Upper Columbia Basin Environmental Collaborative

Agreement-In-Principle to Modernize the Columbia River Treaty: Comparison with Our Environmental Objectives (December 2, 2024)

UCBEC: Who We Are and What We Support

The Upper Columbia Basin Environmental Collaborative (UCBEC) is a partnership of Canadian environmental voices from the Upper Columbia Basin. We represent provincial, regional and local environmental organizations, supported by scientific, technical and policy experts. Current members include BC Nature, Living Lakes Canada, Wildsight (Regional), Yellowstone to Yukon Conservation Initiative, Wildsight Revelstoke and Friends of Kootenay Lake Stewardship Society. Fifteen additional organizations in the Basin have also pledged their support for our objectives. UCBEC members and supporters represent thousands of individuals from across the Canadian Columbia Basin.

UCBEC's primary focus is to improve the function of Canadian ecosystems impacted by dams and reservoirs in the Columbia Basin, including those in terrestrial, aquatic and riparian/wetland realms. Although our emphasis is on Canadian reservoirs and river reaches, we also promote ecosystem restoration in the U.S. to ensure maximum ecosystem function is maintained and improved throughout the Columbia Basin as a whole. We would like to see ecosystem restoration, creation and/or enhancement occur within, or in proximity to, all Canadian reservoirs and downstream river reaches to the extent possible, recognizing the need to balance use of limited flexibility and resources.

We have been actively involved with the modernization of the Columbia River Treaty (CRT) since 2016. Among other engagement, UCBEC has been honoured to support and participate in ecosystem-function research led by the Ktunaxa, Secwépemc, and Syilx Okanagan Nations, and to be an active participant in the Joint Steering Team (JST) that oversees BC's hydrologic modelling and assessment of options for "Specified Operations" (SO) which will define how Canada's negotiated flexibility will be used to shape dam and reservoir operations, as described below.

Outcome of the Treaty Negotiations: An Agreement-in-Principle

After six years of active negotiations, on July 11, 2024, Canada and the U.S. announced an Agreement-In-Principle (AIP) for a modernized Columbia River Treaty. This follows the expiration in September 2024 of some aspects of the original 1964 treaty and expiration of a separate Non-Treaty Storage Agreement (NTSA) related to additional reservoir water storage capacity. At present, the two countries are instituting interim measures while they draft final treaty text, building on the AIP. As part of a long-planned engagement with Columbia Basin residents and stakeholders, the Province of B.C. (BC) is currently seeking feedback on the AIP to help inform development of the final treaty agreement (BC Government CRT AIP).

In 2020, UCBEC released a Discussion Paper¹ presenting proposals for overall principles and elements of a modernized treaty, as well as specific studies and operational changes to dam operations that would improve ecosystem function and environmental values in the Canadian portion of the Columbia Basin. We believe that all of the proposals put forward in our Discussion Paper are still relevant and important, though the specific studies and operational changes suggested should be updated based on the Indigenous-led ecosystem function research that has been ongoing since our Discussion Paper's publication.

This document summarizes our review of the AIP in relation to our 2020 Discussion Paper as well as more recent work. It is based on our current understanding of the AIP, since the full document has not been released. We also provide recommendations for how governments can improve upon the AIP as they work towards a final treaty and then shift into implementation. We hope that this review will be useful for Provincial, Indigenous, Federal, and local governments as well as members of the public and non-governmental organizations as we collectively navigate this next chapter of the Columbia Basin's history.

Overview and Key Findings

The negotiated decrease in Canadian pre-planned flood-storage, and increased flexibility for Canadian reservoir operations provide significant opportunities for improving environmental outcomes in the Canadian Columbia Basin. Environmentally, this is the AIP's most promising element. In addition, the Canadian commitment to downstream fish-flow augmentation, especially in dry years, offers the potential for some mitigation of ongoing climate change and dam-related impacts on anadromous fish throughout the Columbia Basin (although the volume of water is not significantly more than what was already provided in recent years via short-term agreements).

