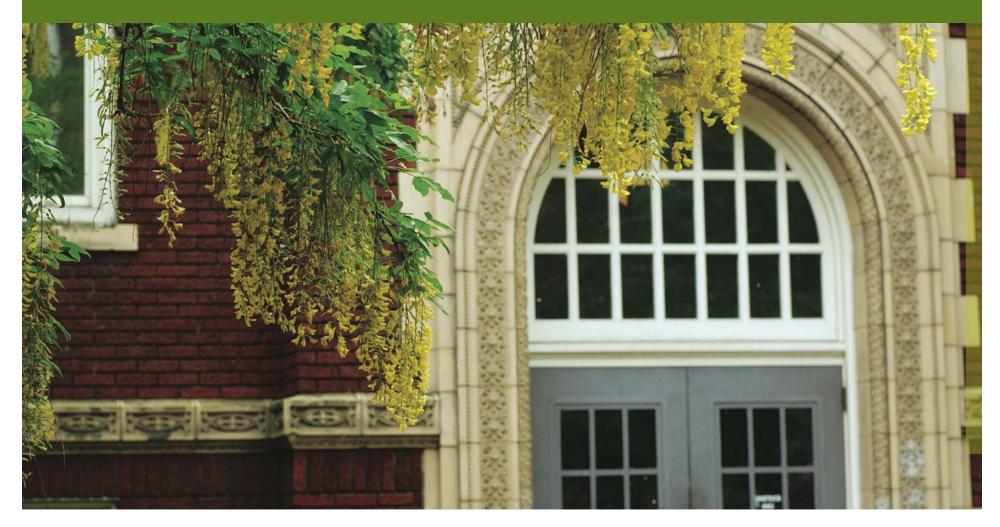
Governance in the US Columbia River Basin



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Today's Topics

Focus: Columbia River Basin governance systems

- Geographic and Historical Overview
- Institutional Context
- Models of Governance
- Open Discussion

Governance systems are functions of history, culture, and institutional interests; "rationality" is not enough.



Geography

Aral Sea / Syr Darya / Amu Darya





Syr Darya / Naryn drainage:

• Area: ~782,617 km² (302,090 miles²)

• Length: ~3,019 km (1,880 miles)

Average flow: ~37 km³ / year (30 MAF)

Amu Darya drainage:

 Area: ~465,000 – 612,000 km² (179,490 – 236,230 miles²)

• Length: ~2,540 km (1,580 miles)

Average flow: ~74 km³ / year (60 MAF)

Jurisdictional boundaries:

• Six sovereign countries

Primary purposes:

Hydropower, irrigation, water supply



Geography

Columbia and Major Tributaries



Columbia River drainage:

- Area: ~668,220 km² (258,000 miles²)
 - About the area of France
- Length: ~1,920 km (1,200 miles)
- Average flow: ~165 km³ / year (134 MAF)
 - Significant seasonal and annual fluctuations

Jurisdictional boundaries:

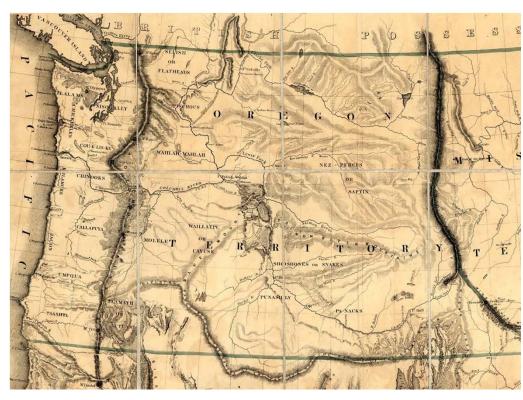
- Two countries
- 6 States
- 13 Native Indian Tribes
- Multiple federal, state & local governments and agencies

Primary purposes:

 Hydropower, flood control, navigation, irrigation, water supply, recreation, and fish & wildlife restoration



History



Oregon Territory – 1848 (Fremont Survey)

- Tribal societies
- 1804-1806: Lewis and Clark
- The "Legend of Inexhaustibility"
 - Furs, fish, timber, minerals, soil
- "Island communities"
- 1848: Gold!!
 - Demand for timber and food (fish, agriculture)
- 1855: Tribal treaties and displacement
- Statehood:
 - 1859: Oregon
 - 1889: Washington
 - 1890: Idaho
- 1927: "308" reports
- 1937: Bonneville Project Act
- Fed dam construction: 1909-1977
- 1964: Treaty with Canada
- 1980: Power Act
- 1991: First ESA salmon listings



