



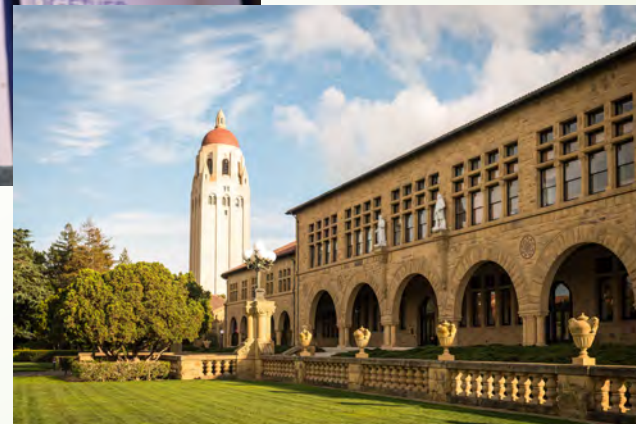
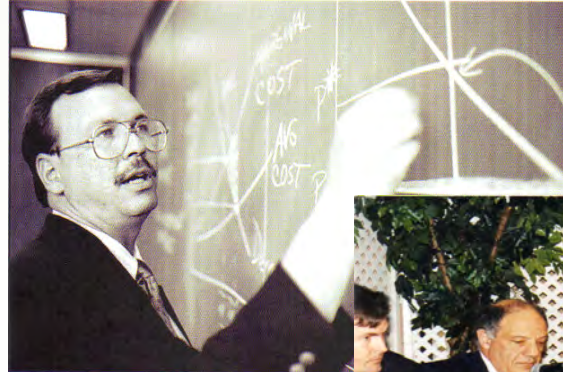
Forty Years of California Water Policy: What Worked, What Didn't, and Lessons for the Future

