

ATTACHMENT B

Management Framework for One Blueprint

It is the consensus opinion of the ERP Focus Group that the establishment of a single blueprint for ecosystem restoration and species recovery in the Bay-Delta System¹ is a key ingredient for a successful and effective restoration program, and that such a blueprint can be the vehicle for ensuring coordination and integration; not only within the CALFED Program, but between all resource management, conservation, and regulatory actions affecting the Bay-Delta System.

A single blueprint represents a unified and cooperative approach defined by three primary elements:

1. Integrated, shared science and a set of transparent ecological conceptual models to provide a common basis of understanding about how the ecosystem works;
2. A shared vision for a restored ecosystem ; and
3. A management framework that defines how parties with management and regulatory authorities affecting the Delta will interact and how management and regulatory decisions (including planning, prioritization, and implementation) will be coordinated and integrated over time.

This attachment provides more detail on the management framework element of the single blueprint concept envisioned by the ERP Focus Group. The purpose of the management framework is to:

- Clarify what needs to be done when, and by whom, in implementing the ERP to ensure a single blueprint model is pursued; and
- Identify when and where key decisions need to be made, what information would flow into and out of these decision points, and who would be involved.

The framework is intended to address integration of the CALFED Ecosystem Restoration Program (ERP) with other CALFED, as well as CALFED-Related programs and activities, to facilitate a single blueprint for ecosystem restoration within a defined geographic area.

Figure 1 depicts the geographic scope intended to be covered by the single blueprint. Figure 2 depicts a proposed management framework showing the interface between management, planning, science, and regulatory functions, and highlighting key nodes of interaction considered essential for the success of the ERP. These key nodes of interaction are shown as bold numbers in Figure 2. Detailed text corresponding to each of these numbers, including the specific activities and decisions associated with these nodes are described in the following section – Integration Decision Nodes.

¹ The term Bay-Delta System as used herein refers broadly to the estuary, its watershed, and factors within the defined geographic scope that influence the health of this ecosystem

