January 5, 2016
Platte River Recovery and Implementation Program
States Proposal and Rationale

Preamble

The Platte River Recovery and Implementation Program (PRRIP) became effective January 1, 2007, following signatures by the Governors of Colorado, Wyoming and Nebraska, as well as the U.S. Secretary of the Interior. PRRIP provides Endangered Species Act compliance for water related activities within Colorado, Wyoming and Nebraska, while working to provide recovery benefits for four endangered and threatened species.

The First Increment began in 2007 and extends until 2019. Program goals include improving and maintaining species habitats, reducing the likelihood of future listings of other species in the area, and testing the assumption that improved flows in the central Platte River also improve pallid sturgeon habitat in the lower Platte River.

First Increment Milestones have been met except for milestone 4. This milestone was to have 50,000 AF of shortage to target flows by the end of the First Increment; however, with the current schedule for the J-2 Reservoir Project this goal may not be achieved until after the end of the first increment. Due to this schedule, the benefits to the species and habitat will not be monitored and evaluated during the First Increment and some hypotheses may not be tested as needed to set up the Second Increment. Program documents allow the Governance Committee to extend the First Increment to achieve the goals and objectives, subject to funding to support the extension.

First Increment Accomplishments

- **Land:** Exceeded the First Increment goal of acquisition of 10,000 acres – currently more than 11,000 acres have been acquired. Paying all appropriate property taxes. Management plans in place and updated as needed. Good Neighbor policy implemented. Award winning public recreational access program in place.
- **Water:** Initial state water projects (Environmental Account in Lake McConaughy, Pathfinder Modification and Tamarack I) are implemented and credited with providing 80,000 AFY. Water Action Plan projects including the Phelps County Canal Recharge Project, the Pathfinder Municipal Account Lease, and the Central Platte NRD Water Leasing are being implemented. The J-2 Reregulating Reservoir Project has advanced through conceptual design and a water service agreement has been signed. These four projects should provide an estimated yield of over 30,000 AFY toward the Water Plan milestone of 50,000 AF referenced above. Additional projects are being planned to meet the Water Plan milestone. The Program has completed a SDHF release and canal bypass flow routing test and studies on the North Platte River chokepoint capacity issue.
- **Adaptive Management:** Systematic monitoring for whooping cranes, least terns, piping plovers, geomorphology, and vegetation are providing information for science-based decision making. The PRRIP completed synthesis and peer review of studies related to the ability of flow sediment mechanical (FSM) actions to create and maintain tern and plover habitat. The whooping crane telemetry project is providing state-of-the-art data for habitat availability and habitat selection analyses. The sediment augmentation pilot study

has been completed. The Elm Creek and Shoemaker Island Complex "proof of concept" experiments are in place. Big questions are being answered and peer-reviewed PRRIP reports are in publication.

- **Monitoring and Research:** The monitoring and research programs address species use, habitat, hydrology, and habitat development methodologies. They include peer review and independent science review in addressing PRRIP objectives.
- **Administrative:** As of the end of 2014, the U.S. Fish and Wildlife Service (USFWS) has provided 153 streamlined Section 7 consultations since PRRIP's inception. Program budgets and spending are on track.

Extension of First Increment (10 Years)

- The extension is necessary to complete the Water Plan, to integrate the water into the associated Adaptive Management Plan questions, and to determine what species' needs are based on the First Increment findings. Attachment A outlines the sequence of key activities and generalized timeframes associated with pursuing an extension of the First Increment.
- **Rationale for Extension.** Program milestones have been met or significant progress has been made to date. An extension will allow the Program to:
    - Establish a sufficient period of time to make a good faith effort to plan and complete remaining PRRIP First Increment activities and evaluations;
    - Operate water projects for Adaptive Management Plan; and
    - Update/Implement Adaptive Management Plan to address species Platte River needs.
    - Acquire a sound knowledge base upon which to set up the Second Increment.