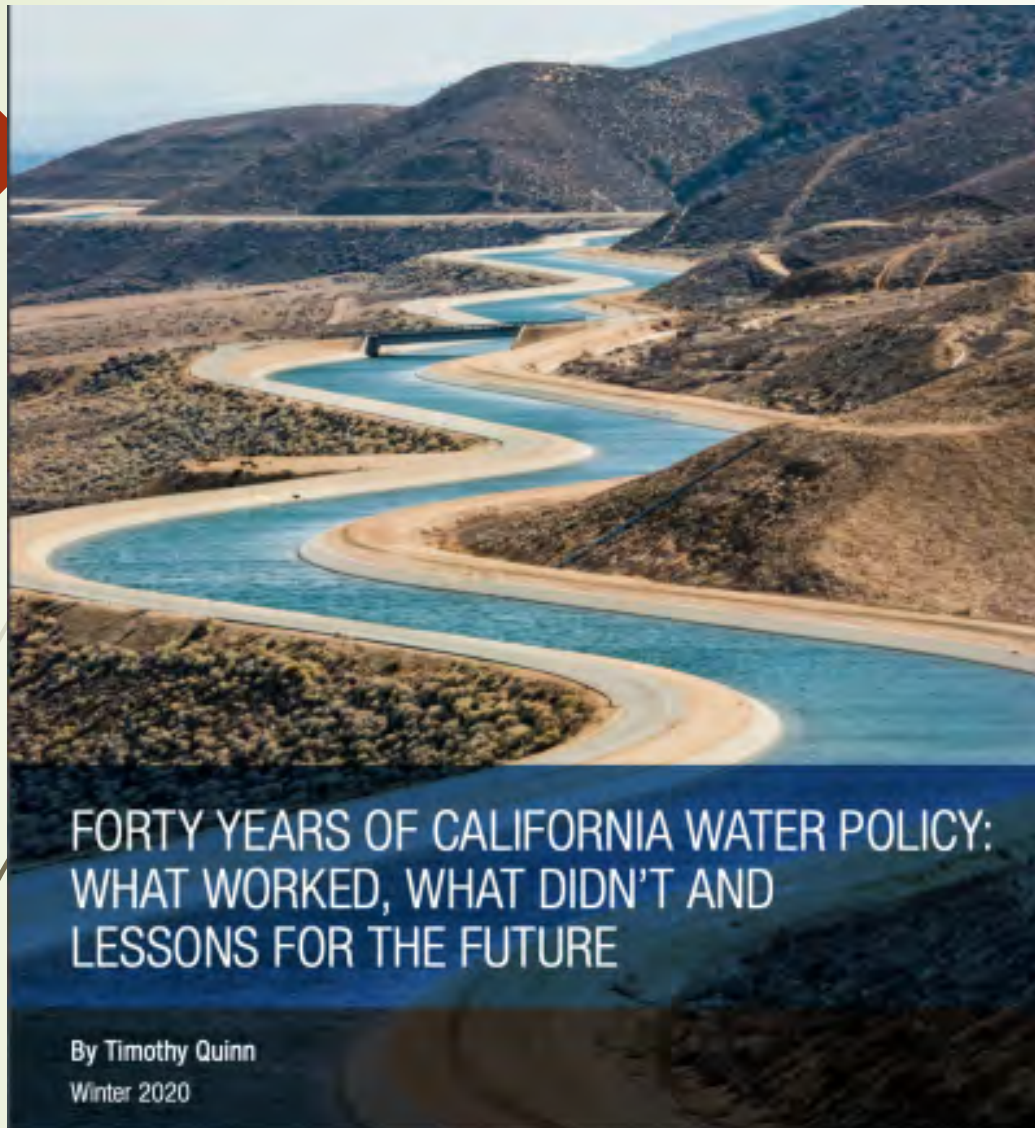
Tim Quinn
June 11, 2020



SPOILER ALERT: THIS PRESENTATION IS SOMEWHAT AUTOBIOGRAPHICAL

- 1975-1985: RAND Corporation & UCLA
- 1985-2007: Deputy General Manager, MWD
- 2007-2018: Executive Director, ACWA
- 2019: Landreth Visiting Fellow, Stanford





So, What Have I Learned at Stanford?

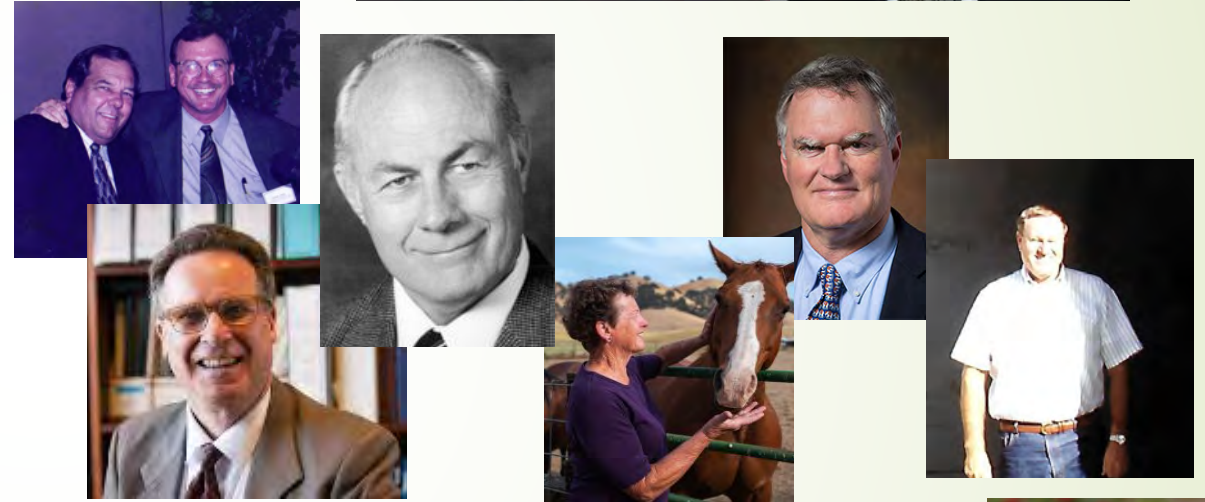
Governance is the Most Important Decision We Make in Advancing New Policies or Projects.

But We Don't Really Think Much About It.

Another Valuable Career Lesson . . .

**Collaboration Works,
Conflict Doesn't.**

**I learned this reaching out
across silo boundaries
hundreds of times during my
career.**





THE BASICS: WHAT IS GOVERNANCE?

