

112TH CONGRESS 1ST SESSION

S. 1401

To conserve wild Pacific salmon, and for other purposes.

IN THE SENATE OF THE UNITED STATES

July 21, 2011

Ms. Cantwell (for herself, Ms. Murkowski, Mrs. Boxer, Mr. Begich, Mrs. Murkay, Mr. Merkley, Mr. Wyden and Mrs. Feinstein) introduced the following bill; which was read twice and referred to the Committee on Commerce, Science, and Transportation

A BILL

To conserve wild Pacific salmon, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "Pacific Salmon Stronghold Conservation Act of 2011".
- 6 (b) Table of Contents.—The table of contents for
- 7 this Act is as follows:
 - Sec. 1. Short title; table of contents.
 - Sec. 2. Purposes.
 - Sec. 3. Definitions.
 - Sec. 4. Salmon Stronghold Partnership.
 - Sec. 5. Information and assessment.
 - Sec. 6. Salmon stronghold watershed grants and technical assistance program.
 - Sec. 7. Interagency cooperation.
 - Sec. 8. International cooperation.

Sec. 9. Acquisition and transfer of real property interests.

Sec. 10. Administrative provisions.

Sec. 11. Limitations.

Sec. 12. Reports to Congress.

1 SEC. 2. PURPOSES.

- 2 The purposes of this Act are—
 - (1) to expand Federal support and resources for the protection and restoration of the healthiest remaining salmon strongholds in North America to sustain core centers of salmon abundance, productivity, and diversity in order to ensure the long-term viability of salmon populations—
 - (A) in the States of California, Idaho, Oregon, and Washington, by focusing resources on cooperative, incentive-based efforts to conserve the roughly 20 percent of salmon habitat that supports approximately two-thirds of salmon abundance; and
 - (B) in the State of Alaska, a regional stronghold that produces more than one-third of all salmon, by increasing resources available to public and private organizations working cooperatively to conserve regional core centers of salmon abundance and diversity;
 - (2) to maintain billions of dollars in economic activity and tens of thousands of jobs from salmon

- related activities that rely on healthy salmon populations and salmon stronghold habitats;
- 3 (3) to maintain and enhance economic benefits 4 related to fishing or associated with healthy salmon 5 stronghold habitats, including flood protection, 6 recreation, water quantity and quality, carbon se-7 questration, climate change mitigation and adapta-8 tion, and other ecosystem services; and
- 9 (4) to complement and add to existing Federal, 10 State, and local salmon recovery efforts by using 11 sound science to identify and sustain core centers of 12 salmon abundance, productivity, and diversity in the 13 healthiest remaining salmon ecosystems throughout 14 their range.

15 SEC. 3. DEFINITIONS.

- 16 In this Act:
- 17 (1) ADMINISTRATOR.—The term "Adminis18 trator" means the Assistant Administrator for the
 19 National Marine Fisheries Service of the National
 20 Oceanic and Atmospheric Administration.
- 21 (2) BOARD.—The term "Board" means the 22 Salmon Stronghold Partnership Board established 23 under section 4.
- 24 (3) CHARTER.—The term "charter" means the 25 charter of the Board developed under section 4(g).

1	(4) Director.—The term "Director" means
2	the Director of the United States Fish and Wildlife
3	Service.
4	(5) Ecosystem services.—The term "eco-
5	system services" means an ecological benefit gen-
6	erated from a healthy, functioning ecosystem, includ-
7	ing clean water, pollutant filtration, regulation of
8	river flow, prevention of soil erosion, regulation of
9	climate, and fish production.
10	(6) Program.—Except as otherwise provided,
11	the term "program" means the salmon stronghold
12	watershed grants and technical assistance program
13	established under section 6(a).
14	(7) Salmon.—The term "salmon" means any
15	of the wild anadromous Oncorhynchus species that
16	occur in the Western United States, including—
17	(A) chum salmon (Oncorhynchus keta);
18	(B) pink salmon (Oncorhynchus gorbuscha);
19	(C) sockeye salmon (Oncorhynchus nerka);
20	(D) chinook salmon (Oncorhynchus
21	tshawytscha);
22	(E) coho salmon (Oncorhynchus kisutch);
23	and
24	(F) steelhead trout (Oncorhynchus mykiss).

