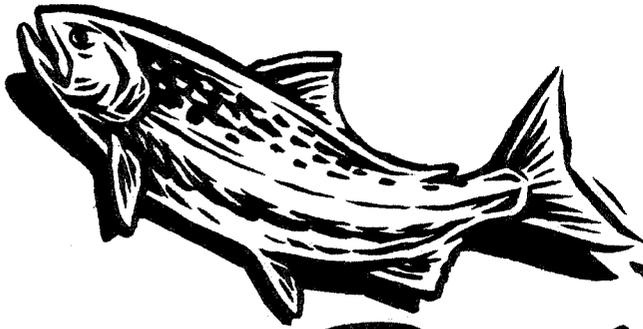
In September, we heard from the 9th Circuit Court that we had not, in the Court's view, done enough for the salmon, that we had not responded adequately to the recommendations of the region's Indian tribes and fishery agencies.

We are challenged by the Court's decision to push more aggressively for protections for the fish. This is a challenge we welcome. We had already begun amending the salmon portions of our Columbia River Basin Fish and Wildlife Program.



At the same time, the Court recognized our role in preserving an "adequate, efficient, economical and reliable power supply." We will work closely with the agencies, tribes and utility industries. We must continue with our process rather than start over and risk not having stronger protections in place for this spring's critical migrations.

Because this is my last opportunity to write as both chairman of the Council and one of its representatives from Washington, I want to urge all of you who share daily in the bounty of the Columbia River Basin — its electricity, irrigation water, salmon and other fish, and more — to find ways that you, too, can help restore balance. To echo a Nez Perce fishery leader quoted in a story in this issue: We must not "let these fish disappear on our watch."



by John Harrison

More Help on the Way for Salmon

Council updating salmon actions in Columbia River Basin Fish and Wildlife Program

The Northwest Power Planning Council is moving ahead with amendments to its Columbia River Basin Fish and Wildlife Program on an ambitious schedule designed to have a new program in place by the end of the year, well in advance of when juvenile salmon will be migrating to the Pacific Ocean.

"When we last amended our program in 1992, it was clear that the immediate actions we put in place would not be sufficient to rebuild salmon runs," Council Chair R. Ted Bottiger said. "We now have the results of a number of engineering and biological studies that we called for in 1992, and we have proposed additional actions in these amendments based on the new information."

The Council's program suffered a setback in September, when the 9th U.S. Circuit Court of Appeals remanded the 1992 Strategy for Salmon, which comprises the salmon and steelhead measures in the program, for reconsideration by the Council on several points. The Court said that in adopting the strategy, "...the

Council failed to explain a statutory basis for its rejection of recommendations of fishery managers and to evaluate proposed program measures against sound biological objectives." The Court held that it could not consider the Council's responses to these recommendations, which were issued with the strategy, but in a separate document.

The Court also expressed concern that the Council "...may have failed to give proper deference to the fishery managers and to fully comply with other substantive criteria for program measures."

At the time of the Court's ruling, the Council already had begun a process that would lead to reviewing and amending the strategy. Last May, the Council called for recommendations to amend the program. These were received through August 15, and the Council then prepared draft amendments based on the recommendations.

Responding to the Court's opinion, the Council consulted with the region's fish agencies and

Indian tribes on the question of whether to go ahead with the current amendment process or start over. There was strong support among these fishery managers to proceed. The Council also met with representatives of environmental groups, utilities and industries. Again, the consensus was that the Council should continue, not start over by soliciting new amendment recommendations. Starting over would mean that a new program would probably not be in place until June 1995, too late to have an impact on the spring migration of juvenile salmon to the Pacific Ocean.

The draft amendments to the fish and wildlife program are available for public comment through November 10, 1994. For a copy, call the Council's central office, 800-222-3355, and request documents 94-48 and 94-47. The Council expects to make its final decision on the amendments in December.



Key points in the draft amendments to the Columbia River Basin Fish and Wildlife Program include:

Harvest

- Reduce Canadian interceptions of Columbia Basin salmon. This will require reductions in Washington and Alaska fisheries.
- Adopt a more conservative harvest strategy, including an option to continue the 1994 ocean harvest restrictions.
- Adopt 50-percent maximum exploitation rate for fall chinook salmon and an effort to reduce that further, perhaps to 35 percent.
- Improve stock abundance estimates and information.

Mainstem

- Seek comments on the following five flow options:
 - **Option One** generally provides for improvements in transportation of juvenile fish and seeks to reduce predation on and competition with naturally spawning salmon populations.
 - **Option Two** encompasses actions to improve both inriver migration and transportation as part of an adaptive-management comparison of both. Actions include taking John Day reservoir to minimum operating pool and adding barges.
 - **Option Three** calls for immediate improvements in river migration conditions and generally minimizes the role of salmon transportation in mainstem passage. This option includes reservoir drawdown measures that were recommended primarily by the Idaho Department of Fish and Game and the Oregon Department of Fish and Wildlife.
 - **Option Four** includes flow recommendations primarily from the lower Columbia treaty tribes and the Oregon Department of Fish and Wildlife, such as developing final plans for natural river or comparable drawdown of the lower Snake River reservoirs, an end to smolt transportation as recommended by the tribes, reservoir drawdown measures recommended by the tribes, and evaluations of operating several dams at near spillway crest levels, including the John Day, McNary and Wanapum projects.
 - **Option Five** comprises actions proposed primarily by environmental groups, particularly Idaho Rivers United, including 1995 drawdown of lower Snake dams, trapping and hauling adult fish until fish ladders are modified for drawdown conditions, declaring a salmon emergency in the Snake River, minimum operating pool at John Day reservoir and adopting spill as the primary means of dam passage for migrating juvenile salmon and steelhead.
- Several of these options would use spill to improve juvenile fish passage at dams, but monitor and abate gas supersaturation problems and improve spill efficiency.
- Install PIT tag detectors at the dams.
- Emphasize enhanced research on the flow/velocity/survival relationship.

Habitat

- Implement detailed habitat performance standards, including water temperature and water quality standards.
- Reform the illegal practice known as water spreading.
- Accelerate diversion screening from \$6 million per year to \$15 million per year with enhanced contributions from all parties.
- Initiate water leasing demonstrations in four watersheds.
- Accelerate local watershed planning efforts.

Production

- Implement immediate actions to improve estuary conditions.
- Develop implementation schedules for acclimation ponds and other hatchery reforms.
- Implement a cost-shared program to reduce noise in hatchery raceways.
- Proceed with the Yakama, Nez Perce and Hood River/Pelton Ladder supplementation projects.
- Develop an emergency contingency plan for supplementing Snake River fall chinook salmon.
- Identify actions to improve lamprey populations.

Other

- Evaluate transferring implementation of the program to an agency other than the Bonneville Power Administration.
- Broaden the role of the Council to include watershed planning.
- Implement new operating rules for Hungry Horse and Libby reservoirs.
- Implement Lake Pend Oreille elevation test to determine impact on kokanee.
- Set biological objectives for program measures. Four alternatives for developing these objectives are proposed.

What do the region's new fisheries leaders bring to the salmon recovery effort?

by Carlotta Collette

If a meeting were called today of fishery leaders in the Pacific Northwest, many of the faces at the table would be new. In the past year, for example, most of the state fish and wildlife departments have gotten new directors, and Montana's director has been on the job just about two years. There are new regional directors at the National Marine Fisheries Service and at the U.S. Fish and Wildlife Service. There is a new director of fish and wildlife at the Bonneville Power Administration. And while tribal leadership on fish and wildlife issues has been fairly steady, one long-time salmon activist was elected to chair his tribe, where he can play an even larger role in helping direct the region's fisheries recovery.

Few of these new leaders are actually new to the Northwest's fisheries scene. Most either moved up through the ranks or over from similar work in other areas. But fisheries leadership has looked a bit like musical chairs in the region in recent years. This could be interpreted as either a good sign — that change, and hopefully, progress are at hand — or a bad omen — that other managers have abandoned the "cause."

Some of each may be true, but the bulk of these moves are political. New administrations mean new staff appointments. Beginning with this issue, we'll be interviewing some of the new voices we'll be hearing as the region's salmon recovery advances.

Donald Sampson Chairman, Confederated Tribes of the Umatilla Indian Reservation

Donald Sampson brings to the table "a tradition of thousands of years' experience maintaining these resources." Sampson was elected this year to chair the confederation that represents the Walla Walla, Cayuse and Umatilla tribes, a confederation that has worked for years to restore salmon runs and wildlife to the reservation and to the tribes' traditional hunting and fishing grounds. Projects organized and sustained by the Umatilla tribes are among the most promising in the Columbia River Basin.

The tribes have collaborated with northeastern Oregon farm-

NEW VOICES

in the

FISHERIES DEBATE

ers to restore water and salmon to the Umatilla River, a stream that has been annually drained to provide irrigation water for local farms. When the Bonneville Power Administration last year purchased the Conforth Ranch outside Umatilla to make it a tribe-managed wildlife preserve, Bonneville staff pointed to the Umatilla tribes as the key element in the negotiations that secured the land.

For the past 15 years, Sampson, who has a bachelor of science degree in fisheries biology, participated in these endeavors, as a scientist, a fisherman, a policy-maker and someone who has "walked a lot of these rivers." As a tribal leader, he has carried his message to the White House, where a cabinet-level team is attempting to coordinate the administration's policy on Northwest salmon issues.

When asked to name the top two or three major barriers to the salmon recovery in the basin, Sampson said, "dams, dams and dams."

"Of course dams are number one on my list of problems, but the other thing that's bad is the lack of political will or guts by anybody else. Nobody wants to give up what they've got. Our tribe has been giving things up for too long. We've been at the bottom of the heap for a long time. We know how it feels to give things up.

