

North Santiam Basin Collaborative Process Options and Recommendations

Water resource and environmental issues within the North Santiam Basin are presently addressed in segmented processes without the benefit of considering a basin-wide perspective, or not at all. Basin stakeholders interviewed to date see a need for a collaborative process that could address important issues on a watershed basis. Driving factors for a collaborative process for the North Santiam Basin include: the urgent nature of the issues being considered (e.g., meeting water needs, especially under emergency situations for all basin water requirements); a timely opportunity to take advantage of momentum established from the various separate efforts; an ability to achieve an economy of scale and cost sharing among participants; and an ability to meet multiple goals simultaneously.

In order to further discussions among stakeholders, this paper, and its supporting materials, offer focus areas for participants of a collaborative process to consider, along with models for how a collaborative process could be established. It is recommended that the basin stakeholders consider these options and work together to develop next steps in establishing a collaborative process.

Background and assessment interview summary

The City of Salem and the North Santiam Watershed Council asked Oregon Consensus to conduct a neutral assessment of the potential for multiple stakeholder collaboration related to water management in the North Santiam Basin. The assessment consisted of interviews with seventeen parties representing a range of perspectives on water management issues in the North Santiam Basin. The purpose of the interviews was to understand the parties' interests, concerns, and willingness to participate in a consensus-based collaborative process to address those issues and concerns.

The Assessment Interview Summary prepared by Oregon Consensus (October 14, 2009) highlighted a number of key issues, concerns and ideas raised by the seventeen interviewees, which included the following broad topics:

- Suggestions and observations about balancing conflicting uses
- Protecting habitat and water quality
- Concerns about data management and distribution
- Interest in increased communication and coordination
- Ideas regarding a future collaborative process

The Summary did not draw conclusions or provide detailed recommendations other than to indicate that a clear need exists for collaboration among multiple parties to address complex water management issues in the North Santiam Basin. For more detailed information on the interview summary, see Appendix A.

Why would a stakeholder want to become involved in a collaborative process?

North Santiam stakeholders are already very busy with their own priorities and projects, as well as any existing collaborative processes with which they may be involved. A stakeholder would be unlikely to commit time and effort to be involved in a North Santiam collaborative process without some certainty that it would be effectively organized, assist them in accomplishing their goals, and improve water resource and environmental conditions in the North Santiam Basin. For a process to be worthwhile, stakeholders would need to see that it would result in some or all of the following advantages:

- Efficiencies
- Cost sharing
- Better results
- Fewer legal problems or lawsuits
- Addressing water resource issues in the North Santiam Basin now will produce better results than waiting, when the situation will have worsened

- Accomplish stakeholders' goals
- More comprehensive watershed management
- Improved communications
- Better understanding of stakeholder perspectives
- Potential to improve opportunities to receive grants
- Potential to inform the public and provide an avenue for the public to constructively provide input and knowledge
- An opportunity to break gridlock
- Provides one comprehensive forum or approach from a basin-wide perspective rather than relying on multiple, uncoordinated efforts focused on specific narrowed perspectives
- Foster good stewardship and good neighbor reputation
- Trust-building
- “No surprises” ESA coverage

What options might be available for starting a collaborative process?

Beginning collaboration that encompasses a whole watershed, such as the North Santiam Basin, is always a difficult task. Successfully starting such a process typically requires a core group of stakeholders to provide the momentum and energy to move a process forward. Oregon Consensus and Triangle Associates (Facilitation Team) suggest that the City and basin stakeholders consider one of two approaches for kick-starting a collaborative process in the North Santiam Basin – understanding that the option of maintaining the status quo without a basin-wide collaborative process is available. The following is a summary of two options for the City of Salem to consider as it pursues next steps with stakeholders:

1. **Individual meetings:** Schedule individual meetings with key agencies’ staff (e.g., USACE, NOAA, USFS, BOR, BPA, ODFW, etc.) to review and discuss elements within this paper. Discussions would include understanding mutual interests, locating funding opportunities, determining the desired level of participation by agencies, determining the type of collaborative process to pursue, and planning the specific approaches for the organization of a collaborative group.
2. **Summit:** Work with key agencies (e.g., USACE, NOAA, USFS, BOR, BPA, ODFW, etc.) using the ideas within this paper, to agree on sponsors or conveners for conducting a “Summit” meeting of basin stakeholders. Once sponsors/conveners are on board, they would inform basin stakeholders of the ideas contained in this paper and the idea of holding a meeting of all stakeholders to consider the formation of a basin-wide collaborative process. A “Summit” would allow all of the interests to meet together and discuss the needs, interests, and approaches for a collaborative process.

