

UNIT 6E. SALMON POLITICAL SCIENCE: THE DILEMMA OF GOVERNMENT MANAGEMENT AND REGULATION

LEVEL	TIME (min.)
Advanced	180

BENCHMARKS			
Next Generation Science Standards	HS-ESS3.A	HS-ESS3.C	
Science & Engineering Practices	8. Obtaining, evaluating, and communicating information.		
Common Core State Standards – ELA/Literacy	CCRA.W.7	CCRA.SL.1	CCRA.SL.2
Oregon Social Sciences Academic Content Standards	HS.19	HS.61	HS.63

INTRODUCTION:

Because salmon have been of economic, recreational, historical and cultural importance to the people of the Northwest, government has always had an interest in managing, regulating and, now, attempting to slow their decline. Over the years, federal, state and local governments have developed numerous policies and a multitude of government bodies, each with a role in the management and regulation of salmon. This activity introduces students to the often frustrating world of politics. Through a critical examination of these governmental acts and entities that influence salmon, students will gain an understanding of this complex system and will work to creatively rethink and redesign it. This lesson was developed by Karl Weist and Jay Hopp, with contributions from Michael C. Blumm and Brett M. Swift from the Northwest Water Law and Policy Project.

OBJECTIVES:

Students will:

- gain an understanding of the complex system of management and regulation of salmon.
- critically examine the system of management and regulation and creatively work to rethink and redesign the decision-making, management and regulation process.

MATERIALS:

- STUDENT HANDOUT 6E-1: Salmon Political Science Activity
- Reference materials (library)
- Computers with Internet access
- Butcher paper to make two large class charts
- Marking pens
- State of Oregon Map: Surface Management Responsibility, 1994. Available from the Bureau of Land Management (BLM) for \$3 (optional, but strongly recommended – great visual)

KEY QUESTIONS:

Is it possible to get all governmental bodies to agree on policies of management of regulation and management of salmon? Why or why not?

How can the process be streamlined so that good decisions can be made, implemented and enforced in a reasonable timeframe?

Why are there “turf wars” over regulation and management, when most involved are interested in saving the salmon?

Where do you see contradictions in management and regulation?

Are there other bodies outside of government who also have an interest in managing and regulating salmon?

Who are they? What is their perspective?

VOCABULARY:

jurisdiction regulatory

PROCEDURE:

1. If you have a computer lab at your school with Internet access, reserve a day or two for your class to conduct research. If not available, reserve a day or two in the library to conduct research. (you may want to split the class up and send half to the library and half to the lab and then switch).

2. Cut out each of the GOVERNMENT BODIES and each of the GOVERNMENT POLICIES.

3. On two large pieces of butcher paper, create two charts. The first chart should be titled, SALMON MANAGEMENT AND REGULATORY GOVERNMENT BODIES, with the following headings:

GOVERNMENT BODY	FEDERAL, STATE, OR LOCAL	MANAGEMENT PURPOSE	REGULATORY AUTHORITY	JURISDICTION
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The second chart should be titled, SALMON MANAGEMENT AND REGULATION GOVERNMENT POLICIES, with the following headings:

GOVERNMENT POLICY	FEDERAL, STATE, OR LOCAL	PURPOSE OF POLICY	HOW IS POLICY ENFORCED?	JURISDICTION
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4. Divide the class into groups (there are 25 government bodies and 7 government policies). Out of the “hat,” have the groups draw the bodies and policies, until all have been chosen.

5. As with any type of group work, make sure all in the group have a role and share the workload.

6. Review STUDENT HANDOUT 6E, which reviews the tasks for each group in this research activity.

7. Have the students conduct research, filling out the chart as they go. Use the document, created by Karl Weist, entitled GOVERNMENT BODIES AND THEIR AUTHORITY TO REGULATE SALMON, as a teacher guide.

8. When the chart is complete to your satisfaction, use the KEY QUESTIONS to guide a discussion. Within this discussion be sure to guide the students in a direction where they attempt to streamline the process of decision-making.

9. When you have come up with some good ideas, you may want to encourage students to take action by writing or e-mailing your federal, state, or local political officials informing them of their recommendations.

Confederated Tribes of the Umatilla Indian Reservation (CTUIR)	Bureau of Land Management (BLM)	Portland Bureau of Environmental Services (PBES)
Confederated Tribes of the Warm Springs Reservation of Oregon (CTWSRO)	Northwest Power and Conservation Council (NPCC)	Columbia River National Estuary Program (CRNEP)
Army Corps of Engineers (COE)	Oregon Department of Fish and Wildlife (ODFW)	Tillamook Bay National Estuary Project (TBNEP)
Pacific Salmon Commission (PSC)	Oregon Department of Environmental Quality (DEQ)	Oregon Plan for Salmon and Watersheds
National Marine Fisheries Service (NMFS)	Oregon Department of Forestry (ODF)	Columbia River Fish Management Plan
U.S. Fish and Wildlife Service (USFWS)	Oregon Water Resources Department (WRD)	Clean Water Act
Environmental Protection Agency (EPA)	Oregon Department of Agriculture (ODA)	Endangered Species Act