The region also lacks a coordinated effort to address all of the factors, not just the dams, but the habitat problems, the hatchery problems, the harvest problems. We need to look at what they call "ecosystem planning." That's just a new term for what we've been practicing for a thousand years.

We're practicing it today. It's a state of mind, a natural resource ethic. A way of life. It's a decision made by the people about whether they want to have short-term benefits or long-term benefits. You don't just write one or two sentences about it, you have to live it.

That's a barrier. How do we educate people in the Northwest about how it can be done and is being done? Educating big industry? Educating the federal government that doesn't know what its left hand is doing from its right hand?

Another problem is that the federal government wants to step in now and help correct the problems they were principally responsible for creating. You have all these federal agencies out there, and state agencies, basically doing disjointed efforts. Nobody knows what's happening.

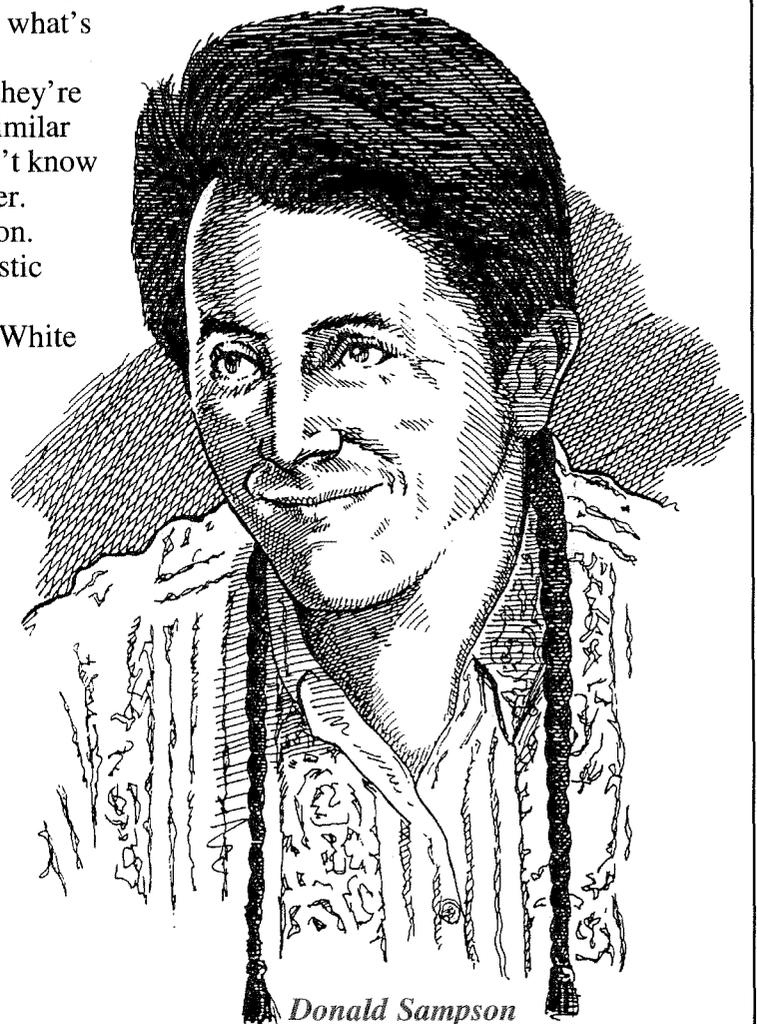
Even when they're all addressing similar items, they don't know about each other. There's no vision. There's no holistic look at it.

I was at the White House just last week. They're finally beginning to come around. They're looking at a similar approach to what we used in the Umatilla Basin. It was the tribes who stepped forward to lead the charge, and it was the

tribes' vision that set forth the goals and objectives to restore salmon in the Umatilla. And it was the tribes' legal basis, the treaty rights, that empowered us to do that.

I told them we have a model here that should be applied to the Columbia. The tribal leaders need to be involved in this new planning effort that the federal government is finally putting together. It's a collection of assistant secretaries from all the different departments that are involved with salmon restoration. That's going to be headed up out of the Office of Environmental Policy in the White House.

That's good news for the Northwest if they get our people involved. And that's something we face with the Northwest



Donald Sampson

"ECOSYSTEM PLANNING" IS JUST A NEW TERM FOR WHAT WE'VE BEEN PRACTICING FOR A THOUSAND YEARS.

Donald Sampson

Power Planning Council, if I can be frank here. We've never gotten much R E S P E C T from the Council. The Council has had over 10 years to get things moving. Instead they've gone into gridlock and consensus building that doesn't get us anywhere.

I'll give credit to the first group of Council representatives. I saw a lot of leadership there. Now we've come to the common denominator restoration plan.

My priorities are: first, that we begin to address dams immediately. The tribes and agencies have put together a proposal that's been there for a long time. It's time we begin following it. That's the drawdown and flushing of the river system and the long-term changes to the structure of the dams.

Second, we have to take a comprehensive approach to salmon restoration. That includes protection and restoration of habi-

tat. It includes using hatcheries correctly. That's supplementation. That needs to happen in the manner the tribes proposed it. The tribes have to be critical players in that. We have to be where the decisions are made, not an afterthought.

Neither the Council's program nor the Endangered Species Act recovery plan is good enough. The recovery plan is pretty weak. It's more of a political document than anything else. I could say the same of the Council's plan. It's a political document that got watered down. They haven't listened to the tribes enough. From my view, they are both obsolete.

I hope the Power Planning Council and the other fishery people here have some political will to do what is right. The tribes have always been willing to do what's right to restore salmon. If we don't get what we need now, it will end up back in court. And that doesn't get us a whole lot, but it seems we've been getting a little more out of the court than we have out of all these other folks.

William Stelle

**Northwest Regional Director,
National Marine Fisheries
Service**

Will Stelle, former White House point man on Northwest natural resource issues, admits to bringing "no special technical expertise, no silver bullets and no great overriding wisdom" to his new job as regional director of the agency that must oversee recovery of endangered Columbia River Basin salmon. "Both the expertise and the intelligence to solve these problems currently reside here in the region," he explains.

"If I bring anything, it is an

organized and pointed commitment on the part of the federal administration to serve as a constructive partner in solving these issues collectively," he adds.

"The history of salmon conservation is a history that is not rich in the story of federal cooperation and a coherent federal approach."

Stelle refers to the "federal family," which he admits "has on past issues bordered on dysfunctional," particularly regarding the Northwest's forest and the recovery of threatened northern spotted owl populations. He calls the behavior of federal agencies in earlier years "fratricide," saying that he brings instead "a commitment on the part of this administration to bring order to our own house and, with that federal order, to work with the states and tribes to develop a regional solution to what is a very difficult problem."

Stelle also brings 13 years of federal experience. He has worked as a special assistant to the Secretary of the Interior, was chief counsel for the House Committee on Merchant Marine and Fisheries and was staff counsel on the Senate's Select Committee on Indian Affairs. He studied U.S.-Canadian marine policies in Canada and holds a doctorate of law degree in international marine law from the University of Washington.

There are several key challenges facing the region. First, the press of time. Given the very poor current condition of the stocks and the not-too-rosy picture for the next several years, it is clear that we must act and we must act now. The time has come to decide what must be done and then to get on with the job. More lawsuits and more delay don't

help the fish or the region.

I don't mean to suggest that the answers are obvious or easy: quite the contrary. There are many things we don't know and that we will need to know to put the system right over the long term. But we cannot let our ignorance forestall action. We must do what we can now to minimize the risks to the fish over the short term while generating the information we will need for the long term.

Second, the federal agencies and departments that are involved with the effort need to put our collective shoulders to the wheel and push hard and steadily in the same direction. The federal family has historically not done as well as it might in providing the necessary leadership or cohesion, but we are making significant improvements, and we bring a renewed commitment to the region to work as one toward the goal of restoring salmon to health.

Third, the region itself needs to pull together in this great challenge, as we at the federal level stand ready to integrate our efforts with those of the states, the tribes, local government and the public. Saving salmon is not a federal issue, it is not a state issue, and it is not a local or tribal issue. It is an issue that should -- and will -- involve us all, and we must have that collective effort if we are to succeed.