The above options for next steps offers North Santiam Basin stakeholders the ability to better decide on an approach that maximizes their productivity, optimizes their involvement, and at the same time is structured to help them accomplish their own specific goals and objectives. Through individual meetings or a “Summit” approach, the stakeholders could better determine how or if to proceed with a collaborative process in the North Santiam Basin.

A schematic of two potential next step options is shown below:

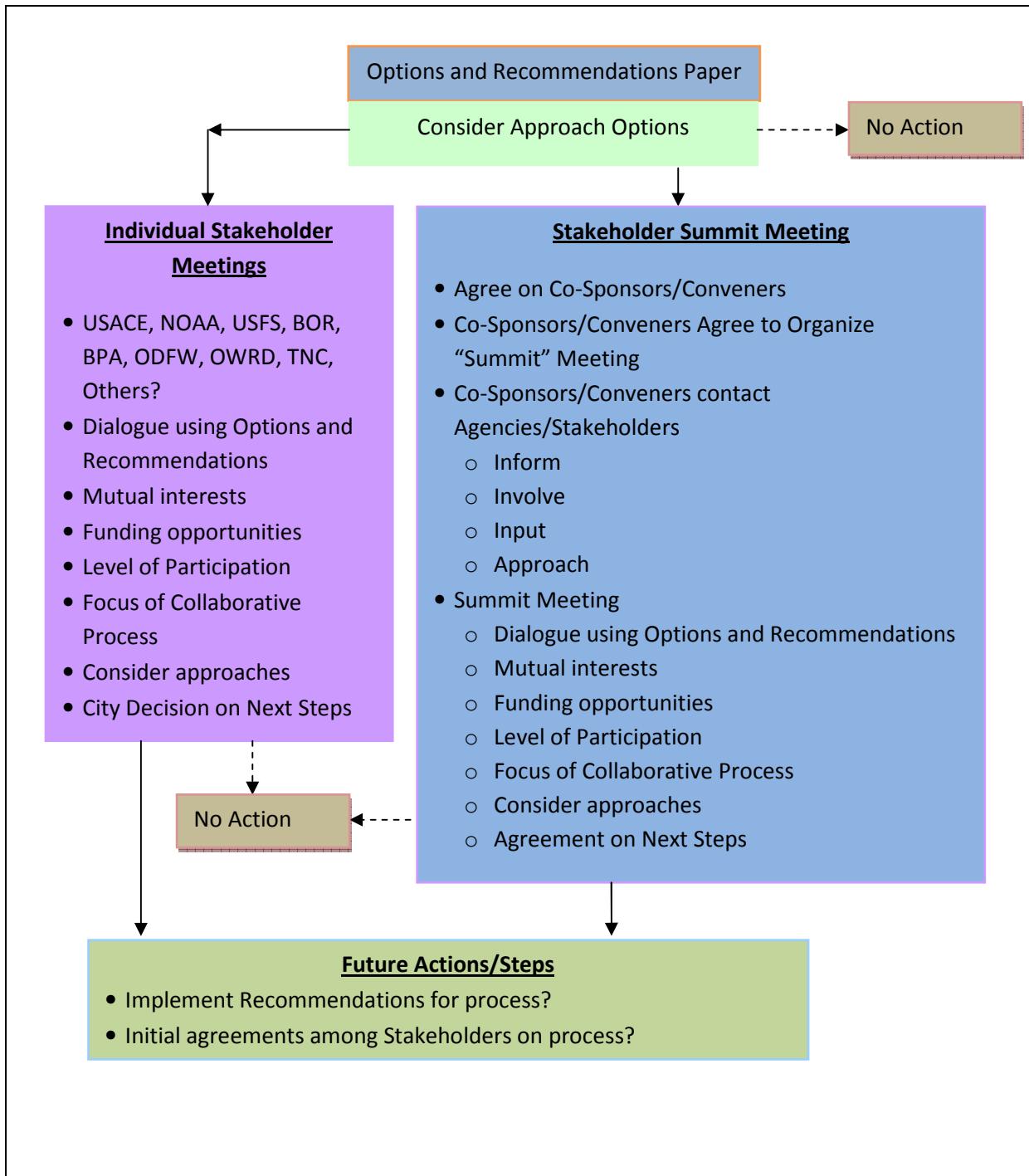


Figure 1. Process Schematic for Starting a Stakeholder Process

Initial Recommendation

Oregon Consensus and Triangle Associates recommend the City of Salem and the North Santiam Watershed Council pursue the Summit Meeting option because it will require fewer resources and less time overall. It will result in multiple conveners that should increase interest in developing a process, and it will result in multiple stakeholder discussions about basin issues earlier than the more complex individual meeting option.