Bureau of Reclamation (BOR)	Oregon Department of Land Conservation and Development (OLCDC)	National Estuary Program
Federal Energy Regulatory Commission (FERC)	Oregon Watershed Enhancement Board (OWEB)	Federal Power Act
Bonneville Power Administration (BPA)	Grand Ronde Model Watershed Council (GRMWC)	Northwest Forest Plan
U.S. Forest Service (USFS)	McKenzie River Watershed Council (MRWC)	

GOVERNMENT BODIES AND THEIR AUTHORITY TO REGULATE SALMON

(created by Karl Weist of the Northwest Power Planning Commission)

Confederated Tribes of the Umatilla Indian Reservation (CTUIR)

- 1855 Treaty with the Walla-Walla, Cayuses and Umatilla Tribes established reservation
- Reserved water rights to serve the purposes of the reservation, including support of fisheries. Guaranteed the right to fish both on and off reservation at “usual and accustomed” places “in common with citizens of the United States.”
- US v. Oregon and US v. Washington— court cases assured the tribe the right to 50% of the salmon harvest.
- The tribe is a party to the Columbia River Fish Management Plan that allots the in-river harvest of Columbia River salmon.

Confederated Tribes of the Warm Springs Reservation of Oregon (CTWSRO)

- 1855 Treaty with the Tribes of Middle Oregon established reservation
- Reserved water rights to serve the purposes of the reservation, including support of fisheries. Guaranteed the right to fish both on and off reservation at “usual and accustomed” places “in common with citizens of the United States.”
- US v. Oregon and US v. Washington— court cases assured the tribe the right to 50% of the salmon harvest.
- The tribe is a party to the Columbia River Fish Management Plan that allots the in-river harvest of Columbia River salmon.

Army Corps of Engineers (COE)

- Operates 19 major federal dams in the Columbia River Basin for flood control, hydropower, recreation, navigation, irrigation and other purposes. (Examples- Bonneville, The Dalles and John Day dams)
- Conducts other river management activities like the dredging of the Columbia for the Port of Portland’s navigation channel
- Issues dredge and fill permits for rivers and wetlands under the authority of the Clean Water Act.

Pacific Salmon Commission (PSC)

- Allocates harvest of five Pacific salmon species between the US and Canada.
- Established by the 1985 US and Canada Pacific Salmon Treaty to make the harvest decisions.

National Oceanic and Atmospheric Administration (NOAA)

- Administers the Endangered Species Act for salmon and steelhead; ESA responsibilities include listing the species as threatened or endangered, designating critical habitat, developing recovery plans, regulating “taking” of a listed species.
- Develops fishery management plans that set ocean harvest limits.
- Is a part to the Columbia River Fish Management Plan that allocates the in-river harvest of Columbia River salmon?

US Fish and Wildlife Service (USFWS)

- Administers the Endangered Species Act for all non-anadromous fish and other species; lists species as threatened or endangered, designates critical habitat, develops recovery plans, regulates the “taking” of listed species.
- Manages federal lands designated as wildlife refuges.

Environmental Protection Agency (EPA)

- Oversees states’ efforts to comply with the Clean Water Act: wetland regulations and state water quality programs.
- Administers the National Estuary Program.

Bureau of Reclamation (BOR)

- Operates 9 major dams and reservoirs in the Columbia River Basin, primarily for irrigation. (Example – Owyhee Dam and Reservoir)
- Operates numerous projects for secondary purposes, including hydropower generation, recreation, municipal and industrial use.
- Enters into contracts with irrigation districts and other users for the delivery of project water.

Federal Energy Regulatory Commission (FERC)

- Created to carry out the oversight of the Federal Power Act.
- Regulates the construction and operation of nonfederal hydropower projects. (Examples – Brownlee, Oxbow and Hells Canyon dams)
- Issues and conditions original licenses and relicensing of nonfederal hydropower projects.

Bonneville Power Administration (BPA)

- Markets and distributes power produced from federal hydropower projects on the Columbia and its tributaries.
- Funds the protection, mitigation and enhancement of fish and wildlife resources affected by the Federal Columbia River Power System

US Forest Service (USFS)

- Authorizes and monitors timber harvest, grazing, mining, recreation and other activities that occur on all national forest lands and some wilderness areas and wild and scenic river corridors in the Columbia River Basin.
- Has limited water management authority, but does monitor federal reserved water rights and regulates access to national forests for water project purposes.
- Has recently developed the Northwest Forest Plan, PACFISH and INFISH planning documents that address fish and wildlife concerns.

Bureau of Land Management (BLM)

- Authorizes and monitors timber harvest, grazing, mining, recreation and other activities that occur on all federal “public lands” and certain wilderness areas and wild and scenic river corridors in the Columbia River Basin.
- Has limited water management authority, but does monitor federal reserved water rights and regulates access to BLM- managed lands for water project purposes.
- Has recently developed the Northwest Forest Plan and PACFISH planning documents that address fish and wildlife concerns.