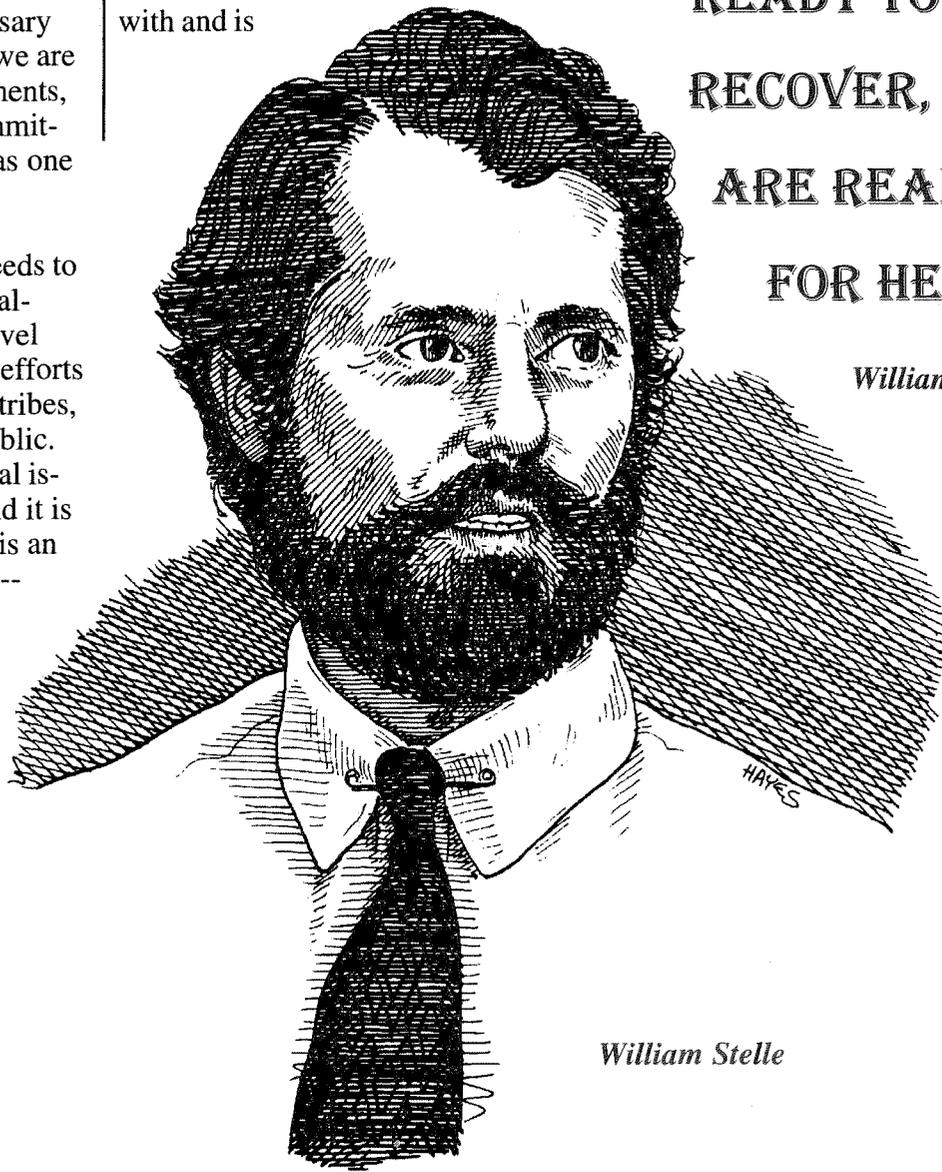
From a federal perspective, we are prepared to develop and publish a recovery plan, and to do so in close consultation with the tribes and the states and the other expertise that resides here in the region. It will be a recovery plan that reaches many facets of the lives of salmon and the lives of people. And it will necessarily have to be

broadly based. Through that recovery planning process, the region must determine what it will require to bring these stocks back. Once we complete that, we will be able to demonstrate that the task is both significant and eminently doable.

In developing a larger blueprint for salmon recovery, we need to marry our efforts with those of the Power Planning Council. It makes no sense whatsoever to have several different blueprints on how to recover the stocks of the Columbia River Basin. It makes all the sense in the world to make sure that what the federal family is recommending for recovery of the listed stocks fits in with and is

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William Stelle



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part and parcel of the larger plan of the Council for restoring and enhancing the fish and wildlife resources of the basin generally.

One of our principal goals is to ensure that there is very close integration at every level of detail between what the federal family is putting together for its plan for recovering the listed stocks with the fish and wildlife plan of the Council. Our challenge and our measure of success is to restore the aquatic health of the Columbia Basin, so that when nature is ready to recover, we are ready for her.

Restoring salmon in the Pacific Northwest is the most significant natural resource challenge facing the region and the nation. In working our way to a long-term solution, I am convinced that we will be developing approaches and techniques that will usher in a new era in conservation strategies for the country. The problems we face are substantial and the challenges significant. But the Northwest is a place of enormous strength and vitality. The people are committed, the economy is robust, and I am absolutely confident that the system can absorb the adjustments that will be necessary to succeed over the long term. And in 20 years, our children will look back on these days and thank us for saving the salmon and restoring to health the great rivers and streams of the region."

D. Robert Lohn

**Director of Fish and Wildlife,
Bonneville Power Administration**

For Bob Lohn, former general counsel for the Northwest Power Planning Council, making the Columbia River Basin Fish and Wildlife Program work is something akin to a "calling." Having spent seven years at the Council, helping guide development of

the program, the opportunity to move to Bonneville to oversee the program's implementation proved irresistible. So, while Lohn is not a new face in the region (he's a Montana native and a graduate of the University of Montana's law school), his place at the table has changed considerably.

Lohn is disarmingly soft-spoken; the sort of person who, when he speaks, commands respect because of the genuine, unmasked sincerity and logic of his beliefs. He often takes a scholar's approach — broad and historical — but he is tempered by his tinkerer's sense of how to make things work.

“What we've been doing in the basin for a while has been a series of somewhat uncoordinated measures, taking steps in one area without coordinating them with others. To solve a systemwide problem, you have to deal with it in a comprehensive way. We're going to have to integrate things much better than we have done in the past. What we need to do, at our end of the implementation, is to work through, not just what it takes to do a measure, but how that measure fits with the overall problem. By that integration I mean, not only particular measures we might be doing, but the efforts of all the players.

For example, I was looking at the Umatilla Basin recently and saw that virtually every federal land agency had something under way there that related to or affected salmon and steelhead, and yet there was essentially no coordination in that watershed. Similarly, there are programs of state agencies, the tribes and so forth. They need to be brought together so they complement one another.

This really fits with an ecosystem approach — integrated planning within a watershed. It's a ground-up approach to what happens in the watershed. In the model watershed program, for example, you've got people within an area who are really taking ownership in and responsibility for their watershed. They're becoming conscious of what's needed to protect it, taking those steps themselves, sometimes getting modest amounts of outside funds to take those steps. I think that's where the really valuable investment will be found; people who live in an area taking care of what surrounds them.

The second major issue will be translating from big, conceptual "diagrams" down to the real implementation level. The Council and the National Marine Fisheries Service are the region's architects to prepare plans to help recover salmon and steelhead (and resident fish and wildlife, in the case of the Council). Bonneville has a leading role in putting those into place. But often there is a big gap between the conceptual language and the immediate day-to-day challenges you face in the field.

I'm looking for some sort of regional implementation group to help us make that translation, so we're not just taking our best guess about what these architects meant. I want to draw all the players together and say, "This year, under these circumstances, what's the best way to carry out this provision." We're actively seeking that kind of advice. Something that's prepared almost day-to-day to help us put this kind of thing in place *this* year. The Fish Operations Executive Committee has played some of that role.

I'm looking for a broadly regional organization, not just someone to advise Bonneville or

just a select few people. Something that represents the major points of view in the region. I'm not saying that it is easy, that we will get together this group of people, and they will cleave the problem neatly.

A good example of this, not a perfect example, but a good example, is the Mid-Columbia Settlement. Some specific goals were set for those projects. There's a body of people who get together each year to make many of the technical decisions. They make them essentially by consensus. While they may disagree on some of the larger issues, they are able to get together each year to agree on that year's problems. And, I'd have to say it seems to be working. Of course, those are smaller



Bob Lohn

problems that cover less geography, but I think it's having a considerable beneficial effect on the fish passing through those projects.

Another issue is that, as a region, we have not really agreed about what our goals are. There are a series of competing interests, and we haven't meshed them very well. For example, one would be having more salmon in the mainstem for harvest. Another goal would be to have more of the weak Idaho stocks rebuilding and returning. The two of those are in competition with each other.

We need to find ways to either hold those goals side by side or decide which of these goals we will use to manage the river by. Lack of agreement in any given year about what we are trying to achieve in that year is the paralyzing factor here.

We also need to find better ways to get fish past the main-stream projects.

While I don't want to fall in love with the next piece of technology that comes along, I am very excited about the surface bypass systems that are under discussion. This is something that holds a strong intuitive appeal. It creates a flow at the level fish are found in reservoirs. It seems to fit with what we are perceiving; that is, as fish approach the projects and the current dives from beneath them, they seem

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Bob Lohn

to need another signal to respond to. There's a lot of reason for hope that surface bypass systems can provide that.

The real need is to find something that's close to being right that we can put into place at a reasonable price and quickly, something that can begin to make a difference right now.

My great fear is that we'll take so long perfectly engineering the solution that the chances of recovering these stocks will be much smaller and the cost of doing it will be much higher. I see a real need to pick a few of these simple ideas and start trying them. Even if they only last a few years, if they make a big difference they'll be worth it."



Access to Power

California proposal
to open power lines
to consumers draws
fire and praise

by Carlotta Collette

Leave it to California to light a fire under a staid old institution. Admittedly, the ground was already warming for the electric utility industry thanks to the Energy Policy Act of 1992. That legislation fortified utility competition by ordering transmission system owners to provide

access to their lines for wholesale power transactions among utilities or even independent power plant developers.

But the legislation left it to individual states to permit or restrict *retail* access, where commercial, industrial or even residential customers of utilities would be able to use existing transmission and

distribution systems to buy power from the source of their choice. *Retail* access meant *real* competition. Anyone, theoretically, could become a power buyer or seller. Industry participants and observers quickly began to speculate about which states would move first, in what direction and how far.