Potential outcomes for a collaborative process

In preparation for pursuing one of the two next step options (see Figure 1) with agencies and other stakeholders, the rationale, goals, objectives and options for conducting a collaborative process should be better defined.

By considering the outcomes and the benefits of a collaborative process, Basin stakeholders will be better able to decide on an approach that maximizes their productivity, optimizes their involvement, and at the same time is structured to help them accomplish their own specific goals and objectives. Based on the evaluation of various approach options and meetings between the multiple interests in the basin, stakeholders could better determine how or if to proceed with a collaborative process in the North Santiam Basin.

The following are potential products that stakeholders should consider as outcomes of a collaborative process:

- Comprehensive Watershed Management Plan - Create a watershed management plan that looks at the basin in a comprehensive manner
- Water Resource Plan - Develop focused water plan that integrates and balances multi-objective interests in the watershed
- Emergency Action Plan - Create an emergency action plan for the North Santiam Basin
- Sampling and Analysis Plan - Develop a sampling and analysis plan for the North Santiam Basin
- Basin Communications Plan - Improve basin-wide communications focusing on water supply, fish, wildlife, recreational, and aesthetical values of the North Santiam Basin
- Basin Vision Plan - Develop a vision for the North Santiam Basin with milestones for accomplishing that vision

North Santiam Basin stakeholders might identify other outcomes or some combination of outcomes listed above. This list is intended to reflect the issues, concerns and ideas that were heard as part of the interviews and does not restrict or limit other possibilities. For more detail on outcomes, including a more thorough identification of objectives and benefits of each outcome, see Appendix B.

What are possible organizational structures for a collaborative process?

In order to move into a formal collaborative process, it will be important for Basin stakeholders to consider what outcomes they desire, what organizational structure should be used, and how to finance an effort. Appendix C lists some of these considerations along with comments to consider, all of which should be included as discussion items at a basin "Summit."

The next sections of this document focus on potential models for a North Santiam Basin collaborative process. There are a number of elements to consider in choosing any of these models for use in the North Santiam Basin. Importantly, identifying what budget will be needed and how to obtain this funding.

Depending on the desired outcomes, objectives, and benefits, stakeholders could consider a number of models for organizing a collaborative group. The list below identifies four possible organizational

structures, or models, for a collaborative process and Appendix D includes more detailed descriptions of how they could be applied to the North Santiam Basin, along with apparent advantages, concerns, and thoughts on costs.

Model 1 – Newly Formed Collaborative Group. Watershed management varies in its approaches across the nation, although a set of generalized characteristics are usually held in common. Some characteristics include: they are generally collaborative with some form of consensus decision-making process; they require participation from numerous, multi-interest entities; the vision, goals, objectives, and outcomes are agreed on by the group; issue topics are identified early on, such as water quantity, quality, habitat, instream flow; there is a mix of science/technical and policy issues that are incorporated; and there is an interdisciplinary approach to the varied issues (e.g., biological, economic, social) that affect a watershed.

Model 2 - Use or attach to an existing committee or group that is involved within the basin. There are numerous existing groups and agencies working in the North Santiam Basin, including: North Santiam Watershed Council; The Federal Lakes Recreation Committee that addresses recreational needs in Detroit Lake; USACE's "Willamette Action Team for Ecosystem Restoration" (WATER) and Instream Flow Incremental Methodology processes that address BiOp implementation (including flow management issues and TNC's Sustainable Rivers Program); Oregon Department of Water Resources Integrated Water Resource Strategy; and NMFS/ODFW's Upper Willamette River Conservation and Recovery Plan for threatened and endangered fish species. Several of these groups have already established stakeholder advisory committees. While not common, a group might be willing to change or expand its role and goals in order to morph into a basin-wide effort.

Model 3 - Core management team with scheduled workshops including all stakeholders. By taking this approach, key stakeholders would form a core management team to organize workshops germane to important topics in the North Santiam Watershed. The core management team could be a fairly loose group, moderately formal, or more formal with set meeting times and organizational structure protocols.

The approach would foster coordination between local, federal, and state stakeholders, while at the same time encouraging information sharing and fact-finding about important issues through the development of educational and policy-driven workshops. Workshops could either be information-only, or could be designed to produce advice or recommendations from stakeholders to inform various studies, planning efforts, or other efforts. For instance, workshops could be established that would focus on technical/science topics, or specific outcomes such as an emergency action or sampling and analysis plan.

Model 4 - No Action. This approach assumes business-as-usual and maintains a status quo approach to managing the North Santiam Basin.