While the AIP offers some opportunities for improving environmental outcomes, it falls short of including durable long-term commitments for changing the governance of CRT-related dams and reservoirs (i.e. decision-making processes). Ecosystem function is not elevated to be on par with the two existing purposes of hydropower and flood risk management. Instead, the AIP includes a collection of measures that hold potential for environmental improvements, but could also be ineffective and/or lead to the status quo (or worse) without committed governance oversight to ensure their potential is realized.

Much of the positive environmental potential within the AIP depends on future decisions about the use of Canadian flexibility, the progress and viability of international salmon reintroduction efforts, and on the U.S. utilization of Canadian reservoir storage. The U.S. could increase utilization of its own flood storage and limit floodplain development to reduce its dependence on Canadian storage, or it could rely on the use of "Called-Upon" storage in Canadian reservoirs. Use of Canadian reservoir storage to meet U.S. flood control needs takes away operating flexibility that could otherwise be used to improve environmental and other values. Optimizing operations for downstream power generation also limits opportunities to improve environmental and other values in Canada.

¹ UCBEC Discussion Paper

Shortcomings of the AIP in relation to goals previously articulated by UCBEC include:

- Ecosystem function does not have equal priority to hydropower and flood risk management as a primary purpose of the treaty.
- Changes to governance structures do not include changes related to environmental expertise, except in the advisory role given to Indigenous Nations.
- Membership and scope of the Treaty's primary governing bodies (the Entities and the Permanent Engineering Board) are unchanged.
- Adaptive management is unfunded and lacks a reliable pathway to guide reservoir operations, with no specific reference to climate change adaptation.
- Opportunities for local governments, non-governmental organizations or citizens to engage in treaty implementation have not been identified.
- Ongoing funding mechanisms for measures related to environmental objectives have not been identified.
- No agreed-upon terms are in place for Called-Upon flood risk management.
- So far, the roles of Indigenous Nations remain strictly advisory.

These gaps are problematic. We call on negotiators from both countries to draft final Treaty text that fills in as many of these holes as possible in the AIP and, wherever this is not possible within the treaty, to seek other avenues at the international level, or to develop robust plans and commitments to domestically address outstanding issues.

On a related note, September 2024 also saw the expiry of the Non-Treaty Storage Agreement (NTSA) that has guided use of an extra five million acre-feet of storage in the Kinbasket Reservoir (~25% of total Canadian water storage). There is now no clarity on management of this water despite its significance to Canadian ecosystems.

It is essential that all parties, including members of the public, stay engaged and attentive to ecosystem needs through the finalization of the modernized treaty, and the subsequent implementation of changes to dam and reservoir operations in BC. An important opportunity will be to participate in the upcoming community and/or virtual meetings that BC has committed to holding to receive feedback on the agreement and eventually on the Treaty's subsequent implementation. Any proposed changes to dam operations in BC will be expressed through the "Specified Operations" (SO) which will define how the negotiated flexibility will be used. Work is ongoing to evaluate alternative reservoir management options to define potential future SO plans. The Province has also committed to public engagement around SO plans. Participating in that engagement will be equally critical for determining environmental outcomes of a renewed CRT.

UCBEC members stand ready to assist any governments, organizations, and individuals who share our goals and interests in whole or in part to put in place measures that may return ecosystem function to Canada's Columbia Basin.

Detailed Review of Agreement-in-Principle to Modernize the Columbia River Treaty

In the table on the following pages, we inventory the overall recommendations included in our Discussion Paper and provide an assessment of the AIP in relation to each UCBEC recommendation. We also provide recommendations for domestic implementation of the Treaty in B.C. There are other AIP elements that are less related to the environment, and for brevity we have not commented on them here. However, in the context of a negotiation and a complex interconnected system, we recognize that the agreement's elements influence each other in different ways.

How to read this table:

The left section of the table lists the overall recommendations from our Discussion Paper. The middle section of the table ("UCBEC Review of International AIP") explains how the AIP does or does not advance our recommendations and presents suggestions for improvement. The right section of the table provides proposals for advancing our recommendations through domestic treaty implementation subsequent to international agreement.