Any Public Policy Must Answer Three Questions

1. Who Gets What and When?
2. Who Decides?
3. How Are These Decisions Made?

In California water policy, these questions have been answered in very different ways over time.

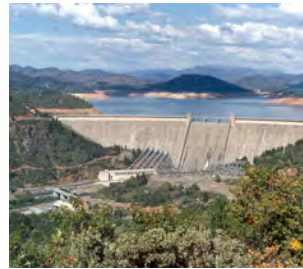
Source: Schlager and Blomquist (2008)

NATURAL POLICY DECISION-MAKING ERAS

Schlager and Blomquist (2008)

Development Era

1900-1980s



Regulatory Era

1970s-2010s



Collaborative Era

1980s-Still Trying



ALTERNATIVE DECISION-MAKING PROCESSES

Ansell and Gash (2007)

Managerialism

“Public agencies make decisions unilaterally or through closed decision processes, typically relying on agency experts”



Adversarialism

Adversaries resort to “winner-take-all” decision processes



Collaboration

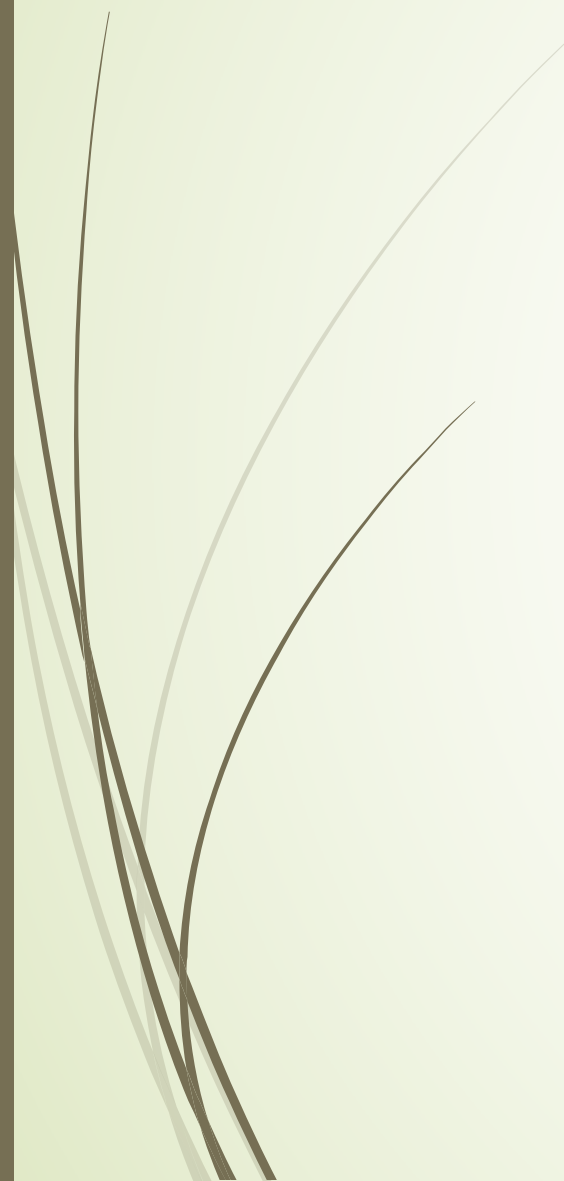
Public agencies and stakeholders shape policy through open, transparent process





NATURAL RESOURCE POLICY ERAS DECISION-MAKING

Era	Primary Goal	Decision-Making Process
Development Era	Water Supply, Flood Control & Hydropower	Centralized, Managerial and Adversarial; Driven by Water Agencies
Regulatory Era	Environmental Protection	Centralized, Managerial and Adversarial; Driven by Regulatory Agencies
Collaborative Era	“Coequal Goals”	Collaborative, Decentralized, Democratic and Inclusive



To Understand Policy Formation You Have to Think About the “Black Box” of Politics



In Our Democracy, Policy Making is *VERY PARTICIPATIVE*



In Managing Natural Resources, You Can't Escape Politics

- In a democracy, public policy is forged through a *political process*.
- “For people to govern watersheds well requires that they make collective choices...Collective choices are ultimately political choices. Thus, governing watersheds well *requires embracing politics*.”

