

**Doug Marker**

Northwest Power Planning Council

**Planning and implementation in  
multi-jurisdictional environments – current  
examples in the Columbia Basin**

Presented at

**The Aspen Global Change Institute**

June 5 - 10, 2003 Summer Science Session I

“Learning from Regions: A Comparative Appraisal of  
Climate, Water, and Human Interactions in the Colorado and  
Columbia River Systems”



Planning and implementation in  
multi-jurisdictional environments  
– current examples in the  
Columbia Basin

Doug Marker

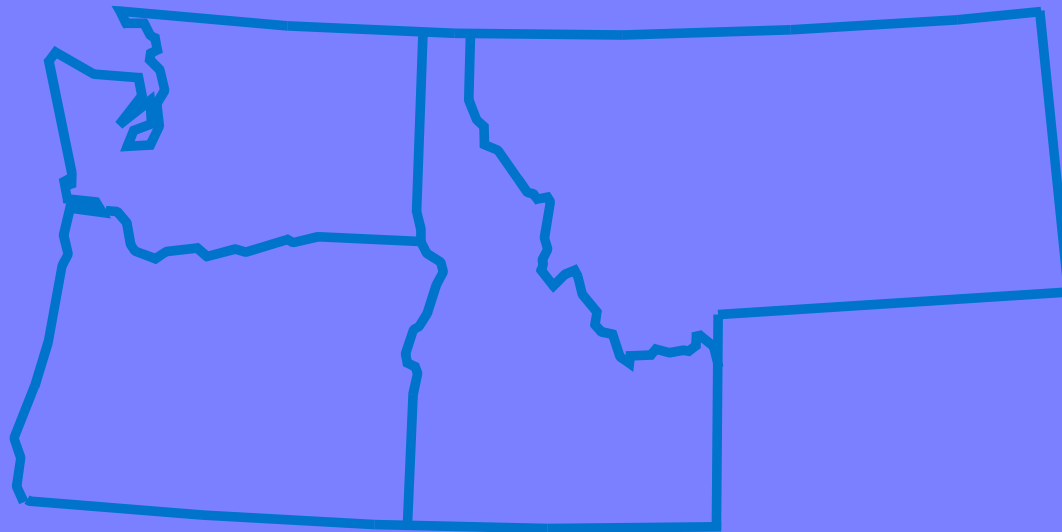
Northwest Power Planning Council

Aspen Global Change Institute

June 7, 2003

# The Northwest Power Planning Council

- Authorized by the U.S. Congress in 1980
- The Council is an interstate compact of Idaho, Oregon, Montana and Washington
- Each state's Governor appoints two Council members



# “Multi-jurisdictional” programs

- Form to respond to ESA listing, water shortage or other specific, immediate “crisis”
- No single entity “in charge”
- In several examples, several states share the resource
- Multiple authorities/mandates
- Implementation depends on overlapping levels of government (federal, state, local)

# Usual criticisms of current government structures

- No one in charge
- Coordinating entities lack authority to compel actions
- Conflicting goals
- Poorly measured outcomes

# Usual political response

- Too many players - Name a “Czar”
- Elected officials expect to define the rules.
- Get action on the ground – We can’t study this problem to death
- Solve the problem soon, with consensus and with “best science”
- Create *ad hoc* institutions

# Roles in Columbia Basin

- 3 federal agencies run Columbia dams
- 2 federal agencies have ESA listings
- One interstate compact
- Multiple land ownerships (fed/private)
- Numerous non-federal operators
- 4 states
- 13 tribes
- Local governments, resource user districts
- Treaties, court orders, etc.

# What combined plans in the Columbia address

## Power System

- Flows
- Transport
- Spill
- Passage fixes
- Predator control
- Monitoring
- Research

## “Off-site”

- Habitat
- Hatcheries
- Harvest



# Emerging lessons in the Columbia

- Build implementation on subbasin objectives and plans
- Coordinating programs means coordinating funding – understand and leverage multiple sources
- Science provides guidance and feedback – but usually not what to do next
- Leadership is decentralizing with increasing federal support

# Subbasin planning and implementation

- **Basis for future Bonneville Power Administration implementation funding**
- **Serve to meet ESA requirements in the short-term**
- **Empower state, tribal and local efforts**
- **Serve as the basis for ESA recovery planning**
- **Credible basis for other funding sources, including congressional appropriations**