Acronyms

AIP Agreement-in-Principle
AM adaptive management

BC British Columbia

CBRAC Columbia Basin Regional Advisory Committee

CBT Columbia Basin Trust
CE Canadian Entitlement
CRT Columbia River Treaty
EF ecosystem function
FRM flood risk management
FRW forest, riparian, wetlands

JEB Joint Ecosystem and Indigenous and Tribal Cultural Values Body KTCW Kootenay/Kootenai Transboundary Collaborative Workgroup

LGC Local Governments Committee
NGO Non-Governmental Organization
PEB Permanent Engineering Board

SO Specified Operations

UCBEC Upper Columbia Basin Environmental Collaborative

Table 1. Comparison of UCBEC objectives with CRT Agreement-in-Principle and identification of opportunities for improvements.

UCBEC Guidance		UCBEC Review of International AIP		UCBEC's Recommendations for Domestic Implementation	
#	Recommendation	Linkage to AIP / Potential Opportunities	Feedback into BC's AIP Review Process*	Ongoing Accomplishments and Opportunities	Potential Feedback for BC Government
1	Establish EF as a third Treaty purpose	Undefined term "ecosystem health" is proposed to be added in the Treaty preamble	Modify the Treaty preamble to recognize that hydropower and flood control must be balanced with ecosystem function as a new treaty purpose (additions are bolded, minor deletions not shown): "The Governments of Canada and the United States of America"	Although this is an international Treaty issue, BC could still emphasize EF as part of an implementation strategy	Prioritize EF in implementation decisions in an open and transparent manner
			Recognizing that their peoples have, for many generations, lived together and cooperated with one another in many aspects of their national enterprises, for the greater wealth and happiness of their respective nations, and		
			Recognizing that the Columbia River Basin, as a part of the territory of both countries, contains aquatic, riparian and terrestrial ecosystems of immeasurable value, as well as water resources that are capable of contributing greatly to the economic growth and strength and to the general welfare of the two nations, and		
			Being desirous of achieving the development and conservation of those resources in a manner that minimizes negative impacts to the basin's ecosystems and contributes to the economic progress of both countries and to the welfare of their peoples, and		
			Recognizing that the greatest benefit to each country can be secured by cooperative measures to maintain, restore and enhance ecosystem health and function in the basin, and for hydroelectric power generation and flood control, all of which will make possible other benefits as well."		
			Modify entire Treaty text to be consistent with the revised preamble including Treaty Article XV and Annexes A7 and A8		

^{*} This column references the eight response categories indicated in BC's AIP feedback process: General Comments category in addition to seven specific areas - Canadian Flexibility, Compensation, Flood Risk Management, Hydropower and Transmission, Joint Ecosystem and Indigenous and Tribal Cultural Values Body (JEB), Kootenay/Kootenai Transboundary Coordination and Salmon Reintroduction.

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2	Expand Treaty Entities and PEB to include EF representation	Not addressed	General Comments Modify the Treaty to require that Treaty Entities, a renamed PEB and other levels of Treaty governance include effective EF representation. Article XV may need to be modified to allow each country more than two PEB members.	BC can unilaterally decide to include EF-relevant membership in its Entity, the PEB, and/or the Operating Committee. though the current Treaty limits each country to only two PEB members.	Add effective EF representation at all governance levels
3	Establish dedicated mechanisms to integrate active adaptive management and climate-change planning into Treaty decision-making	 Addressed in a very limited way JEB offers limited possibilities in advisory role JEB membership and influence on decision-making is limited to Indigenous Nations with no defined process for inclusion of scientific input, NGOs nor the general public Climate change is considered only in relation to impacts on fish 	General Comments Establish a stand-alone AM body including Indigenous, Tribal and appropriate scientific membership, including appropriate government representatives at various levels and relevant NGOs. New AM body would review projections and potential impacts of climate change and oversee an active AM program for entire Columbia Basin to ensure reservoir management is resilient to climate change and coordinated to improve environmental values Recommendations from AM body should feed directly into Treaty decision-making, not be strictly an advisory role	 BC is currently looking at the establishment of an AM group for developing guidance on applying the new AIP flexibility in BC Climate change is actively being considered in BC's ongoing EF modeling program 	 Establish a stand-alone entity to address AM and climate change assessment, planning and adaptation Ensure inclusion of Indigenous and appropriate scientific representation, as well as roles for local governments and engagement with NGOs and Basin residents