Historical Legacy

- "The American Creed": liberty, equality of opportunity, individualism, populism, and laissez-faire
- Strong sense of localism; skepticism of central authority
- Resource extraction central to early economy
- Tribal displacement; trust and treaty obligations
 - Tribal traditional worldviews on natural resources
 - o Tribal sovereignty movement
- River developed for multiple purposes:
 - Navigation
 - o Irrigation
 - o Hydropower
 - Flood control (flood risk reduction)
 - Water supply
 - Recreation
 - Fish and wildlife conservation
- Role of developed river in regional economy
- Environmental consequences



Institutional Context

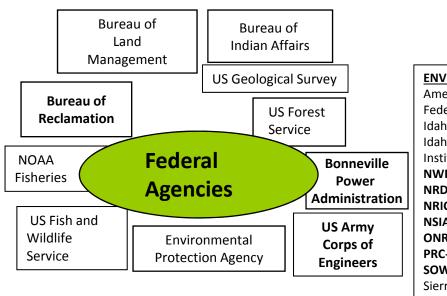
Institutional Context



Key Institutional Points:

- Management of river is a federal responsibility
 - Relationship with Canada
 - Relationship with Indian Tribes
 - Interstate commerce
 - Missions and authorities of federal agencies
 - o *BUT...*
- Management responsibility split between three agencies
- Strong oversight from three regulatory agencies
- State / local authorities for fisheries, land and water use
- Tribal trust and treaty rights
- "3rd Party" rights under the Endangered Species Act
- System's economic importance & environmental impact

Columbia River Institutional Interests



Interest Groups

ENVIRONMENTAL & FISHERY

American Rivers

Federation of Fly Fishers

Idaho Steelhead & Salmon Unlimited

Idaho Rivers United

Institute for Fishery Resources

NWF--National Wildlife Federation

NRDC--Natural Resources Defense Council

NRIC--Northwest Resource Information Center

NSIA--Northwest Sportfishing Industry Assn

ONRC--Oregon Natural Resources Council

PRC--Pacific Rivers Council

SOWS--Save Our Wild Salmon

Sierra Club

Trout Unlimited

INDUSTRY

CSRIA - Columbia Snake River Irrigators Association

IWUA --Idaho Water Users Assn

IPC--Idaho Power Company

Northwest Irrigation Utilities

NPP--Northwest Power Pool

Coordinating Pool

NWPPA--Northwest Public

Power Assn

PNGC--Pacific Northwest

Generating Cooperative

PNUCC--Pacific Northwest Utilities

Conference Committee

PNWA--Pacific Northwest

Waterways Assn

PPC--Public Power Council

Native Indian Tribes

ribal Coalitions

Columbia River Inter-Tribal Fish Commission (CRITFC)
Upper Columbia United Tribes (UCUT)
United Snake River Tribes (USRT)

Burns Paiute Indian Colony

Coeur D'Alene Tribe of the Coeur D'Alene Res Confederated Salish and Kootenai Tribes of the Flathead Res

Confederated Tribes and Bands of the Yakama Nation

Confederated Tribes of the Colville Res

Confederated Tribes of the Umatilla Indian Res

Confederated Tribes of the Warm Springs Res Kalispel Indian Community of the Kalispel Res

Kalispel Indian Community of the Kalispel Ri Kootenai Tribe of Idaho

Nez Perce Tribe of Idaho

Shoshone/Bannock Tribes of the Fort Hall Res Shoshone-Pauite Tribes of the Duck Valley Res

Spokane Tribe of the Spokane Res

State

Agencies

Idaho Dept of Fish & Game
Oregon Dept of Fish & Wildlife
Washington Dept of Fish & Wildlife
Montana Dept of Fish, Wildlife & Parks

Northwest Power & Conservation Council

Oregon Washington Idaho Montana

CBFWA: Columbia Basin Fish & Wildlife Authority





Between 1933 and 2010...

