

PNWCC REPORT Council



NORTHWEST POWER AND CONSERVATION COUNCIL April 13-14, 2010

The Council wrapped up its Sixth Power Plan with a vote to adopt the final two appendices and a Statement of Basis and Purpose, and BPA presented a strategy for meeting the plan’s ambitious energy efficiency target. Staff reported the hydro generation outlook is adequate, despite a runoff forecast that is 65 percent of normal at The Dalles. The Independent Scientific Advisory Board concluded that sharing the risk is better for salmon this year than maximum transport, and the Independent Economic Advisory Board has a new charter. Next meeting: May 11-13 in Portland, OR.

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THE AGENDA



Appendices Wrap the Plan

The Council took up consideration of Appendices I and J of the Sixth Power Plan and the Statement of Basis and Purpose, with Melinda Eden complimenting staff on its work. She said Appendix I is “a scholarly work” on generating resources,

and J is a description of the portfolio model. The Power Committee recommends passage of all three items, Eden stated.

Dick Wallace made a motion, seconded by Eden, that the Council approve these final pieces to the Sixth Power Plan. The motion passed unanimously.



BPA Delivers Efficiency Proposal

Josh Warner of the Bonneville Power Administration rolled out the agency's proposal for a post-2011 conservation program. Chief among the program's principles is to give BPA the ability to achieve public power's share of all cost-effective conservation, as spelled out in the Northwest Power Act, he said. BPA has been working with the region for the last year to develop the program, according to Warner.

BPA aims, with the proposal, to meet the diverse needs of its customers around the region, he went on. We also sought to respond to a message they told us "loud and clear" that the bulk of conservation is best managed at the local level, Warner said. Customers had several other key concerns, including local control, equity, and avoiding cross-subsidies, as well as having choices in implementation, he added.

In developing the proposal, BPA focused on ways to work with utilities as partners and acquire energy efficiency at the lowest possible cost, Warner said. We also thought about opportunities to achieve economies of scale and ways to serve customers' needs so they are encouraged to participate, he explained.

Energy efficiency costs will be allocated to Tier 1 rates for BPA's preference customers, Warner said. In addition, the proposal retains a single energy efficiency target for public power, rather than establishing individual utility targets, he noted. And utilities will be able to "self-fund" some of their own energy efficiency efforts, Warner stated.

BPA's proposal outlines a "regional infrastructure" for energy efficiency, including funding for acquisition support through such entities as the Regional Technical Forum and Northwest Energy Efficiency Alliance, he continued. The infrastructure also includes support for new measure development and technology, as well as low-income weatherization and conducting conservation potential assessments (CPAs), Warner explained.

He outlined the Energy Efficiency Initiative (EEI) funding mechanism, adding that it provides transparency about how much revenue is collected in rates and made available to each customer. This is an important piece in looking at the equity issue and addressing cross-subsidies, Warner said. The EEI budget will be set in the rate case and take into account what has been achieved at the time toward meeting the regional target, he stated.

Eden asked Warner to explain the cross-subsidy issue. The issue comes up with the bilateral conservation contracts BPA has entered in the past with utilities, he responded. There is "a bucket of money" available to all takers, and for various reasons, some customers have more opportunity than others to use the money; that raises an equity issue, Warner said. He indicated that while there are a number of details to work out, EEI addresses the problem.

Warner described the "implementation mechanism" in the proposal, which includes "standard agreement" or "pay for performance" options. Other elements of the proposal include a review by 2014 to ensure it is meeting customer needs, as well as support for CPAs or other means to assess conservation potential, he said.

Utilities are interested in knowing the potential in their service territories – “we heard that loud and clear,” Warner added.

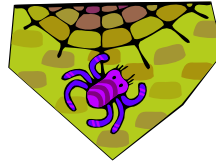
BPA is taking public comment on the proposal through May 26 and will have four public meetings – Spokane, Portland, Pasco, and Idaho Falls – to discuss it, he reported. In Phase 2 of the process, BPA plans to work with the region on implementation details and will hold workshops and have workgroups on specific topics, Warner concluded.

Bill Booth asked whether the program would require new funding or whether the proposal realigns current funding. Warner said the proposal realigns funds, but the program “may take more funding than in the past.” BPA will collect enough in rates to cover 75 percent of the regional target, and the other 25 percent is expected to come from utilities self-funding their own efforts, he said. The budget level will be up for discussion in BPA’s Integrated Program Review and established through the rate case, Warner said.

