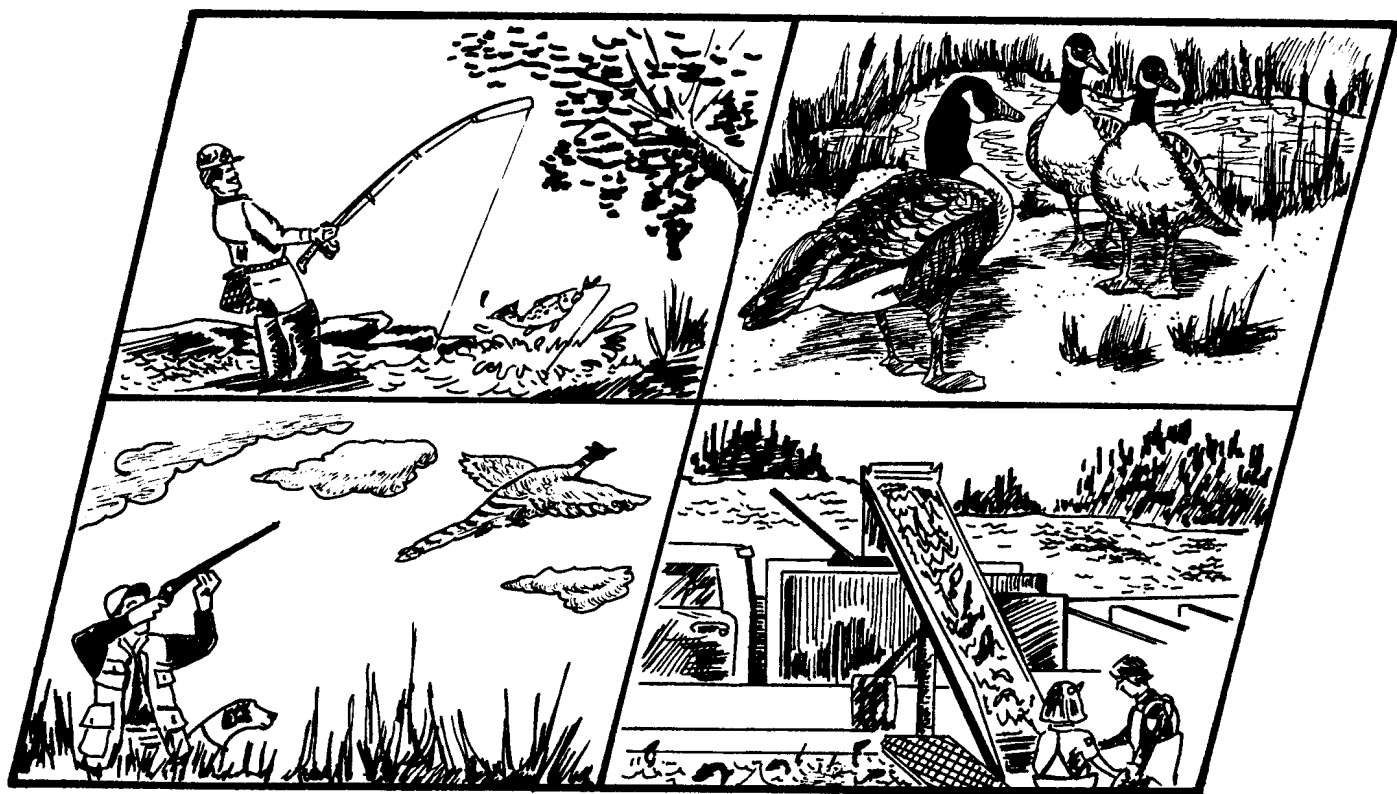




US Army Corps
of Engineers
Walla Walla District

Special Report For Congress



Lower Snake River Fish And Wildlife Compensation Plan

US Army Corps Of Engineers
Walla Walla District
Walla Walla, Washington
March 1983



REPLY TO
ATTENTION OF:

DEPARTMENT OF THE ARMY
WALLA WALLA DISTRICT, CORPS OF ENGINEERS
BUILDING 602, CITY-COUNTY AIRPORT
WALLA WALLA, WASHINGTON 99362

SPECIAL REPORT FOR CONGRESS

LOWER SNAKE RIVER FISH AND WILDLIFE COMPENSATION PLAN

Prepared by:

U.S. Army Corps of Engineers
Walla Walla District
Walla Walla, Washington

March 1983

TABLE OF CONTENTS

| | Page No. |
|---|----------|
| EXECUTIVE SUMMARY | I-1 |
| LIST OF FIGURES | I-4 |
| INTRODUCTION | 1 |
| AUTHORIZED COMPENSATION | 1 |
| Compensation of Fishery Losses | 1 |
| Compensation of Wildlife Losses | 3 |
| PROGRESS TO DATE | 4 |
| General | 4 |
| Fishery Compensation | 4 |
| McCall Fish Hatchery | 4 |
| Hagerman National Fish Hatchery | 6 |
| Crystal Springs | 6 |
| Dworshak National Fish Hatchery | 6 |
| Sawtooth Hatchery | 7 |
| Clearwater Steelhead and Spring Chinook | 7 |
| Lyons Ferry Hatchery | 7 |
| Lookingglass Fish Hatchery | 8 |
| Irrigon Fish Facility | 8 |
| Resident Sport Fishing | 9 |
| Fisherman Access | 9 |
| Wildlife Compensation | 10 |
| On-Project Habitat Development | 10 |
| On-Project Development Evaluation | 10 |
| Game Bird Production | 11 |
| Acquisition of Off-Project Fee Lands and Easements | 11 |
| COORDINATION | 12 |
| Fish and Wildlife Agencies | 12 |
| County Commissioners | 13 |
| PROGRAM COST | 13 |
| PROPOSED COMPENSATION PLAN REVISIONS | 14 |
| Willing-Seller Willing-Buyer | 14 |
| Land Acquisition | 14 |
| Development and Management of Wildlife Lands | 15 |
| Game Bird Production | 15 |
| Fish Hatcheries | 16 |
| RECOMMENDATIONS | 16 |

TABLE OF CONTENTS (Continued)

Page No.

CORRESPONDENCE

| | |
|--|-------|
| Fish and Wildlife Service Endorsement. | .C-1 |
| Washington Department of Game Endorsement. | .C-2 |
| Idaho Department of Fish and Game Endorsement. | .C-4 |
| Columbia County. | .C-5 |
| Asotin County. | .C-8 |
| Whitman County Commissioners | .C-9 |
| Walla Walla County Commissioners | .C-11 |

EXECUTIVE SUMMARY

1. The Lower Snake River Fish and Wildlife Compensation Plan, authorized by the Water Resource Development Act of 1976, describes a program to compensate for fish and wildlife losses caused by the construction of Ice Harbor, Lower Monumental, Little Goose, and Lower Granite Lock and Dam projects on the lower Snake River in Washington and Idaho. In submitting his report, the Chief of Engineers made a commitment to report to Congress within 5 years after first receipt of funds the extent to which it had been practicable to acquire lands and interest in lands on a willing-seller, willing-buyer basis and to make recommendations of additional measures needed to complete compensation. This report fulfills that requirement.
2. Returning anadromous fish runs to preproject levels will be accomplished through construction of fish hatcheries and associated satellite facilities for trapping and acclimating fish. Suitable hatchery sites have been located on Federal, state, or acquired land, and sites for all hatchery production requirements have been found except for a portion of the anadromous fish requirement for the Clearwater River in Idaho. Potential sites to meet this requirement are being studied. It appears that sites for all hatchery and satellite facilities can be acquired as authorized.
3. Resident sport fishing requirements can most effectively be provided through a combination of rearing hatchery trout, improving instream habitat and natural production in the reservoirs. To replace the loss of stream-type steelhead and salmon fisheries in the 150-mile-long project area, 750 acres of streambank access were to be acquired (700 acres in Washington and 50 acres in Idaho). There appear to be adequate opportunities to acquire the streambank access in Idaho, but there are a limited number of streams and suitable lands in Washington. It is improbable that this compensation requirement can be met as authorized.
4. Compensating for lost upland game production and hunting opportunities requires acquisition of 400 acres of riparian habitat in fee and 8,000 acres of hunting area surrounding the riparian habitat in perpetual hunting easements off-project, and perpetual easements on 15,000 acres of chukar habitat adjacent to project lands. In spite of public meetings, discussions with county commissioners and planners, and contact by Washington Department of Game and Corps of Engineers real estate personnel with hundreds of landowners owning most of the lands meeting Compensation Plan criteria, no land or easements have been obtained. Most owners are unwilling to sell selected parcels of land or perpetual easements because they do not want to lose control or their ability to pursue their normal agricultural practices.