Geographic Scope of the Single Blueprint

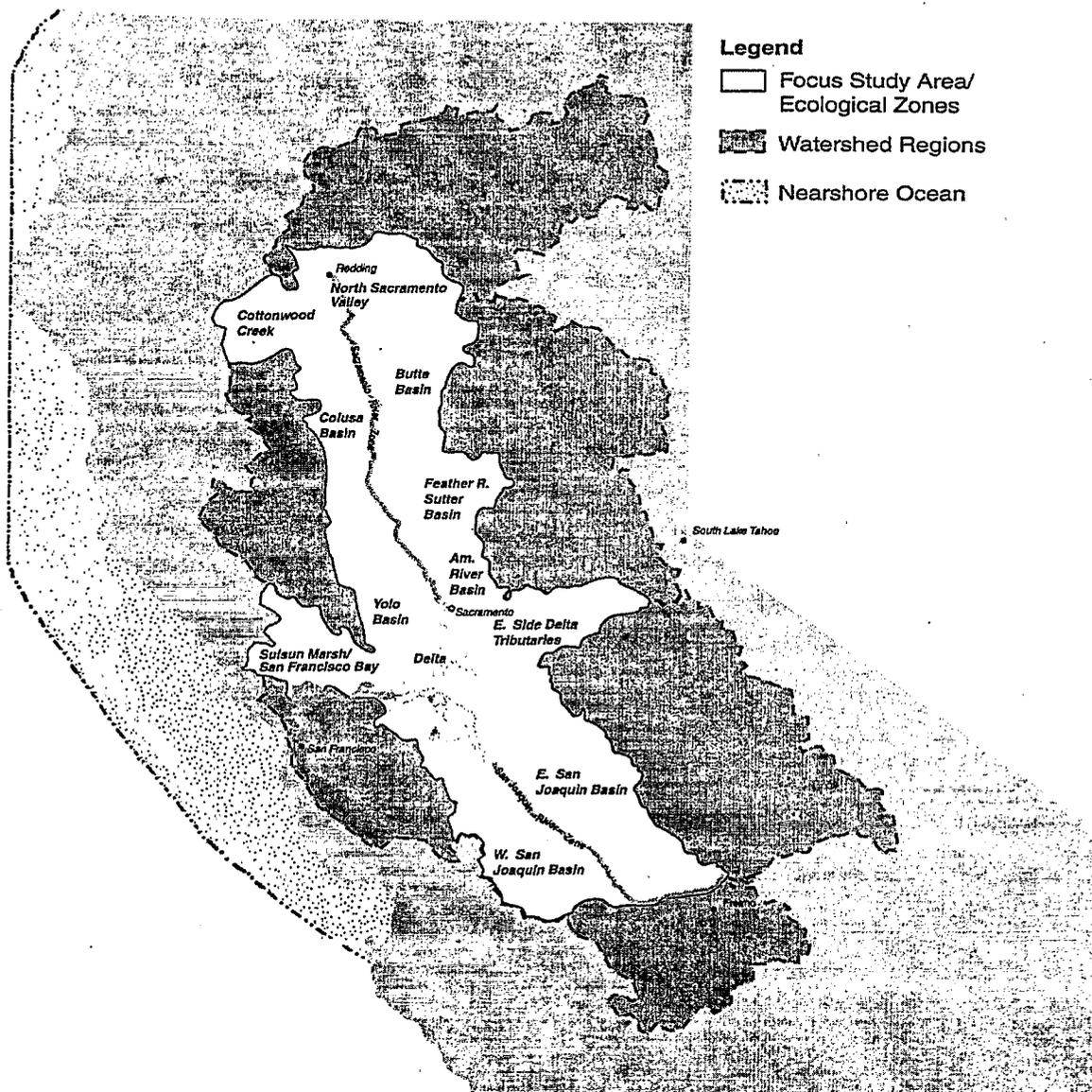


Figure 1: Map depicting the intended geographic scope of the single blueprint for ecosystem restoration and conservation. The geographic scope includes all three areas highlighted in the legend and is defined as: "The Bay-Delta estuary and its watersheds, which includes the Delta, Suisun Bay and Marsh, San Pablo Bay and their local watersheds, the Sacramento River and San Joaquin River watersheds, and San Francisco Bay and its local watersheds; and, limited to salmonid species issues, the near-shore portions of the Pacific Ocean out to the Farallon Islands and north to the Oregon border"