Eden asked if BPA would “backstop” meeting public power’s share of the regional conservation target. “We will implement robust programs,” Warner replied, adding that BPA has been successful to date. The requirements of I-937 in Washington will provide additional incentive for larger utilities, and efficiency is “the cheapest resource,” he said. We’ll reevaluate if that isn’t adequate, Warner added.

Wallace suggested BPA’s midpoint evaluation of its program should sync up with the Council’s midcourse review for the Sixth Power Plan. Council chair Bruce Measure urged BPA to be “especially

considerate” of the needs of small utilities. If a utility can’t develop efficiency on its own, it will need other opportunities to do so, he said.



Conservation Weaves a Web

Staffer Tom Eckman briefed the Council on “the huge web of organizations that get energy efficiency done” in the region. Based on the conservation target in the Sixth Power Plan, we have 1,200 megawatts (MW) to build, he said. Eckman provided a schematic of the “Northwest Energy Efficiency Implementation Web,” explaining the roles and interrelationships of various organizations and entities.

The schematic includes information on who does what, including where rates and revenues come from; who makes policy recommendations and who sets policy; where program funding decisions are made; who makes technical recommendations; who carries out conservation and market transformation projects and programs; and where taxes and tax credits come into play. In the end, Eckman said, “the dollar value comes back to end-use customers.” And he added, “we’ve been extraordinarily successful in making this work.”

It’s Dry, But Power Supply is Adequate



Staffer Jim Ruff reported that the Northwest had a moderate-to-high El Niño situation going on this winter, with a split jet stream delivering storms to the north and south. Precipitation was up to 600

percent of normal in parts of Arizona; “they got hammered,” and we did not, he said.

The Columbia River Basin snowpack above The Dalles is on average 73 percent of normal, Ruff continued. While there were some gains in parts of the basin in March, they were offset by losses, and the overall situation remained the same, he said. The snowfall in March was “too little, too late,” Ruff added.

He described snowpack conditions in various parts of the basin, noting that the highest percentage, 81 percent, is above Castlegar, B.C., in the upper Columbia basin, and the lowest is in the Idaho panhandle. The upper Snake is at 62 to 64 percent of normal, Ruff said. Overall, snowpack in the Columbia River Basin has declined 12 percent since January, he added, and climate predictions are mixed for the remainder of the spring.

Runoff forecasts reflect the low snowpack, with the April 2010 final at The Dalles at 69.7 million acre-feet (MAF) or 65 percent of normal, Ruff continued. The lowest forecasts are in the Snake, with only 41 percent of normal runoff expected at the Hells Canyon dams, he said.

The low runoff at The Dalles compares to the long-term (30-year) average of 107 MAF, Ruff said. Conditions won’t get as bad as they were in 2001, when runoff was below 60 MAF, he added. Ruff noted that 11 of the past 12 years have been below average.

Staffer John Fazio pointed out that while the Council normally deals with long-term planning and a three-to-five year adequacy standard, the computer models can be

configured to generate information about current conditions. The “most-likely” runoff forecast at Lower Granite shows that flows are off substantially from average through the spring and early summer, but are not that different in August, he said. “Summer is low anyway,” Fazio added. At McNary, “the pattern is exactly the same,” he said.

While the decreases in hydro system generation follow the runoff pattern, that won’t affect adequacy, according to Fazio. The low runoff at 65 percent of normal “translates almost exactly to a decrease in generation,” he explained. Adequate supply is not an issue, but revenue is, Fazio said. There will be foregone sales and increased purchases from the market, he pointed out.

A table of the 2010 power supply outlook shows adequacy in annual load/resource balance and the summer sustained-peak reserve. We are in “no danger” of having an energy problem this summer, Fazio stated. “It’s a question of money, not power adequacy,” he added.

There is a very low chance of a power outage, but revenues will be lower than average, and BPA is using some of its financial reserves to get through the year, Fazio said. The Northwest Power Pool’s (NWPP) March assessment indicates the region has adequate generation, although low flows will decrease the flexibility in the hydro system and make it harder to integrate wind, he noted.

According to NWPP, emergency measures may be needed if there is a significant resource loss or an extreme temperature event, Fazio said. That doesn’t mean curtailments, but “measures we don’t like,”

such as running diesel generators, he wrapped up.