Source: Schlager and Blomquist (2008, x)



On Private and Political Markets

Source: Quinn (1983)

In Private Markets:

- Decisions are made by decentralized entities guided by Adam Smith's "invisible hand"
- Determine the Price, Output and Consumption of Goods and Services
- Collaboration is undesirable because it results in inefficiency



In Political Markets:

- Decisions are made by centralized public entities with considerable "stakeholder" participation
- Determine "The Rules of the Game"
- To influence decisions, stakeholders compete by building coalitions
- Collaboration is essential to secure sound policy outcomes



Coalition Building is The Essence of Political Competition

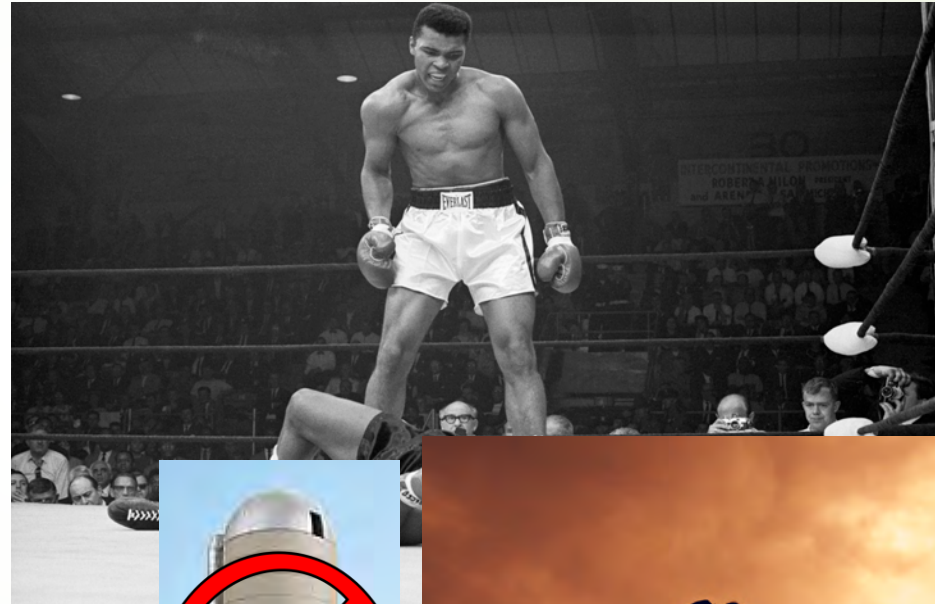
- In the Political Marketplace, You Build Coalitions to Influence Public Decisions
- Shifts in Demand and Supply Drive Private Market Outcomes
- Shifts in Coalitions Drive Political Market Outcomes



Coalition Building is Universal in the Political Marketplace

BUT THERE ARE DIFFERENT KINDS OF COALITIONS

- **“WARRIOR” COALITIONS**
 - GROW YOUR SILO TO DEFEAT THE OTHER SILO(S)
 - ADVERSARIAL/WINNER-TAKES-ALL PROCESS
- **“COLLABORATIVE” COALITIONS**
 - WORK OUTSIDE YOUR SILO
 - COLLABORATIVE/SHARED BENEFITS PROCESS



Collaboration Is Really Hard.

Stakeholders Have to Leave the “Safety” of Their Silos.

Decentralized, Inclusive, Open & Transparent Process Usually in “Big Tents”

“Coequal Goals”: Both the Environment and Economy Count, Simultaneously

Building Collaborative Coalitions Requires Complex Policy Solutions



**“War is easy,
collaboration is hell”.**

Tim Quinn
Water Manager



WHAT MAKES A NEW POLICY DURABLE?