- (8) Salmon Stronghold.—The term "salmon 1 2 stronghold" means status conferred to a defined 3 geographical unit which meets biological criteria for 4 abundance, productivity, diversity (genetic and life 5 history), habitat quality, or other biological at-6 tributes important to sustaining viable populations 7 of salmon throughout their range, as defined by the 8 Board under section 4(g)(3).
 - (9) Salmon Stronghold Partnership.—The term "Salmon Stronghold Partnership" means the Salmon Stronghold Partnership established under section 4(a)(1).
- 13 (10) SECRETARY.—Except as otherwise pro-14 vided, the term "Secretary" means the Secretary of 15 Commerce.

16 SEC. 4. SALMON STRONGHOLD PARTNERSHIP.

17 (a) IN GENERAL.—

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18 (1) Establishment.—The Secretary shall es-19 tablish a Salmon Stronghold Partnership that is a 20 cooperative, incentive-based, public-private partner-21 ship among appropriate Federal, State, tribal, and 22 local governments, private landowners, and non-23 governmental organizations working across political 24 boundaries, government jurisdictions, and land own-25 erships to identify and conserve salmon strongholds.

1	(2) Membership.—To the extent possible, the
2	membership of the Salmon Stronghold Partnership
3	shall include each entity described under subsection
4	(b).
5	(3) Leadership.—The Salmon Stronghold
6	Partnership shall be managed by a Board estab-
7	lished by the Secretary to be known as the Salmon
8	Stronghold Partnership Board.
9	(b) Salmon Stronghold Partnership Board.—
10	(1) In general.—The Board shall consist of
11	representatives with strong scientific or technical
12	credentials and expertise as follows:
13	(A) One representative from each of—
14	(i) the National Marine Fisheries
15	Service, as appointed by the Administrator;
16	(ii) the United States Fish and Wild-
17	life Service, as appointed by the Director;
18	(iii) the Forest Service, as appointed
19	by the Chief of the Forest Service;
20	(iv) the Environmental Protection
21	Agency, as appointed by the Administrator
22	of the Environmental Protection Agency;
23	(v) the Bonneville Power Administra-
24	tion, as appointed by the Administrator of
25	the Bonneville Power Administration:

1	(vi) the Bureau of Land Management,
2	as appointed by the Director of the Bureau
3	of Land Management; and
4	(vii) the Northwest Power and Con-
5	servation Council, as appointed by the
6	Northwest Power and Conservation Coun-
7	eil.
8	(B) One representative from the natural
9	resources staff of the office of the Governor or
10	of an appropriate natural resource agency of a
11	State, as appointed by the Governor, from each
12	of the States of—
13	(i) Alaska;
14	(ii) California;
15	(iii) Idaho;
16	(iv) Oregon; and
17	(v) Washington.
18	(C) Not less than 3 and not more than 5
19	representatives from Indian tribes or tribal
20	commissions located within the range of a salm-
21	on species, as appointed by such Indian tribes
22	or tribal commissions, in consultation with the
23	Board.
24	(D) One representative from each of 3
25	non-governmental organizations with salmon

- 1 conservation and management expertise, as se2 lected by the Board.
 3 (E) One national or regional representative
 4 from an association of counties, as selected by
 5 the Board.
 6 (2) Failure to appoint.—If a representative
 7 described in subparagraph (B), (C), (D), or (E) of
 8 paragraph (1) is not appointed to the Board or oth-
- paragraph (1) is not appointed to the Board or otherwise fails to participate in the Board, the Board shall carry out its functions until such representative is appointed or joins in such participation.

(c) Meetings.—

- 13 (1) Frequency.—Not less frequently than 3
 14 times each year, the Board shall meet to provide op15 portunities for input from a broader set of stake16 holders.
- 17 (2) NOTICE.—Prior to each meeting, the Board
 18 shall give timely notice of the meeting to the public,
 19 the government of each county, and tribal govern20 ments in which a salmon stronghold is identified by
 21 the Board.
- (d) BOARD CONSULTATION.—The Board shall seekexpertise from fisheries experts, as appropriate.