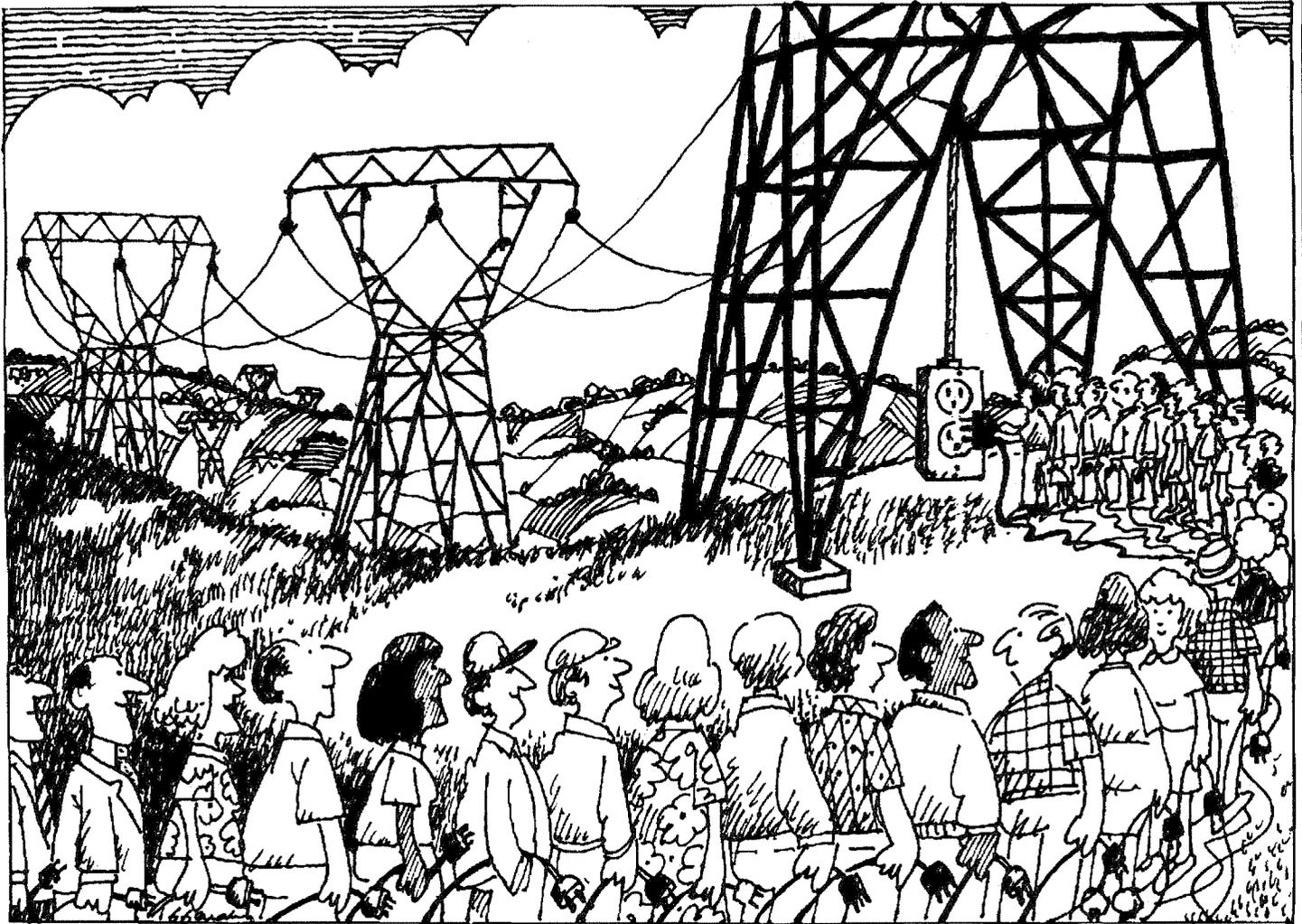


Illustration by Frank Farah

A few states are studying the issue, taking what, in contrast to California, appear to be baby steps toward open access. They are cautiously considering the provision of limited access to electricity distribution systems by certain industries. The idea is to enable large industries to shop around for the best electric rates and then be able to move power from the selling utility (or non-utility generator) to the industry along available power lines, regardless of ownership of those lines.

In some cases under review, transmission system owners would be paid a "wheeling fee" for the service. Industries abandoning their current utilities could also pay an exit charge, which would help cover the cost of resources originally built to serve the fleeing companies. Electricity producers would be forced to compete to offer the lowest possible rates or risk losing some of their largest customers.

But California's Public Utilities Commission is envisioning a more comprehensive overhaul of the electric industry in that state, including the way in which it is regulated. The proposal, which was released for public review in April and is scheduled for a Commission vote late this year, calls for a phasing in of direct customer access to power lines, beginning in January 1996, with customers that use large quantities of electricity, and concluding in January 2002, by which time, all customers, even residential users, would be able to buy their electricity from virtually any producer they choose. Customers could pick their supplier based entirely on the cost of kilowatt-hours, or on the package of energy services the various producers would offer.

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The open access proposal was largely in response to the fact that California's electric rates are among the highest in the nation. In a state that has been hit with a devastating recession in recent years, partly due to federal defense cuts and partly to industrial flight from strict environmental controls, high-priced electricity was just another reason for industries to move out.

The Commission reasoned that enabling all customers to choose their power suppliers, rather than be trapped by restricted access to transmission services, would compel utilities and even non-utility power generators to keep their prices as low as possible and still provide quality service.

The utility as power generation monopoly would disappear, to be replaced by the utility as commodity and service vendor surrounded by other vendors all hawking a

similar product. Market forces would determine the price and quality of the service, not a handful of regulators.

It's a bold and sweeping proposal, one that, if enacted, could totally transform the electrical industry in that state, and, if successful there, in other states across the country. It reflects changes that have already occurred in the telecommunications industry and in the supply of natural gas.

But it is a volatile issue, pitting various customer groups against each other. It makes sense that California, the nation's unofficial proving ground for nearly everything new and certainly everything hot, would be the flash point for the debate.

The "yes" votes

Predictably, industrial customers and other users of substantial amounts of electricity favor opening access and broadening choices in their purchase of power. To a large degree, the Commission's proposal was designed to foster industrial expansion by forcing down electricity rates.

"Increased customer choice through direct access is the key to resolving the problem of high electric rates in California," wrote the California Large Energy Consumers Association in its comments on the proposal. Group members "presently can negotiate among multiple suppliers for the provision of all the other inputs to their production processes save electricity," wrote the group, "just as the purchasers of their output negotiate price and other items with them. ... While the Commission's vision for the future of California's electric industry is bold, it is not without precedent, and it would merely begin to con-

form the electric industry to what is the norm in virtually all other markets in this country.”

Similarly, the California Manufacturers Association suggested that “introducing customer choice through direct access to electricity will accelerate the day when California again becomes an attractive place for manufacturing and other businesses to locate.”

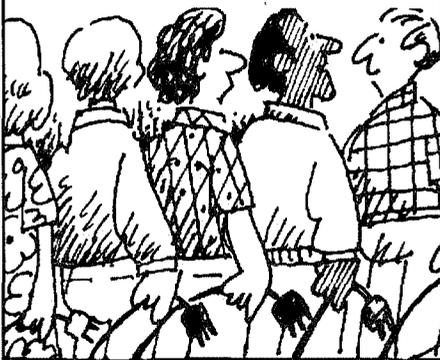
California’s Agricultural Energy Consumers Association concurred, for the most part, with the other large users group. “The current method of supplying electric services through regulated monopolies to captive customers in franchise areas is antiquated and has outlived its usefulness,” the agricultural association wrote.

While admitting that there could be inequities between large and small users, the association “accepts the challenge of developing mechanisms that will enable the benefits of a robust competitive generation market to ‘trickle down’ to smaller agricultural customers.”

Another group that favors the open access proposal, the Independent Energy Producers Association, which represents developers of non-utility generating plants, offered an alternative process for phasing it in. Instead of the big-customers-first approach proposed by the Commission, the independent producers urged direct access “to all customers at the same time.”

The California Department of General Services, which represents state government agencies and probably pays the state’s biggest electric bill — about \$175 million each year — made a similar proposal. The Department argued that, “If there truly are benefits, then all customers should share appropriately and in a similar time frame.”

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The “no” votes

Opposition to the California Commission’s open access proposal ranges from advocacy groups that represent residential and smaller commercial customers to California’s utilities, whose stock values began to drop soon after the Commission released its proposal. The consumer groups fear that any benefits from open access will only go to large users who can easily leap from one provider to another. Residential customers, they argue, could be left at their local utility, where rates would actually have to *go up* to cover utility expenses that would be spread over a smaller customer base.

The Commission was explicit in its promise that, “we will be particularly vigilant in our efforts to prevent costs from being shifted to residential consumers.” But at least one consumer group, called Toward Utility Rate Normalization (TURN), complained that, “even with the best of intentions, the Commission will be less than fully successful on this point.”

Several utilities made the same argument from their own side of the issue. They have invested in new electricity resources to serve their existing and anticipated customers’ needs. If some of these customers, particularly the larger ones at first, are able to jump to another provider, the utility could be left with the bills for new resources and fewer customers to pay those bills. The utilities argued that if they raise their rates to cover the bills, they will be even less competitive.

Furthermore, the Commission’s proposal that customers leaving a utility to go elsewhere be charged a departure fee would probably bring total prices back up to where they are, critics claim. They wonder who will ultimately benefit and question whether the Commission will realize its hope that this transformation be accomplished without destroying the financial viability of utilities.

The American Public Power Association, for example, argued in its testimony that it would only support open access to electricity transmission when it has been demonstrated that “significant cost and efficiency gains are likely to occur ... for the benefit of all electric end-users.”

The Association also brought up an issue that concerns many commentators: “the potential adverse impact of retail wheeling on achievement of state and national environmental goals, demand-side

management programs and the development of cost-effective renewable technologies.”

Ralph Cavanagh, from the Natural Resources Defense Council, called the Commission’s proposal “a major new attack on energy efficiency and renewable energy in California. ... The proposal would significantly reduce utilities’ capacity and motivation to invest in cost-effective energy efficiency,” he wrote in an open memo to “friends of energy efficiency and renewable energy,” which was published in the *Coalition Energy News*.

