

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: $\sim 782,617 \text{ km}^2$ (302,090 miles²)
- Length: $\sim 3,019 \text{ km}$ (1,880 miles)
- Average flow: $\sim 37 \text{ km}^3 / \text{year}$ (30 MAF)

Amu Darya drainage:

- Area: $\sim 465,000 - 612,000 \text{ km}^2$ (179,490 – 236,230 miles²)
- Length: $\sim 2,540 \text{ km}$ (1,580 miles)
- Average flow: $\sim 74 \text{ km}^3 / \text{year}$ (60 MAF)

Jurisdictional boundaries:

- Six sovereign countries

Primary purposes:

- Hydropower, irrigation, water supply

Geography

Columbia and Major Tributaries



Columbia River drainage:

- Area: $\sim 668,220 \text{ km}^2$ (258,000 miles²)
 - About the area of France
- Length: $\sim 1,920 \text{ km}$ (1,200 miles)
- Average flow: $\sim 165 \text{ km}^3 / \text{year}$ (134 MAF)
 - *Significant* seasonal and annual fluctuations

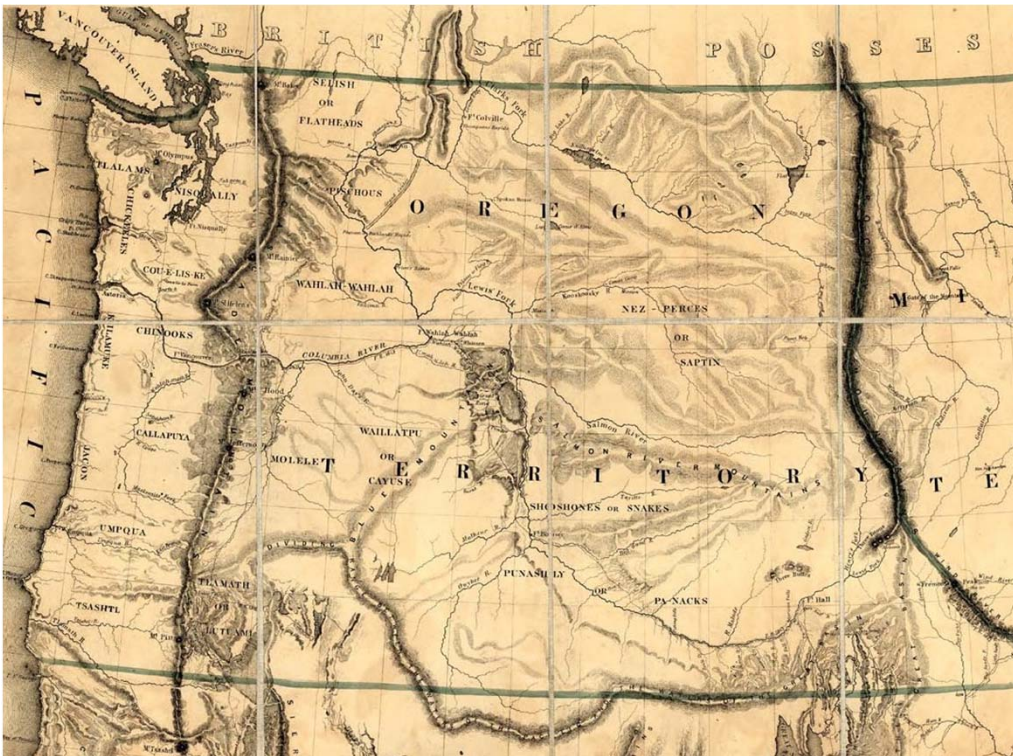
Jurisdictional boundaries:

- 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

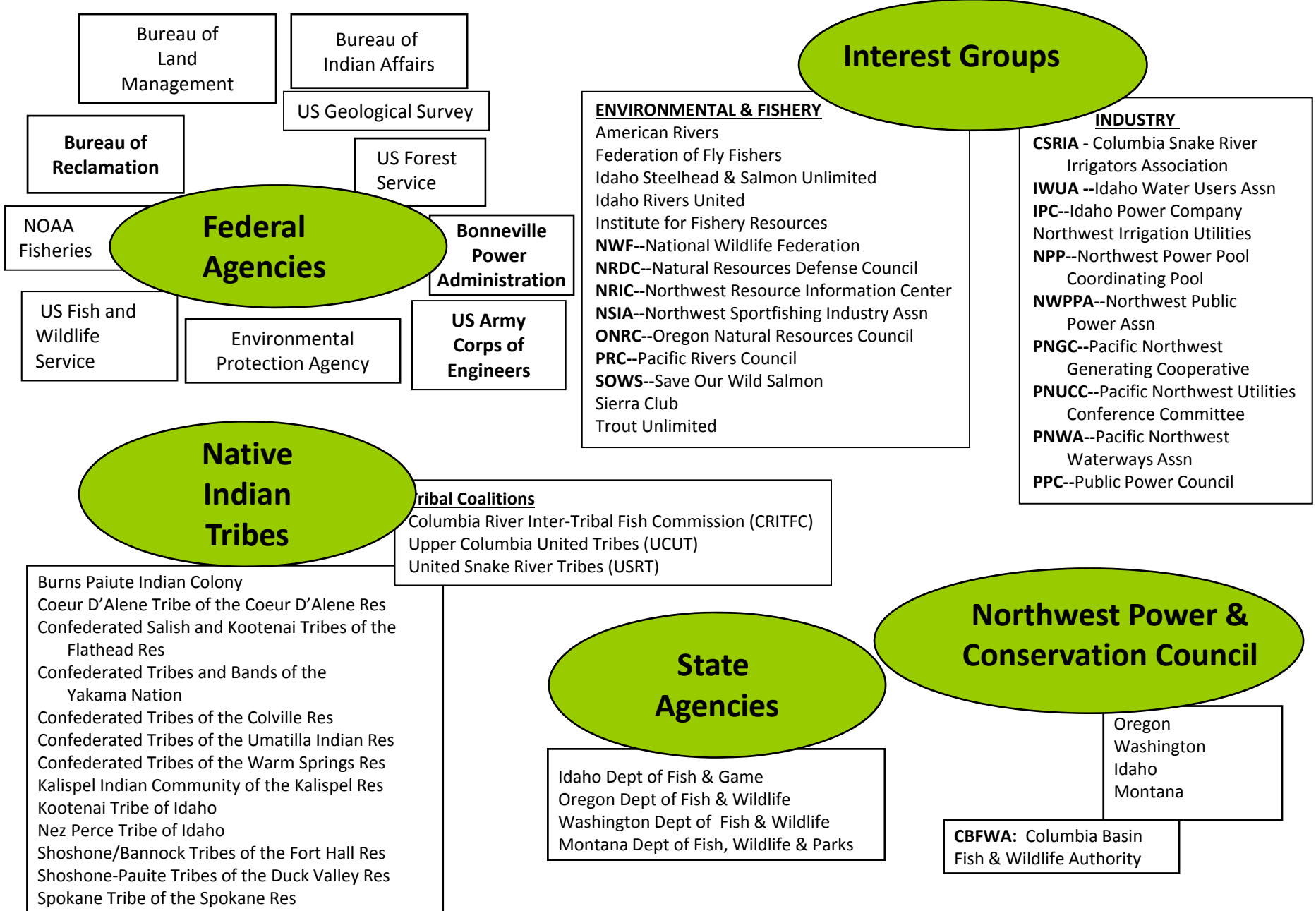
- “The American Creed”: liberty, equality of opportunity, individualism, populism, and laissez-faire
- Strong sense of localism; skepticism of central authority
- Resource extraction central to early economy
- Tribal displacement; trust and treaty obligations
 - Tribal traditional worldviews on natural resources
 - 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



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:
 - Market Model: decisions made by private enterprise
 - “Iron Triangle” Model: decisions by individual government agencies
 - 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:
 - Federally Led
 - State Led
 - Three Sovereigns

Since 1934, the region established 15 collaborative governance systems

Five Current Governance Networks

- Northwest Power and Conservation Council
 - Established through 1980 Power Act
 - Produces energy plans and fish and wildlife program
 - “State Led” model
 - Eight Members appointed by four state governors; permanent staff
 - 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
 - “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