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4	Explore opportunities for ecosystem restoration in Canadian reservoir footprints (forest, riparian and wetland areas)	Not addressed directly The flexibility negotiated by Canada/BC offers the possibility for this to be implemented The KTCW offers opportunities for discussion regarding EF riparian restoration in Koocanusa reservoir, although KTCW membership, terms of reference and jurisdiction are uncertain JEB offers opportunity for Indigenous Nations to raise issue of FRW restoration through monitoring and recommendations	Canadian Flexibility Pleased with the increased flexibility for Canadian storage and new opportunities for developing SOs that will provide environmental benefits Kootenay/Kootenai Transboundary Coordination Pleased with establishment of the collaborative workgroup (KTCW) KTCW terms of reference should include options to improve EF in Kootenay Lake and associated wetlands KTCW terms of reference should include exploration of FRW scenarios for Duncan and Koocanusa reservoirs	BC has an ongoing program through the SO modeling to explore this possibility (e.g., FRW scenarios)	 Ensure that BC utilizes negotiated flexibility to implement effective riparian restoration on a significant portion of the Canadian reservoir footprints. BC should allocate sufficient SO volume to FRW in as many reservoirs as possible.
5	Explore opportunities for improving EF by restoring functional flows in remaining river reaches (e.g. shifting seasonal flows to maximize aquatic and riparian productivity)	Not addressed directly The flexibility negotiated by Canada/BC offers the possibility for this to be implemented The KTCW offers opportunities for discussion regarding functional flows and EF riparian restoration along the Kootenai River below Libby Dam, although KTCW membership, terms of reference and jurisdiction are unclear JEB offers opportunity for First Nations to raise issue of restoration through monitoring and recommendations	 Canadian Flexibility Pleased with the increased flexibility for Canadian storage Kootenay/Kootenai Transboundary Coordination Pleased with establishment of KTCW KTCW terms of reference could include exploration of improving EF in various reaches of Kootenay River and Duncan River 	 BC has an ongoing EF modeling program to explore the possibility of increasing EF in remaining river reaches (e.g. Functional Flow scenarios) Although not specifically a Treaty issue, BC could explore and implement options to reduce peaking impacts below Revelstoke Dam and along the lower Kootenay River to ensure EF gains from Treaty changes achieve maximum effectiveness (e.g., the Revelstoke Reach of the Columbia River exposed with an FRW scenario in Arrow Reservoir will be ineffective without reduction in peaking impacts below Revelstoke Dam) 	Ensure that BC utilizes negotiated flexibility to implement effective functional flow measures, including peaking mitigation on a significant portion of Canadian river reaches below dams in the Canadian Columbia and Kootenay river basins

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6	Reduce flood risk management (FRM) requirements	Reduced pre-planned flood storage in Canada (8.95 MAF down to 3.6 MAF) No agreed upon definition for Called-Upon flood control implementation	 Flood Risk Management Pleased with decreased pre-planned flood storage in Canadian reservoirs Pleased with improved cooperation regarding Kootenay Lake flooding Need implementation plan for Called-Upon flood storage that ensures minimal negative impacts on environmental values in Canada and that provides fair compensation when accessed Ensure that prerequisites for called-upon FRM are stringent and financial payments are appropriate Request that Canada, through the negotiations and implementation of Called-Upon FRM requirements, pressure the U.S. to expand effective use of lower Columbia floodplains to reduce U.S. dependence on Canadian flood storage (i.e. protect or move vulnerable infrastructure on floodplains to allow periodic flooding) 	BC could increase flood tolerance for the Columbia Transboundary Reach in Canada (e.g.,Castlegar and Trail) and Kootenay Lake (i.e. protect or move infrastructure that is on the floodplains)	Explore increasing flood tolerance in BC portions of the Columbia Basin
7	Fund EF programs	Not addressed directly	 Compensation Pleased with annual compensation for pre-planned FRM Pleased with annual compensation for auxiliary U.S. benefits Need to ensure fair compensation for Called-Upon FRM CE reductions could be strengthened Need to ensure that adequate portion of compensation is made available for environmental programs 	BC could decide to permanently allocate a portion of CRT payments for pre-planned FRM, Called-Upon FRM, CE, and additional CRT US benefits compensation to funding EF programs in BC (e.g., Fish & Wildlife Compensation Program, Creston Wildlife Management Area, etc.)	Pressure BC to allocate a dedicated portion of CRT payments to EF programs on an ongoing basis, including projects related to EF program implementation resulting from utilizing flexibility to enhance EF in the basin