Cavanagh also maintains that the fee structure probably will mean that few customers will actually see lower rates. “What the proposal would do, however, is to change significantly the incentives under which utilities operate and invest for the future.” Rates under the new proposal would be divided into a large, fixed-service charge with smaller per-kilowatt-hour charges. This would leave “customers with much less to gain as a result of improved energy efficiency,” Cavanagh wrote.

Another article in the same publication stated, “The CPUC [California Public Utilities Commission] proposes abrogating existing policies which promote the efficient use of energy, resource diversity, clean air and a sustainable future.”

Most commenting utilities agreed. California’s utilities have led the nation in investing in solar, wind, geothermal and other renewable power sources. The state set high environmental standards through the 1980s. The Commission itself noted that “California’s consumers enjoy direct access to the most efficient, environmentally sound electric service infrastructure available.” The proposal is designed to secure that rather than

“There is a difference between boldness and recklessness.”



jeopardize it, although it is not clear from the proposal how that particular goal would be accomplished.

Some of the commentors who generally oppose the proposal, nonetheless suggested ways it could be made to work.

Southern California Edison, for example, maintained that direct access to transmission will only meet the Commission’s objectives if it “proceeds in an orderly fashion that allows appropriate market institutions to develop.” Edison recommended that utilities form a regional power “pool,” which “preserves an efficient energy infrastructure and allows all customers and competitors to be treated fairly.”

Edison echoed several other commentors in noting that, “California is properly proud of its reputation as often being at the ‘cutting edge.’ There is, however, a difference between boldness and recklessness.” The California util-

ity, and numerous other commentors, even questioned whether the Commission could legally make such an enormous change without state or federal legislative action.

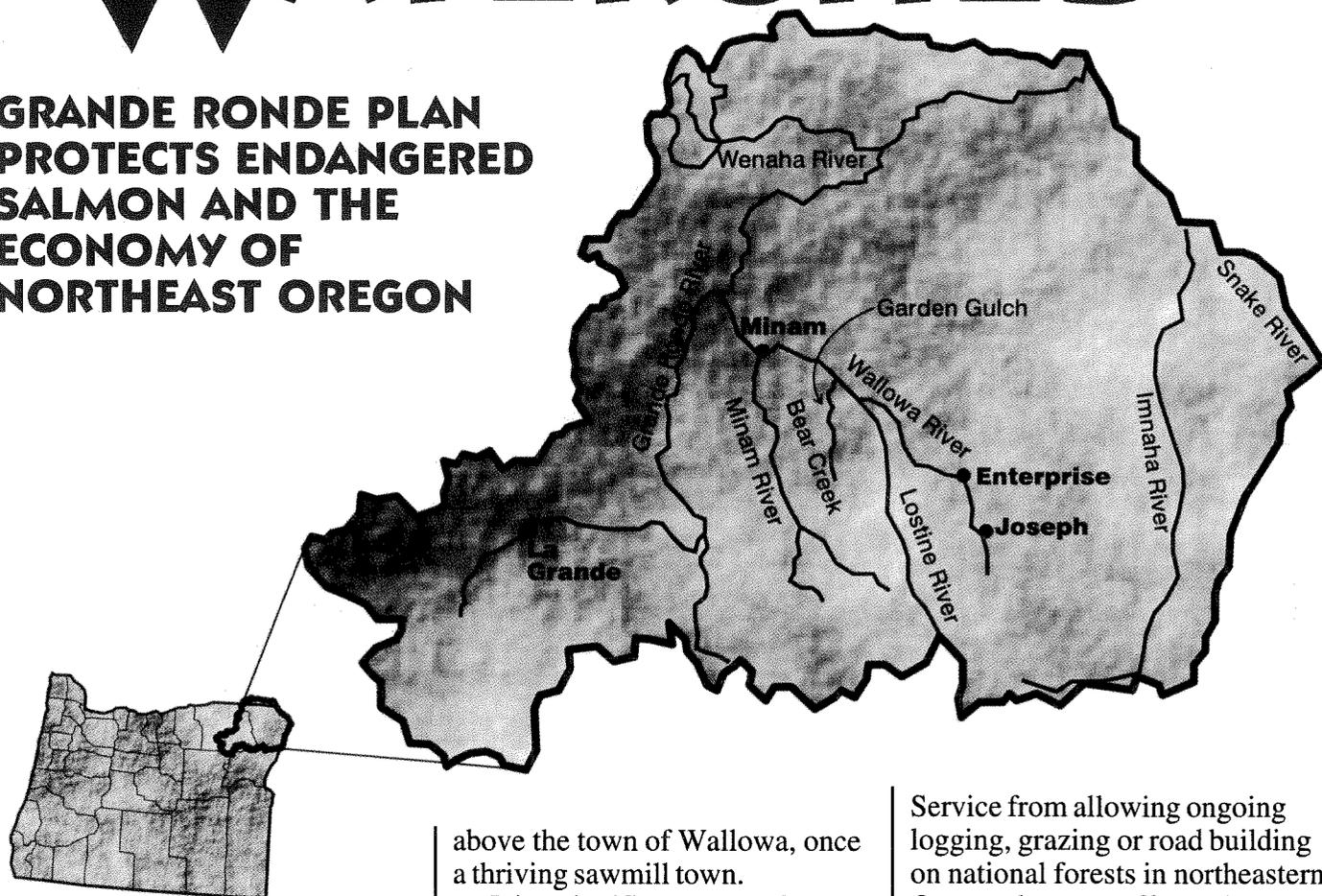
Amory Lovins, vice president and director of research at the Rocky Mountain Institute, a natural resources research and consulting firm, wrote in his comments: “The authors’ proposal is not merely, as they acknowledge, bold and ambitious; it will probably prove the most controversial proposal ever advanced by any American utility regulatory commission. By proposing to do within California ... what Congress forbade FERC [Federal Energy Regulatory Commission] to mandate interstate, and what every other state that has formally considered retail wheeling has so far declined to do, the authors have placed California in an unprecedented position dictating unique caution.”

“Caution” is not a trait for which California is famous, however. In fact, it could be argued that California’s reputation as the “Golden State” could be a reflection of the flaming controversy its citizens and leaders seem adept at fueling. As is often the case, the rest of the world is watching to see what California does next.



SHARING THE WATERSHED

**GRANDE RONDE PLAN
PROTECTS ENDANGERED
SALMON AND THE
ECONOMY OF
NORTHEAST OREGON**



by John Harrison

WALLOWA, Oregon — It is August in northeastern Oregon. A hot breeze wafts down the pine-studded valley of Bear Creek, rustling leaves in an abandoned apple orchard beside this tributary stream of the Wallowa River.

“We used to have a dozen families living up here, but that was back when the mill was running. Today the mill is closed, and the families are gone,” Wallowa County Commissioner Pat Wortman says, standing at a former homestead a few miles

above the town of Wallowa, once a thriving sawmill town.

It is a significant venue for Wortman’s discourse on salmon enhancement and the future of the county he helps govern, for Wallowa County’s timber-dependent economy is on a collision course with the federal Endangered Species Act. The resulting controversy is as hot as the breeze that bends the unkempt orchard grass in this picturesque valley the locals call Garden Gulch.

That’s because just a week before Commissioner Wortman led a tour of salmon habitat restoration sites in his county, the U.S. 9th Circuit Court of Appeals in San Francisco enjoined the U.S. Forest

Service from allowing ongoing logging, grazing or road building on national forests in northeastern Oregon that may affect salmon spawning and rearing habitat. When the injunction takes effect, it would shut off large areas of the forest to the grazing and logging that are mainstays of the traditional local economy. The purpose is to protect endangered chinook salmon in the Snake River Basin, some of which spawn in the Grande Ronde River and its tributaries like the Wallowa River and Bear Creek.

The injunction was a blow, but not a knockout punch. Northeast Oregon citizens already were taking steps to protect salmon-spawning habitat here in Garden

Gulch, where measures are planned to control erosion and reduce pollution of the creek, and elsewhere in the Grande Ronde Basin. In Wallowa and Union counties in Oregon's northeast corner, a unique program is emerging to protect salmon.

"We want to maintain our county's vitality and economic base at the same time that we do what we can to enhance the salmon runs," Wortman said.

Wortman and others are doing that through the Grande Ronde Model Watershed Program, formed in 1992 after the Northwest Power Planning Council created the program and Oregon designated the Grande Ronde a "model watershed." Coincidentally, that was the same year Snake River chinook were listed as threatened species under the Endangered Species Act.

Through model watersheds, the Council hopes to encourage watershed planning partnerships among landowners, government and public interest groups. This responds to direction in the Northwest Power Act of 1980, the federal law that created the Council, to include in the Columbia River Basin Fish and Wildlife Program measures to enhance salmon spawning and rearing habitat. The program aims to improve salmon survival at every stage of the life cycle. Initially, the Council designated one model watershed in each state, but residents of other watersheds have expressed interest in similar designations.

Administering the Grande Ronde program are two citizen committees — one in Union County and the other in Wallowa County — that act in unison under the umbrella of the Grand Ronde Model Watershed Board of Directors. The board's membership represents diverse interests, in-

"We didn't understand the importance of this water."

cluding state, county and federal government agencies, private timber companies, Indian tribes, cattle ranchers and environmental groups. Wortman is vice president of the board.

"The value of this process is that it started at the grass-roots level; it started with bringing people together," Wortman says. "When government comes in and tells people what to do, it won't work. I think government's role is to provide technical expertise, but otherwise to let the people decide what to do. That way, you have public support and you can get something done. Without that support, you might as well back away from it." John Howard, a Union County commissioner who is chairman of the watershed board, agreed that the collaborative, grass-roots effort is "the only way to go."