1	(e) Chairperson.—The Board shall nominate and
2	select a Chairperson from among the members of the
3	Board.
4	(f) COMMITTEE.—The Board shall establish a stand-
5	ing science advisory committee to assist the Board in the
6	development, collection, evaluation, and peer review of sta-
7	tistical, biological, economic, social, and other scientific in-
8	formation.
9	(g) Charter.—The Board shall develop a written
10	charter that—
11	(1) provides for the members of the Board de-
12	scribed in subsection (b);
13	(2) may be signed by a broad range of partners,
14	to reflect a shared understanding of the purposes,
15	intent, and governance framework of the Salmon
16	Stronghold Partnership; and
17	(3) includes—
18	(A) the defining criteria for a salmon
19	stronghold;
20	(B) the process for identifying salmon
21	strongholds; and
22	(C) the process for reviewing and awarding
23	grants under the program, including—
24	(i) the number of years for which such
25	a grant may be awarded;

1	(ii) the process for renewing such a
2	grant;
3	(iii) the eligibility requirements for
4	such a grant;
5	(iv) the reporting requirements for
6	projects awarded such a grant; and
7	(v) the criteria for evaluating the suc-
8	cess of a project carried out with such a
9	grant.
10	(h) Federal Advisory Committee Act.—The
11	Federal Advisory Committee Act (5 U.S.C. App.) shall not
12	apply to the Board.
13	SEC. 5. INFORMATION AND ASSESSMENT.
14	The Administrator shall carry out specific informa-
15	tion and assessment functions associated with salmon
16	strongholds, in coordination with other regional salmon ef-
17	forts, including—
18	(1) triennial assessment of status and trends in
19	salmon strongholds;
20	(2) geographic information system and mapping
21	support to facilitate conservation planning;
22	(3) projections of climate change impacts on
23	habitats and life history stages of salmon;
24	(4) development and application of models and
25	other tools to identify salmon conservation actions

1	projected to have the greatest positive impacts on
2	salmon abundance, productivity, or diversity within
3	salmon strongholds; and
4	(5) measurement of the effectiveness of the
5	Salmon Stronghold Partnership activities.
6	SEC. 6. SALMON STRONGHOLD WATERSHED GRANTS AND
7	TECHNICAL ASSISTANCE PROGRAM.
8	(a) In General.—The Administrator, in consulta-
9	tion with the Director, shall establish a salmon stronghold
10	watershed grants and technical assistance program, as de-
11	scribed in this section.
12	(b) Purpose.—The purpose of the program shall be
13	to support salmon stronghold protection and restoration
14	activities, including—
15	(1) to fund the administration of the Salmon
16	Stronghold Partnership in carrying out the charter
17	(2) to encourage cooperation among the entities
18	represented on the Board, local authorities, and pri-
19	vate entities to establish a network of salmon strong-
20	holds, and assist locally in specific actions that sup-
21	port the Salmon Stronghold Partnership;
22	(3) to support entities represented on the
23	Board—
24	(A) to develop strategies focusing on salm-
25	on conservation actions projected to have the

- greatest positive impacts on abundance, productivity, or diversity in salmon strongholds; and
 - (B) to provide financial assistance to the Salmon Stronghold Partnership to increase local economic opportunities and resources for actions or practices that provide long-term or permanent conservation and that maintain key ecosystem services in salmon strongholds;
 - (4) to maintain a forum to share best practices and approaches, employ consistent and comparable metrics, forecast and address climate impacts, and monitor, evaluate, and report regional status and trends of salmon ecosystems in coordination with related regional and State efforts;
 - (5) to carry out activities and existing conservation programs in, and across, salmon strongholds on a regional scale to achieve the goals of the Salmon Stronghold Partnership;
 - (6) to accelerate the implementation of recovery plans in salmon strongholds that have salmon populations listed as threatened or endangered under the Endangered Species Act of 1973 (16 U.S.C. 1531 et seq.); and