ISAB Favors Share the Risk



Independent Scientific Advisory Board (ISAB) member Dr. Richard Alldredge led off a presentation on the review of NOAA's proposed 2010 operations that would defer spill at three Lower Snake collector dams and move to a maximum transportation operation in May. This is "a very difficult issue" with considerable tension involved, he said.

The ISAB received the review assignment in February, and in March, the Oregon Department of Fish and Wildlife (ODFW) raised questions and brought new information to the review, Alldredge explained. There was a lot of material for the reviewers to cover, and we worked with staff and scientists from the various agencies, he added.

Alldredge said the ISAB focused on the new data, analyses, and conclusions within the context of its previous spill/transport report. He emphasized that the ISAB does not make policy recommendations and presents science in a form that is useful to policymakers.

According to the NOAA data, transporting smolts results in higher smolt-to-adult returns (SARs) for spring and summer chinook and steelhead, Alldredge said. But there was additional data from the following sources, he said: ODFW brought data that associates increased spill with increased in-river survival between Lower Granite and McNary; the Fish Passage Center brought information about

effects on other species and straying with transported fish; and the U.S. Fish and Wildlife Service said additional years of spill would improve the understanding of its contribution to survival in low-flow years.

In light of the data, the ISAB came to six conclusions, Alldredge said:

- Combinations of spill and transport spread the risk across species, stocks, and the ecosystem; it offers an approach that can shed light on uncertainties in the longer term.
- A combination of spill and transport provides opportunities to learn from strategies in recent years.
- A gap in knowledge exists on the effects of spill and transport on juvenile lamprey migration.
- New studies to examine the effects of spill and transport on sockeye would reduce uncertainties.
- Out-of-basin straying is a concern, with reports that transported steelhead have higher straying rates and lower homing rates than fish that migrate in-river.
- Spill more closely mimics natural evolutionary and ecological processes than maximum transportation, which argues for a mixed strategy.

The ISAB concluded that a mixed spill/transport strategy is supported by the best available science, he stated.

You recommend a mixed transportation and spill strategy, but make no recommendation on a specific regime? Tom Karier asked. Yes, only policymakers can make those decisions, Alldredge replied. Karier asked about the

type of mix that would provide enough data to measure performance. There is no transport and maximum transport, and lots of places in between, Alldredge said.

So that policymakers “will know where your recommendation starts and ends,” Karier asked about tables that provide more detailed information about wild chinook SARs. He said it looked like in 2007, the SARs for wild chinook were 20 percent better with transportation. ISAB member Dr. Jim Congleton confirmed the figure.

Wallace pointed out that the Council takes a broader, multi-species view of operations. The Biological Opinion is a subset of our program, he said. Wallace asked for thoughts on the definition of “spread the risk” given that consideration. Alldredge said the ISAB did not assign weights to how the strategy might affect different species.

You took into account the low water year for both steelhead and chinook, Booth commented. Would more fish survive with transportation than being left in-river? Booth asked.

The data indicate that survival from Lower Granite to Bonneville is a higher percentage with transport than with in-river, Alldredge responded. He indicated that effects on other species were also part of the consideration, but “the short answer, is yes,” he said.

Clearly, in low-flow years, “transportation provides a large advantage,” Congleton replied. But we don’t have a lot of information on spill, he said. There is an apparent trend with the spill data, but it is a small data set, Congleton explained.

Dr. Dennis Scarnecchia, an ISAB member, said the ISAB heard different presentations on the issue, and NOAA focused on SARs. In low-flow conditions, transported fish survive better than those left in-river, he said. But information from ODFW showed survival rates related to spill between Lower Granite and McNary, and that data indicates with spill, survival is better, Scarnecchia said. The benefits were offset because fish went through more projects downriver, so overall, survival with spill was lower, he explained.

This is a big issue due to the Biological Opinion and water conditions, Jim Yost stated. At Lower Granite, we will be faced with operations questions because of the low water in Dworshak, he said. When you have low flows, less than 65,000 cubic-feet per second at Lower Granite, and deteriorating conditions with temperatures increasing, it seems like “a prudent conclusion” to transport more fish, Yost stated. Maybe not all, he added. I was surprised that your report didn’t say as temperatures increase and flows decrease, more transport is best, Yost said.

