

Governance in the Columbia River Basin

Mekong River Commission

April 28, 2008





Discussion Topics

- Context
 - History
 - Interests and worldviews
 - Impacts on FCRPS administration
- Examples
 - Northwest Power and Conservation Council
 - Regional Forum
 - Federal Caucus

Governance in the PNW

	1920s	Depression 1930 - 1945	End of WW II	1946 - 1976	Hydro-thermal Crisis / 1976 BPA notice of insufficiency	1976 - 1992	ESA Listings	1993 - Present
Context of Debate	<ul style="list-style-type: none"> •Laissez Faire •Reclamation •Development 	<ul style="list-style-type: none"> •Economic recovery from Depression •Reclamation •Development 		<ul style="list-style-type: none"> •Economic prosperity •Rise of tribal sovereignty •Environmental movement •Boldt decision 1973 		<ul style="list-style-type: none"> •NPCC programs •Avoid ESA listing •Reduction in fed government size 		<ul style="list-style-type: none"> •Displacement of NPCC by NMFS •Nationalization of PNW hydro issues •Energy deregulation
Nature of Debate		<ul style="list-style-type: none"> •Public vs private ownership of hydropower •States rights and water rights •Patchwork nature of federal agency jurisdictional authority 				<ul style="list-style-type: none"> •Balance of fish & power •Relationship of NPCC w/ federal agencies •Tribal treaty/trust rights 		<ul style="list-style-type: none"> •Dam drawdown •Balance of fish & power •Tribal rights
Participants				<ul style="list-style-type: none"> •“Working River coalition”: Irrigators, public power, private power, navigators, agriculture states, federal developmental agencies 		<ul style="list-style-type: none"> •Working River coalition •“Natural River coalition”: tribes, harvesters, & 3rd parties litigants empowered by ESA 		
Governance Structures	<ul style="list-style-type: none"> •Free market 	<ul style="list-style-type: none"> •Pacific Northwest Regional Planning Commission ('34-'43) 		<ul style="list-style-type: none"> •Columbia Basin Interagency Committee ('48 - '67) 		<div style="border: 1px solid black; padding: 2px;">NW Power & Cons Council ('81-present)</div>		<ul style="list-style-type: none"> •NMFS Regional Forum ('95-'97) •CRBF ('99-'00)
	<div style="border: 1px solid black; padding: 2px;">Bonneville Act of 1937: Established current structure of dispersed federal authority</div>							

PNW Governance Continuum

**Private
Market**

**Unified
Federal
Authority**

**“Laissez
Faire”**

Regulated Private Projects
(Hells Canyon Complex)