The Grande Ronde committee considers project proposals, prioritizes them and submits them to the relevant agencies for funding. Here in Garden Gulch, for example, projects are proposed that would address the impact of agriculture. The present landowner, RY Timber, Inc., of nearby

Joseph, Oregon, allows cattle grazing in a creekside meadow. Left on their own, cattle will find water and, in the process, trample streambanks, contribute to streamside erosion and pollute the water with their waste.

The timber company proposes to attack the watershed problems on two fronts. First, the company will develop alternate water sources to keep cattle away from the stream. The company also plans to build fences around streamside pastures. Second, the company built a rock-lined pond to collect water and sediment in a canyon where periodic flooding has sent torrents of mud and runoff water into Bear Creek. There are plans for a similar flood-control facility on another canyon nearby and for a pond that could be used for flow augmentation and irrigation.

RY Timber hopes to get financing for its Garden Gulch work from the Oregon Watershed Health Program, which has earmarked some \$10 million in state lottery proceeds for watershed restoration projects. In the last two years, about \$3.5 million of that total was dedicated to the Grande Ronde Basin.

Garden Gulch is just one place where the model watershed program is working to improve salmon survival. There are others. Downstream on the Wallowa River, for example, four irrigation water diversions will be consolidated and screened to protect migrating salmon and also prevent erosion of valuable farmland. Farther west, in neighboring Union County, the banks of the Grande Ronde River are being planted with native shrubs, trees and grasses. This will improve salmon spawning habitat by shading the riverbank and helping to reduce farmland erosion. Noxious weeds,

which can affect streamside habitat as well as the agriculture and timber industries, are being controlled. Fish passage at a dam on Catherine Creek, a Grande Ronde tributary in Union County, is being studied.

Similar projects are under way or planned elsewhere in the Grande Ronde Basin, all with the goal of improving salmon spawning and rearing habitat while respecting existing lifestyles in this largely rural part of Oregon. It's a big job in a big area — the Grande Ronde Basin takes in about 5,265 square miles, including parts of the Blue and Wallowa mountain ranges.

Oregon's Governor, Barbara Roberts, is particularly proud of the collaborative nature of the Grande Ronde program and of a similar program that is beginning in southern Oregon.

"We are demonstrating to the nation what it takes to improve watersheds," Governor Roberts said.

That could be said for financing the work, as well as for planning. By designating model watersheds, the Council opened the door for federal financing of enhancement projects and administrative coordination. In the case of the Grande Ronde watershed program, Bonneville Power Administration ratepayers are helping to finance some of the work as mitigation for the impact of federal dams on the salmon that spawn in the basin. Bonneville money also pays the salaries of the program's executive director and two support staff members. There are other sources of money, too, such as the Oregon lottery proceeds, state fish and wildlife agencies and federal land-management agencies.

Bonneville's base funding amounts to about \$90,000 per year, but contributions of in-kind

"Collaboration, grounded in good science, is the way to our success or failure."

services by participating agencies, such as the Bureau of Reclamation, multiply Bonneville's contribution by several times, said Robert Horton of La Grande, executive director of the Grande Ronde Model Watershed Program.

Towns like Wallowa, that once thrived on forestry and agriculture, are seeing the contribution from those industries decline. But through efforts like community-based watershed planning, there is hope that industries and lifestyles will make the transition from traditional practices that contributed to the decline of salmon runs to new ways of managing watersheds to protect fish as well as fragile local economies.

"Local residents, including tribal people, contribute something special to this watershed work," said Angus Duncan, an Oregon member of the Power Planning Council. "They contrib-

ute the knowledge and sense of place of people with deep roots here. We want to tap into those qualities, to enlist them in a collaboration with state and federal policies and resources. That collaboration, grounded in good science, is the way to our success or failure."

Horton agrees that the program's key successes are its collaborative approach to planning and its ability to look at the entire basin. There have been frustrations, too, of course. "Planning takes a long time," he said. "It gets bogged down in bureaucratic complexities."

But it's beginning to work. That's because of people like rancher Jeff Oveson, who owns 3,000 acres in the Wallowa Valley and leases another 1,000. Part of his ranch abuts the Wallowa River. With \$50,000 from the Oregon Watershed Health Program — lottery money — he is erecting fences and watering troughs to keep his cattle out of the river. He irrigates about 280 acres of his ranch with Wallowa River water, and until recently he used a traditional — and wasteful — irrigation method. He flooded the fields. Now he's switching to sprinklers, which are much more efficient and will leave more water in the river for fish.

"I know flood irrigation is wasteful, but I have to plead ignorance. We didn't understand the importance of this water," he said. "Changing to sprinklers not only improves our efficiency, it gives us more crop options. So we know we're going to improve the efficiency of our operation while we enhance habitat for fish."



Tacoma City Light joins the Army to cut



MUSTERING THE MEGAWATTS

by Carlotta Collette

energy use at Fort Lewis

When Dalene Moore first saw the procurement procedures she would have to follow to contract with the U.S. Army, she nearly beat a quick retreat. Moore, assistant energy conservation manager at Tacoma Public Utilities Light Division, was approaching staff at Fort Lewis, just south of Tacoma, Washington, to propose that they collaborate to save energy at the Fort. "But the procedure manuals for military contracting and procurement were inches thick and they went on for several feet on the bookshelves."

Had it been "situation normal..." for the military, the Northwest's biggest energy conservation project might never have gotten past reveille. Instead, Moore found two people at Fort Lewis who refused to be defeated.

"This project is a real tribute to personal perseverance. It would never have happened without Newell Flood and JoAnne Fletcher," says Moore. "It's not a typical public works project. Whenever it looked like we'd get stalled by some procedure, Newell and JoAnne would say, 'let's see how we can do this.'"

What followed was still one of the most complex energy conservation projects undertaken in the region, if not the nation, but it is well under way now, and the megawatts are being saved. Perhaps even more important, it has already become a model for other military bases and large industrial sites. That was the idea.

Assembling the "troops"

The Fort Lewis conservation effort was conceived by personnel from the U.S. Department of

Energy's Federal Energy Management Program, which was created to cut energy use in government buildings. The federal energy people wanted a pilot project to demonstrate efficiency opportunities at military bases. They approached the Tacoma utility and the Fort early in 1990.

Fort Lewis was a perfect choice for the project. It is one of the Army's three largest bases in both interior square footage (more than 23 million square feet) and total area (83,000 acres at the Fort itself and another 300,000 acres at the Yakima firing range in central Washington). Fort personnel already had a reputation for being energy conscious. As Tacoma's fifth largest user of electricity, with an annual electricity bill near \$5 million, the Fort had much to gain (estimated annual savings of about \$1 million, in fact) from improving the efficiency of its energy use.

Furthermore, the utility-financed upgrades would be an opportunity to install new, more reliable equipment at the Fort, which will reduce future maintenance costs as well.

The Tacoma utility was also a wise choice for the project. The utility's own reputation for conservation successes was well established. Among other accomplishments, Tacoma was the first city in the Northwest to adopt model energy conservation standards into the city's building codes. Tacoma's staff had considerable experience with commercial and industrial energy conservation, which made the whole project less risky for all participants.

The Bonneville Power Administration, the agency that wholesales about half the electricity in the Northwest, including about a third of Tacoma's, and underwrites conservation efforts at its customer utilities, was ripe for the project, too. Bonneville had a program designed for large commercial and industrial power users, but no military establishment had ever applied. The agency would finance the Fort Lewis project by agreeing to purchase the verified energy savings from Tacoma. It would be a bargain for Bonneville at 3.3 cents per kilowatt-hour, and the agency would not have to invest a lot of its own staff time in the program because Tacoma's able team was in charge. Furthermore, Bonneville already had Battelle Pacific Northwest Laboratory under contract to assess opportunities like this one.

Forward March!

With the "troops" assembled, the team was ready to march. One of the first decisions they made was to abandon the "limited pilot project" notion. "We already had experience with the technologies we'd be using here," explains Newell Flood, chief of operations and maintenance at the base. "I said, let's do the whole Fort!"

"That was when I knew we really had a project," says Tacoma's Moore. They had already been meeting and negotiating with rooms full of military and government representatives for nearly a year.

With concurrence came a new smoothness in the process. Instead of signing numerous contracts with the utility, installers, Bonneville and others, Flood convinced the procurement people, who included JoAnne Fletcher, that they could develop a “sole source” agreement with the utility, and the utility would subcontract with the installer. To further facilitate the project, Flood suggested using a “basic ordering agreement,” which covers many of the federal guidelines that must be followed, including such environmental concerns as disposing of hundreds of hazardous old lighting ballasts and working in areas that had asbestos.

Through an open bidding process, the utility contracted with EUA/Onsite, a limited partnership, to handle all the installations. By having a single contractor, working under the utility rather than the Army, procedures were simplified. EUA/Onsite established its “command post” in a trailer at the Fort and is subcontracting portions of the work to local electricians.

The overall project was broken into clusters of projects, some covering many buildings, while others, such as the one for Madigan Hospital, only address one structure. For each cluster, EUA/Onsite developed a detailed proposal with engineering estimates of costs and savings. To date, nine such clusters have been initiated, at a total cost of nearly \$5 million and savings of about 1.5 average megawatts (approximately 12,600,000 kilowatt-hours, enough electricity for more than 800 homes). Even with streamlined contracting procedures, the paperwork so far “would cover the top of my desk to about a foot,” says Flood.

“This project
is a real tribute
to personal
perseverance.”



The scope of the project is enormous, largely because the Fort itself is enormous. There are about 4,500 buildings there. A few date to World War I (the Fort was founded in 1917). Many were built in the 1920s, when Pierce County, which had donated the land to the Army, wanted the Fort returned to the County because the military had all but abandoned it. To prove its ongoing interest in the facility, the Army constructed numerous beautiful brick residences, offices, chapels and other structures that still make up the more formal areas of the grounds.

