The Glen Canyon Dam Adaptive Management Program

The Doctrine & Formula of Adaptive Management

Management actions conducted as experiments (versus trial & error)

Integrated ecosystem science (versus fragmented scientific investigations)

Formal experimental design & hypothesis testing

Monitoring of ecological and "social" effects

Policy-relevant analysis of experimental results

Explicit attention to scientific uncertainties

Close collaboration among stakeholders, "managers," and "scientists" (versus "experts" holding exclusive authority)

The Doctrine & Formula of **Adaptive Management**

Management actions conducted as experiments (versus trial & error)

Integrated ecosystem science

(versus fragmented scientific investigations)

Formal experimental design & hypothesis testing

Monitoring of ecological and "social" effects

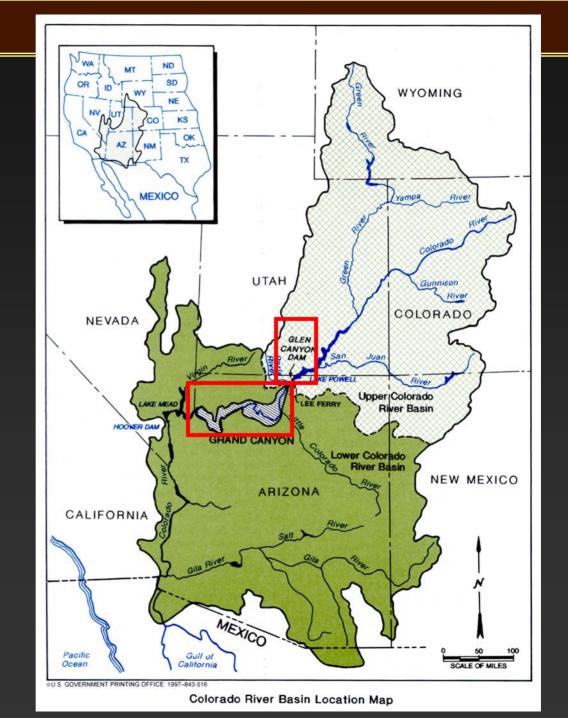
Policy-relevant analysis of experimental results

Explicit attention to scientific uncertainties

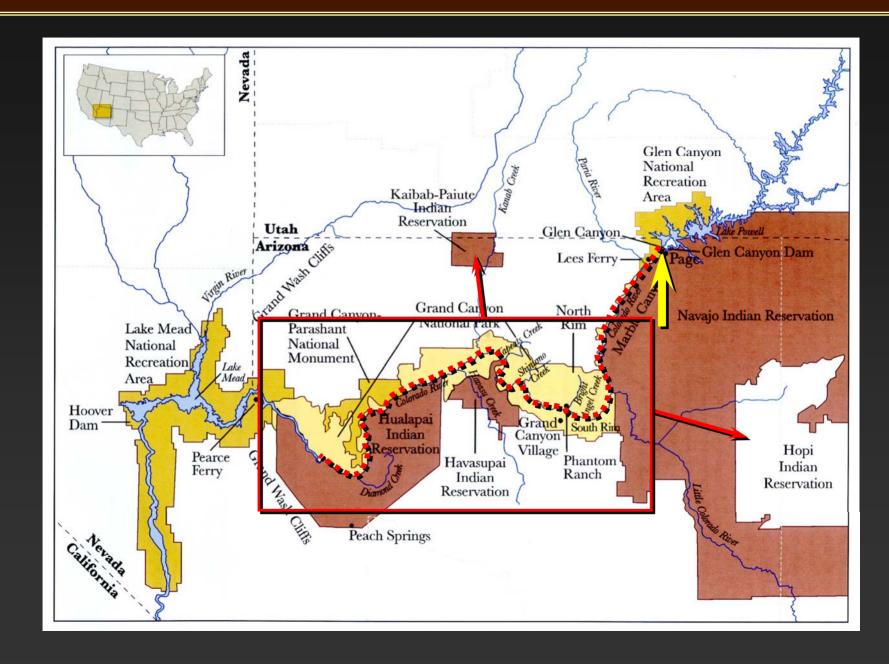
Close collaboration among stakeholders, "managers," and "scientists" (versus "experts" holding exclusive authority)

Some orientation...

Some orientation...



Some orientation...



Some orientation: Value stakes

Aesthetic Naturalistic Hedonism **Ecologistic** Moralistic

Universalism **Stimulation Achievement**

Some orientation: Value stakes

Moralistic Ecologistic Naturalistic

Respect
Rectitude
Tradition
Power

Some orientation: Value stakes

Glen Canyon Dam

Utilitarian Wealth Dominionistic Achievement

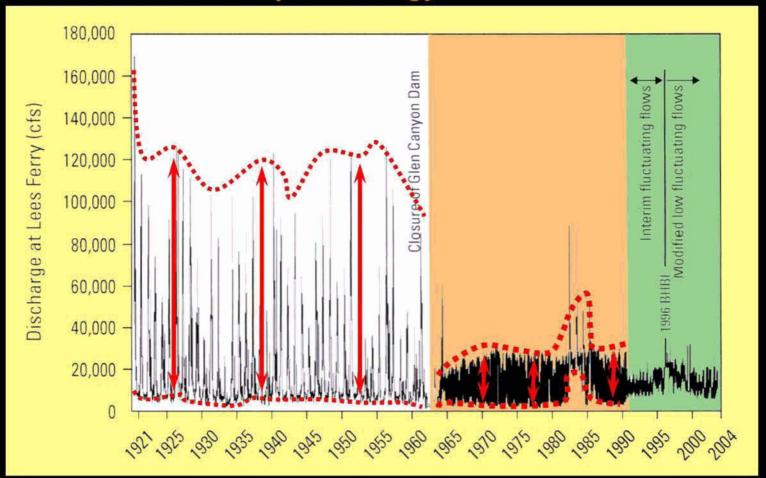
Power

closure in 1963

1922 Colorado River Compact 1956 Colorado River Storage Act 1968 Colorado River Basin Project Act **Some orientation: Value outcomes**