5. State agency real estate experts, who routinely acquire lands for wildlife purposes on a willing-seller basis, advise us that such resistance is common and that being able to buy land when it becomes available is the key to success for such a program. They further advise that authority to acquire suitable blocks of land in fee would make compensation requirements attainable. Under this authority, lands acquired might meet one or more of the compensation requirements. For example, a block of land might border on a stream providing both angler access and riparian wildlife habitat, might include fields providing upland game hunting associated with the riparian habitat, and might include steep canyon walls suitable for chukar habitat. Thus, the total off-project land requirement may be less than originally authorized (24,150 acres) because in some cases more than one compensation requirement may be met on a given unit of land. Purchasing such farm units or a combination of units as required to meet compensation requirements would be more acceptable to landowners and county planning commissions.

6. To compensate for lost hunting opportunities during the 20-year period while on- and off-project replacement habitats are being developed, the Compensation Plan recommended that the Washington Department of Game provide 20,000 game-farm birds per year for 20 years for a lump-sum payment from the Corps of Engineers. Because substantial numbers of these birds were to have been released on off-project lands which have not been acquired and because the Department of Game is phasing out game farms and the use of artificially reared birds in eastern Washington, it is infeasible to implement this compensation requirement as authorized. The best alternative to total artificial production is contracting with farmers to leave crops or plant nesting cover for natural bird production supplemented by artificially reared game birds purchased from the Department of Game or from private sources. This program would be implemented by the Department of Game with Compensation Plan funding originally allotted for game farm production.

7. The current estimated Federal costs (1982 dollar values) for development of the authorized Compensation Plan are \$177,000,000 for off-project features and \$7,143,000 for on-project features. The requested changes in authorization are not expected to increase estimated Compensation Plan costs. Operation and maintenance costs are estimated at \$7,400,000 and \$450,000 for off- and on-project features, respectively. Costs to be borne by state agencies for operation and maintenance of fisherman access and off-project wildlife compensation lands have not been estimated, but would be partially defrayed by sharecrop or agricultural revenues produced on such lands. It is recommended that fish facilities' operation and maintenance costs for the Compensation Plan be funded through the Fish and Wildlife Service. Adequate annual operation and maintenance funding is essential for meeting authorized mitigation. All fishery mitigation is allocated to project power costs and will be reimbursed from power revenues.

8. With the exception of acquiring off-project fisherman access, wildlife compensation lands, and upland game birds from Washington Department of Game, implementation of the Compensation Plan is proceeding on schedule. While there is still some opposition to off-project wildlife compensation, it is generally concurred that by expanding authority originally granted by the Compensation Plan, compensation requirements can be achieved within the willing-seller, willing-buyer constraint. It is recommended that authority be expanded to allow acquisition in fee of upland game production, upland game hunting, chukar hunting, and angler access lands in aggregate to total 24,150 acres or less and that land acquired for one purpose but suitable for more than one can be credited as fulfilling a commensurate amount of each requirement. It is recommended that land acquisition efforts extend 5 years from the date of supplemental authorization and that lands acquired, or on which acquisition is in process, by that time be considered adequate for compensation of the project. It is also recommended that to achieve that portion of the plan requiring annual stocking of 20,000 game-farm birds, authority be granted for the Corps of Engineers to enter into an agreement with Washington Department of Game to contract for agricultural lands to be planted or left in nesting cover to increase natural production of upland game birds. As part of this program, a reduced number of game-farm birds would be acquired from the Washington Department of Game or from private game farms for stocking on on- and off-project compensation lands. This program would extend until the year 2002.

LIST OF FIGURES

| <u>Figure</u> | | <u>Page No.</u> |
|---------------|---|-----------------|
| 1 | Map of Lower Snake River Fish and Wildlife Compensation Plan Development Sites | 5 |

I. INTRODUCTION

A. The "Lower Snake River Fish and Wildlife Compensation Plan, Lower Snake River, Washington and Idaho," by the U.S. Army Engineer District, Walla Walla, Washington, June 1975, was authorized by the Water Resources Development Act of 1976 (PL 94-587, 94th Congress, 22 October 1976). In accordance with the Fish and Wildlife Coordination Act (PL 85-624, 85th Congress, 12 August 1958), the Compensation Plan was developed to replace fish and wildlife losses caused by the construction and operation of Ice Harbor, Lower Monumental, Little Goose, and Lower Granite Lock and Dam projects on the lower 150 miles of the Snake River in Washington and Idaho.

B. The Chief of Engineers' letter submitting the Compensation Plan to the Secretary of the Army (DAEN-CWP-A letter, 6 January 1977) stated: "... In his proposed report, my predecessor expressed concern that the Division Engineer's recommended willing-seller, willing-buyer approach to estate acquisition might not achieve full compensation for the fish and wildlife losses caused by the four lower Snake River projects. He therefore recommended the usual acquisition procedures to acquire the necessary real estate. I also share his concerns. This recommendation, however, which could involve the use of condemnation where necessary, was strongly opposed by the Governors of Oregon, Idaho, and Washington; by various concerned Federal and state agencies; and by the general public. The method of estate acquisition contained in the authorized plan, the willing-seller, willing-buyer approach, has general support. I shall report to Congress, not later than 5 years after the first receipt of funds for this project, the extent to which it has been practicable to carry out the acquisition of compensation lands and interest in lands under the authorized procedures and, if necessary, shall recommend such further measures as may be advisable to assure timely accomplishment of the authorized compensation plan...."

C. This report details progress made in implementing the Lower Snake River Fish and Wildlife Compensation Plan and recommendations for completion of the program.

II. AUTHORIZED COMPENSATION

Legislation concerning the Compensation Plan authorized the following:

A. Compensation of Fishery Losses.

1. Hatchery and associated trapping and holding facilities to rear the progeny of 2,290 adult female fall chinook salmon, to produce 101,800 pounds of smolts, and to be capable of returning 18,300 adults to the project area. These facilities would require approximately 40 acres of land to be acquired in fee.

2. Hatchery and associated trapping and holding facilities to rear the progeny of 2,145 adult female spring and summer chinook salmon, to produce 450,000 pounds of smolts, and to be capable of returning 58,700 adults above the project. These facilities would require approximately 80 acres of land to be acquired in fee.

3. Hatchery and associated trapping and holding facilities to rear the progeny of 3,390 adult female steelhead trout, to produce 1,377,500 pounds of smolts, and to be capable of returning 55,100 adults above the project. These facilities would require approximately 80 acres of land to be acquired in fee.

4. Design and construction of these hatcheries would be funded through future appropriations of the Corps of Engineers. Operation and maintenance would be funded through future appropriations to the Fish and Wildlife Service or National Marine Fisheries Service. Prior to the actual design of the facilities, the level of hatchery compensation will be reviewed and possibly adjusted depending on the success of bypass, truck and hauls, Dworshak hatchery returns, and any adverse effects of expanded powerhouse and increased peaking operations.

5. Hatchery facilities capable of producing 93,000 pounds of trout annually for stocking local streams to replace the lost sport-fishing opportunity or other alternatives of equal or lesser cost. These facilities would require approximately 10 acres of land to be acquired in fee. The determination of the actual method of replacing the lost fishing opportunity will be determined by the Corps of Engineers in cooperation with the Washington Department of Game. Construction of the hatchery or other alternative measures will be funded through future appropriations to the Corps of Engineers. Operation and maintenance of the constructed facilities would be funded through future appropriations to the Fish and Wildlife Service.

6. The Corps of Engineers would, if appropriate, transfer title of the above hatchery and fish cultural facilities to the appropriate Federal or state fishery agency in a manner consistent with desires of the administration and Congress.