Our work did not address temperature, Alldredge responded. It is not as big an issue in spring as in the summer, he said. We were presented data for a comparison of the differences with numbers of fish transported, but we don’t have data on how that bears on straying and other species, such as lamprey, Alldredge said. We are still in a situation of uncertainty, he concluded.

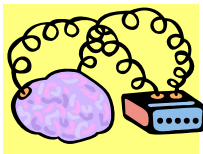
Don't Experiment, Maximize SARs



Terry Flores of Northwest RiverPartners told the Council her organization disagrees with the ISAB's advice on spill and transport. RiverPartners is focused on policies based on sound science, she said. In a low-flow year, barged fish will survive at higher rates than fish left in the river, and "SARs will be maximized," Flores said. The data shows there would be significantly higher steelhead returns – "there is no uncertainty about that," she added.

I understand the ISAB's desire to want another data point for the longer term, Flores said. But we need to get the fish through this short-term situation, she indicated. We are making a huge investment, and we want to maximize the results, Flores stated. It is NOAA's decision, and "we will encourage NOAA to do maximum transport," she said.

This is a huge debate over one month of operations, Flores said. This is not about more power or revenue – "it truly is about the fish," she said. This is not a good year "for a grand experiment with listed fish," Flores stated, adding that RiverPartners would encourage others "to respectfully disagree" with the ISAB.



Demonstrating a Smart Grid

Lee Hall of BPA began a briefing on the Pacific Northwest Smart Grid Demonstration Project by outlining what is meant by "smart grid." It's a system that uses various technologies to enhance power delivery and use through intelligent

two-way communication, he stated. Hall said generators, suppliers, and end-users are all part of the equation. The smart grid empowers customers to choose to control their energy use – the end-user is the centerpiece of the smart grid, he stated.

A recent smart grid demonstration project on the Olympic Peninsula offered important lessons, Hall said. Customers *will* sign up for real-time pricing; peak load was shaved by 16 percent; and excursions from normal set points on appliances caused minimal if any discomfort, he reported.

Hall described the upcoming \$178 million demonstration project to be led by Battelle/PNNL. It will demonstrate coordination of smart grid assets locally and across the region using innovative communication and control systems, he said. Among the goals, the project will validate new smart grid technologies and quantify the costs and benefits, according to Hall. It also aims to manage peak demand, facilitate integration of wind and other renewables, address constrained resources, and improve system efficiency and reliability, he explained.

The project will involve a number of entities in the region, including public and private utilities, vendors, and technology partners, Hall continued. The entities, located throughout the region, are contributing financially to the project, with a match from DOE, he said. The project will extend from 2010 to 2014.

Hall said the project entails installing and implementing "a unique distributed communication, control, and incentive system." It will use a combination of devices, software, and advanced analytical

tools to allow customers to manage their electricity use, he explained.

Tracy Yount of Battelle described the role his organization will play, which includes overall technical leadership and project management. Battelle will operate the Electricity Infrastructure Operations Center at PNNL, which will host the participants' computing hardware and software throughout the project, he said. Yount pointed out the importance of participant diversity in the demonstration project. We need to show how the smart grid affects a variety of utilities differently, he said.

The demonstration project relates well to actions in the Council's Sixth Power Plan, Yount noted. When we looked through the plan, we found a lot of intersections with what we are doing, and "these intersection points create opportunities," he added.

The smart grid project has direct value for the Northwest, Yount said. It provides a direct economic stimulus of \$178 million over five years and will provide 1,500 jobs at its peak, he said. It will provide a cost-benefit analysis to guide utilities in making future technology investments, and it has the potential to reduce greenhouse gases and carbon footprints through better integration of renewables, Yount concluded.

Economics of Quaggas, Zebras, and IEAB



The economic risk associated with zebra and quagga mussels is considerable, according to a report from Independent Economic Advisory Board (IEAB) chair Roger Mann. The IEAB

looked at the potential types and costs of damage should the invasive mussels establish themselves in the Northwest and addressed the question of how much should be spent on planning and prevention, he said.

Mann divided the IEAB's key findings into uncertainties, vulnerabilities, and implications. With regard to uncertainties, scientists believe calcium concentrations in the water are key to mussel viability, and those figures are "all over the map" in the Northwest, he said. There are also questions about the effectiveness of prevention measures, such as intercepting and inspecting boats, Mann stated.