Conclusions

This paper suggests an approach to create a collaborative process in the North Santiam Basin. It summarizes the findings from the North Santiam Basin interview summary prepared by Oregon Consensus (see Appendix A), and then suggests a series of options for next steps in starting a collaborative process. Specifically, Oregon Consensus and Triangle Associates recommend that the City of Salem and the North Santiam Watershed Council pursue a "Summit" meeting that is convened by Basin stakeholders. The purpose of the summit will be to start a conversation regarding the needs, benefits, and potential outcomes (for more information, see Appendix B) that could result from a collaborative process. Based on summit discussions and a better understanding of desired outcomes of a collaborative process, conveners would then develop next steps in defining process structure. This paper notes several elements of a collaborative process that should be considered when convening (see

North Santiam Collaborative Process Options and Recommendations
May 13, 2010

Appendix C). Finally, three models and one no action option (for more information, see Appendix D) are presented that then could be used to drive a collaborative process for Basin stakeholders.

Oregon Consensus and Triangle Associates are excited to discuss these elements in greater detail with the City of Salem and the North Santiam Watershed Council.

Appendices

Appendix A: Background and Assessment Interview Summary

The City of Salem and the North Santiam Watershed Council asked Oregon Consensus to conduct a neutral assessment of the potential for multiple stakeholder collaboration related to water management in the North Santiam Basin. The assessment consisted of interviews with seventeen parties representing a range of perspectives on water management issues in the North Santiam Basin. The purpose of the interviews was to understand the parties' interests, concerns, and willingness to participate in a consensus-based collaborative process to address those issues and concerns.

The Assessment Interview Summary prepared by Oregon Consensus (October 14, 2009) highlighted a number of key issues, concerns and ideas raised by the seventeen interviewees, including the following:

Balancing Conflicting Uses

- Protection of water rights
- Protection of in-stream flows
- Inaccurate or inflated demand forecasts from main water users without greater emphasis on conservation
- Recognition that water supply is limited and demands may not be met all years
- Pressure on US Army Corp of Engineers (USACE) and Oregon Water Resources Department (OWRD) to keep Detroit Lake full
- Manage river within manner consistent with Clean Water Act (CWA)/ESA and Willamette Project Biological Opinion (BiOp)

Protecting Habitat and Water Quality

- Need to understand the relationships between flow, temperature, and water quality both in North Santiam but also how it affects the Willamette.

Data Management and Distribution

- Suspicion about how data is gathered, analyzed and interpreted, by whom and how that data is used
- Not enough information sharing
- Data gaps limit our understanding of the big picture

Communication and Coordination

- There is no coordinated, basin-wide approach to water management
- Turf issues, multiple agencies and layers of government involved make coordination difficult
- Lack of forum for cross table negotiations

Collaborative Process

- Timing (what would be the right timing for the North Santiam Basin?)
- Process fatigue - too many processes currently underway (WATER, Recovery Planning, TMDL Implementation Planning, FERC, and others)
- Would critical stakeholders participate and not just defend status quo?
- Funding and long term commitment

The Summary did not draw conclusions or provide detailed recommendations other than to indicate that a clear need exists for collaboration among multiple parties to address complex water management issues in the North Santiam Basin

Appendix B: Potential Outcomes for a Collaborative Process

The following are potential outcomes that could result from a collaborative process, with a list of the potential objectives and the potential benefits that could be realized for each outcome:

Outcome options for a collaborative process	Objectives	Benefits
<u>Comprehensive Watershed Management Plan</u> Create a watershed management plan that looks at the basin in a comprehensive manner	<ul style="list-style-type: none"> • Develop a Strategic Water Resource and Environmental Management Plan that considers broad needs for the basin • Create a group representing a broad range of stakeholder interests, and one that brings the many separate efforts together, with the intention of developing a comprehensive plan for the watershed • Coordinate separate existing processes into one basin-wide effort that comprehensively plans for the basin • Provide better opportunities for funding, from agencies and grant opportunities, in order to fund a collaborative process • Involve the public in understanding and resolving issues in the basin • Develop a basin-wide coordinated approach for providing input and/or implementing the Willamette BiOp, recovery plans, or other basin-wide efforts • Offers certainty in governmental roles and responsibilities regarding ESA-listed species (e.g., “no surprises” or Safe Harbor clause) • Include economic, social, and land use issues as part of a comprehensive approach. 	<ul style="list-style-type: none"> • Develop focus on a basin-wide approach rather than separate uncoordinated efforts, and create an environment for implementing efforts • Provide for coordination and communications among all basin interests, and a better understanding of the many separate efforts • Realize the need to entertain all issues and reach agreements and develop actions that consider all interests and perspectives • Public becomes more informed and involved in resolving water resource and environmental issues in the basin • ESA coverage or reduced liability • Link Federal efforts, local existing planning efforts, and State efforts • Consider how a comprehensive approach would interact positively with local existing planning, such as the North Santiam Watershed Council
<u>Water Resource Plan</u> Develop focused water plan that integrates and balances multi-objective interests in the watershed	<ul style="list-style-type: none"> • Create a collaborative group for developing a plan or approach that provides a safe, reliable, and equitable water supply for instream flow, municipal consumption, power generation, agriculture, and recreation that also supports the region’s economic health and development needs • Identify existing and future water use volumes and patterns of use • Identify existing water rights • Define specific water conservation actions that watershed interests would 	<ul style="list-style-type: none"> • Water quality and quantity needs are met for multiple objectives. Water rights and existing and future use volumes and patterns of use are identified and quantified • Measures and means for providing water for all needs are identified • Broader involvement • ESA coverage or reduced liability • Operational plans specific to water users, suppliers and type of water year brings greater certainty