7. Acquisition of 750 acres of land along the Snake River and tributaries of streams adjacent to the lower or middle Snake River in easement or fee to partially replace loss of stream-type steelhead and salmon sport fishery in the 150 miles of the project area. Acquisition and development would be accomplished under an agreement between the Corps of Engineers and the States of Washington and Idaho with ownership vested in the states. The states would acquire the land on a willing-seller concept and accomplish the initial development with costs to be reimbursed by the Corps of Engineers. Based on the percent of project

lands affected in each state, the acquisition would be allocated as 700 acres to the State of Washington and 50 acres to the State of Idaho. Assuming funding is available, acquisition of these lands would be accomplished within a period of 10 years following initial appropriation of funds or the authorization in total or part would be canceled. Funding of land acquisition and development would be by future appropriations to the Corps of Engineers. Future development, if any, and operation and maintenance of these lands would be the responsibility of the state in which they are located.

B. Compensation of Wildlife Losses.

1. Acquisition of approximately 400 acres of riparian habitat in fee and 8,000 acres of farmland in perpetual easement surrounding these riparian lands was required to provide partial compensation for project-caused upland game bird hunting losses and additional hunting opportunity as a substitute compensation for nongame species. Acquisition of the land would be by agreement between the Corps of Engineers and the Washington State Department of Game whereby the Game Department would undertake the acquisition on a willing-seller concept within a 10-year period after initial appropriation of funds. Under this agreement, title to the fee lands would be vested with the state for such period of time that the land is used for fish and wildlife management purposes. At the end of such time, title to any portion not being used for this purpose would be conveyed to the United States Government without additional compensation. The Corps will require that selection of hunter easements and wildlife habitat "core" areas be accomplished in a manner to provide viable wildlife management units, that all involved landowners in a given management unit are in agreement (willing sellers), that each management unit plan be concurred in by the involved county planning commission, and that the payment consideration be fair and reasonable. Costs for acquisition and initial development of these lands by the state would be reimbursed by the Corps of Engineers. Ownership of estates in the lands would be vested in the state.

2. Acquisition of approximately 15,000 acres of land in perpetual easement was required to provide hunter access as partial compensation for project-caused losses to chukar partridge. Acquire approximately 50 small select parcels of land (0.1 acre each) in easement or fee and construct bird watering devices on these lands. The land would be located in the canyons along the Snake River Canyon adjacent to the project area and would provide access to project lands from surrounding private lands. Access to these lands would be acquired by the Corps of Engineers on a willing-seller concept and would be managed by the Corps of Engineers in conjunction with adjacent project lands. Land access acquired by easement would be limited to the hunting seasons and would not be fenced so that

normal rangeland activities could be continued by the owners. Lands around the bird watering devices would be fenced. Assuming funding is available, acquisition of these lands would be accomplished within a period of 10 years following initial appropriation of funds.

3. The Corps of Engineers would enter into an agreement with the Washington Department of Game to provide game birds to stock project and acquired off-project lands for compensation of lost hunter day-use and animals caused by the project construction. The necessary stocking effort to fulfill compensation is estimated to be 20,000 birds per year for a 20-year period by which time habitat and a natural brood stock should be established. The agreement would provide for a lump-sum payment of \$1,159,000 based on the estimated capitalized value of the 20-year stocking period to the Washington Department of Game to provide the birds either by outright purchase, remodeling an existing bird farm, or constructing a new facility.

III. PROGRESS TO DATE

A. General.

Although the Compensation Plan was authorized in 1976, specific funding appropriations for implementation of the plan were not made until Fiscal Year 1978. The program was given such high priority, however, that state and Federal fish and wildlife agencies assigned personnel to work on the program under their own funding. Similarly, Corps of Engineers personnel continued coordination efforts within the constraints of existing funding. For fishery compensation, hatchery site selection teams were established and potential sites were described in Washington, Idaho, and Oregon. From the outset, it was apparent that few adequate water sources were available and apportioning fishery resources among the states would restrict site selection. However, stemming from these early efforts, sites were located for all fish rearing except 350,000 pounds of steelhead trout smolts and 91,300 pounds of spring chinook salmon smolts to be released in the Clearwater River in Idaho (Figure 1). Development of wildlife habitats on project-owned lands was initiated early in the program for this work could be performed without acquisition of additional lands and within the funding constraints of existing project budgets.

B. Fishery Compensation.

1. McCall Fish Hatchery: The fishery agencies assigned highest priority to restoration of the severely depleted summer chinook salmon runs. The state-owned fish hatchery at McCall, Idaho, was known to be suited to summer chinook rearing because of pilot rearing programs conducted there

under funding by the Fish and Wildlife Service in the mid-1970s. Due to the critical nature of the runs, the Pacific Northwest Regional Commission provided funding and the Idaho Department of Fish and Game began designing a new hatchery in 1977. With this early design start and Compensation Plan funding which began in Fiscal Year 1978, it was possible for the Corps of Engineers to buy this hatchery site, complete design, and reconstruct the hatchery to accommodate rearing for the 1979 fish run. This facility is designed to rear 61,300 pounds of summer chinook smolts. The summer chinook smolts are released into the South Fork of the Salmon River and adult summer chinook are retrieved at satellite facilities along that stream on Forest Service lands. The hatchery is operated by Idaho Department of Fish and Game under funding provided by the Fish and Wildlife Service.

2. Hagerman National Fish Hatchery: Another existing hatchery, the Fish and Wildlife Service's Hagerman National Fish Hatchery near Bliss, Idaho, was considered early in the program. Because the site was federally owned and the quality and quantity of water were known, it was thought that development of this site could also be expedited. However, pilot rearing studies conducted between 1978 and 1981 by the Idaho Cooperative Fisheries Unit revealed that substantially fewer, 340,000 pounds of steelhead trout smolts, could be reared there than originally anticipated (600,000 pounds). The Fish and Wildlife Service has granted the Corps of Engineers right of entry to expand the hatchery and construction will begin this year and be completed in 1984. Steelhead smolts will be released in the Salmon River drainage and adult fish will be retrieved at a satellite facility on the East Fork of the Salmon River and at Sawtooth Hatchery on the main Salmon River. Hagerman National Fish Hatchery will continue to be operated by the Fish and Wildlife Service under their funding.

3. Crystal Springs: Abundant groundwater in the Twin Falls-Bliss area of Idaho led to the establishment of several state, Federal (Hagerman) and private hatcheries. Private owners were approached and a willing-seller was found with whom a satisfactory price could be negotiated. This trout farm, now known as Crystal Springs Hatchery, near Buhl, Idaho, will be converted to rear 291,500 pounds of steelhead trout smolts for distribution into the Salmon River drainage. Returning adults will be retrieved at the East Fork satellite facility and at Sawtooth Fish Hatchery for brood stock. The Idaho Department of Fish and Game will operate the facility under funding from the Fish and Wildlife Service. In conjunction with steelhead reared at Hagerman National Fish Hatchery, steelhead reared at Crystal Springs Hatchery fulfill the Salmon River allocation of steelhead smolts in Idaho.

4. Dworshak National Fish Hatchery: Dworshak National Fish Hatchery at Ahsahka, Idaho, owned by the Corps of Engineers and operated

by the Fish and Wildlife Service under Corps funding, is undergoing expansion which will be completed this year to rear 70,000 pounds of spring chinook salmon smolts. Originally constructed to rear steelhead trout, resident trout, and kokanee salmon to compensate for Dworshak Dam and Reservoir, management of this hatchery has been combined by the Fish and Wildlife Service with management of their Clear Creek National Fish Hatchery near Kooskia, Idaho. Spring chinook cultural practices are being accomplished at Dworshak in conjunction with Clear Creek rearing activities, and because water is available for rearing at Dworshak, modification to meet part of the Compensation Plan requirements is possible. Spring chinook smolts reared at Dworshak will be distributed into the Clearwater River, and returning adults will be collected at Dworshak and Clear Creek Hatcheries. Dworshak Hatchery will continue to be operated by the Fish and Wildlife Service. Operation and maintenance costs related to Dworshak compensation are funded by the Corps of Engineers and such costs related to spring chinook rearing for Compensation Plan and Clear Creek Hatchery purposes will be funded by the Fish and Wildlife Service.

