BUREAU OF RECLAMATION

Annual Progress Report

2025 Salmon Flow Augmentation Program and Other Activities Associated with NOAA Fisheries

2008 Biological Opinion and Incidental Take Statement for Operations and Maintenance of Bureau of Reclamation Projects in the Snake River Basin above Brownlee Reservoir

Columbia-Pacific Northwest Region

U.S. Department of the Interior

April 2026

Mission Statements

The U.S. Department of the Interior protects and manages the Nation's natural resources and cultural heritage; provides scientific and other information about those resources; honors its trust responsibilities or special commitments to American Indians, Alaska Natives, Native Hawaiians, and affiliated Island Communities.

The mission of the Bureau of Reclamation is to manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public.

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2008 Biological Opinion and Incidental Take Statement for Operations and Maintenance of Bureau of Reclamation Projects in the Snake River Basin above Brownlee Reservoir

Columbia-Pacific Northwest Region

Prepared by:

Bureau of Reclamation
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U.S. Department of the Interior **March 2026**

Acronyms and Abbreviations

BA	Biological Assessment
BiOp	Biological Opinion
ESA	Endangered Species Act
ft^3/s	cubic feet per second
FRM	flood risk management
IWRB	Idaho Water Resources Board
NOAA Fisheries	National Oceanic and Atmosphere Administration National Marine Fisheries Services
Reclamation	Bureau of Reclamation
RPM	Reasonable and Prudent Measure
TMT	Technical Management Team
WY	water year

Symbols

°C	degrees Celsius
”	inches

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Introduction

On May 5, 2008, National Oceanic and Atmospheric Administration National Marine Fisheries Service (NOAA Fisheries) released a Biological Opinion (2008 Upper Snake BiOp) for the continued operation and maintenance of Bureau of Reclamation (Reclamation) projects in the Snake River Basin above Brownlee Reservoir, replacing the previous 2005 Upper Snake BiOp. In the 2008 Upper Snake BiOp, Reclamation committed to shifting flow augmentation releases to earlier in the migration season, when Snake River flows are more beneficial to anadromous fish listed as threatened or endangered under the Endangered Species Act (ESA). The incidental take statement included Reasonable and Prudent Measures (RPMs) and associated terms and conditions to minimize incidental take to 13 stocks of listed salmon and steelhead, referred to as Evolutionarily Significant Units.

This document reports the status of activities related to the 2008 Incidental Take Statement, including Reclamation's salmon flow augmentation program (flow augmentation), status of new contracts, and coordination activities. This report meets Reclamation's responsibility to submit an annual progress report by December 31 of each year.

Flow augmentation releases in Water Year (WY) 2025 mark the seventeenth year of operations under the 2008 Upper Snake BiOp.

1.0 Reclamation's 2025 Salmon Flow Augmentation Program

Reclamation was able to provide 476,872 acre-feet of water for flow augmentation in water year 2025 (table 1). The water supply and operational conditions in 2025 are summarized below. The percentage of average values used in this report have been calculated based on the 30-year average of the 1991–2020 period.

2.0 Basin Conditions

Carryover storage on November 1, 2024 was 92 percent of average in the Payette River Basin, 103 percent of average in the Boise River Basin, and 104 percent of average in the Upper Snake River Basin.

During the early winter months of November through January below-normal precipitation fell in all basins. The month of January was particularly dry with the Upper Snake River Basin experiencing less than 50 percent of normal precipitation. February through March brought much needed precipitation to the region and significantly increased snowpack so that by April 1 there was 131 percent of normal in the Payette River Basin, 124 percent of normal in the Boise River Basin, and 110 percent of normal in the Upper Snake River Basin. Average to warmer than

average temperatures in April began the snowmelt season but with very little precipitation (less than 50 percent of normal in all basins) to augment this runoff, streamflow remained lower than predicted based on the above average snowpack. Dry and warm conditions in April and May resulted in dramatic reductions in the forecasted runoff for all basins which required quick adaptations to reservoir operations to capture runoff to refill the reservoir systems. Persistently dry and warmer than normal conditions extended into June with the majority of the snowpack having already melted by early to mid-June. For the April through June period, many SNOTEL's across the basins measured the driest period in the 1981–2025 record illustrating how dramatic these dry conditions were. Wetter than normal conditions returned in July but without much if any snowpack still present in the basin this did not substantially translate into streamflow.