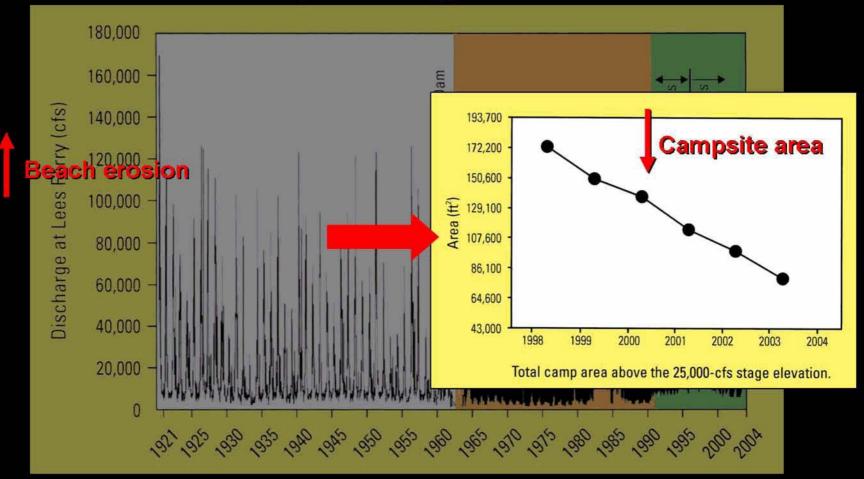
4 fish species extirpated 4 fish species listed under ESA

Reduced sediment input & energy



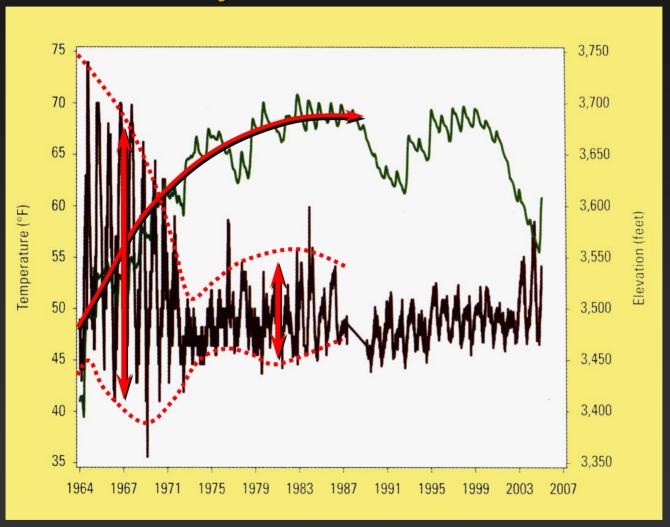
Dramatic reduction in <u>seasonal</u> amplitude of <u>flows</u> Increase in <u>daily</u> amplitude of <u>flows</u> Dramatic reduction in <u>sediment input</u>

Reduced sediment input & energy

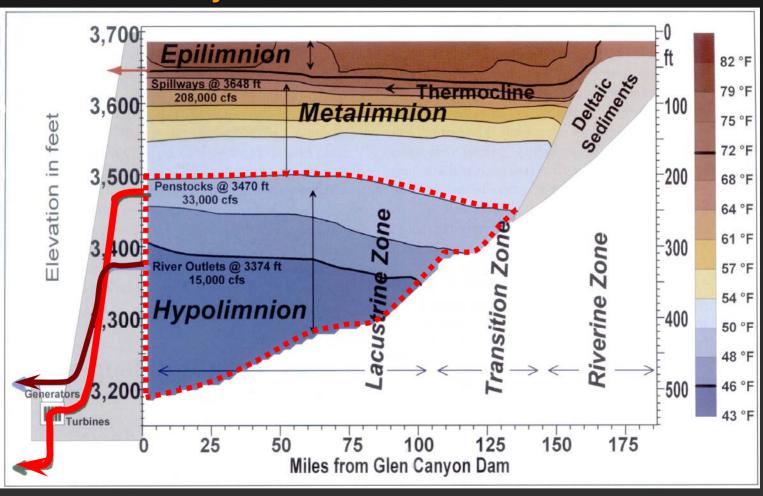


Dramatic reduction in <u>seasonal</u> amplitude of <u>flows</u> Increase in <u>daily</u> amplitude of <u>flows</u> Dramatic reduction in <u>sediment input</u>