# Columbia River Basin Subbasins

Print in landscape (sideways) orientat



# The implementation challenge - funding

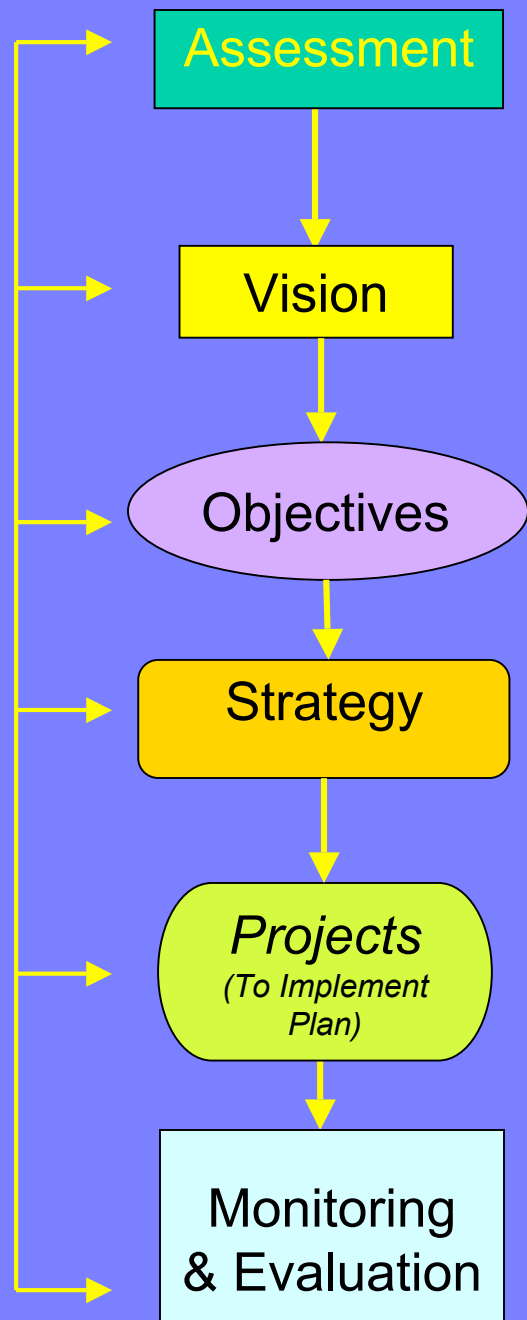
- The Columbia has a unique central funding source in the revenues from the federal dams
- Coordinating other federal funding depends on the program
- Credible science review pays off

**FEDERAL AGENCY  
FISCAL YEAR 2002-2004 FUNDING  
COLUMBIA RIVER BASINWIDE SALMON**

<b>(\$ in millions)</b>	FY 2002 <i>Enacted</i>	FY 2003 <i>Budget</i>	FY 2004 <i>Budget</i>
<u>COLUMBIA RIVER BASIN:</u>			
Army Corps of Engineers	98.00	113.5	125.1
Bureau of Land Management	10.8	10.8	10.8
Bureau of Reclamation	11.0	15.0	19.0
United States Fish and Wildlife Service	10.0	11.7	10.3
Natural Resources Conservation Service	27.9	27.9	27.9
Bureau of Indian Affairs	0.4	0.4	0.4
United States Geological Survey	0.4	0.5	0.5
N.O.A.A. Fisheries	26.0	36.6	41.1
United States Forest Service	56.5	50.6	48.9
Environmental Protection Agency	18.3	18.3	18.3
TOTAL (Discretionary Appropriations)	259.3	285.3	302.3
Bonneville Power Admin. Direct Fish Costs	253.3	289.7	286.6
TOTAL (Discretionary & Indefinite)	512.6	575.0	588.9
<u>OTHER PACIFIC COASTAL SALMON:</u>			
Pacific Coastal Salmon Recovery Fund	110.0	90.0	90.0
NOAA Pacific Salmon Treaty	45.0	40.0	0
TOTAL (Other Pacific Coastal Activities)	155.0	130.0	90
<b>GRAND TOTAL</b>			
(Columbia & Other Pacific Salmon)	667.6	705.0	678.9