The IEAB identified bypass screens and ecosystem effects as vulnerabilities in the region should the mussels show up, along with hydropower and water supply facilities, he continued. The findings have research implications, such as for water-quality characteristics in the basin, and the cost-effectiveness of prevention, according to Mann.

With regard to the economics of an infestation, the IEAB worked with scientists to consider "how bad could it get" and the chances for mussel colonization and reproduction, he said. With calcium as a key factor, there are very favorable conditions for mussels in the Snake, where warmer temperatures are also more conducive to them, Mann commented. Calcium concentrations are cyclical, and researchers are still studying what this means for mussel survival, he added.

The IEAB estimated potential costs of invasive mussels in the Columbia River Basin for various types of facilities,

including hydropower, water supply, fish passage, and the ecosystem, Mann explained. While there are fairly specific figures for some facilities – \$3 million to \$10 million for hydropower spillway gates, piers, aprons, and still basins in the Federal Columbia River Power System – estimates are more general at “tens to hundreds of millions annually” for facilities and property in the Snake, according to the IEAB.

The Pacific Northwest states are currently spending about \$7 million annually on quagga/zebra prevention, Mann went on. The recently developed action plan calls for spending about \$30 million, he said.

The direct costs of an infestation in hydro system and passage facilities could be in the tens of millions of dollars annually, while the total costs to the ecosystem could be in the hundreds of millions, Mann reported. In all, the prevention investments are justifiable, he indicated.

Mann said the action plan proposal for 3,000 inspection sites may be excessive. I’m not sure if there is a need for that, and it may be that inspections at a point of entry into the Northwest would be most effective, he added.

Eden suggested the IEAB include a “worst-case” assumption in its final report. The worst case would be the loss of fish bypass systems, Mann responded. If mussels colonize the screens, you can’t use them, he said. That is an unlikely possibility, Mann added.

But you have to imagine the worst possibilities, Eden stated.

Beyond Mussels to a New Charter

Staffer Terry Morlan said the new charter proposed for the IEAB would give the board a wider purview for its activities. Eden said she would vote against a new charter. My issues with the board “are well documented,” and I don’t support expanding its function to include power issues, she stated.

Joan Dukes said she too had concerns and suggested that rather than expand the charter, the Council could put more details in a letter of instruction to the IEAB. She also suggested the IEAB could meet annually with the independent science panels and talk about how they might collaborate. I have a problem with a group “that goes out and develops projects for itself,” Dukes said.

I’ve seen good work from the IEAB and few problems, Karier stated. I think broadening the charter makes sense, he said.

The original idea for the IEAB was to have an economic analysis if there were competing project proposals to do the same fish and wildlife (F&W) work, Eden said. I don’t understand the expansion, she stated.

Morlan said the changes to the charter are not major. The Council still has a say over projects the IEAB does; they are all done on a task-order basis, he said. The language just opens up the opportunity, Morlan explained.

Wallace made a motion, seconded by Karier, that the Council approve a new charter for the IEAB, and the Council

approved it on a seven to one vote. Eden voted against the motion.

Track Not Always Fast for F&W Projects



The Council has received 19 proposals for “fast track” F&W projects, staffer Lynn Palensky reported. Of those, nine met scientific criteria and are the highest priority to fill gaps in the Biological Opinion work, she explained. The recommended not-to-exceed budgets are for 2010-2013, and some of the projects have issues that will be addressed during BPA contracting, Palensky said.

The nine projects are “a small subset” of the research, monitoring, and evaluation (RME) projects to be addressed during the categorical review that begins later this year, she noted. If they need to be modified based on that review, “we can do that,” Palensky stated.

Staffer Mark Fritsch described the projects, which are located throughout the Columbia River Basin. Three of the projects have been ongoing, he said, some for as long as two decades.

Booth pointed out that the F&W committee recommended approving all nine. There was some concern about the coordination related to genetic work, and the Independent Scientific Review Panel (ISRP) put conditions on some, he reported.

Measure noted that one project, sponsored by ODFW to monitor in the John Day subbasin, has been going on for 13 years. For \$1.5 million a year, “are they ever

going to figure out what’s going on”? he asked.

Fritsch responded that the project will produce a trend analysis and that the focus of the project has shifted from spring chinook to steelhead. He also said the project sponsors stepped up to assist with another project that did not have an adequate monitoring plan. Some of these questions will be addressed in the RME categorical review, Fritsch said.