A Stable Policy Equilibrium

Private Market Equilibrium

- Demand = Supply
- “Normal” Profits

Political Market Equilibrium

- Coalition Dynamics
- A Broad Support Coalition Stabilizes a New Policy
- Significant Opposition Undermines a New Policy



A Durable Policy is All About Building a Broad-Based Support Coalition

Collaborative success stories at the state level



1991 BMP AGREEMENT



1990s DROUGHT WATER BANKS



1994 BAY-DELTA ACCORD

Collaborative success stories at the state level



1994 MONTEREY AMENDMENTS



2014 SGMA

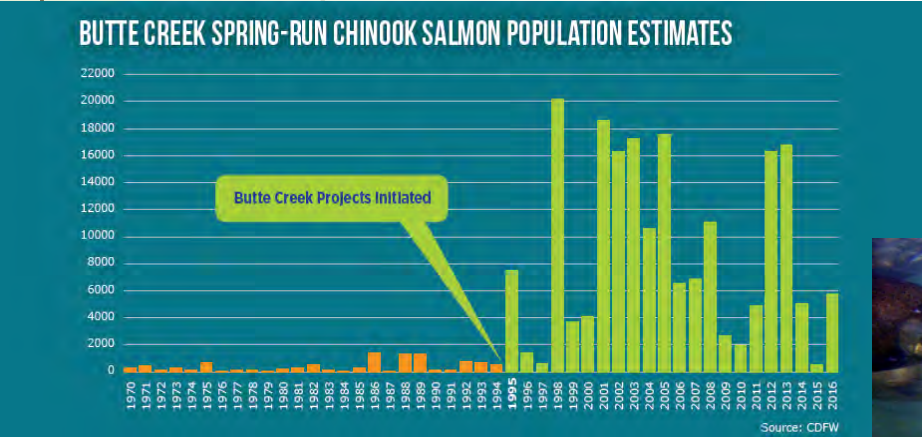


2009 DELTA REFORM ACT



2014 PROPOSITION 1

Collaborative success stories at the local level -- Restoration



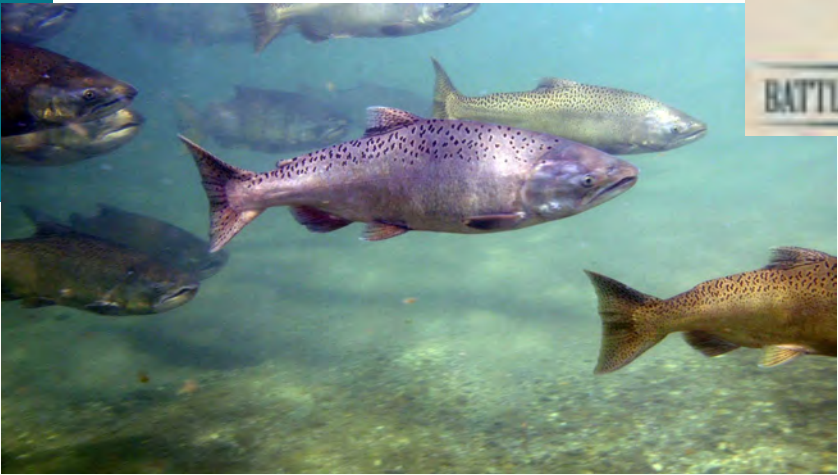