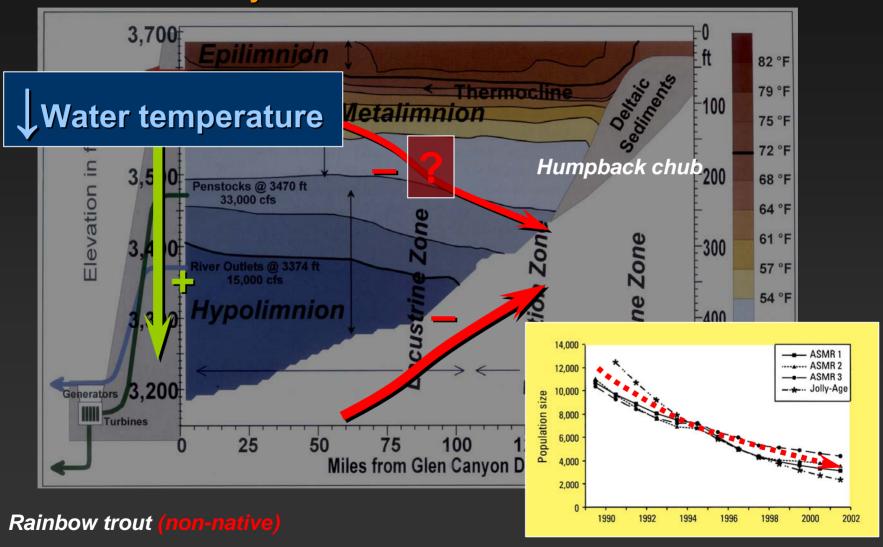
More consistently cold water

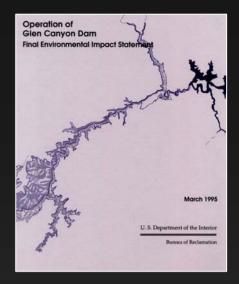


More consistently cold water



More consistently cold water



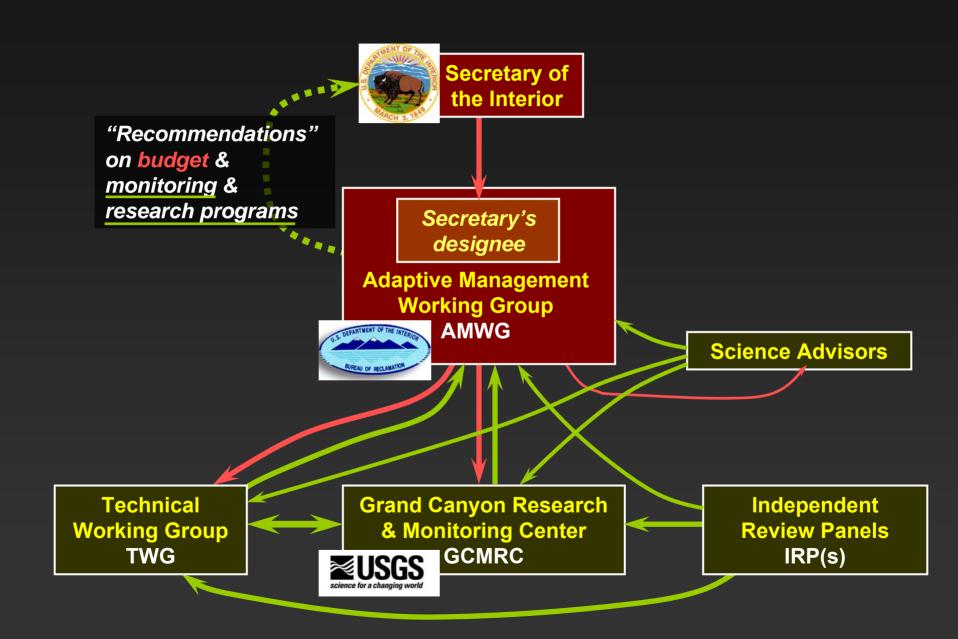


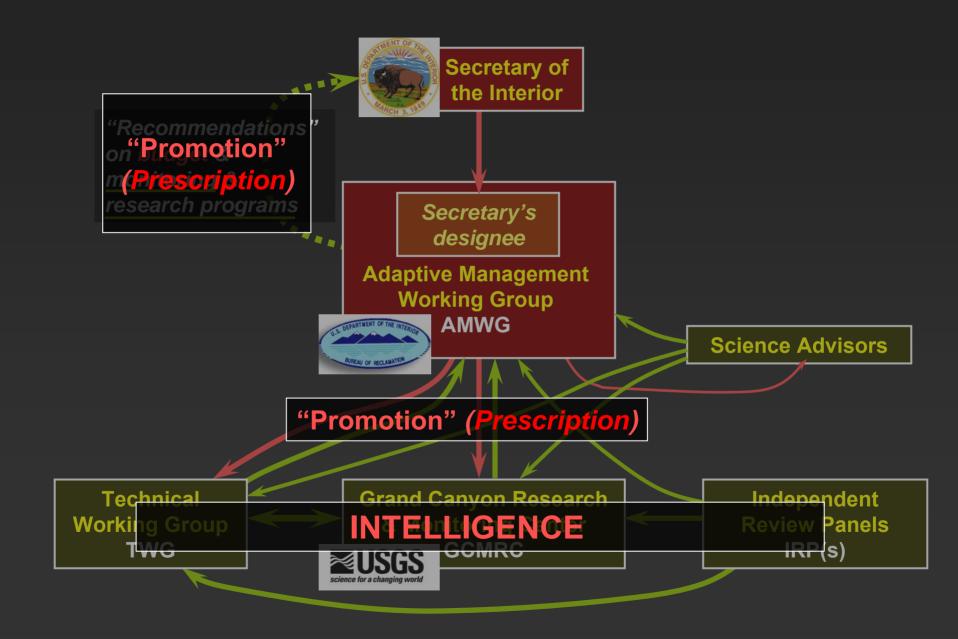
Prescriptive Response1992 Grand Canyon Protection Act