5. Sawtooth Hatchery: The need for additional spring chinook compensation in the Salmon River drainage led to the establishment of a hatchery near Stanley, Idaho, on land to be acquired from Idaho Department of Lands. Because the hatchery will be within the U.S. Forest Service administered Sawtooth National Recreation Area, design and naming of the facility have been closely coordinated with this agency. Construction is to begin in the spring of 1983 and be substantially completed by 1985. This hatchery will rear 149,000 pounds of spring chinook salmon smolts annually for release into the Salmon River. Returning adult spring chinook will be collected at Sawtooth Fish Hatchery as will a portion of the steelhead brood stock for Crystal Springs and Hagerman Fish Hatcheries. The Idaho Department of Fish and Game will operate and maintain the facility under funding from the Fish and Wildlife Service.

6. Clearwater Steelhead and Spring Chinook: Sites have been found for construction of hatcheries to meet all compensation requirements but the rearing of 350,000 pounds of steelhead smolts and 91,300 pounds of spring chinook salmon smolts for release in the Clearwater River drainage. Potential sites are being studied on U.S. Forest Service land on upper tributaries of the Clearwater River, and on private land along the lower Clearwater River. Determining final locations for establishing hatcheries to rear these fish is a high priority with the Corps of Engineers and the fishery agencies.

7. Lyons Ferry Hatchery: As in Idaho, finding suitable water sources in Washington has been difficult. After extensive searches, it was decided to establish wells on Corps of Engineers lands at Lyons Ferry State Park near Starbuck, Washington. By drilling wells into the hillside

above the Marmes Rock Shelter National Historic Site within the state park, sufficient water was obtained for construction of a major hatchery complex. Land for the hatchery was acquired from the Port of Kahlotus who had purchased the land from the Corps of Engineers for port and industrial purposes. This complex is designed to rear 101,800 pounds of fall chinook salmon smolts, 8,800 pounds of spring chinook salmon smolts, 116,400 pounds of steelhead trout smolts, and 45,000 pounds of resident rainbow trout. In addition to construction of this facility, the Washington Department of Game Tucannon Fish Hatchery will be acquired to function as a satellite facility and to produce additional fish if necessary. The Tucannon Fish Hatchery is capable of rearing 41,000 pounds of resident trout. Fall chinook reared at Lyons Ferry will be released into the Snake River; numbers sufficient to maintain a brood stock will be released at the hatchery, and the remainder will be released below Ice Harbor Dam. Fall chinook brood stock will be collected at the hatchery. Steelhead smolts will be released in Asotin Creek and the Walla Walla, Grande Ronde, Touchet, and Tucannon Rivers. Spring chinook smolts will be released in the Tucannon and Grande Ronde Rivers; adults will be retrieved at satellite facilities on those streams. Resident rainbow trout will be distributed in southeastern Washington (79,000 pounds) and northwestern Idaho (7,000 pounds) streams tributary to or near the Lower Snake River Project. Lyons Ferry Hatchery is being constructed in two phases: the steelhead and resident trout rearing facilities were completed in 1982 and salmon rearing facilities will be completed in 1983. Salmon and steelhead smolts were released in 1982 to establish brood stock returns. The Washington Department of Game will operate the steelhead and trout features and the Washington Department of Fisheries will operate the salmon rearing features of the complex under funding provided by the Fish and Wildlife Service.

8. Lookingglass Fish Hatchery: Suitable water sources are also scarce in Oregon. One source found on Lookingglass Creek near Elgin, Oregon, has sufficient water to rear 69,600 pounds of spring chinook salmon smolts. The Boise-Cascade Corporation of Boise, Idaho, donated land for this facility. Construction was completed in 1982. Smolts will be released into the Grande Ronde and Imnaha River drainages, and adults will be retrieved at satellite facilities on Deer Creek (Big Canyon) and Little Sheep Creek. The Fish and Wildlife Service will fund operation and maintenance by the Oregon Department of Fish and Wildlife.

9. Irrigon Fish Facility: Sufficient groundwater appears available on Corps of Engineers' John Day Lock and Dam project lands near Irrigon, Oregon, to support the rearing of 279,600 pounds of steelhead trout smolts. Adult fish will be collected at satellite facilities on Deer Creek (Big Canyon) and Little Sheep Creek (facilities described under

Lookingglass Fish Hatchery) and at the Oregon Department of Fish and Wildlife Wallowa Fish Hatchery. They will be spawned at the Wallowa Fish Hatchery, but reared to smolt size at the Irrigon fish facility. Smolts will be released at the Wallowa, Deer Creek, and Little Sheep Creek facilities. Right of entry was granted by the Oregon Department of Fish and Wildlife for study of modifications at the Wallowa Fish Hatchery. The operation and maintenance of facilities required for the Compensation Plan will be funded by the Fish and Wildlife Service and performed by the Oregon Department of Fish and Wildlife.

10. Resident Sport Fishing: The Compensation Plan requires stocking of 93,000 pounds of trout annually or other alternatives of equal or lesser cost. Improvement of stream habitats to naturally produce more trout and to accommodate hatchery reared trout has been studied by the Washington Department of Game and it has been determined that in-stream improvements equivalent to the cost of producing 7,000 pounds of hatchery trout are feasible. Resident trout production will be accomplished at Lyons Ferry Hatchery (45,000 pounds) and the Tucannon Hatchery (41,000 pounds). A resident fish study recently completed by the Idaho Cooperative Fisheries Research Unit (University of Idaho, Moscow, Idaho) has revealed the presence of viable populations of warm-water fish (large-mouth and smallmouth bass, bluegill, black and white crappie, channel catfish, and bullheads) and cool-water fish (yellow perch and white sturgeon) in the four reservoir areas. These populations are sufficient to support a substantial fishery, but are under-utilized at present. Naturally occurring fisheries, stream habitat improvement, and hatchery production, it appears, will adequately compensate for resident angling impacted by the project.

11. Fisherman Access: Project lands and public boat ramps provide access to the four reservoirs in Washington and to the river to reservoir transition zones on the Clearwater and Snake River arms of Lower Granite reservoir in Idaho. The Washington Department of Game and the Idaho Department of Fish and Game, acting for the Corps of Engineers, have been locating and attempting to obtain 700 acres in Washington and 50 acres in Idaho along the Snake River or its tributaries. For the most part, response to the long-term easement concept has been negative. However, suitable lands and willing sellers have been found in both states. Potential sites in Idaho include Upper Hog Island, an island in the Clearwater River just upstream from the Lower Granite project boundary and an 11-mile section of the Snake River shoreline extending upstream from Hells Gate State Park on Lower Granite reservoir. In Washington, four landowners are considering the sale of access easements along Asotin Creek. Appraisals are being made by the Department of Game. Documentation is being prepared within the Corps of Engineers to authorize such acquisitions which would partially fulfill Compensation Plan requirements in Washington and fulfill requirements in Idaho.

C. Wildlife Compensation.

1. On-Project Habitat Development: Development of wildlife habitats on project lands received little emphasis in the Compensation Plan. However, independent consultants hired by the Corps of Engineers recommended substantial development on project lands both in Washington and, by a separate study, in Idaho. Because this development was and is being made on project lands, it was possible to start pilot developments as early as 1976. Small irrigation system developments and tree/shrub plantings made then have been expanded to include development of 1,073 acres at 10 sites in Washington and 20 acres at two sites in Idaho. Approximately 110,000 trees and shrubs, 1,000 acres of various cover and food plantings, 93 artificial goose-nesting structures, 200 birdhouses, 68 bird-watering devices, 28 quail roosts and brush piles, and 83 miles of boundary or livestock corridor fencing have been installed in Washington. Developments in Idaho include tree/shrub plantings, nesting meadows, and goose brooding pastures. These developments in Washington and Idaho are irrigated by electric, diesel, or windmill-powered irrigation systems. An additional 11,400 acres in Washington and 650 acres in Idaho are designated for dryland development, much of which is enclosed by the boundary fencing mentioned above. To implement on-project development, many low-lying benches acquired for future recreation areas were reclassified and developed as compensation wildlife habitats. This is particularly true of most of the 1,073 acres in Washington. In Idaho, lands purchased for recreation purposes on the Clearwater arm of Lower Granite reservoir were developed primarily for goose brooding to accommodate young geese produced on Hog Island and other islands up the Clearwater. Because this area is in the Lewiston Bird Sanctuary, no hunter day-use is replaced. To replace this loss, the Idaho Department of Fish and Game, Idaho Department of Parks and Recreation, and the Corps of Engineers are negotiating an agreement whereby approximately 650 acres currently under lease to the Department of Parks and Recreation would be developed for wildlife habitat and managed for public hunting under an agreement between the Department of Fish and Game and the Corps of Engineers.