Due to these dry conditions, the April-through-July unregulated runoff ended up being 102 percent of normal in the Payette River Basin, 91 percent of normal in the Boise River Basin, and 77 percent of normal in the Upper Snake River Basin (as measured at Heise). Despite the resulting near average to below normal runoff, some flood risk management (FRM) operations were still required in all three basins due to the above average snowpack in early April and near normal carryover from the prior year.

The runoff was sufficient to completely fill the Boise and Payette but was not adequate to completely fill the Upper Snake basin reservoirs. The Payette River reservoir system reached a maximum storage content of 786,672 acre-feet, approximately 13,780 acre-feet below full capacity of 800,452 acre-feet and would have filled completely but for early flow augmentation releases. The Boise River reservoir system reached a maximum storage content of 922,526 acre-feet, approximately 27,174 acre-feet below its full capacity of 949,700 acre-feet and would have filled completely but for early flow augmentation releases. The Upper Snake River reservoir system did not completely fill and reached a maximum combined physical storage content of 3,769,883 acre-feet, approximately 415,812 acre-feet below full capacity of 4,185,695 acre-feet.

Significantly above average snowpack and precipitation (prior to April) in Central and Eastern Oregon resulted in high runoff conditions in those basins. All the eastern Oregon reservoirs filled except for Phillips Lake.

With near average reservoir carryover and near average to below average runoff conditions, a flow augmentation volume of 476,872 acre-feet was secured and released.

3.0 In-Season Management Considerations for Meeting Flow Augmentation Targets

Reclamation manages in-season storage releases for flow augmentation, relying on the best data available at the time to set release rates. Reclamation uses preliminary water rights accounting provided by the State of Idaho to estimate volumes available in storage accounts and amounts delivered. This preliminary accounting is provisional and subject to change later, when data are finalized, and after-the-fact accounting is completed. Therefore, while it is difficult to deliver the precise targeted volume on a real-time basis, Reclamation strives to come as close as possible, with a typical margin of error of less than 1 percent.

Reclamation was able to provide 476,872 acre-feet of water for flow augmentation in 2025. Table 1 summarizes the source, amount, and timing for Reclamation's 2025 salmon flow augmentation program.

Table 1.—Summary of Reclamation's 2025 Salmon Flow Augmentation Releases

Source	Amount (acre-feet)	Dates of Delivery
Upper Snake above Milner Dam		
Reclamation Uncontracted Space	20,532	June 6–July 7
Reclamation Powerhead Space	0	
Rentals–Attachment 1 Chart	150,000[A]	
Subtotal	**170,532**	
Payette		
Reclamation Uncontracted Space	95,608	June 17–August 29
Rentals	88,040	
Subtotal	**183,648**	
Boise		
Reclamation Uncontracted Space	40,932	May 4–July 7
Reclamation Powerhead Space	0	
Rentals	4,111	
Subtotal	**45,043**	
Natural Flows		
IWRB Lease (Idaho)	60,000[B]	April 3–August 31[C]
Skyline Farms (Oregon)	17,649	
Subtotal	**77,649**	

[A] The "Stipulated Augmentation Rental–Water District 01" Chart (see Attachment 1) specified Water District 01 would provide 150,000 acre-feet of flow augmentation rental.

[B] See section titled "Lease of Natural Flow Water Rights Below Milner Dam."

[C] The IWRB Lease of 60,000 acre-feet comprises 49,500 acre-feet estimated to occur within the April 3 to August 31 period, and 10,500 acre-feet estimated to occur before and after the migration period. See section titled "Lease of Natural Flow Water Rights Below Milner Dam" for further explanation.

3.1 Uncontracted Space and Space Reacquired for Flow Augmentation

Reclamation's 95,608 acre-feet of uncontracted space assigned to flow augmentation in the Payette River system fully refilled, as did the 40,932 acre-feet in the Boise system. In the Upper Snake above Milner Dam, 20,532 acre-feet of uncontracted storage assigned to flow augmentation (out of a total possible of 22,896 acre-feet of space) was allocated due to the system not completely refilling. The entire accrual to Reclamation's uncontracted space assigned to flow augmentation in the Payette, Boise, and Upper Snake Basins was used for flow augmentation.