Proposed Activities During Extension:

Land Plan

- Manage lands acquired by PRRIP for the benefit of the target species. This should employ the active use of mechanical equipment to accomplish the desired effects.
- Central NPP&ID to contribute Jeffrey Island Property (~4100 acres) under Sponsorship Agreement.
- Review and renew (as appropriate) existing land management agreements.
- Coordinate with the conservation organizations regarding the role of their lands being counted toward long-term PRRIP land goals.
- Continuation of willing seller approach and good neighbor policy.
- Opportunistically consider some additional land acquisitions/management activities:
    - Consider additional [PLACEHOLDER] acres of non-complex tern and plover habitat;
    - Focus on the Kearney-Odessa bridge segment;
    - Consider sale of existing property to acquire enhanced habitat acreage when existing property does not possess a significant habitat value for the piping plover and whooping crane; and
    - Consider replacing the number of acres needed to meet current wet meadow goals with piping plover habitat.

- Rationale:
    - First Increment land milestones and PRRIP objectives related to land acquisition, restoration and management have been met and exceeded (except for Adaptive Management Plan objective of 400 acres of wetlands).

Water Plan (using current milestones and scoring methodology)

- Support and maintain the existing portfolio of PRRIP water assets that have been developed and/or acquired during the First Increment.
- Finish construction of the J-2 project toward the beginning of the extension period.
- Renew current water project agreements.
- Continue to improve and/or maintain channel flow capacity at the choke point.
- Use water assets to address unanswered Adaptive Management Plan questions based on a determination of what species needs are in the central Platte River region.
- Modify Colorado's irrigated acre depletion plan reporting requirement from "2007 and every 5 years thereafter" to "2007, 2013, 2015 and every 5 years thereafter" in order to correspond with Colorado's current analysis schedule.
- Modify Nebraska New Depletion Plan (NNDP) in relation to Nebraska's statutory requirements.
- Rationale for continued support:
    - Significant progress has been made on First Increment water milestones;
    - Current water projects are producing substantial water contributions with ongoing evaluations;
    - Work on the choke point issues are ongoing; and
    - The J-2 reregulating reservoir project needs time for final design, construction, operation and initial evaluation to evaluate the benefits to PRRIP objectives, particularly as the water years post-completion could be much wetter or dryer than normal.

Adaptive Management

- Maintain a data collection program to further adaptive management concepts and document progress on needs of the piping plover and whooping crane.
- Management actions should focus on benefiting the piping plover while maintaining the habitat for terns (given the tern delisting recommendation).
- Ensure clear decision criteria are part of the Adaptive Management Plan.
- Ensure adequate reaches of "un-treated" river channel to evaluate species and habitat needs regarding water and mechanical treatment effects or other adaptive management questions.
- USFWS can use First Increment PRRIP water projects for releases that benefit pallid sturgeon, as long as: 1) projects get credit, 2) there is no detrimental impact to the central Platte target species, and 3) it does not set precedent for future increments.
    - Utilize the "Effects Analysis" and how target species utilize the Platte River and its habitats for the life stages using the river in order to determine how PRRIP water and habitats should be utilized for species during the extension and into the future.

Funding

- Federal and States contributions continue using the existing 50/50 cost share with credits for in-kind contributions from the States. An overview of key budget items and projected costs for an extension of the First Increment are contained in Attachment B.
- Assume annual costs of the PRRIP will be similar (minus land purchases, some water studies and water infrastructure costs).
- Funding is needed for continuation of LAP, WAP, TAC, AMP and ISAC.

Organizational/Other

- Continue first increment governance and organization.