BUTTE CREEK SALMON RESTORATION PROJECT



YUBA RIVER ACCORD



BATTLE CREEK RESTORATION PROJECT



LOWER COLORADO RIVER MULTISPECIES CONSERVATION PLAN

Collaborative success stories at the local level –Water Management



Agricultural IRWMPs Statewide



Urban IRPs

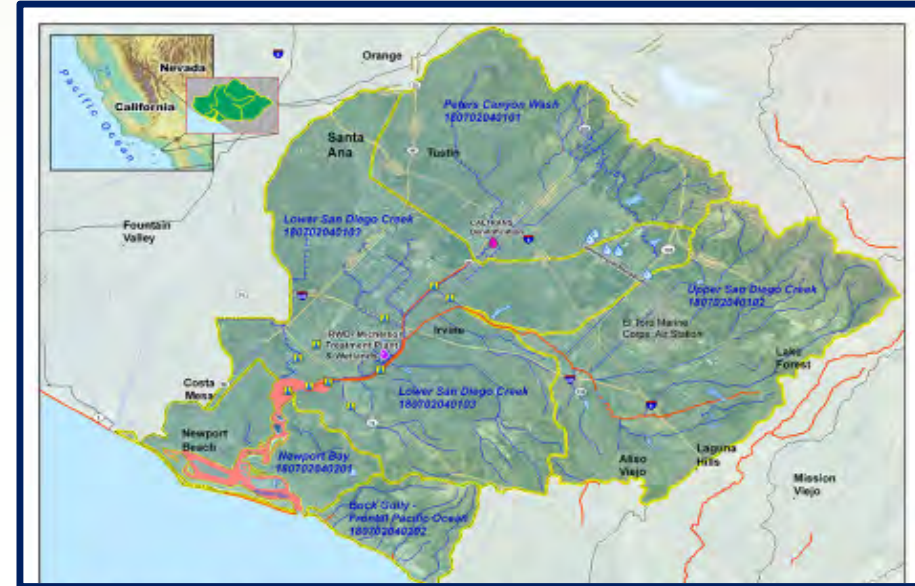


EBMUD-Sacramento County Freeport Project

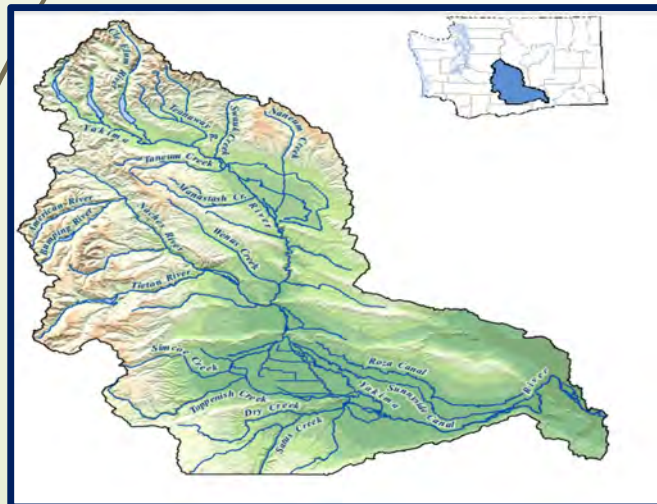
Collaborative success stories at watershed scale



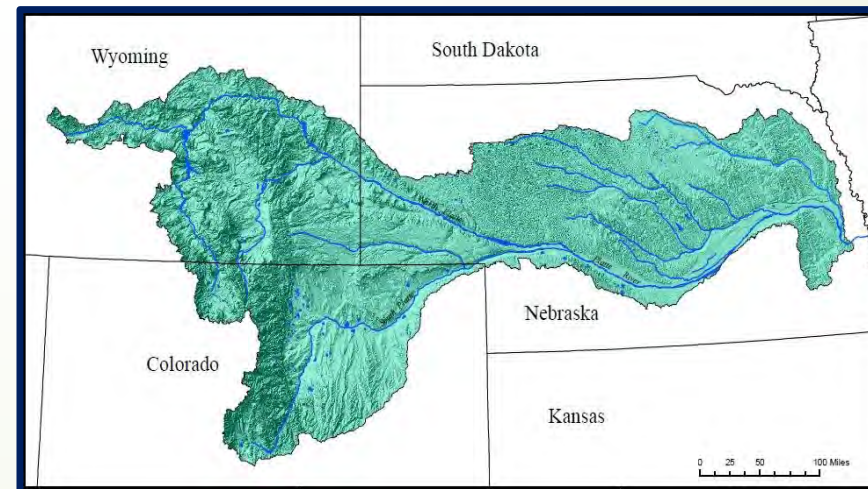
**San Gabriel
River Basin**



**Santa Ana
River Basin**



**Yakima
River Basin**



**Platte River
Basin**

Key Success Factors

What has made these collaborative initiatives success stories to one degree or another?