Outcome options for a collaborative process	Objectives	Benefits
	<p>take (both emergency and non-emergency actions)</p> <ul style="list-style-type: none"> • Identify alternative sources of water • Encourage greater range of interests, such as economic business interests, to become involved in the process • Water supply planning would integrate ESA needs • Could offer certainty in governmental roles and responsibilities regarding ESA-listed species (e.g., “no surprises” clause) • Plan for future water scenarios 	
<p><u>Emergency Action Plan</u></p> <p>Create an emergency action plan for the North Santiam Basin</p>	<ul style="list-style-type: none"> • Consider all forms of emergencies, including drought, extended drought, climate change, floods, earthquakes, terrorism, dam failures, spills, etc. • Develop pre-determined actions, specific agreements, and cost-sharing needs that stakeholders would take in the event of specific, unusual water conditions that would impact normal operations • Define the monitoring and reporting system that would help anticipate an emergency • Educate the public on emergency situations and plans to address them • Offer certainty in governmental roles and responsibilities 	<ul style="list-style-type: none"> • Basin interests are able to address and anticipate emergencies in a logical, pre-developed, coordinated way that will lessen public safety and property damage impacts • Interests will be able to prepare in advance for their specific roles and responsibilities during emergencies • Less likelihood of economic distress if interests are prepared for emergencies • A better educated and prepared public
<p><u>Sampling and Analysis Plan</u></p> <p>Develop a Sampling and Analysis Plan for the North Santiam Basin</p>	<ul style="list-style-type: none"> • Communicate and potentially coordinate existing data collection and monitoring efforts, including BiOp, state recovery plan development, FERC relicensing, and watershed council activities • Document the data collection and monitoring necessary to understand and manage the health of the basin • Develop a sampling and analysis plan that provides consistent protocols for data collection, analysis, and access to information • Gain a comprehensive understanding of what data and scientific analysis is being conducted in the basin • Look for efficiencies in how the data is collected and analyzed 	<ul style="list-style-type: none"> • Lays out a monitoring and data collection plan that can be communicated to policy-makers, funding sources, utility customers, and stakeholders • Provide a better understanding basin-wide on what data collection, analysis, and research is being conducted in the basin • Create an environment of being able to share information and potentially coordinate data efforts allowing for greater efficiencies • Improve understanding of the basin • Increased potential funding opportunities and cost-sharing

Outcome options for a collaborative process	Objectives	Benefits
	<ul style="list-style-type: none"> • Create a collaborative group for developing a plan and/or providing oversight and/or communications about data collection, analysis, and research 	
<u>Basin Communications Plan</u> Improve basin-wide communications focusing on water supply, fish, wildlife, recreational, and aesthetical values of the North Santiam Basin	<ul style="list-style-type: none"> • Establish communication protocols among stakeholders regarding the various projects, activities, and planning efforts in the basin, such as the BiOp, recovery planning, water supply planning, and system operations • Use improved communications to provide more effective basin efforts and involvement from a wider number of interests and stakeholders. For example, BiOp implementation efforts could be communicated to a basin-wide group comprehensively and effectively • Expand opportunities to communicate on a basin-wide level with the public 	<ul style="list-style-type: none"> • Improved communications provide interests with knowledge of activities going on in the basin • Better communications among multiple interests and the public results in greater collaboration and coordination of efforts • Public and stakeholders become more involved in natural resource issues resulting in more effective basin-wide water resource and environmental efforts
<u>Basin Vision Plan</u> Develop a vision for the North Santiam Basin with milestones for accomplishing that vision	<ul style="list-style-type: none"> • Create a group of stakeholders that would create a vision of the future for the North Santiam Basin, along with milestones and actions necessary to achieve that vision • Develop a basin-specific alternative futures plan for the basin, which includes the steps and milestones that should be taken in order to meet those visions • Provide public awareness and involvement in creating a future vision of the basin 	<ul style="list-style-type: none"> • A vision, milestones and actions could help create coordination and communications among all interests in the basin • A thoughtful basin-wide vision with milestones and actions could create momentum for taking specific actions that would help address water resource issues in the basin • An informed and involved public
Other Needs or Focus?	<ul style="list-style-type: none"> • To be identified in discussions with stakeholders 	<ul style="list-style-type: none"> • To be identified
Some Combination of Needs or Focus	<ul style="list-style-type: none"> • To be identified in discussions with stakeholders 	<ul style="list-style-type: none"> • To be identified