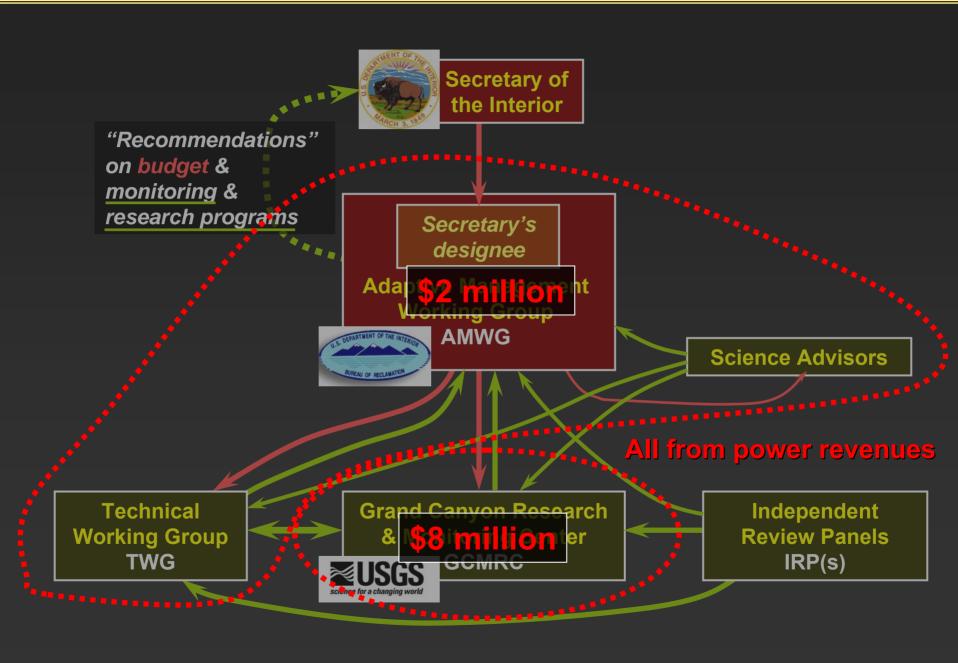
Glen Canyon Dam Adaptive Management Program (APM)

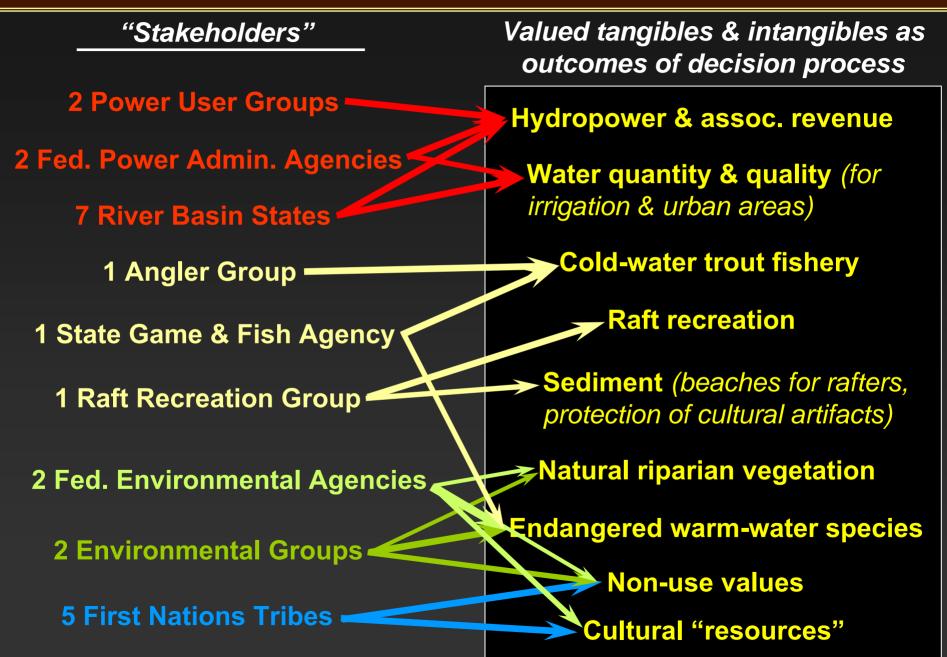
1995 Final EIS for Operation of Glen Canyon Dam

1997 Adaptive Management Working Group (AMWG)





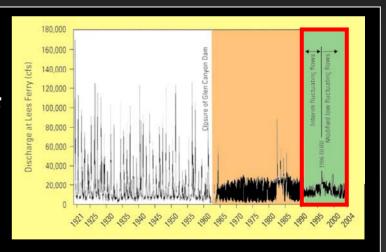






Overseen implementation & monitoring of EIS preferred alternative (which entailed 30 predictions regarding outcomes)

Primary EIS prescription Modified Low Fluctuating Flows = MLFF



Overseen implementing 1 controlled flood (Beach/Habitat-Building Flood = BHBF)

Some orientation

Appraisal

Secretary's
designee
Adaptive Management
Working Group
AMWG



™USGS The State of the Colorado River Ecosystem in **Grand Canyon** A Report of the Grand Canyon Monitoring and Research Center 1991-2004 USGS Circular 1282 U.S. Department of the I

No information to judge 14 predictions
Information contravened 5 predictions
Information ambiguous for 6 predictions
Information consistent with 5 predictions

Appraisal



2005 Knowledge Assessment of the Effects of Glen Canyon Dam on the Colorado River Ecosystem: An Experimental Planning Support Document

A report of the USGS Grand Canyon Monitoring and Research Center

By Theodore S. Melis, Scott A. Wright, Barbara E. Ralston, Helen C. Fairley, Theodore A. Kennedy, Matthew E. Andersen, and Lewis G. Coggins, Jr.

In cooperation with Josh Korman, Ecometric Research, Inc.

Final Draft, August 30, 2006

Knowledge assessment c. \$76 million later...

Secretary's designee

Adaptive Management Working Group



AMWG

Table 3.1 Knowledge assument matrix for food base and fish sid models, "1,", and "O indicate positive, regarder, and no effect of codes in green or splinns or unknown (if other in early response). And, green, light preserv, splinn, and read boson increasing uncertainty in the perclaced response direction (or early 1.1 for definitions). A positive response of a performance measure corresponds with the direction of AMP goals with the exception of performance measures for invasive fith precess, diseases, and raiston bevort alreadance in Marthe Caryon.