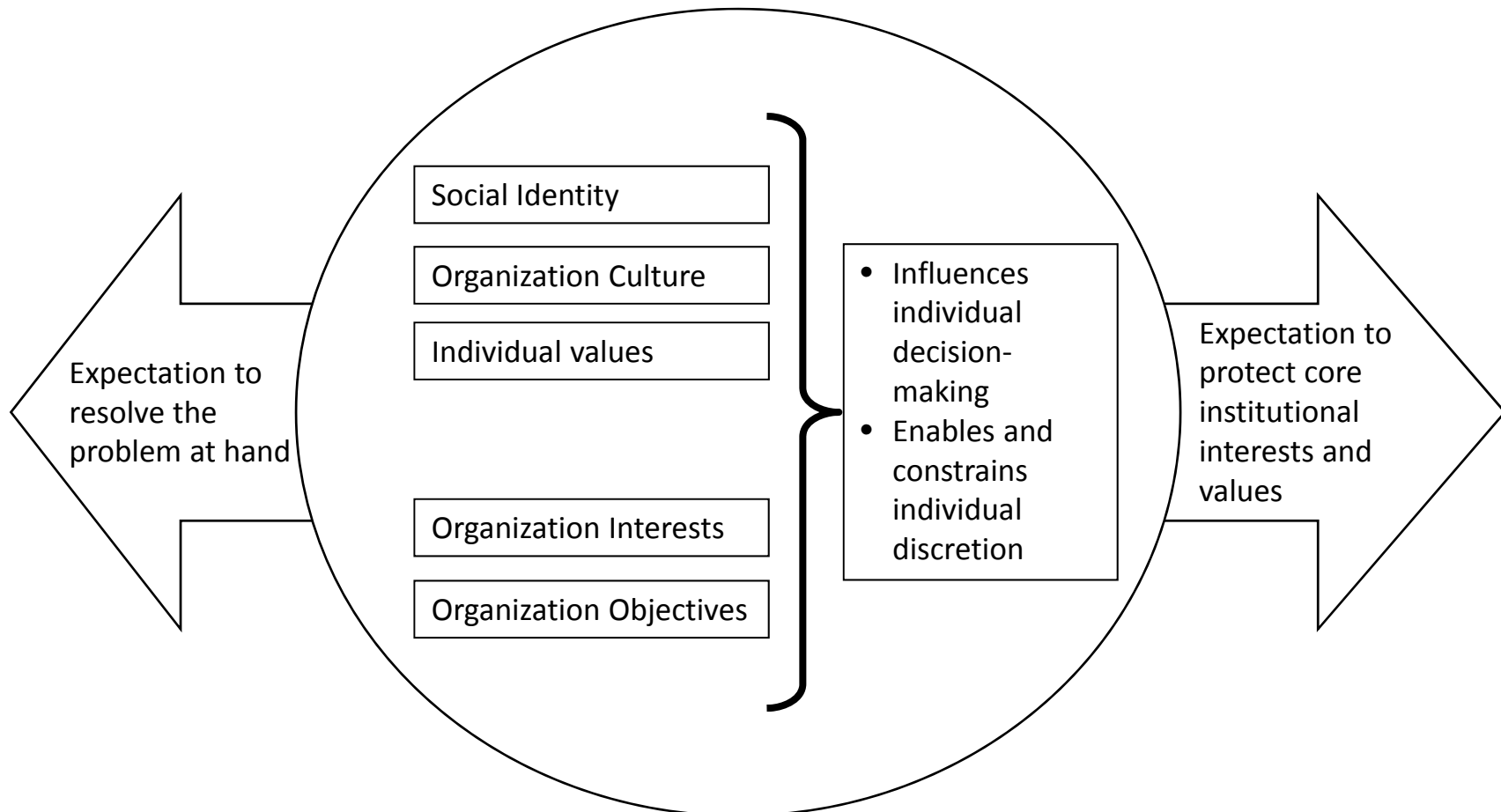
Current Governance Networks (continued)