During World War II and the Vietnam War, Fort Lewis served as a critical staging and training camp. The proximity of McChord

Air Force Base expedited the shipping of troops abroad. Buildings dating to World War II were considered temporary then, but most still remain. These are the dull blocks of wooden barracks one associates with “basic training boot camp.” In a portion of the base known as North Fort, these spare barracks seem to run for miles. They are all single-story, “Army issue” and remarkably inefficient.

The Vietnam-era housing is made of brick and concrete and looks more like university dormitories. Until recently, many of these were vacant, but with the closure of U.S. bases abroad, the population at Fort Lewis — typically 25,000 to 35,000 — is growing. One assurance project planners needed before they were willing to invest the \$25 million the Fort’s upgrade is expected to cost over its five-year installation phase was that Fort Lewis would not be closed. Instead, it is likely to be the only West Coast Army outpost kept open.

In addition to the housing, which makes up more than half the buildings on the Fort’s sprawling, forested landscape, there are all the structures common to small cities. Fort Lewis has its own water and sewage system, its own electrical distribution lines. Tacoma runs electricity to three meters; the Fort takes it from there. The Fort operates three boiler plants that heat a good share of the base using steam pipes. It has its own chapels. It has its own mall, which houses a pizza parlor, furniture store, bookstore and more. There are movie and live theaters. There is even an espresso shop.

Of course there are the hangars and garages for military equipment, as well as parade grounds and air strips. And there is a huge

new hospital, Madigan, from which, despite its having opened only three years ago, the utility expects to garner nearly 4 million kilowatt-hours in annual energy savings through this project.

The plan is to eventually retrofit nearly everything. Most structures will at least have new lighting installed. Nearly all of the 1.5 megawatts in savings to date have come just from new lighting systems. Some facilities will also get new heating and air-conditioning controls, and upgraded motors and drives. "Everything we're learning in this project will be used in any new structures we build at the Fort," says Flood.

The scope of
the project is
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largely because
the Fort itself
is enormous.



Flood's attitude and perseverance reflect those of the rest of the Fort Lewis conservation project team. Their willingness and ability to make things work no matter the obstacle, contributed greatly to the Fort Lewis project's being honored by the Northwest Power Planning Council in this year's Northwest Energy Efficiency Awards. The project received the Council's "Total Commitment Award." Fort personnel, Tacoma Light Division staff, EUA/Onsite and Bonneville all performed "above and beyond the call of duty."



More...

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THE SEASONS
OF SALMON

IDAHO TRIBE WORKS TO REBUILD SALMON RUNS

by John Harrison

In the Nez Perce way, the year has 14 seasons. These comprise the seasonal round, the wheel of life, and they are based on traditional foods. There are seasons of roots, nuts and wild berries. And there are seasons of salmon, different salmon runs that enter the rivers and streams of the Nez Perce homeland in north central Idaho, northeast Oregon and southwest Washington at different times — late spring, summer, late summer, early fall, late fall.

Traditionally, each food had its place in the seasonal round because the Nez Perce, like other Northwest tribes, did not practice agriculture. They subsisted on available foods in their seasons and hoarded foods through the starving winters.

Today, there are gaps on the wheel. Native plants and herbs are disappearing. Some of the fish — salmon in particular — are gone or almost gone. The Nez Perce Tribe is working to change that.

Take coho salmon, for example. Coho once were plentiful in the Clearwater River Basin, a Snake River tributary in the Nez Perce homeland. But the last adult coho crossed Lower Granite Dam, the last dam before the mouth of the Clearwater, in 1984. The Nez Perce hope to restore coho to the Clearwater Basin.

“We would have enough for our traditional food supplies, and we would provide our share of the resource for the non-Indian public,

too,” said Silas Whitman, Nez Perce fisheries manager.

Filling gaps in the wheel, particularly rebuilding salmon runs, is a slow process, particularly slow and frustrating for people like Whitman. As an Indian and a fishery manager, he is as comfortable talking about the cultural and religious importance of salmon to the Nez Perce people as he is talking about the complex technical controversies surrounding the tribe’s aggressive salmon rebuilding program — the definition and distribution of “evolutionarily significant” fish populations, for example, or “supplementation,” or “genetic pollution.”

But the time for arguments is over, he says. He flatly predicts salmon will disappear from the Snake River Basin in a matter of years unless there is action now.

“We want to be aggressive,” he said. “We’re not going to let these fish disappear on our watch.”

To that end, the tribe is working to improve and restore salmon spawning and rearing habitat, and to raise fish and then release them in streams where they could rebuild naturally spawning populations.

In the lower Clearwater Basin, the tribe is working with federal agencies to protect and improve salmon spawning habitat. This includes replanting stream banks with native vegetation. The tribe is interested in rebuilding populations of resident fish, such as trout, and culturally significant

lamprey, an eel-like anadromous fish whose populations have been declining along with the salmon.

The tribe has been raising salmon fingerlings for release in streams of the upper Clearwater Basin and in the Selway and Lochsa rivers, two Clearwater tributaries that are in pristine condition. Expansion of these activities has been controversial.

The tribe has been trying to expand its fish-rearing capability since at least 1982. That is the year the Northwest Power Planning Council included an expanded Nez Perce hatchery in its Columbia River Basin Fish and Wildlife Program. The Council noted that the Nez Perce Reservation includes more than 300 miles of rivers and streams that have suitable habitat for salmon and steelhead. The Council called on the Bonneville Power Administration to pay for construction, operation and maintenance of low-cost, small-scale salmon and steelhead rearing facilities on the reservation as partial mitigation for the impact of federal Snake River dams on Clearwater Basin salmon.

The Council originally planned that the hatchery — actually two incubation facilities and 14 rearing ponds scattered throughout the basin — would be completed by 1985. Between 1982 and 1984, water and site surveys were completed, along with some of the engineering work, but then a number of state and tribal management issues, site

constraints and tribal cultural issues delayed the project until 1987, when planning resumed.

The tribe proposes to use supplementation to rebuild or restore salmon runs in the Clearwater Basin and in one tributary stream of the Salmon River. Supplementation, also called outplanting, involves raising salmon at incubation facilities and then releasing them into streams where they can rebuild naturally spawning populations. It is a controversial practice because of the potential for interbreeding — some call it genetic pollution — with wild fish. Because Snake River salmon are endangered species, the National Marine Fisheries Service has been reluctant to allow supplementation in areas where interbreeding or other adverse interactions could occur.

Clearwater fall chinook salmon are considered genetically distinct from other salmon in the Snake River Basin — they comprise a separate evolutionarily significant unit, in the lingo of biologists.

Whitman believes there probably are no purely wild salmon left in the Snake Basin because salmon from the Snake and Columbia rivers have strayed up the Clearwater for years. But he admitted that until the Fisheries Service approves supplementation in the Snake Basin, little additional progress will be made. The tribe and others, including the Council, have been urging the Fisheries Service to resolve the issue for several years.

Meanwhile, the tribe will continue producing salmon at its Sweetwater Springs hatchery near Lapwai and continue the habitat restoration work. “We want that facility in place, but there are other things we can be doing now,” Whitman said. “Our goal is to restore salmon to our traditional fishing sites.”

GAPS
IN THE
SEASONAL
WHEEL OF LIFE
MAY BE
CONTRIBUTING
TO HEALTH
PROBLEMS
AMONG THE
NEZ PERCE
AND OTHER
TRIBES.

For Whitman and the other Nez Perce, this effort is about more than just numbers of fish. It's about the health of Indian people — physical as well as spiritual. Gaps in the seasonal wheel of life may be contributing to health problems among the Nez Perce and other tribes, particularly diabetes, cancer and cardiac disease, Whitman said.

While it may seem unusual to base salmon restoration efforts on health concerns, in fact, diet is a key health concern for Indian people — particularly its contribution to the high incidence of diabetes. In 1962, the noted geneticist James Neel proposed that modern descendants of the traditional hunters and gatherers may be more susceptible to diabetes than non-Indians because of a his-

tory of surviving periods of feast and famine. Neel proposed that a “diabetes gene complex” allows Indians to metabolize fats and sugars more slowly than non-Indians, storing the energy from periods of feast for periods of famine.

In the modern world, however, with readily available processed foods that are high in saturated fats and sugars, the Indian diet has changed. This dietary change, coupled with the Indian tradition of sharing food generously and the unique genetic makeup, may lead to increased incidence of diabetes and obesity among Indian people.

University of Washington anthropologist Eugene Hunn, who has devoted his career to studying Indians of the Columbia Plateau, wrote in his book, *Nch'i-Wana, Mid-Columbia Indians and Their Land*, “Perhaps if Plateau Indians recognize the causes of this problem they can take steps to improve their diets, in particular, by reviving an interest in native foods, especially the roots and greens that are nearly as abundant and readily available today as they were before white settlement.”

Whitman would add salmon to the list of traditional foods that must be restored in the seasonal round. In essence, that's his job as tribal fisheries manager — to fill in the gaps.

“When we speak of restoring our cultural resources, we are speaking about more than religion. Native food diets are very important to the health of our people,” he said. “This is the backbone of our culture.”



Letters TO THE COUNCIL

Energy News encourages letters on subjects discussed in this magazine. Letters reflect the opinions of their authors only. They do not reflect Council policy. Please keep letters under 200 words, refer only to topics covered in Energy News and address them to LETTERS, when you send them to our office.