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1	(7) to develop and make information available
2	to the public pertaining to the Salmon Stronghold
3	Partnership.
4	(c) Selection.—Projects that will be carried out
5	with assistance from the program shall be selected and
6	administered as follows:
7	(1) Site-based projects.—A project that will
8	be carried out with assistance from the program
9	within 1 State shall be selected as follows:
10	(A) State selection.—If a State has a
11	competitive grant process relating to salmon
12	conservation in effect as of the date of enact-
13	ment of this Act and has a proven record of im-
14	plementing an efficient, cost-effective, and com-
15	petitive grant program for salmon conservation
16	or has a viable plan to provide accountability
17	under the program—
18	(i) the National Fish and Wildlife
19	Foundation, in consultation with the
20	Board, shall provide program funds to the
21	State; and
22	(ii) the State shall select and admin-
23	ister projects to be carried out in such
24	State in accordance with subsection (d)

1	(B) National fish and wildlife foun-
2	DATION SELECTION.—If a State does not meet
3	the criteria described in subparagraph (A)—
4	(i) the Administrator, in consultation
5	with the Director, shall provide funds to
6	the National Fish and Wildlife Founda-
7	tion; and
8	(ii) the National Fish and Wildlife
9	Foundation, in consultation with the
10	Board, shall select and administer projects
11	to be carried out in such State, in accord-
12	ance with subsection (d).
13	(2) Multisite and programmatic initia-
14	TIVES.—For a project that will be carried out with
15	assistance from the program in more than 1 State
16	or that is a programmatic initiative that affects
17	more than 1 State—
18	(A) the Administrator, in consultation with
19	the Director, shall provide funds to the Na-
20	tional Fish and Wildlife Foundation; and
21	(B) the National Fish and Wildlife Foun-
22	dation, in consultation with the Board, shall se-
23	lect and administer such projects to be carried
24	out, in accordance with subsection (d).
25	(d) Criteria for Approval.—

1	(1) Criteria Developed by the board.—
2	(A) REQUIREMENT TO DEVELOP.—The
3	Board shall develop and provide criteria for the
4	prioritization of projects funded under the pro-
5	gram in a manner that enables projects to be
6	individually ranked in sequential order by the
7	magnitude of the project's positive impacts on
8	salmon abundance, productivity, or diversity.
9	(B) Specific requirements.—The cri-
10	teria required by subparagraph (A) shall re-
11	quire that a project that receives assistance
12	under the program—
13	(i) contributes to the conservation of
14	salmon;
15	(ii) meets the criteria for eligibility es-
16	tablished in the charter;
17	(iii)(I) addresses a factor limiting or
18	threatening to limit abundance, produc-
19	tivity, diversity, habitat quality, or other
20	biological attributes important to sus-
21	taining viable salmon populations within a
22	salmon stronghold; or
23	(II) is a programmatic action that
24	supports the Salmon Stronghold Partner-
25	ship;

1	(iv) addresses limiting factors to
2	healthy ecosystem processes or sustainable
3	fisheries management;
4	(v) has the potential for conservation
5	benefits and broadly applicable results; and
6	(vi) meets the requirements for—
7	(I) cost sharing described in sub-
8	section (e); and
9	(II) the limitation on administra-
10	tive expenses described in subsection
11	(f).
12	(C) Schedule for Development.—The
13	Board shall—
14	(i) develop and provide the criteria re-
15	quired by subparagraph (A) prior to the
16	initial solicitation of projects under the
17	program; and
18	(ii) revise such criteria not less often
19	than once each year.
20	(e) Cost Sharing.—
21	(1) Federal share.—
22	(A) Non-federal land.—For any fiscal
23	year, the Federal share of the cost of a project
24	that receives assistance under the program and
25	that is carried out on land that is not owned by

the United States shall not exceed 50 percent of the total cost of the project.

(B) FEDERAL LAND.—For any fiscal year, the Federal share of the cost of a project that receives assistance under the program and that is carried out on land that is owned by the United States may be up to 100 percent of the total cost of the project.

(2) Non-federal share.—

- (A) IN GENERAL.—Subject to subparagraph (B), the non-Federal share of the cost of a project that receives assistance under the program may not be derived from Federal grant programs, but may include in-kind contributions.
- (B) Bonneville Power administration.—Any amounts provided by the Bonneville Power Administration directly or through a grant to another entity used to carry out a project that receives assistance under the program shall be credited toward the non-Federal share of the cost of the project.