2. On-Project Development Evaluation: To evaluate the effectiveness of on-project habitat developments, the Corps of Engineers funded studies by the Washington Department of Game in 1979 and 1980, and tentatively plans to have them reevaluate at regular intervals through Fiscal Year 2000. Preliminary results indicate that some compensation requirements have been met though developments are still underway and habitats have yet to reach maturity. For example, the Compensation Plan requires production of 600 goslings on the project area. Approximately 600 to 650 goslings are produced annually, primarily on one island in Little Goose reservoir, and secondarily in cliff nests and artificial nest structures along the projects. The Compensation Plan estimated

1,800 deer wintered in the preproject area. Though counted by different means than the original estimate, 1,900 to 3,200 deer have been observed on or near project lands during evaluation counts. Benefits rather than losses were predicted in the Compensation Plan for wintering waterfowl. As many as 82,000 ducks and 29,000 geese have been observed in the four project areas during one aerial survey. Because of the substantial increase in waterfowl use, the Washington Department of Game has rescinded the waterfowl refuge status which has applied to the Lower Monumental and Little Goose reservoirs since the mid-1950s. Allowing this hunter use and increasing upland game and big game hunting opportunities should replace a substantial portion of preproject hunter day-use. Primary losses remaining to be compensated are upland game, fur bearers, and nongame production and loss of hunter day-use. Ongoing habitat development and maturation will increase wildlife populations. On-project habitats are being developed by the Corps of Engineers in cooperation with the state wildlife agencies. Operation, maintenance, and evaluations are being conducted as agreed to by the Corps of Engineers and the wildlife agencies.

3. Game Bird Production: The Compensation Plan authorized the Corps of Engineers to pay a lump sum of \$1,159,000 to the Washington Department of Game for the production of 20,000 game birds annually for 20 years for stocking on- and off-project compensation lands. The time-delay in acquiring lands and increasing costs for producing game-farm birds have made this infeasible. Because of rising costs, the Department of Game has closed all of its eastern Washington game farms and is operating only enough western Washington game farms to stock intensively hunted public hunting areas. To date, only 1,140 pheasants have been purchased under the Compensation Plan. Because of limited state production, transport, and holding costs, it would be more cost effective to buy birds from private game farms. The Department of Game also recommended increased reliance on natural production in eastern Washington. To that end, they have recommended contracting with local farmers to leave natural cover or to plant new cover to encourage natural production and to offset the reduction in game-farm production. To evaluate this proposal, the Department of Game has contracted with farmers to leave strips of irrigated alfalfa, strips of dryland alfalfa/grass hay meadows, or unirrigated corners in circle-irrigated fields undisturbed during the nesting season. The result has been a dramatic increase in natural production in some cases.

4. Acquisition of Off-Project Fee Lands and Easements: Between 1978 and 1980, the Corps of Engineers and Washington Department of Game worked together to establish criteria for acquiring fee lands and easements. Since 1980 the Department of Game has been attempting to acquire 400 acres of upland game production area in fee and hunting easements on

8,000 acres of surrounding upland game hunting area, contacting over 200 landowners controlling over 40,000 acres of land. Generally, owners did not want to sell strips of land through their property and were not interested in perpetual easements which would divest them of control of public access. At the same time, Corps of Engineers real estate personnel were contacting landowners adjacent to the projects to acquire watering device sites and obtain hunting easements for the 15,000 acres of chukar lands. Eleven suitable sites (totaling over 40,000 acres) ranging from single ownerships to one involving 27 different owners were investigated. Both agencies encountered some common feelings. Owners do not want to sell strips of land through their holdings. They do not want to enter into perpetual easements that will be a burden to their heirs, to future owners, or that will affect the saleability of their land. Owners do not want unlimited public access on their land, they want to be able to control public use and hunter/livestock interactions. Many are in favor of short-term leases or easements, but based upon comparable lease rates, it would cost approximately 10 percent of the real value of the land per year to lease or obtain hunting easements. Administrative costs associated with short-term leases or easements would result in even higher costs. Working under the authorized criteria, it is highly unlikely that compensation requirements for off-project lands can be met.

IV. COORDINATION

A. Fish and Wildlife Agencies.

Comments on drafts of this report were requested from the U.S. Department of Interior - Fish and Wildlife Service, the Idaho Department of Fish and Game, the Oregon Department of Fish and Wildlife, and the Washington Department of Game. Comments were not solicited from the U.S. Department of Commerce - National Marine Fisheries Service or the Washington Department of Fisheries because no changes were contemplated for the anadromous fish elements of the Compensation Plan. The concern of the Fish and Wildlife Service about operation and maintenance funding for fish compensation facilities has been addressed. The Washington Department of Game recommended a 20-year extension of the game-bird stocking program - the recommendation has been incorporated; the Department of Game did not concur with our assessment of goose and deer compensation - current counts of goose production and wintering deer indicate that on-project compensation measures are providing adequate compensation, so no additional compensation developments are planned; the Department of Game suggests that ". . . more mitigation benefits could be realized . . ." if all the land originally authorized was acquired regardless of whether one parcel might meet more than one need - our objective is to meet the Compensation Plan requirements in the most cost-effective and efficient manner; the Department of Game suggests that ". . . the Corps of Engineers

seek authority for game-farm birds to be released on lands in Southwestern Washington in addition to on-project and acquired off-project lands. . . ." - the Department of Game erred in that they meant "southeastern" Washington; otherwise, we have agreed to stocking of birds on project lands, off-project Compensation lands, and public hunting areas administered by Washington Department of Game. We will continue coordinating and cooperating with the agencies during implementation of the program.

B. County Commissioners.

The draft report was also sent to the county commissioners of the counties in the project vicinity. The Columbia County Commissioners have opposed further land acquisition in Columbia County from the outset of the program. Land acquisition efforts have concentrated in other counties in compliance with their wishes. Support of the fee simple purchase of land expressed by the Whitman County Commissioners is noted by our recommendation to expand this type of land acquisition. The concern of the Walla Walla County Commissioners about loss of tax base is not discussed elsewhere in the report, but it is the practice of the state to pay "in lieu" taxes on lands they acquire for fish and wildlife management. With these exceptions, the comments of the various county commissioners were interpreted as positive in nature, and we will continue coordinating and cooperating with them in implementation of the program. In that vein, we have reiterated that land acquisitions by state agencies will be made only with the concurrence of county planning commissions.

V. PROGRAM COST

A. Estimated project costs and expenditures as of 30 September 1982 are as follows:

| <u>Category</u> | <u>Estimated Project Cost</u> | <u>Estimated Expenditures to 30 Sep 82</u> |
|---|-------------------------------|--|
| 1. Fishery Compensation | \$121,119,000 | \$29,262,000 |
| 2. Wildlife Compensation* | 2,982,000 | 62,000 |
| 3. Land Acquisition and Property Transfer Costs | 20,861,000 | 4,044,000 |
| 4. Cultural Resource Investigations | 458,000 | 292,000 |
| 5. Engineering and Design | 17,955,000 | 10,209,000 |
| 6. Supervision and Administration | 10,894,000 | 2,395,000 |
| 7. Miscellaneous and Distributive Costs | <u>2,731,000</u> | <u>1,066,000</u> |
| TOTALS: | \$177,000,000 | \$47,330,000 |

*NOTE: Does not include on-project wildlife habitat development costs totalling \$7,143,000 (30 September 1982).

B. The Fish and Wildlife Service estimates annual operation and maintenance costs for fish rearing facilities will total approximately \$7,400,000 per year when all facilities are completed. Annual operation and maintenance costs for Corps of Engineers funded habitat developments are estimated at \$450,000 per year. Operation and maintenance costs borne by the Fish and Wildlife Service will be provided through direct appropriations to that agency. Operation and maintenance costs borne by the Corps of Engineers will be scheduled in individual project budgets for the four lower Snake River projects. According to the Compensation Plan, fish facilities will be developed under costs allocated to power generation while angling access and wildlife compensation features would be charged to power revenues and navigation as joint costs. As indicated in the 4 August 1982 letter (CORRESPONDENCE), the Fish and Wildlife Service is experiencing difficulty in obtaining operation and maintenance funding for Compensation Plan activities and has expressed concern that operation and maintenance funding should be dedicated to the Fish and Wildlife Service and earmarked specifically for that purpose.

