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

- 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
  - Tribal sovereignty movement
- River developed for multiple purposes:
  - Navigation
  - Irrigation
  - Hydropower
  - Flood control (flood risk reduction)
  - Water supply
  - Recreation
  - Fish and wildlife conservation
- Role of developed river in regional economy
- Environmental consequences
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
  - 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

Federal Agencies
- Bureau of Land Management
- Bureau of Reclamation
- Bureau of Indian Affairs
- US Geological Survey
- US Forest Service
- NOAA Fisheries
- US Fish and Wildlife Service
- Environmental Protection Agency
- Bonneville Power Administration
- US Army Corps of Engineers

Native Indian Tribes
- 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
- Kootenai Tribe of Idaho
- Nez Perce Tribe of Idaho
- Shoshone/Bannock Tribes of the Fort Hall Res
- Shoshone-Paiute Tribes of the Duck Valley Res
- Spokane Tribe of the Spokane Res

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

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
- NWPPA--Northwest Public Power Assn
- PNGC--Pacific Northwest Generating Cooperative
- PNUCC--Pacific Northwest Utilities Conference Committee
- PNWPA--Pacific Northwest Waterways Assn
- PPC--Public Power Council

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
Models of Governance
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 all authoritative model proposals
Collaborative Models

• Consensus-based models
• Twenty-one proposed
• Three model types:
  o Federally Led
  o 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
  o Produces energy plans and fish and wildlife program
  o “State Led” model
  o Eight Members appointed by four state governors; permanent staff
  o Input from states, tribes, and regional stakeholders

• **Columbia Basin Federal Caucus**
  o Established by memorandum of understanding in 2000 (revised 2008)
  o Ten participating agencies
  o Members appointed by executives; contracted coordinating staff
  o 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
  - “Three Sovereigns” model
  - Two tiered structure: Policy and Technical; no dedicated staff
  - 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)
  o 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
  o Collaborative Models: neither necessary nor sufficient
• Inclusiveness:
  o 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:
  o Successful governance allows time to build trust, confidence, and successes
• Role of facilitation and dedicated staff
Tensions in Collaborative Governance

From Mogren (in development)
Stages of Network Evolution

Network Establishment

Constitutive Stage

- Network may or may not advance
- Network are fragile and may regress
- Success dependent on leadership

Members may decide to reconstitute

Network Operation

Protective Stage

- Network may or may not advance
- Network are fragile and may regress
- Success dependent on leadership

Synergistic Stage

Transformational Stage

Key Variables:
- Agent affinity
- Agent focus
- Trust
- Discretion

From Mogren (in development)
Questions and Discussion