(f) Administrative Expenses.—

(1) LIMIT ON STATE AND NATIONAL FISH AND WILDLIFE FOUNDATION EXPENDITURES.—Of the

- amount available to a State or the National Fish and Wildlife Foundation under the program for each fiscal year, such State and the National Fish and Wildlife Foundation shall not expend more than 5 percent of such amount for administrative and reporting expenses necessary to carry out this section.
- (2) Limit on National Oceanic and Atmos-PHERIC ADMINISTRATION EXPENDITURES.—Of the amount available to the National Oceanic and Atmospheric Administration under the program for each fiscal year, the National Oceanic and Atmospheric Administration shall not expend more than 5 percent of such amount for administrative and reporting expenses necessary to carry out this section.

(g) Reports.—

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(1) Reports to States or Newf.—Each person who receives assistance through a State or the National Fish and Wildlife Foundation under the program for a project shall provide periodic reports to the State or the National Fish and Wildlife Foundation, as appropriate, that include the information required by the State or the National Fish and Wildlife Foundation to evaluate the progress and success of the project.

1 (2) Reports to the administration.—Not
2 less frequently than once every 3 years, each State
3 that is provided program funds under subsection
4 (c)(1)(A) and the National Fish and Wildlife Foun5 dation shall provide reports to the Administrator
6 that include the information required by the Admin7 istrator to evaluate the implementation of the pro8 gram.

9 SEC. 7. INTERAGENCY COOPERATION.

- The head of each Federal agency or department re-
- 11 sponsible for acquiring, managing, or disposing of Federal
- 12 land that is within a salmon stronghold shall, to the extent
- 13 consistent with the mission of the agency or department
- 14 and existing law, cooperate with the Administrator and the
- 15 Director—
- 16 (1) to conserve the salmon strongholds; and
- 17 (2) to effectively coordinate and streamline
- 18 Salmon Stronghold Partnership activities and deliv-
- ery of overlapping, incentive-based programs that af-
- fect the salmon stronghold.

21 SEC. 8. INTERNATIONAL COOPERATION.

- 22 (a) AUTHORITY TO COOPERATE.—The Adminis-
- 23 trator and the Board may share status and trends data,
- 24 innovative conservation strategies, conservation planning
- 25 methodologies, and other information with North Pacific

- 1 countries, including Canada, Japan, Russia, and South
- 2 Korea, and appropriate international entities to promote
- 3 conservation of salmon and salmon habitat.
- 4 (b) Sense of Congress.—It is the sense of Con-
- 5 gress that the Administrator and the Board, or entities
- 6 that are members of the Board, should and are encour-
- 7 aged to provide information to North Pacific countries, in-
- 8 cluding Canada, Japan, Russia, and South Korea, and ap-
- 9 propriate international entities to support the development
- 10 of a network of salmon strongholds across the nations of
- 11 the North Pacific.
- 12 SEC. 9. ACQUISITION AND TRANSFER OF REAL PROPERTY
- 13 INTERESTS.
- 14 (a) Use of Real Property.—No project that will
- 15 result in the acquisition by the Secretary or the Secretary
- 16 of the Interior of any land or interest in land, in whole
- 17 or in part, may receive funds under this Act unless the
- 18 project is consistent with the purposes of this Act.
- 19 (b) Private Property Protection.—No Federal
- 20 funds made available to carry out this Act may be used
- 21 to acquire any real property or any interest in any real
- 22 property without the written consent of each owner of the
- 23 property or interest in property.
- (c) Transfer of Real Property.—No land or in-
- 25 terest in land, acquired in whole or in part by the Sec-