Attachment A - Proposed Timeline

Activity	13-yr 1st Increment				1st Increment Extension (10 yrs)										2nd Inc.	
	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029		
Lay Groundwork for Extension																
Proposed budget[1]																
Cong'l auth. - post 9/30/2020[2]																
Auth. Federal appropriation																
State funding																
Envir. Compliance for Extension																
Extend BO																
Tiered EA																
Adjust Program Agreement & Doc.																
GC Vote to Extend[3]				★												
Signatories Approve Extension[4]				★												
Complete J-2 Project[5]							★									
Implement Prog. land, h20, & sci. activit's pursuant to revised Prog. Doc[6] (monitor + evaluate impacts, integrate results into AMP, reassess species needs)																
Evaluation of 1st Increment, Development of Subsequent Increment[7] (identify any changes to objectives, activities, and milestones for 2nd Increment) (Independent peer review as appropriate)																
Develop Proposed Program Documents[7]													★			
Conduct NEPA (EIS) and Complete ESA Consultation (Programmatic BO) [8]																
Issue ROD														★		
Execute New Program Agreement																

[1] See States' draft Proposal & Budget (attached).																			
[2] See § 515(b)(7) of current authorizing legislation, Pub.Law 110-229 (2008).																			
[3] Program Document § III.A.2 (pg. 3) provides that GC can extend the 1st Increment subject to appropriations.																			
[4] Per Program Document § III.B.1 (pg. 5), the Signatories must consent to an increase in their funding responsib's under the Program & this is to be reflected in an amendment of the Program Agreement and Program Doc. See also BO at pg. 37.																			
[5] Program Milestone 4 assumed the WAP components would be fully operational@ 50,000+ AF shortage reduction by Year 2019. See Program Document Att. 2, Milestone 4 (pg. 1).																			
[6] See Program Document § III.C.1.b (pg. 7), § III.E (pg. 10), and § III.E.1.b (pg. 12).																			
[7] See Program Document § III.F.1 & 2 (pgs. 19-20). Also see § III.A.3.c and § III.A.4 (pg. 4).																			
[8] See Program Document § IV.D (pg. 21).																			

Attachment B

Draft Budget – PRRIP 10 Year First Increment Extension

January 5, 2016

Water Plan Budget:

WAC-1	WAC Expenses, Meeting Rooms, etc. 2015 Budget Estimate: $2,700 Extension Budget Estimate: $3,000/year Cost Estimate for 10-year extension	$30,000
WP-1(a)	Active Channel Capacity Improvements above CNPPID Diversion 2015 Budget Estimate: $240,000 Extension Budget Estimate: $100,000/year Cost Estimate for 10-year extension	$1,000,000
WP-1(b)	Active Channel Capacity Improvements below CNPPID Diversion 2015 Budget Estimate: $200,000 Extension Budget Estimate: $200,000/year Cost Estimate for 10-year extension	$2,000,000
WP-2(a)	Water Management Study Phase I 2015 Budget Estimate: $0 Extension Budget Estimate: $0/year Cost Estimate for 10-year extension	$0
WP-2(b)	Water Management Study Phase II 2015 Budget Estimate: $0 Extension Budget Estimate: $0/year Cost Estimate for 10-year extension	$0
WP-3	Test Flow Routing Model/2008 EA Augmented SDHF 2015 Budget Estimate: $0 Extension Budget Estimate: $0/year Cost Estimate for 10-year extension	$0
WP-4(a)	Water Action Plan (J2 Reservoir) 2015 Budget Estimate: $14,392,000 Extension Budget Estimate: $500,000/year Cost Estimate for 10-year extension	$5,000,000
WP-4(b)	Water Action Plan (CNPPID system groundwater projects) 2015 Budget Estimate: $310,146 Extension Budget Estimate: $500,000/year (1) Cost Estimate for 10-year extension	$5,000,000