Appendix C: What elements of a collaborative process should stakeholders consider?

The following table includes a few elements that would need to be considered in the creation of any collaborative process.

Elements to Consider	Comments
Ground Rules	There are numerous models that can be used for ground rules or operating procedures that when adopted would allow a group to function effectively.
Decision-Making Process	<p>Generally collaborative processes are based on some form of consensus decision-making. The terms "consensus-seeking" or "consensus-based" processes can be used to define consensus decision-making. A definition of consensus from page 327 of the "Consensus Building Handbook: A Comprehensive Guide to Reaching Agreement" that might be applicable to the North Santiam Basin:</p> <p>"Before discussing the process of producing consensus, we should be clear about what we mean by the term consensus. We define consensus as 'agreement among all participating stakeholders.' A consensus agreement is one that all stakeholders participating in a consensus building process can accept. We strongly recommend that consensus building groups seek consensus, but do not require it to reach closure on the group's recommendations or decisions. Groups that require unanimous agreement risk being held hostage to their most demanding member(s). Groups that seek consensus but do not achieve it should acknowledge dissent, without forfeiting the opportunity to move forward with recommendations or actions that a very large minority of members do support."</p>
Convening	In order to begin a collaborative process, it will be important for one or more entities to lead in starting an effort. It is generally preferred for two or more to agree to do this so that those requested to attend see there are multiple interests in setting a collaborative process up.
Phasing of Efforts	It might be important to not start with a full scale project and rather begin with a smaller effort that will allow a chance for success on a manageable effort first, and then use the momentum to grow the process. Milestones could be established for each phase of the project so that outcomes can be defined.
Funding	A key element of a successful collaborative process is to obtain adequate funding for sustaining a process, considering the outcomes desired and the organizational structure needs. Organizational logistics, facilitation, developing grant applications, and expenses are important to consider ahead of time and plan for accordingly. Additionally, if scientific or technical efforts are anticipated, these need to be planned for. Funding can come from multiple sources including cost sharing among participants or governmental agencies, grants, allocations from governmental or legislative groups, and multiple other sources. Often an ongoing funding source is needed for the organizational group and technical and scientific efforts are funded through grants or agency/entity projects that coordinate with the desired outcomes. In-kind

Elements to Consider	Comments
	support is often a key resource support and should be encouraged. It is important for the stakeholders to develop a budget and list of potential funding sources early in the process in order to plan for success of the efforts.
Sunset or End Date Options	Some potential participants might be more willing to participate if a process has an end date and option to continue, such as milestones with opt in and out possibilities, so that the effort doesn't look like an infinite commitment.
Who Should be at the Table	It is important that the multiple interests in the North Santiam Basin have the opportunity to participate in a process. For starters, the list includes Federal governments (NOAA Fisheries, USFS, USACE, BOR, BPA, USFWS, EPA), State government (Governor's office, ODFW, ODEQ, OWRD), local governments (City of Salem, Cities located in watershed, Counties), non-government agencies, agriculture, irrigation districts, water control districts, business interests, environmental interests, general citizens, and others.
Realistic Numbers for a Group	Most effective collaborative efforts range in size from 10 to 25 or at most 30. Larger groups usually need sub-committees to function effectively.
Use of Caucuses	Because of the large number of interests in the watershed it is likely that some interests will need to have one representative that represents a number of similar interests.
Consider an incremental approach to watershed cooperation and management approach or the use of a pilot project to demonstrate the effectiveness of a collaborative process	For most of the model options and needs or focus, there is the possibility to take an incremental approach where stakeholders agree to initiate a limited pilot project, which could offer an early "win" and build momentum toward more intensive and potentially contentious issues. Such an approach could build relationships among stakeholders and develop lines of communication that could be built upon as more expansive efforts are proposed and implemented.
Legal agreements	If initial agreements for establishing a process are apparent, there are a few directions that could be taken. One important step would be formalizing an organizational structure and support of that structure, including development of formal agreements among the stakeholders. Possible mechanisms could include: <ul style="list-style-type: none"> • Memorandum of Understanding/Agreement (MOU/A) • Charter • Legal Document forming a group • Declaration of Cooperation For the example of a Declaration of Cooperation, Oregon Solutions could potentially be helpful in implementing specific options such as an emergency management plan, a communication plan or a pilot project, once consensus has been reached on what option/s stakeholders want to pursue. The Declaration of Cooperation would describe the commitments each party would make to the