The 17,649 acre-feet of natural flow rights Reclamation has acquired in Oregon (Skyline Farms) were fully available again in 2025.

3.2 Annual Rentals

Reclamation relies heavily each year on annual rentals from water users to acquire water for its flow augmentation program. Storage rentals in the Payette and Boise River Basins are made available by willing sellers. With full reservoirs in the Payette River Basin, a volume of 88,040 acre-feet of rental water were made available. The Boise River Basin provided 4,111 acre-feet of rental water.

Water availability from the Water District 01 Rental Pool (Upper Snake above Milner Dam) is determined by a chart (attachment 1) that considers carryover storage on November 1 and the April 1 runoff forecast for the Snake River at Heise (for the April through September period) to determine contributions to the rental pool for the flow augmentation program. Use of this chart was enacted after negotiation of the 2004 Nez Perce Water Rights Settlement and is fully consistent with Reclamation's description of its flow augmentation program in its 2004 and 2007 Upper Snake Biological Assessments.

In 2025, the Stipulated Augmentation Chart (attachment 1) specified that Water District 01 would provide 150,000 acre-feet of rental water. Carryover from the 2024 water year on November 1, 2024, for purposes of the chart was 1,795,464 acre-feet (104 percent of average), and the April 1 runoff forecast was 3,936,361 acre-feet (102 percent of average) for the April through September period. Due to an extremely dry spring, the 2025 April through September observed runoff ended up being 2,959,238 acre-feet (77 percent of average).

3.3 Lease of Natural Flow Water Rights below Milner Dam

The Nez Perce Water Rights Settlement authorized the use of up to 60,000 acre-feet of Idaho natural flow rights downstream of Milner Dam for the purpose of flow augmentation. In better water years, this will increase the volume of water available for flow augmentation. In 2005, the

Idaho Water Resources Board (IWRB) purchased approximately 98,000 acre-feet of water rights from the Bell Rapids Mutual Irrigation Company; this is water that served roughly 25,000 acres via high-lift pumps. Reclamation then entered a 30-year lease with the State of Idaho for 60,000 acre-feet of this water for flow augmentation (IWRB Lease in table 1).

Flow augmentation from natural flow rights downstream of Milner Dam occurs during the entire irrigation season, roughly April 1 to October 31. The IWRB Lease of 60,000 acre-feet comprise 49,500 acre-feet estimated to occur within the Apri1 3 to August 31 period, and 10,500 acre-feet estimated to occur before and after the migration period. Even though these 10,500 acre-feet are delivered outside the April 3 to August 31 period, it provides an instream benefit and continued flow augmentation.

3.4 Powerhead Space

As part of the 2004 Nez Perce Water Rights Settlement, Reclamation may use powerhead space in Anderson Ranch and Palisades Reservoirs for flow augmentation. For powerhead space to be used, the sum from all other flow augmentation sources must be less than 427,000 acre-feet, and powerhead space cannot be used to exceed a flow augmentation total of 427,000 acre-feet. In addition, Palisades Reservoir powerhead space may only be used after all other flow augmentation sources have been exhausted, including Anderson Ranch Reservoir powerhead space. The Anderson Powerhead account completely filled in water year 2025 while Palisades Powerhead account was already nearly full from the 2024 water year. Due to the flow augmentation volume from all other sources being greater than 427,000 acre-feet, powerhead space was not used in 2025.

3.5 Timing Considerations for Flow Augmentation Releases

The timing of flow augmentation releases depends on the individual basin and source of water. In the 2008 Upper Snake BiOp, Reclamation committed to shifting flow augmentation releases earlier in the migration season when Snake River flows are more beneficial to federally listed fish. The primary goals of the earlier flow augmentation releases are to minimize the amount of warmer water provided in August and to shift it into July or earlier. The opportunity and ability to shift flow augmentation will vary depending on the water year type, total flow augmentation volume available, and from which basin the flow augmentation originates. Consistent with the 2008 Upper Snake BiOp, not all flow augmentation can be shifted from August, particularly in the Payette River Basin due to water quality concerns in Cascade Reservoir. The changes in flow augmentation release patterns for 2025 will be highlighted in the following discussion for each basin.