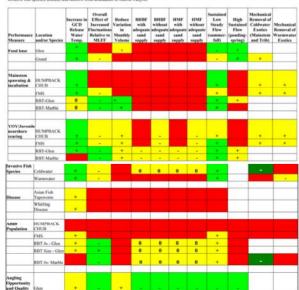


Table 3. Detail of food base and fifth with models KAV maters describing elements of DOO flow commains that contribute to the overall reflect of increase flow and the command of the comm



Some orientation

Appraisal

2005 Knowledge Assessment of the Effects of Glen Canvon Dam on the Colorado River Ecosystem: An Experimental **Planning Support Document** hed nereasing degree of uncertainty

Knowledge assessment c. \$76 million later.... Secretary's designee

Adaptive Management Working Group



AMWG

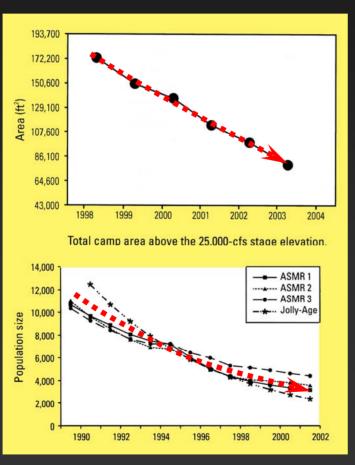
Knowledge related to fish & their food **Effects of dam operations**

Effects of physical factors

Table 33. Konsidage assessment attrict for food hose and find submodes. ""." and "O indicate positive, regarder, and on effect of codes in gene to replants or attainment of code is not perspected. Buyen, fight grows, register, and not done to reventing uncernating the permitted supposes, direction foor Table 21 for definitions. A positive response of a performance measure corresponds with the direction of AMF guids with the exception of performance measures for immake find species, and real-tone out adheadnes in Markot Cargon.

Performance Measure	Location and/or Species	Increase in GCD Release Water Temp.	Overall Effect of Increased Fluctuations Relative to MLFF	Reduce Variation in Monthly Volume		sand	HMF with adequate sand supply	HMF without adequate sand supply	Sustained Low Steady Flow (summer- fall)	High Sustained Flow	Mechanical Removal of Coldwater Exotics (Mainstern and Trib)	Mechanical Removal of Warmwater Exotics
Food base	Olen			+					-			
	Grand	100	-						- 2		+	
Mainstem spawning & incubation	HUMPBACK CHUB	+									+	+
	FMS	4							+		+	+
	RBT-Glen	0		+						+.		
	RBT-Marble	0										
YOY/Juvenil nearshore rearing	HUMPBACK CHUB	4		+				9	+		+	+
	FMS	+	(+	+		+		+	+		+	+
	RBT-Glen	+	- 4	+					+	+		
	RBT-Marble			+			+		+	+		
President	Coldwater				0	0	0	0				
	Warmwater											
Disease	Asian Fish Tapeworm	4										
	Whirling Disease	+										
Population	HUMPBACK CHUB											
	FMS	+							+			
	RBT #s - Glen	+			0	0	0	0	+			
	RBT Size - Glen	+			0	0	0	0	+			
	RBT #s- Marble				0	0	0	0	+		-	
Angling Opportunity and Quality	Glen	+		+								





Beaches continued to erode

Humpback chub populations continued to decline

Some orientation: Promotion & Prescription

Prescriptive Response

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BUREAU OF RECLAMATOR

Mechanical removal of rainbow trout

Consideration of artificial sand augmentation & dam outlet modifications

\$600-800K per year

(Invocation & Application)

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Adaptive Management
Working Group

AMWG

25



ESA Litigation

Center for Biological Diversity Sierra Club Glen Canyon Institute Living Rivers Arizona Wildlife Federation

None sit on the AMWG

S. JAY GOVINDAN, Trial Attorney United States Department of Justice Environment & Natural Resources Division Wildlife & Marine Resources Section Ben Franklin Station, P. O. Box 7369 Washington, D.C. 20044-7369 JAMES J. DUBOIS, Trial Attorney U.S. Department of Justice Environment and Natural Resources Division Natural Resources Section 1961 Stout Street, 8th Floor Denver, CO 80294 Additional Counsel listed at end for space Attorneys for Federal Defendants MATT KENNA, CO Bar #22159 Western Environmental Law Center 679 E. 2d Avenue, Suite 11B Durango, CO 81301 Attorney for Plaintiffs (Admitted Pro Hac Vice) IN THE UNITED STATES DISTRICT COURT FOR THE DISTRICT OF ARIZONA CENTER FOR BIOLOGICAL DIVERSITY; SIERRA CLUB; GLEN CANYON INSTITUTE; LIVING RIVERS; and ARIZONA WILDLIFE Case No: 3:06-00494 DGC STIPULATION OF FEDERATION, DISMISSAL WITH PREJUDICE and DIRK KEMPTHORNE, in his official capacity as Secretary of the Department of the Interior. **Defendants** 23