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

Lessons from Columbia Basin Governance

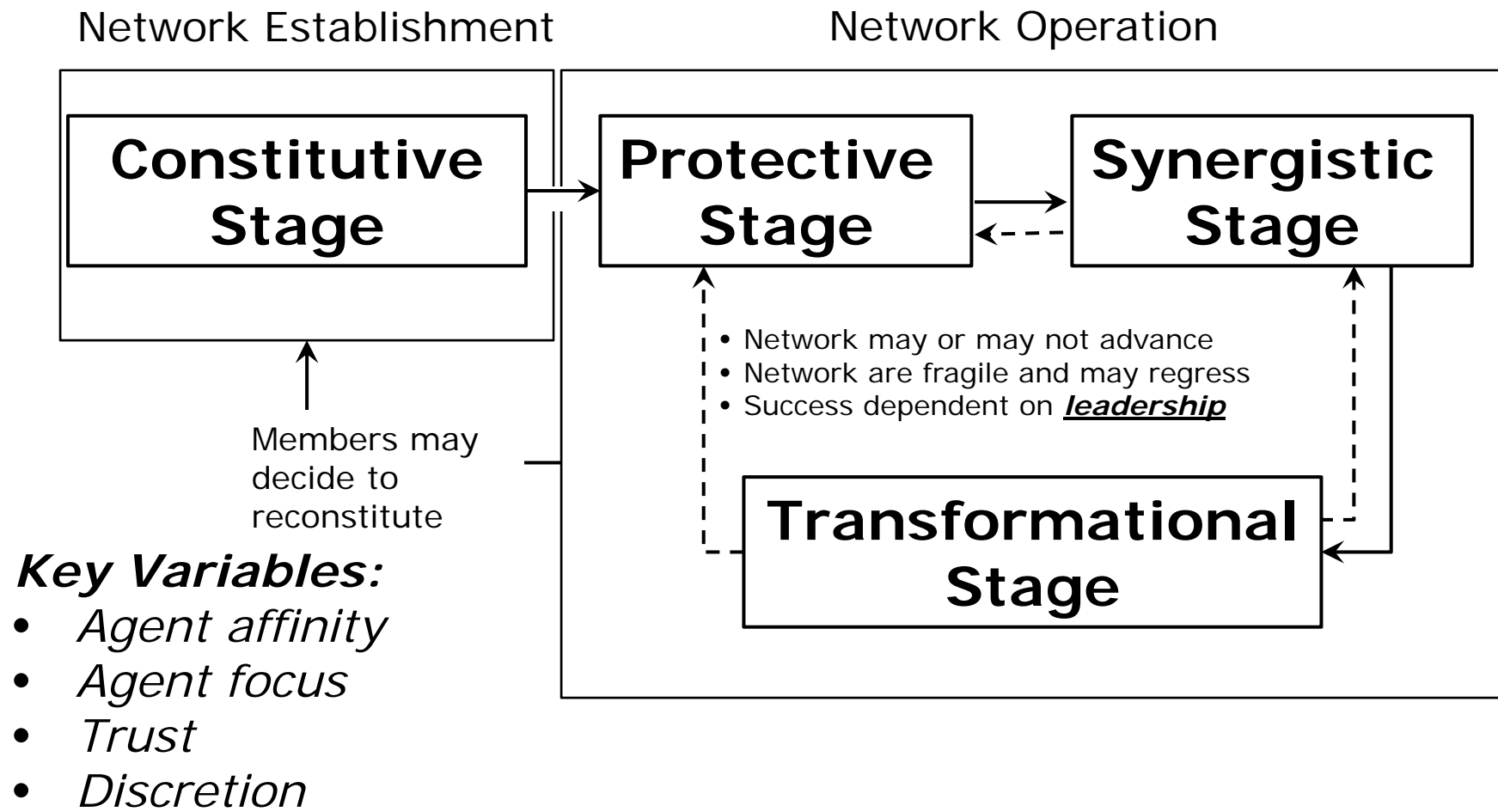
- Strong preference for collaborative network governance
- Thoughts on the role of law:
 - Authoritative Models: necessary, but not sufficient
 - Collaborative Models: neither necessary nor sufficient
- Inclusiveness:
 - Legitimacy depends on relevant parties having a voice in the process
- Governance 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



From Mogren (in development)

Stages of Network Evolution



From Mogren (in development)

Questions and Discussion