**Columbia
Basin
Authority**

Northeast-Midwest
Coalition Proposals

Columbia
Basin
Administration

**State
Compact**

Pacific Northwest
Regional Planning
Commission

Regional
Forum

Columbia
Basin
Interagency
Committee

**Bonneville
Act**

**Deference to
State
Interests**

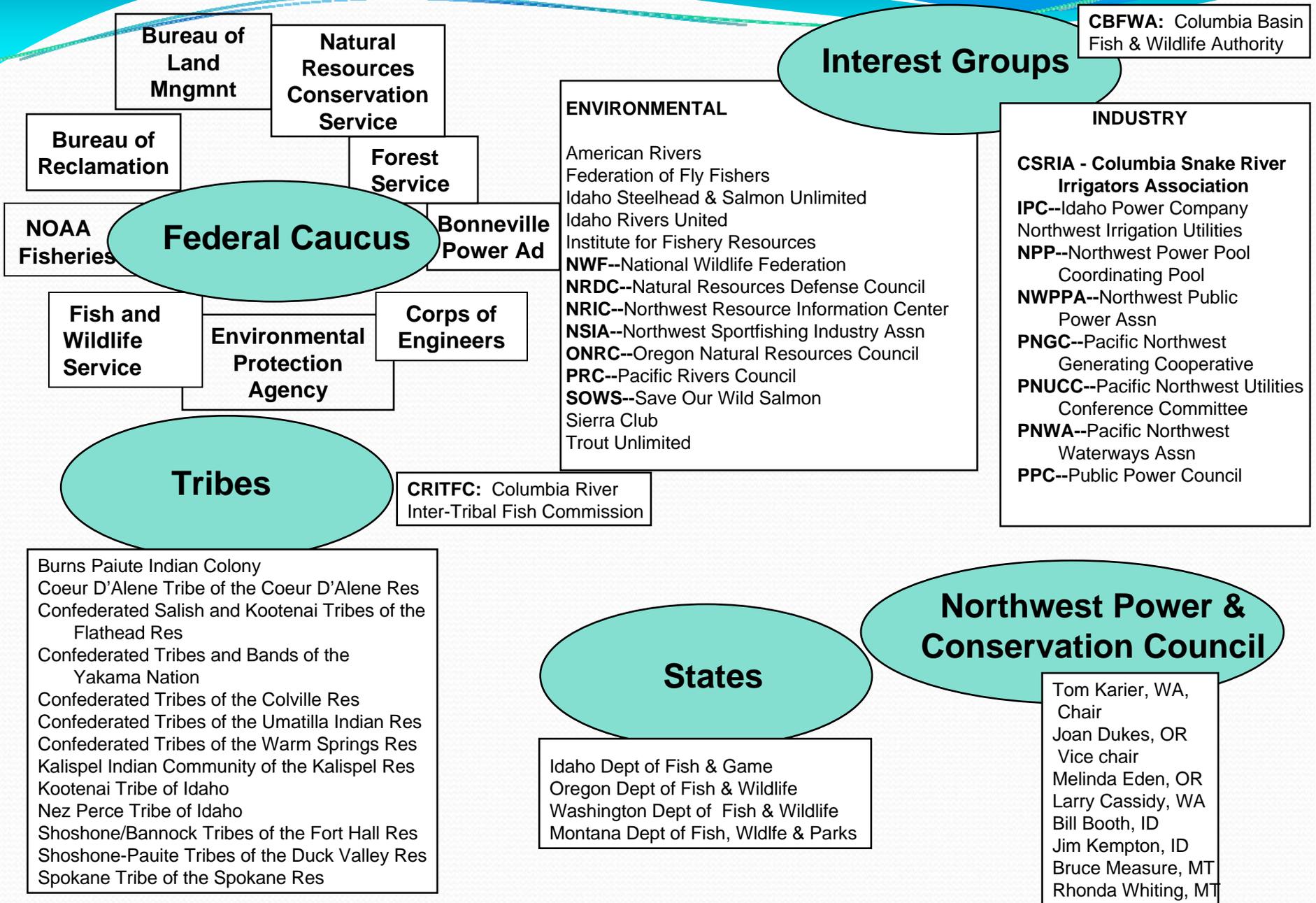
Northwest Power
and Conservation
Council

Columbia
River Basin
Forum

PNW River
Basins Commission

**Dispersed
Federal
Authority**

Hydropower - Salmon Interests



Regional Governance

The challenge of competing world views

- The “Organic Machine”:



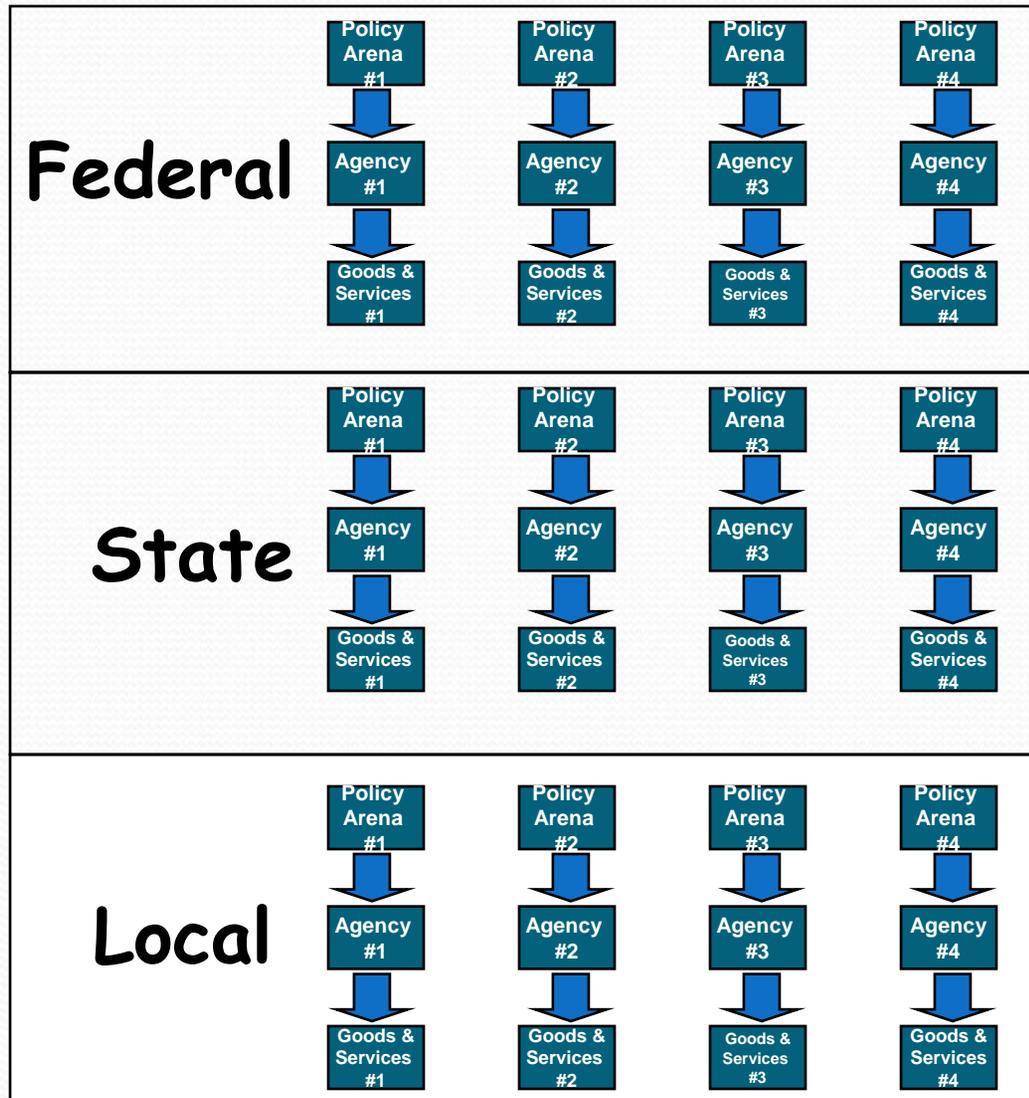
Regional Governance

The challenge of competing world views

- The “natural river” world view:



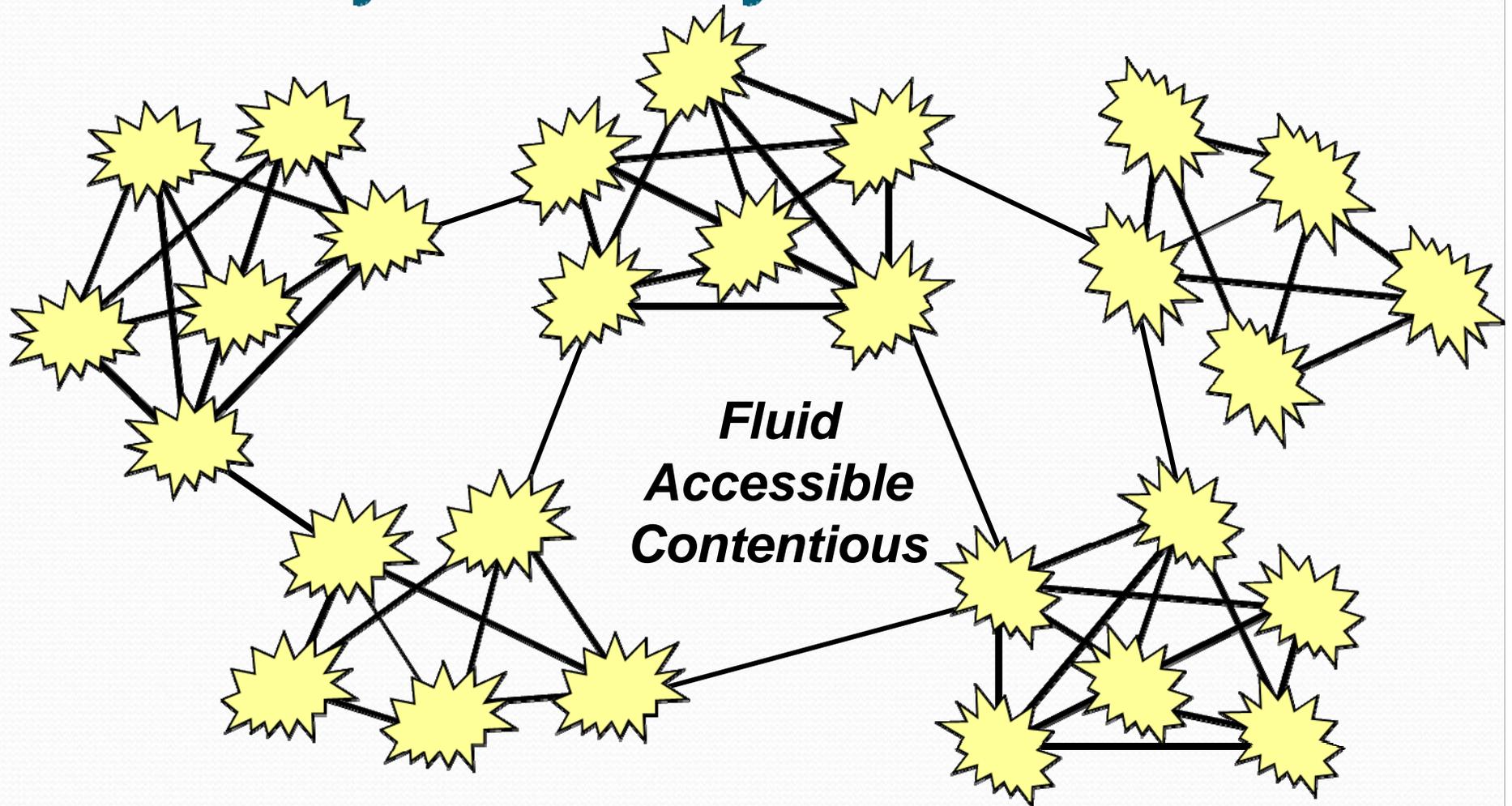
Traditional Public Administration



Result: Relatively clear and predictable rules, roles, boundaries, & outcomes.

From Kettl, 2002; Peters 2001

Today's Policy Environment

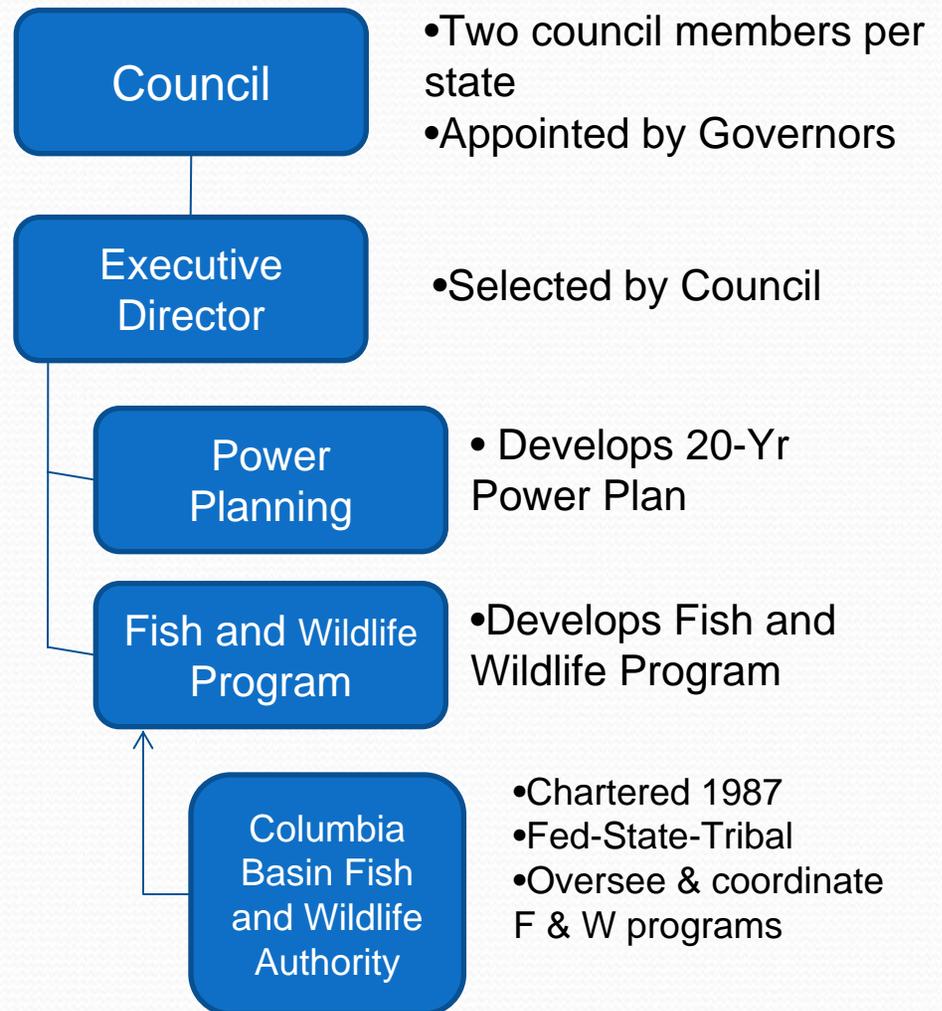


Contentious mix of competing networks:

What's a Public Servant to Do?