Leadership: Top of the List

- Facilitative, NOT Managerial
- No Preconceived Solutions
- Trust the Process and Protect it



Betsy Rieke



Western Canal Water District
Board of Directors

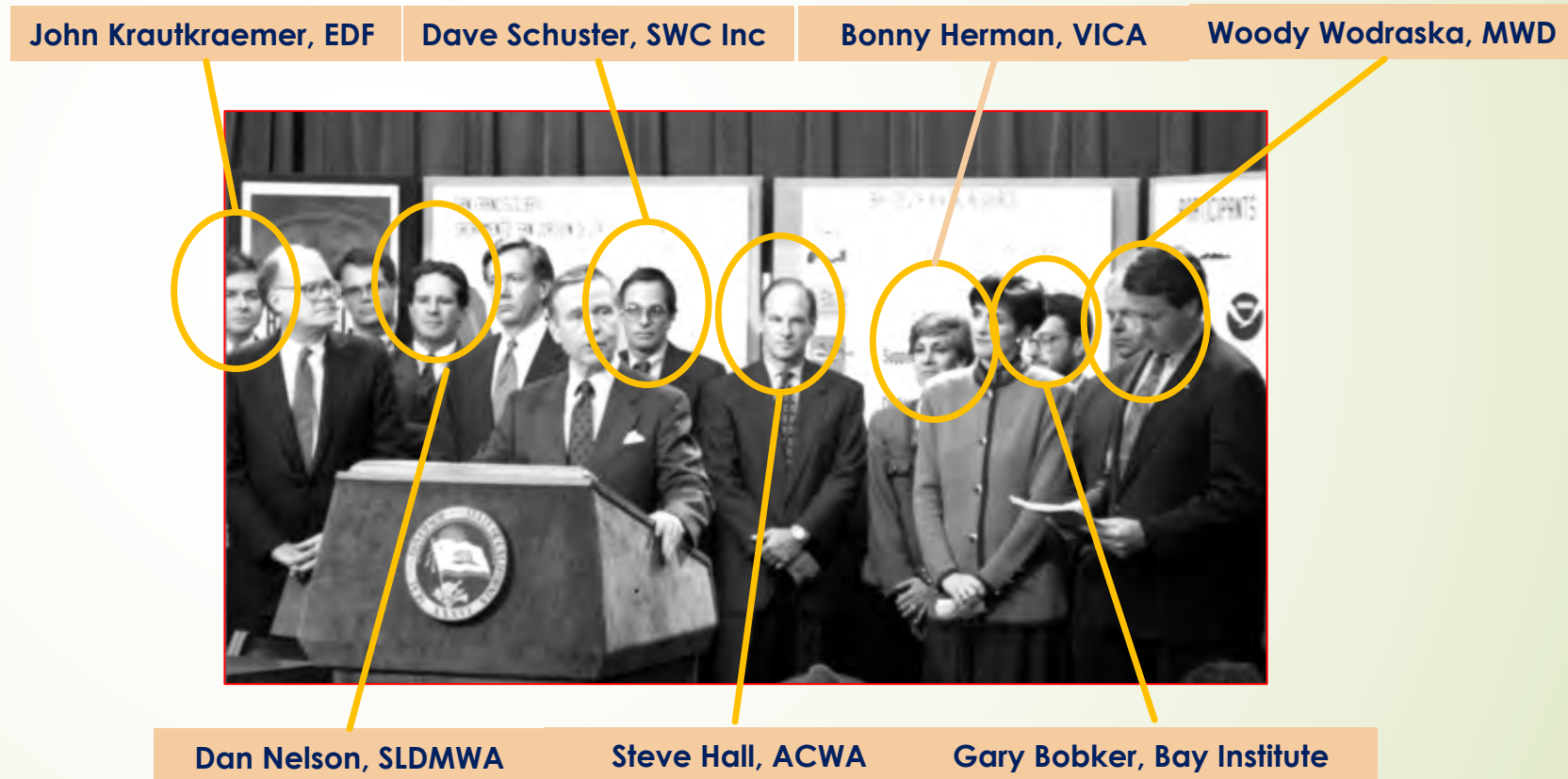


Ted Trimble & Gary Nelson

Key Success Factors

Stakeholder Commitment

- Key stakeholders were committed to the success of the collaborative
- Compromise wins over the Pull of winner-Take-all
- Broad base of support to protect the new policy equilibrium



Key Success Factors

Institutional Design

- Most had Big Tents
- Open, Transparent, Inclusive Processes
- Overcoming Disagreements
- Entrepreneurship