Reclamation made a concerted effort to provide early timing flow augmentation, including foregoing peak reservoir fill in the Payette and Boise River systems and releasing flow augmentation at high rates. In addition, extensive coordination was conducted with the Technical Management Team (TMT) members (NOAA Fisheries, State of Idaho, and Nez Perce Tribe representatives) during the flow augmentation period.

As discussed in the previous sections, the 60,000 acre-feet of Idaho natural flow rights from the IWRB were provided for flow augmentation during the irrigation season, which ends on October 31.

To the extent possible, Reclamation will strive to benefit local resources when implementing its proposed actions while also meeting its obligations under the 2008 Upper Snake and 2005 USFWS Biological Opinions and corresponding incidental take statements.

3.5.1 Boise River Basin

Delivering water during this period in the Boise Basin for flow augmentation relies on a combination of two strategies. First, in years with FRM operations when the system is assured to fill, some portion of the flow augmentation volume will be delivered by reserving an equivalent amount of system space that is not allowed to be refilled. In other words, as FRM operations are near their end, releases are not reduced to fill the last remaining space; that vacant space is considered to have been delivered as flow augmentation instead.

The second strategy for shifting flow augmentation timing from the Boise River Basin is to increase the rate of releases. This relies on the opportunity to make higher releases before the recreational floating season begins on the river. Floating season typically begins once stream flows through the City of Boise drop below 1,500 cubic feet per second (ft^3/s), the weather warms up, the river is inspected and hazards removed, and Ada County officially opens the boat launch facilities. Once floating season begins, flows are limited to approximately 500 ft^3/s above irrigation demand due to public safety concerns. Reclamation will look for opportunities to make higher releases; in years with FRM operations, this can be accomplished by maintaining higher releases rather than immediately ramping down at the end of FRM. In non-FRM years, it can likely be accomplished by releasing flow augmentation in May (or early June) before the floating season begins.

In 2025, FRM releases on the Boise River system began in mid-March. After the risk of flooding had ended, releases for flow augmentation began on May 4 and lasted until July 7. Inflows were sufficient to fill the reservoir system, but refill was deliberately missed to shift the timing of flow augmentation earlier into the spring. Releases of flow augmentation averaged approximately 340 ft^3/s above irrigation demand until the Day of Allocation occurred on June 15. After this, flow augmentation releases averaged 390 ft^3/s until July 7. Close coordination between Reclamation, Ada County, and the Boise Fire Department in June helped to deliver as much of the flow augmentation as early as possible before the public began

recreating on the river. The early release of flow augmentation in the Boise is consistent with Reclamation's 2007 Biological Assessment. Flow augmentation was completed on July 7 after a total of 45,043 acre-feet was delivered.

3.5.2 Payette River Basin

Due to water quality concerns in Lake Cascade, some amount of flow augmentation water will continue to be released in August. Strategies for shifting the timing of flow augmentation from the Payette River Basin include a combination of deliberately foregoing an amount of refill during years when the reservoirs would otherwise fill (similar to the Boise River Basin strategy), and by increasing the initial rate of release in order to front-load a portion of the flow augmentation volume, primarily by holding higher releases following FRM operations.

Both strategies were employed in 2025. FRM releases at Cascade Reservoir began in early-March and in mid–March at Deadwood Reservoir. After the risk of flooding had subsided, releases for flow augmentation began on June 17 and lasted until August 29. Inflows were sufficient to fill the reservoir system, but refill was deliberately missed to shift the timing of flow augmentation earlier into the spring. Releases at Cascade Reservoir were held higher initially to front-load the flow augmentation volume. The flow rate credited toward flow augmentation water was variable depending upon unregulated tributary runoff and irrigation demands but averaged approximately 1,150 ft^3/s in July and 1,220 ft^3/s in August. Discharge from Lake Cascade averaged around 1,800 ft^3/s during the flow augmentation period in the Payette River Basin, less than the maximum powerhouse capacity of approximately 2,200 ft^3/s.