North Santiam Collaborative Process Options and Recommendations
May 13, 2010

Elements to Consider	Comments
	solution (what they will do to implement the solution). Oregon Solutions also works with parties to identify an ongoing governance mechanism, so that the project will continue to be implemented once the actual Oregon Solutions project ends.

Appendix D: What are possible organizational structures for a collaborative process?

Depending on what potential options, objectives, and benefits are desired, the stakeholders could consider a number of possible real-life and general models for organizing a collaborative group. The list below identifies four possible models and includes a brief description of how any of these could be applied to the North Santiam Basin as a collaborative process, along with apparent advantages, concerns, and thoughts on costs.

Model 1 – Newly Formed Collaborative Group

Watershed management varies in its approaches across the nation, although a set of generalized characteristics are usually held in common. Some characteristics include: they are generally collaborative with some form of consensus decision-making process; they require participation from numerous, multi-interest entities; the vision, goals, objectives, and outcomes are agreed on by the group; issue topics are identified early on, such as water quantity, quality, habitat, instream flow; there is a mix of science/technical and policy issues that are incorporated; and there is an interdisciplinary approach to the varied issues that affect a watershed, including social and economic factors.

According to the U.S. Environmental Protection Agency's *Handbook for Developing Watershed Plans to Restore and Protect Our Waters*, steps include: (1) Build partnerships; (2) Characterize the watershed to identify problems; (3) Set goals and identify solutions; (4) Design an implementation program; (5) Implement the watershed plan; and (6) Measure progress and make adjustments.

Relationship to the North Santiam Basin

Oregon's approach includes focusing on its watershed councils, as well as supporting efforts including the Oregon Plan for Salmon and Watersheds. Forming a Basin-wide group is certainly an approach that is available to the North Santiam Basin but would include a commitment of a broad range of stakeholders. For the North Santiam Basin, decisions would need to be made, at a minimum, on the purpose of such an effort, what membership would be at the table, especially considering the large number of potential participants, whether to form caucuses, and should technical and policy committees be formed.

Advantages of this type of Model for the North Santiam Basin

- Broad, inclusive stakeholder approach to resolving watershed issues that could result in specific agreements and actions for a variety of situations (emergency, drought, water flows and withdrawals, etc). Transparency and trust would be essential components.

Concerns or Barriers for this type of Model for the North Santiam Basin

- High number of stakeholders, long time-frame to set up process and to reach agreement.
- Cost, complexity of legal and jurisdictional requirements to reach accord.
- Redundancies of effort since regulatory agencies are already involved in so many other processes.
- May require resource agencies to step outside their traditional roles to reach a collaborative agreement so would require empowerment of agency representatives.
- Lack of urgency or motivation, unclear goals or expectations will make groups shy away from such an approach.

Thoughts on Costs of this Model

Likely High - High costs might make it difficult to find funding from outside grants or from watershed stakeholders. Need for outside facilitation, long time-frame and number of stakeholders would drive up costs without a guarantee of "success" or completion. Hard to budget for such a project.

Model 2 - Use or attach to existing committee or group that is involved within the basin

There are numerous existing groups and agencies working in the North Santiam Basin, including: North Santiam Watershed Council; The Federal Lakes Recreation Committee that addresses recreational needs in Detroit Lake; USACE's "Willamette Action Team for Ecosystem Restoration" (WATER) and Instream Flow Incremental Methodology process that addresses BiOp implementation (including flow management issues and TNC's Sustainable Rivers Program); Oregon Department of Water Resources Integrated Water Resource Strategy; and NMFS/ODFW's Upper Willamette River Conservation and Recovery Plan for threatened and endangered fish species. Several of these groups have already established stakeholder advisory committees.

While not common, a group might be willing to change or expand its role and goals in order to morph into a basin-wide effort.

Relationship to the North Santiam Basin

This potential approach would be to build from the efforts of a pre-existing forum to achieve the desired goals of increased cooperation and collaboration between stakeholders. For example, the North Santiam Watershed Council – made up of watershed stakeholders from landowners, economic interests, and water users – has taken a participatory and voluntary approach, including conducting a watershed assessment in 2001, and it continues to implement ad hoc projects funded through efforts including the Oregon Watershed Enhancement Board, Meyer Memorial Trust, and Department of Environmental Quality. This could provide a good base for looking toward a broader perspective.