Secretary's designee

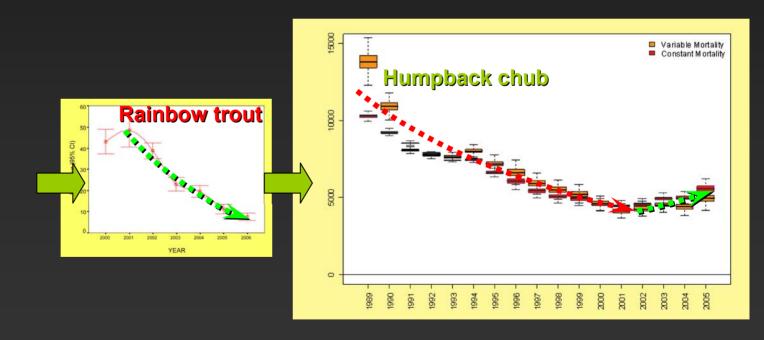
Adaptive Managemer

Adaptive Management Working Group



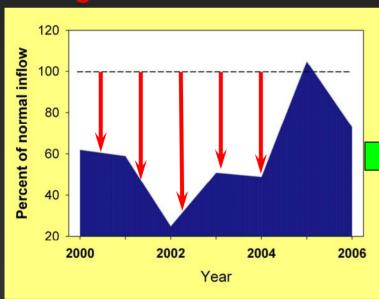
AMWG

Claims

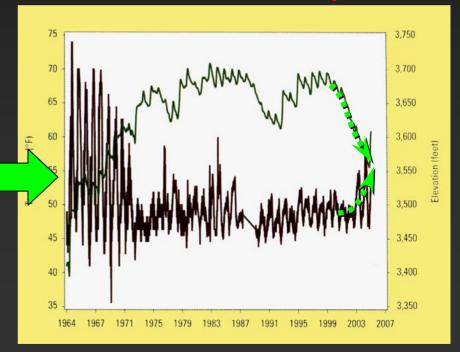


Counter-claims

Drought

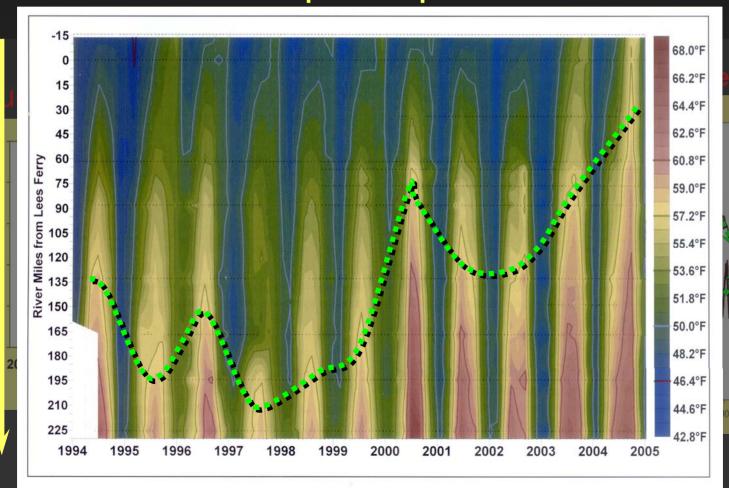


Lake level & outflow temperature

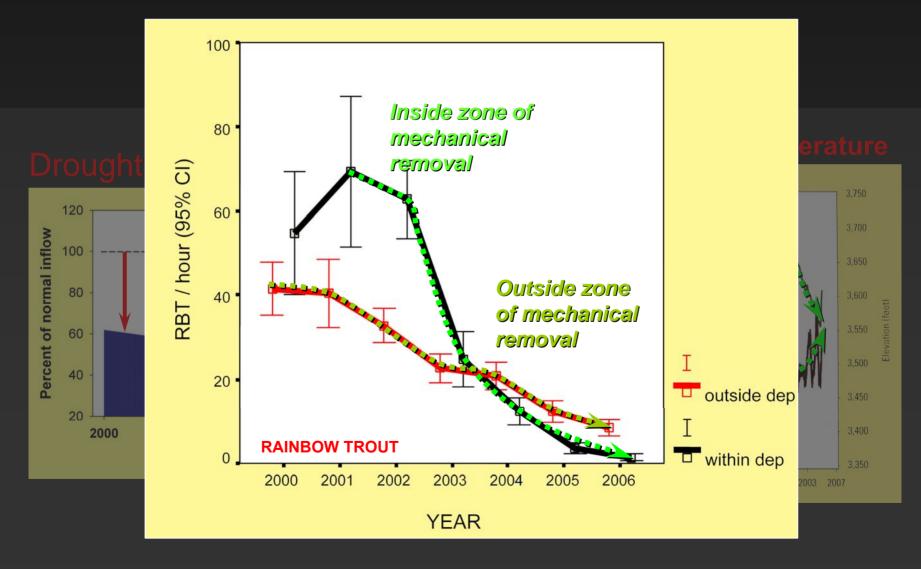


ES DOWNSTREAL

Downstream water temperature plumes



Stabilization of humpback chub populations a fortuitous result of prolonged drought?



AMWG TWG SAG **ROD GCPA MLFF BHBF**

GLEN CANYON DAM ADAPTIVE MANAGEMENT WORK GROUD

ACTION ITEM TRACKING REPORT

Note: Closed items will be removed from the next iteration of the report

TO / DUE

DATE

BOR and

GCMRC

Date of th

report (March

AMWG

AMWG

Closed

Closed

ACTION ITEM

Make the following budget format changes:

· Include projections through year-end,

for both BOR and GCMRC.

Show USGS burden @ 35%. Show income and expense.

Differentiate between obligated and expended

Show the financial report by project and line item, with budgeted amount and actual amount.

onsider Dr. Pene Whitely for a position on the Science

comments/edits regarding any of the POAHG products to André Potochnik or Amy Heuslein by Friday, March 31, 2006. (André's e-mail address is: arp4@infomagic.net).

AMWG members interested in participating and/or chairing the POAHG should submit their names to Linda Whetton by Friday, March 31, 2006.