3.5.3 Upper Snake River Basin

The strategy for flow augmentation releases in the Upper Snake River Basin is to increase flows past Milner Dam advantageous to downstream salmon and steelhead. The 2008 Upper Snake BiOp anticipated that flow augmentation releases can be provided in May or June in most average or lower water years, and by the end of July in most wet years. Flow augmentation releases in 2025 at Milner Dam commenced on June 6 as the forecast indicated FRM releases past Milner Dam had ceased for the season. Flows were ramped up to approximately 3,300 ft^3/s and then reduced to approximately 2,700 ft^3/s on June 13 and remained at this level through July 7th, at which point releases transitioned into Idaho Power Company storage releases. A total flow augmentation volume of 170,532 acre-feet was released past Milner during 2025.

Water leased or owned by Idaho Power Company started past Milner Dam on July 7 and ended on July 22, with an average flow rate of 1,354 ft^3/s. The total volume of this water was approximately 42,968 acre-feet and was not counted toward Reclamation's flow augmentation volumes.

3.6 Mean Monthly Inflows to Brownlee Reservoir

The mean monthly inflows to Brownlee Reservoir[1] from April to August are:

- April: 26,077 ft^3/s (103 percent of average)
- May: 20,204 ft^3/s (77 percent of average)
- June: 14,406 ft^3/s (66 percent of average)
- July: 10,022 ft^3/s (88 percent of average)
- August: 8,857 ft^3/s (89 percent of average)

3.7 November 1 Carryover

At the end of the 2025 irrigation season (November 1, 2025), the carryover storage into the 2026 water year was as follows:

- Boise River System: 381,883 acre-feet (107 percent of average)
- Payette River System: 456,226 acre-feet (96 percent of average)
- Upper Snake above Milner Dam: 1,176,539 acre-feet (68 percent of average)

4.0 Other Reasonable and Prudent Measures

In addition to submitting an annual report documenting salmon flow augmentation releases, NOAA Fisheries Service's incidental take statement contains two other RPMs and associated terms and conditions to ensure that Reclamation implements its salmon flow augmentation program, as described in its Upper Snake Biological Assessment (BA) and supporting documents.

4.1 New Contracts for Water Stored in Reclamation Projects

Reasonable and Prudent Measure 13.3.1 states:

> Reclamation's salmon flow augmentation program is heavily dependent on annual water rentals from Idaho's water rental pools, which are variable and insecure sources. Due to this variability Reclamation must consult with NOAA Fisheries

[1]Information about these data can be found at the website https://www.nwrfc.noaa.gov/runoff/runoff_summary.php?date=10/01/2025

> prior to issuing a new contract that would reduce stream flows or reduce Reclamation's ability to meet salmon flow augmentation commitments, as described in its proposed actions, or whenever Reclamation otherwise determines that listed salmon or steelhead species or critical habitat may be affected.

NOAA Fisheries' intent is to ensure that any contract actions taken by Reclamation result in "an improvement or 'zero net impact' on Snake River flows and on Reclamation's ability to provide up to 487,000 acre-feet for salmon flow augmentation."

Reclamation committed in its March 2009 Decision Document to consult with NOAA Fisheries before entering into new, renewed, or supplemental contracts for storage water, if Reclamation determined that it would affect its ability to provide salmon flow augmentation water as described in the Upper Snake BA, or if it determined that listed species or critical habitat (under the jurisdiction of NOAA Fisheries) may be adversely affected.

In the past year, Reclamation has not entered any new contracts for uncontracted space in any of the reservoirs covered in the Upper Snake BiOp. Further, Reclamation has not entered any renewed or supplemental contracts for storage water that would result in reduced streamflow or affect Reclamation's ability to meet its salmon flow augmentation commitments.

Reclamation, in partnership with the IWRB, proposes to raise Anderson Ranch Dam 6 feet. This raise would capture and store additional water when it is available. The proposal would create up to an additional 29,145 acre-feet of storage; an analysis of the additional storage and operations to fill this space indicate that Reclamation's flow augmentation deliveries would not be impacted. Formal ESA Section 7 consultation with NOAA Fisheries on the proposed action began July 30, 2025.

4.2 Annual Coordination of the Salmon Flow Augmentation Program

Reasonable and Prudent Measure 13.3.2 states:

> "Reclamation must continue to coordinate annually with the Technical Management Team (TMT) and Regional Forum when planning and implementing its annual salmon flow augmentation program."

As a member of TMT, Reclamation continued to coordinate with the TMT and Regional Forum when planning and implementing its 2025 annual salmon flow augmentation program. Reclamation staff regularly attended scheduled meetings and provided estimates and updates of the salmon flow augmentation program acquisitions and delivery.