C. Operation and maintenance of off-project fisherman access and wildlife compensation lands would be funded by the state agency acquiring such lands. Similar to lands licensed from the Corps of Engineers, the state agency would be permitted to use sharecrop or other agricultural agreements or proceeds therefrom to carry out the management of Compensation Plan lands. Management of Compensation Plan lands would be carried out in accordance with a plan prepared jointly by the state agency and the Corps of Engineers within 1 year of acquisition of the land. Thereafter, the state would provide annual reports to the Corps of Engineers detailing management of Compensation Plan lands and funding derived from and used on such lands for operation and maintenance purposes.

VI. PROPOSED COMPENSATION PLAN REVISIONS

A. Willing-Seller Willing-Buyer.

The willing-seller, willing-buyer real estate acquisition as presently authorized has constrained implementation of the Lower Snake River Fish and Wildlife Compensation Plan. However, based on legislative history and concern expressed by local government officials and landowners in eastern Washington, it would be inappropriate to abandon this concept. The state agencies feel that use of condemnation could jeopardize other programs they administer and might result in an overall decline in hunting opportunities in the area.

B. Land Acquisition.

The Compensation Plan states that 400 acres of riparian habitat should be acquired in fee; 8,000 acres of hunter access contiguous with

riparian habitat should be acquired in easement; 15,000 acres of hunter access and chukar habitat should be acquired in easement; and 750 acres of fisherman access should be acquired in fee or easement. Authority should be expanded to allow acquisition by fee purchase and/or perpetual easement for each category. Requirements that land of any category should be separable from or contiguous to the Lower Snake River Project should be dropped. Authority should be granted to acquire total ownerships or farm units where that is the preference of the willing seller. With these changes, real estate personnel of the combined agencies agree that the required estate can be substantially obtained. For example, if a 1,500-acre farm were offered for sale that contained 200 acres of riparian habitat, 50 acres of which provided angler access to a stream, and 1,300 acres of huntable land, 500 acres of which were chukar habitat and 800 acres were habitat for other upland game, acquiring this farm would satisfy parts of four Compensation Plan requirements even though none of the elements might fit the original acquisition criteria. Under the new criteria, state wildlife agencies would acquire noncontiguous lands in fee and/or easement primarily for upland game and fisherman access purposes but chukar lands acquired would be credited toward that requirement. The Corps of Engineers would acquire contiguous lands in fee and/or easement primarily for chukar purposes but upland game or fisherman access lands incidentally acquired would be credited toward those requirements. It is also agreed that land acquisition efforts should not extend beyond 5 years from the date of supplemental authorization and funding and that lands acquired, or on which the acquisition is in process, shall be considered adequate for compensation of the project.

C. Development and Management of Wildlife Lands.

Lands not contiguous to the Lower Snake River Project would be acquired by state wildlife agencies under funding by the Corps of Engineers, and title to such lands would vest with the state. Operation and maintenance costs would be borne by the state and could be partially defrayed by revenues from sharecrop or agricultural agreements so long as Compensation Plan requirements were met. Acquisition by the state would remain subject to concurrence by appropriate county planning commissions. Lands contiguous to the Lower Snake River Project would be acquired, developed, operated, and maintained by the Corps of Engineers. It is anticipated that acquisition of contiguous lands will be reduced from the original Compensation Plan requirement though some upland game or fisherman access lands may be acquired. No substantial increase in Federal cost over that reported to Congress for the current program is anticipated as a result of this change.

D. Game Bird Production.

Compensation Plan goals can best be met with a program combining measures that increase production of wild populations supplemented by artificially produced game birds to provide hunting opportunities during

the interim period while habitat and natural upland game bird populations are being established on compensation lands. The increase in wild population can be attained by contracting with farmers to leave or develop natural reproduction areas. Artificial production would most likely be from private game farms because of the reduction in game bird farms; however, the birds should be obtained in the most cost-effective manner. The game-farm birds should be released on project lands, off-project compensation lands, and other areas in southeastern Washington open to public hunting. The mix between artificial and natural production and the areas where artificially produced birds are to be released would be jointly determined by the Corps of Engineers and the Washington Department of Game. The annual cost would never be greater than that for hatching and planting 20,000 game birds. The program would be funded by the Corps of Engineers, implemented by the Washington Department of Game, and would be carried on to the year 2002, some 20 years after the substantial completion of intensive on-project wildlife planting and Washington Department of Game studies on alternatives to artificial production.

E. Fish Hatcheries.

The current authorization provides for funding of fish hatchery operation and maintenance by future appropriations to the Fish and Wildlife Service or the National Marine Fisheries Service. It is now established that the Fish and Wildlife Service will be the responsible agency for all hatcheries, and they should be designated as the funding agency. To meet compensation requirements it is essential these hatcheries function properly, and this requires assured operation and maintenance funding. The Fish and Wildlife Service has requested that a portion of the Lower Snake River Project power revenues be dedicated to them for operation of the Lower Snake River Fish and Wildlife Compensation Plan hatcheries. There is also concern about Corps authority to transfer these hatchery facilities to other agencies. It must be clearly identified that the Corps of Engineers be authorized to transfer jurisdiction of fish hatcheries, related lands, and appurtenant facilities to the Fish and Wildlife Service, U.S. Department of Interior. *

VII. RECOMMENDATIONS

I recommend supplemental authorization to the Lower Snake River Fish and Wildlife Compensation Plan authorized in the Water Resource Development Act of 1976 (PL 94-587) to meet the goals of that Act by the following actions:

A. Continue the willing-seller, willing-buyer estate acquisition concept.


B. Amend estate acquisition requirements to allow all land acquisition by either fee and/or easement, allow acquisition of whole farm units, and allow acquisition of lands which provide one or any combination of angler access, upland game nesting and habitat, upland game hunting areas, and chukar hunting areas not to exceed an aggregate total of 24,150 acres.

C. Amend land management requirements so title to separable compensation lands vests with the state fish and wildlife agencies, and title to lands contiguous to Corps of Engineers projects will be retained by the Corps; development of all compensation components will be funded by the Corps of Engineers and operation, maintenance, and replacement costs will be borne by the agency holding title to the land.

D. Extend land acquisition efforts 5 years beyond the date of supplemental authorization and funding approved by adoption of this report.

E. Amend the game bird production requirement to allow the Corps of Engineers to fund a program by the Washington Department of Game to contract with local landowners to plant or leave nesting cover to increase natural game bird production in the project vicinity, and reduce the game farm bird stocking requirement by a commensurate amount such that the annual cost of natural and artificial rearing approximately equals the cost of rearing 20,000 game birds per year on a game farm, allow acquisition of game farm birds from the Washington Department of Game or private game farms, and authorize this program to continue to the year 2002.

F. The U.S. Fish and Wildlife Service, Department of the Interior, be designated to provide operation and maintenance funding for the Compensation Plan fish hatchery program, and that the Corps of Engineers be authorized to transfer jurisdiction for fish hatcheries, related lands, and appurtenant facilities to the U.S. Fish and Wildlife Service.

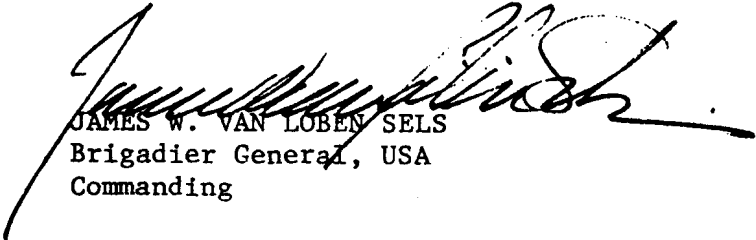

Robert B. Williams
Colonel, Corps of Engineers
District Engineer

NPDPPL-PF (March 1983) 1st Ind
SUBJECT: Special Report for Congress - Lower Snake River Fish
and Wildlife Compensation Plan, Lower Snake River,
Washington and Idaho

DA, North Pacific Division, Corps of Engineers, P.O. Box 2870,
Portland, OR 97208 24 June 1983

TO: Chief of Engineers
WASH DC 20314

I concur in the conclusions and recommendations of the District
Commander.