Dear Energy News,

I read the letter from Curtis Drahn in the May/June issue with interest. As a student of history, Mr. Drahn, I am sure you recognize that the Constitution of the United States says that treaties are the law of the land. The Nez Perce Tribe has and will continue to demand that the federal government, all its bureaus and agencies and the states abide by the terms of the treaties the government has entered into with the Nez Perce Tribe. Most historians recognize the treaties were written for the purpose of obtaining title to land that would be given to people moving into the region from the eastern United States. Having provided a place for many thousands of people to live through land cessions, the Nez Perce Tribe treasures the rights reserved in the treaties.

Many people suggest Native Americans should only use traditional methods to harvest fish or wildlife. I wish it were possible. I would love to be able to ride an Appaloosa horse to the

Columbia, camping each day as I visit friends and relatives, graves and religious sites along the way and then fish on the platforms constructed by my ancestors at Celilo Falls using dip nets and then dry my salmon in the sun. But this is no longer possible. I and many of my fellow Nez Perce would be happy to construct our own dip nets using materials gathered from mother earth if you can only make the rest of the vision come true. Until then, you and I will have to abide by what the Tribes, courts and federal and state agencies decide is the appropriate expression of the retained hunting and fishing rights of the Nez Perce Tribe in today's world.

**Charles H. Hayes,
Chairman
Nez Perce Tribe Executive
Committee
Lapwai, Idaho**

Dear Energy News,

The latest issue (Summer 1994) is of particular interest, especially because of the article on British Columbia's Draft Sustainable Energy Policy. The heart of this plan is the concept of "integrated planning." This concept should be the basis for planning processes at all levels — local, state and national. Indeed, survival of the world may depend upon this kind of far-reaching planning being used globally.

Because of the geographic proximity of British Columbia and the states served by your Council, planning coordination between British Columbia and the Council appears to be an imperative. How is the Northwest Power Planning Council integrating its new 20-year plan with the British Columbia plan? Which portions of the BC plan is the Council considering for inclusion in the new plan? Will you be giving us more articles on the parallels between the two plans in the future?

Thanks for the good reporting job!

**Very truly yours,
J.S. McBride
Laguna Beach, California**

Response:

The B.C. Energy Council met with our Council early in the development of its Energy Policy. Since then, members from the two groups have continued to meet when possible.

As neighbors who share the watershed of the Columbia River and the Georgia Straits, we have

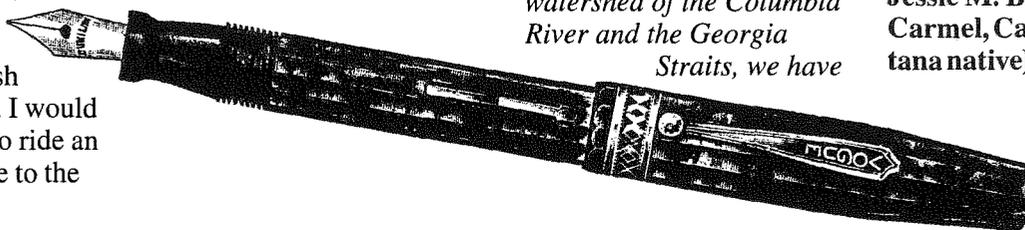
much in common and should work together whenever we can. As we see opportunities to incorporate their approaches in our plan, we will report it in Energy News. We will also track adoption or rejection of the B.C. plan, as the provincial government makes its decision this fall.

Dear Energy News,

On the back page [of your last issue] you ask whether your readers wish to have the news [Energy News] renewed. Frankly, I don't know how to reply. I've received the news for years. For two or three of them, I was led to believe that the Planning Council was actually interested in saving the salmon and other fish and wildlife, but now I'm convinced that is not the case. The Council is interested in producing and distributing cheap electric power. Period. The recent Court case [see article on page 3] is plenty of evidence. So why go on with such a courageous, valiant, expensive effort to try to continue fooling the wildlife lovers? Wouldn't it be more honest to just close up the news — beautiful as it is and as fine a job as you have done — with the honest conclusion that it's no longer worth the effort?

Take my name off the role of subscribers as another real westerner who will no longer be "bamboozled" by your beautiful publication.

**Yours sincerely,
Jessie M. Bierman
Carmel, California (Montana native)**



SHORTS

Record flows provided for Columbia River salmon in 1994. The Bonneville Power Administration is reporting that to aid young salmon migrating to the ocean during this parched spring and summer, the agency, the Army Corps of Engineers and the Bureau of Reclamation released 10.5 million acre-feet of water that had been stored in upriver reservoirs. If bottled, that volume of water would rise 2,000 feet above Mount Rainier in a vessel a square mile across. [Source: Bonneville Power Administration media release, September 19, 1994.]

Idaho Legislature orders measurement of water diverted from streams and other public sources of water. The landmark decision was aimed at making more efficient use of Idaho's limited water resources. The state's 52nd legislature changed state in-stream water laws to call for mea-



surement of water from all diversions, including canals, ditches, wellheads or pipelines, and water diverted from any public source, including streams, wells, ponds, etc. More of Idaho's water is needed in

the regional effort to save the state's endangered salmon runs. [Source: *Idaho Currents*, published by the Idaho Department of Water Resources, Boise, Idaho.]

In a recent report, Oregon's Citizens' Utility Board questions the increasing use of natural gas-fired turbines to generate electricity. The report called the trend toward gas-fired generation shortsighted and detrimental to energy conservation and renewable energy development. The report also expressed concern about the environmental impacts of burning natural gas to generate electricity. The report, entitled "Burning the Bridge to Clean Energy," is available for \$7 from the Citizens' Utility Board, 921 S.W. Morrison, Suite 550, Portland, Oregon 97205. [Source: *Conservation Monitor*, August 1994.]

CALENDAR

November 8-9-10 — Northwest Power Planning Council, Village Red Lion Inn, Missoula, Montana.

November 15-16-17 — Northwest Power Planning Council, Council's Central Offices, Portland, Oregon.

November 15-16 — Upper Columbia River Basin: An International Dialogue. This workshop is an opportunity to evaluate study results, methodologies and future work plans on contaminants, reservoir operations, fisheries and water quality. Contact: Water Research Center, Washington State University, Pullman, Washington, 99164-3002, phone 509-335-1590.

November 28 - December 1 — Fuel cell seminar, San Diego, California, sponsored by U.S. Department of Energy, National Aeronautics and Space Administration, Gas Research Institute and Electric Power Research Institute. Contact: Annmarie Pittman, Courtesy

Association, Inc., 655 15th Street Northwest, Suite 300, Washington, D.C., 20005, phone 202-639-4994.

November 30 - December 1 — Fundamentals of Lighting Efficiency and Fundamentals of Demand-Side Management, San Francisco, sponsored by the Association of Energy Engineers and the Demand-Side Management Society. Contact: Association of Energy Engineers, 4025 Pleasantdale Road, Suite 420, Atlanta, Georgia, 30340-4264, phone 404-447-6415.

December 6-7-8 — Northwest Power Planning Council, Council's Central Offices, Portland, Oregon.

December 8-9 — Northwest Regional Riparian Symposia: Diverse Values — Seeking Common Ground, Boise, Idaho. The Idaho Riparian Cooperative and co-sponsors will focus this conference on riparian management issues affecting land users, managers, re-

searchers and policy-makers in the Pacific Northwest and Canada. Contact: Idaho Water Resources Research Institute, 106 Morrill Hall, University of Idaho, Moscow, Idaho, 83844-3011, phone 208-885-6429, or FAX 208-885-6431.

December 13-15 — Northwest Power Planning Council, Council's Central Offices, Portland, Oregon.

January 23-25, 1995 — DA/DSM '95, San Jose, California, sponsored by U.S. Department of Energy, Association of Demand-Side Management Professionals, Electric Light & Power magazine and Gas Industries magazine. A symposium on distribution automation, information technology and demand-side management. Contact: Robert E. DeVea, phone 713-621-8833.

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The Northwest Power Planning Council is required by an Act of Congress to develop a program to protect, mitigate and enhance the Columbia Basin's fisheries and a regional electric energy plan that provides a reliable electricity supply at the lowest cost. For further information, see Pacific Northwest Electric Power and Conservation Act—Public Law 96-501.



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Please send me a copy of the following publications of the Northwest Power Planning Council. (Note: not all publications are available immediately, but they will be sent to you as soon as possible.)

Publications

- 94-37 Briefing paper: Detailed Fishery Operating Plan
- 94-38 Briefing paper: Non-storage Alternatives for Securing Water for Salmon Flows in the Snake River
- 94-39 Water Management Opportunities Within the Snake River Basin (Bookman-Edmonston)
- 94-40 Mainstem Reservoir Drawdown Alternatives to Improve Salmon Survival
- 94-41 Final Issue paper: Direct Use of Natural Gas: Analysis of Policy Options
- 94-42 Anadromous Fish Amendment Recommendations (3volume set)
- 94-43 Request for Resident Fish and Wildlife Recommendations
- 94-44 Briefing paper: Harvest Management
- 94-45 Oregon Natural Resources Council Protected Areas Petition
- 94-46 Issue paper: Sustaining Conservation in the Era of Competition
- 94-47 Appendices to Draft 1994 Anadromous Amendments to the Columbia River Basin Fish and Wildlife Program (Approx. 500 pp)
- 94-48 Draft 1994 Anadromous Amendments to the Columbia River Basin Fish and Wildlife Program (Approx. 500 pp)
- 94-49 Fiscal Year 1996 Budget and Fiscal Year 1995 Revisions
- 94-50 Issue paper: Accounting for Environmental Externalities in the Power Plan
- 94-51 1994 Annual Report

Mailing Lists

Please **add** my name to the mailing lists for the following publications. (Note: please do not check if you already are receiving them.)

- Northwest Energy News* (this bimonthly magazine)
- Update* (monthly public involvement newsletter that contains the Council meeting agenda, deadlines for public comment and a more detailed publications list)

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