Northwest Power and Conservation Council (NPCC)

- Interstate compact agency (Oregon, Idaho, Montana and Washington) created by the Northwest Power Act of 1980.
- Develops regional Fish and Wildlife Program and Northwest Power Plan.
- BPA must act “consistent with” the Council Fish and Wildlife Program. COE, FERC and BOR must take the Council Program “into account.”

Oregon Department of Fish and Wildlife (ODFW)

- Develops and implements state fishing regulations, licenses, length of seasons.
- Runs state-funded salmon hatcheries.
- ODFW is a party to the Columbia River Fish Management Plan that allocates the in-river harvest of Columbia River salmon.
- Participated in the development of the Oregon Plan for Salmon and Watersheds.
- Developed the Native Fish conservation Policy

Oregon Department of Environmental Quality (DEQ)

- Implements the state water quality program under the Clean Water Act. Develops list of water quality limited streams and rivers and develops standards to comply with the Clean Water Act.
- Participated in the development of the Oregon Plan for Salmon and Watersheds.

Oregon Department of Forestry (ODF)

- Administers the Oregon Forest Practices Act affecting the timber harvest and uses of state and private forests. Covers about 11 million acres of state and private timberland.
- Participated in the development of the Oregon Plan for Salmon and Watersheds.

Oregon Water Resources Department (WRD)

- Allocates and distributes water within the state; issues water rights and establishes state rules governing the use, sale and transfer of water rights.
- Participated in the development of the Oregon Plan for Salmon and Watersheds.

Oregon Department of Agriculture (ODA)

- Regulates agricultural practices on state and private lands.

- Participated in the development of the Oregon Plan for Salmon and Watersheds

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Oregon Department of State Lands (ODL)

- Administers fill and removal laws

Oregon Department of Land Conservation and Development (ODLCD)

- Monitors and implements the state land use planning program. Includes state goals to protect farm and forest land and to preserve the Willamette River Greenway and coastal shore lands.

Oregon's Watershed Enhancement Board (OWEB)

- Allocates grant funding for local groups to perform watershed restoration work.

Grande Ronde Model Watershed

- Local watershed council located in La Grande; group of citizens, businesses and landowners that help protect, restore and preserve the Grande Ronde River. Conducts basin assessments, develops watershed projects, involves local landowners in watershed enhancement projects.

McKenzie River Watershed Council

- Local watershed council located in Springfield; group of citizens, businesses and other landowners that help protect, restore and preserve the McKenzie River. Conducts basin assessments, develops watershed projects, involves local landowners in watershed enhancement projects.

Portland Bureau of Environmental Services

- Responsible for Portland's stormwater and sewage treatment and collection system. Currently separating the stormwater and sewage systems so untreated water does not spill into the Willamette and Columbia Rivers.

Columbia River National Estuary Program

- Joint project of Oregon and Washington along with the EPA. A group of citizens, local and state governments, businesses and others responsible for protecting, preserving and restoring the health and water quality of the Columbia River estuary.

Tillamook Bay National Estuary Project

- Joint project of Oregon and the EPA. A group of citizens, local and state governments, businesses and others responsible for protecting, preserving and restoring the health and water quality of the Columbia River estuary.

STUDENT HANDOUT 6E-1

SALMON POLITICAL SCIENCE ACTIVITY: THE DILEMMA OF GOVERNMENT MANAGEMENT AND REGULATION

1. Each group will draw out of the “hat” several pieces of paper. Each piece of paper will have a different GOVERNMENT BODIES and/or GOVERNMENT POLICIES that have to do with the management and regulation of salmon in Oregon.
2. Your group will equitably divide up the task of obtaining the necessary information about each government body and each government policy. You will conduct your research using the library and/or the internet.
3. The goal, as a class, is to complete the two large charts in the classroom. The first chart should be titled, SALMON MANAGEMENT AND REGULATORY GOVERNMENT BODIES, with the following headings:

GOVERNMENT BODY	FEDERAL, STATE, OR LOCAL	MANAGEMENT PURPOSE	REGULATORY AUTHORITY	JURISDICTION
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4. When the chart is complete to your teacher’s satisfaction, as a class attempt to answer the following KEY QUESTIONS.

KEY QUESTIONS:

- Is it possible to get all governmental bodies to agree on policies of management of regulation and management of salmon? Why or why not?
- How can the process be streamlined so that good decisions can be made, implemented and enforced in a reasonable timeframe?
- Why are there “turf wars” over regulation and management, when most involved want to save the salmon?
- Examine each of the government bodies. Try to discover what each agency’s mission is with regards to salmon.
- Where do you see contradictions in management and regulation?
- Are there other bodies outside of government who also have an interest in managing and regulating salmon? Who are they? What is their perspective?