WP-4(c)	Water Action Plan (Test Flow Routing Model and 2008 EA Augmented SDHF Pilot Study) 2015 Budget Estimate: $0 Extension Budget Estimate: $0/year Cost Estimate for 10-year extension	$0
WP-4(d)	Water Action Plan (Pathfinder Municipal Account (4800 AF)) 2015 Budget Estimate: $0 Extension Budget Estimate: $65/AF for 57,600 AF (2) Cost Estimate for 10-year extension	$3,744,000
WP-4(e)	Water Action Plan (CO Groundwater Management) 2015 Budget Estimate: $0 Extension Budget Estimate: $650,000/year (3) Cost Estimate for 10-year extension	$6,500,000
WP-4(f)i	Water Action Plan (CPNRD Surface & Groundwater Leasing and Acquisition) 2015 Budget Estimate: $1,035,138 Extension Budget Estimate: $1,552,700/year (4) Cost Estimate for 10-year extension	$15,527,000
WP-4(f)ii	Water Action Plan (NPPD Leasing) 2015 Budget Estimate: $147,664 Extension Budget Estimate: $221,500/year (5) Cost Estimate for 10-year extension	$2,215,000
WP-4(f)iii	Water Action Plan (CNPPID Leasing Storage) 2015 Budget Estimate: $625,000 Extension Budget Estimate: $937,500/year (5) Cost Estimate for 10-year extension	$9,375,000
WP-4(f)iv	Water Action Plan (CNPPID Leasing - Irrigator) 2015 Budget Estimate: $385,112 Extension Budget Estimate: $577,700/year (5) Cost Estimate for 10-year extension	$5,777,000
WP-4(f)v	Water Action Plan (NPNRD Leasing) 2015 Budget Estimate: $390,000 Extension Budget Estimate: $0/year Cost Estimate for 10-year extension	$0

WP-4(g)	Water Action Plan (Water Management Incentives) 2015 Budget Estimate: $0 Extension Budget Estimate: $300,000/year Cost Estimate for 10-year extension	$3,000,000
WP-4(h)	Water Action Plan (NE Groundwater Management) 2015 Budget Estimate: $0 Extension Budget Estimate: $250,000/year (6) Cost Estimate for 10-year extension	$2,500,000
WP-5	Management Tool 2015 Budget Estimate: $129,600 Extension Budget Estimate: $150,000/year Cost Estimate for 10-year extension	$1,500,000
WP-6	Feasibility Studies 2015 Budget Estimate: $0 Extension Budget Estimate: $200,000/year Cost Estimate for 10-year extension	$2,000,000
WP-7	Water Acquisition 2015 Budget Estimate: $0 Extension Budget Estimate: $0/year Cost Estimate for 10-year extension	$0
WP-8	Water Plan Special Advisors 2015 Budget Estimate: $100,000 Extension Budget Estimate: $100,000/year Cost Estimate for 10-year extension	$1,000,000
WP-9	Water Resource Studies 2015 Budget Estimate: $25,000 Extension Budget Estimate: $50,000/year Cost Estimate for 10-year extension	$500,000
WP-10	Legal Services 2015 Budget Estimate: $0 Extension Budget Estimate: $10,000/year Cost Estimate for 10-year extension	$100,000

Total Water Plan Budget $66,768,000

Notes:

1. It is anticipated that the cost of water for canal recharge will escalate from its current rate of $26/AF and additional wells may be constructed to enhance water delivery timing. As such, a liberal projected annual budget amount of $500,000 is recommended.

2. The contracted rate of water is estimated to be $65/AF which equals the additional water rate now found in the contract. This is a 27% increase from the existing contracted rate of $51/AF. It is anticipated that WY will be able to provide 4,800 AF/year of water for ten years and an additional 4,800 AF of water in two of those ten years for a total of 57,600 AF.
3. Assumes Tamarack III is developed with a yield of 10,000 AF/year at $65/AF.
4. It is anticipated that the cost of water for recharge will escalate from its current values of $150/AF for surface water and $35/AF for groundwater. The 2015 budget amount was increased by 50% to account for escalation of future rates.
5. The 2015 budget amount was increased by 50% to account for escalation of future rates.
6. In FY 2013, the program budgeted $250,000 for this task. The future projection used this amount as the anticipated annual expenditure level.