JAMES W. VAN LOBEN SELS
Brigadier General, USA
Commanding

C O R R E S P O N D E N C E



United States Department of the Interior

FISH AND WILDLIFE SERVICE

AREA OFFICE - IDAHO AND NEVADA
4620 OVERLAND ROAD, ROOM 238
BOISE, IDAHO 83705
FTS: 554-1960/COMM: 208/334-1960

AUG 4 1982

Colonel Robert B. Williams
District Engineer
Walla Walla District
Corps of Engineers
Building 602, City-County Airport
Walla Walla, WA 99362

Dear Colonel Williams:

The draft special report to Congress, Lower Snake River, Fish & Wildlife Compensation Plan, (LSRCP) has been reviewed by the Fish & Wildlife Service. We concur with the draft as written, with the exception of paragraph IV.B. on pages 13 & 14, which we feel needs expansion.

The Service has experienced considerable difficulty in securing adequate operation and maintenance funding for LSRCP facilities. We would like to have language inserted into the report indicating that the Service is attempting to have the portion of Lower Snake Project power revenues needed for LSRCP O & M dedicated to the Service. These funds should be earmarked specifically for LSRCP O & M in order to stabilize the program by removing it from funding based on priorities of all Service programs in competition for limited funds.

With that provision the draft report has the support of the Service.


L. A. Mehrhoff



STATE OF WASHINGTON
DEPARTMENT OF GAME

600 North Capitol Way, S.E. • Olympia, Washington 98504 • (206) 753-5700

November 4, 1982

Robert B. Williams
Colonel, CE
Department of the Army
Walla Walla District
Corps of Engineers
Building 602, City-County Airport
Walla Walla, Washington 99362

RE: Special Report to Congress
on the Lower Snake River
Fish and Wildlife Compens-
ation Plan

Dear Colonel Williams:

We received the final revision of the Special Report to Congress on the Lower Snake River, Fish and Wildlife Compensation Plan October 29, 1982.

Thank you for the opportunity to review and comment on this report. It is an excellent summary of the total program and adequately addresses those projects directly related to the Washington Department of Game. However, there are a few statements that we do not totally concur with. They are:

Page I-4 - Executive Summary, last sentence - The game bird and stocking program was to extend for twenty years and has been held in abeyance, pending the outcome of the Game Farm Alternative Study in July, 1983. We recommend that bird production and release extend through the year 2002.

Page 13 - c. Wildlife Compensation, 2. Our Project Development Evaluation, fifth sentence from top - We do not concur with this sentence that, "No additional compensational developments are required for goose production or deer habitat". As noted in the preceding sentence of the report, deer counts conducted in 1979 and 1980 used entirely different methods and included a much larger area. As of 1980, no deer compensation had been realized. We can provide further information on this subject if requested.

Page 20 of VI. Recommendations, C. Acquisition and Development of Off-Project Fish and Wildlife Lands, middle of paragraph - In reference to the sentence, "If given parcels of land will compensate losses in one or more categories," some reduction in overall acreage could be established; however, more mitigation benefits could be realized if the agreed-upon acreage for each element remained unchanged. We therefore suggest that the acreage recommended on the top of page 20, first and second sentence, be adhered to.

Colonel Robert B. Williams
Corps of Engineers
November 4, 1982 - page 2

Page 21 - D. Game Farm Alternative - We would suggest including a sentence stating, "It is recommended the Corps of Engineers seek authority for game farm birds to be released on lands in Southwestern Washington in addition to on-project and acquired off-project lands.

Again, we appreciate the opportunity to comment on this report. We will be looking forward to hearing from you soon.

Very truly yours,

THE DEPARTMENT OF GAME



Frank R. Lockard
Director

FRL:hy

cc: Rick Lawrence, Assistant Director
Bob Dice, Division Administrator
Doris Gambill, Realty & Recreation Program Manager
David Mudd, Program Manager



IDAHO DEPARTMENT OF FISH AND GAME
600 South Walnut • Box 25
Boise • Idaho • 83707

August 18, 1982

District Engineer
Walla Walla District
Corps of Engineers
Building 602
City-County Airport
Walla Walla, WA 99362

Attn: NPWPL-ER

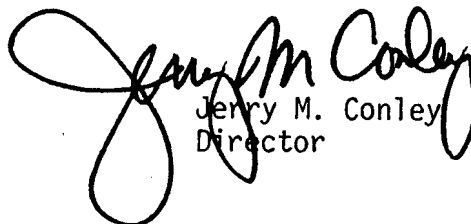
Dear Sir:

We have reviewed your latest draft of the Special Report to Congress, Lower Snake River Fish and Wildlife Compensation Plan, received as an attachment to a letter dated July 20, and feel that it adequately describes the progress of the L.S.R.F.W.C.P. and future needs.

As a general document to Congress, we feel it is adequate. Obviously, there will be continued negotiations to determine site selections and meet due dates but these points need not be covered at this time.

Thank you for the opportunity to comment on the draft.

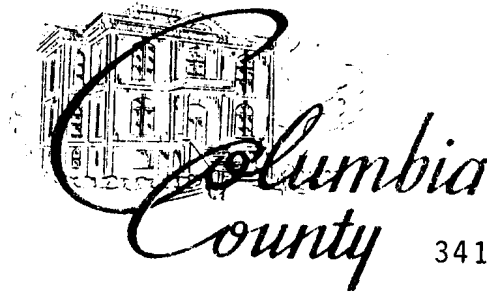
Sincerely,



Jerry M. Conley
Director

cc: John L. McKern

VERNON MARLL
DISTRICT NO. 1
RICHARD WHITE
DISTRICT NO. 2
PRESTON STEDMAN
DISTRICT NO. 3



OFFICE OF
BOARD OF COUNTY COMMISSIONERS

341 E. Main

DAYTON, WASHINGTON 99328

August 24, 1982

TO: Colonel Robert B. Williams
U. S. Army Corps of Engineers
Walla Walla District
FROM: Board of Columbia County Commissioners
SUBJECT: Lower Snake River Fish and Wildlife Compensation
Plan, Proposed Changes, as outlined in Letter to
this Board 17 August 1982 and Draft Summary

Our Concerns are:

1. The proposal to purchase outright of up to 24,150 acres of land now in private ownership in implementing the Lower Snake River Fish and Wildlife Compensation Plan is totally unacceptable to this Board of Columbia County Commissioners.

We quote from portions of the 7 February, 1978 letter from Col. C. J. Allaire, to this Board: "We are now entering into a contract with the Washington State Department of Game to develop criteria and alternative sites for consideration. This information will be supplemented with an environmental assessment of the designated alternative sites and the entire package will be brought to the public before transmitting it for approval in the form of a post-authorization report. Only after approval of this report and funding for land acquisition, will we be in a position to purchase any lands in fee or easement. In order to receive this approval, we must name specific alternative sites so the citizens of the concerned counties will have an adequate opportunity to assess the environmental impacts involved."

Paragraph II b. "To avoid conflict with local government, the provision was added that before any land can be acquired for upland game bird hunting compensation (8,000 acres in easement and 400 acres in fee), the concurrence of the applicable County Planning Commission is required. In other words, if the Columbia County Planning Commission determines that any proposed land in Columbia County is inconsistent with its comprehensive plan, it could veto the intended sale.

Page 2
Colonel Robert B. Williams
August 24, 1982

In addition, an integral part of the planning criteria now being formulated will include provisions for coordination with Noxious Weed Control Boards, Soil Conservation Service and other local interested entities".

We must insist that the officials of the Federal or State governments not retract any promises made to residents of this area, their elected County Commissioners and affiliated Planning Commissioners.

2. We question the statement that the Washington State Department of Game would pay "Taxes In-Lieu" for any lands acquired.

We quote from the letter from the Corps dated 17 August 1982:
"Lands separable from the Lower Snake River Project would be deeded to the Washington State Department of Game who would manage those lands for the Compensation Plan. As on other parcels of land they manage, they would pay in-lieu taxes and cropped areas would remain in production under sharecrop or other agricultural agreements. Rangelands acquired adjacent to the Lower Snake River Project would remain in Corps of Engineers ownership and be subject to Corps regulations and management".