- 1 retary of the Interior with Federal funds made available
- 2 under this Act to carry out a salmon stronghold conserva-
- 3 tion project may be transferred to a State, other public
- 4 agency, or other entity unless—
- 5 (1) the Secretary of the Interior determines
- 6 that the State, agency, or entity is committed to
- 7 manage, in accordance with this Act and the pur-
- 8 poses of this Act, the property being transferred;
- 9 and
- 10 (2) the deed or other instrument of transfer
- 11 contains provisions for the reversion of the title to
- the property to the United States if the State, agen-
- cy, or entity fails to manage the property in accord-
- ance with this Act and the purposes of this Act.
- 15 (d) Requirement.—Any real property interest con-
- 16 veyed under subsection (c) shall be subject to such terms
- 17 and conditions as will ensure, to the maximum extent
- 18 practicable, that the interest will be administered in ac-
- 19 cordance with this Act and the purposes of this Act.
- 20 SEC. 10. ADMINISTRATIVE PROVISIONS.
- 21 (a) Contracts, Grants, and Transfers of
- 22 Funds.—In carrying out this Act, the Secretary may—
- 23 (1) consistent with a recommendation of the
- Board and notwithstanding sections 6304 and 6305
- of title 31, United States Code, and the Federal Fi-

1	nancial Assistance Management Improvement Act of
2	1999 (31 U.S.C. 6101 note), enter into cooperative
3	agreements, contracts, and grants;
4	(2) notwithstanding any other provision of law
5	apply for, accept, and use grants from any person to
6	carry out the purposes of this Act; and
7	(3) make funds available to any Federal agency
8	or department to be used by the agency or depart-
9	ment to award financial assistance for any salmon
10	stronghold protection, restoration, or enhancement
11	project that the Secretary determines to be con-
12	sistent with this Act.
13	(b) Donations.—
14	(1) IN GENERAL.—The Secretary may—
15	(A) enter into an agreement with any orga-
16	nization described in section 501(c)(3) of the
17	Internal Revenue Code of 1986 to authorize the
18	organization to carry out activities under this
19	Act; and
20	(B) accept donations of funds or services
21	for use in carrying out this Act.
22	(2) Property.—The Secretary of the Interior
23	may accept donations of property for use in carrying
24	out this Act.

1	(3) Use of donations.—Donations accepted
2	under this section—
3	(A) shall be considered to be gifts or be-
4	quests to, or for the use of, the United States;
5	and
6	(B) may be used directly by the Secretary
7	(or, in the case of donated property under para-
8	graph (2), the Secretary of the Interior) or pro-
9	vided to other Federal agencies or departments
10	through interagency agreements.
11	(c) Interagency Financing.—The Secretary may
12	participate in interagency financing, including receiving
13	appropriated funds from other agencies or departments to
14	carry out this Act.
15	(d) Staff.—Subject to the availability of appropria-
16	tions, the Administrator may hire such additional full-time
17	employees as are necessary to carry out this Act.
18	SEC. 11. LIMITATIONS.
19	Nothing in this Act may be construed—
20	(1) to create a reserved water right, express or
21	implied, in the United States for any purpose, or af-
22	fect the management or priority of water rights
23	under State law;
24	(2) to affect existing water rights under Federal
25	or State law:

- 1 (3) to affect any Federal or State law in exist-2 ence on the date of enactment of this Act regarding 3 water quality or water quantity;
- 4 (4) to affect the authority, jurisdiction, or re-5 sponsibility of any agency or department of the 6 United States or of a State to manage, control, or 7 regulate fish and resident wildlife under a Federal or 8 State law or regulation;
 - (5) to authorize the Secretary or the Secretary of the Interior to control or regulate hunting or fishing under State law;
 - (6) to abrogate, abridge, affect, modify, supersede, or otherwise alter any right of a federally recognized Indian tribe under any applicable Federal or tribal law or regulation; or
 - (7) to diminish or affect the ability of the Secretary or the Secretary of the Interior to join the adjudication of rights to the use of water pursuant to subsections (a), (b), or (c) of section 208 of the Department of Justice Appropriation Act, 1953 (43 U.S.C. 666).

22 SEC. 12. REPORTS TO CONGRESS.

Not less frequently than once every 3 years, the Administrator, in consultation with the Director, shall submit to Congress a report describing the activities carried out

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- 1 under this Act, including the recommendations of the Ad-
- 2 ministrator, if any, for legislation relating to the Salmon

 ${\it 3} \ \ {\it Stronghold Partnership}.$

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