Land Plan Budget:

LAC-1 LAC Expenses, Meeting Rooms, etc.
2015 Budget Estimate $1,100
Extension Budget Estimate $1,000/year
Cost Estimate for 10 Year Extension: $ 10,000

LP-2 FSM/MCM Actions at Habitat Complexes
2015 Budget Estimate $773,490
Extension Budget Estimate $70,000/year
Cost Estimate for 10 Year Extension: $700,000
(a*ssumes substantial rebuilding of nesting habitats every third year due to flooding; does not include normal O&M or Science activities; includes non-EDO related permitting PD-15*)

LP-3 Land Acquisition
2015 Budget Estimate $1,535,000
Extension Budget Estimates
LIHE Fees (based on actual incurred direct expenses) $40,000/year
Cost Estimate for 10 Year Extension: $ 400,000
Property Taxes (assumed to be nearly offset by income) $5,000/year
Cost Estimate for 10 Year Extension: $ 50,000
Land Acquisition (*assumes no acquisition, although opportunistic acquisitions and trades possible*) $ 0

LP-4 Land Management
2015 Budget Estimate $309,100
Extension Budget Estimate $450,000/year
(*includes O&M at non-complex lands, Plum Creek, Cottonwood Ranch, Elm Creek, Fort Kearny, Shoemaker Island complexes, and new Pawnee and Jeffrey Island complexes – e.g., fencing, weed management, property maintenance, etc*.) (*does not include restoration and enhancement activities assumed to be completed during the 1st Increment w/o extension*)
Cost Estimate for 10 Year Extension: $4,500,000

LP-6 Land Plan Special Advisors
2015 Budget Estimate $20,000
Extension Budget Estimate $20,000/year
Cost Estimate for 10 Year Extension: $ 200,000

LP-7 Public Access Management
2015 Budget Estimate $50,000
Extension Budget Estimate $50,000/year
Cost Estimate for 10 Year Extension: $ 500,000

Total Land Plan Budget $6,360,000

Notes:
Does not include funds for budget items PD-18 AMP-related equipment, PD-22 Sediment augmentation implementation, or implementation portions of IMRP-5 FSM proof of concept activities – all assumed to be contained in Science budget items or eliminated.

Science Plan Budget:

TAC-1 TAC Expenses, Meeting Rooms, etc.
2015 Budget Estimate $2,000
Extension Budget Estimate $2,000/year
Cost Estimate for 10 Year Extension: $ 20,000

PD-4 AMP Workshops
2015 Budget Estimate $ 0.00
Extension Budget Estimate $ 2,000/year
Cost Estimate for 10-year Extension: $ 6,000
(assumes AMWG would only exist first three years)

LP-2 FSM/MCM Actions at Habitat Complexes
2015 Budget Estimate $773,490
Extension Budget Estimate $70,000/year
Cost Estimate for 10 Year Extension: $700,000
(a*ssumes substantial rebuilding of nesting habitats every third year due to flooding; does not include normal O&M or AMP activities; includes non-EDO related permitting PD-15*) *This number comes from Land Plan budget - need to discuss the water implications of continuing this action.* ***Not included in Science Plan budget total****.*

PD-22 Sediment Augmentation
2015 Budget Estimate $370,000
Extension Budget Estimates $370,000/year
Cost Estimate for 10 Year Extension: $3,700,000
(May be cheaper and better ways such as partnering to control phragmites)

G-1&2 LiDAR and Aerial Photography
2015 Budget Estimate $125,000
Extension Budget Estimate $150,000/year
Cost Estimate for 10 Year Extension: $1,500,000

G-5 Geomorphology Monitoring
2015 Budget Estimate $513,000
Extension Budget Estimate $513,000/year
Cost Estimate for 10 Year Extension: $5,130,000