5.0 References

National Marine Fisheries Service. 2008. *Endangered Species Act Section 7(a)(2) Consultation Biological Opinion and Magnuson–Stevens Fishery Conservation and Management Act Essential Fish Habitat Consultation:* Consultation for the Operation and Maintenance of 10 U.S. Bureau of Reclamation Projects and 2 Related Actions in the Upper Snake River Basin above Brownlee Reservoir. Consultation conducted by NOAA National Marine Fisheries Service, Northwest Region, May 5, 2008

U.S. Fish and Wildlife Service. 2005. *Biological Opinion for Bureau of Reclamation Operations and Maintenance in the Snake River Basin above Brownlee Reservoir*. U.S. Department of the Interior, Fish and Wildlife Service.

Snake River Water Rights Act of 2004. Pub. L. No. 108-447, 118 Stat. 2809, 3431 (div. J, title X of the Consolidated Appropriations Act of 2005).

Bureau of Reclamation. 2004. *Biological Assessment for Bureau of Reclamation Operations and Maintenance in the Snake River Basin Above Brownlee Reservoir*. U.S. Department of the Interior, Bureau of Reclamation, Boise, Idaho.

Bureau of Reclamation. 2007. *Biological Assessment for Bureau of Reclamation Operations and Maintenance in the Snake River Basin Above Brownlee Reservoir*. U.S. Department of the Interior, Bureau of Reclamation, Boise, Idaho.

Bureau of Reclamation. 2009. *Decision Document Following the May 2008 NOAA Fisheries Upper Snake Biological Opinion on Operation of Reclamation Projects in the Upper Snake River Basin in Idaho and Oregon*. U.S. Department of the Interior, Bureau of Reclamation, Boise, Idaho.

Appendix A

Stipulated Augmentation Rental for Water District 01

Stipulated Augmentation Rental Water Dist 01

November 1 Carryover 1000s af	April 1 - Sept 30 Heise Forecast 1000s af						
	< 2,450	< 2,920	< 3,450	< 4,208	< 5,042	< 5,670	> 5,670
0	0	0	0	0	150000	185000	185000
100	0	0	0	0	150000	185000	185000
200	0	0	0	0	150000	185000	185000
300	0	0	0	0	150000	185000	185000
400	0	0	0	0	150000	185000	185000
500	0	0	0	0	150000	185000	185000
600	0	0	0	60000	150000	185000	185000
700	0	0	0	60000	150000	185000	185000
800	0	0	0	60000	150000	185000	185000
900	0	0	60000	60000	150000	185000	185000
1,000	0	0	60000	60000	150000	185000	185000
1,100	0	0	60000	60000	150000	185000	185000
1,200	0	0	60000	60000	150000	185000	185000
1,300	0	0	60000	60000	150000	185000	185000
1,400	0	0	60000	60000	150000	185000	185000
1,500	0	0	100000	150000	185000	185000	185000
1,600	0	0	100000	150000	185000	185000	185000
1,700	0	0	100000	150000	185000	185000	185000
1,800	0	0	100000	150000	185000	185000	185000
1,900	0	0	100000	150000	185000	185000	185000
2,000	0	0	100000	150000	185000	185000	185000
2,100	0	0	100000	150000	205000	205000	205000
2,200	0	0	100000	150000	205000	205000	205000
2,300	0	0	100000	150000	205000	205000	205000
2,400	0	0	100000	150000	205000	205000	205000
2,500	0	0	100000	150000	205000	205000	205000
2,600	0	0	185000	185000	205000	205000	205000
2,700	0	0	185000	185000	205000	205000	205000
2,800	0	0	185000	185000	205000	205000	205000
2,900	0	0	185000	185000	205000	205000	205000
3,000	60000	60000	185000	185000	205000	205000	205000
3,100	60000	60000	185000	185000	205000	205000	205000
3,200	100000	100000	185000	185000	205000	205000	205000
3,300	100000	100000	185000	185000	205000	205000	205000
3,400	100000	100000	185000	185000	205000	205000	205000
3,500	100000	100000	185000	185000	205000	205000	205000
3,600	100000	100000	185000	185000	205000	205000	205000

Figure 1.—Stipulated Augmentation Rental–Water District 01.