- 29 governance models proposed
- 15 established
- Two general categories
- Six models



Authoritative Models

- Decision-making models
- Eight proposed
- Three model types:
 - o Market Model: decisions made by private enterprise
 - o "Iron Triangle" Model: decisions by individual government agencies
 - o Columbia Valley Authority Model: decisions by one overarching agency

Since 1933, the region rejected <u>all</u> authoritative model proposals



Collaborative Models

- Consensus-based models
- Twenty-one proposed
- Three model types:
 - o Federally Led
 - State Led
 - o Three Sovereigns

Since 1934, the region established 15 collaborative governance systems



Five Current Governance Networks

- Northwest Power and Conservation Council
 - o Established through 1980 Power Act
 - Produces energy plans and fish and wildlife program
 - o "State Led" model
 - Eight Members appointed by four state governors; permanent staff
 - o Input from states, tribes, and regional stakeholders

Columbia Basin Federal Caucus

- Established by memorandum of understanding in 2000 (revised 2008)
- Ten participating agencies
- Members appointed by executives; contracted coordinating staff
- Coordinates federal activities for fish recovery
- o "Federally Led" model (federal only)



Current Governance Networks (continued)

- Regional Implementation Oversight Group
 - Assumed functions of former "Regional Forum"
 - Oversees implementation of 2008 Biological Opinion
 - o "Three Sovereigns" model
 - Two tiered structure: Policy and Technical; no dedicated staff
 - o Technical teams:
 - Technical Management Team
 - System Configuration Team
 - Water Quality Team
- Columbia Basin Fish and Wildlife Authority
 - Members: federal, state, and tribal "salmon managers"
 - Serves to inform Power and Conservation Council
 - Permanent staff



Current Governance Networks (continued)

- Salmon Recovery Planning and Implementation Forums
 - o Four in Columbia Basin (Upper, Mid, and Lower Columbia; Snake River Basin)
 - Focus on Endangered Species Act salmon and steelhead recovery
 - o "Three Sovereigns" model
 - o Emphasis on local planning and implementation

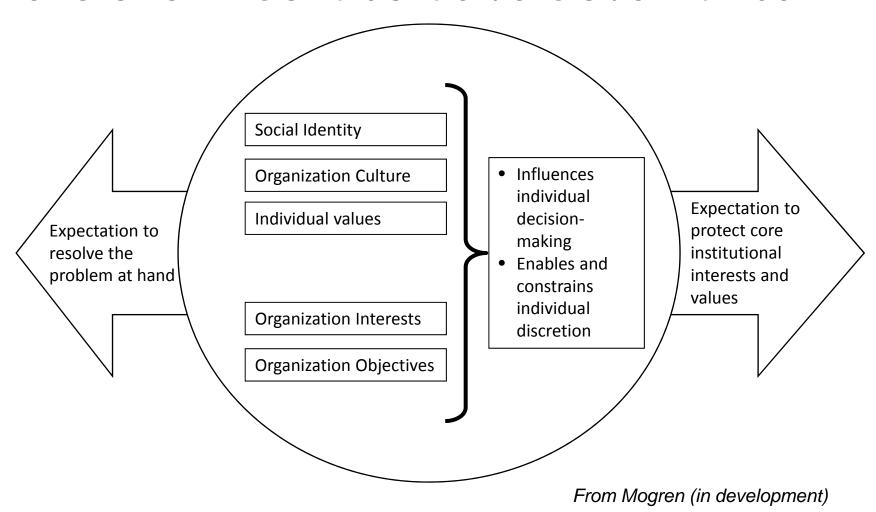


Lessons from Columbia Basin Governance

- Strong preference for collaborative network governance
- Thoughts on the role of law:
 - o Authoritative Models: necessary, but not sufficient
 - Collaborative Models: neither necessary nor sufficient
- Inclusiveness:
 - Legitimacy depends on relevant parties having a voice in the process
- Governance efforts initiated to create rational process, BUT...
- Underlying values, cultures, and identities influence perceptions of "rational"
- Give it time:
 - Successful governance allows time to build trust, confidence, and successes
- Role of facilitation and dedicated staff



Tensions in Collaborative Governance



Trust

Discretion



Stages of Network Evolution

Network Establishment **Network Operation Synergistic** Constitutive **Protective** Stage Stage Stage Network may or may not advance Network are fragile and may regress • Success dependent on *leadership* Members may decide to **Transformational** reconstitute Key Variables: Stage Agent affinity Agent focus

From Mogren (in development)



Questions and Discussion