Management Framework

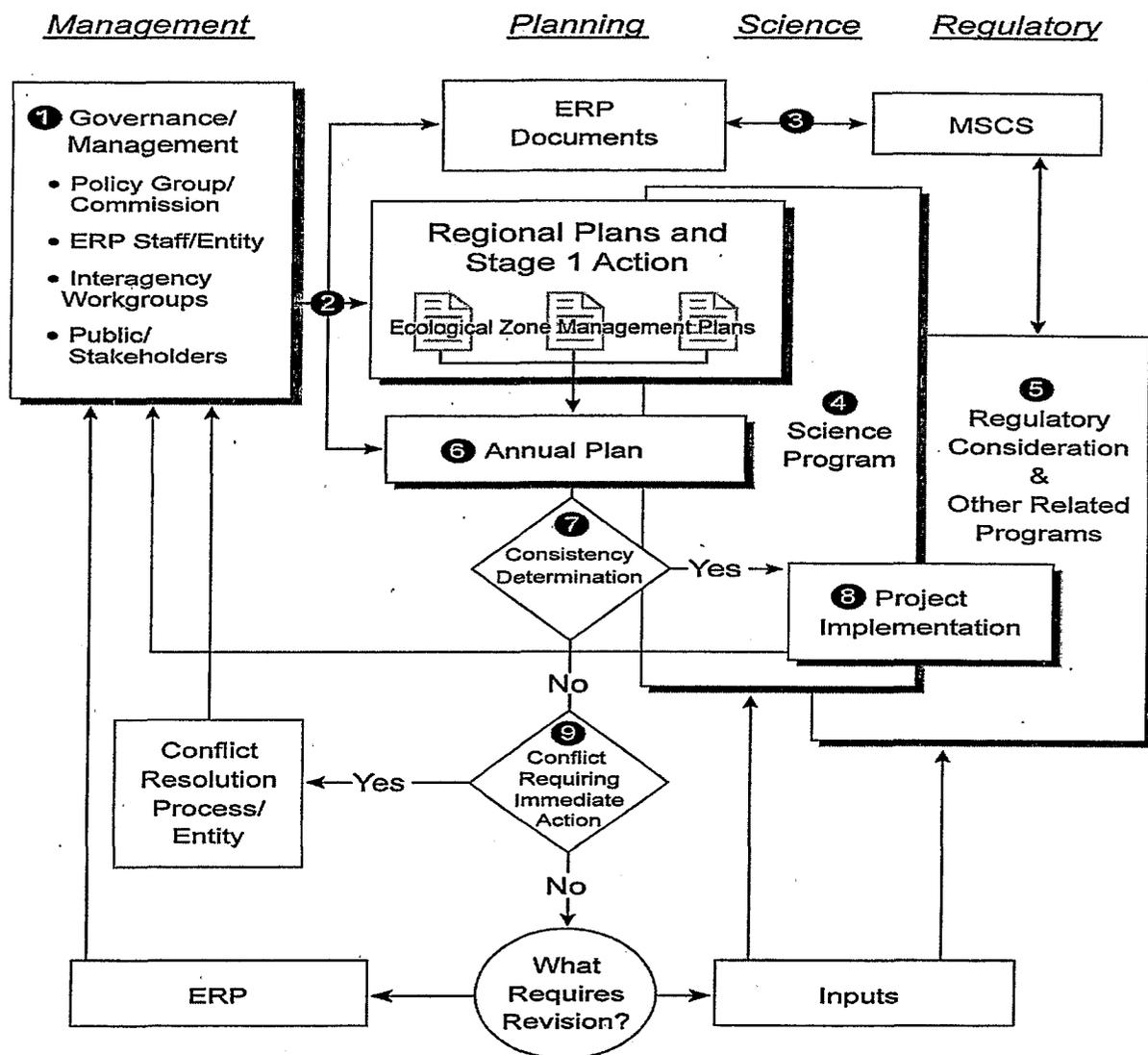


Figure 2: Management framework for one blueprint showing integration decision nodes as described in the following section. The framework is divided into columns showing management, planning, science and regulatory domains. Note that these each represent layers of the framework and that where each box overlaps with another box an interaction between the program layers is implied. Each bold number corresponds to the numbers in the text in the following section, which describes specific areas of interaction.

Integration Decision Nodes

The following numbers and associated text correspond to the bold numbers shown in Figure 2 above. This text should be viewed in concert with Figure 2 and vice versa. For each key node in the diagram, the following describes: (1) specific interactions that would be needed; (2) proposed processes/mechanisms that could be employed to assist with integration; (3) who specifically would be responsible for the task; (4) what the inputs and outputs would be (including where they come from and go to); and (5) what the time scale would be. Public and stakeholder input and active participation are assumed to be embedded throughout the management framework shown in Figure 2 and described below. The following provides a summary level description of each envisioned integration node. This material is strictly descriptive in nature, and does not in and of itself represent the "management framework" needed for a single blueprint. Additional details regarding exactly who is responsible for providing what remains to be developed. The CALFED Framework Agreement, associated MOUs, and other binding agreements are needed to move the concept of a single blueprint from concept to reality.