Key Success Factors

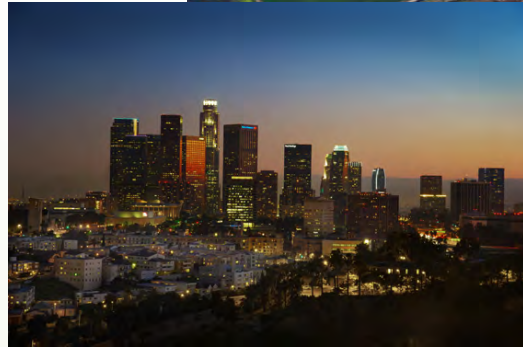
- Many successes triggered by crisis
 - Drought
 - Threatened Regulation
 - Lawsuit
- Fear of an adversarial process can lead to collaboration
- Do we have to wait for crisis to collaborate?



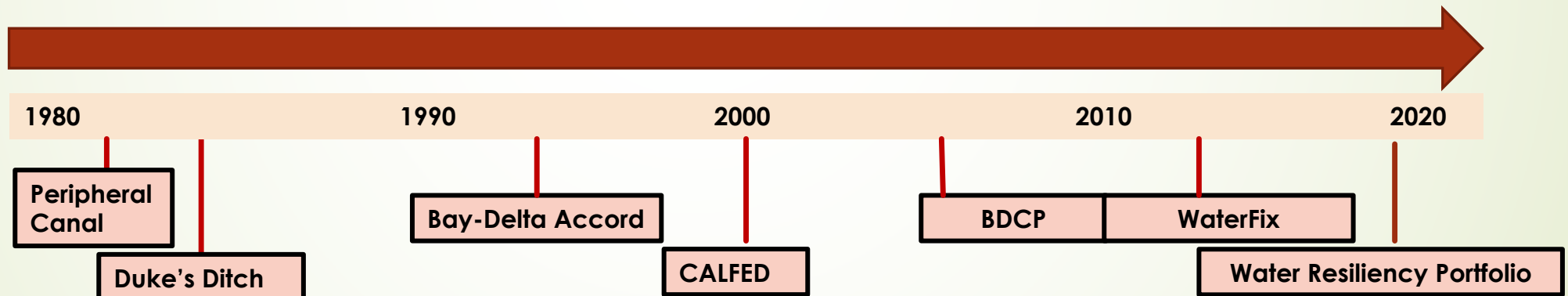
The Delta Conundrum

Why is the Delta so important?

- The Delta is the “hub” of our water supply system
- Conveys Drinking water to 25 million Californians
- Irrigates more than 3 million acres
- Vital for numerous resident and migratory fisheries



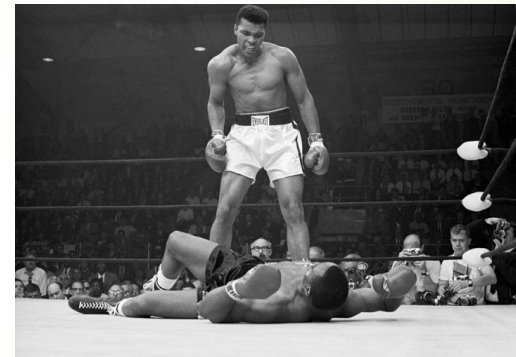
Because it's so important, many governors have tried to "fix" the Delta



Question: If all these bipartisan governors supported action in the Delta, why is it still such a mess?

Answer: Because we got the governance wrong.

- **Clash of Warrior Coalitions**
- **Managerial/Adversarial Decision-Making**
- **Minimal Investment in Collaborative Coalition Building**



We are using decision-making processes from earlier eras when only collaboration will work!

The Current State of Collaboration in California Water Policy

Leadership Vacuum on Governance



Water Warriors on the March



Lawsuits Circular Firing Squad

Fueled by Combat Science



Read Mount &
Gartrell in
CalMatters

What Can We Do About it?

Support collaboration where it has a foothold

Urge the Newsom Administration to enter a truly Collaborative Era in water policy

Use the November election as an opportunity to reset governance in CA water policy

Spotlight combat science to promote collaboration



You must have some good ideas, too!



So, Let's Talk