Three Examples

- Northwest Power and Conservation Council
 - Created through 1980 "Power Act"
 - Four states
 - 'Salmon Managers'
 - Funded by BPA
 - Mission: Balance power and environment
 - "Recommends" federal action



What's a Public Servant to Do?

Three Examples

- Northwest Power and Conservation Council
- Regional Forum
 - Required in 1995 BiOp
 - Feds-States-Tribes
 - Inform / coordinate fish & hydro operational decisions



What's a Public Servant to Do?

Three Examples

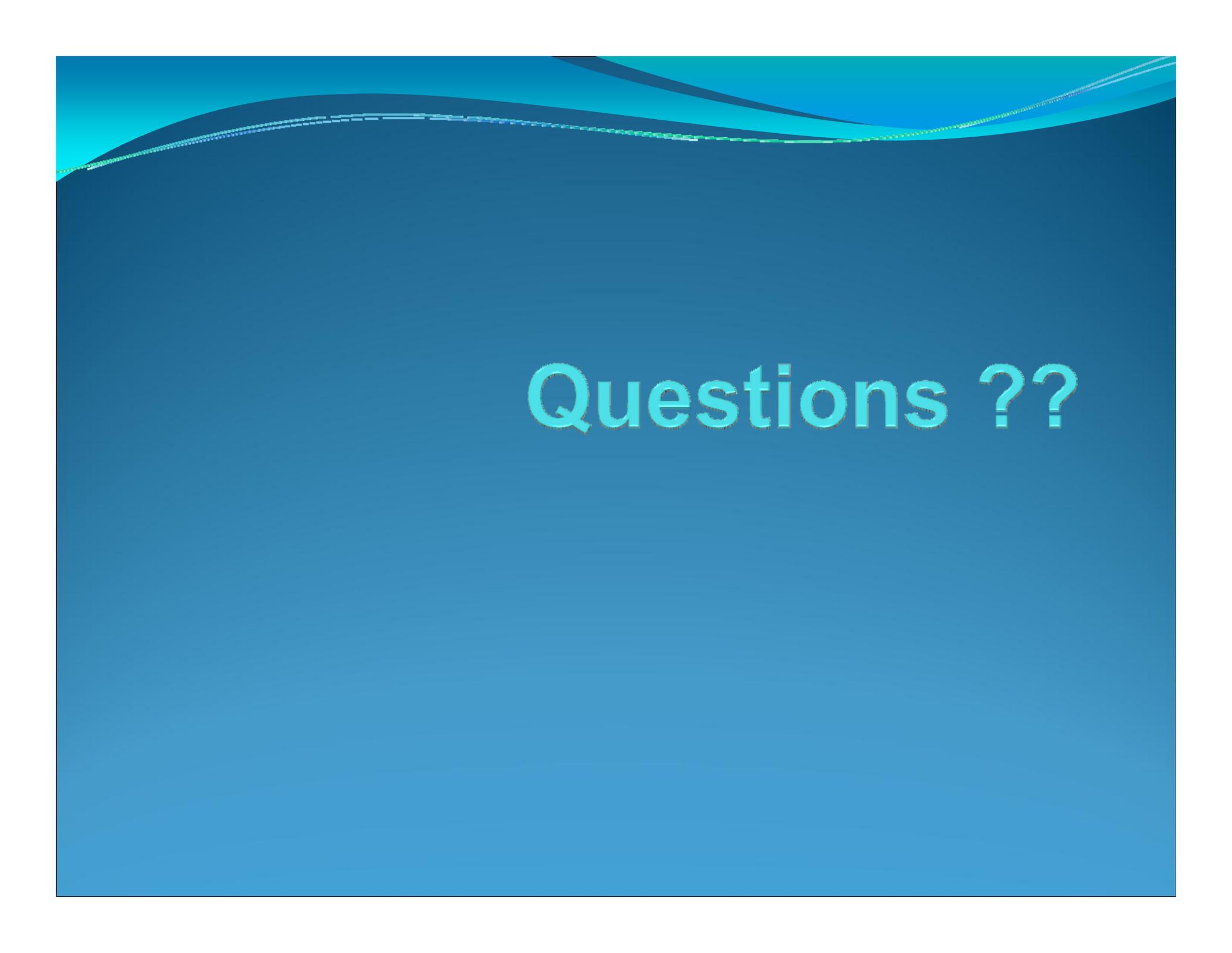
- Northwest Power and Conservation Council
- Regional Forum
- Federal Caucus
 - Nine Federal Agencies
 - Chartered by 2000 MOA
 - Mission: Coordinate fish recovery



- DC level
- Departmental representatives
- Chaired by CEQ

- Fed Agency Execs

- Executive policy advisors

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Questions ??