1. **Governance/Management Structure** – This box represents the responsibility for planning and management of ERP implementation, including a wide variety of decision making and integration. Four discrete groups, or entities, are envisioned to play key roles in advising on, and directing, both day-to-day decisions and planning activity (including short, near, and long-term planning), as listed below. These entities would be responsible for working with other parties/entities to ensure that decisions affecting the Bay Delta System are consistent with the single blueprint and are integrated with other program actions and regulatory activity. Public and stakeholder participation are assumed at all four of the levels described below.

Policy Group (short-term)/CALFED Commission (long-term) – These groups will ultimately be responsible for CALFED implementation in the short and likely long-term, including the ERP. It is envisioned that these will be decision making bodies that will rely on recommendations from staff, independent scientists, stakeholders, and the public.

Functions (with regard to the ERP)

- Overall program direction.
- Approve an Annual Plan for program implementation.
- Approve project funding.
- Resolve conflicts considering recommendations made by staff and/or a formal conflict resolution entity.

ERP Staff (short-term)/ERP Entity (long-term) - These group are responsible for the project management of the ERP program in the short and likely long-term. It is envisioned that these group will direct and conduct planning and implementation activities and will develop recommendations working with stakeholders, other agencies, and the public.

Functions

- Prepare and recommend for adoption to the Policy Group the ERPP (including the ERP Strategic Plan) and revisions as the long-term program plan.
- Prepare and recommend for adoption to the Policy Group Stage 1 Actions and Ecological Management Zone Plans as project level near-term planning guidance.
- Hire staff and issue/administer contracts.

Interagency Workgroup(s) – It is envisioned that one or more interagency workgroups would be established to provide assistance in program planning and implementation. These interagency workgroups will be one of the primary mechanisms/vehicles for integrating ERP implementation with regulatory considerations and other related programs.

Ecosystem Science Board – It is envisioned that an independent science board would exist to advise on and review planning and implementation decisions.

- 2. Planning Functions/Documents** – ERP implementation will be guided by three levels of planning: a long-term plan at a programmatic level (defined by the ERPP and the ERP Strategic Plan), near-term regional implementation plans for each Eco Zone (including Stage 1 and 1a actions), and short-term annual plans. These plans will be developed and revised by ERP staff/ERP Entity with input from the CALFED Science Program (including monitoring and research information), the Ecosystem Science Board, interagency workgroups representing regulatory considerations (including the MSCS) and other related programs, stakeholders, and the public. Ultimately, the CALFED Policy Group/Commission will approve the regional and annual plans.

Programmatic ERP Documents – These include ERPP Volumes I and II and the ERP Strategic Plan, which establish goals and objectives, and the long-term framework for restoration. It is envisioned that the ERP documents will be reevaluated, and revised as appropriate, every five to seven years.

Stage 1 Actions and Regional/Ecological Management Zone Plans – These are regional implementation plans that establish overall priorities and direction for a seven-year period, in accordance with Stage 1 of the CALFED program.

Annual Plans - These work plans will set annual priorities by defining the types of actions that will be funded. These work plans may involve directed actions and/or proposal solicitations.

- 3. MSCS/ERP Integration** - Integration of the MSCS and ERP will occur through two primary mechanisms: (1) by incorporating the non-mitigation Conservation Measures identified in the MSCS into the ERPP; and (2) through the Annual Plan process for implementing the ERP. Integration will also be addressed at the five to seven year review stage. Integration of these two programs will be a two-way street. The ERP

will serve as a vehicle for achieving the goals established in the MSCS, and the MSCS will serve as a regulatory vehicle for implementing the ERP, as well as other CALFED Program actions. As the CALFED program proceeds, and any potential changes to the MSCS are needed, these changes would be worked into revisions to the ERP.