AMWG members should provide additional

(byhemontifue ushr gov)

THEM

DATE

Aug. 2005

Secretary's designee

Adaptive Management Working Group AMWG



Adaptive Management Work Group (AMWG)

Public Meeting: December 5-6, 2006 Fiest Inn Resort 2100 S. Priest Drive. Tempe. Arizona Encantada Ballroom

Federal Register Notices(s):

Federal Register Notice Dated November 6, 2006

Pre-Meeting Information:

Pre-Meeting Materials and AIF (Agenda Information Forms) Draft Agenda and Proposed Motions

Draft Minutes of March 6-7, 2006, Meeting and Sept. 6, 2006 Conference Call

AIF-Science Planning Group Accomplishments, Exec AIF-GCMRC Completed Science Projects, HBC Fact 1 AIF-GCMRC Experimental Research Upda

AIF-Action on Science Plans: Strate

Monitoring and Research

xpenditures and Spreadsheets

ns, Letter from AS-WS Limbaugh, Executive Summary: Assessment of the Effects of Four Experimental Options on Resources BelowGlen Canyon Dam and Pl

AIF-Public Outreach Ad Hoc Group, proposed website maintenance and modification process, six

and SAs Input PPT

Assessment of the Estimated Effects of Four Experimental Options on Resources Below Glen Canyon Dam dated November 17, 2006

AIF-Basin Hydrology

Fact Sheets, PPT presentation

AIF-Humpback Chub Recovery Consultation AHG AIF-Humpback Chub Comprehensive Plan Update

AIF-Development of Humpback Chub Refuges for the Lower Colorado River

AIF-Science Advisors' Annual Report, Annual Report, PPT presentation

AIF-GCMRC FY 2007 Calendar, Calendar, AMP Effectiveness Workshop Plan Current AMWG Membership

E-Mail Message, Subj. AMP Talking Points re: BHBF in WY07

*Not provided in meeting packets and the following to be included:

Knowledge Assessment

Monitoring and Research Plan

Glen Canyon Dam Adaptive Management Program
Adaptive Management Work Group Meeting, December 5-6, 2006 DRAFT AGENDA

December 5, 2006

START TIME ¹ (Duration)	TOPIC, PRESENTER, and PURPOSE ¹			
9:30a (:45)	Welcome and Administrative: Mark A. Limbaugh Information, discussion, and possible action			
	Introductions and Determination of Quorum (15 members) FY 07 TWG Chair: Kurt Dongoske New GOMRC Deputy: Ted Melis New Officially Appointed AMWG Alternates	Agenda		
	Approval of March 60 (51), and Sept. 6, 2006, Meeting Minutes Astion Item Tracking Cont	Draft Minutes Action Items		
٠,	R) to see mendations to the Secretary			
V	But But See Region Plan Re-establishment of Roles Ad Hoc Group Policy Group update	Old / New Business		

- ▶ Colorado River Compact
- ➤ Boulder Canyon Project Act
- ► California Seven Party
- Agreement
- Mexican Water Treaty
- ▶ Upper Colorado River Basin Compact
- ▶ Colorado River Storage Project
- Arizona v. California et al.
- ▶ Colorado River Basin Project Act
- ➤ Criteria For Coordinated Long-Range Operation of Colorado River Reservoirs
- Minute 242 of the U.S. Mexico International Boundary and Water Commission of 1973
- ➤ Colorado River Basin Salinity Control Act

Law of the River

Related Legislation

- ▶ Grand Canyon Protection
- ► Endangered Species Act
- ▶ National Environmental Policy Act
- National Historic Preservation Act





Secretary's designee

Adaptive Management
Working Group

MORE AMWG

U.S. DEPARTMENT OF THE INTERIOR

BUREAU OF RECLAMATION

Maintain status quo
Unwilling to act
Threatened by research
Partisan
Uncivil
"Brutal"

Secretary's designee

Adaptive Management
Working Group

MINIOR AMWG

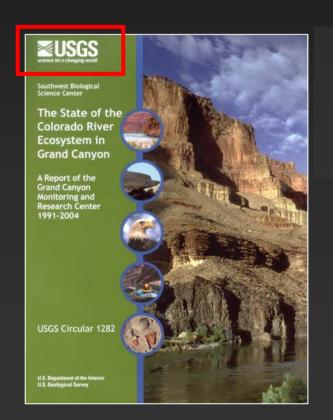


No information to judge 14 predictions Information contravened 5 predictions Information ambiguous for 6 predictions Information consistent with 5 predictions

MLFF had been a negotiated rather than "science-driven" prescription designed to minimize impacts on revenues

Report "vigorously resisted by AMWG"

"A career limiting move" for the USGS administrator who authorized the report



So...why did the adaptive management program end up so uncivil & conflicted?



Glen Canyon Dam Adaptive Management Program Adaptive Management Working Group

"Stakeholders" 2 Power User Groups 2 Fed. Power Admin. Agencies 7 River Basin States 1 Angler Group 1 State Game & Fish A 1 Raft Recreation Soup 2 Fed. Envi hental Agencies Non-u **Nations Tribes**

Valued tangibles & intangibles as outcomes of decision process

Hydropower 11ssoc. revenue

Water quantity & quality (for irrigation & urban areas)

Cold-wate2rout fishery

Raft regreation

Sediment (baaches for rafters, protection of cultural artifacts)

→ Natural ripa 4 n vegetation

Endangered warm-water species

values

Cultural (resources"

VALUED TANGIBLES

Valued tangibles & intangibles as outcomes of decision process

Hydropower & assoc. revenue

Readily monetized Water quantity & quality (for irrigation & urban areas)

Cold-water trout fishery

Raft recreation

Readily measured

Sediment (beaches for rafters, protection of cultural artifacts)