H-2 Stream Gauges
2015 Budget Estimate $38,000
Extension Budget Estimate $38,000/year
Cost Estimate for 10 Year Extension: $ 380,000

PD-187 AMP Equipment
2015 Budget Estimate $75,000
Extension Budget Estimate $50,000/year
Cost Estimate for 10 Year Extension: $ 500,000
(some of this equipment is used for multiple purposes, make sure not double billed)

IMRP 1-3 AMP Implementation and Water Monitoring
2015 Budget Estimate $171,000
Extension Budget Estimate $0/year
Cost Estimate for 10 Year Extension: $ 0
(assumes no more water in extension and that the ISAC information has already shown that water does not do what the current AMP says it will)
(Additionally consider target flow monitoring/research/Affects Analysis)

PD-8 Database Management
2015 Budget Estimate $110,000
Extension Budget Estimate $110,000/year
Cost Estimate for 10 Year Extension: $ 1,100,000

TP-1 Tern and Plover Monitoring
2015 Budget Estimate $280,000
Extension Budget Estimate $100,000/year
Cost Estimate for 10 Year Extension: $ 1,000,000

WC-1 Whooping Crane Monitoring
2015 Budget Estimate $310,000
Extension Budget Estimate $175,000/year
Cost Estimate for 10 Year Extension: $ 1,750,000

ISAC-1 ISAC Expenses
2015 Budget Estimate $200,000
Extension Budget Estimate $100,000/year
Cost Estimate for 10 Year Extension: $ 1,000,000

PD-3 Peer Review
2015 Budget Estimate $233,000
Extension Budget Estimate $35,000/year
Cost Estimate for 10 Year Extension: $ 350,000
(assumes one peer review per year)

PD-11 AMP Reporting
2015 Budget Estimate $16,000
Extension Budget Estimate $16,000/year
Cost Estimate for 10 Year Extension: $ 160,000

Total Science Plan Budget $17,296,000

Notes:
Items funded in 2015 but not included here are: PD-15, IMRP-5, WC-3, WC-6, PD-21.
Assumptions:

1. The AMWG will reconvene at the end of the first increment and evaluate what if any changes to the AMP need to be implemented or if the science is pretty well over. For now, assume most research is done but monitoring will continue.
2. Water use and sediment augmentation may need additional study.
3. If line items in the 2015 Budget are not addressed, it was assumed they would be $0.

Administration Budget:

ED-1 Salaries/Travel/Office Expenditures
2015 Budget Estimate $2,200,000
Extension Budget Estimate $1,650,000/year
Cost Estimate for 10 Year Extension: $16,500,000
(*assumes a budget reduction of 25%*)

ED-2 Administrative and Other Support Services
2015 Budget Estimate $100,000
Extension Budget Estimate $75,000/year
Cost Estimate for 10 Year Extension: $ 750,000
(*assumes a budget reduction of 25%*) (*includes accounting database manager fees*)

ED-3 Public Outreach
2015 Budget Estimate $75,000
Extension Budget Estimate $37,500
Cost Estimate for 10 Year Extension: $ 375,000
(*assumes a budget reduction of 50%*) (*includes NET time-lapse Project*)

GFC-1 NCF Fees
2015 Budget Estimate $290,000
Extension Budget Estimate $217,500
Cost Estimate for 10 Year Extension: $2,175,000
(*assumes a budget reduction of 25%*)

GFC-2 Pulse Flow and Other Insurance
2015 Budget Estimate $80,000
Extension Budget Estimate $80,000
Cost Estimate for 10 Year Extension: $ 800,000

GFC-3 Expenses, Meeting Rooms, etc.
2015 Budget Estimate $3,100
Extension Budget Estimate $3,100
Cost Estimate for 10 Year Extension: $ 31,000

Total Administration Budget $20,631,000

Water	$66,768,000
Land	6,360,000
Science	17,296,000
Administration	20,631,000
GRAND TOTAL	**$111,055,000**