4. **Science Program** – The CALFED Science Program will interface with ERP implementation at a variety of levels, including (1) development and refinement of the Stage 1 actions and Annual Plans; (2) developing/reviewing/refining conceptual ecological models as the basis for restoration activities and decisions regarding implementation; (3) providing experimental design input/expertise for specific projects; (4) directing research and monitoring activities in support of the ERP and its adaptive management approach; (5) interfacing with fish and wildlife agencies regarding regulatory decisions/actions; (6) interfacing with other CALFED and CALFED-related programs that affect restoration opportunities; and (7) assisting with consistency determinations relative to the Annual Plan and pursuit of a single blueprint approach.
5. **Integrating Regulatory Considerations and Other Related Programs** – One of the keys to facilitating a single blueprint for restoration will be integrating the ERP with regulatory actions and several other CALFED and CALFED-related planning programs affecting the Bay Delta System. At the project implementation phase, there will also be a need for permitting and regulatory approvals in accordance with the MSCS and other appropriate regulatory requirements. Integrating consideration of regulatory requirements and goals at the planning phase (both Regional/Ecological Zone and Annual) as well as at the project selection phase, will facilitate permitting and implementation. Once a project reaches the implementation stage, it should be a known, “permissible” project. Key “Other” programs that will be integrated with ERP implementation include: (1) CALFED’s levee integrity and water management strategy programs (including the EWA); (2) CVPIA; (3) the Sacramento San Joaquin Basin Comprehensive Study; and (4) future ESA Recovery Plans. Key regulatory considerations to integrate with include: (1) Reclamation Board permitting; (2) ESA Biological Opinions related to project operations; (3) NCCPs and HCPs; (4) 404 permitting; and (5) FERC flow decisions. A comprehensive list of “Other” programs is provided in the cover memorandum to this attachment.
6. **Annual Plan** – The Annual Plan will establish, at a project level, the specific types of restoration actions that will be funded. This Plan will set the priorities for a given year and provide direction for annual restoration activities, including necessary technical studies and planning to support those activities. Implementation of the Plan, and determination of the specific projects that will be funded, will be accomplished through a combination of directed programs, ongoing restoration activities, and open solicitations. Development of the Annual Plan will be a cooperative effort involving CALFED Staff (including Science Program staff), the Ecosystem Science Board, agency staff, stakeholders, and the public.

7. **Consistency Determination** – In order to ensure pursuit of, and compliance with, the concept of a single blueprint, a formal consistency determination step has been identified that would occur prior to final project selection and implementation. This consistency determination is intended to be a two way street in which ERP projects as well as other related program actions and regulatory activities are evaluated for consistency with the blueprint. If the actions are determined to be consistent, then the process moves to project implementation. If the actions are determined to be potentially inconsistent, then the process moves to a formal conflict evaluation and resolution step (see step 9 below). An interagency/stakeholder team charged with this responsibility should conduct the consistency review.
8. **Project Implementation** – This is the point at which a specific project has been selected, found to be consistent with the blueprint, and is to be implemented. As described under Steps 4 and 5 above, there is an important interface at this juncture with the Science Program and regulatory decision making. The interface with the Science Program will involve check the experimental design of the project and coordinating its monitoring plan in accordance with the overall program monitoring plan. The interface with regulatory decisions will involve acquiring the necessary permit approvals for the project.
9. **Conflict Resolution** – If during the Consistency Determination, projects are determined to be inconsistent with the blueprint, then the review team will first make a determination regarding the significance of the potential conflict. If the conflict is one that does not require immediate attention, then the conflict will be further evaluated to assess what needs revision to resolve the conflict. If the conflict appears to require a reevaluation of input from the science program/regulatory considerations, then the process moves to these arenas. If the conflict appears to require a revision to the ERP (long-term, near-term, or short-term planning decisions), then the process moves to the CALFED governance/management arena. If the identified conflict is one which has the potential to set an adverse precedent or requires immediate attention, then the process moves to a formal conflict resolution process/entity established for this purpose. A recommendation would be developed through the conflict resolution process and passed on to the governance/management infrastructure for a final decision by the Commission.