Natural riparian vegetation

Endangered warm-water species

Non-use values

Cultural "resources"

VALUED INTANGIBLES

Valued tangibles & intangibles as outcomes of decision process

VALUED TANGIBLES

PRIVILEGED INTERESTS

Dominionistic/Utilitarian
Power & Wealth
Stimulation Cold-wa



UNDER-PRIVILEGED INTERESTS Ecologistic/Scientistic

Well-being, Universalism Enlightenment

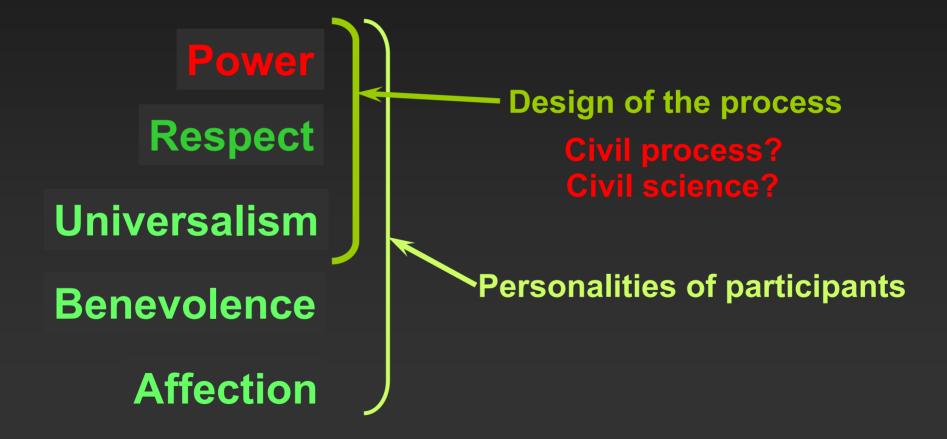
MARGINALIZED INTERESTS

Aesthetic/Moralistic/??

Universalism, Benevolence, Respect, Tradition

Glen Canyon Dam Adaptive Management Program Values at Stake in the Decision Process

INTANGIBLES



Glen Canyon Dam Adaptive Management Program Values at Stake in the Decision Process

Power Respect Universalism Benevolence **Affection**

Disproportional number of "votes" allocated to D/U wealth interests

Majority rule (rather than supermajority or near consensus)

No enforcement or cultivated norms of civility

No common vision or collective "desired future conditions"

Glen Canyon Dam Adaptive Management Program Personalities in the Decision Process



The problem of poweroriented charismatics

Glen Canyon Dam Adaptive Management Program Personalities in the Decision Process

Chair
Secretary's designee

"An ineffective
spineless jellyfish"

"A <u>bully</u> who runs meetings... to protect the customer"

Glen Canyon Dam Adaptive Management Program Personalities in the Decision Process



Glen Canyon Dam Adaptive Management Program Outcome: Indulgence of Privileged Interests & Values

Glen Canyon Dam Adaptive Management Program "Science" as politicized allocation of risk

Valued tangibles & intangibles as outcomes of decision process

Nature of associated risk

Hydropower & assoc. revenue -Water quantity & quality (for irrigation & urban areas) versible **Cold-water trout fishery** Raft recreation ' Sediment (beaches for rafters, protection of cultural artifacts) **Natural riparian vegetation** Endangered warm-water species **Cultural "resources"** Highly risk averse Non-use values

Glen Canyon Dam Adaptive Management Program Allocation of risk in practice?

Opaque

Implicit (rather than explicit) to the practice of science

How burden of proof is allocated How uncertainty is managed Timeliness of reporting to stakeholders

Largely uncivil

The order of risk aversion largely inverted

Glen Canyon Dam Adaptive Management Program Politicized allocation of risk

Placement of a large burden of risk on valued things that are no Noking

Difficult to monetize
Difficult to measure d'by invoir
At greatest richimités ciène loss

Glen Canyon Dam Adaptive Management Program Other indulgences of privileged interests & values

Gravitation toward "tech" fixes that do not challenge privileged interests & values

> Mechanical removal of predators Population augmentation

> > Artificial camping platforms
> >
> > Sediment augmentation

Glen Canyon Dam Adaptive Management Program Other indulgences of privileged interests & values

Discussion of certain issues related to power generation & dam removal are <u>not allowed</u>.

Power revenue interests hold a malyses, which are "privilege mation."

Independent economic analyses that consider "non-use" values are specifically funded.

Cultural monitor and information-gathering activities are the r-funded (c. \$300K per year).

Information about intangibles valued by Tribes is given essentially no consideration.

Glen Canyon Dam Adaptive Management Program Other indulgences of privileged interests & values

But...

"Science constrains the decision space..." available to power-wealth interests

So...

What are some lessons from the Glen Canyon Dam Adaptive Management experience?

Insure that all important valued tangibles & intangibles are identified

Provide a <u>fair</u> process for allocating resources to gather information on valued elements

Insure a fair process for making collective decisions about values in science

Questions asked

Standards applied

Allocating burden of proof

Allocating risk

Management of uncertainty

Edify or otherwise neutralize influential adherents of the myth of Scientific Management

Neutralize (to the extent possible!) the intrinsic advantages of wealth → power interests

Insure equitable representation of <u>worldviews</u> & values in stakeholder processes

Focus on creating <u>a collective shared vision</u> for process and outcomes

Establish decision protocols that encourage pursuit of common ground

Establish and enforce rules of civil conduct

Foster participant skills in collaboration & civility

Identify & manage the behaviors of destructive stakeholders

"Leadership is a big part of the problem and a big part of the solution"

Foster effective democratic leaders

Foster self-reflection and mindfulness

Foster respect & universalism (self-transcendence)