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8	Explore opportunities for returning anadromous fish to Upper Columbia	Partially addressed Commitment by US, Canada and BC to support salmon reintroduction feasibility studies Fish flow augmentation commitment by Canada for 1 to 1.5 MAF (unfortunately there is no commitment on US part to ensure effective use of the flows for fish) JEB review of fish flow augmentation operations and salmon reintroduction studies and activities	Salmon Reintroduction Need firm commitments by U.S. that Canadian augmentation flows for fish will be utilized to maximize fisheries benefits Need comprehensive assessment of climate change risks to salmon reintroduction and options for effective risk mitigation	BC continues to support feasibility studies for reintroduction of anadromous fish in the Upper Columbia	BC and Canada should continue to support Indigenous-led work on salmon reintroduction
9	Create opportunities for ongoing public consultation	Not addressed	General Comments Add requirements into the Treaty itself for public consultation on Treaty implementation and management Kootenay/Kootenai Transboundary Coordination: Pleased with establishment of KTCW KTCW terms of reference could include robust process for public input on Kootenay basin issues	 BC has established various programs and entities related to CRT consultation to receive advice on treaty modernization, e.g.: ✓ establishment of CBRAC ✓ establishment of LGC since 2012 BC has held public events (in-person and virtual) and has opportunities for public feedback on its website. 	 Ensure that CBRAC and the LGC continue to have meaningful and effective input into Treaty implementation and into defining the SO Request further opportunities for public consultation and accountability from the Canadian Entity and Canadian members of the PEB and other bodies of Treaty governance

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10	Support ongoing public and youth-focused education on Columbia River management	Not addressed	General Comments Add to the Treaty itself required publication and effective distribution of educational materials regarding the Treaty and its implementation	■ BC and CBT have held and funded various CRT-related educational efforts, e.g.: ✓ Both have websites (BC Government CRT AIP and Columbia River Treaty - Columbia Basin Trust) ✓ CBT held educational events before the CRT review began in 2012 ✓ BC has held various public consultation events, has ongoing information and opportunities for input on its website, and a presence on social media ✓ Both have supported Columbia River Field School and development of school curriculum	BC and CBT should increase ongoing funding for education programs related to Columbia Basin management, In support of this, BC should allocate a dedicated portion of CRT payments to treaty related education on an ongoing basis.
11	Recognize and uphold Indigenous rights in relation to CRT	Partially addressed JEB offers participation by Canadian Indigenous Nations and US Tribes in an advisory role regarding: Ecosystem health improvements One River approach to management Integration of Indigenous and cultural values in decision-making, including salmon restoration Leadership role in adaptive management Flow augmentation for anadromous fish	JEB • Elevate outcomes from JEB to Entities and elsewhere such that JEB recommendations are not strictly advisory, with the JEB representation actually involved in integrating the recommendations.	 Canada/BC have made progress in recognizing Indigenous rights in negotiation process: ✓ included Indigenous Nations as official observers in the Canadian negotiating team with full participation in the negotiations ✓ Canada/BC is working closely with Indigenous Nations to develop future SO and its governance ✓ BC has agreed, until 2027, to share a portion of downstream benefits with Indigenous Nations 	BC, Canada, and Indigenous Nations must develop a domestic treaty governance system (including composition of Canada's Entity and membership in the PEB and Operating Committee) that upholds the rights of Indigenous Nations

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