Measure asked that the Council’s motion on funding the nine projects segregate the John Day project for separate consideration. The sponsors haven’t selected the monitoring sites, he noted.

The John Day project meets scientific criteria, and the ISRP was clear on its performance and usefulness, Fritsch said. The project adds rigor and confidence to the monitoring for steelhead, he added.

We have had this project for 12 to 13 years, Karier said. The ISRP does not have confidence in the monitoring sites, and there are questions about the quality of the data, he added. The problems could be fixed, but “I am reluctant to cast this off to BPA,” Karier said, adding that the Council does not see much response when issues are dealt with through the contracting process. This is a \$4.5 million project, and it should be set up right, he stated.

Bill Maslen of BPA explained that the project is part of a group of John Day projects. It has been ongoing, and the focus was changed at a meeting earlier this year, he said. We intend to insure that the information is good and the project is well integrated with others, Maslen stated. He said the project is on track to find out

about the impacts of habitat work in the John Day subbasin. Maslen called it “a sound project” and said BPA can address the issues raised in the ISRP review.

Measure said he’s concerned that the underlying project was expensive, and that there is continued expense. He said he would support the project if there is an assurance that the information the ISRP wanted will come back to the Council. Maslen said he would work with the sponsor on site selection for monitoring and notify the Council of the outcome.

The Council voted to recommend funding for all nine projects.



It’s 2:1 for Wildlife Forum

Staffer Peter Paquet provided an update on the Wildlife Crediting Forum. At its third and most recent meeting in March, the participants agreed on the following, he said: the 2009 F&W program is the controlling program; BPA’s Pisces system will be used for the wildlife crediting ledger; the Habitat Evaluation Procedure (HEP) is the primary model and accounting tool for crediting; and the effort is confined to crediting for “construction and inundation” losses.

Paquet said a fifth principle addresses “annualization” versus “a 2:1 ratio” for crediting the losses. He pointed out the 2009 F&W program states the Council chose 2:1 crediting “to address the inability to precisely determine the habitat units resulting from acquiring an interest in property that already has wildlife value or the additional losses represented by annualization of the losses.” We thought that took the annualization issue off the

table, and we want to be sure we are on the right path moving forward, Paquet said.

Karier pointed out the Council had a lot of discussion about the 2:1 issue in amending the F&W program. It would be wise not to bring it up again, he said. Eden said she agreed, and Booth said the F&W committee also agreed with the staff direction.

END NOTES

USRT Pushes Restoration.

Representatives of the Upper Snake River Tribes (USRT) described habitat restoration projects in the upper Snake basin. They detailed their efforts in many areas, including the Salmon River, Southern Idaho, and Logan, Malheur, and Duck valleys. Chad Colter of the Shoshone-Bannock said the tribes are still interested in reintroducing anadromous fish. We are not giving up on anadromous fish in the upper Snake River, he stated.

PBT Instead of CWT. The Idaho Department of Fish and Game (IDFG) briefed the Council on a new technology that is logistically less difficult and intrusive than coated-wire tags (CWTs) to mark fish. The parentage-based tagging (PBT) could replace CWTs, and the department is conducting a “proof of concept” project to show that PBTs work, IDFG’s Matthew Campbell reported. PBTs involve the same DNA techniques used to establish parentage in humans; there is no fish handling needed, and you don’t have to kill a fish to test its DNA, he said. PBT can provide all of the information obtained through CWTs and more, and could be very useful in hatchery reform, according to Campbell.

Witness to Salmon Demise. Ed Chaney of Idaho appeared before the Council “to bear witness to the death of salmon restoration” under the Northwest Power Act. He said the Council’s F&W program “turned the fate of the fish over to the federal agencies responsible for driving them to the brink of extinction.” By adopting the Sixth Power Plan, the Council “ratified the theft of the economies” that depend on the fish, according to Chaney. Thirty years after the passage of the Northwest Power Act, the region doesn’t have a plan for how to restore salmon to productive levels or alleviate the impact of the dams, he stated.

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Council 2010 Calendar

May	11-13	Portland
June	8-10	Missoula
July	13-15	Portland
August	18-19	Spokane
September	21-23	Bend
October	13-14	Portland
November	17-18	Portland
December	14-16	Portland