Advantages of this type of Model for the North Santiam Basin

- Potential of leveraging existing organizational capacity to foster new watershed management efforts.
- Many of the above mentioned groups have a stakeholder or watershed outreach component.
- Using this approach could meet multiple goals of different existing groups with minimal reorganization.
- Efficiency and reduced redundancy of information gathering, sharing and decision making.
- Could be a model for other efforts in other watersheds
- As an example, the Watershed Council is an existing organization with many of the water user stakeholders (e.g., water control district, City of Salem) along with business community, landowners and public membership, which could provide a starting point for creating a broader group.

Concerns or Barriers for this type of Model for the North Santiam Basin

- Could add a layer of complexity to groups already in process and with different goals.
- Likely would require official agreements or revisions of scope or goals.
- May not result in any new agreements or actions that would not already be accomplished by existing groups.
- Potential unwillingness of existing groups to change their current structure or undertake a broader scope, especially if under a regulatory timeline (e.g., USACE BiOp).
- Key stakeholders may not participate if new effort exceeds their prescribed goals.
- Most of these groups are focused on their "mission" and may not provide a balanced, neutral venue for conversation.

Thoughts on Costs of this Model

Likely Moderate - depending on flexibility of groups to adapt and what need or focus is added to the work effort.

Model 3 - Core management team with scheduled workshops among all stakeholders

By taking this approach, key stakeholders would form a core management team to organize workshops germane to important topics in the North Santiam Watershed. The core management team could be a fairly loose group, moderately formal, or more formal with set meeting times and organizational structure protocols.

The approach would foster coordination between local, federal, and state stakeholders, while at the same time encouraging information sharing and fact-finding about important issues through the development of educational and policy-driven workshops. Workshops could either be information-only, or could be designed to produce advice or recommendations from stakeholders to inform various studies, planning efforts, or other efforts. For instance, workshops could be established that would focus on technical/science topics, or specific outcomes such as an emergency action or sampling and analysis plan.

Relationship to the North Santiam Basin

If interest in creating a broader group does not exist, but if there is a more limited core group that wants to form, this model could be a way to start. The core management group would be the driving force behind efforts and would organize workshops with the anticipation that a broader group of stakeholders would participate. Workshops would need to be focused on specific topics and well organized, including a definition of the purpose and goals of each workshop. Agencies and stakeholders that might not be involved in a regular meeting might be willing to participate in an occasional workshop, especially if they see that a workshop was addressing issues related to their own mission.

Advantages of this type of Model for the North Santiam Basin

- This approach could address concerns related to transparency, data gathering and data sharing.
- May address several outreach goals for different agencies working in the watershed.
- Strategies such as the BiOp, OWRD strategy, etc. ultimately will need public support and action to achieve their goals. A collaborative process that integrates local stakeholders (i.e. citizens, municipalities, landowners, etc.) will improve the likelihood that those goals are met (i.e. recovered salmonid populations, meet flow needs, etc.)

Concerns or Barriers for this type of Model for the North Santiam Basin

- This approach may not result in any management decisions or actions.
- Stakeholder participation may be less, as it could be “information only” format.
- May lead to frustration if there is no dialogue, or dialogue but no ability to affect outcome (i.e. perception that decisions have already been made).

Thoughts on Costs of this Model

Low costs if an existing group, such as the North Santiam Watershed Council, is used as the basis for a core group and expanded to include specific agency representatives. Workshops could be sponsored by a stakeholder’s group.

Model 4 - No Action

This approach assumes business-as-usual and maintains a status quo approach to the North Santiam Basin

Relationship to the North Santiam Basin

If there is just no momentum or energy to form a collaborative process, this might be an ultimate outcome. Number of existing groups and processes could preclude adding another.

Advantages of this type of Model for the North Santiam Basin

- Groups or individual can participate in existing efforts as needed or required with no additional staff or funding.

Concerns or Barriers for this type of Model for the North Santiam Basin

- Continues piecemeal actions in the watershed with no overall water management strategy.
- Emergency or future supplies may not be addressed.
- Various processes will come up with strategies and actions that could potentially conflict with each other.
- Lost opportunity to determine and coordinate strategies and actions that are mutually beneficial.
- Staffing and funding could become low priority

Thoughts on Costs of this Model

Lowest cost initially because it will maintain the status quo. However, there are likely costs of doing nothing that while not definable, could be substantial in the long term