# The implementation challenge – the role of science

- Strong independent panels for project scale and “big picture” issues
- Key programmatic overviews at key times; *Return to the River, Upstream, etc.*
- Ongoing dialogue with policy makers
- Example follows: the ISRP describes a logic path for subbasin planning



## IDENTIFIES LIMITING FACTORS:

*Spawning habitat loss due to development in headwaters, passage problems at culverts, high water temperature in lower reaches, extinct coho run*

## Guides and Prioritizes Actions:

*Establish protected and rebuilt self-sustaining fish runs; maintain genetic integrity; reconnect habitats*

Type 1, Population: *Return 5,000 spring chinook & 1,000 coho*

Type 2, Habitat: *Water temperature < 70°F in lower reaches*

*Build from Strength - protect all actively spawning redds*

*Restore Ecosystem - recover riparian functions in lower reach*

*Artificial Production - restoration of coho run*

Habitat Acquisition in  
Headwaters

198504501

Coho Reintroduction (RFP)

Culvert Replacement  
and Fencing Enclosure

200100001

## Indicators:

*water temperature, sediment load, redd and juvenile counts*

## Performance Standards:

*lower reach water temperatures < 70°F*

# A thoroughly arbitrary grading of the role of science

- Tutorial – excellent
- Conclusiveness – fair, but improving
- Experimental – poor
- Predictive - terrible



# The implementation challenge – federal vs. local leadership

- Key shift from Clinton staff to Bush – rely more on locally developed plans
- States have maturing structures for subbasin planning, funding and monitoring
- Bush directives to feds are to support the states and use Council's subbasin plan process

# Subbasin Planning Infrastructure - Functional Levels

## Subbasin

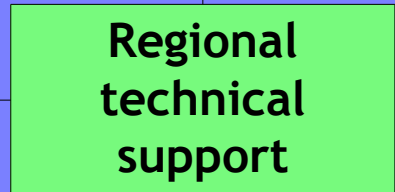
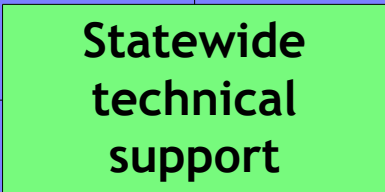
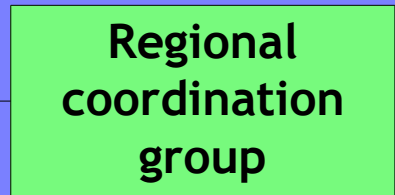
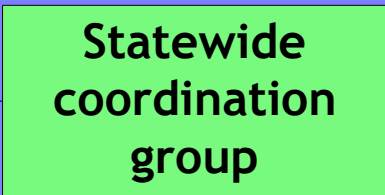
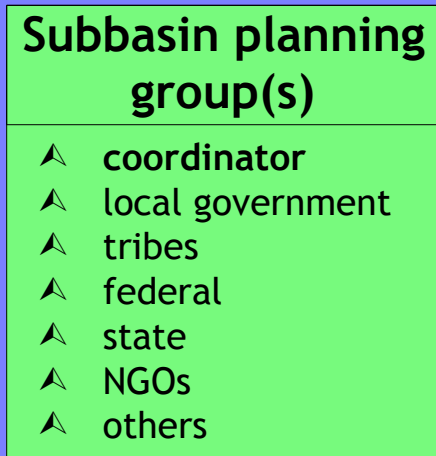
## State/Tribal

## Regional

Level 1

Level 2

Level 3



- ▲ develop subbasin plan
  - ▲ assessment
  - ▲ resource inventory
  - ▲ management plan
- ▲ ensure broad participation
- ▲ coordinate with level 2

- ▲ represent tribes/states
- ▲ guide subbasin planning
- ▲ provide policy guidance
- ▲ organize resources to assist in planning process
- ▲ review and package plans for submittal to Council
- ▲ provide coordination and project management

- ▲ Council, Tribes, BPA, NMFS, USFWS, and statewide coordination group representatives
- ▲ advises Council on overall schedule, budget, federal coordination issues
- ▲ assist Council SBP policy decisions

# What to look for

- Do funding sources combine towards common objectives defined in the region?
- Does science play an interactive role and does implementation incorporate serious monitoring and feedback?
- Can the federal government bear to play a supporting role?
- Do subbasin plans perform at population scales?