State Law RCW 77.12.201 provides that any county must relinquish any in-lieu taxes should the decision be made by that county to receive that county's allocation of 50% of game violations fees and forfeitures. We feel any statements made by officials of the State Department of Game should reflect not part but all of present Washington In-Lieu Law requirements. Further, the lobbyists for the Washington State Department of Game have made extreme efforts before the Washington State Legislature to eliminate all in-lieu payments to counties. Should these efforts prevail at any future time, the State Game Department would be totally released from any obligation for in-lieu taxes for land acquired under Compensation (Mitigation) or any other method.

3. We question why elimination of concept of game bird hatcheries in Eastern Washington by State Game Department and from the Lower Snake River Fish and Wildlife Compensation Plan should be allowed to occur without consent of the residents and county officials in the area. This Board questions if the Federal and State agencies can change that part of the plan without public comment. This Board has supported the hatching and planting of appropriate game bird species on private and public lands throughout this area. The concept of open "game refuge" has never been acceptable due to conflict of wild animals and birds encroachment upon neighboring farm operations.

Page 3
Colonel Robert B. Williams
August 24, 1982

4. We note that public objections to further Federal and/or State ownership of privately owned land in this area have been so obvious at past hearings. The Federal government presently owns over 31% of the lands within Columbia County; the State Department of Game owns 7,477 acres. Our constituents certainly do not want any further intervention by the Federal or State government.

5. We further note that national policy directs that consideration be given to divesting Federal ownership of certain real estate and the policy of further land acquisition of thousands of acres for "Compensation" (Mitigation) is apparently out of harmony with national policy.

Please be advised we are so notifying President Reagan. We are also sending copies of this to U. S. Senators, Representatives and others.

In summary, the position of this Board of Columbia County Commissioners remains unchanged since inception of this Mitigation Plan in 1973:

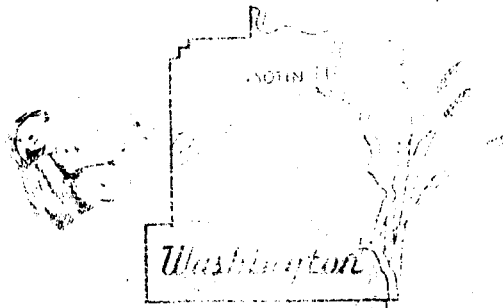
- a. to encourage construction and maintenance of fish hatcheries and similar facilities.
- b. to encourage the Corps to operate land already acquired in a manner to enhance fish and wildlife.
- c. to continue to encourage restocking of game birds throughout the area.
- d. to continue to encourage Voluntary Access to privately owned lands by sportsmen.
- e. to eliminate further land acquisition from all present and future plans.

COMMISSIONER, SECOND DISTRICT
ASOTIN, WASHINGTON

BERNIE McCABE
COMMISSIONER, FIRST DISTRICT
CLARKSTON, WASHINGTON

COMMISSIONER, THIRD DISTRICT
CLARKSTON, WASHINGTON

LADORIS SMITH, AUDITOR
CLERK OF BOARD
ASOTIN, WASHINGTON



P. O. BOX 280
ASOTIN, WASHINGTON 99402
PHONE (509) 243-4155

August 30, 1982

Robert B. Williams
Colonel, CE
Dept. of the Army, Corps of Engineers
Building 602, City-County Airport
Walla Walla, Washington 99362

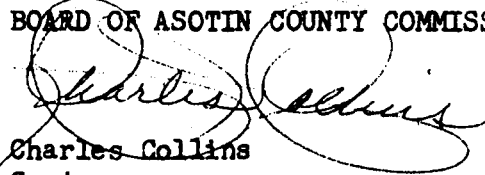
Dear Colonel Williams:

The Board of Asotin County Commissioners on August 30, 1982,
voted to approve the new draft plan for implementing the Lower
Snake River Fish and Wildlife Compensation Plan.

We feel it will be more acceptable to residents and property
owners of Asotin County.

Sincerely,

BOARD OF ASOTIN COUNTY COMMISSIONERS


Charles Collins
Chairman

CC:sw

Office of Commissioners

Whitman County Courthouse
Colfax, Washington 99111
Phone (509) 397-4622
Ext. 200

JAMES T. HENNING, St. John, First District
DAN BOONE, Pullman, Second District
JOHN HENLEY, JR., Hay, Third District

September 1, 1982

Colonel Robert B. Williams
U.S. Army Corps of Engineers
Walla Walla District
Building 602
City-County Airport
Walla Walla, Washington 99362

RE: Lower Snake River Fish and Wildlife Compensation Plan

Dear Colonel Williams:

Thank you for your letter of August 17, 1982 detailing the success and problems the Corps of Engineers has had implementing the Lower Snake River Fish and Wildlife Compensation Plan. This Board of Commissioners has been supportive of the intent of the Plan, but could not endorse the program of purchasing perpetual easements for habitats and hunting sites. As stated in your letter, you will seek authorization to change to a fee simple purchase program.

We have felt all along that a fee simple purchase was essential to the implementation of your Plan. Therefore, we heartily concur with your requesting authority to drop the purchase of perpetual easement program in favor of fee simple purchase. Your letter went on to suggest the alternative to fee simple purchase would be "condemnation." Let us assure you a condemnation program for acquiring wildlife habitat and hunting areas would not be popular in Whitman County.

Even though we support the fee simple program, we feel the public and especially neighboring farmers must be given ample opportunity to comment on proposed acquisition and development plans PRIOR TO PURCHASE. The appropriate forum for comment would be the County Planning Commission since the effect of purchase would be changing the primary land use from farming to a wildlife habitat/recreation use. Furthermore, public recreation uses within an agricultural area are permitted by our local comprehensive land use plan and zoning ordinance only if a conditional use permit is granted by the County Board of Adjustment. Therefore, the Corps should obtain the Board of Adjustment approval prior to a commitment to purchase. Such approval would involve a public hearing before that Board.

*000
Fish & Wildlife*



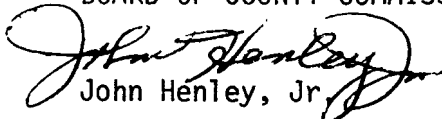
The four types of conditions the Board would more than likely consider requiring would be:

1. Assurance that neighboring land will not be trespassed upon without the approval of the person(s) owning and farming the land.
2. Noxious weeds would be scrupulously controlled (meaning none getting to a seed-bearing state).
3. Land suitable for commercial grain production would not be permanently converted to another use.
4. Habitat development would be designed to serve as a model for erosion control methods. Such development should proceed in close cooperation and coordination with the area's Soil Conservation District.

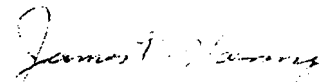
If you concur with these general conditions, we would be in a position to fully support your program as being consistent with our local land use policies. We will take the liberty of letting our members of Congress and State Representatives know our pleasure with your proposed fee simple purchase program by sending them a copy of this letter. Furthermore, we are ready to assist you in developing the policy and procedures of a fee simple purchase program.

Sincerely,

BOARD OF COUNTY COMMISSIONERS


John Henley, Jr.


Dan Boone


James T. Henning

ss

COUNTY OF WALLA WALLA

STATE OF WASHINGTON

OFFICE OF COMMISSIONER COURT

September 16, 1982

District Engineer
Department of Army
Corps of Engineers
Building 602
City-County Airport
Walla Walla, Washington 99362

Dear Sir:

After review of your letter of 17 August 1982 - Lower Snake River Fish and Wildlife Compensation Plan the following comments are made about the change in policy for land acquisition.

Any acquisition of private land in this County by the Federal or State Governments for the purpose of mitigating fish and wildlife on the Snake River raises the questions of best use of land and loss of taxes from the land.

Our interpretation of your new land acquisition policy is that the taxes on the purchased land leased back to the owner would be an "ad valorem tax" submitted to Walla Walla County by the Washington State Department of Game. If this would occur we would have no objection. We have some reservations though that the Washington State Game Department might try to divest themselves from paying any "ad valorem tax" on their properties in the future. In addition we would request compensation for loss of tax base and loss of roads to the County.

Sincerely,



Walter C. Coyle, Chairman
Board of County Commissioners

WCC:ef

C-11

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